



Executive

Monday, 14 December 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
D 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, Planning and Culture
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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www.brent.gov.uk/committees

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 - 8

3 Matters arising (if any)

4 Deputations (if any)

Children & Families Reports

5 Future acquisition strategy for Brent Transport Fleet and authority to tender for provision of a leased maintained vehicle fleet 9 - 36

Brent Council has an ageing fleet of 143 Brent Transport Services (BTS) vehicles, almost two-thirds of which must be replaced within the next four years. This report seeks Executive approval for the acquisition and maintenance strategy for new vehicles – namely outsourced leasing with maintenance – and requests approval to invite tenders accordingly. Approval is also being sought for an outsourcing of maintenance arrangements for existing vehicles. In both cases the proposal is to set up a framework agreement that can be used by other members of the West London Alliance.

Ward Affected:
All Wards

Lead Member: Councillor Wharton
Contact Officer: John Christie, Director of
Children and Families
Tel: 020 8937 3130 john.christie@brent.gov.uk

Housing & Community Care Reports

6 Authority to tender a contract for Supporting People funded services for women fleeing domestic violence accommodated in refuges and to extend associated Supported People contracts 37 - 50

This report seeks authority to invite suitable providers to tender for a contract as required by Contract Standing Orders 88 and 89. The award of a contract will be for the provision of a Supporting People funded

refuges service for women at risk of domestic violence with a range of support needs. The report additionally seeks authority to extend the current contracts for Supporting People Family (Families, Refugees and BME) up to 31 March 2011.

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 Authority to award contracts for the procurement and management of temporary accommodation 51 - 60

This report requests authority to award contracts as required by Contract Standing Order No 88. This report summarises the process undertaken in tendering contracts for the Procurement and Management of Temporary Accommodation and, following the completion of the evaluation of the tenders, recommends to whom the contracts should be awarded.

Appendix also below.

Ward Affected:

All Wards

Lead Member: Councillor Allie

Contact Officer: Martin Cheeseman, Director of Housing & Community Care

Tel: 020 8937 2341

martin.cheeseman@brent.gov.uk

Environment & Culture Reports

8 Brent's Sport and Physical Activity Strategy 2010 - 2015 61 - 70

This report provides Members with an overview of Brent's Sport and Physical Activity Strategy 2010 - 2015. This Strategy feeds down from the Cultural strategy. It aims to give strategic focus to everyone who has a role in providing, delivering, enabling and directing the provision of sport and physical activity in Brent.

(Appendix circulated separately and is also available on the Council's website).

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

9 Brent Cultural Strategy 2010 - 2015

71 - 100

This report provides a background and overview of the new Brent Cultural Strategy 2010 - 2015. This is a joint strategy produced by the partners on the Brent Culture, Sport and Learning Forum and, as such, it is designed to influence all providers of cultural services in Brent to help deliver a shared vision for culture in the borough.

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

10 Disposal of properties at 776 and 778 Harrow Road

101 -
106

Barham Park is managed under a charitable trust of which the Council is the Trustee. This report details how two properties located on the western edge of the park are surplus to Parks Service need and how capital secured from the sale of the two properties could be used to improve infrastructure and facilities within the park.

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

Central Reports

11 Alperton Growth Area - a vision for change

107 -
134

This report outlines a vision for how Alperton could be developed over the coming years. The intention is for this vision to form the basis for the Masterplan SPD.

Ward Affected: Alperton;
Stonebridge;
Wembley
Central
Lead Member: Councillor Detre
Contact Officer: Phil Newby, Director of Policy and Regeneration
Tel: 020 8937 1032 phil.newby@brent.gov.uk

12 The future of Brent in2 Work and employment provision within the Borough

135 -
148

This report sets out the proposed future role of the Council in the delivery of employment services in the light of reduced funding opportunities. It presents a number of options to explore that could offer the council a new delivery model to support the borough's long term unemployed into work.

(Appendix also below)

Ward Affected: All Wards
Lead Member: Councillor Detre
Contact Officer: Phil Newby, Director of Policy and Regeneration
Tel: 020 8937 1032 phil.newby@brent.gov.uk

13 Increasing participation in recycling in flats task group report 149 -
176

This report brings before the Executive the work, findings and recommendations of the Overview & Scrutiny Committee's task group investigation into increasing participation in recycling in flats. The task group was set up to identify how participation rates could be increased on estates in Brent to help the council reach its LAA target of 40% recycling of waste by 2011. This target is unlikely to be reached without finding a solution for flats.

Ward Affected: All Wards
Lead Member: Councillor Van Colle
Contact Officer: Phil Newby, Director of Policy and Regeneration
Tel: 020 8937 1032 phil.newby@brent.gov.uk

14 National Non-Domestic Rate Relief and Hardship Relief 177 -
184

The Council has the discretion to award rate relief to charities or non-profit making bodies. It also has the discretion to remit an individual National Non-Domestic Rate (NNDR) liability in whole or in part on the grounds of hardship. This report includes applications received since the Executive Committee in July 2009.

(Appendix also below)

Ward Affected: All Wards
Lead Member: Councillor Blackman
Contact Officer: Duncan McLeod, Director of Finance and Corporate Resources
Tel: 020 8937 1424
duncan.mcleod@brent.gov.uk

15 Collection Fund Surplus/Deficit at 31 March 2010 185 -
188

As part of the Council Tax setting process for 2010/2011 the council is required to estimate the amount of any surplus or deficit on the Collection Fund as at 31 March 2010. This must be done by the 15 January 2010 and this report asks Members to approve the balance projected.

Ward Affected:
All Wards

Lead Member: Councillor Blackman
Contact Officer: Duncan McLeod, Director of
Finance and Corporate Resources
Tel: 020 8937 1424
duncan.mcleod@brent.gov.uk

16 Performance and Finance Review Quarter 2, 2009/10

189 -
204

This report summarises Brent Council's spending, activity and performance in Quarter 2, 2009/10 and highlights key issues and solutions to them. It takes a corporate overview of financial and service performance and provides an analysis of high risk areas. The report is accompanied by appendices providing budget, activity and performance data for each service area, the Local Area Agreement, ring fenced budgets and the capital programme. Vital Signs trend data and graphs are also provided along with the council's overall budget summary.

Appendices to this report have been circulated separately and are also available on the Council's website.

Ward Affected:
All Wards

Lead Member: Councillor Lorber
Contact Officer: Phil Newby, Director of Policy
and Regeneration
Tel: 020 8937 1032 phil.newby@brent.gov.uk

**17 Reference of item considered by Forward Plan Select Committee - 2
November 2009**

205 -
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***Authority to Award the Residential and Respite Care Contract for
People with Learning Difficulties***

The decisions of the Forward Plan Select Committee in relation to this item considered at the November meeting of the Executive are attached. An extract from the minutes of the Select Committee will be circulated.

18 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.

19 Exclusion of Press and Public

The following items (circulated separately) 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 contracts for the procurement and management of temporary accommodation
- The future of Brent in2 Work
- National Non-domestic rate relief and hardship relief

Reports above refer.

Date of the next meeting: Monday, 18 January 2010



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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LONDON BOROUGH OF BRENT

MINUTES OF THE EXECUTIVE Monday, 16th November, 2009 at 7.00 pm

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

APOLOGIES: Councillors Wharton

ALSO PRESENT: Councillors Dunwell, John and R Moher

1. **Declarations of personal and prejudicial interests**

None declared.

2. **Councillors Van Colle and Wharton**

Members extended best wishes to Councillor Wharton for a speedy recovery and congratulations to Councillor Van Colle and his family following the birth of a granddaughter.

3. **Minutes of the previous meeting**

RESOLVED:-

that the minutes of the previous meeting held on 19 October be approved as an accurate record of the meeting.

4. **Order of business**

The Executive agreed to change the order of business to take earlier in the meeting those items for which members of the public were present.

5. **Deputation - development of contracts with voluntary organisations**

The Executive heard from Phil Sealy, lay adviser to WISE (West Indian Self Effort) in respect of the report before members which set out the findings of the review of services provided by WISE and the New Testament Community Project. He reminded members of the background to the development of WISE's premises in Alric Avenue, funded by urban programme grant for specific use and how, since 1998, the premises came to be shared with APDA (Asian People with Disabilities), originally on a temporary basis. Mr Sealy stated that the increase in the incidence of strokes among the community placed increased demand on the services provided by WISE and the organisation needed the use of more building space. Shared use of premises was in breach of the original intent for the premises and

further disadvantaged the community. Phil Sealy added that APDA, unlike WISE, was not in operation solely for Brent residents but provided services for neighbouring boroughs for which fees were paid. He concluded in saying that WISE would welcome a formal, agreed lease arrangement.

6. Development of contracts with voluntary organisations

The Director of Housing and Community Care introduced the report which set out the findings of a review of services provided by West Indian Self Effort (WISE) and New Testament Community Project and proposed changes to the funding arrangements. He acknowledged that the long standing issues relating to the lease for the WISE premises in Alric Avenue and the report made clear that these would need to be resolved. The Executive agreed to add a resolution confirming this expectation.

RESOLVED:-

- (i) that the findings of the review be noted and approval given to 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;
- (ii) that approval be given to 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 the report from the Director of Housing and Community Care;
- (iii) that the grant of the above contract be subject the resolution of issues relating to the lease for the premises at Alric Avenue.

7. Deputations - authority to award the residential and respite care contract for people with learning disabilities

Sharon Iles, addressed the Executive on behalf of carers and residents of Melrose House in Willesden, a residential and respite care service for people with learning disabilities. She expressed a wish for the service to be retained as a council run service, even if only for a few more years, to allow continuity of the care. In the event of the externalisation going ahead, Ms Iles sought assurances on adherence to contractual commitments and involvement in decision making supported living arrangements.

George Fraser, speaking on behalf of the trade unions UNISON and the GMB, stated that in addition to opposing the principle of externalising the service to the private sector, also had a number of what he considered to be legitimate concerns regarding which members had been sent correspondence. He welcomed the Director's assurances on supported living but questioned whether the in-house bid had included this provision. He also questioned how it was possible for tenders to be invited when staff's new job descriptions had yet to be evaluated. George Fraser also stated that question of pensions needed to be addressed, for which

there were serious implications for staff. He urged the Executive to respond to the concerns outlined in the Unions' letter stating that residents deserved the benefit of a level playing field.

8. Authority to award the residential and respite care contract for people with learning disabilities

The Director of Housing and Community Care, Martin Cheeseman, introduced his report which requested authority to award the residential and respite care contract for people with learning disabilities following a tendering exercise. In response to the deputations received earlier in the meeting from Sharon Iles, on behalf of residents and carers of Melrose House, and George Fraser (Unison and the GMB union). Martin Cheeseman advised that the contract provided that all residents who transferred would continue to have their needs met in a similar way as at present. There was provision in the contract for individuals to move to supported living. However, this could only be done through an agreed assessment process. The existing residents had been in residential care for a long time and therefore he considered it very doubtful that they would be able to change to supported housing. Commissioning would ensure the correct level of service. Additionally, existing staff would be transferred so this should further provide continuity of care. It had been agreed at the outset that a comparison would be made with the in-house service and the current position was the result of an extensive private finance initiative commenced in 2001.

During the course of agreement on building design discussions had taken place on the need to balance the needs of existing residents against the need to make provision for an incremental move to supportive living as vacancies occur. While the current staff who he felt provided a good service in a run-down building, Martin Cheeseman stated that the appointment of an external provider would buy in additional staff and expertise to meet the new challenges. The recommended tenderer, The Camden Society, a not-for-profit organisation, were responsible for a number of homes in other boroughs as well as other services for people with a learning disability and who were well regarded. The organisation had experience of employing transferred staff and would be able to better provide training and relief support. In response to the enquiry over pension, the Director acknowledged the Unions' concerns and advised that any variations in the pension provisions would need to be referred to the General Purposes Committee for agreement.

In response to questions from Councillor Detre (Lead Member, Regeneration and Economic Development) the Director advised that the costs of risk sharing would be same whether the service was provided by The Camden Society or in-house. There was no requirement for the tender to be OJEU compliant but the principles of transparency and fairness would still apply. Councillor John (Leader of the Opposition) referred to the discontent at the proposals she felt was expressed by a number of sectors including service users, carers, staff, voluntary sector and the trade unions the net result of which was an adverse effect on staff morale. Too many changes were being introduced simultaneously and she felt that the situation could have been better managed, giving staff confidence in the future. Martin Cheeseman replied that Councillor John was making reference to a much wider process of change relating to Learning Disability services and much had been a learning process and a period of unprecedented change. The Council was no longer able to be an efficient provider of adult services and The Camden Society

had a greater expertise in training and developing staff. He assured that the TUPE and pensions rights of individual staff would not be affected.

Councillor Blackman (Lead Member, Resources) contributed that Melrose House had been in a poor condition for a very long time and it was good news that the residents and staff would get new accommodation. He emphasised that residents would be at their most vulnerable during the transfer and sought guarantees on how long they would be able to the same carers and also assurances over staff conditions of service post transfer. Martin Cheeseman responded that the expectation was for TUPE to last as long contracts were in place however, this did not rule out the possibility of future changes in circumstances. The staff ratio was set by the Care Quality Commission.

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).

RESOLVED:-

- (i) that approval be given to the award of the contract for the provision of residential and respite care services for people with learning disabilities for a period of three 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;
- (ii) that the Director of Housing and Community Care be authorised, in consultation with the Director of Finance and Corporate Resources and the Borough Solicitor to resolve pensions arrangements;
- (iii) that approval be given to 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 of the report from the Director of Housing and Community Care.

9. Local Development Framework - progress and proposed changes for examination

Councillor Van Colle (Lead Member, Environment, Planning and Culture) introduced the report from the Director of Environment which set out progress on the Council's LDF (Local Development Framework) in particular the Core Strategy and Site Specific Allocation documents. This was expected to be the last report on the LDF until its examination by a Planning Inspector in 2010. A number of representations were made following consultation in June 2009 and proposed changes were set out in Appendix 1 to the report. Councillor Van Colle stated that he was satisfied that the changes proposed protected the interests of the Council and those providing development under the framework.

RESOLVED:-

that agreement be given to the proposed changes to the Core Strategy set out in Appendix 1 to the report from the Director of Environment and Culture, for public consultation.

10. Supporting People Refreshed Five Year Strategy 2009-14 and financial benefits of preventative housing related support services

The report before the Executive sought approval for a new five year Supporting People strategy covering the period to April 2014. The Director of Housing and Community Care in introducing his report drew attention to the financial benefits of funding preventative housing related support services and to the ten strategic key priorities for the programme for the next five years.

RESOLVED:-

- (i) that the new five year Supporting People strategy be approved;
- (ii) that further reports 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 in the report from the Director of Housing and Community Care;
- (iii) that 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 would continue to make to the Council's agendas on personalisation and the provision of preventative services be noted.

11. Sustainable lettings - proposed scheme at W04 Quadrant Court

Councillor Allie (Lead Member, Housing and Customer Services) introduced the report from the Director of Housing and Community Care which made recommendations to introduce a lettings plan for the W04 Quadrant Court Scheme owned by Genesis Housing Group and Family Mosaic Housing Association. Councillor Allie drew attention to the proposal for a proportion of the family sized units to be under occupied relative to usual social housing levels, thereby increasing sustainability. The Executive welcomed the proposals which would provide quality residential units.

RESOLVED:-

- (i) that approval be given to 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 the report from the Director of Housing and Community Care;
- (ii) that approval be given to 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 para. 3.1.9 of the report from the Director of Housing and Community Care.

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

The report from the Director of Housing and Community Care sought approval for a contract for supported housing services at 115 Pound Lane NW10 to be exempt from the tendering requirements ordinarily required by the Council's contract standing orders, for the good operational and financial reasons set out in the report.

RESOLVED:-

- (i) 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 three of the report from the Director of Housing and Community Care;
- (ii) that a three year contract for housing support services for hostel residents at 115 Pound Lane, Willesden Green be awarded to the existing provider St Mungo's Community Housing Association Ltd from 1 April 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.

13. Approval for a new Learning Disability Resource Centre

The report from the joint from the Directors of Housing and Community Care, Finance and Corporate Resources, Environment and Culture and Policy and Regeneration advised of the progress made in indentifying a suitable site for Albert Road Day Centre (ARDC), following the decision in July 2009 to relocate in or near to the John Billam recreation ground, as part of the regeneration of South Kilburn. The Director of Housing and Community Care stated the proposals had been subject to extensive consultation with officers, in particular those from the Planning Service. The opportunity had also been taken to relocate the Council's existing autistic unit from its current location at Strathcona Day Centre. The Director assured that detailed discussions would take place on proposals for the shared use of the facilities for community hire to ensure users were safeguarded.

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).

RESOLVED:-

- (i) that approval be given to use of the site shown edged red in the plan in Appendix 1 to the report from the Director of Housing and Community Care ("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 (ii) and also the grant of planning permission;

- (ii) that the Director of Environment and Culture be authorised 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;
- (iii) that officers preparing and submitting a detailed planning application for a new Resource Centre to relocate the ARDC and ASPPECTS to the John Billam site.

14. Reference of items considered by Forward Plan Select Committee

None.


15. Any Other Urgent Business

None.

The meeting ended at 8.00 pm

P LORBER
Chair

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	<p>Executive 14 December 2009</p> <p>Report from the Director of Children and Families</p>
<p>Wards Affected: All</p>	
<p>Future acquisition strategy for Brent Transport Fleet and authority to tender for provision of a leased maintained vehicle fleet</p>	

Forward Plan Ref: C&F-09/10-005

1.0 Summary

- 1.1 Brent Council has an ageing fleet of 143 Brent Transport Services (BTS) vehicles, almost two-thirds of which must be replaced within the next four years.
- 1.2 This report seeks Executive approval for the acquisition and maintenance strategy for new vehicles – namely outsourced leasing with maintenance – and requests approval to invite tenders accordingly. Approval is also being sought for an outsourcing of maintenance arrangements for existing vehicles. In both cases the proposal is to set up a framework agreement that can be used by other members of the West London Alliance.

2.0 Recommendations

- 2.1 The Executive to give approval to adopt a new model of vehicle fleet acquisition through leasing with maintenance from a single supplier.
- 2.2 The Executive to give approval to the outsourcing of the current vehicle maintenance arrangements.
- 2.3 The Executive to give approval to procure a 4-year Vehicle Supply and Maintenance Framework Agreement split into two lots with Lot 1 consisting of the supply and maintenance of new vehicles and Lot 2 the maintenance of the Council's current vehicle fleet.

- 2.4 The Executive to give approval to the pre-tender considerations and the criteria to be used to evaluate tenders for Lots 1 and 2 of a Vehicle Supply and Maintenance Framework as set out in paragraph 4.0 of this report.
- 2.5 The Executive to give approval to officers to invite tenders and evaluate them in accordance with the approved evaluation criteria referred to in paragraph 2.4 above.

3.0 Detail

Background

- 3.1 Procurement of Brent Transport Service's (BTS) vehicles has traditionally been the responsibility of the Council's Finance and Corporate Resources (FCR) department which has sourced vehicles from a variety of vehicle providers on behalf of BTS, with BTS management responsible for all vehicle procurement decisions. Prior to 2005/6 vehicle purchases were financed through third-party operating leases or alternatively through internal leasing arranged by FCR where the Council owned the vehicles. After 2005/2006, vehicles were purchased using a combination of BTS budget funding and, where insufficient resources were available, Council prudential borrowing. Repayment charges and interest, routinely covering a leasing/loan period of seven years, were recovered through annual BTS customer pricing. After seven years, BTS would be free either to retain the vehicles - most were retained for another three years, some for longer - or to dispose of them, accruing residual sale value, where possible. All outstanding finance charges would be paid before disposal.
- 3.2 BTS has had overall management responsibility for a fleet of 165 vehicles (including 2 x 53 seat coaches whose future will be considered separately and which are excluded from further consideration in this report). A total of 41 either were "owned" by other LBB departments or operated by them under BTS leaseback arrangements. BTS undertook maintenance of all of the fleet. The fleet comprised a wide range of vehicle types including:
- Mid-sized passenger transport buses (mainly Mercedes Sprinters) many of which were fitted with specialist adaptations for transporting disabled passengers
 - Light commercial vans, pick-ups and tippers of varying size and configuration (including one Gulley clearing vehicle)
 - Standard cars and smaller passenger vehicles (minibuses, etc)

After July 2009, following termination of a school meals delivery contract for another borough and disposal of surplus vehicles, the fleet has reduced to a total of 143 vehicles, 104 of which are passenger fleet vehicles. The vehicles disposed of were the oldest in the fleet and accordingly the residual values were low.

- 3.3 The fleet has been managed, operated and maintained by a headquarters team of directly-employed BTS staff providing general management, workshop, repair and stores services. All maintenance of BTS vehicles - including those loaned/leased to other Council departments (Parks, Highways, Buildings, etc) has been carried out by a team of four BTS Fitters, overseen by a BTS Workshop Manager (currently there are only three fitters employed, one vacancy being unfilled). The workshop has also outsourced to commercial garages work which it could not cover within its own resources (during 2006 to 2009 a total of 188 individual tasks - notably major engine and gearbox defects - were outsourced at an average annual cost of £36,770).
- 3.4 The maintenance workshop is located within a building known as Hirst Hall. Hirst Hall is situated on the North Wembley industrial estate and is tenanted by organisations other than the Council. As well as occupying the maintenance facility, the Council also rents office space there for BTS use. In addition there is an open parking area leased by BTS for overnight parking etc.
- 3.5 To date, BTS has conducted its core business satisfactorily, delivering a high-quality, reliable service which annual customer surveys indicate has met well the needs of Adult Social Care (ASC) and Children and Families (C&F), its main clients. However, the Council's Social Care Modernization programme, changing environmental pressures and central government's direction to local authorities to drive efficiencies across all service areas, will present significant future operational challenges which, in order to remain effective and competitive, BTS cannot afford to ignore. Key factors include:
- **Vehicle Replacement Programme.** The previous unstructured approach to BTS vehicle procurement - simply purchasing five Mercedes Sprinter buses annually - did not reflect the need to examine critically future fleet replacement requirements. In a 165-vehicle fleet with a given ten-year service life, a programme reflecting a purchasing policy of 16+ vehicles per annum should have been established and implemented. Accordingly, restricted investment, exacerbated by a lack of effective forward planning on vehicle procurement, have resulted in an urgent need to review the existing vehicle replacement programme. The 'do nothing' option is not sustainable if the BTS service is to continue, given that over 66% of the fleet will reach or exceed 10 years of age within the next four years.

- **Maintenance.** Lack of appropriate directed investment in vehicle procurement has produced a legacy ageing fleet which, in turn, has resulted in a gradual increase in annual maintenance charges. The ageing fleet incurs more frequent and costly maintenance work to be undertaken. In instances where multiple breakdowns have occurred, especially in older buses, pressure of work to return vehicles to service has overwhelmed the limited BTS workshop capability, resulting in considerable overtime to be worked by the fitter staff and the outsourcing of other tasks to external suppliers at higher cost (see paragraph 3.3 above)
- **Operations.** As vehicles have become older, they have become less reliable and more prone to breakdown. Additionally, as their condition has deteriorated, they have become shabby in appearance. Older vehicles also are less efficient and produce higher levels of harmful emissions than newer models. Vehicle unreliability has generated a need for additional vehicles to be spot hired - at considerable extra cost - to cover downtime. Increasing unreliability would adversely affect efficient operational service delivery. Poor service delivery would adversely impact on BTS clients (disappointed at being ill-supported by an inefficient service) and the morale of BTS staff charged with its professional delivery (who would face clients' complaints).
- **New Emissions Control requirements** A total of 51 BTS vehicles – mainly Mercedes Sprinter coaches but also including a Land Rover and two Ford Ranger 4x4 vehicles –have to be replaced or converted by 4 Oct 2010 as they would then become non-compliant with existing emissions control regulations. Making these vehicles compliant would be costly (approximately £3,500-£4,000 per Mercedes Sprinter). Each vehicle would also have to be removed from service for conversion and testing, requiring the temporary hiring of replacement vehicles. This assumes that sufficient conversion kits would be available to complete the work in time (there are many thousands of ageing, non-compliant Mercedes Sprinters currently in UK service). This strengthens the argument for having a larger replacement programme to avoid the cost of conversions on old vehicles. The remainder of the fleet would not have to be replaced as they are already compliant with current regulations.
- **Flexibility.** Notwithstanding the need to both procure appropriate new vehicles urgently and to establish a robust annual replacement programme more closely matching future fleet requirements, there is also a need to build flexibility into the fleet's service delivery capability. Whilst the LBB's Social Care Modernization plan is in its infancy, it is difficult to forecast

accurately how changes in the pattern of care provision and hence passenger usage would affect BTS service provision. However, there remains the possibility that greater independence in service choice, made available through allocation of clients' Personal Budgets, could significantly change BTS' future fleet configuration. The fleet's 16-24 seat vehicles could see a reduction in utilisation, resulting in less income but a continuing expenditure commitment. Reduced income could make these vehicles no longer viable for their roles

- 3.6 Failure to address these issues urgently will hinder BTS in delivering an efficient, reliable service. BTS customers across the Council would suffer a direct, tangible adverse impact on core services, as vehicles either were unable to deliver services to the appropriate standard or were unavailable due to breakdown; the most dramatic impact would be felt by the Council's most vulnerable residents. Accordingly, a procurement programme to resolve immediate fleet serviceability issues (i.e. replacing two-thirds of BTS vehicles within the next four years) needs to be established. Furthermore, the agreed programme must support BTS' long-term strategic requirements.
- 3.7 Northgate Kendric Ash (NKA) were appointed in July 2008 to assist in a review of BTS. The phase one report undertaken by NKA in 2008 highlighted the need for a structured and informed vehicle replacement strategy, adopting strategic sourcing methodology to ensure value for money. The report recommended that a full options appraisal for the future provision and maintenance of the fleet be undertaken. This Options Appraisal was completed in June 2009 and looks at a 10 year programme for replacing vehicles. It incorporates benchmarking figures obtained from two national fleet and maintenance suppliers, who were asked to provide quotes based on the Council's current fleet profile. Figures obtained were then compared to the cost of outright purchase funded through Prudential borrowing (figures supplied by Corporate Finance) and the cost of maintaining these vehicles using the current internal maintenance provision. The Options Appraisal also looked at likely maintenance costs in the private sector (£40 per hour) and compared this with the £60.80 per hour charged by BTS.
- 3.8 Consequently, the recommendation of the June 2009 report prepared by NKA is that the Council source a single supplier which will both supply new vehicles on a leased basis with maintenance, and also maintain the legacy fleet. Research into the market has shown that there are vehicles suppliers who can both supply vehicles on a leased basis and also deliver a maintenance service. Accordingly the Executive are being asked to authorise commencement of a tender process to identify a commercial partner able to provide all BTS fleet requirements on a Leasing With Maintenance basis. The advantages of this approach are that it will:

- Deliver a higher-quality vehicle fleet, giving improved services to the people of Brent
- Generate potential costs savings of **£1.18M – £1.5M** in the first four years of a ten-year programme
- Provide a fit-for-purpose, cost-effective maintenance regime via the partner, with associated transfer of future operational risk. Examples of risk that would be transferred include changes to legislation regarding emissions resulting in high vehicle conversion costs and capital investment in workshop equipment.
- Permit flexibility in daily operations to meet LBB's future changing transport requirements, as necessary. Leasing will provide greater flexibility in that vehicles will on average be leased for a period of 4 years with the potential to return vehicles early without incurring early penalty charges if requirements change prior to this time and vehicles are no longer required. In contrast, were the Council to pursue the option of outright purchase – holding many of the larger vehicles for a period of 7 years or more – and then subsequently decide to dispose of certain vehicles after 4 years due to a change in requirements, then the Council would face a disproportionate share of the depreciation costs at this stage.

It should be noted however that the original premise of the NKA report of setting up a 7-year contract is no longer pursued, as explained below.

- 3.9 All figures shown within the options appraisal have been agreed with the Council's FCR department (see tables in section 5). In addition, the Modernization of Transport in Brent project's Strategic Steering Group have agreed the Lease with Maintenance and outsourced Maintenance option.
- 3.10 Following the NKA report, consideration was given to a further option for the procurement and ongoing maintenance of the fleet. This option was for the leasing of vehicles from one or a number of suppliers with maintenance contracted separately from a single supplier. This option was not included within the final Fleet Options Appraisal presented to the Strategic Steering Group, as it was initially dismissed on the grounds that it would not provide value for money for the Council. The reason for this is that the hourly rate offered as part of a separate maintenance contract would not be competitive when compared to the hourly rate offered by a supplier who was also providing the vehicles (see figures at paragraph 3.7 above). A successful tenderer for a maintenance-only contract would have to cover the cost of TUPE (and required investment in the workshop facilities if Hirst Hall was the preferred location) within the hourly rate offered, without the

opportunity to spread their costs that a combined supplier and maintenance contractor would have. In addition, if the Council were to use a multi-provider framework agreement set up by a third party e.g. the Eastern Shires Purchasing Organisation, the cost of vehicles may be no cheaper than the Council will obtain from its own contract, because there are only indicative prices within these multi-provider frameworks and a mini-competition needs to be run for each call-off.

- 3.11 In evaluating the options for procuring the supplier for vehicle leasing and fleet maintenance, consideration has also been given to ways in which the arrangements could be made available to other councils within the West London Alliance. The context for this discussion is the identification of the sharing of transport services as a specific strand of future work by the WLA boroughs, with the Council's Director of Housing and Community Care taking the lead for this. However this WLA work is not a WLA priority at present, and one difficulty that has been identified is the very different ways that the WLA boroughs structure their transport services at present. It should be noted that the differences between the boroughs is not just in respect of vehicle supply and maintenance but also in the core role of passenger transport itself. Rather than Brent hold up its own urgent need to replace ageing vehicles, the basis of the recommendations in this report is that Brent presses ahead with its procurement but makes the contractual relationship as flexible as possible so that the other WLA boroughs can use what Brent has set up if it suits their own needs. Therefore at this very early stage of joint discussions it is proposed that what is set up is available for WLA members to benefit from these arrangements whilst ensuring that a single provider can both supply and maintain the vehicles for Brent and hence meet the Council's requirements. Whilst WLA co-operation may provide some limited opportunity for savings through improved buying power, the main purpose of pursuing an option that is open to other WLA members is to enable greater co-operation and co-ordination between authorities' transport services with a view to potential shared delivery in the future. As much flexibility as possible will be built into the arrangements to allow closer working in the future e.g. Brent will give no guarantee of volumes of new vehicles to its potential providers.
- 3.12 A meeting was attended on 27th November with other WLA members to discuss options for future collaboration on transport. The general consensus appeared to be that this is a worthwhile but longer-term goal. Of the other authorities present only one – Hillingdon – has expressed an interest in accessing a vehicle supply framework with Brent in the near future. Further discussions will take place with Hillingdon to enable them to participate in the Framework from its commencement, whilst other authorities will still be able to access the framework as required in the future.
- 3.13 Discussions have been held between NKA and the Council's procurement and legal services about the nature of the contractual

relationship that will be set up with the proposed single supplier. The three options are (a) a combined contract for supply and maintenance of vehicles, or (b) a separate Brent framework agreement for supply running alongside a maintenance contract for the leased and legacy vehicles, or (c) a single framework agreement split into two lots, one for supply and maintenance of new vehicles and one for maintenance of the legacy fleet. These options permit potential collaboration with other WLA members in different ways; for example all of the options could be run as a joint procurement with one or more other borough; alternatively where a framework is set up then other boroughs can call-off from these frameworks in the same way as Brent.

- 3.14 The essence of a contract (as opposed to a framework agreement) is that it gives certainty, but if a contract were to be awarded that included the supply element, the Council would have to commit to what it wanted supplied at the time of tendering, which would create difficulty for the Council in adapting to changing customer need. This made option (a) less attractive for the supply of new vehicles. With option (b), there were technical problems in that it would not be possible to include within one OJEU notice both a contract and a framework agreement; if there were two OJEU notices then the appointment of a single supplier could not be guaranteed. [By contrast the essence of a framework agreement is that it offers flexibility]. The cost disadvantages set out in paragraph 3.10 would also apply to option (b). For option (c), Lot 1 for the supply and maintenance of new vehicles is set up as an umbrella agreement that sets out the terms upon which individual orders for new vehicles plus maintenance will be called off over the period of the framework. What to include in each call off can be based on a review of needs and technical innovation at the time. For Lot 2, Brent will make a call-off of one service contract at the start of the framework. In relation to potential collaboration, both lots for option (c) will also allow for other boroughs to make call offs, whether for purchase of vehicles or for a main maintenance contract. The main disadvantage of a framework agreement is that where the EU public procurement regime applies, framework agreements cannot be for longer than 4 years, although any maintenance or leasing contract called off from the framework can be for longer than this, within reasonable limits.
- 3.15 In order to allow maximum flexibility to match future requirements with demand, and also allow use of Brent's arrangements by other WLA boroughs, but also to retain the single supplier model, contractual structure (c) as outlined in paragraph 3.12 is proposed. This will mean losing the advantage of a 7-year contract as set out in the Options Appraisal. However informal discussions have taken place with potential suppliers regarding the impact on the prices indicated in the Fleet Options Appraisal of using a 4-year Framework rather than a 7-year Service Contract for the supply of new vehicles (i.e. without guaranteed volumes and with a shorter contract length); initial feedback is that there is unlikely to be any adverse impact on the prices already indicated of procuring a Framework as opposed to a

Service Contract. The reason for there being no adverse impact on price through shortening the contract length is that the key determinant is the length of the lease agreement for each individual vehicle which, it should be noted, is different to the contract period. For example, the Council may take out a 4-year lease on a vehicle during the fourth year of the framework; this lease will continue after the expiry of the framework, even in the event that a new supplier is chosen for subsequent vehicle replacement, and the original provider will still be required to meet the service levels agreed contractually. The option has been considered of requiring the vehicle provider to terminate and/or transfer to a new provider any leases outstanding at the end of the 4 year framework, however this will have a detrimental impact upon the prices of the vehicles as a result of shortening the potential term.

- 3.16 As part of the tender process, tenderers will be required to identify the optimum lease periods for each vehicle that minimise the cost to the Council. Whilst longer periods may result in higher costs as a result of the number of years' maintenance that will be required (particularly following the expiry of the warranty period), shorter periods will also result in higher annual charges due to providers spreading the cost of their investment and depreciation of the vehicles over a lesser number of years. Experience in the market shows that the optimum period is in the region of 4 years for most vehicles, although this can be longer in the case of larger and more specialist vehicles.
- 3.17 In specifying proposed lease terms, the Council must provide tenderers with certain parameters to ensure that the leases are treated as operating leases (and hence funded from revenue) as opposed to finance leases (which would have implications for the Council's capital programme due to treatment of the vehicle assets as balance sheet items) in accordance with the draft CIPFA Code of Guidance and International Financial Reporting Standards. To ensure that the leases are treated as operating leases then the following parameters are required:
- The lease term must be less than the economic life of the vehicle
 - The total payments under the lease must be less than the fair value of the vehicle at the inception of the lease
 - No risks or benefits associated with the ownership of the vehicle are transferred to the Council (for example the option to purchase leased vehicles at a discounted price or to extend the original lease at a discounted rate)

4.0 Pre-Tender and Procurement Considerations

- 4.1 In accordance with Contract Standing Orders 88 and 89, pre-tender and procurement considerations are set out below for the approval of the Executive:

Ref.	Requirement	Response
(i)	The nature of the service.	Supply of leased vehicles incorporating maintenance; maintenance of all leased and owned fleet. To be procured through a single framework agreement split into two lots. It is proposed that tenderers will have the option of using the Council's existing site for maintenance, or using a site of their own.
(ii)	The estimated value.	Estimated contract value for both contracts £4.2 million over the 4 year period (including any ongoing lease costs over years 5 – 7 from vehicles leased in years 1 - 4).
(iii)	The contract term.	Likely commencement date July 2010
(iv)	The tender procedure to be adopted.	Formal tendering (including advertising) with a two stage (restricted) tendering procedure will be followed in accordance with Contract Standing Order 95 and the Public Contracts Regulations 2006: The first stage: expressions of interest invited with short-listing of interested organisations based on an evaluation of the pre-qualification questionnaire they submit. The second stage: invitation to tender will be issued to short-listed organisations.
(v)	The procurement timetable.	See Appendix D. It is proposed to adopt the restricted (two-stage) procedure.

(vi)	The evaluation criteria and process.	<p>A shortlist will be drawn up in accordance with the Council's Contract Management and Procurement Guidelines, using a pre-qualification questionnaire and thereby meeting the Council's financial standing requirements, technical capacity and technical expertise. The panel will evaluate the tenders against the following criteria:</p> <ul style="list-style-type: none"> • Tendered prices (60% weighting) • Quality assessment (40 % weighting) (see Appendix B for further breakdown)
(vii)	Any business risks associated with entering the contract.	<p>The following business risks are considered to be associated with entering into the proposed contract:</p> <p>Financial – A risk that interest rates may increase which may increase leasing costs</p> <p>Operational – The potential partner fails to meet the requirements of the contract. However, this risk is significantly reduced by the stringent procurement process.</p>
(viii)	The Council's Best Value duties.	The competition provided by the 2-stage tendering exercise will assist the Council in achieving best value for this service.
(ix)	Staffing implications including TUPE & pensions	See section 8.0. It will also be necessary to consider the impact of the Code of Practice on Workforce Matters and its requirement that those recruited to work alongside staff transferring from local authorities on the local government contract should be offered comparable terms and conditions to those transferring staff.
(x)	The relevant financial, legal and other considerations	This report has been reviewed by Legal, Finance and Procurement and any comments/additions incorporated. See also section 5 and 6.

4.2 The Executive is asked to give its approval to these proposals as set out in the recommendations and in accordance with Standing Order 88.

5.0 Financial Implications

5.1 Vehicle prices for the current fleet configuration and for alternative cheaper vehicles were reviewed to forecast costs for both Outright Purchase and Outsourced Leasing options, spread across a ten year

period. These prices were for benchmark purposes only. Future tenders would be likely to offer lower figures

- 5.2 During the key first four years, for the full vehicle fleet, Outsourced Leasing With Maintenance would offer savings of **£1.18M** over LBB Outright Purchasing. All leased vehicles would be replaced after four years. Outright Purchased vehicles would have to be replaced after seven years in order to avoid repeating the current precarious situation. Should alternative marques of vehicles be procured instead of the current Mercedes/Ford Transit fleet (a consideration if vehicles are only to remain on the fleet for four years), further savings of approximately **£300K** could be achieved, thereby raising projected savings to approximately **£1.5M** over 4 years. In addition, Outsourced Leasing With Maintenance would allow BTS to cut its full fleet annual budget maintenance provision of **£393,644** making a further saving against current baselined budget forecasts. LBB Officers have assessed the accounting treatment of these leases which they considered to be operating leases. As such, the associated vehicles would not be required to be identified as assets of the authority in the Balance Sheet and payments under the leases would solely be charged to revenue
- 5.3 Interest rates - especially in recent months - have remained very low. The effect of this on comparative costs has been to present the existing internal vehicle operating lease costs (which end in 2014) in a relatively unfavourable light as they were based on interest rates which were higher at the time of purchase than currently. In contrast, current indicative rates from suppliers reflect ongoing low interest rates. Any future procurement decisions must take into account that LBB could face a significant relative increase in financing costs - as recession eases and interest charges rise - when replacing vehicles in the future, thus making the Council's internal fleet finance operation appear less competitive than hitherto.

The table sets out the relative advantages of the different models of provision over both the 4 year initial term and a longer 10 year replacement period (10 years being the projected time to replace all the current fleet).

Serial	Option	Year 4 Total	Year 10 Total	Remarks
(a)	(b)	(c)	(d)	(e)
1	In House Outright Purchase + BTS Maint	£4,728,067.36 Discounted Cash Flow - £4,319,600	12,291,258.98 Discounted Cash Flow - £10,078,609	Vehicles replaced again after 7 years
2	Outsourced Leasing + Maint	£3,544,755.97 Discounted Cash Flow - £3,235,080	12,315,520.69 Discounted Cash Flow - £9,981,386	Vehicles replaced every 4 years. Complete Fleet leased after 9 years when near steady state achieved
3	Outsourced Leasing only + BTS Maint	£4,459,065.57 Discounted Cash Flow - £4,075,058	14,565,334.07 Discounted Cash Flow - £11,853,396	BTS Maint @ £60.8 per hour vice Leasing Company's £40 per hour

** Figures relate to the full BTS Fleet*

Note – the discount rate applied is 3.5%

- 5.4 Although qualitative factors are considered important in evaluating tenders (accounting for 40% of the evaluation – refer to appendix B) the challenging financial position means that price has been given a higher overall relative weighting, accounting for 60% of the evaluation, thereby meeting the requirement to use the most economically advantageous tender as a basis for the evaluation.
- 5.5 Appendix A (Fleet Funding Option) identifies how the vehicle passenger transport replacement programme could be funded over a ten year period, with minimal impact to existing budgets. In summary, the current vehicle purchasing, lease payment and maintenance budgets could be re-directed to contribute to the new leasing charges incurred for BTS's vehicles. By uplifting the vehicle purchasing budget by £30,000 per annum from Year 1 of the programme and increasing the utilisation of vehicles - thus reducing vehicle replacement requirements from Year 6 - BTS' budget would not incur a deficit until Year 10. The deficit in Year 10 would amount to £50,642. However, if no vehicles were purchased during 2009/2010, the current year's £306,000 vehicle purchase budget could be carried forward, thereby covering the Year 10 deficit and producing a surplus of £255,358.

6.0 Legal Implications

Statutory Requirements

- 6.1 The availability of a vehicle fleet to the Council is essential to the operation of the Council and the discharge of various of its functions in the course of providing services across the community. Moreover, the Council has powers (and in some instances the duty) to make provision for the transportation of children with SEN, vulnerable adults and others under (amongst other provisions) ss312 to 324 of the Education Act 1996, s21, 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, all in conjunction with s111 of the Local Government Act 1972 (see 5.2 below).
- 6.2 Under section 111 of the Local Government Act 1972, local authorities have the power to do anything calculated to facilitate the discharge of their functions. Section 111 specifies that this power extends to the power to do anything which is incidental to their functions. This empowers the Council to purchase and maintain vehicles to discharge the main functions referred to in the previous paragraph.
- 6.3 By virtue of section 1 of the Local Government (Contracts) Act 1997, local authorities are empowered to enter into contracts for the provision of assets (which are specified in the section to include vehicles) for the discharge of their functions.
- 6.4 Failure to approve measures to maintain an effective BTS fleet would lead to a sharp decline in operational service delivery, thereby adversely impinging on LBB's capability to meet its statutory ASC and C&F transport responsibilities.

Procurement Requirements

- 6.5 Lot 1 of the proposed framework agreement will lead to the individual call-off contracts being awarded that are a combination of supplies and Part A services (maintenance of vehicles). Lot 2 of the proposed framework agreement will allow Brent and other WLA boroughs to make a call-off of a vehicle maintenance contract (Part A services). Given the estimated value of the proposed framework agreement over its lifetime and the nature of what is being procured as a mixture of supplies and Part A services, the tendering of the contract is subject to the full application of the European public procurement regulations ("the EU Regulations"). The award is also subject to the Council's own Standing Orders and Financial Regulations in respect of High Value Contracts.

Use of Land consideration

- 6.6 It will be necessary to consider the basis upon which Hirst Hall is made available to tenderers for them to use if they wish. This could be done on the basis of it being available at a minimal rent or discounted rent, or at a market rent. Under section 123 of the Local Government Act 1972, a disposal of land by way of a short tenancy for 7 years or less does not require the Council to obtain “the best consideration reasonably obtainable”. This will need to be agreed with the Council’s Property and Asset Management Service prior to tender despatch.

Workforce Matters

- 6.7 The considerations for the current Council staff are addressed in section 8 below. It is also necessary to consider the impact of the Code of Practice on Workforce Matters in Local Authority Service Contracts, where it relates to additional non-TUPE staff recruited to work on the Brent contract. The Code requires the successful tenderer who recruits new staff to work on a local authority contract alongside former local government staff, to offer those recruited staff fair and reasonable terms and conditions (excluding pensions) which are, overall, no less favourable than those of the former local government staff. The Code further requires the Council to make these requirements legally binding on the contractor through contractual terms. Should the Executive give approval to the invitation of tenders then it will be necessary for the Council to consider the guidance and decide whether to apply the Code by making some or all of these requirements legally binding on the successful tenderer. In coming to the decision it will be necessary for the Council to consider in respect of each of the Code requirement, the respective costs and benefits of making that requirement legally binding on the successful tenderer.

7.0 Diversity/Equality Implications

- 7.1 The proposal to change the way that the Council procures its vehicles is not considered to have any diversity implications. A Diversity/Equality Impact statement has been prepared in relation to outsourcing of the in-house maintenance service by Brent Council’s HR department. It is shown at Appendix C.

8.0 Staffing Implications

- 8.1 At the point in time when the Council calls off a maintenance contract from the new framework for the legacy fleet (lot 2), there will be a TUPE transfer for the current BTS workshop staff (Workshop Manager and 3-4 Fitters). This should be addressed through the Council’s HR and Legal department at the earliest opportunity. The staff may well prefer that all maintenance is centred on the existing workshops at Hirst Hall, thereby permitting a smooth transition. However as it is

proposed to let tenderers decide whether or not to use Hirst Hall, this continuity cannot be guaranteed. Where a TUPE transfer involves or will involve a substantial change in working conditions to the material detriment of an employee who TUPE transfers or who would TUPE transfer, it is open to that employee to resign and claim constructive unfair dismissal. The relocation of a workplace as a result of a TUPE transfer could be such a substantial change. Therefore if the contractor decides not to use Hirst Hall then depending on the location of the new workshops there is a risk some or all of the BTS workshop staff could refuse to transfer and bring successful unfair dismissal claims against the Council. If a member of the BTS workshop staff objected to TUPE transferring then their employment with the Council would end at the point when s/he would otherwise have TUPE transferred. Such an objection would not prejudice his/her ability to claim constructive unfair dismissal as stated above. These issues would need to be addressed in discussions between the Council, the contractor, the staff and the staff's recognised trade union(s) prior to the transfer.

- 8.2 Where the whole or part of a Council service is outsourced, the Council has a legal obligation to include in the contract a term requiring the contractor to secure pension protection for Council employees who transfer under TUPE to the contractor or to a sub-contractor of the contractor as a result of the outsourcing. In order that pension protection is secured for these employees they must, as employees of their new employer, have rights to acquire pension benefits and those rights must be the same as, or count as being broadly comparable to or better than, the Local Government Pension Scheme. This applies to employees who are members of the Local Government Pension Scheme as well as those who have a right to join it. As a result of the direction the contract must also allow each of the transferring employees to enforce against the contractor its obligation under the contract to secure pension protection for that transferring employee (i.e. to bring legal proceedings against the contractor for breach of contract if the obligation is not complied with). Council policy and the Best Value Code of Practice in Workforce Matters in Local Authority Service Contracts also place an obligation on the Council to offer pension protection.

9.0 Accommodation Implications

- 9.1 The Council holds a five year lease on the premises at the East Lane Industrial Estate - including Hirst Hall - from 29 September 2008 expiring in September 2013 at an annual rent of £188,650 per annum exclusive. It is proposed that tenderers will be offered the use of the workshop in Hirst Hall, but they may not take up this option. The tender evaluation will need to take into account the financial impact of any bid that involves the use of alternative premises to Hirst Hall in terms of the reallocation of overheads and business rates across the remaining site occupied by the Council and the cost of and ability to sublet the workshop area to another tenant.

10.0 Background Papers

- Brent Transport Services: Fleet Options Appraisal
- Fleet Procurement Option Appraisal

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Appendices:

- A. Fleet Funding Options**
- B. Evaluation Criteria**
- C. Equality Impact Assessment**
- D. Procurement Timetables**

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**APPENDIX A TO
FORWARD PLAN REF:
C&F09/10-005.**

FLEET FUNDING OPTIONS

Leasing Charges with Maintenance

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Leasing Charges with Maintenance	672,556	855,103	958,559	1,058,537	1,232,002	1,325,463	1,420,818	1,507,189	1,628,047	1,657,243
Outstanding Lease Charges	87,159	72,487	55,925	42,340	0	0	0	0	0	0
Minus										
Other Council Departments Estimated Procurement Costs i.e. Parks & Highways	35,259	35,259	39,467	63,985	78,111	89,603	110,591	160,714	179,572	180,504
Current Vehicle Maintenance Budget plus inflation	400,000	408,000	416,160	424,483	432,973	441,632	450,465	459,474	468,664	478,037
Lease Payment Budget ('08/'09 budget plus inflation)	250,000	255,000	260,100	265,302	270,608	276,020	281,541	287,171	292,915	298,773
Current Vehicle Purchasing Budget plus inflation	350,000	357,000	364,140	371,423	378,851	386,428	394,157	402,040	410,081	418,282
Sub Total	-275,544	-127,669	-65,383	-24,316	71,459	131,779	184,065	197,789	276,816	281,646
Cfd if applicable	0	-275,544	-403,213	-468,596	-492,912	-421,453	-289,674	-105,609	0	0
Deficit/ Credit	-275,544	-403,213	-468,596	-492,912	-421,453	-289,674	-105,609	92,180	276,816	281,646

Options for Financing Deficit

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Deficit/ Credit	-275,544	-403,213	-468,596	-492,912	-421,453	-289,674	-105,609	92,180	276,816	281,646
Increased Utilisation Reducing Fleet Requirements	0	0	0	0	0	25,000	50,000	75,000	100,000	125,000
Revised Deficit/ Credit	-275,544	-403,213	-468,596	-492,912	-421,453	-314,674	-155,609	17,180	176,816	156,646
Option to Increase Vehicle Purchasing Budget (£30k per annum plus Cfd)	30,000	60,000	90,000	120,000	150,000	180,000	210,000	240,000	252,820	106,004

Revised Deficit/ Credit								222,820	76,004	-50,642
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**FUTURE ACQUISITION STRATEGY FOR BRENT TRANSPORT FLEET &
AUTHORITY TO TENDER FOR PROVISION OF A LEASED MAINTAINED
VEHICLE FLEET: EVALUATION CRITERIA**

Category	Description	Possible Score	Weighting
Price for service provision & Commitment to Gainshare	Price quoted for vehicle supply and fleet maintenance	1 to 10	60% (see below for breakdown)
	<ul style="list-style-type: none"> a. Fleet Prices b. Hourly Rates for maintenance of existing fleet 		30%
Quality of Service Delivery	a. Fleet Maintenance Procedures (see Specification)	1 to 10	40% (see below for breakdown)
	b. Clear Management Procedures (dedicated managerial personnel; escalation procedures, clear programme for monitoring meetings, etc)		28%
	c. Service Levels e.g. responsiveness to breakdowns, delivery of new vehicles		5%
	d. Environmental Issues		5%
			2%

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Impact Needs/Requirement Assessment Completion Form

Department: Children & Families	Person Responsible: Mustafa Salih
Service Area: Brent Transport Services	Timescale for Equality Impact Assessment :
Date: August 2009	Completion date: August 09
Name of service/policy/procedure/project etc: Outsourcing the fleet and transport workshop at Brent Transport Services	Is the service/policy/procedure/project etc: New <input checked="" type="checkbox"/> Old <input type="checkbox"/>
Predictive Yes <input checked="" type="checkbox"/> Retrospective <input type="checkbox"/>	Adverse impact Not found <input type="checkbox"/> Found <input checked="" type="checkbox"/> Early consultation with staff affected Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Is there likely to be a differential impact on any group? Yes	Please state below:
1. Grounds of race: Ethnicity, nationality or national origin e.g. people of different ethnic backgrounds including Gypsies and Travellers and Refugees/ Asylum Seekers No	2. Grounds of gender: Sex, marital status, transgendered people and people with caring responsibilities Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> All workshop staff are male (100% of workshop employees affected)
3. Grounds of disability: Physical or sensory impairment, mental disability or learning disability Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	4. Grounds of faith or belief: Religion/faith including people who do not have a religion Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
5. Grounds of sexual orientation: Lesbian, Gay and bisexual Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	6. Grounds of age: Older people, children and young People Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Consultation conducted In progress Yes <input type="checkbox"/> No <input type="checkbox"/>	
Person responsible for arranging the review: Mustafa Salih	Person responsible for publishing results of Equality Impact Assessment: NKA/Marcelle Moncrieffe-Johnson
Person responsible for monitoring: Mustafa Salih	Date results due to be published and where: Options appraisal document and report to Executive – Dec 09
Signed:	Date:

Impact Needs/Requirement Assessment Completion Form

1. What is the service/policy/procedure/project etc to be assessed?

Outsourcing the fleet and transport workshop at Brent Transport Services.

2. Briefly describe the aim of the service/policy etc? What needs or duties are it designed to meet? How does it differ from any existing services/ policies etc in this area

Outsourcing will result in a TUPE transfer of the workshop staff. Recommendation to outsource fleet and maintenance in order to improve the quality of service to BTS customers and deliver financial efficiencies.

3. Are the aims consistent with the council's Comprehensive Equality Policy?

Yes

4. Is there any evidence to suggest that this could affect some groups of people? Is there an adverse impact around race/gender/disability/faith/sexual orientation/health etc? What are the reasons for this adverse impact?

No, however all members of the Transport Workshop are male and one is over age 65 years

5. Please describe the evidence you have used to make your judgement. What existing data for example (qualitative or quantitative) have you used to form your judgement? Please supply us with the evidence you used to make your judgement separately (by race, gender, disability etc).

Workforce monitoring data:

1 X Black African; 1 X Black Caribbean; 1 X Black British; 1 X White British

6. Are there any unmet needs/requirements that can be identified that affect specific groups? (Please refer to provisions of the Disability Discrimination Act and the regulations on sexual orientation and faith, Age regulations/legislation if applicable)

No

7. Have you consulted externally as part of your assessment? Who have you consulted with? What methods did you use? What have you done with the results i.e. how do you intend to use the information gathered as part of the consultation?

Obtained benchmark data from 3 external suppliers. Data used to benchmark existing BTS operations. The benchmarking referred to is around costs of the operation, i.e. leased vehicle costs with and without maintenance and hourly rates which incorporate elements of both fixed and non fixed costs.

This data has been used to benchmark the cost of the BTS operation in comparison to the market place, to establish if the existing service is providing value for money.

This data has only been used to inform the recommendation and will be subject to full tender in line with European legislation and Council policy, which we have clarified within the Options Appraisal and the Executive Report

8. Have you published the results of the consultation, if so where?

Options appraisal document and report to Executive

9. Is there a public concern (in the media etc) that this function or policy is being operated in a discriminatory manner?

No

10. If in your judgement, the proposed service/policy etc does have an adverse impact, can that impact be justified? You need to think about whether the proposed service/policy etc will have a positive or negative effect on the promotion of equality of opportunity, if it will help eliminate discrimination in any way, or encourage or hinder community relations.

Not applicable

11. If the impact cannot be justified, how do you intend to deal with it?

Impact Needs/Requirement Assessment Completion Form

Not applicable

12. What can be done to improve access to/take up of services?

Not applicable

13. What is the justification for taking these measures?

Not applicable

14. Please provide us with separate evidence of how you intend to monitor in the future. Please give the name of the person who will be responsible for this on the front page.

Mustafa Salih

15. What are your recommendations based on the conclusions and comments of this assessment?

No action at this stage, ensure effective consultation and communication with all staff affected by the proposals.

Should you:

1. Take any immediate action?
2. Develop equality objectives and targets based on the conclusions?
3. Carry out further research?

16. If equality objectives and targets need to be developed, please list them here.

Not applicable

17. What will your resource allocation for action comprise of?

Not applicable

If you need more space for any of your answers please continue on a separate sheet

Signed by the manager undertaking the assessment:

Full name (in capitals please): Sue Slingsby Date: 5th August 2009

Service Area and position in the council: HR Manager (Corporate Services)

Details of others involved in the assessment - auditing team/peer review:

Maggie Kenney, NKA
Marcelle Moncrieffe-Johnson, SHRM

Once you have completed this form, please take a copy and send it to: **The Corporate Diversity Team, Room 5 Brent Town Hall, Forty Lane, Wembley, Middlesex HA9 9HD**

An online version of this form is available on the Corporate Diversity Team website.


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**FUTURE ACQUISITION STRATEGY FOR BRENT TRANSPORT
FLEET & AUTHORITY TO TENDER FOR PROVISION OF A
LEASED MAINTAINED VEHICLE FLEET: PROCUREMENT
TIMETABLE**

INDICATIVE TIMETABLE

Task number	Task	Date
1	Executive approval to procure obtained	14 December 2009
2	Publish adverts	15 December 2009
3	Expressions of interest returned	25 January 2010
4	Shortlist agreed	10 February 2010
5	Invitations to tender issued	11 February 2010
6	Deadline for tender submissions	23 March 2010
7	Panel evaluations and interviews	30 March – 1 April 2010
8	Panel recommendation to award	13 April 2010
9	Draft Executive report seeking contract award approval	April 2010
10	Executive approval to award obtained	May 2010
11	Commence Alcatel period	May 2010
12	Issue contract award letter	June 2010
13	Commence supply contract (Lot 1) and maintenance of existing fleet contract (Lot 2)	July 2010

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	<p>Executive 14 December 2009</p> <p>Report from the Director of Housing and Community Care</p>
<p>Wards Affected: ALL</p>	
<p>Authority to tender a contract for Supporting People funded services for women fleeing domestic violence accommodated in refuges and to extend associated Supported People contracts</p>	

Forward Plan Ref: H&CC-09/10-5

1 Summary

- 1.1 This report seeks authority to invite suitable providers to tender for a contract as required by Contract Standing Orders 88 and 89. The award of a contract will be for the provision of a Supporting People funded refuges service for women at risk of domestic violence with a range of support needs.
- 1.2 The report additionally seeks authority to extend the current contracts for Supporting People Family (Families, Refugees and BME) up to 31 March 2011

2 Recommendations

- 2.1 The Executive to give approval to the pre tender considerations and the criteria to be used to evaluate tenders to award a contract for the provision of Supporting People funded services for women at risk of domestic violence accommodated in refuges with a range of support needs as set out in paragraph 10.1 of this report.
- 2.2 The Executive to give approval to officers to invite tenders and evaluate them in accordance with the approved evaluation criteria referred to in paragraph 2.1 above.

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2.3 The Executive to approve a further extension of Supporting People contracts for Families as specified in paragraph 7.6 of the report up to 31st March 2011.

3.0 Detailed Background – Supporting People

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. SP funds the provision of “floating support services” (support to service users in their own home where the support worker moves to support someone else when support is no longer needed) and “accommodation based services” (support tied to accommodation where the client living in a hostel or supported housing scheme or a refuge receives support as a condition of occupation).

3.2 The SP Programme commenced in April 2003. The budget for the SP Programme in Brent is £12.8 million for 2009/10.

3.3 Members will recall that at their meeting in May 2007, they approved the SP Commissioning Framework setting out a procurement programme for SP Services over a five-year period. This tendering project is part of the plan set out in the programme. Domestic violence services are all included in the SP Programme and due to be tendered in 2009-10.

3.4 In March 2009 the decision was taken to complete a strategic review of domestic violence services funded by SP which was completed in June 2009. As a result of this review, a report was presented to the Commissioning Body in June 2009 recommending the tendering of these services, and setting out how they should be packaged. The Commissioning Body agreed that SP funded services for women fleeing domestic violence needs to be re-tendered to appoint providers. The Executive also agreed on June 15th 2009 that the domestic violence floating support services could be tendered with the Families floating support framework.

4 Detail Background - Strategic Review of Supporting People services for domestic violence

4.1 The SP strategic review of 2009, taking account of an Equalities Impact Assessment, concluded that:

- There is a continued demand for refuges for women (and children) fleeing domestic violence. Client record data for the year 2008/2009 indicate that the client group (with the highest recorded percentage of non-host referrals) is Women at Risk of Domestic Violence (72.3%),
- SP procure one accommodation based service for a total of 25 women accommodated in refuges (in a number of locations) to include provision for 19 women with low/medium needs, BMER (Black Minority Ethnic and Refugee) women, women with complex needs and single women fleeing domestic violence, who may or may not have complex needs and to

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include provision for a specialist refuge for 6 Asian women (and their children)

- Procure one floating support service jointly with and through the Families tender (making appropriate links with the Think Families project).
- Increase links and access between available statutory and non-statutory services/third sector organisations to ensure women fleeing domestic violence are able to benefit from the full range of services available in the borough.
- Current providers already work with women without recourse to public funds (funded by the provider itself and sometimes by Social Services) and there is a need for this to continue while bearing in mind that move on for this group can be problematic.
- Refuge service providers should be expected to move service users on within 12 months of residence and within six months from the point of being established as ready for independent living.
- Refuge provision needs to work with families in a way that assists women and children to move on successfully from the refuges into a range of housing options, including the private rented sector.
- Services should support families to achieve good outcomes in relation to health, employment, training and education opportunities.
- Domestic Violence provision should be configured and commissioned to ensure that women with complex needs (substance misuse/alcohol and or mental health issues) and male children under the age of 13 can be supported in refuges.
- Services should be procured in line with the principles of achieving improved service coverage and outcomes and improved value for money and greater efficiencies for the Council.
- Where possible, services should be procured in partnership with reference to the Think Families initiative.

4.2 The intention is to re-model current services to take into account the conclusions of the 2009 strategic review within the contract tendering proposed in this report. However, in relation to the recommendation to procure a floating support service as part of the Families tender, approval has already been sought for this from the Executive in June 2009.

5 Detailed Background - Current Pattern of Supporting People Funded Provision of Domestic Violence services

5.1 SP currently allocates a total of 2.38% of the £12.8 million SP budget and commissions two providers for domestic violence services. The organisations are commissioned to provide:

- A service for Asian women accommodated in refuges and a floating support service for Asian women (for a total of 6 women + 10 children for the service for women (and children) accommodated in refuges and with a capacity to support 15 Asian women for floating support).

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- A generic service for women accommodated in refuges and a floating support for women from all backgrounds (for a total of 13 women + 32 children spread out between two refuge locations and with a capacity to support 32 women for floating support).
- 5.2 Approximately 8 staff support 66 service users and 42 children with varying levels of need across both the services. Service users (and providers) have highlighted a wish for more support for children in the refuges
- 5.3 Locally, there is an in-equitable staff to service user ratio in refuges and for floating support when compared to other West London domestic violence services. Both the domestic violence services have low staff to service user ratios – (e.g. for refuge) 1:6 in Brent when compared with some West London boroughs whose ratio range from: 1:3 to 1:4.
- 5.4 The cost of services provided under the existing schemes range from just under £150 to £ 272/unit/week. The hourly rate varies from £25 to £32.
- 5.5 In total 66 women (and 42 children) fleeing domestic violence are supported with the total funding allocation of £309K. It is envisaged that by procuring one floating support service as part of the Families tender and one contract for services for people accommodated in refuges, a small saving will be made whilst continuing to support 66 women (and approximately 42 children). By appointing a single contractor for the provision of refuge services, the current benchmarking for hourly rates for refuge services indicates the Council can expect economies of scale.

6. Consultation with Service users and Providers

- 6.1 During the Strategic Review of the domestic violence services, significant consultation took place with existing service users of SP funded services. This was to ascertain their views on the current service and where they saw themselves in the future. Key points that emerged from the consultations were:
- Information on services is not always available - Lack of awareness of the help available can sometimes deter women from leaving a violent relationship earlier – and therefore all staff working with families need to have training on the resources available to support clients experiencing domestic violence
 - Focus groups conducted with women from the Asian refuge highlighted the need to continue to have a specialist refuge for Asian women, as there is likelihood that some women may return to their abusive partner rather than stay in a refuge which does not cater for their needs.
 - Women are supported in the refuge but for women without recourse to funds it is very difficult to leave their abusive partner
 - It is hard to get support sometimes especially when there are children involved as SP services do not fund children’s workers – (this is funded

through other charitable means).

6.2 Stakeholder and provider consultation at a recent event identified the following gaps in existing services and concerns regarding future provision:

- Preventative services are required, not crisis led services for the community
- More provision is required in dealing with complex needs such as mental health
- Support is required for children services especially in refuges
- Support is needed for women without recourse to public funds
- Services available need to be promoted (via Start Plus)
- There are difficulties in securing move on for single women experiencing domestic violence because they are not considered as a priority for housing when compared with women with children
- Partnership working needs to be strengthened to ease information sharing and joint working
- The staff to service user ratios are low when compared with other West London domestic violence services – therefore the capacity is for crisis management only within the Brent services
- Strong concern was raised by the Asian women’s domestic violence service about any loss of the refuge for Asian women fleeing domestic violence and re-specifying this service. (To address this concern, SP will be including a refuge for Asian women in the proposed tender.)

6.3 The current SP providers of services for domestic violence are aware of the procurement timetable (see section 10 below) and have expressed an interest to continue to provide SP services to their users until the tender process has been completed and providers are appointed.

7. Proposals for Tendering

7.1 The SP Team propose that current service for women accommodated in refuges is reconfigured into one contract for 25 persons accommodated in refuges (in various locations) that can provide structured and intensive support to women fleeing domestic violence with a range of complex needs. The services would focus on working jointly with a range of stakeholders such as Children’s Services, Family Welfare services, the Drug and Alcohol Action Team, Health services, Housing, Community Safety Team and other appropriate organisations to improve outcomes for vulnerable families.

7.2 The complex needs addressed could include mental health issues, physical health needs, substance misuse, forced marriages, women wishing to exit prostitution and trafficking.

7.3 The objective of this tender exercise is to improve the quality of services for women accommodated in refuges and by combining current contracts, small

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efficiencies will be made. In providing services to women fleeing domestic violence who are accommodated in refuges, providers will need to demonstrate sensitivity and the ability to provide ethnically and culturally sensitive services and respond to the needs of Brent's diverse communities and be able to link in with different partner agencies and agendas. A contract will be awarded to the tender which submits the most economically advantageous tender for service.

- 7.4 The exact requirements and quantities of services for women accommodated in refuges will be outlined in a detailed service specification. Currently, 8 staff provide support to approximately 66 service users and 42 children across both the refuge and floating support services, delivering an average of 280 hours/week. As detailed in paragraph 4.2, floating support services are being separately procured as part of the Families tender. With the SP contract proposed for services for women accommodated in refuges, it is envisaged that 25 service users (and their children) will be supported and the remaining 41 women will be supported with floating support via the Families tender.
- 7.5 As the existing contracts for floating support and services for women accommodated in refuges are due to expire in April 2010, they will need to be extended to ensure sufficient time for the procurement process to be undertaken. As detailed in paragraph 4.2, it is intended to procure floating support as part of the Families tender. It is thus necessary for the procurement of the various contracts to be synchronised. As detailed in paragraph 7.6 below, the intended commencement date for the Families contracts is 1 April 2011. The extension of the existing contracts for floating support and services for women accommodated in refuges will therefore be up to 31 March 2011 and this will be done using delegated powers.
- 7.6 The Executive in June 2009 approved the extension of existing SP contracts with I-Serve and Stadium Housing whilst a new Families tender was conducted. The extension was to 31 January 2011. Due to some slippage in the tender process for the Families tender, authority is now sought to extend the existing SP contracts with I-Serve and Stadium Housing by a further 2 months, up to 31 March 2011.
- 7.7 For the award of the contract for services for women accommodated in refuges, officers are recommending that the period for the contract is 2 years with an option for a 2 year extension, where performance is satisfactory.

8 Monitoring

- 8.1 SP funded services will be monitored by the SP Unit. The current providers are required to submit quarterly monitoring data on their performance to the SP Team and attend regular meetings for this. In addition to these meetings the SP Team will also conduct an annual Quality Assessment Framework review of the service.

- 8.2 It is proposed that monitoring of the new contracts will be more service user centred, outcome focussed, and provide good quality services within the resources available. Annual service user satisfaction surveys will also be carried out. The future provider will also be asked to submit regular monitoring data that is required by the various statutory funding agencies, which informs the National Performance Indicators. All monitoring will be carried out by the SP Team and will also draw on stakeholder feedback. This will include appointment of a lead contract manager and annual performance review meetings.
- 8.3 It is envisaged that services joint working will be monitored through the Quality Assessment Framework and Common Assessment Framework which will have specific performance indicators and outcomes set. These will include: successfully helping women fleeing domestic violence to live independently, enabling support during difficulties by clear signposting to services; and ensuring the support worker is skilled in identifying complex needs and issues such as substance misuse and measures are in place for addressing possible child protection concerns and other complex needs.

9 Access to Services

- 9.1 Access to the newly commissioned domestic violence service for women accommodated in refuges will be through the central referral route (UK refuge line), via the police and social service.
- 9.2 Access to the Asian refuge will be for Asian women (and their children) only and vacant bed spaces will not be made available to other groups of women.

10 Pre-Tender Considerations.

- 10.1 In accordance with Contract Standing Orders 88 and 89, pre-tender considerations have been set out below for the approval of the Executive:

Ref	Requirement	Response
(i)	The nature of the service	<p>An accommodation based service for 25 persons accommodated in refuges for women fleeing domestic violence</p> <p>The Contract will be targeted to help women fleeing domestic violence who may have a range of complex needs (Mental Health needs, substance misuse issues);</p>

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		Asian women, BMER (Black Minority Ethnic and Refugee) women fleeing domestic violence who may or may not have complex needs; single women (including BMER women) fleeing domestic violence who may have complex needs; forced marriages and women wishing to exit prostitution and trafficking	
(ii)	The future estimated value of a contract:	Up to £168K per annum for the service for 25 persons accommodated in refuges. (Up to £672k over 4 years).	
(iii)	The contract term	The contract will be for a maximum 4 year contract term - 2 years with an option to extend for a further 2 years.	
(iv)	The tender procedure to be adopted:	Formal tendering (including advertising) with a two stage (restricted) procedure leading to the appointment of provider to a contract, in accordance with the Council's Standing Orders (96(c)). Evaluation will be on the basis of the most economically advantageous tender.	
(v)	Procurement timetable	Indicative dates are:	
		Adverts placed	Feb2010
		Seminar for Interested Parties	March 2010
		Expressions of interest returned	March 2010
		Shortlist drawn up in accordance with the Council's approved criteria	April 2010
		Invite to tender	April 2010
		Deadline for tender submissions	June 2010
		Site Visits	June/July2010

		Interim Panel evaluation	July 2010
		Interviews	July/August 2010
		Final Tender Evaluation and Contract Decision	August 2010
		Report recommending Contract award circulated internally for comment	Sept/Oct 2010
		Executive approval	September/Oct 2010
		Contract award	Sept/Oct 2010
		Contract start date	1 st April 2011
(vi)	The evaluation criteria and process.	<p>Shortlists of those to be invited to tender are to be drawn up in accordance with the Council's Contract Management and Procurement Guidelines namely the pre qualification questionnaire (PQQ) and thereby meeting the Council's minimum standards of financial standing, technical capacity and professional and technical expertise.</p> <p>Award of the contract will be made on the basis of the most economically advantageous offers, with the tenders to be evaluated against the following evaluation criteria:</p> <p>Tendered Price (50% weighting)</p> <p>Quality assessment (50% weighting) using the following criteria:</p> <ul style="list-style-type: none"> • Methods of service delivery within Brent • Service User involvement and choice including the service provider's ability to respond flexibly to the specific needs of the respective service user groups and the ability to facilitate involvement of service users in the shaping and delivery of services they receive. • Methods for ensuring Quality performance and 	

		<p>good outcomes, including demonstration of how service standards will be maintained and monitored.</p> <ul style="list-style-type: none"> • Approach to working with women fleeing domestic violence with complex needs/issues, including approach to delivering flexible solutions which are responsive to varying service user needs (e.g. Substance misuse, mental health and other complex needs) with service provision for Asian women, women from all other backgrounds including women from the BMER group • Approach to Partnership working with the Council and other agencies. • Arrangements for providing quality refuge accommodation from where services will be delivered • Added Value and innovation. • Flexibility in service provision
(vii)	Any business risks associated with entering the contract.	All existing providers are locally based organisations working with women and children fleeing domestic violence, with varying needs in the borough. The contract(s) to be tendered will represent a significant portion of their business. However no particular business risks for the Council have been identified assuming there is continued funding from the CLG.
(viii)	The Council's Best Value Duties	This procurement process and on-going contractual requirement will ensure that the Council's Best Value obligations are met. Tenders will be invited to submit specific proposals on ensuring what is the most economically advantageous tender on the basis of a 50% weighting for cost and 50% weighting for quality issues. There will an assessment of detailed evaluation criteria as stated in (vi).
(ix)	Any staffing implications, including TUPE and pensions	See sections 12 and 14
(x)	The relevant financial, legal and other considerations.	The new contractor will follow the Protocol for The Procurement of Supporting People Services for Accommodation Based Services Within Brent

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10.2 The Executive is asked to give its approval to the proposals as set out in the recommendations and in accordance with Standing Order 89.

11 Financial Implications

11.1 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.

11.2 The current combined annual value of the domestic violence SP contracts (for floating support and accommodation in refuges) is £309K. It is envisaged that the number of support hours/capacity purchased may be increased. The future estimated value of the contract for the refuge services element is £168K per annum. The expectation is that re-tendering the services will lead to an increased value for money and greater efficiency savings.

11.3 There will be costs incurred in the contract process for professional advice, particularly legal. The cost of these contracts, including those for professional advice, will be funded from existing resources within the SP budget.

12. Legal Implications

12.1 The Council has the necessary powers (and in some cases, duties) to enter into the proposed contracts under (amongst other provisions) s21 and s26 of the National Assistance Act 1948, the Supporting People Grant Conditions, section 1 of the Local Government (Contracts) Act 1997 and s2 of the Local Government Act 2000, all in conjunction with s111 of the Local Government Act 1972.

12.2 The estimated values of the contract over its lifetime is in excess of £500K therefore the procurement and award of the contract are subject to the Council's Contract Standing Orders in respect of High Value contracts and Financial Regulations and, thus, Executive approval is required for the invitation to tender for the Contract. Standing Orders require a formal tender process to be followed, including advertisement and a restricted or two stage procurement process will be used.

12.3 The services to be provided under the contract are classified as Part B Services under the Public Contracts Regulations 2006 ("EU procurement Regulations") and are not therefore subject to the full application of the EU Procurement Regulations. They are however, subject to the overriding EU

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principles of equality of treatment, fairness and transparency in the award of the contracts. Non-discriminatory language must be used in the Specification, and a contract award notice will need to be sent to the Official Journal of the European Union.

- 12.4 Once the tendering process is undertaken Officers will report back to the Executive in accordance with Contract Standing Orders, explaining the process undertaken in tendering and recommending awards of contracts.
- 12.5 The Transfer of Employment (Protection of Employment) Regulations 2006, (“TUPE”) operate so as to protect the continuity of service and the terms and conditions of employees where there is a “service provision change” as defined by TUPE.
- 12.6 TUPE will also operate to protect the continuity of service and the terms and conditions of employees where there is a transfer from one organisation to another of an economic entity which retains its identity and where the employees are assigned to the economic identity which has been transferred.
- 12.7 Subject to the right of the employee to object to transferring, in the case of a service provision change the employee’s contract of employment will transfer to the organisation which has taken over the carrying out of the activities while in the case of the transfer of an economic entity the employee’s contract of employment will transfer to the organisation to which the economic entity was transferred.
- 12.8 A process of consultation and the communication of relevant information between the transferor and the transferee and the staff and their representatives is part of the transfer process that may have to take place.
- 12.9 In the present case, the existing SP contracts includes both floating support and services for people accommodated at refuges. If the contract for services for people accommodated at refuges is awarded to a new contractor, TUPE is likely to apply so as to transfer from the current to the new contractor those employees of the current contractor who spend all or most of their working time on the activities relating to services for people accommodated at refuges taken over by the new contractor. This is because the activities taken over by the new contractor are not likely to fundamentally change and given the current contractors employ some staff that spend all or most of their working time carrying out activities relating to services for people accommodated at refuges under the current contract.
- 12.10 As detailed in paragraph 7.5, it will be necessary for the existing contracts for floating support and services for people accommodated at refuges to be extended to 31 March 2011. Given the duration of the existing contracts and the duration and nature of the proposed extensions, it is considered that Officers have delegated powers to agree such extension.

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12.11 As detailed in paragraph 7.6, the Executive in June 2009 approved the extension of existing SP contracts with I-Serve and Stadium Housing to 31 January 2011. Due to some slippage in the tender process for the Families tender, authority is now sought to extend the existing SP contracts with I-Serve and Stadium Housing up to 31 March 2011. As these contracts are Part B Services under the EU procurement Regulations, there is no breach of those Regulations in extending the contracts up to 31 March 2011.

13 Diversity Implications

13.1 Contracts currently require providers of housing support services to deliver services which are

- culturally sensitive by providing cultural awareness training for all workers, matching specific language requirements where possible and recruiting a workforce which reflects the communities of Brent;
- able to offer service users a female support worker if specifically requested

13.2 The new contract will continue to require the provider to deliver services in this way. In addition partnering arrangements with local community groups and specialist providers will be encouraged to ensure that a diverse range of services can be provided to meet the specific ethnic and cultural needs of service users. The contracts will focus on providing specialist services, for families with complex needs.

13.3 An Equalities Impact Assessment has been carried out as part of the review of tendering arrangements and as a result, provision for a refuge to meet the specific ethnic and cultural needs of Asian service users will be included in the new contract.

14 Staffing Implications

14.1 As detailed at paragraph 12.9 there are likely be TUPE implications arising from the award of the contract with TUPE applying to those staff providing a service that will be included in the tender process. Appropriate consultation with current employers will commence as soon as possible.

15 Background Papers

Supporting People Grant Conditions (CLG)
Brent Five Year Supporting People Strategy 2005/10
Strategic Review of domestic violence Services May 2009
Executive Report – June 2009

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Contact Officers

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Housing & Community Care
Mahatma Gandhi House
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Martin Cheeseman
Director of Housing and Community Care

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	<p style="text-align: center;">Executive 14 December 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 contracts for the procurement and management of temporary accommodation</p>	

Appendix 4 of this Report is not for publication

Forward Plan Ref: H&CC-09/10-15

Summary

- 1.1 This report requests authority to award contracts as required by Contract Standing Order No 88. This report summarises the process undertaken in tendering contracts for the Procurement and Management of Temporary Accommodation and, following the completion of the evaluation of the tenders, recommends to whom the contracts should be awarded.

2.0 Recommendations

- 2.1 That the Executive award two contracts for the Procurement and Management of Temporary Accommodation to:
- Pathmeads Housing Association
 - Stadium Housing Association

3.0 Detail

Background

- 3.1 The Council has traditionally used the Housing Association Leasing Scheme (HALS) to provide temporary accommodation for homeless families. At the end of October 2009 there were 2,698 HALS units in use. As the Council has a target to reduce the use of temporary accommodation by 2010, it is envisaged that the demand for a temporary accommodation service will be approximately 240-360 new units per year over the next five years.
- 3.2 The current contracts for the procurement and management of temporary accommodation have been in operation since February 2003. Under the contracts

the Council contracts with the Service Providers to source suitable housing for homeless families. The Service Providers source suitable properties and enter into head leases with the property owners, generally for a 3 year term. The Council is provided with nomination rights in order that the Council can nominate tenants to properties made available by the Service Providers. The tenants enter into an Assured Shorthold Tenancy with the Service Providers and pay rent (generally via the Housing Benefit paid to homeless families). The Service Providers provide management and maintenance services which are covered by the rent. The Council pays a weekly nomination fee to the relevant Service Provider for each property. There are minimum property standards and furniture standards specified by the Council, and the Service Providers have to provide a high-quality housing management service. Performance is monitored through performance indicators and regular monitoring meetings.

- 3.3 The existing contracts were awarded to three Housing Associations - namely, Pathmeads Housing Association, Stadium Housing Association and Shepherds Bush Housing Association.
- 3.4 As the existing contracts are due to expire on 31 January 2010 authority was sought and obtained from the Executive on 26 May 2009 to tender for new Procurement and Management of Temporary Accommodation contracts.

The tender process

- 3.5 Officers considered that the structure of the new contracts should reflect the structure of existing contracts as set out in paragraph 3.2 but revised the contract Output Specification to improve the efficiency of the service and value for money for the Council.
- 3.6 The advertisement for the tender and the Pre Qualification Questionnaire (PQQ) was placed on the Council's website and published in local and trade press on 7 July 2009, with a closing date of 17 August 2009. The advertisement requested submissions from all 'suitably qualified and experienced organisations'. This was to make it clear that the contract was open to all organisations, whether public or private sector. Twelve organisations returned PQQs by the due date.
- 3.7 Shortlisting was undertaken on the basis of the contractors' financial and economic standing, business probity and professional and technical capability. This evaluation included consideration of health and safety, quality assurance, equal opportunities and disabilities awareness.
- 3.8 Six of the organisations failed the Health and Safety assessment, so could not be considered further. Another two organisations did not meet the financial standing required.
- 3.9 An Invitation to Tender was sent to the four remaining organisations on 7 September 2009, with a return date of 12 October 2009.
- 3.10 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 26 May 2009) together with appropriate weightings:

Evaluation Criteria		Weighting
a)	Financial competitiveness and affordability	60%
b)	Ability to source a suitable range and standard of properties	10%
c)	Ability to address ongoing property maintenance and general property management needs	10%
d)	Ability to become aware of and respond effectively on an ongoing basis to the concerns of tenants arising with respect to their occupation of the properties	5%
e)	Ability to deliver flexible housing solutions which are responsive to varying tenant needs	5%
f)	Ability to collect, maintain, analyse and provide statistical and other information	5%
g)	Demonstration of how service standards are maintained and monitored	5%

- 3.11 The tender submission required the completion of method statements, giving full details of how the tenderer would perform the requirements of the specification and of their approach to working in partnership with the Council and other organisations, together with a pricing document giving the unit cost of the nomination fee on a weekly basis.

The Tender Evaluation Process

- 3.12 Three tenders were received by midday on the due date of 12 October 2009. The fourth shortlisted organisation contacted the Council to confirm that they did not intend to submit a tender.
- 3.13 Tenders were evaluated by a panel of officers from the Affordable Housing Development Unit, the Housing Resource Centre and the Supporting People Team as these teams have the direct involvement with the contract and service users. The tender documents were evaluated in accordance with an evaluation methodology that was made available to all tenderers. The tender documents were initially evaluated by the officers individually, and the panel then met on 17 November 2009 to agree the final evaluation scorings under the observation of an officer representing the Council's Procurement and Risk Management Team. The panel completed the scoring grid set out in Appendices 1 - 3. The marking regime for the quality aspects of the tender was as follows:

Assessment	Score	Interpretation
Unacceptable	0	Fails to meet requirement - major omissions/weaknesses
Weak	1	Limited evidence of ability to meet requirement - omissions/weaknesses in key areas
Adequate	2	Meets requirement but with some minor omissions/weaknesses
Good	3	Fully meets requirement
Excellent	4	Fully meets requirement demonstrating added value in proposals for delivery of service

Financial competitiveness and affordability were assessed by taking the unit cost of the nomination fee quoted by tenderers and applying the scenario set out in the evaluation methodology. This was a proportional price evaluation which assigns to each price a figure based on the ratio between it and the lowest price. Further details of the methodology are set out in Appendix 2.

3.14 The total scores received by the tenderers are set out in Appendix 3. The names of the Tenderers are set out in Appendix 4. The evaluation panel agreed to recommend that the contracts should be awarded to:

- Pathmeads Housing Association of Olympic Office Centre, 8 Fulton Road, Wembley, Middlesex, HA0 0TB
- Stadium Housing Association of Electric House, 296 Willesden Lane, London NW2 5HW

It is proposed that the contracts will commence on 1 February 2010 with a contract term of an initial three year procurement and management phase (with a possibility of up to two 1 year extensions of this phase) followed by a further management only phase of up to three years.

3.15 The organisations identified in paragraph 3.14 above were considered to represent value for money and giving the award to more than one contractor will ensure that the service provided is competitive and cost-effective with a sufficient quantity of housing being available to the Council.

3.16 The third tenderer (Tenderer A) had a slightly lower score than other tenderers in the qualitative assessment and its tender price was significantly more expensive than that of the other tenderers. Officers do not consider the tender is affordable and therefore are unable to recommend award of a contract to Tenderer A.

4.0 Financial Implications

4.1 The estimated value of the procurement and management of temporary accommodation over the five year life of the contract until the expiry of the final lease was £2.3 – £3.4 million. As the estimated value of the contracts is above the Council's Standing Orders threshold for High Value Service Contracts (of £500,000), the award of the contract is consequently subject to the Council's own Standing Orders and Financial Regulations in respect of High Value contracts. Although this service is not subject to the full application of the European Public Procurement regulations it is still subject to the overriding EU principles and to a competitive tendering process.

- 4.2 The projected need for Temporary Accommodation units is 240-360 new units per year. If each of the proposed contractors provides 50% of the required units, the total annual cost will be between £102,500 and £154,000 for the new units. Over the life of the contract, and until the end of the last lease, the projected cost of all units procured under this contract is £1.42m - £2.13m. The cost of the existing units, procured under the current contract, will have to be met until the leases end. The tender prices quoted by the recommended tenderers are within the budget projection for the next financial year.
- 4.3 A breakdown of the tender prices is shown at Appendix 2.
- 4.4 The cost of these contracts will be funded from the general fund from the Temporary Accommodation budget. There is a direct relationship between temporary accommodation supplied through this contract and the level of housing benefit subsidy losses the Council incurs by using hotel accommodation to rehouse homeless families.
- 4.5 The tender prices submitted represent value for money as they reflect current trends in the market place, are commercially viable i.e. within Council budget, and show consistency in pricing approach or expertise. A number of interlinking projects and initiatives are being delivered to support the Council's work around managing homelessness demand effectively and reducing temporary accommodation (TA) usage. To reflect the downward trend in TA usage the contract has been adjusted to allow the Council to withdraw a property from the scheme if it is not let within eight weeks from a nomination request from the Service Providers.
- 4.6 The dynamics of the housing market are expected to change in the near future and it is anticipated that landlords will increasingly opt to sell properties rather than rent under rising house prices. As a result any properties acquired through the scheme may need to be retained for longer than eight weeks to ensure that suitable properties are available for the full range of nominees. The impact of the reduced tender prices on the Temporary Accommodation budget will therefore be broadly neutral after taking into account the estimated cost of void charges.
- 4.7 The tenderers were initially asked to price for a Performance Bond but this requirement was waived as the likely cost of the Bond was high and the recommendation is to award the contract to two Housing Associations, which are subject to strict financial regulations by the Homes and Communities Agency. The appointment of two contractors also reduces the risk to the Council as there is no reliance on a single provider.

5. Legal Implications

- 5.1 The estimated value of the Procurement and Management of Temporary Accommodation contracts over the five year procurement and management phase and the subsequent management until the expiry of the final lease is £2.3 - £3.4 million in total. The estimated value of the contracts is therefore above the Council's Standing Order 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.

- 5.2 The Procurement and Management of Temporary Accommodation contracts are considered to be a Part B service pursuant to the Public Contracts Regulations 2006 (“the EU Procurement Regulations”) and are therefore only subject to a partial application of the EU Procurement Regulations. The providers are providing administrative housing services to the Council, insofar as they are procuring, making available and maintaining suitable housing for homeless tenants to whom the Council is required to provide temporary accommodation (see paragraphs 5.4 and 5.5 below). It is not considered in these circumstances that the providers are providing property management services to the Council (which would be a Part A service), especially as the Council has no property interest in the properties sourced pursuant to the contract. The procurement of Part B services contracts is still subject to overriding EU principles of equality of treatment, fairness and transparency in undertaking the tender process, including contract award.
- 5.3 It appears that none of the existing contractors’ staff will transfer pursuant to the Transfer of Undertakings (Protection of Employment) Regulations 2006 to the new organisations it is proposed to award contracts to, as identified in paragraph 3.14 above.
- 5.4 The requirement to provide temporary accommodation to persons in housing need arises under Part VII of the Housing Act 1996 (“the 1996 Act”). The Council is bound by statute under section 193 of the 1996 Act to provide temporary accommodation to homeless applicants who satisfy the following criteria: they are homeless or threatened with homelessness, they are eligible for assistance, they are in priority need of accommodation, they have a local connection with the Borough and they are not intentionally homeless. The circumstances in which the Council will cease to be subject to any such duty are set out in section 196(6)-(7B) of the 1996 Act, which include the applicant accepting an offer of accommodation under Part VI of the 1996 Act under the Council’s allocation scheme and accepting an offer of an Assured Tenancy from a private landlord.
- 5.5 The Council also has an interim duty to accommodate homeless applicants in temporary accommodation under section 188(1) of the 1996 Act pending a decision regarding their homelessness applications if the Council has reason to believe that such applicants may be homeless, eligible for assistance and have a priority need of accommodation. That duty ceases once a decision is made and if the decision is that the applicant does not qualify for assistance under Part VII of the 1996 Act, the homeless applicant has the right to request a review of such a decision and in those circumstances, the Council has a discretion (as opposed to a duty) under section 188(3) of the 1996 Act to house the homeless applicant in temporary accommodation pending a review by the Council of its decision. If the decision is that the homeless applicant qualifies for assistance under Part VII of the 1996 Act, the Council is under a duty to provide temporary accommodation under section 193 of the 1996 Act as set out in the previous paragraph.
- 5.6 As the tenants will enter into Assured Shorthold Tenancy agreements with the Service Providers, the Council will not be the landlord of these tenants and therefore it is not necessary to obtain consent from the Secretary of State under section 27 of the Housing Act 1985 regarding the delegation of the Council’s housing management functions.

6. Diversity Implications

- 6.1 There are variations between the population of Brent and those applying for assistance as homeless. For example, those in the Black category made up just under 20% of Brent's population in 2001, however they accounted for nearly half of all applications as homeless in 2002/03. Furthermore, those in the White category made up just over a fifth of all homeless applications, but were 45% of the resident population in the 2001 census. Reasons for these differences are complex and relate to a variety of social, economic and demographic factors, including income levels, family size, quality of housing and patterns of tenure.
- 6.2 The Housing Resource Centre's Equality Impact Assessment regarding homelessness and lettings identified that current policy is specifically designed to ensure that those who are less able to access their own housing solutions are assisted.

7.0 Staffing Implications

- 7.1 The service is currently provided by external contractors and there are no implications for Council staff arising out of the tendering of the new contract.

8.0 Background Information

- 8.1 Contract Documents for Procurement and Management of Temporary Accommodation 2010 contract.
Executive Report – May 2009.

Any person wishing to inspect the above papers should contact the Contact Officer:

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Qualitative Scores

Criterion	Tenderer A	Tenderer B	Tenderer C
Procure a suitable range and standard of properties (10%)	2 (20)	3 (30)	4 (40)
Address ongoing property maintenance and general property management needs (10%)	2 (20)	3 (30)	4 (40)
Become aware of and respond effectively to the concerns of tenants arising with respect to their occupation of the properties (5%)	2 (10)	3 (15)	4 (40)
Deliver flexible housing solutions which are responsive to varying tenant needs (5%)	2 (10)	3 (15)	4 (20)
Collect, maintain, analyse and provide statistical and other information (5%)	2 (10)	4 (20)	4 (20)
Ensure service standards are maintained and monitored (5%)	2 (10)	4 (20)	4 (20)
Total score (sum of figures in brackets)	80	130	160
Final weighted percentage score	20	32.25	40

Each evaluation criterion could attract up to a maximum of 4 marks. The mark awarded was multiplied by the weighting for each of the six Qualitative criteria detailed above (shown in brackets above) to provide a total score out of the maximum score possible of 160.

The achieved Qualitative score was then divided by 160 (maximum marks) and multiplied by 40 (total maximum Qualitative score) to give a final weighted percentage score.

Appendix 2

Procurement and Management of Temporary Accommodation Contract – Tender Prices

The tenderers were asked to give a weekly nomination fee for each unit.

	Tenderer A	Tenderer B	Tenderer C
Weekly nomination fee	£23.00	£8.92	£7.50
Weekly nomination fee if TUPE applies	£32.00	N/A	N/A

To calculate the price evaluation, the tender price for 500 units over 5 years was calculated (based on the average assessed need of 300 units per year, divided between the three tenderers, each of which had passed the initial qualitative assessment). The proportional scoring system then awards the full score of 60% (corresponding to the weighting for the 'Financial Competitiveness and Affordability' criterion) to the lowest price tender. The remaining tenders are awarded scores to reflect their individual value in relation to that of the lowest price tender.

For example, where the total contract price for Tender X is £1,000 and for Tender Y £500, Tender Y receives the maximum score of 60% and Tender X a score of 30% calculated as follows:


$$\frac{\text{Lowest price tender (Tender Y)}}{\text{Tender X price}} \times \text{Weighting} = \frac{£500}{£1,000} \times 60\% = 30\%$$

Tenderer	Unit Price	5 year price	Score
Tenderer A	£23.00	£2,990,000	19.57%
Tenderer A (TUPE price)	£32.00	£4,160,000	14.06%
Tenderer B	£8.92	£1,159,600	50.45%
Tenderer C	£7.50	£975,000	60%

Final Tender Scores

The final overall score was reached by adding the qualitative score to the tender price score.

Tenderer	Qualitative Score	Price Score	Total Score
Tenderer A	20%	19.57%	39.57%
Tenderer A (TUPE price)	20%	14.06%	34.06%
Tenderer B	32.5%	50.45%	82.95%
Tenderer C	40%	60%	100%

	<p>Executive 14 December 2009</p> <p>Report from the Director of Environment and Culture</p>
Wards Affected: ALL	
<p>Brent's Sport and Physical Activity Strategy 2010 – 2015.</p>	

Forward Plan Ref: E&C- 09/10-007.

1.0 Summary

- 1.1 This report provides Members with an overview of Brent's Sport and Physical Activity Strategy 2010 - 2015. This Strategy feeds down from the Cultural strategy. It aims to give strategic focus to everyone who has a role in providing, delivering, enabling and directing the provision of sport and physical activity in Brent.

- 1.2 The strategy has been developed and written by Brent's Community Sport and Physical Activity Network (Brent CSPAN), with CSPAN members responsible for ensuring the actions are undertaken to achieve the strategic themes and priorities. As such this Sport and Physical Activity Strategy is Brent's CSPAN's strategy of which the Council is one of several key stakeholders.

- 1.3 The strategy recommends the key themes, priorities, target groups, priority sports and actions which will need to be lead by all CSPAN members in order to achieve the strategy's vision.

2.0 Recommendations

That the Executive:

- 2.1 Note that this is a joint sport and physical activity strategy produced by Brent's Community Sport and Physical Activity Network.

- 2.2 Note the findings of the Strategy and agree the strategy's vision to *"increase opportunities for, and levels of participation in sport and physical activity by all sections of the community resulting in improved health, well being, community cohesion and enhanced quality of life for those people who live, work, learn and play in Brent."*

- 2.3 Agree the seven key themes, identified target groups and three new priority sports within the strategy as set out in paragraphs 3.17, 3.23 and 3.24 respectively and that the Council will build these in to all sport and physical activity related work.
- 2.4 Note the action plan detailed within the strategy (attached as appendix 1) and agree that the Council will take the lead on those actions identified as such.

3.0 Detail

Background

- 3.1 Sport and physical activity is recognised as having wide reaching benefits beyond those of just providing sport for sports sake. Sport or physical activity is essential to a healthy lifestyle and can improve an individual's quality of life. It helps address a wide range of social and economic issues such as community cohesion, lifelong learning, crime reduction and community safety as well as health improvement. It can also make improvements to the environment, assist with regeneration and hosting large events can benefit the local economy.
- 3.2 The previous Strategy for Sport and Physical Activity Strategy in Brent ran from 2004 to December 2009. Many of the recommendations of the old strategy have been achieved and these are detailed within the new strategy (appendix 1 to this report). The new strategy builds on the outcomes of the previous document and gives strategic focus to everyone who has a role in providing, delivering, enabling and directing the provision of sport and physical activity in Brent.
- 3.3 This strategy recognises that there are many providers of sports opportunities in the Borough, not just the Council. Therefore, this strategy was developed by, written by and endorsed by Brent's Community Sport and Physical Activity Network (Brent CSPAN) a group of key stakeholders whose members include representatives from: the voluntary sector (BrAVA), Brent Sports Council, Leisure Connection, NHS Brent, Pro-Active West London, School Sports Partnerships and various Council services (Sports, Parks, Regeneration and the Youth Service) . Brent CSPAN members will be responsible for delivering the strategy; working with other partners to implement the actions and to achieving the priorities and the vision.
- 3.4 Brent's Culture, Sports and Learning Forum has developed a Cultural Strategy for Brent. The Cultural strategy identifies eight principles:
1. Enhancing Cultural Vibrancy
 2. Increasing Participation
 3. Raising the Profile of Culture
 4. Encouraging Young People to Take Part
 5. Developing Public Spaces
 6. Making the Most of London 2012
 7. Supporting the Cultural Economy
 8. Promoting Health and Wellbeing

It is considered that these are key to the successful delivery of the vision to; “*develop a range of cultural opportunities that are engaging, accessible and enriching for all local communities.*” Brent’s sports and physical activity strategy has themes and priorities that mirror these Cultural strategy principles and delivery of the sports and physical activity actions will contribute to achieving the vision of the Cultural strategy.

- 3.5 The Sports and Physical Activity strategy is based on research and consultation that has taken place over the last few years. Prior to drafting the strategy a ‘challenge day’ was held with stakeholders from schools, all Council departments, disability groups, community organisations, NHS Brent, voluntary sector, national governing bodies of sport, sports clubs, sports facility managers, Metropolitan police and other strategic sports organisations. The challenge day attendees discussed the key issues regarding sport in Brent, the problems and barriers to people participating in sport and physical activity and the good points about sports opportunities and provision in Brent. In addition to the challenge day, specific workshops were also held with sports clubs and representatives of Brent’s disability groups.
- 3.6 To develop the strategy recent research has also been analysed including:
- the Active People survey 1 and 2,
 - surveys with 12000 Brent school pupils
 - Brent’s Parks Survey
 - surveys with Brent Youth Parliament members,
 - sports centre user surveys,
 - Sports Centre National Benchmarking surveys
 - The Place survey
 - Residents Attitude survey 2009
 - Mosaic information and the Council’s evidence base
- 3.7 In addition, internal and external influences were reviewed that may affect the development of sport and physical activity in Brent including London 2012 Legacy plans, National Governing body of sport plans, relevant local, regional and national strategies, initiatives and other strategic documents. All this information informed the content of the strategy.
- 3.8 Public consultation on the draft strategy took place from July to October 2009. The draft Strategy was available in Brent’s libraries and sports centres. It was available to download from the Sports Service’s website and was on the Council’s Consultation tracker inviting people to feedback via the online consultation questionnaire. A web link and flyers were sent to members of the Council’s User Consultative Forums and the local press ran an article on the draft strategy. Brent Youth Parliament considered the draft strategy at their meeting on 19 September and provided detailed feedback which will inform delivery of the actions within the strategy.

- 3.9 Letters and/or emails were sent to the following individuals and organisations together with copies of the draft Strategy and Executive Summary asking for their comments and feedback:
- All Members Attendees at previous Challenge Days and workshops
 - Senior Council Officers
 - Sports Clubs
 - Neighbouring and West London Local Authority Senior Leisure Officers
 - Sport England
 - Five Pro-Active London Directors
 - Database held by the Council's Consultation Team
 - South Kilburn NDC
 - London Community Sports Network
 - NHS Brent
 - National Governing Bodies of Sport
 - London Sports Forum for disabled people
- 3.10 The responses from the consultation process have informed the final version of the Strategy. All the comments supported the key themes and priorities. Sport England said, *“Overall, we are supportive of the key themes and priorities. They are the main focus of most locality-based sports strategies The strategy is strong on evidence – there is clear use of Active People data, market segmentation and an understanding of the different needs of the borough by place and demographic. This underpins the strategy and is impressive.”*
- 3.11 The consultation process also helped Brent CSPAN to finalise the 3 additional priority sports. A table showing all the feedback received from the draft consultation and whether or not the feedback was incorporated into the final strategy and if not why not, will be placed on the Council's website.
- 3.12 Within the strategy, sport is defined as,
“all forms of physical activity which, through casual or organised participation, aims at improving physical fitness and mental well-being, forming social relationships, or obtaining results in competition at all levels.”
This definition is from the Council of Europe's European Sports Charter and has been adopted by Sport England and Brent's CSPAN.
- 3.13 Continuing the inclusion from the previous strategy, Brent CSPAN recognise that for many physical activity is an essential tool in encouraging people to lead a more active lifestyle and healthier lives. Therefore physical activity remains a focus along with sport within this strategy. Physical activity is a broad term that can cover structured and unstructured activity. The World Health Organisation defines Physical Activity as, “all movement in every day life, including work, recreation, exercise and sporting activities”.

Key Findings

- 3.14 From the background research and consultation it has been possible identify a number of headline findings which have influenced the key themes and priorities. These findings include:

- Brent' sports facilities are ageing and need to be refurbished or redeveloped
- Satisfaction with the provision of sports facilities has increased over the last three years.
- The Borough is deficient by at least two swimming pools and the first priority should be the provision of a pool that serves the North of the Borough.
- There are many facilities suitable for sport in the Borough which have limited or no community access.
- 53% of Brent's population do no sport or physical activity
- 19.5% of Brent's population do the recommended 3 x 30 moderate intensity sport or physical activity
- 37% of Brent pupils in year 6 are overweight or obese
- There are health inequalities within the Borough
- Brent has a young population
- School sport has improved and increased significantly over the last 5 years
- Brent has a relatively small number of sports clubs, many of which are facing falling membership levels
- London 2012 offers a once in a lifetime opportunity.
- Brent should benefit more from sporting events in Wembley
- There are many providers of sport and physical activity within the Borough
- Awareness of opportunities for sport and physical activity still needs to be increased
- There is limited and reducing funding.

The Vision

3.15 The overarching vision of this strategy is,

“To increase opportunities for, and levels of participation in sport and physical activity by all sections of the community resulting in improved health, well being, community cohesion and enhanced quality of life for those people who live, work, learn and play in Brent.”

3.16 In order to achieve this vision, seven themes have been identified arising from the consultation and research. These themes take account of the benefits that sport and physical activity can make to achieving wider social and economic objectives as well as improving the quality of life of Brent's residents. Within each theme there are a number of key priorities. Success measures and outcomes have been determined to assess the overall effectiveness of this strategy.

Key Themes

3.17 The seven key themes are:

- 1. Increase Provision of Appropriate Facilities**
- 2. Increase Knowledge of the wider benefits of an active lifestyle**
- 3. Get More People active**
- 4. Develop Local Sports Providers**
- 5. Increase Sports Opportunities for Young People**

- 6. Make the Most of London 2012 and Wembley as a major sporting venue**
- 7. Improve Partnership working**

The priorities, success measures and outcomes and actions of each theme are detailed within the strategy, attached as Appendix 1 to this report.

Theme 1: Increase Provision of Appropriate Facilities

- 3.18 Brent has a range of indoor and outdoor sports facilities, the largest supplier of which is the Council. The 2008 Planning for Sport and Active Recreation Strategy 2008 – 2021 identified that the majority of sports centres are ageing and in need of refurbishment or re-provision. It identified that Brent is short of at least two publicly accessible swimming pools and that the number one priority should be the provision of a third pool that serves the North of the Borough. 32% of sports halls in the Borough are not available for community access, the Borough is deficient in over 650 health and fitness stations and improvements are required to various tennis courts and pitches around the Borough.
- 3.19 Despite this satisfaction with sports facilities has improved from 52.7% in 2006 to 60.1% in 2008 (Active People surveys 1 and 2) and much of this may be due to the opening of Willesden sports centres which reports over 1,850 visits per day and demonstrates that if quality facilities are provided that offer a range of activities that meet the needs of Brent's diverse communities at affordable prices, then a significant percentage of the local population will use the facilities.
- 3.20 If Brent does not provide access to sufficient good standard facilities which are appropriately located and affordable there will be little increase in participation levels and Brent will remain as one of the most inactive Borough's in London and England.

Theme 2: Increase Knowledge of the wider benefits of an active lifestyle

- 3.21 It is recognised that sport and physical activity can help achieve wider social and economic objectives and improve the quality of life. It can bring individuals and communities together, divert people from crime and anti-social behaviour, offer learning opportunities, increase confidence and social interaction as well as improve our health. Inactivity has a significant impact on our health and on the economics on the Country and yet 53% of Brent's population (Active People survey 2) undertake no sport or physical activity. Approximately 20% of Brent's adult population is obese and 37% of year 6 pupils are overweight or obese, the 10th highest level in the country. Evidence shows that participation in sport and physical activity can improve behaviour and academic attainment. Involvement in sport develops new skills and together with the provision of sports facilities can offer a range of voluntary and / or paid employment opportunities. We therefore need to educate and remind people about the wide ranging benefits of an active lifestyle.

Theme 3: Get More People active

3.22 It is recommended that an adult undertakes 3 occasions of 30 minutes (3 x 30) of moderate intensity sport and active recreation per week. In 2008 Sport England carried out the second national Active People Survey and the results showed that in Brent, only 19.5% of the Borough's adult population achieved 3 x 30. This was a 1.5% increase, the 4th highest increase in London but is still below the London and National average. The Active People 2 survey results for 3 x 30 also showed that Brent's older population (55 plus) were more active than the London average, 13.7% in Brent and 11.5% London average. Disabled people's participation had increased to 7.7% but was still below the London average of 9%. However only 14.9% of those aged 35 to 54 had undertaken 3 x 30 which is significantly lower than the London average of 20.3%.

Target Groups

3.23 Different groups within our society perceive different barriers which prevent them from taking part in sport and physical activity. Whilst this strategy aims to increase participation in sport and physical activity by everyone, it recognises that there are some groups that are appreciably less active than others. These low and non participating groups should become the focus of additional targeted work by all stakeholders to increase their participation levels. These groups are:

- Disabled people
- Adults aged 35 to 54
- Black and ethnic minority people
- Women and girls
- Young people.

Priority Sports

3.24 The previous strategy recognised that it is not possible to develop the hundred plus sports recognised by Sport England. Therefore eight priority sports were chosen for which sports specific steering groups have been established and development plans written. All of these development plans are still live and this strategy will continue to have these eight sports as priority sports. An initial matrix was drawn up that identified different criteria against which the potential new priority sports would be scored. (This is included within the strategy (appendix 1)) The consultation process asked for people's preferences on the priority sports and helped influence Brent's CSPAN choice of the three additional priority sports. These are listed below together with some of the main reasons for their inclusion as a priority sport.

1. Badminton

- Badminton England, the sports National Governing Body is keen and committed to working in Brent
- It is an activity that is popular with Brent's diverse communities.
- It is an activity that can be played as a family
- It was a popular sport within the Active People survey results

2. Cycling

- Links with the Borough's Green travel plan
- Is an activity that can be done formally and/or informally

- All ages can take part.
- Links with the Mayor of London's draft Transport Strategy's plan to support and increase cycling.

3. Watersports

- The Welsh Harp is a facility of regional significance and yet there is limited use by Brent residents
- There are strong clubs structures within Brent
- Indoor equipment e.g. rowing machines can attract new audiences e.g. young people
- The Welsh Harp can accommodate a variety of water sports e.g. sailing and canoeing

3.25 The following list shows the eight continuing priority sports

- Athletics
- Basketball
- Cricket
- Football
- Martial Arts
- Netball
- Swimming
- Tennis.

3.26 The new priority sports will have sports specific development plans written over the duration of this strategy and the existing plans will be reviewed and revised as necessary.

Theme 4: Develop Local Sports Providers

3.27 There are over 100 sports clubs in Brent which is relatively low compared to elsewhere in London. Some clubs report that their membership levels are dropping or they are struggling to find volunteers or appropriately qualified or experienced personnel. We need to work with sports clubs and community groups to develop sustainable organisations that have the appropriate procedures and policies in place to offer a 'quality experience' that will enable them to develop links with schools, attract volunteers and retain new members. Funding will become increasingly difficult to access and groups will need to adopt innovative approaches and recognise the wider benefits such as health improvement, social cohesion and community safety in order to gain monies from new funding initiatives.

Theme 5: Increase Sports Opportunities for Young People

3.28 Brent has a relatively young population with over 25% aged under 19. If we can engage and enthuse them in sport and physical activity at a young age they are more likely to continue this interest into adulthood. PE and sport within schools has increased significantly with 87% of pupils receiving 2 hours quality PE (2008 Annual PE and Sport survey) compared to only 24% on 2003. 13% are actively involved in volunteering and 39% take part in inter school competition. Sixteen and under usage at Brent's four sports centres increases annually and accounts for 29% (322,500) of all visits. To continue this increase in participation we must continue to seek the views of young people and

offer them the facilities and variety of opportunities that meet their needs.

Theme 6: Make the Most of London 2012 and Wembley as a major sporting venue

3.29 The Olympics and Paralympics in London in 2012 offer a unique opportunity to enthuse, motivate and stimulate interest in sport and celebrate our cultural heritage. Community groups, individuals and schools have been given the challenge to engage the many aspects of the Olympics; culture, education, business, sustainability and volunteering through the Brent Inspires Award. Willesden sports centre and capital city academy could be used as a pre- games training camp by International teams prior to London 2012.

3.30 Many international sporting events are coming to Britain over the next ten years and Wembley will have a role to play in some of these. As a major sporting venue we need to work with the Governing Bodies of the sports that are coming to Wembley to ensure that there is a sporting legacy for Brent from hosting the stadium within the Borough.

Theme 7: Improve Partnership working

3.31 There are many different organisations and individuals that are contributing to the sporting and physical activity offer within the Borough. However there is duplication and replication and as resources become scarcer there will be greater need to work collaboratively to share information, increase co-ordination and develop new and existing opportunities for joint working.

Action Plan and Review

3.32 The strategy contains an action plan which all CSPAN members will play a role in delivering. It identifies the potential partners and lead organisations and shows how these actions link up to achieving the priorities within each theme. Progress against the action plan will be reviewed annually by Brent's CSPAN and a report produced which will be presented to the Culture, Learning and Sport Forum. A comprehensive review of the strategy will commence in 2014 to allow sufficient time for a subsequent strategy to be produced.

4.0 Financial Implications

4.1 Many of the actions within the action plan can be implemented within existing budgets. Some actions however such as the provision of a third pool will require substantial investment from the Council and others will require existing budget allocations to be retained in order that the actions can be delivered over the five year duration of this strategy. Where opportunities arise additional or external funding will be sought to deliver specific elements of the strategy.

5.0 Legal Implications

5.1 The Council has power pursuant to section 19 of the Local Government (Miscellaneous Provisions) Act 1976 to provide such recreational facilities as it thinks fit. This power includes the power to provide buildings, equipment and assistance of any kind.

5.2 Over and above these specific powers, the Council has the general power to do anything which it considers is likely to promote and improve the economic, social or environmental wellbeing of its area under Section 2 of the Local Government Act 2000. In exercising this power it has to have regard to its Sustainable Community Strategy.

6.0 Diversity Implications

6.1 Brent's Sport and Physical Activity Strategy identifies that additional development work should focus on a number of target groups that are currently under represented in terms of participation in sport. These groups are: young people, people from black and minority ethnic groups, disabled people, adults aged 35 to 54 and women and girls.

6.2 Paragraphs 3.5 to 3.9 detail the consultation that was undertaken in the production of the draft strategy and the public consultation. This included consulting with disability organisations, sports clubs and Brent Youth Parliament.

6.3 An Equalities Impact Assessment will be undertaken to ensure that the strategy does not adversely impact on Brent's communities.

7.0 Staffing/Accommodation Implications

7.1 None

Background Papers


Planning for Sport and Active Recreation Facilities Strategy 2008 – 2021
A Strategy for Sport and Physical Activity IN Brent 2004 to 2009

Contact Officers

Any person wishing to inspect the above papers should contact Gerry Kiefer, Head of Sports Service ext 3710

Richard Saunders
Director of Environment and Culture

Gerry Kiefer
Head of Sports Service
Environment and Culture

	<p style="text-align: center;">Executive 16 December 2009</p> <p style="text-align: center;">Report from the Director of Environment and Culture</p>
<p style="text-align: right;">Wards Affected: ALL</p>	
<p>Brent Cultural Strategy 2010 - 2015</p>	

Forward Plan Ref: E&C-09/10-17

1.0 Summary

- 1.1 This report provides a background and overview of the new Brent Cultural Strategy 2010 - 2015. This is a joint strategy produced by the partners on the Brent Culture, Sport and Learning Forum and, as such, it is designed to influence all providers of cultural services in Brent to help deliver a shared vision for culture in the borough.
- 1.2 In developing this Strategy the partners have recognised the unique offer culture has to make in developing a thriving cohesive community and that we will only realise the full potential of a cultural offer in Brent if all partners work together. To this end the Strategy sets out a set of eight agreed principles that partners have identified as key to achieving the shared vision for culture in the borough.

2.0 Recommendations

- That the Executive
- 2.1 Note this is a joint Cultural Brent Strategy produced by the Brent Culture, Sport and Learning Forum.
- 2.2 Agree the key principles and actions within the Strategy and that these will be reflected in the Council's own direct service related 'sub strategies' as explained at paragraph 3.7

3.0 Detail

- 3.1 The current Brent Cultural Strategy was produced in 2006 and is a three year strategy ending December 2009. Whilst the strategy did recognise the role of partners in the overall delivery of a cultural offer for Brent and did go through a period of consultation with partner organisations, it is a Brent Council cultural strategy with actions specific to Brent services.

- 3.2 In 2008 the Brent Culture, Sport and Learning Forum was set up bringing together key 'providers' of cultural 'activities' in the borough. The forum is chaired by Rachel Evans, representing the Fountain Studios. Members of the forum include representatives from the Tricycle Theatre, Wembley Arena, Wembley Stadium, Wembley Plaza Hotel, BTWSC, College of North West London, Federation of Patidar Centres, Brent Community Sport and Physical Activity Network, Leisure Connection, the cultural regional agencies and a number of council officers representing different service areas. The Forum is a 'thematic partnership' reporting to Partners for Brent (the Local Strategic Partnership) and one of its key tasks has been to produce a new cultural strategy for the borough. The Forum believes the new cultural strategy will contribute to the delivery of actions within the Brent Community Strategy.
- 3.3 There is an increasing need for organisations providing cultural services to work jointly if a real cultural offer for Brent is to be developed. The partners in the Forum believe that culture is an essential ingredient of a thriving borough and contributes to a safe, healthy and cohesive community and this is reflected in the Strategy. Culture can provide opportunities to include the excluded, inspire learning and engage with disadvantaged groups. However, this potential will only be recognised if organisations work together. The new national performance framework includes a number of performance indicators that relate directly to cultural service provision or to which cultural services make a significant contribution. Unlike the majority of the performance indicators in the previous Comprehensive Performance Assessment 'cultural block' these 'new' indicators measure overall levels of participation and engagement in activities rather than specifically measuring use or satisfaction with council owned and/or managed facilities and services. For example National Indicator 11 measures whether adults have engaged in an arts activity at least three times in the previous twelve months. It is not specifically related to Council funded arts activity; it is related to all arts activity in the borough. Consequently there is a need to ensure we work with all the cultural service providers in the borough to improve the cultural offer for residents and maximise participation rates. To this end, we need an over-arching jointly agreed cultural strategy for all providers of cultural services, rather than a strategy that relates only to the Council's cultural service providers.
- 3.4 The Culture, Sports and Learning Forum has taken the lead in developing the new strategy. In general, the Forum felt that the existing cultural strategy was too 'long and wordy' and that the new strategy should be a much shorter, easy read which concentrated on developing key principles that all providers could sign up to. The new strategy therefore provides an overall direction and vision for the development of a cultural offer in Brent rather than being a detailed document with a long action plan. To this end the strategy highlights the key principles that the Forum have agreed as the main issues that all partners should address when delivering services if the shared vision for culture in Brent is to be achieved.
- 3.5 One of the main issues raised and discussed by the Forum during the development of this strategy is that Brent already has a relatively well-developed cultural programme but that we 'don't shout enough' about it. It was felt that more should be done to develop cultural leadership within Brent to raise the profile of the borough's cultural offer. It was also felt that more needs to be done to make people aware of what is on offer in Brent as often a lack of awareness seems to be a key reason for non or low participation. In cultural terms, Brent's diversity is considered a real benefit to the borough as it has a huge impact on the vibrancy of the area.

3.6 The Brent Culture, Sport and Learning Forum undertook a consultation on the draft Strategy during the summer/autumn. The consultation period ran for twelve weeks from 20th July to October 9th. A range of consultation methods were used to gain maximum feedback including articles in the Brent magazine and local press, two public meetings, an email was sent to over 400 local organisations along with the draft strategy and details on how to comment and copies were sent to the diversity forums with an offer to attend the Forum for discussion if required. About 150 comments were received from around 60 individuals/organisations. The Forum discussed the feedback from the consultation at its meeting on 20th October 2009 and has amended the Strategy accordingly. A 'word version' of the final draft of the Strategy is attached as Appendix 1.

3.7 The Strategy identifies eight key principles important to the successful delivery of the vision for culture in the borough. These are

- Enhancing cultural vibrancy
- Increasing participation
- Raising the profile of culture
- Encouraging young people to take part
- Developing the public realm and the built environment
- Making the most of London 2012 and other Major Events
- Supporting the cultural economy
- Promoting health and well-being

Each principle is discussed within the strategy outlining its importance and why it has been included as a key principle. The final strategy document also includes a number of case studies which illustrate each of the eight principles and each study relates to work undertaken by partners who sit on the Forum. There are also four key actions to ensure the delivery of the vision and objectives. These are:

- To make sure people know what's on offer
- To get more people to engage with culture by ensuring equality of access
- To provide appropriate locations, facilities and opportunities to encourage participation and creative expression
- To maximise the wider benefits of culture for Brent residents through strong cultural leadership

3.8 Given the above, it is the responsibility of the various partners to use the principles and actions within the strategy to help shape and develop their own services and action plans. The Council is a significant provider of cultural services and opportunities within the borough. The principles within the new Cultural Strategy support both the Community Strategy and the Corporate Strategy and will contribute to the delivery of actions within these two documents. As one of the partners in the development of the new cultural strategy it is recommended the Council agrees to the eight principles within the new Cultural Strategy and ensures these are reflected in future service strategies and plans produced by the Council's own cultural services (for example the Parks Strategy and the Arts and Festivals Strategy). These Council 'sub-strategies' will have detailed action plans outlining how services will be developed and delivered in the future.

4.0 Financial Implications

4.1 There are no direct financial implications for the Council resulting from the principles and actions within the new Cultural Strategy. Any financial implications will arise from

specific actions within any subsequent 'sub strategies' produced by Council managed cultural services.

5.0 Legal Implications

- 5.1 Councils have a wide range of powers to provide cultural services. For example, they are empowered to provide libraries museums and art galleries under the Public Libraries and Museums Act 1964. The Council has the power pursuant to Section 19 of the Local Government (Miscellaneous Provisions) Act 1976 to provide such recreation facilities as it sees fit, including the provision of buildings equipment and assistance of any kind. It has the power to acquire and manage parks and recreation grounds under the Public Health Act 1875 and other statutes.
- 5.2 Over and above these specific powers, the Council has the general power to do anything which it considers is likely to promote and improve the economic, social or environmental wellbeing of its area under Section 2 of the Local Government Act 2000. In exercising this power it has to have regard to its Sustainable Community Strategy.

6.0 Diversity Implications

- 6.1 The Cultural Strategy includes key principles for the delivery of cultural services including one around increasing participation and engagement in activities and an action about ensuring equality of access. It highlights barriers to participation experienced by recognised groups of people and that actions should be implemented to reduce these.

7.0 Staffing/Accommodation Implications

- 7.1 None

Background Papers

A Cultural Strategy for Brent 2006 - 2009

Contact Officers

Any person wishing to inspect the above papers should contact

Sue Harper, Assistant Director, Environment and Culture ext: 5192

Neil Davies, Deputy Head of Libraries, Arts and Heritage ext: 2517

Richard Saunders

Director of Environment and Culture

Brent Cultural Strategy 2010-2015

FINAL VERSION

Background

This strategy has been produced by the Brent Culture, Sport and Learning Forum, a thematic partnership of the Local Strategic Partnership ('Partners for Brent'). This Strategy replaces the previous Brent Cultural Strategy which expired at the end of 2009. When discussing the development of this cultural strategy there was consensus amongst the Forum that the old strategy was too long and too 'wordy' and that this one should be a much briefer document that identifies key principles that will drive the development of cultural opportunities in Brent over the five year period between 2010 and 2015.

It was also agreed that this cultural strategy should be an overarching 'umbrella' document that provides direction to all cultural service providers in the borough rather than a document with specific partner's actions laid out in a detailed action plan. To this end, this strategy highlights the key principles that are considered the main issues that all cultural partners and providers need to consider when delivering cultural opportunities if our shared vision for culture in Brent is to be achieved. Therefore, it is up to the various partners to use these principles to help shape and develop their own action plans.

Definitions of Culture

The Culture, Sport and Learning Forum has adopted the following definitions of what is meant by culture and sport:

The term 'Culture' includes: arts, creative employment, festivals, libraries, museums, heritage, architecture/design of the public realm, children's play, parks, tourism and other forms of leisure and recreation.

The term 'Sport' includes all forms of physical activity which, through casual or organised participation, aims at improving physical fitness and mental well-being, forming social relationships, or obtaining results in competition at all levels.

In this strategy 'culture' is used to include all the activities defined above and as such relates to the main services which are considered the 'cultural block'. Engagement in culture is taken to mean the active and/or passive participation in the forms of culture mentioned above, the contribution to the creation and/or development of that activity and/or attendance at its 'public expression'.

Importance of Culture to the Borough

The partners in the Brent Culture, Sport and Learning Forum believe that culture is an essential ingredient of a thriving and confident borough and contributes to a safe, healthy and cohesive community. Whilst culture is important in its own right, it can also provide ways to include the excluded, create new pathways to learning, engage with disenfranchised/disadvantaged groups and can provide the basis for positive local action. This Cultural Strategy will contribute to the delivery of actions within the Brent Community Strategy and Brent Council's own Corporate Strategy as well as many other related strategies such as the Brent Regeneration Strategy and the Brent Health and Well-Being Strategy. The overall policy context for culture and the need

for organisations to work together in delivering cultural services is outlined in more detail in Appendix 1.

Culture is important on a national level as evidenced by the contribution it makes to wider agendas such as crime and community safety, formal and informal learning, community cohesion and health and well-being. Whilst there are seven National Indicators for local government which relate directly to culture and cultural services provision, cultural outcomes make a contribution to the achievement of many others such as the levels of overall satisfaction with an area, reducing obesity in primary aged children, and improving biodiversity in an area. Though much of this contribution is made by the local authority services in Brent there are clearly many more providers who help with their achievement which is why this document relates to all service providers and not simply 'the council'.

Brent has a relatively well developed cultural programme although it is not always recognised and often the simple reason people give for not taking part in activities is that they don't know what is available. The cultural offer in Brent should reflect the diverse culture of the borough and recognise the influences of local neighbourhoods in terms of shopping, food and restaurants and the general vibrancy of an area. Brent has a number of important iconic cultural assets such as Wembley National Stadium, Wembley Arena and the Tricycle Theatre, in addition to a range of sports centres, libraries, parks and open spaces and a museum. (All our main 'cultural assets' are listed in Appendix 2). There are recognised gaps in provision, such as the need for a third pool in the borough as well as the need to make better use of existing assets to maximise the cultural offer. However, between these facilities and venues a wide range of activities and services are on offer and delivered by a range of providers or simply allowing people 'doing it for themselves'. It is felt however that more should be done to improve cultural leadership and we should 'shout louder' about what's on offer.

It is extremely likely that during the life of this Strategy economic conditions will become more challenging; financial resources may be reduced, competition for audiences may increase and new funding sources may be harder to obtain. It is crucial therefore that partners work together to create a sustainable, cohesive cultural offer, to avoid unnecessary duplication and to identify funding opportunities to support and develop new and existing cultural activities. Building Schools for the Future is one such funding stream which provides an opportunity for co-location of cultural facilities, provision of new exhibition and performance spaces and public art provision within the design of new schools.

Whilst this Strategy focuses on cultural partners within Brent working together to develop a single cultural offer, it is recognised that people do not remain within borough boundaries and will travel to places or activities that most suit their needs. Therefore, we also need to work with partners in neighbouring boroughs and the sub-region to maximise cultural opportunities for Brent people.

Brent Council's Role in Delivering the Cultural Strategy

This document is not Brent Council's cultural strategy but a strategy for the development of cultural opportunities in the borough. It is intended to provide common ground for all cultural service providers and partners working together within the borough. However, it is recognised that the Council is a significant provider of cultural services and opportunities. In addition, the Council has a key role to play in cultural leadership and in brokering and developing partnerships across all cultural providers to ensure the best possible opportunities flourish within the borough.

To this end, Brent Council commits to using the principles identified within this document to influence the detailed strategies it will produce for each of its main cultural services; the Parks Strategy, the Sports and Physical Activity Strategy, the Library Strategy, the Arts and Festivals Strategy and the Museum and Heritage Strategy.

Vision and Principles

Vision

To develop a range of cultural opportunities that are engaging, accessible and enriching for all local communities.

By 2015 Brent will be a place that is confident in its belief in culture as a catalyst for improving the quality of life of everyone who lives or works in the borough regardless of their individual circumstances. Brent's culture will be the direct product of people's sense of pride, identity and connectedness. A relevant and exciting offer of cultural activities will be available and will provide a route for harnessing and developing the local distinctiveness of the borough. The creation of an accessible and vibrant local culture and shared community activities will prove to be an integral part of a sustainable and successful community.

Eight headline principles have been identified as being key to the successful delivery of this vision. These are, in no priority order:

- Enhancing Cultural Vibrancy
- Increasing Participation
- Raising the Profile of Culture
- Encouraging Young People to Take Part
- Developing Public Spaces
- Making the Most of London 2012 and other Major Events
- Supporting the Cultural Economy
- Promoting Health and Wellbeing

Principles

1. Enhancing Cultural Vibrancy

Brent is one of only two local authorities in the UK where the majority of people are from Black and Minority Ethnic communities. A total of over 130 languages are spoken in Brent. There are over 150 places of worship spread across the borough representing a wide range of faiths. It is often through places of worship that communities initially come together while it is on our streets, in our parks, on our sporting fields and in our iconic venues, that a rich variety of cultures are celebrated. This celebration of cultures is a clear expression of shared values by the whole Brent community.

The exciting range of restaurants, cafes and bars across the borough available to local people and visitors will continue to be at the forefront of this cultural vibrancy and 2012 will provide an excellent opportunity to celebrate the rich variety of food and drink enjoyed in Brent.

To enable the growth of strong communities it's essential that both individual cultural identities are celebrated and a shared cultural identity for Brent is formed. This shared identity should be one that is grounded in the local rather than the national context and cultural services can help develop this sense of community. Establishing the right cultural infrastructure across Brent, including, increasingly a virtual one, will allow the growth and development of communities that are cohesive, successful, confident and forward thinking.

2. Increasing Participation

Brent currently has low levels of participation in a number of areas across the cultural sector and this is illustrated by a range of annual national indicators. Over half of the adult population don't take part in any form of physical activity and only 41% of residents engage in arts based activities. Further details of general participation levels across a range of cultural services are included in Appendix 4, but overall it is clear that there are low levels of participation and engagement in cultural activities by Brent residents. These participation levels drop even further when issues such as age, disability, ethnicity, gender and sexuality are considered.

Fundamental to successfully increasing participation levels across the cultural offer is the need to heighten the awareness of Brent's residents to what is available to them as part of that offer. Customer awareness and satisfaction levels relating to cultural services vary ward by ward across the borough but, in general, often when people are asked why they don't participate they simply are not aware of what's available in the borough. There is a clear need to articulate and promote what's on offer to residents in an easily accessible manner to ensure that more people take up available opportunities. Digital media are increasingly at the forefront of ensuring accessibility both to general information and to specific engagement. From both formal and informal on-line learning through to the digitisation of previously inaccessible materials and on to portals for self expression and promotion, pre-existing barriers to access and participation are being broken down by 'the virtual world'.

The identification of barriers to participation, including perceived barriers, and helping people to overcome these is inherent to the successful delivery of the vision of this

strategy. We need to ensure services are affordable and accessible. Where possible facilities should be accessible by public transport and should contribute to developing thriving town centres. For example, in recent years the Brent Museum and Brent Archive have relocated to the easy to reach, centrally located Willesden Green Library Centre. In addition, collections are simultaneously being catalogued online and together these two actions ensure greater access to these local resources.

In addition, in order to increase participation levels we need to develop a clear picture of demand and key drivers to encourage people to join in. Once we have this picture and barriers that stand in the way have been removed, a cultural offer can then be developed which ensures equality of opportunity for everyone who lives or works in Brent. Increased levels of volunteering and the development of links between cultural providers and the voluntary sector will play a crucial role in delivering the vision and provide services which are relevant to people's needs.

3. Raising the Profile of Culture

To realise its true value and worth to the community, the benefits of cultural activities need to be better articulated and become more integrated into the day to day life of residents. Successful cultural projects and schemes need to be highlighted and celebrated to demonstrate the value they are making to developing healthy, cohesive communities. Participation in sports, learning and creative activities has been proven to improve physical and psychological health, tackle antisocial behaviour and reduce drug and alcohol dependence, as well as positively bringing communities together. All providers of culture need to be able to demonstrate the impact of culture on Brent residents and how it positively affects people in their daily lives.

In order to embed the central role of culture in the identity of the local community it's essential that strong leadership is developed across Brent's cultural sector, including members of community groups, local organisations and the council. More needs to be done to increase awareness of how culture can contribute to the outcomes of other services within the council. There is a role for cultural champions as key ambassadors for raising the profile of culture throughout the borough and ensuring increased penetration to a wider audience.

4. Encouraging Young People to Take Part

'Every Child Matters' identifies the five outcomes that are of the highest importance to all children and young people, regardless of their individual circumstances.

- Be Healthy
- Stay Safe
- Enjoy and Achieve
- Make a Positive Contribution
- Achieve Economic Wellbeing

Cultural activities play a significant role in contributing to these outcomes through employment, education, entertainment, sports and leisure activities and a range of specific projects working with young people. Engaging a person in cultural activities when they are young offers that individual the opportunity to begin a lifelong journey of cultural appreciation. Looked after young people and young people with disabilities have less opportunity to participate and should be a focus to help develop life-long participation.

Young people are a corporate objective and priority for Brent and the Children and Young People's Plan (CYPP) is the strategic document setting out the vision and local priorities for children and young people in the borough. The Brent Youth Parliament (BYP) was established in 2007 as the elected voice of young people in the borough. The BYP manifesto identifies three priorities for Brent: crime and safety, health and wellbeing, and sports and leisure. One of the recommendations made by BYP is that activities for young people need to be advertised more widely at places such as on school notice boards and websites, libraries, radio stations and places where young people congregate. New digital media will increasingly create new ways to engage with and allow young people to join in.

The development of creative partnerships has a crucial role to play in increasing the take up of the cultural offer in both a sporting and arts context, thereby contributing to improved educational standards. Recognition needs to be given to the importance of ensuring that the cultural offer to children and young people is sustainable and that successful projects are built upon as part of the wider offer.

5. Developing Public Space

The culture of a community is expressed in the spaces which that community creates for itself. From Wembley's regeneration area to the vibrant bustle of Ealing Road and through to the leafy streets of Queen's Park, Brent's built environment is as diverse as its communities. Both the built environment and the spaces between buildings need to be flexible, modern, distinctive and well equipped. They will also need to be sustainable and flexible in order to accommodate the changing needs of Brent's communities and the future interests and pastimes of generations to come. Cultural facilities and activities are a key part of this environment and as such should be planned for from the outset, along with design and public art considerations. Closer working between cultural providers and those with responsibility for planning infrastructure will be crucial to the success of this process, especially within the proposed 'growth areas' in the borough.

Culture will continue to make a huge contribution to the development of Brent's public space in a number of ways:

- The creative design and animation of public spaces, including the imaginative use of public art.
- The provision of a broad range of well-designed, well-equipped facilities including libraries and learning centres, indoor and outdoor sports facilities, parks and open spaces and other buildings used for cultural activities.
- A range of festivals, events and activities which animate the borough and offer all members of the community the opportunity to come together to celebrate Brent's rich diversity.
- Green spaces of all types in the borough will contribute to maintaining and improving local biodiversity and helping to adapt to climate change.
- Well-managed buildings and assets will contribute directly and indirectly to a reduction in CO₂ emissions. Examples of how this contribution can be made

include reducing energy use in sports centres and encouraging residents to travel to Brent's facilities by means of public transport, cycling or on foot.

- Open House type events promotes the built heritage of the borough and allows people to experience and learn from some of our most exciting buildings.

6. Making the Most of London 2012 and other Major Events

In Brent we have always been committed to London 2012 and to ensuring a lasting legacy from the Games for residents, local businesses and young people. Brent will play a leading role during the Games with events being held in Wembley. However, the Olympic and Paralympic Games are not just about competitive sport being played in the borough. They will also be an important opportunity for a celebration of Brent's cultural heritage by ensuring Brent plays a role in the cultural Olympiad promoting Brent as an exciting and dynamic borough.

London 2012 is a fantastic chance for services and providers in Brent to increase the take up of sports and arts activities by using the Games as a catalyst for residents to fully engage with the cultural offer. It is also a great opportunity to build a stronger local economy by looking at opportunities for local businesses and skills development and for developing the volunteering base within the borough. Volunteers play a crucial role on the provision of many cultural services and many people are only able to take part in activities and events because volunteers make it happen. Developing volunteers and volunteering opportunities across the cultural sector will contribute to the creation of a broad and inclusive cultural offer.

With facilities such as the National Stadium and the Wembley Arena, the borough is able to attract major events into Brent with subsequent social and economic benefits. The UEFA Champions League Final and the 2015 Rugby World Cup will both take place in Wembley. We should also look to build on other major events held in West London and London as a whole, such as the annual Notting Hill Carnival and the World Pride event in 2012 and secure benefits for the local area.

7. Supporting the Cultural Economy

With its iconic international landmarks and some equally enchanting smaller locations, Brent is ideally placed to fully develop its cultural economy to ensure it reaches its full potential. Creative industries provide employment opportunities within the borough and contribute to its prosperity by encouraging investment. The continuing success of this element of the local economy depends on the continuing development of Brent's cultural vibrancy.

With venues of regional and national significance in the borough, good transport links ensuring access into and away from central London, and wide open spaces, Brent is well placed to capitalise on this national growth area (%GDP for creative industries is second only to financial services in London). By providing the correct mix of premises

and by ensuring our schools and colleges help people to develop creative skills, we will be able to ensure culture contributes to a successful economy in Brent.

Parks make an important contribution to the wealth of the borough by helping to attract visitors and inward investment. Historic parks have a particular appeal and their enhancement is crucial both for their inherent cultural value and their contribution to local wealth creation.

8. Promoting Health and Well-being

Participating in cultural activity can contribute to an improvement in an individual's health and wellbeing, both in terms of supporting an ongoing healthy lifestyle and aiding recovery from long term illness or a period of rehabilitation.

There are significant health inequalities in the borough linked to location, gender, level of deprivation and ethnicity. For example, a high proportion of Brent residents rate their health as "not good" and almost one in five people are classed as obese. Engagement with culture through participation in activities or volunteering enhances the physical, intellectual and emotional well-being of individuals.

The use of parks and open spaces for physical activity and sport can have a huge influence on improving the health of the borough e.g. contributing to a reduction in the mortality rate from circulatory diseases and tackling obesity in both adults and children. Libraries provide a range of activities which contribute to the wellbeing of individuals including informal learning, bibliotherapy sessions and information, advice and guidance sessions. The launch of the '*Books on Prescription scheme*' and the expansion of reading group provision will further enhance the role of libraries in promoting health and wellbeing.

Actions to deliver the Objectives

Four key actions will ensure the successful delivery of the vision and objectives of the Cultural Strategy.

- **To make sure people know what's on offer**

There are already a wide range of cultural activities and opportunities open to people living, working and visiting Brent. Many people when asked why they don't take part in the offer say that they don't know what's available. It is important therefore that we become more confident about the cultural offer in Brent and take every opportunity to let people know what's available locally.

- **To get more people to engage with culture by ensuring equality of access.**

Cultural activities should be encountered by all residents as part of the fabric of everyday life; everyone should have the opportunity to participate in and

benefit from the cultural experience. It is recognised that some people face greater barriers to engaging in cultural activities and we will work to minimise these barriers.

- **To increase and improve appropriate locations, facilities and opportunities to encourage participation and creative expression.**

Venues, equipment and the range of activities on offer need to be fit for purpose and appropriate to the needs of the local community. We will work to ensure a range of good quality facilities that are accessible to local people and provide opportunities to engage in culture at a chosen level.

- **To maximise the wider benefits of culture for Brent residents through strong cultural leadership**

Culture provides a wide range of benefits to everyone who takes part, including developing an enhanced sense of health and wellbeing, contributing to community cohesion, improving educational achievement and making a significant contribution to the local community. Cultural leaders in Brent need to champion the cultural services to ensure other service providers are aware of these benefits and the importance of culture to life in the borough.

Delivering the strategy – Monitoring and Review

This Cultural Strategy has been produced by the Brent Culture, Sport and Learning Forum to ensure cultural activities and opportunities are planned and developed in an agreed and co-ordinated way within Brent. The strategy clearly recognises the range of organisations and agencies involved in delivering a wide cultural offer in Brent, the role they will play in delivering this strategy and the benefits of working together to ensure our joint cultural vision is achieved.

The Strategy has highlighted the contribution that culture can play in Brent in terms of improving health, creating safe places, tackling worklessness and increasing community cohesion. All these issues are addressed within the key principles in this strategy.

The delivery of the actions will be overseen by the Brent Culture, Sport and Learning Forum and fed through to the Local Strategic Partnership on an annual basis. The Forum will review the strategy, comparing achievements against the key actions, taking account of changing circumstances and new opportunities, thereby allowing all partners to forward plan and identify resources with which to deliver key actions. Improvement in participation rates as measured through the national indicators will allow us to determine whether the vision is being met.

A comprehensive review of the strategy will take place in 2014 to allow sufficient time for a subsequent strategy to be produced.

APPENDIX 1 : POLICY CONTEXT FOR THE CULTURAL STRATEGY

A Passion for Excellence - the improvement strategy for culture and sport - was published in March 2008, linked to the National Improvement and Efficiency Strategy, and outlines support to local authorities and their partners to deliver better outcomes in the role that cultural services make. It sets out a framework for culture and sport to:

- Improve the quality, effectiveness and efficiency of culture and sport in the delivery of economic, social and environmental outcomes in local communities.
- improve performance within the sector
- build capacity and leadership
- coordinate the regional improvement infrastructure

The London Cultural Improvement Group are leading on this work across London and Brent is involved in a number of work areas including the library service improvement programme, the museum improvement programme and the peer-led self-assessment programme.

The new National Performance Framework sets out the 198 national performance indicators for local government. Of the 198 indicators, four relate directly to cultural services and three require a significant contribution from cultural services to deliver the outcomes. These are:

- NI 8 : Adult participation in sport and active recreation
- NI9 : Use of public libraries
- NI10 : Visits to museums and galleries
- NI 11: Engagement in the arts
- NI 6 : Participation in regular volunteering
- NI 57 : Children and young people's participation in high quality PE and sport
- NI 110 : Young people's participation in positive activities
- NI 197: Improved local biodiversity
- NI 199: Children and young people's satisfaction with parks and play areas.

In addition there are a number of indicators that require an input from cultural services, including:

- NI 5: overall/general satisfaction with an area
- NI 7: Environment for a thriving third sector
- NI 55: Obesity in primary school age children in reception
- NI 56: Obesity in primary school age children in year 6

Local Area Agreements reflect the shared view of local priorities as agreed by the Local Strategic Partnership (Partners for Brent) in the Sustainable Community Strategy. The indicator relating to sports participation was included as part of the first LAA within Brent reflecting the locally recognised importance of the link between levels of physical activity and improving health in the borough. The current LAA includes targets linked to reducing obesity.

Towards the end of 2008, the London Mayor launched an outline of his new cultural strategy; *Cultural Metropolis*. Whilst, the final version of the strategy won't be complete until the autumn, the draft document clearly recognises the need for a range of partners to work together to deliver cultural services across London.

APPENDIX 2 : PROFILE OF BRENT

The following provides a broad profile of Brent, concentrating on the main issues that have a potential impact on the provision of cultural services. For example, the diversity of the population itself needs to be considered to ensure a range of events and activities relevant to the whole community are on offer, the contribution that sporting and cultural activities can make to improving health and wellbeing needs consideration, whilst low levels of private car ownership suggest services should be provided in areas which are easily accessible by public transport. More detailed information on the issues outlined in this section can be found in a range of documents including Brent's Corporate Strategy, the Health and Wellbeing Strategy and the Brent Regeneration Strategy.

The London Borough of Brent is situated in NW London and in general can be characterised by a divide between the relative affluence of the northern wards compared to those in the south of the borough. Whilst there are pockets of deprivation in the north, the north is generally suburban in character with an older population whilst the south has more characteristics of inner city London, with a younger population.

The population of Brent is growing with recent figures indicating significant numbers of people moving into the borough creating new emerging communities. The GLA estimate Brent's population at 279,200 (2007) although independent research commissioned by the council estimates it to be nearer 289,000 (2007). As part of the Mayor's London Plan it is expected that there will be around 11,000 new homes; mainly in the growth areas of South Kilburn, Alperton, Wembley, Church End and Burnt Oak/Colindale. Population growth has largely been in the south of the borough and is predominately the result of an increase in the number of young adults, often with pre-school or young children. The total population is expected to grow to over 305,000 by 2017; this increase will be focused around the housing growth areas mentioned above.

Brent has the second highest number of new national insurance registrations in the country and nearly 8% of Brent's population are refugees or asylum seekers. Brent has a slightly higher male than female profile (ONS 2006 mid-year estimate).

54.5% of Brent residents are from black and ethnic minority communities, which compares with an average for London of approximately 40%. These groups comprise of established Indian, Black Caribbean, Black African and Irish communities as well as emerging Somali and Eastern European communities.

Brent has a relatively young population; a quarter of residents are aged 19 years or under. The highest concentration of young people is in the south of the borough and within the most deprived wards one third of residents are aged under 16 years. 62% of residents are aged under 40 years, compared with 52% nationally and only 14% of Brent's population are of pensionable age. 74% of children in Brent are from ethnic minorities and over 130 languages are spoken in Brent schools.

The 2007 Index of Multiple Deprivation identified Brent as the 53rd most deprived area out of 354 boroughs. Whilst the main areas of deprivation are in the south of the borough, particularly Stonebridge, Harlesden, parts of Kensal Green, Willesden Green and Kilburn wards, there are emerging pockets in the north and west in parts of Barnhill, Welsh Harp and Wembley Central wards. This deprivation is characterised by high levels of long-term unemployment, low household incomes and

a dependence on benefits and social housing. Children and young people are particularly affected by deprivation with a third of Brent's children living in low incomes households, a quarter in social housing and a fifth in single adult households.

There are significant health inequalities in the borough, linked to location, gender, level of deprivation and ethnicity. The most deprived wards in the south of the borough have a higher death rate and lower life expectancy than the less deprived wards in the north. Nearly 20% of Brent's population are classified as obese and the percentage of children in year 6 classed as obese is 22.5%. The prevalence of diabetes in Brent is high compared to the national average and Brent also has one of the highest rates of TB in London.

Brent has good public transport links to central London and the rest of the country. However, it also has very low car ownership: 37.3% of households do not have access to a private vehicle which means public transport plays a key role in transportation terms within the borough. This is particularly the case in the south with the lowest income levels and car ownership rates. There are some areas of Brent with both poor public transport accessibility and low car ownership, including St Raphaels and Brentfield estates.

A further aspect of accessibility is linked to the physical and psychological barriers created when main roads or railways effectively cut off communities from services in an area. Key examples in Brent are the A406 North Circular Road and the West Coast Mainline railway.

APPENDIX 3 : KEY CULTURAL ASSETS

The following table lists key cultural assets across the borough. It is by no means an exhaustive list and it is recognised that there are many buildings across the borough that are used for sporting, social and cultural activities that are not included here. In addition, there are 86 listed buildings within Brent. The list below includes those that are considered to be of most interest in terms of adding to the cultural heritage of Brent.

No:	Name:	Description
	Ace Cafe	This internationally renown café on the north circular road was opened in 1936 and was used in the 1963 film 'The Leather Boys'
	Advait Sattavis Gam Centre	A cultural and conference centre, predominately utilised by the Asian community.
	Brent Adult and Community Education Service	A wide range of personal and community development learning programmes covering arts, dance, music, sport and fitness, are delivered from 6 main sites and over 60 locally based venues across Brent.
	Brent Archive	A resource of maps, photographs and other artefacts about Brent and its local history.
	Brent Museum	Brent Museum hosts a range of objects, documents and interactive exhibits which tell the story of Brent and the diverse range of individuals which have lived here over the past 150 years.
	Bridge Park Community Leisure Centre	5-court sports hall, two fitness rooms, dance studio, sauna and steam room, function hall and conference rooms.
	Buck Lane Conservation Area	A site consisting of a collection of 'fantasy' housing including thatched cottages and a castle designed by an architect in the 1920's.
	Charteris Sports Centre	4-court Sports Hall and fitness facilities.
	College of North West London	The College of North West London has multiple sites across the borough offering cultural, learning and sporting opportunities.
	Education facilities	There are approximately 83 schools, 22 of which are secondary schools, located within Brent, many of which offer community access to cultural and sporting facilities. Capital City Academy has sports college status.
	Faith buildings	A number of faith-based buildings exist across the borough and offer a wide range of sporting and cultural activities, as well as offering heritage interest.
	Fountain Studios	Largest independent television studios in the United Kingdom

“Gaumont state cinema”	Located on the Kilburn High Road, this site is a Grade II listed building. This is one of 86 listed buildings across Brent. It is now used as a faith building.
Granville Plus Youth Arts Centre	Facilities include a dance studio, live music room, digital media suite, IT suite and a music production suite.
Kingsbury Manor and Summer House	These properties are Grade II listed sites. This is one of 86 listed buildings across Brent.
Lexi Cinema	Independent cinema based in Kensal Rise
Libraries	There are a number of libraries distributed across the borough from Willesden Green in the south up through to Kingsbury in the north. An outreach service is also provided for residents across the borough.
Moberly Sports and Education Centre	Owned by Westminster Council but located within South Kilburn. Facilities include sports hall, fitness room and synthetic pitch
Old Oxgate Farm	This is a Grade II listed site. This is one of 86 listed buildings across Brent
Old Saint Andrews Church	This church located in Kingsbury is a Grade I statutory listed building. This is one of 86 listed buildings across Brent.
Parks and open spaces	There are over 100 parks and open spaces in Brent of varying size and with a range of amenities on offer. Parks and open spaces are designated within the Parks Strategy according to size and facilities, such as sports pitches, tennis courts, changing accommodation, play grounds and cafes. There is a recognised deficiency of open space in the south of the borough compared with the north.
Park Royal Industrial Park	A diverse range of film and media related industries.
Patidar House	This Federation of Patidar Association purpose built centre houses a 250 seat performance area, conference spaces and dance and music workshops. Provides a year round programme of Asian cultural events.
Poplar Grove Youth Centre	Located in Wembley, this centre include an 11-a-side football pitch and a hard court area catering for basketball, football and netball.
Roundwood Centre	Based in Harlesden, adjacent to Roundwod Park, this centre will fully open in 2011 providing sports and cultural activities including performance space for young people.
Swaminayan Hindu Temple	BAPS Shri Swaminarayan Mandir, London – popularly known as the ‘Neasden Temple’ – is the first and largest traditionally built Hindu stone Mandir in the Western hemisphere.
The Gallery at Willesden Green	Managed by Brent Artist's Resource (BAR). Provides support for artists in their professional development, including the creation of opportunities to participate in the visual arts through exhibitions,

		workshops, mentoring schemes and information.
	The Stables Gallery and Arts Centre	Art gallery and arts centre staging various exhibitions. The gallery aims to exhibit a wide variety of media and styles of work by artists living in the Brent area.
	The Welsh Harp Reservoir	The Welsh Harp or Brent Reservoir is a 170 hectare of open water, marshes, trees and grassland. It is designated a Site of Special Scientific Interest. The Reservoir provides a valuable habitat for wildlife and a centre for water sports.
	Tricycle Theatre	The Tricycle Theatre is a performing arts venue containing a 230 seat theatre, 300 seat cinema, workshop space, studio space, visual arts studio and art gallery.
	Vale Farm Sports Centre	6-lane, 25m pool and separate learners pool. Sports hall, fitness room, dance studio, squash courts and floodlit synthetic pitch.
	Wembley Arena	Internationally renowned performance space used mainly for music but also some sporting events.
	Wembley National Stadium	90,000 seat stadium for sporting and outdoor concert use. Home to the Football Association.
	Willesden Green Library Centre	Located on Willesden High Road, in addition to a library, this site houses the Brent Museum, the Brent Archive, a cinema and an art gallery.
	Willesden Sports Centre	6-lane, 25m pool and separate learning pool, 4-court sports hall, fitness room, dance studio, indoor athletics 'tube' and floodlit synthetic track.
	Youth and Community Centres	There are a number of multi-purpose youth and community centres across the borough which provides access to sporting/cultural activity. Granville Youth Arts Centre in Kilburn in particular is focused on arts and creative activity for young people.

APPENDIX 4 : PARTICIPATION IN CULTURAL ACTIVITIES

Participation in cultural activities in Brent is relatively low when compared to other London boroughs. There are a number of factors contributing to low participation rates which are addressed elsewhere in this strategy. This appendix provides an overview of participation in cultural activities within Brent, based mainly on the findings of the Active People Survey (the findings of the Taking Part Survey; the National survey commissioned by the DCMS into participation in more than one cultural activity will also lead to a better understanding of levels of participation when the full results are made available in late 2009. Many cultural services in Brent measure usage and attendance at facilities and activities and set targets to increase use year on year, particularly by targeting low user groups. However, this measures participation that is happening in Brent and not general levels of participation by Brent residents that could be taking place out of borough or not through an organised activity. The Active People survey measures total levels of participation regardless of where it takes place.

The Active People Survey is a survey of adults aged 16+ living in England. It was first conducted in 2006 and covered participation in sport and physical activity. The second survey was conducted in 2007/08 and also included other cultural 'national indicators' (NI):

NI 8: Participated in 30 minutes of **moderate intensity level sport and active recreation** on three or more days in the past week

NI 9: Used a **public library service** at least once in the past 12 months

NI 10: Attended a **museum, gallery or archive** at least once in the past 12 months

NI 11: Engaged in the **arts** at least three times in the past 12 months

The partners in the Brent Culture, Sport and Learning Forum recognise that some people face barriers that prevent them from taking part in cultural activities. The second principle within this Strategy recognises that helping people to overcome barriers is crucial if people are to be able to participate in a chosen activity at their chosen level. Age, disability, ethnicity, gender and sexuality all influence people's ability to join in and if we are to increase levels of participation we need to develop a better picture of demand in order to best provide services that will genuinely increase participation levels.

Sport and Physical Activity

The Active People Survey (APS), overseen by Sports England, provides information on adult participation levels in sports and physical activity within the borough and measures NI 8. It was first conducted in 2006 and was repeated in 2008, allowing for any changes to be identified. The survey covers five areas of participation; general levels of participation, volunteering, club membership, tuition and competition.

Table 1: Participation in sport and physical activity 2006 and 2008:

Area of Participation	Brent '06	Brent '08	London '06	London '08	National '06	National '08
% adults doing at least 3 days per week of 30 mins of moderate activity	18%	19.5%	21.3%	20.1%	21%	21.73%

% adults doing zero participation in sport or physical activity	56.5%	53.3%	49.5%	48%	50.6%	48.1%
& adults volunteering to support sport for at least 1hr per week	2.7%	4%	3.5%	3.7%	5%	5.24%
% adults who are members of a sports club or club where they do sports	20.5%	20.6%	26.5%	25.3%	25.3%	25.1%
% adults receiving tuition to improve sports performance	13.4%	15.9%	18.7%	19%	18.3%	18.5%
% adults participating in competitive sport	10.3%	12.1%	12.9%	12.48%	15.5%	15.3%

Brent was one of only a handful of councils that increased participation rates in all the above areas between 2006 and 2008. However, despite this slight increase participation in general remains low when compared to London as a whole or with the national figure.

In 2006 only 18.2% of Brent adults participate in 3x30 minutes of physical activity per week. In 2008, the Active People survey noted a slight increase in participation in Brent taking it to 19.5%. More of a concern is that over half (53.5%) of Brent's adult population is not taking part in any form of physical activity, with associated impact on health within the borough. It is also acknowledged that participation levels vary greatly across the borough by geographical area and by gender, ethnicity, age and disability. (This is discussed in more detail in the Sports Strategy).

As shown in the table above, the survey also measured participation in competition, volunteering in sport and club membership. With all these areas Brent tends to be below both the London-wide and national average .

Use of Libraries

Libraries usage was also measured by the Active People Survey for the first time in 2008 and results show that use of libraries by Brent residents is above both the London and the national average. Overall, Brent is 5th highest in London in terms of people who use libraries.

Table 2: Active People survey results Apr-Oct 2008 - Libraries

National Indicator:	Brent :	London average:	National average:
NI9 : Use of public libraries	56.3%	51.9%	48.5%

However, Brent is in the lowest quartile for London in terms of 'active borrowers'. Active borrowers is a measure of the percentage of residents who have borrowed an item from a library in the past 12 months and are therefore classed as 'active borrowers'. The upper quartile for London ranges from 25.6% of the population with the meridian at 23.2%. Brent is the 19th highest borough in London in terms of numbers of active borrowers but only 30th in terms of percentage of active borrowers (17.9%)

Participation in the Arts

As with Libraries, in 2008 the Active People survey also measured people's engagement in the arts. In Brent, engagement with the arts was measured at 41.3% which is below both the London and the national average.

Table 3: Active People survey results (Apr-Oct 2008) – Arts Participation

National Indicator:	Brent :	London average:	National average:
NI 11 : Engagement in the arts (by adults)	41.3%	49.4%	45.2%

The Arts Council has given councils a banding based on the "propensity to engage" in the arts by local residents; this being based on "demographics and lifestyle characteristics". The banding is from A (most likely to engage in the arts) to J (least likely). Brent has been classified as being in band H; this is a low engagement score, suggesting that Brent residents are less likely to engage than other London boroughs.

Use of Museums and Galleries

The Active People survey also measured visits to museums and galleries by Brent residents. This survey measures visits to all museums and galleries and not just those in Brent. Current levels of participation, in terms of Brent residents visiting museums and galleries, is low with just over 50% of residents having visited a museum or gallery in the previous 12 months, which places Brent in the lower quartile and 28th in London overall.

Table 4: Active People survey results (Apr-Oct 2008) – Museums and Galleries

National Indicator:	Brent :	London average:	National average:
NI 10 : Visits to museums and galleries	50.3%	59.5%	53.8%

Use of Parks and Open Spaces

The extent and quality of Brent's parks and open spaces are one of the borough's greatest assets with approx 455 hectares of public open space for residents and visitors to enjoy. Increasingly used as a venue for schools and colleges to support curriculum activity, as well as a venue for cultural activities and festivals, sporting, entertainment and play activity. Brent Parks Service conduct a survey on usage of parks and open spaces amongst 10% of households in Brent each year. The 2008 survey results indicated that an estimated 16 million visits are made to Brent parks and open spaces each year.

Additionally, our parks and open spaces are measured by national indicator NI 199: Children and Young People's Satisfaction with Parks and Play Areas. This is measured by the Department for Children, Schools and Families (DCSF) via a survey undertaken amongst young people and the results are used to inform the CAA. The 2008 survey results place Brent 3rd in the country, after Richmond Upon Thames and Camden Council for satisfaction with parks by young people. Whilst it is measuring satisfaction and not use, it does suggest that high numbers of young people are using parks in Brent.

Table 5: DCFS 'Tell Us' survey Results 2008

N1: 199	Brent :	London:	National:
2008-09	59.6%	52.3%	44.7%

Case Studies:

Graffiti Partnership Board:

An innovative multi-agency partnership has paved the way for a holistic approach to tackling the problem of graffiti on the streets of Brent. In 2007 graffiti levels in Brent were running at an all time high and by viewing the problem from multiple perspectives the Graffiti Partnership Board was able to better share resources, information and expertise in cleaning, apprehending and otherwise educating young people in a cohesive manner with almost immediate success.

Part of this approach included innovative consultation techniques, which took this subject matter directly into the heart of schools where young people told us that they were often bored with the current look and feel of their immediate

neighbourhood and engaged in tagging and graffiti art because it was 'cool'. Based on this diversionary schemes are currently being developed that focus on young people's creative skills and specifically enable them to engage positively with both their environment and their community in the development of murals and other pieces of public art to enhance the local environment for all.

Through this multi-agency approach Brent has had a 25% reduction in one year in graffiti levels and the community as a whole has benefited from this innovative and wide ranging solution to an age old problem.

Mapesbury Dell Project:

A proactive relationship with the Mapesbury Area Conservation Trust (MACT) has ensured that Mapesbury Dell evolved from what local residents described as an 'ugly lobster pot' into a vibrant community asset.

School groups, local volunteers and the eclectic mix of members from the MACT have offered their time and skills to sustain the improved infrastructure and landscape. Enthusiasm to participate in a calendar of projects, schemes and workshops has been harnessed, local businesses approached for sponsorship and donations secured. A buzz of anticipation emanates throughout and there is earnest desire to continue realising goals and achieving positive results

Extensive consultation has led to residents feeling that they have created a unique greenspace that is representative of the needs of this diverse community.

This project is a shining example of how good partnership working can deliver a quality space in the often polluted urban lung for the benefit of all the community.

Divine Cat Case Study:

In May 2009 Brent Museum was the first organisation to benefit from a nationwide scheme to bring national treasures to local audiences.

The British Museum lent the iconic Gayer-Anderson Cat dating from 600BC for an exhibition called *Divine Cat – Speaking to the gods in Ancient Egypt*. The exhibition also included a display of Brent Museum's own local collections, including Egyptian tomb goods, acquired by local businessman and philanthropist George Titus Barham in the early 20th century.

An extensive public programme included formal lectures as well as family and school activities (during which time children focused on what can be learned from archaeological evidence and objects from the past using original and replica Egyptian objects), groups made their own Ancient Egyptian-style objects and the public were invited to visit both Brent Museum and the British Museum.

Overall 10,000 people visited or took part in an activity related to the Divine Cat Exhibition over an eight week period. Brent Museum aims to be able to host further national loans in the future.

Afghan Theatre Festival:

Each week, over 130 young people who are newly arrived to the UK, have English as an additional language and are not in mainstream education attend drama and art sessions at the Tricycle as part of the 'Minding the Gap' Education and Social Inclusion Programme.

Fusing drama, visual and creative art to explore culture and tradition while improving confidence, self-esteem, language skills and nurturing the transition to life in London, the project provides an alternative form of self-expression (which builds confidence and improves academic achievement in young people whose first language is not English) as well as a safe and supportive environment (which in turn helps address the emotional issues associated with transition and migration).

In Summer 2009, while the Tricycle Theatre was showing *The Great Game* - the largest festival of Afghan culture in Britain - 'Minding the Gap' focussed on the traditional stories and artwork of Afghanistan. The work culminated in a large-scale performance on the stage, involving over 100 young people. Afghan kite-making workshops were delivered to school children by the Tricycle's Artist in Residence as part of the project, as well as to the Afghan community.

Black Music Event:

Using music and the arts to develop potential, raise aspirations and promote social cohesion, voluntary organisation BTWSC is unique in that it not only works with young people, but with adults, and inter-generational audiences alike. Delivering a range of programmes from accredited events courses to

youth crime reduction activity and community concerts, BTWSC has been recognised by national organisations including Arts Council England (ACE).

Giving young people an opportunity to develop skills and then perform (Roots to Branches) as well as engaging in film through the creation of mini video documentaries (Love in the City) BTWSC champion the notion that young people truly see value in engaging with other generations through creativity.

www.btwsc.com

2012 and Wembley Stadium:

In the summer of 2012 London plays host to the Olympic and Paralympic Games, welcoming over 200 countries to the world's biggest sporting event. Brent will have a crucial role to play as Wembley National Stadium will host the football finals and semi finals, welcoming the Games back after sixty four years.

In April 2008, Brent kicked off their 2012 celebrations by welcoming the Olympic flame back to Wembley for the official opening ceremony of the London leg of the Beijing 2008 Olympic Torch Relay.

Sixteen year old Brent student Cheyenne Green was chosen from thousands of young hopefuls to participate in the handover of the torch. Receiving the torch from Olympic gold medallist Sir Steve Redgrave, Cheyenne then carried it from Wembley, through Harlesden (where Cheyenne grew up) and onto the next leg.

But 2012 is not the only opportunity. Wembley National Stadium will also play host to the UEFA Champions League in 2011, the Rugby World Cup in 2015, and is all set to host the Football World Cup should London be successful in its bid.

The 2012 Games together with other international events taking place in the shadow of an iconic landmark will bring together sports, culture and education, providing us with the opportunity to engage with our communities, welcome new visitors and celebrate the rich cultural heritage of the borough.

Fountain Studios:

Since the first production of *An Arabian Night* with Orson Welles, Fountain Studios has been making film and television programmes on the Brent site since 1960.

Fountain Studios is the largest purpose built television studios in the UK , with a history of classics such as *On the buses* and *Upstairs Downstairs* through to contemporary landmark television including *Friends*, *Who Wants To Be A Millionaire*, *Pop Idol*, *The Kumar's at Number 42*, *Test The Nation*, *The X Factor* and *Britain's Got Talent*. Fountain continues to create and transmit some of the most watched and iconic television of our generation in the UK. Fountain, who already owned a studio in New Malden, bought the Wembley site in 1993. Since then, Fountain has been an instrumental part of Brent's cultural economy, employing a host of staff and freelancers, as well as driving revenue to local businesses through association.

With long term loyal clients and committed staff, the studio, has an exciting future in supporting Brent to boost cultural and creative enhancement-communicated through broadcast across the world.

www.ftv.co.uk

Healthy Walks:

Developed in April 2006, Brent's Healthy Walks Programme aimed to encourage adults, especially those new to physical activity, to improve their health.

Set in parks across the borough, the programme has been instrumental in promoting mental health and social benefits alongside the traditional messages of living a healthy lifestyle.

Currently 11 walks take place right across the borough with some 48 adults present at a single session. A Walkers Forum, established in 2007 enables individuals to comment and input into the ongoing development of the programme to ensure it continues to meet the needs of the community, by and for the community.

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Executive
16 December 2009

Report from the Director of Environment and Culture

Wards Affected:
Sudbury

Disposal of properties at 776 and 778 Harrow Road

Forward Plan Ref: E&C-09/10-15

1.0 Summary

- 1.1 Barham Park is managed under a charitable trust of which the Council is the Trustee. This report details how two properties located on the western edge of the park are surplus to Parks Service need and how capital secured from the sale of the two properties could be used to improve infrastructure and facilities within the park.

2.0 Recommendations

- 2.1 Subject to consent from the Charities Commission and to paragraph 2.3 below, Members agree to the disposal of 776 and 778 Harrow Road to the Notting Hill Housing Trust and for the capital receipt to be used for improvements within Barham Park.
- 2.2 Members instruct officers to advertise the proposed disposal, as set out in paragraph 3.13 below, and for the Director of Environment and Culture to decide on the matter, unless in his opinion significant objection are received, in which case the matter will be reported back to the Executive.
- 2.3 Members instruct officers to develop an application for grant funding to the Heritage Lottery Fund, using the capital receipt from the disposal of the properties as match funding.

3.0 Detail

- 3.1 Barham Park consists of the site and grounds of the former Barham Park estate and Mansion and is one of three district parks in Brent. In 1936 George Titus Barham conveyed the estate to the then Wembley Urban District Council on his death and the death of his wife. The legal estate in the property passed to what had by then become the Borough of Wembley in 1938. The conveyance requires that the estate is held in trust 'to preserve the same for the recreation of the public in such a manner and subject to such regulations in all respects as the Council may from time to time think proper'.
- 3.2 Barham Park is registered with the Charities Commission and, as such, officers from the Parks Service provide annual accounts to the Commission. The Council (as a corporate body) is the Trustee rather than individual Members and needs to make decisions with respect to the park in the role of Trustee. To ensure Members receive clear advice and guidance in this respect an officer group has been set up (Barham Park Trust Management Team). The officer group consists of the Assistant Director (Culture), The Deputy Director of Finance and Corporate Resources and the Head of Property and Asset Management. The purpose of this approach is to ensure there is a transparency of decision making in the governance of the trust land in the interest of the public as beneficiaries and to ensure there is no conflict of interest between the council acting as trustees and the council acting in its corporate and statutory function. Decisions on the disposal of land held under the charity fall to the Executive.
- 3.3 Barham Park is a popular park (the annual parks household survey shows it is the 3rd most visited park in Brent) and it is used for events throughout the year, including the annual Brent Diwali celebrations. Whilst it retains some of its original formal Victorian character (some features within the park are listed) and obtained 'green flag' status this year, it is in need of investment to bring it up to the same standard as the Borough's other two district parks. To retain green flag status in future years the Council will need to be able to demonstrate a commitment to a long-term plan of infra-structure improvements. Whilst in recent years the Parks Service have been able to secure some small pots of external funding to improve the Park (eg a £10K grant from Natural England in 2008 to improve landscaping and wildlife facilities) the level of infrastructure improvement needed requires a significant amount of capital funding.
- 3.4 The works required to improve Barham Park can be divided into two categories; essential and desired. The essential works are those that are considered as basic works to improve the general infrastructure and ensure the Park can retain its Green Flag status in future years (e.g replacing damaged pathways and improving entrances). These works are estimated at £350K. Desired works are those that improve the general standard of the park and are normally items at the top of the list of community requests (improved lighting and toilet facilities, café provision, etc). These are also the types of facility we would expect to see in a district park. At Barham Park these works are estimated at £950K. This gives an overall total of £1.3M to bring Barham Park to a similar standard to our other Green Flag district parks.
- 3.5 Barham Park would be eligible for a Heritage Lottery Fund (HLF) grant in relation to those elements of the park that are of heritage merit. Initial discussions with the HLF regarding Barham Park have indicated that in order to be successful an application would need to demonstrate a wide range of community benefits and should be an

innovative and exciting improvement scheme and not simply an application for funding to renovate the park. A minimum of 25% match funding would need to be provided by the Council; however the higher the proportion of match funding provided the better the value for money to the lottery fund and the greater the chances of success. Consequently, it is more likely that we would be required to provide 50% match funding. It is difficult to be exact about the level of match funding as the HLF assessment criteria can vary over time and elements of a project can become eligible or non-eligible as the process progresses.

- 3.6 'Competition' for HLF capital grants is very strong. However, the Heritage Lottery Fund have identified Brent as an area which has not received its 'fair share' of HLF funding. The Parks Service have also previously secured and implemented a large HLF grant for Gladstone Park so can demonstrate a successful track record of being able to deliver on this type of project. It is therefore likely that we could be successful in securing an HLF grant for Barham Park.
- 3.7 776 and 778 Harrow Road are both three-bedroom houses (semi-detached) situated on the western border of Barham Park. They were originally used as housing for staff working the park but have not been used for this purpose for a number of years. They are currently being used for temporary housing and as a temporary Children's Centre. As the properties form part of land held under a charity, then, in its role as trustee, the Council has to be satisfied that the disposal is in the best interests of the charity. In considering this issue, the benefits of the disposal to the purchaser or to the Council's wider objectives in its corporate role, must be ignored.
- 3.8 In this case, the Barham Park Trust Management Team has considered the issues at a recent meeting and concluded that a disposal of the two residential units is in the best interests of the charity since as explained above:
- 1) It will produce a receipt which can be used to improve the park
 - 2) It will not involve the loss of park land as the area is currently occupied by two houses.
 - 3) Demolition of the existing buildings and reinstatement of this area of land back to park land would not result in any significant increase in the overall quality of Barham Park.
- 3.9 As well as this general duty, there are specific requirements which have to be complied with under Section 36 of the Charities Act 1993, before any disposal can be undertaken. These are to obtain a written report from a qualified surveyor and to advertise the disposal (unless the surveyor advises that it is not necessary to market the property) and to be satisfied that the proposed terms are the best that can reasonably be obtained in the circumstances. If these requirements cannot be complied with then Charity Commission consent for the disposal will be required.
- 3.10 An independent valuation report has been obtained from the Valuation Agency. This has placed the open market value of the two properties at £630,000. This information has been conveyed to Notting Hill Housing Trust, the RSL partner involved in the proposed redevelopment of the nearby Barham Park Estate. NHHT has subsequently confirmed they are willing to purchase this site at the full open market value subject to obtaining planning permission for a small flatted affordable housing residential development to be used as decant units for Barham Park Estate. The Valuation Agency have also confirmed that since NHHT are offering full market value for the properties, it is not necessary to undertake a marketing exercise. Accordingly, the Head of Property & Asset Management is satisfied that this proposed disposal would represent the best price reasonably obtainable in the market. Officers therefore consider that the Executive can be satisfied that the proposed terms are the best than can reasonably be obtained in the circumstances of the disposal.

- 3.11 However, the land in question forms part of the charity's "permanent endowment". Under Section 75 of the Charities Act 1993, specific consent is required to dispose of any land forming part of a charity's "permanent endowment" and Charity Commission consent will also be required on this ground. The Executive is therefore asked to approve the disposal subject to Charity Commission consent. As these properties are situated within Barham Park they form part of the estate and so, under charity rules, any capital gained from their disposal would have to be used to further benefit the recreational enjoyment of the park by the public. Members are therefore recommended to, in their role as Trustees, dispose of the two properties and use the capital receipt towards the match funding for a Lottery application. If a HLF application were not successful, the capital receipt would still need to be ring-fenced for improvements within Barham Park.
- 3.12 There is also a separate issue to be considered by virtue of Section 123 of the Local Government Act 1972. This requires that any disposal of the freehold of any land owned by the Council must be at the best consideration reasonably obtainable, unless consent from the Secretary of State for the disposal is obtained. In assessing whether best consideration has been obtained, all possible planning uses need to be considered. However in this case, the view of the Planning Service is that the only other possible use (apart from retention as park land) would be use for a small housing scheme. Accordingly the land has been valued on this basis either as a sale as existing or as a residential development. A residual valuation has suggested that a sale as a residential development site would produce a lower value than an outright sale as existing therefore the Head of Property & Asset Management is satisfied that this proposed disposal, at the figure independently provided by the Valuation Agency is sufficient to satisfy the requirement to obtain best consideration on any disposal. Officers therefore consider that the requirements of Section 123 are fulfilled in this case.
- 3.13 Finally, since the land in question forms part of the Park, then notwithstanding the fact that the two houses that have been constructed on it, Officers view is that it should be treated as public open space. Accordingly, assuming that the Executive approve the proposed disposal to NHHT, then the intention to dispose of the land to them will need to be advertised in a local newspaper for two weeks and any objections which are made will need to be considered. Accordingly, members are asked to instruct Officers to carry out this procedure and for the Director of Environment and Culture to decide on the matter, unless in his opinion significant objections are received , in which case the matter will be reported back to the Executive.

4.0 Financial Implications

- 4.1 As outlined in paragraph 3.4 the estimated total capital cost of improvements to Barham Park is £1.3M. It may be possible to secure approximately 50% of the costs from the Heritage Lottery Fund. It is proposed that the £630K capital receipt from the sale of the two properties is used as match funding for a lottery application. If such application is unsuccessful, then as explained above, the receipt will in any event be used to fund improvements to the Park.
- 4.2 Officers will work with the Planning Service to identify any Section 106 funding that could be used for this scheme.

5.0 Legal Implications

5.1 Legal implications are set out in the main body of the report.

6.0 Diversity Implications

6.1 None specific

7.0 Staffing/Accommodation Implications

7.1 None

Background Papers

None


Contact Officers

Any person wishing to inspect the above papers should contact Sue Harper,
Assistant Director (Culture): ext 5192

Richard Saunders
Director of Environment and Culture

Sue Harper
Assistant Director (Culture)
Environment and Culture

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	<p>Executive 14 December 2009</p> <p>Report from the Director of Policy and Regeneration</p>
<p>Wards Affected: Alperton, Wembley Central and Stonebridge</p>	
<p>Alperton Growth Area – a vision for change</p>	

Forward Plan Ref: PRU-09/10-10

1. Summary

- 1.1 Alperton is situated in the south west of Brent, set within the wider environs of Park Royal. Physically Alperton consists of 1930s suburban residential streets, cul-de-sacs and industrial estates sitting uneasily side by side. Alperton has a number of assets: a 1.6km stretch of the Grand Union Canal, Ealing Road and the Shri Sanathan Hindu Temple, good public transport and it's proximity to Park Royal.
- 1.2 Alperton has been identified as a growth area within the Local Development Framework Core Strategy. Alperton's assets mean that it is an excellent location for new housing, new local employment and new amenities. The area is promoted in the Core Strategy for mixed use regeneration along the Grand Union Canal including at least 1600 new homes in the period to 2026, supported by infrastructure identified within the Infrastructure Investment Framework. The Core Strategy was approved for submission to the Secretary of State on 6th April 2009, and was subsequently agreed at Full Council.
- 1.3 This part of London is going to undergo significant change over the coming years and there is the potential to transform this run down and disjointed part of Brent into a coherent and attractive place to live and work. Guidance for Alperton growth area will be produced in the form of a Masterplan Supplementary Planning Document (Masterplan SPD). The document will establish principles for development including uses, physical and social infrastructure, the relationship of the development with the canal, phasing and delivery.

- 1.4 This report outlines a vision for how Alperton could be developed over the coming years. The intention is for this vision to form the basis for the Masterplan SPD.
- 1.5 Initial informal consultation with Council Officers, community groups, local businesses and land owners has been undertaken and the feedback from these has informed the vision. A summary of this consultation is included in this report.
- 1.6 The vision for Alperton set out in this report will be illustrated and published in a prospectus document which will be used to describe the vision to stakeholders and statutory partners. This prospectus is being developed by Regeneration Team and is attached in *appendix i*.

2. **Recommendations**

- 2.1 To approve the vision as set out in this paper and attached prospectus.
- 2.2 That the regeneration team should feed back to the local businesses, residents, landowners and all stakeholders the vision for Alperton.
- 2.3 That a multi-disciplinary project team is established to drive forward the regeneration of this area in line with the ambitions set out in the vision. Encompassing Regeneration, Planning, Housing, Transportation, Communication, Consultation and Property specialists, the team will provide a holistic service for all development partners.

3. **A Vision for Alperton**

3.1 **Introduction**

- 3.1.1 Alperton growth area includes Northfields Industrial Estate, Abbey Industrial Estate, Sunleigh Road and sites at the crossing of Ealing Road and Grand Union Canal. Please refer to *appendix ii*.
- 3.1.2 Due to the proposed growth area status there is significant developer interest in the area and much of the land adjoining the canal has already been assembled for residential led redevelopment. Currently there is little policy in place to manage this growth, and the new development being proposed does not necessarily align with the aspirations or agenda of the community, local businesses or the Council.
- 3.1.3 As well as providing new homes, we believe that there is an opportunity to substantially renew and improve local business and employment opportunities. Our vision for Alperton is to transform a disjointed and rundown part of London into a coherent and attractive place to live and work.

3.2 **A Visionary Approach**

3.2.1 There are some great things happening in Alpertton today, Ealing Road is one of London's best Asian shopping areas and the stunning new Shri Sanathan Hindu Temple, will be a key visitor destination.

3.2.2 Hidden behind the housing and industrial estates is Alpertton's great surprise – one of the most under-appreciated stretches of the Grand Union Canal. Running along the canal is a network of small industrial estates, supporting a wide variety of businesses.

3.2.3 But these positive parts do not make a cohesive or identifiable whole; Ealing Road loses its unique character as it nears Alpertton Station and Alpertton Community School and the streets are visibly run down and disadvantaged by conflicts between the industry and housing. The canal itself is underused and, combined with the industrial estates acts as a physical barrier separating the existing and established communities

3.2.4 There are four key objectives to the transformation of Alpertton:

- We want to open up the canal for local people – as a place to travel to and from home, work and school, as an open space for them to enjoy and as a place for recreation, respite and peace.
- We want to find ways of drawing the attractions of Ealing Road closer to the tube station in order to link the new community by the canal to the high street.
- We want to provide new homes for families, couples and individuals, and we want to provide new facilities and open spaces.
- We plan to exploit Alpertton's proximity to Park Royal Industrial Estate to generate more local jobs.

4. **Key Components of the Proposal**

4.1 **A canal runs through it**

4.1.1 Our vision seeks to establish three distinct new neighbourhoods linked by a lively stretch of canal. The vision statement describes a journey through Alpertton in 15 - 20 years time, outlining the character of the new neighbourhoods and describing how they will be linked.

4.1.2 The canal will act as a spine connecting communities and local facilities. As you walk east along the canal from the cultural core of Alpertton at Ealing Road you will encounter a series of green spaces changing in character from active centres for play and gathering to tranquil spots for contemplation.

- 4.1.3 We will work to introduce new water features and frontages within developments – marinas, pools, moorings – and provide more opportunities for people to access the water along both sides of the canal.
- 4.1.4 New conveniently located bridges will allow you to easily cross over the canal, connecting communities either side of the canal with local facilities, local jobs, and local transport hubs. We want to increase activities on the canal and encourage its use as a leisure destination.
- 4.1.5 Alperton will no longer turn its back on the canal; instead the canal will be opened up and drawn out into the surrounding communities. It will connect a network of open spaces that extend from Ealing Road through Alperton to the Brent River Park, through three distinct new neighbourhoods:
- Alperton's Local Centre
 - Waterside Residential Neighbourhood
 - Industrial Transition Zone

4.2 **Alperton's local centre**

- 4.2.1 Alperton's local centre, located around Alperton Station and the proposed extended community school on Ealing Road, will be a busy, cosmopolitan destination catering for its culturally diverse population. The Shri Sanathan Hindu Temple will re-enforce the cultural significance of the centre.
- 4.2.2 Alperton is a key shopping destination specialising in Asian food, fashion and music. The entrepreneurial spirit which exists will be nurtured and encouraged; existing businesses will have room to expand in appropriate accommodation. A new and improved business offer will raise the aspirations of the existing business community and attract investment.
- 4.2.3 In keeping with the existing and emerging character the new development at this centre, nearest to Alperton Station, will be high density and mixed use with exemplar designed tall buildings at the crossing of Ealing Road and the canal marking the entrance to this destination. We want to introduce opportunities for young people and small families to participate and enjoy a new form of local centre living, where residential properties sit adjacent to a revived Ealing Rd that offers access to local services and good transport connections.
- 4.2.4 The new public space outside Alperton Station will be the start of a busy and energetic high street with high quality public realm and a diverse retail and restaurant offer. It will be a flexible space which is designed to be able to be closed to vehicular traffic for festivals such as Diwali; it will also provide a navigable and safe connection between the Grand Union Canal and One Tree Hill.

4.3 **Waterside Residential Community**

- 4.3.1 As you move east along the canal a different neighbourhood emerges, quieter and more residential, a new type of sub-urban community which provides family accommodation in a compact modern environment.
- 4.3.2 New residential development will activate the canal, taking advantage of the views and atmosphere. The industrial heritage of the canal is revealed as key buildings that reinforce the existing character of the area are retained.
- 4.3.3 Scale and massing of the new development will acknowledge the adjacent existing neighbourhoods to the north and south, the massing can increase as you move east into the Northfield Estate. The residential development will set a benchmark in environmentally sensitive design. A series of private and semi-public open spaces emerge with the new developments. Existing open spaces will be improved to provide high quality public space suitable for recreation and sports.
- 4.3.4 The canal will form part of a wider pedestrian and cycle network, providing a pleasant, safe route through the area. There is an opportunity to explore the relocation of new community facilities along the canal, such as a doctor's surgery, library, learning centre or café, thereby introducing more activity to the area.
- 4.3.5. The new residential neighbourhood will be made accessible by improvements to public transport. Initiatives could include: a more frequent local bus route joining Alperton and Stonebridge Tube Stations and a 'fast bus' link to Wembley. The impact of increased private vehicle demand can be mitigated through initiatives, such as car clubs and other travel demand management initiatives.

4.4. **Industrial Transition Zone**

- 4.4.1 Development on the Northfield Estate will provide enhanced employment space where local industry can be relocated and consolidated. New development in this area will provide a mix of modern intensified light industrial units, studios, managed workspaces and new homes. Home-work units will provide a buffer zone between the light-industrial and residential area.
- 4.4.2 Local spaces and cafes will provide places where residents and businesses can feel connected. The Ace Café will continue to be a significant landmark and social hub for the area.
- 4.4.3 A new access road to the North Circular Road will reduce existing conflicts between residential and employment land and improve established business links to Park Royal. There is a long-term ambition for Stonebridge Park Station to become a transport interchange, as proposed as part of the NCR regeneration area and the Park Royal Public Realm Strategy.
- 4.4.4 The new green corridor along the North Circular Road regeneration area extends into Northfields Estate linking with Brent River Park. The walk along the canal

from Alpertons local centre meets the River Brent and North Circular Road where a choice of routes then lead you into Wembley, Ealing or Central London.

5. Community Consultation

5.1 Preliminary consultation has been carried out with local businesses, landowners and community leaders. The purpose of this consultation was to inform the vision document by establishing what parts of Alpertons were considered to be positive, key areas of concern and comments on the type of development which could emerge along the canal. The activities also served to raise awareness about the work the Council has undertaken and the Masterplan SPD.

5.2 The two main approaches to consultation and raising awareness were by using canvas cards to interview members of the community within the area and meetings and telephone conversations with local businesses. Key findings of the consultation are outlined below:

5.3 Canvas Cards

5.3.1 A total of 124 canvas cards were collected from three areas around the site, Ealing Road, the residential area to the north of the canal and Abbey Road residential estate to the south of the canal. An additional small number (7) were collected offsite. The following is a summary of the responses collected:

5.3.2 When asked '**what is Alpertons identity?**' Interestingly, 21.6% of respondents felt that Alpertons had no particular identity; 22.5% of respondents said that this was Alpertons mixed, diverse community; 12.7% of respondents noted a run-down/ dirty environment; 7.8% stated the canal, and 7.8% noted Ealing Road shopping.

- A driving ambition of the Alpertons Masterplan SPD is to make Alpertons into a destination with a strong identity and sense of place, the vision seeks to draw out Alpertons unique assets, its mixed and diverse community, Ealing Road and the Grand Union Canal.

5.3.3. When asked '**what would you introduce (to Alpertons) that you think is currently missing?**' 23% of respondents said sports and leisure facilities, and a further 8% said a swimming pool; 17% said activities for young people, and 21% cited open spaces and parks. All of the above answers tended to be given by younger respondents, aged less than 20 or 20 to 29. In addition, 12% said Alpertons needs to be cleaner and less run-down, and 10% said the area was missing a 'cafe, restaurant and pub culture'. Those giving these two responses tended to be aged 30 and over.

- The Infrastructure Investment Framework has identified the need for 1 hectare of public open space, improvements to the quality and accessibility of existing open spaces and 3 x 0.2 Ha (minimum) of public squares and pocket parks along the canal and within development sites. A series of play areas within new developments and open spaces is proposed.

- New and improved public open space would require a robust management and maintenance strategy to ensure that they remain clean and useable.
- The transformation of this neighbourhood is intended to attract new investment which will include ground floor cafes and restaurants across the development.

5.3.4 When asked ‘**what would make you use the canal more?**’ respondents overwhelmingly mentioned the canal’s amenities and its environment. Nearly a third (31%) said they would use the canal if it were safer and better lit; 26.2% of respondents would use the canal if the environment was cleaner, (a further 16.5% said that the canal itself would need to be cleaned); 15.5% would use the canal if there were more open spaces and parks. Other suggestions to make people use the canal included cafes/ shops on the canal (15.5%) and boat trips (13.6%).

- The vision for Alperton focuses on making the canal a well used and enjoyed spine which links the new neighbourhoods, the need for public realm improvements and robust management and maintenance would be part of the Masterplan SPD policy.

5.3.5 When shown images of different building types, the most popular options for alongside the canal were ‘medium rise residential’ (58.8% of respondents chose this), ‘higher residential buildings’ (24.7%), ‘living/ working mix’ (24.7%), and ‘light industrial’ (18.5%).

- An approach to acceptable massing and density within the three character areas is being explored as the Masterplan SPD develops.

5.4 **Meetings with businesses:**

5.4.1 A total of four meetings were held in Alperton where a total of approximately 10 local businesses were represented. Whilst the sample size was too small to carry out any statistical analysis some key issues could be identified:

5.4.2 Location for business: Alperton is considered to be a good location for business due to its good public and private transport links. Workspace offer is affordable with a good range of unit sizes available (not too big). The proximity to local shops and restaurants was seen to be an advantage though several respondents said that there were currently limited places to entertain clients.

5.4.3 Overall appearance: It was generally agreed that Alperton was run down and scruffy; it was generally agreed that the canal was not looked after properly and this led to management and maintenance issues.

5.4.4 Traffic issues: traffic congestion was cited as an issue and concerns were raised about this getting worse with new development. Difficulty to find parking along Ealing Road has been mentioned in several conversations as being detrimental to the survival of the high street businesses.

- 5.4.5 Local businesses did express some concerns about losing employment space/ properties to the new residential led development.
- 5.4.6 It is important that the team delivering the transformation of Alperton support the local businesses and landowners through this period of change.

5.5 Public Display

5.5.1 The final step of this first stage of consultation and awareness raising is to feed back the results of the discussions and the emerging vision to the community using the links which have been established. Posters outlining the results of the consultation and the vision will be on display during January/February in the following locations:

- Alperton Community School, Stanley Avenue
- Alperton Community School, Ealing Road
- Lyon Park School
- St James Church, Stanley Avenue
- Alperton Baptist Church
- Wembley Gospel Hall
- Shri Sanathan Hindu Temple
- Abbey Road Community Centre
- Ealing Road Library
- Ace Café
- Alperton Train Station

5.6 Further consultation on the Masterplan SPD will take place after the document has been developed during the Summer 2010.

6. Communication management plan

6.1 Brent Council’s communication team are actively involved in this plan and will be the key drivers in its delivery.

7. Next Steps

7.1 Key Dates

Date	Activity
Dec '09	Executive approval sought for the vision document Masterplan – preferred option developed Transportation study completed
May '10	Draft SPD
July '10	CMT - SPD Executive - SPD
Aug '10	Formal consultation
Oct '10	Executive approval sought for SPD
Nov '10	Formal SPD in place

8. **Financial Implications**

- 8.1 The development of the Masterplan SPD to date has been part funded by the Policy and Regeneration Unit and by external funding provided by a number of Housing Associations: Network Housing, Octavia and Asra. This covers the cost of the consultant urban designers who have been appointed to develop ideas to inform the vision and to set out the principles of the masterplan before it is taken in-house by The Planning Service to be developed into the Masterplan SPD.
- 8.2 The Policy and Regeneration Unit have a modest budget remaining to cover the cost of the consultation work for this stage, the preparation of the vision documentation and for contributing to the transport study (see item 7.3).
- 8.3 Additional studies are being undertaken to support the Masterplan SPD including a Transport Study (funded jointly by LBB Transport, LBB Regeneration and the BSF Estates Team), Affordable Housing Viability Study (funded by LBB Planning).

9. **Legal Implications**

- 9.1 As stated above, the vision for Alperton will form the basis of an SPD. Planning Policy Statement 12 'Local Spatial Planning' (PPS12) sets out the procedural policy and process of preparing Local Development documents, including SPD. The guidance PPS12 requires the production and consultation on a Sustainability Appraisal which has been carried out previously as part of the Core Strategy.
- 9.2. Supplementary Planning Documents (SPD) are produced as part of the Council's Local Development Framework and replace Supplementary Planning Guidance (SPG). The SPDs expand on the Council's adopted policies to provide more detailed information than can be contained in the policies themselves. Supplementary Planning Documents are not statutory documents in the same way as the Unitary Development Plan or the Local Development Framework (which will replace the former) but are material considerations to be taken into account in determining individual planning applications.

10. **Staffing Implications**

- 10.1 The project is currently driven through a cross-departmental team chaired by Melissa Clark (Regeneration), including staff from Planning Services, Housing and Transportation teams. Section 2.3 recommends an expanded team from these departments as well as Communication, Consultation and Property.

11. Diversity Implications

- 11.1 Alpertons identity is one of a diverse and mixed community, the population is largely Asian with proportionally more Asian residents (32% Indian, 12% other Asian) compared to Brent as a whole. The Masterplan SPD will be designed to benefit this community as this unique selling point will ensure the success of this diverse neighborhood. A specific aim of the Masterplan SPD is to maximise the benefits to local people where much of the development will be developer led.
- 11.2 The initial community consultation events have been designed to ensure that a representative cross section of the community are involved at this early stage. All businesses affected by the growth have been contacted as well as community leaders from a wide range of organisations within the ward. The canvas carding exercise was carried out in a selection of locations to ensure that different members of the community could be interviewed, ranging in age, ethnicity, neighbourhood and reason for being in Alperton (living, working or studying).
- 11.3 The age and ethnicity of respondents was compared to 2001 census data to check whether the profile of the sample population was similar to that of the Alperton population. However, a relatively large number of respondents did not wish to provide this information, which may have skewed the results.
- 11.4. Following the consultation stage, it is proposed that an equalities and diversity audit is conducted on the draft vision documentation.

Appendix i

A Vision for Alperton (File - A vision for Alperton.pdf)

Appendix ii

Map indicating masterplan study area (File - Existing Alperton Masterplan Area.pdf)

Map indicating site specific allocations (File - Alperton SSA.pdf)

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PHIL NEWBY
Director of Policy & Regeneration

Alperton today

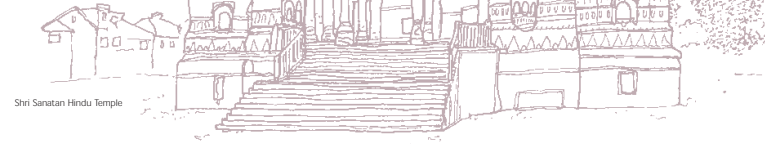
There are some great things happening in Alperton today. Ealing Road is one of London's best Asian shopping areas and the stunning new Shri Sanatan Hindu Temple is nearing completion, once open it will be an important visitor destination.

Hidden behind the housing and industrial estates is Alperton's great surprise – one of the most under-appreciated stretches of the Grand Union Canal. Running along the canal is a network of small industrial estates, supporting a wide variety of businesses.

But these great attractions do not add up to an identifiable community. Ealing Road loses its unique character as it nears Alperton Station; the streets are visibly worn and disadvantaged by conflicts between the industry and residential neighbourhoods; the canal itself is under-used.

Our vision for Alperton is to transform this disjointed and rundown part of London into a vibrant and attractive place to live and work.

- open up the canal for local people – as a place to travel to and from home, work and school, as an open space for them to enjoy and as a place for recreation, respite and peace
- find ways of connecting the attractions of Ealing Road closer to the tube station in order to better link the new communities with local facilities
- provide new homes for families, couples and individuals, together with new facilities and open spaces
- plan to exploit Alperton's proximity to Park Royal Industrial Estate to generate more local jobs



Shri Sanatan Hindu Temple

A canal runs through it

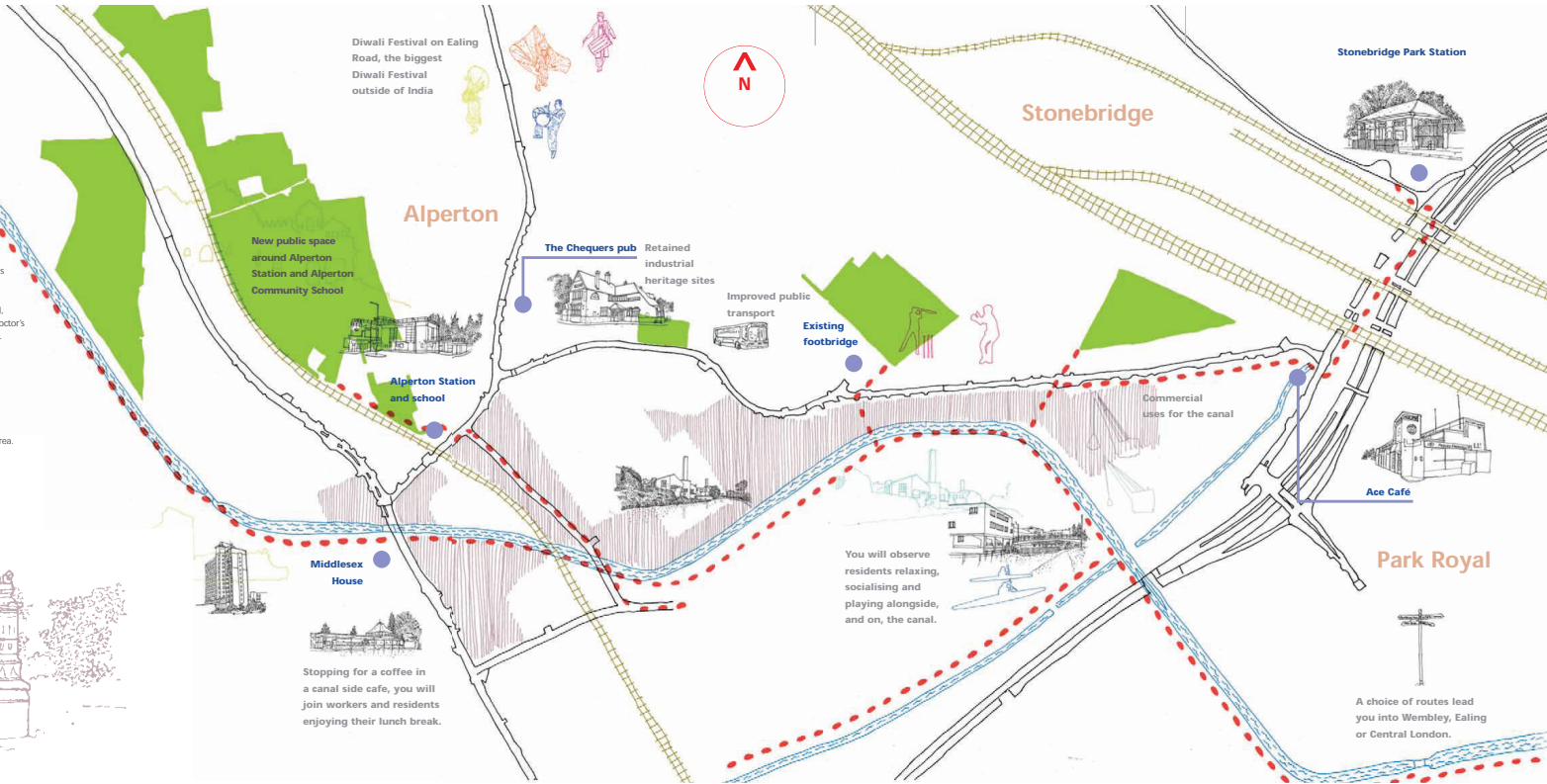
Our ambition is to establish three distinctive new neighbourhoods linked by a high quality and lively stretch of canal.

As you approach the canal from Alperton Station you will encounter a series of green spaces, each with a different character, some active centres for play and gathering and others tranquil spots for quiet relaxation.

Conveniently located bridges will allow you to easily cross the canal, connecting communities either side with local facilities, such as a doctor's surgery, library, learning centre, cafe, local jobs, and transport hubs.

New water features will be introduced within developments – such as marinas, pools and moorings – and provide more opportunities for people to access the water along both sides of the canal.

The canal will form part of a wider pedestrian and cycle network, through a new green corridor along the North Circular Road and Brent River Park, providing a pleasant and safe route through the area.



Diwali Festival on Ealing Road, the biggest Diwali Festival outside of India

Alperton

Alperton Station and school

Middlesex House

Stopping for a coffee in a canal side cafe, you will join workers and residents enjoying their lunch break.

The Chequers pub

Retained industrial heritage sites

Improved public transport

Existing footbridge

You will observe residents relaxing, socialising and playing alongside, and on, the canal.

Commercial uses for the canal

Ace Cafe

Park Royal

A choice of routes lead you into Wembley, Ealing or Central London.

Stonebridge

Stonebridge Park Station

Foreword

I am delighted to introduce this document which aims to describe our ideas for how Alperton could be transformed over the next 10 years.

The Council has identified the land adjoining the canal in Alperton as a growth area suitable for the construction of new homes to meet the UK wide demands of population growth and the shortage of housing.

As well as providing new homes, we believe that there is an opportunity to substantially renew and improve existing business and employment opportunities. Brent Council will see Alperton transformed into a place where people choose to live, work and invest.

**Cllr Paul Lorber –
Leader of the Council**



Our vision describes a journey through Alperton in ten years time. A journey designed to evoke the senses, and which will be travelled by many local residents going about their daily lives.

We want to work closely with residents, businesses, land owners and all our partners to ensure that the transformation of Alperton is a success.

This is a starting point. Delivering our vision will take many years. We are keen to share our initial ideas with you, and I would invite you to get in touch with my team with your own ideas and comments.

**Cllr John Detre –
Lead Member for Regeneration and Economic Development**



**Alperton's core:
a cultural centre**

The canal will act as a spine connecting a network of open spaces that extend from the cultural core of Alperton at Ealing Road through a waterside residential neighbourhood and into an industrial transition zone next to the North Circular Road.



Emerging out of Alperton Station a new public space will be the start of a busy and energetic high street, linking in a selection of shops, restaurants and public transport facilities. Alperton School, transformed as part of the Building Schools for the Future programme will be a local hub, providing extended services to the wider community.

This new flexible space will be capable of being closed to traffic for festivals such as Diwali; it will also provide a navigable and safe connection between the Grand Union Canal and One Tree Hill.

Director image courtesy of brent.gov.uk



Waterside residential neighbourhood

Moving east along the canal a different neighbourhood emerges, quieter and more residential, a new type of community which provides family homes in a compact modern environment.

New housing will activate the canal, taking advantage of the views and atmosphere. The industrial heritage of the canal is celebrated by retaining important buildings.

A new type of community which provides family homes in a compact modern environment.

The scale of the new development will relate to the adjacent existing neighbourhoods to the north and south, with taller buildings as you move east into the Northfield Estate. The homes will set high standards of environmentally sensitive design.



A series of public and private open spaces emerge with the new developments. Open spaces along the canal will be the location for new community facilities. Existing open spaces will be improved to provide new recreation and sports facilities.

The new residential neighbourhood will be made accessible by improvements to public transport. Initiatives could include a more frequent local bus route joining Alperton and Stonebridge Tube Stations and a 'fast bus' link to Wembley. Car clubs could be introduced to provide residents with an alternative to private car use.



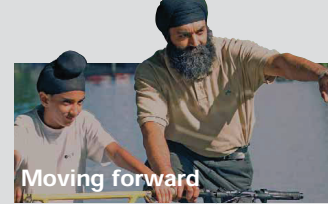
**Industrial transition zone:
a new working suburbia**

Development on the Northfield Estate will provide new employment space where local industry can be relocated and consolidated.



New development in this area will provide a mix of modern light industrial units, studios, managed workspaces and new homes.

The Ace Café will continue to be a significant landmark and social hub for the area.



Moving forward

The next step is to take this vision and the research already carried out and develop a masterplan for Alperton. This masterplan will be adopted as a Supplementary Planning Document and so will be used by the Council to ensure that new development supports the ambitions set out in this document.

Our overarching ambitions are to:

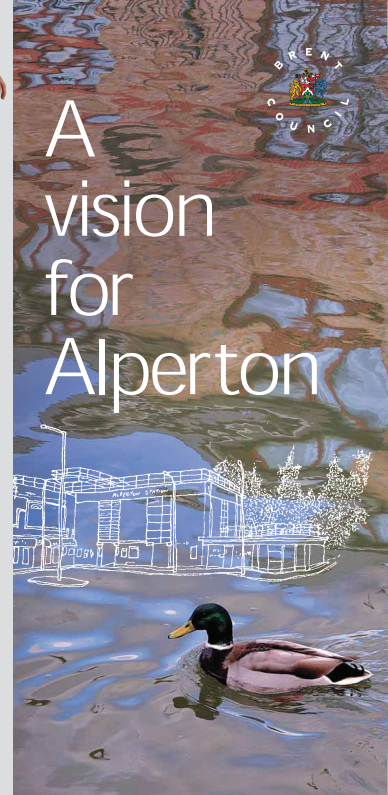
- create a new template for 21st century suburban living in Alperton
- develop new homes, whilst improving local business premises.
- improve accessibility across the site
- refurbish and improve existing open spaces
- create a range of local jobs and support local people to gain the necessary skills to access these jobs
- support local residents, businesses and landowners through this period of change

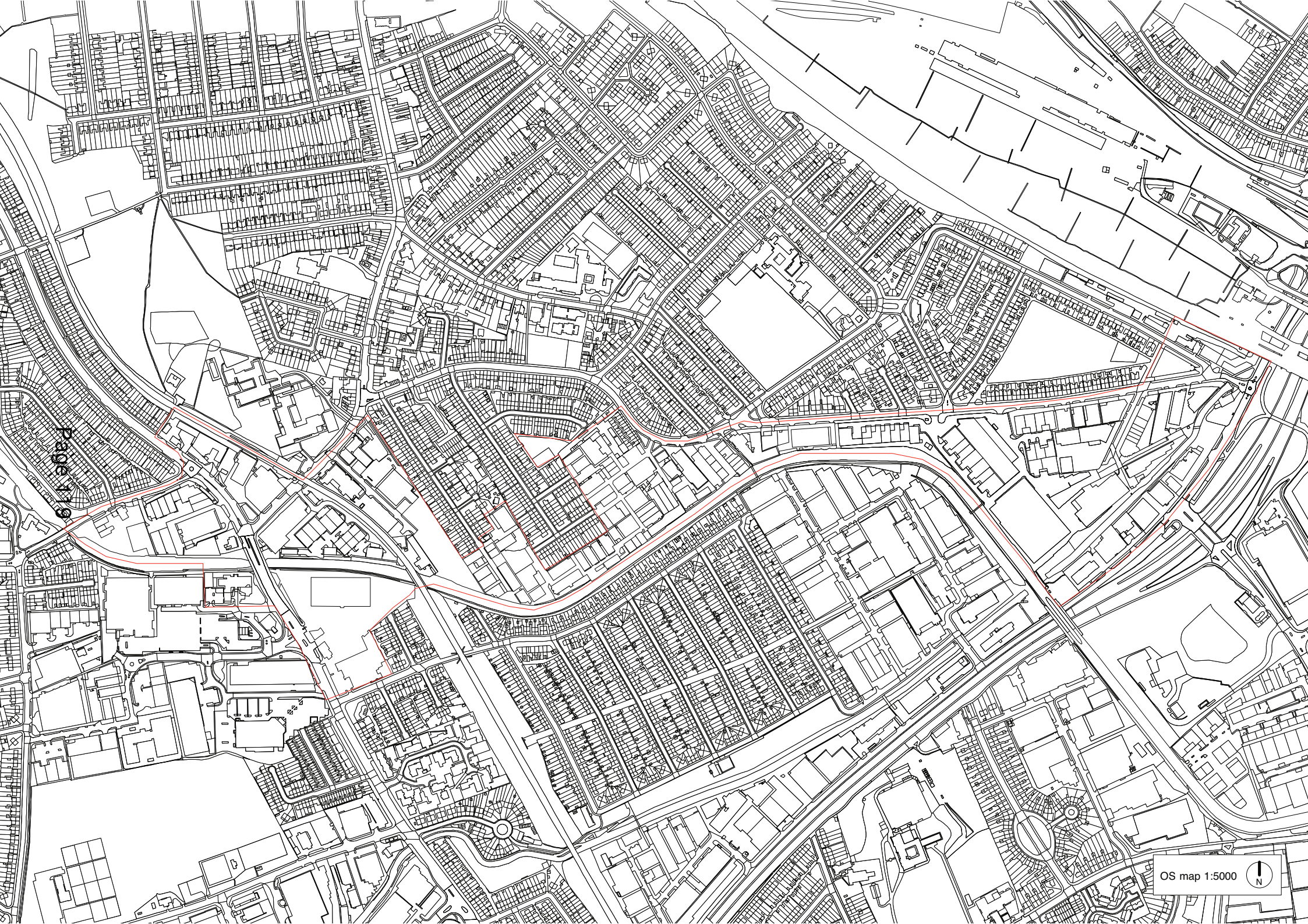
For more information please contact:

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We want to establish Alperton as a place that makes the most of its fantastic assets





2005



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Site Specific Allocations - Proposed Submission June 2009

4. Alperton Growth Area

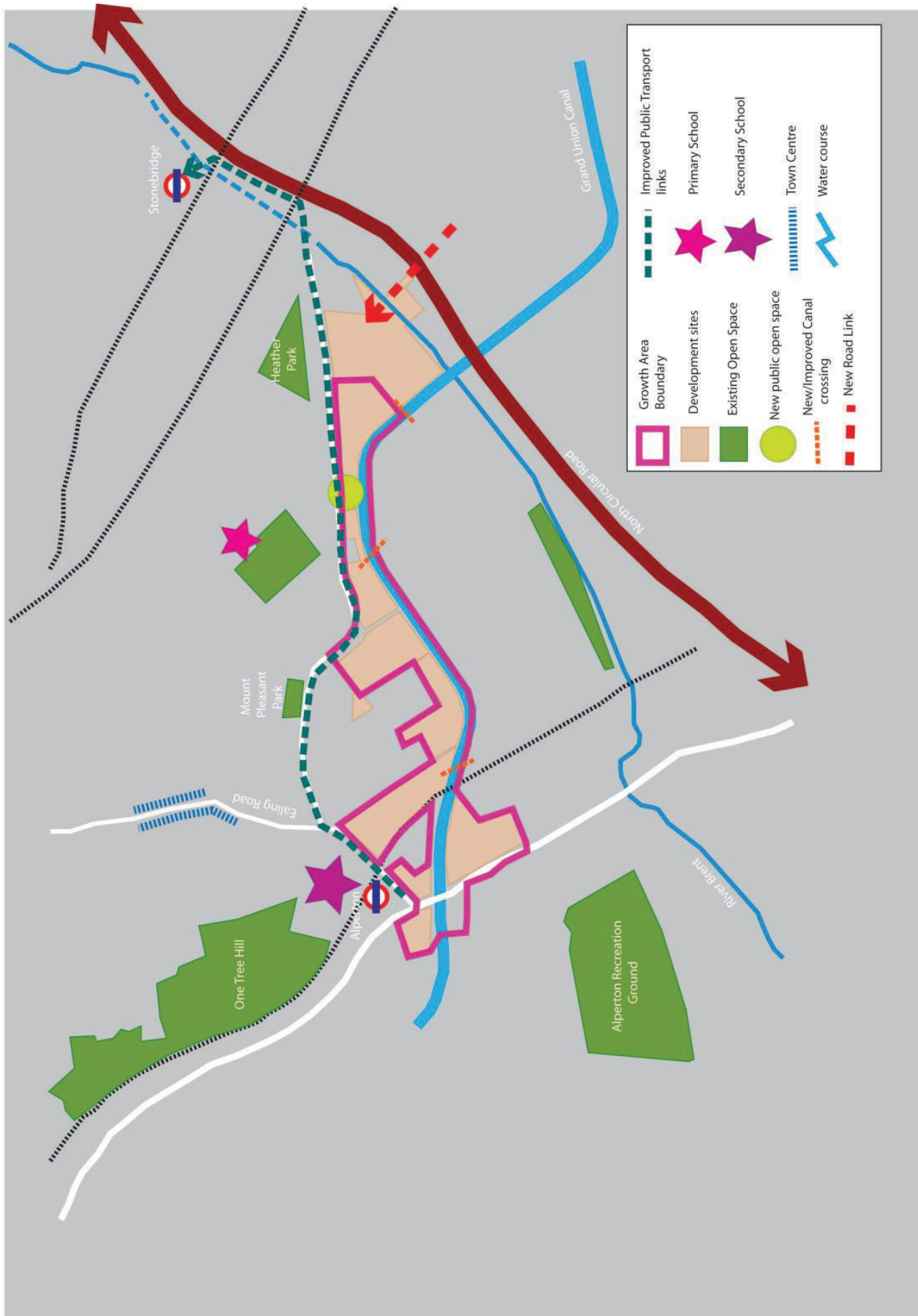
Core policy 8

Alperton Growth Area

Alperton is promoted for mixed use regeneration along the Grand Union Canal, in line with the identified Site Specific Allocations A1 – A8. The Council will facilitate a shift in character towards a compact and sustainable waterside community. Alperton will become an enterprise hub, with a new supply of modern light industrial units, studios and managed affordable workspaces for creative industries, local business and artists to reinvigorate the local economy. 12.5 hectares of land along the canal is promoted for at least 1600 new homes to 2026, supported by infrastructure identified within the Infrastructure Investment Framework, including:

- A new 2 form of entry primary school
- A redeveloped Alperton Community School providing a further form of entry at Secondary level
- New nursery facilities
- New health facilities including space for 2 GPs and 2 dentists
- A new 1 hectare public open space
- Improvements to the quality and accessibility existing public open spaces
- 3 x 0.2ha (minimum) public squares and pocket parks along the canal and within development sites
- A series of play areas within new developments and open space
- A new multi use community centre
- A minimum of 500 trees

Site Specific Allocations - Proposed Submission June 2009



Alperton Growth Area Key Diagram

Site Specific Allocations - Proposed Submission June 2009

A1. Alperton House

Address:

Bridgewater Road, Alperton, HA0.

Ward:

Alperton.

Area:

0.75 hectares.

Description:

Up to six storey commercial building with retail on the ground floor. Public House fronting Ealing/Bridgewater Road.

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

2007 planning permission: Continued mixed use as office and non-residential institution.

Allocation:

Mixed use development including residential, food and drink and workspace (including a proportion of managed affordable workspace) and appropriate mooring points for canal boats. The Council is seeking the comprehensive redevelopment of this site with development that addresses the canal side by virtue of design and use and that can improve connections between this and other sites along the northern side of the canal.



Map A1

Indicative development capacity	120 units
Indicative development phasing	2015 - 16

Flood risk comments:

Not within an identified flood zone. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

This site is within a prominent location within the Alperton growth area that can contribute to the provision of residential development that can also enable the provision of workspace. Together with food and drink uses that make best use of the canal side location, a genuinely mixed use development is possible here.

Site Specific Allocations - Proposed Submission June 2009

A2. Minavil House and unit 7 Rosemont Road

Address:

Ealing Road, Alperton, HA0.

Ward:

Alperton.

Area:

0.5 hectares.

Description:

Two storey office and business building fronting Ealing Road and light industrial unit along the canal.

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19



Map A2

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

2008 refused application: Demolition of the existing building and erection of a 1-/8-storey building comprising a basement parking area, ground floor retail unit first floor office space floor and 79 self-contained residential units. 86 car-parking spaces, bicycle and bin storage, amenity space, children's play area, associated landscaping and other works.

2005 refused application, appeal withdrawn: Redevelopment including retail supermarket and office space.

Allocation:

A mixed use development including B1 floor space including a proportion of managed affordable office and workspace on the ground and first floor as a minimum, with residential on the upper floors. The Council may consider a proportion of work/live development, subject to a satisfactory management agreement. The inclusion of Unit 7 Rosemont Road is supported to achieve the redevelopment, but the Council will resist the loss of the remaining units. Proposals may include an appropriate tall building located towards the apex of Ealing Road, with storey heights stepped down away from this and towards the canal. Proposals shall entail amenity space to the south and link with improved pedestrian access to the canal front. Proposals should conserve and enhance the canal's Metropolitan Site of Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged.

Indicative development capacity	80 units
Indicative development phasing	2011 - 12

Flood risk comments:

Not within an identified flood zone. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

Site Specific Allocations - Proposed Submission June 2009

Contributing to the Alperton growth area while enabling the provision of new managed affordable workspace. The inclusion of Unit 7 will help achieve significant environmental improvements and provide a high quality canal side setting for development.

Site Specific Allocations - Proposed Submission June 2009

A3. Former B&Q and Marvelfairs House

Address:

Ealing Road, Alperton, HA0.

Ward:

Alperton.

Area:

2.6 hectares.

Description:

A mix of vacant and underused industrial and retail warehousing. Also motor vehicle repair and public house. Bordered by Ealing Road, the Grand Union Canal and the railway line.



Map A3

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

2005 outline planning permission: Redevelopment of Marvelfairs House site for 2000m² non food retail space.

Allocation:

Comprehensive mixed use development including residential, amenity space, B1 employment and A3 uses. The canal side environment should be enhanced for pedestrian and canal users. The configuration of light industrial workspace and A3 uses should seek to mitigate potential conflicts arising from the range of uses and noise generated at Ealing Road. Proposals should conserve and enhance the adjacent canal's Site of Metropolitan Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged.

Indicative development capacity	210 units	105 units	105 units
Indicative development phasing	2011 - 12	2013 - 14	2015 - 16

Flood risk comments:

Not within an identified flood zone. Proposals must be accompanied by a Flood Risk Assessment as the site area is over 1ha. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

High quality mixed use development at this prominent location will contribute to the regeneration of Alperton. Introducing higher value uses into the area will improve the local environment and development new workspace that reflects the current and projected demand. Development can exploit the canal side location for introducing residential development in Alperton growth area.

Site Specific Allocations - Proposed Submission June 2009

A4. Atlip Road**Address:**

Ealing Road, Alperton, HA0.

Ward:

Alperton.

Area:

1.9 hectares.

Description:

A mix of vacant and underused industrial and retail warehousing. Also motor vehicle repair and public house. Bordered by Ealing Road, the Grand Union Canal and the railway line.

**Map A4****Core Strategy policy context:**

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

2009 planning permission: Windsor House: Redevelopment for 31 residential units and commercial floorspace.

2008 planning application, refused: Windsor House: Redevelopment for 34 residential units and commercial floorspace.

2006 refused application, appeal upheld Atlip Road site: Redevelopment for 185 residential units, including a footbridge over the canal.

2005 planning permission: Dadoos Supermarket: redevelopment for 83 residential units and broadcast studio.

2005 planning permission: Car park site: Redevelopment for 37 residential units and ground floor commercial floor space.

2002 refused application: Ealing Road front site: Redevelopment for 42 residential units, retail and restaurant and D2 club use.

Allocation:

Mixed use including family housing, amenity space, employment and A3 uses. The canal side environment should be enhanced, including moorings for canal users and a footbridge over the canal as well as a footpath through the railway arch to link to the adjacent site requiring agreement with British Waterways. Proposals should entail the adoption of Atlip Road and should consider the impact of sunlight and shadowing on new and existing and surrounding residents and occupiers. A3 uses should be sited along the canal frontage while conserving and enhancing the adjacent wildlife corridor and Site of Metropolitan Nature Conservation Importance and employment uses along the railway line. An undeveloped buffer strip of 5 metres from the canal will be encouraged. Access road should be between this site and the nearby Sunleigh Road allocation and any development activity should not preclude this.

Site Specific Allocations - Proposed Submission June 2009

Indicative development capacity	168 units	142 units	17 units	45 units
Indicative development phasing	2011 - 12	2013 - 14	2015 - 16	2017 - 18

Flood risk comments:

Not within an identified flood zone. Proposals must be accompanied by a Flood Risk Assessment as the site area is over 1ha. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

Introducing higher value uses to improve the local environment and development new workspace that reflects the current and projected demand. Introduction of new cross canal pedestrian access. Exploiting the canal side location for introducing residential development and A3 uses in Alperton growth area.

Site Specific Allocations - Proposed Submission June 2009

A5. Sunleigh Road

Address:

Off Mount Pleasant, Alperton, HA0.

Ward:

Alperton.

Area:

1.6 hectares.

Description:

A mix of industrial employment buildings adjacent to suburban residential area, situated alongside the Grand Union Canal.

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19



Map A5

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

None relevant.

Allocation:

Mixed use residential led development and amenity/open space along the canal. Proposals should include new connecting road access with the Atlip site to the west. Improvements will be sought to public transport as part of any proposal to develop the site. Proposals should conserve and enhance the adjacent canal's Site of Metropolitan Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged.

Indicative development capacity	57 units	58 units
Indicative development phasing	2015 - 16	2017 - 18

Flood risk comments:

Not within an identified flood zone. Proposals must be accompanied by a Flood Risk Assessment as the site area is over 1ha. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

Introducing higher value uses to improve the local environment and development new workspace that reflects the current and projected demand. Exploiting the canal side location for introducing residential development in Alperton growth area.

Site Specific Allocations - Proposed Submission June 2009

A6. Woodside Avenue

Address:

Off Mount Pleasant, Alperton, HA0.

Ward:

Alperton.

Area:

2.4 hectares.

Description:

Vacant and poor quality industrial buildings embedded within suburban residential fabric. Disused community facility in current grounds.

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

None relevant.

Allocation:

Mixed use including residential, amenity space and workspace for appropriate B class uses. The Council will expect a comprehensive development following an agreed masterplan that sets out land uses and proposed development in more detail. This should demonstrate how: At least half of the existing floorspace will be reconfigured into modern premises that meet the Council's employment objectives. Appropriate industrial users are re-provided for, or relocated, within any scheme. The development will bring forward a proportion of managed affordable workspace. Improvements will be sought to public transport as part of any proposal to develop the site. The development will exploit the canal-side location. Proposals should conserve and enhance the adjacent canal's Site of Metropolitan Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged.



Map A6

Indicative development capacity	85 units	85 units
Indicative development phasing	2013 - 14	2015 - 16

Flood risk comments:

Not within an identified flood zone. Proposals must be accompanied by a Flood Risk Assessment as the site area is over 1ha. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

Introducing higher value uses to improve the local environment and development new workspace that reflects the current and projected demand. Exploiting the canal side location for introducing residential development in Alperton growth area.

Site Specific Allocations - Proposed Submission June 2009

A7. Mount Pleasant/Beresford Avenue

Address:

Mount Pleasant/Beresford Avenue, Alperton, HA0.

Ward:

Alperton.

Area:

1.7 hectares.

Description:

Poor quality vacant and underused industrial estate adjacent to the Grand Union Canal.

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

None relevant.

Allocation:

Mixed use development including zero emission or low carbon residential, work/live, managed affordable workspace and amenity/open space. Proposals should seek to introduce active frontages along Mount Pleasant as well as improve canal side access for pedestrians, with moorings for canal users as well as conserve and enhance the canal's Site of Metropolitan Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged. Access to remaining industrial area to the west will be improved. Improvements will be sought to public transport as part of any proposal to develop the site.



Map A7

Indicative development capacity	100 units
Indicative development phasing	2017 - 18

Flood risk comments:

Not within an identified Flood zone. Proposals must be accompanied by a Flood Risk Assessment as the site area is over 1ha. Flood Zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

This industrial area is becoming increasingly marginalised with ageing buildings, poor pedestrian and vehicular access and vacant and derelict units. The canal side location raises the possibility of introducing higher value uses to improve the local environment and development of new workspace.

Site Specific Allocations - Proposed Submission June 2009

A8. Northfields Industrial Estate**Address:**

Beresford Avenue, Alperton, HA0.

Ward:

Alperton.

Area:

0.8 hectares - this is the area that is within the Alperton Growth Area. A further 8 hectares (approx) of land is outside of the Growth Area and is designated as a Strategic Industrial Location by the Mayor of London.

Description:

Large industrial estate located adjacent to the North Circular Road and Grand Union Canal. There are some physical constraints to developing the site to modern standards due to topographical differences, the presence of sewers, a water main and the River Brent.



Map A8

Core Strategy policy context:

Core Policies 1, 2, 5, 6, 8, 17, 18 and 19

Planning guidance:

Park Royal Opportunity Area Planning Framework currently being prepared, led by the GLA family. Alperton Masterplan Supplementary Planning Document to be prepared 2009.

Planning history:

None relevant.

Allocation:

Mixed use redevelopment for intensified industrial employment and enabling residential development with amenity/open space. Proposals should employ an innovative design approach to making the best use of land. Residential development should preferably be located along the narrow canal side strip at the north western corner, having regard for other regenerative activity in the vicinity and enabling improved pedestrian access to the waterside and create a high quality waterside frontage development and the creation of appropriate and manageable relationships between uses. In order to secure the development of the new employment floor space and accessibility improvements to the North Circular Road, the Council may consider further but limited residential development. The existing footbridge across the Grand Union Canal should be linked to new canal side pedestrian footpath. Proposals should improve road access from the estate to the North Circular Road while improvements to public transport accessibility will be sought. The level of residential development considered acceptable shall be dependent on the provision of new employment floor space, including the provision of space for local business to enable the wider regeneration objectives of the Alperton growth area, accessibility improvements to the North Circular Road and the introduction of low carbon technologies. The Council will engage with key stakeholders for the preparation of detailed planning guidance to bring forward the optimal satisfactory development for this site. Development should conserve and enhance the canal's Site of Metropolitan Nature Conservation Importance designation. To assist this, an undeveloped buffer strip of 8 metres from the River Brent will be required, and a strip of 5 metres from the canal is encouraged.

Site Specific Allocations - Proposed Submission June 2009

Indicative development capacity	57 units*
Indicative development phasing	2013 - 14

Flood risk comments:

Parts of the site fall within or adjacent to flood zones 2 and 3 (see Brent's SFRA and Sequential Test Report for more information). Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency.

Justification:

This industrial estate is reaching the limits of suitability due to restrictions to loading space and vehicular movement into, out of and around the estate. Some of the buildings are no longer suitable for occupation. An innovative solution entailing a much more intensive use of a constrained site is encouraged.

Notes:

*The indicative capacity of the site has been estimated upon the basis of the land that is identified within the Growth Area boundary. As the allocation text suggests, the Council may accept a greater quantum of development on the basis of employment, transportation and regeneration based objectives being satisfied in due course.

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Executive
14 December 2009

**Report from the Director of
Policy and Regeneration**

Wards Affected:
ALL

**The future of Brent in2 Work and employment provision
within the Borough**

Forward Plan Ref: PRU-09/10-8

1.0 Introduction

- 1.1 This report sets out the proposed future role of the Council in the delivery of employment services in the light of reduced funding opportunities. It presents a number of options to explore that could offer the council a new delivery model to support the borough's long term unemployed into work.

2.0 Recommendations

- 2.1 That the Executive note the changing economic, policy and funding environment for the local delivery of employment services.
- 2.2 That the Executive note the implications for the council's approach to employment, and specifically for the Brent in2 Work services.
- 2.3 That the Executive endorse the proposed approach to allocating the remaining Working Neighbourhoods Transition Fund beyond April 2010, as set out in section 5 of this report.
- 2.4 That the Executive approve, in principle, the establishment of a new Special Purpose Vehicle for the delivery of employment services, in partnership with Working Links, subject to the development of a satisfactory business model and in line with the Heads of Terms agreement set out in Appendix 1.
- 2.5 That the Executive agree in principle to the contribution of £1 million of Working Neighbourhood funding to the SPV.

- 2.6 That the Executive agree in principle to the provision of the guarantees as set out in the report.
- 2.7 That the Executive consider a further report in spring 2010 setting out the draft Memorandum & Articles and Shareholder Agreement for the Special Purpose Vehicle.
- 2.8 That the Executive endorse the Council's participation in a full bid at Invitation To Tender stage for the delivery of the Flexible New Deal Contract for West London.

3.0 Overview and context

- 3.1 Tackling concentrations of unemployment as a means of reducing poverty levels is a well established Council priority, driven through the Council's Regeneration Strategy and Action Plan. Until recently, the borough has been well resourced through external funding to develop and deliver a comprehensive package of employment provision to compliment mainstream welfare to work services. Through Brent in2 Work the council has consistently supported over 1,000 workless residents into jobs for each of the last three years, and has won numerous awards for its leading edge approach to employment – including Beacon Council status.
- 3.2 Regrettably the future of the Brent in2work services is currently under threat. Not only has the borough had its allocation of Working Neighbourhoods Fund (WNF) reduced by £4 million but the London Development Agency (LDA) has also concluded their Area Programmes that up until March 2009 funded Brent in2 Work to the tune of £2.85 million per year.
- 3.3 Looking forward, it is likely that any future funding from the LDA will be awarded on a sub-regional basis, reliant on significant match funding, and be based on a 'risk and reward' payment model, where a significant proportion of the payment is only released when a client has successfully remained in work for six months – leading to considerable cash flow challenges.
- 3.4 This mirrors the changes now being implemented by the Department of Work & Pensions (DWP) through its recent welfare reform measures. Based on recommendations by David Freud, their new Flexible New Deal (FND) programme will offer significantly larger, longer term contracts to prime contractors that in most cases will be from the private sector.
- 3.5 In short, there is a significant reduction of available resources for the Brent in2work programme in its current form. However, changes to commissioning practices and recent policy shifts do present some new opportunities.
- 3.6 In 2002, when Brent in2 Work was first set up, unemployment levels in the borough were significantly higher than the rest of London, in particular for those who were long term unemployed and living in the most disadvantaged neighbourhoods (including Stonebridge, Harlesden and Church End). Up until the summer of 2008, the council was able to demonstrate considerable

progress in narrowing these gaps. By this time, the Job Seekers Allowance (JSA) claimant rate was at its lowest level in over a decade at 3.3%, and the borough's employment rate now stands at 71.6%, surpassing the London average and the highest in Brent since the data was collected.

- 3.7 However, the onset of the economic downturn has seen an increase of over 2,500 JSA claimants locally and it is already evident that a higher proportion of residents from the deprived neighbourhoods are being affected. In these areas, language, length of unemployment and mental health issues all remain key barriers to the labour market. On top of this, child poverty levels in the borough are amongst the highest in the country (18th out of 406) and we estimate that there will be an increase of inactive benefits claimants as it becomes increasingly difficult for those already distant from the labour market to compete with those recently made redundant.
- 3.8 It is therefore especially disappointing for the Council to find itself in the current funding predicament, when over the past six years we have developed an extremely successful, efficient and effective employment operation which has begun to make considerable inroads into the Borough's deep-rooted employment challenges. Given the state of local and national economy arguably the provision of these services is even more important now than at any time in recent history.

4.0 Delivery of employment services in Brent

- 4.1 The employment agenda is a well established council priority. In 2001, the Council approved its 20 year Regeneration Strategy that placed employment at the heart of tackling persistently high levels of poverty in the borough's most disadvantaged neighbourhoods. This commitment was further cemented through the Community Strategy (2006-2010) which establishes 'Local Employment and Enterprises' as a key priority under the 'Borough of Opportunity' theme. Specifically the strategy states:

"We will offer more support to those who are furthest removed from the labour market so that they can move from dependence on welfare benefits to employment..... we aim to boost local employment and income. We will improve pathways to and progression within employment, particularly for those furthest from the labour market."

Employment and tackling unemployment has been a Local Area Agreement priority since 2006.

- 4.2 Against this backdrop, in 2002 the council created Brent in2 Work, the borough's flagship employment initiative to focus on a number of clear objectives to:
- drive a partnership approach to tackling worklessness in Brent including the public, private, third sectors and local employers;

- use an evidence based approach to target employment and training provision to the highest concentrations of worklessness and those communities most in need;
- offer 'wraparound services' to compliment and add value to existing mainstream employment provision, in particular that provided by Jobcentre Plus;
- respond quickly to the changing needs of the borough's highly mobile and culturally diverse communities;
- ensure local employment opportunities from major developments are maximised for local communities, for example Wembley;
- secure additional investment in the local employment infrastructure for example, through Section 106 agreements.

These objectives remain the key drivers for the Brent in2 Work service.

4.3 Brent in2 Work is now widely recognised as one of the most successful employment programmes in London. Since 2002, it has secured significant levels of external funding, principally from the Single Regeneration Budget (SRB) and the LDA. In 2004 it achieved Beacon status for "Removing Barriers to Work" acknowledging the Council's innovative approach to developing the local labour market and up until late summer 2008, both Brent's Jobseekers Allowance (JSA) claimant rate and benefits claimant rate were falling at a quicker pace than the rest of London and the UK.

4.4 Other key successes of the Brent in2 Work's programme include:

- 1,000 Brent residents supported into work each year for each of the last four years;
- around 40% of these are long term unemployed (12 months or more), around 80% are from BAME groups and over a third are from the most disadvantaged neighbourhoods;
- leads a partnership of over fifty local employment providers including the public, private and third sectors;
- sets a clear strategic direction for employment support across the borough;
- developed the "Wembley Works" hub with the College of North West London and Wembley developers Quintain. This will link local people to the emerging 6000+ jobs arising from Wembley's regeneration;
- offers value for money – average cost to place a resident into work is £3,500 which compares favourably to other London employment programmes;
- successfully mainstreamed a 'Working for Local Government' project into the council;

4.5 As well as working with partner agencies, Brent in2 Work has established a portfolio of specialist services to fill the gaps left by mainstream provision. These include:

- Outreach - utilising both statutory services and the voluntary and community sectors;
- Language 2 Work - an eight week intensive English language and motivational course, designed specifically to support clients into employment;
- Recruitment and training – developing bespoke training provision for key employers and secure interview guarantees for local residents who complete this training - specifically focused on the Wembley development;
- Aftercare – services to ensure clients remain in employment once placed into a job;
- Construction – operating North London’s only permanent CSCS testing centre, providing clients with the CSCS cards necessary to gain employment on any construction site.

4.6 Since its establishment, Brent in2work has been almost wholly funded by external funding. Successive regeneration funding streams including Single Regeneration Budget, Neighbourhood Renewal Fund, LDA Area Programme and Working Neighbourhood Fund have allowed the programme the flexibility to respond to local need and offer a suite of ‘wraparound services’ to complement mainstream Job Centre Plus provision. For many of the years 2003-09 annual turnover was in excess of £3 million.

4.7 In 2008 the government announced that Brent was no longer eligible for Working Neighbourhoods Fund, and reduced the Borough’s three year allocation by some £4 million. Concurrently the London Development Agency announced that there would be no funding for local employment projects following the end of its Area Programme regime. Consequently the resources available to Brent in2work reduced to £2.5 million in 2009-10 and will fall to approximately £1.3 million for the period beginning April 2010. Currently some 40 staff are employed within the Brent in2work team.

5.0 Moving Forwards - short term strategy

5.1 In the short term the proposal is to make the most of the comparatively small amount of Working Neighbourhood Funding that remains available to the Council from April 2010 onwards (£1.3 million.) The proposal is to concentrate this resource on those services provided by Brent in2work which both perform well and most meet local needs. On this basis the following services would be prioritised:

- Language 2 Work – one of the biggest barriers to employment for Brent residents is language. 38-50% of clients secure employment within 3 months of completing the programme;
- Wembley Works – this employment portal is designed to be the gateway for residents who want to secure employment linked to the regeneration of Wembley. The Council has a commitment to provide these services by virtue of the various section 106 agreements relating to the Wembley developments, and they are resourced through these agreements.

- CSCS Testing Centre – anyone wishing to work on a construction site now requires a CSCS card. The only permanent test centre in North and West London is located within Brent in2work, and given the likely high levels of construction activity across the Borough over the next few years the proposal is to retain this invaluable facility. There is also the potential for the centre to be used as a modest income generator.

5.2 It will be possible to sustain these services for up to two years from April 2010, utilising the £1.3million Working Neighbourhood Funding. The remaining Brent in2work services, including outreach, job brokerage, aftercare and other specialist projects will cease. This will result in a considerable downsizing of the Brent in2work operation and the staff team, and a full staff consultation is currently underway in accordance with the Council's Managing Organisational Change policy.

6.0 Moving Forwards – medium and long term strategy

6.1 There are two key functions that the Council has in relation to employment – a strategic function and a delivery function. At a strategic level the Council will continue to play a role through its regeneration team in terms of influencing the ongoing government and LDA policy approach to employment. The regeneration team will continue to work in partnership with other London and West London local authorities to influence the commissioning of employment programmes. It will also work with local partners through the Local Strategic Partnership, such as Job Centre Plus and the College of North West London, with a view to aligning employment priorities.

6.2 Three broad delivery options have been considered for the medium and longer term:

- Option A: Do Nothing – this option would result in scaled back delivery for the next two years, followed by closure of Brent in2work sometime during 2011. Essentially this would result in the end of the Council's role in the direct delivery of employment services.
- Option B: Chase disparate funding streams – this option would entail Brent in2work chasing smaller pots of funding, predominantly from the European Social Fund. This funding could realistically resource some elements of the current Brent in2work programme, but this sort of funding is usually short term, small scale, and disproportionately expensive to administer. More fundamentally Brent in2work's success has been founded on a comprehensive approach to employment, which would clearly be unachievable under this option.
- Option C: Position Brent in2work as a prime contractor for a DWP Flexible New Deal contract – this option recognises the changed landscape in terms of contracting arrangements for employment programmes, and repositions Brent accordingly. Due to the large scale of the contracts, their risk and reward nature, and their requirement to operate sub-regionally, the best chance of success is for Brent to work in partnership with an

established and experienced prime contractor. Although this route will still mean alterations to the existing service, it is the best way of securing a long term future for the Borough in the delivery of employment services.

- 6.3 Option C is the only option that will ensure the Council continues to be positioned at the forefront of delivery of employment services. Establishing a Joint Venture vehicle would give the Council the best opportunity of delivering its Community Strategy and Regeneration Strategy priorities in relation to employment. It will position Brent as a major strategic player in terms of employment, would allow us to shape the delivery of the single biggest employment contract within the Borough, and critically could generate a potential income stream for Brent to continue to provide services over and above those within the mainstream, both by re-investing possible dividends and bidding for additional funding from other organisations to deliver a range of complimentary services. The net effect on Brent residents will be increased numbers accessing a wider range of service, increased numbers of Brent residents securing jobs, increased numbers of Brent residents securing employment in the Borough's regeneration areas (eg. Wembley) and improved services for local businesses who currently face recruitment shortages.
- 6.4 On this basis, officers have pursued discussions with Working Links Limited, a well established welfare to work provider with a strong track record of delivery in Brent, to form a new Special Purpose Vehicle (SPV) with the express purpose of submitting a proposal to the DWP to deliver the West London Flexible New Deal contract. Working Links are themselves a public-private-voluntary partnership, being one third owned by the government, and therefore are experienced at partnership working. They have been at the forefront of the employment agenda in Brent, delivering successive Employment Zone contracts across the Borough for the last 9 years. They have been a strong and consistent member of the Brent in2work partnership throughout this period, and the Council's Assistant Director of Regeneration has chaired their Local Management Board. Competition for the Flexible New Deal contract will be extremely tough, as the contract value is £31m per annum over 5-7 years, but if successful the new SPV could subsequently bid for funding under other sub-regional regimes both from government and the LDA.
- 6.5 The SPV arrangement is potentially an attractive proposition for government, as it brings together the large scale delivery capacity of Working Links and the local knowledge of Brent in2work. It could also have significant benefits to Brent, in that the Borough would be able to exercise greater strategic influence over mainstream employment services across the Borough, ensuring that services reach those parts of the community where they are most needed and that they are better integrated with other core services.
- 6.6 Discussions with Working Links have focussed on two key areas:
- The governance arrangements and structure for the Special Purpose Vehicle;

- The nature of the services to be provided that would be provided under the Flexible New Deal contract if the SPV was successful.
- 6.7 In terms of governance arrangements and structure of the SPV, the preferred arrangement is for a new company limited by shares to be established. This reflects the long term nature of the relationship that would be established should the tender bid be successful (minimum of 7 years). The Flexible New Deal contract is a 'risk and reward' contract and a new SPV would allow both partners to draw a dividend, in a way which would not be possible if the SPV were established as a Charitable Company. Additionally a company structure gives the SPV additional credibility with the DWP, helping to build their confidence that the partnership is well conceived, credible, and built to last – this is critical as it will help to maximise the chances of a successful tender bid. The two shareholders would be LB Brent and Working Links, on a 50:50 joint venture basis. Appendix 1 sets out the Heads of Terms agreement that has been negotiated with Working Links, and which would form the basis of both the Memorandum & Articles and the Shareholder Agreement if the Flexible New Deal bid is successful.
- 6.8 With regard to finance, the fundamental principle is that anything that either party contributes to the SPV is ultimately funded from the Flexible New Deal contract and that therefore over the lifetime of the contract there is no cost to either party. There will however be a requirement for Working Capital – estimated to be in the region of £2.5m - £3m. The proposal is that both LB Brent and Working Links contribute £1m of working capital, with the new company borrowing the balance of the requirement. Brent's contribution would be the Working Neighbourhoods Fund already identified for Brent in2work, as this service would be 'folded' into the new SPV.
- 6.9 The Flexible New Deal contract is a risk and reward contract, which means that there is the prospect of Brent being able to draw a dividend on its 50% shareholding provided performance is good. This dividend is critical as it will allow Brent to continue to provide employment services targeted on those communities who are not eligible for the Flexible New Deal – which will include many of the hardest to reach communities across the Borough, including many of those who traditionally have accessed Language To Work. The dividend will be used solely for Brent residents, and will result in increased skills for residents, and increased numbers of residents accessing jobs over and above those supported through the Flexible New Deal programme.
- 6.10 In terms of the content of the Flexible New Deal bid, a delivery model is currently being developed collaboratively with Working Links. From a Brent perspective this will include as a given the ongoing provision of Language To Work. Other key components of the bid will include:
- Locally focussed outreach centres, making use of established Council and community premises across West London (eg. Wembley Works)
 - A common induction programme for all clients entering the FND
 - Jobsearch activity – CV writing, interview skills

- Training and employability provision
- Long term support for those who are furthest away from the labour market
- Subcontracting arrangements through a range of specialist local providers
- Aftercare services for those who find employment
- At least 4 weeks of work – this is a mandatory part of the FND
- Building strong employer links – particularly in West London’s regeneration areas.

6.11 The Flexible New Deal contract will deliver across the whole of West London. Initial discussions have been undertaken with each of the other West London Boroughs and the full range of other relevant stakeholders (such as Job Centre Plus, Learning & Skills Council, West London Working) and the proposal has received a very positive reception.

6.12 A Pre Qualification Questionnaire (PQQ) has already been submitted on behalf of the SPV for the West London Flexible New Deal contract, under the working title of ‘Links in2work’. In October 2009 it was announced that Links in2work have pre-qualified, and we have now been invited to submit a full tender bid (ITT). The submission deadline is 6th January 2010. The decisions being sought from the Executive will enable the Council, together with Working Links to proceed with the tender for the Flexible New Deal Contract. Decisions from DWP are expected in early spring, with a view to contracts being signed in April 2010 and contract beginning in October 2010. Officers will report back to the executive following the outcome of the tender process.

6.13 In order to achieve the DWP timescales, the Memorandum & Articles and the Shareholder Agreement will need to be completed by April 2010.

7.0 Financial Implications

7.1 All of the current investment in employment and Brent in2work is resourced via either through the London Development Agency or from the Working Neighbourhood Fund. Annual turnover for Brent in2work has been in the region of £3-4m in recent years. However, the LDA has now withdrawn its contract and the Borough is no longer ineligible for Working Neighbourhood Fund. Therefore, as of April 2010 the Borough has just £1.3m available to it for the provision of employment services.

7.2 The initial primary purpose of the proposed SPV is to bid for the Flexible New Deal contract for West London, which has a contract value of £31m per annum for a minimum of 5 years. The fundamental principle is that anything that either party contributes to the SPV is ultimately funded from the Flexible New Deal contract and that therefore over the lifetime of the contract there is no cost to either party.

7.3 There will however be a requirement for Working Capital – estimated to be in the region of £2.5m - £3m. The proposal is that both LB Brent and Working Links contribute £1m of working capital, in Brent’s case from the outstanding Working Neighbourhood Fund, with the new company borrowing the balance

of the requirement. The Working Neighbourhood Fund is non-ringfenced, but the government's intention is that it is spent on employment related activity. It is therefore eligible expenditure to invest these resources into the proposed SPV. The Council will need to jointly guarantee this loan on a 50:50 basis with Working Links. Over and above this the Council and Working Links will have to sign up to a parent company guarantee should the bid be successful. This is a DWP requirement.

- 7.4 The Flexible New Deal contract is a risk and reward contract, which means that there is the prospect of Brent being able to draw a dividend on its 50% shareholding provided performance is good. This dividend is critical as it will allow Brent to continue to provide employment services targeted on those communities who are not eligible for the Flexible New Deal – which will include many of the hardest to reach communities across the Borough, including many of those who traditionally have accessed Language To Work.
- 7.5 Equally there is the risk that with under performance the SPV may not always operate at a profit. The Council will need to ensure through the shareholder agreement that it has sufficient control within the SPV to confidentially manage this risk. The Business Plan of the SPV will need to be further developed and reviewed to ensure that it is viable, and major risks can be managed. Exit arrangements if no further contracts are obtained after 5 years, will also need to be considered.
- 7.6 Any SPV will form part of the Council's group accounts.

8.0 Legal Implications

- 8.1 It is necessary to consider whether the Council has the requisite power to set up the SPV and enter into the other arrangements necessary for the SPV to be viable, namely the contribution of £1million of Working Neighbourhood funding as start up capital and the granting of certain guarantees to support the SPV. The primary source of power identified is section 2 of the Local Government Act 2000.
- 8.2 Under section 2 of the Local Government Act 2000 (the 'well-being power') a local authority has power to do anything which it considers is likely to achieve the promotion or improvement of the economic, social or environmental wellbeing of its area. The power may be exercised in relation to, or for the benefit of, the whole or part of the local authority's area, or all or any persons resident or present in that area. A local authority may act outside its own boundaries provided the intention is to benefit its own area.
- 8.3 The well-being power includes power for a local authority to
- (a) incur expenditure,
 - b) give financial assistance to any person,
 - (c) enter into arrangements or agreements with any person,
 - (d) co-operate with, or facilitate or co-ordinate the activities of, any person,
 - (e) exercise on behalf of any person any functions of that person, and
 - (f) provide staff, goods, services or accommodation to any person.

Paragraphs (a), (b), (c) (d) and (f) are all relevant to the setting up of the SPV and the giving of funding and guarantees.

- 8.4 In exercising the well-being power the local authority must have regard to guidance issued by the Secretary of State and to its Sustainable Community Strategy.
- 8.5 The Secretary of State issued guidance in 2001 entitled 'Power to promote or improve economic, social or environmental well-being'. The guidance includes a number of paragraphs which are relevant to the setting up of the SPV including the giving of the guarantees and funding. The relevant paragraphs are set out below.
- 8.6 Paragraph 34 of the guidance states:
- “[The wellbeing power] contains no restriction or limitation on the amount of money a local authority can spend. Authorities will be able to fund the activities of different groups and bodies, as well as invest in such activities, if they consider that this expenditure contributes to the economic, social or environmental well-being of the local area. Such financial assistance may be given by any means authorities consider appropriate, including by way of grants or loans, or by the provision of guarantees.”
- 8.7 Paragraph 42 of the guidance states:
- “The well-being power will also enable local authorities to form or participate in companies, trusts, or charities, including joint venture companies, provided that they are satisfied that the formation of, or participation in, a particular company is likely to achieve the promotion or improvement of the economic, social or environmental well-being of the authority's area. Such participation could give rise to dividend payments to the authority as a shareholder. In the Government's view, such dividends would not amount to raising money for the purposes of section 3(2) (see paragraphs 65-70). Indeed, an authority may be acting contrary to its fiduciary duty to local taxpayers if it failed to ensure such a return on its investment.”
- 8.8 Thus, the guidance is supportive of the setting up of joint venture companies and the funding of different bodies and the giving of guarantees.
- 8.9 Brent's Sustainable Community Strategy (2006-2010) contains specific themes which are relevant to the aims and objectives of setting up the SPV. The link to the Sustainable Community Strategy is addressed in more detail in paragraphs 4.1 and 6.3 of this report.
- 8.10 The Council needs to satisfy itself that the anticipated benefits from setting up of the SPV (including the giving of guarantees and funding) are likely to achieve the promotion or improvement of the economic, social or environmental well-being of its area or a part of its area. There must be some degree of connection between the Council's actions and the promotion or improvement of the area's well-being. This issue of how the setting up of the

SPV will promote or improve the economic and social well-being of the area is addressed further in paragraphs 4.1 and 6.3 of the report . In order for the SPV to be viable and to achieve its objectives it is necessary for the Council to contribute start up funding and to give certain guarantees. The giving of the funding and guarantees will promote or improve the well-being of the area via the SPV.

- 8.11 The Council will need to give two types of guarantees in support of the SPV. The first will be a guarantee of the bank loan as set out in 7.3 of this report. The second will be given to DWP in support of the Flexible New Deal contract if the tender is successful. More detail will be provided about the guarantees in a further report to the Executive in spring 2010.
- 8.12 It is critical that any dividend derived from the SPV is channelled into promoting the economic, social or environmental wellbeing of the area. The proposals for use of the dividend are set out in paragraphs 7.4 and 6.[x].
- 8.13 There are two limitations on the use of the well-being power. These are set out in Section 3 of the local Government Act 2000. Under section 3(1), the well-being power does not enable a local authority to do anything which it is unable to do by virtue of any prohibition, restriction or limitation on their powers which is contained in any enactment (whenever passed or made). Section 3(2) states that the well-being power does not enable a local authority to raise money, either by precepts borrowing or otherwise. Neither of these limitations apply to the setting up of the SPV.
- 8.14 The Statutory Guidance says, that instead of searching for a specific power elsewhere in statute in order to take a particular action, local authorities can instead look to the well-being power in the first instance and ask themselves the following questions:
- (a) Is the proposed action likely to promote or improve the wellbeing [i.e. economic, and/or social and/or environmental well-being] in our area? If yes, then you can proceed to the next question.
 - (b) Is the primary purpose of the action to raise money? If not, then you can proceed to the next question.
 - (c) Is it explicitly prohibited on the face of other legislation? If not, then you can proceed to the next question.
 - (d) Are there any explicit limitations and restrictions on the face of other legislation?
- 8.15 If the answer to the first question above is “Yes” and to the next two questions is “No”, then a council can proceed with the proposed action, subject to the answer to the fourth question, i.e. any restrictions or limitations that may apply by virtue of being spelt out on the face of other legislation .
- 8.16 It is important that the Members go through this process when considering whether the Council should exercise its well-being powers so that the decision making process is robust and can withstand any potential legal challenge .

- 8.19 The model proposed for the SPV is a private company limited by shares. This is considered to be an appropriate model for this type of arrangement.
- 8.20 The Heads of Terms which the Executive is being asked to approve set out the agreement reached to date with Working Links Limited in relation to the arrangements for the SPV including the shareholders agreement. The Heads of Terms do not commit the Council to proceed with SPV at this point. They are also largely non-binding in nature save in respect of the following clauses which will be binding on the Council:
- (a) Upon entering into the heads of terms the Council will be subject to certain confidentiality obligations in relation to protected information (clause 6). These obligations are subject to the Council's obligations under the Freedom of Information Act 2000 and other relevant legislation.
 - (b) The provisions of clause 8 provide that neither the council or Working Links will be liable to each other in respect of loss suffered as a consequence of the FND Tender documentation or the act or omissions of third parties in relation to that documentation
 - (c) Provisions contained in clause 9 relating to ownership of intellectual property rights.
 - (d) Clauses 10 (Assignment), 11 (no Authority to Bind), 12 (Status of Letter), and 14 (Governing Law) will also be binding.
- 8.21 If the Executive is minded to give approval in principle for the SPV then it is appropriate for the Heads of Terms to be entered into at this stage.

9.0 Diversity Implications

- 9.1 The loss of Brent in2 Work will result in less strategic influence over the delivery of mainstream and other employment and skills programmes in the borough. This may impact on the types of resident groups that are targeted and reached through these programmes with a real concern that those who are most disadvantaged become further polarised in the labour market.
- 9.2 The proposed Special Purpose Vehicle is a direct response to this issue. If successful, the SPV will increase the Council's influence over the delivery of employment services across Brent and West London, and will ensure that the Council is able to maintain a suite of culturally sensitive employment services for the medium term.

10.0 Staffing/Accommodation Implications

- 10.1 The loss of grant funding specifically for the delivery of employment services will have a significant implication in terms of staffing numbers. In the short term (ie. as of April 2010) the proposition is that the headcount at Brent

in2work will reduce from 39 staff to 14 staff. A consultation is currently underway with staff and the Trade Unions with regard to this proposal in line with the Council's Managing Organisational Change policy and procedures.

- 10.2 In the medium term, if the SPV is successful in bidding for the Flexible New Deal it is proposed that all Brent in2work functions will be undertaken by the SPV, and that all remaining Brent in2work staff are either transferred or seconded into the SPV as appropriate. If the SPV is not successful then depending on funding streams available there may have to be a further redundancy exercise or transfer of staff depending on what options are available at that time. This will be the subject of a separate report at that time.
- 10.3 Brent in2work currently occupies premises in 1 Olympic Way (office and classroom space), the Wembley Works premises at Forum House, and small shop-front premises in South Kilburn. Provision has been made in the 2010-11 budgets to cover all outstanding lease commitments.

11.0 APPENDICES

- 11.1 Appendix 1: Proposed Heads of Terms for Establishment of Special Purpose Vehicle

Key contact:

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PHIL NEWBY
Director of Policy and Regeneration



Executive
14 December 2009

Report from the Director of Policy and Regeneration

Wards Affected:
ALL

Increasing participation in recycling in flats task group report

Forward Plan Ref: PRU-09/10-11

1.0 Summary

- 1.1 This report brings before the Executive the work, findings and recommendations of the Overview & Scrutiny Committee's task group investigation into increasing participation in recycling in flats.
- 1.2 The task group was set up to identify how participation rates could be increased on estates in Brent to help the council reach its LAA target of 40% recycling of waste by 2011. This target is unlikely to be reached without finding a solution for flats. The task group's findings are set out in the following areas:
- Understanding our local population to raise the profile of recycling
 - Resources available for recycling from flats
 - Making recycling easy
 - Communication, education and involving residents
 - Signage

2.0 Recommendations

- 2.1 To agree that the recommendations contained in the task group report will be considered as part of the Waste & Recycling Gold Project.
- 2.2 That members of the task group be thanked for their work

3.0 Detail

- 3.1 Improving recycling rates in Brent is one of the council's key priorities as outlined in the Corporate Strategy 2006-10. The Corporate Strategy sets a target of 30% of waste reused or recycled by 2010. The Government's Waste Strategy for England 2007 set new targets for recycling and composting of household waste. These are at least 40% by 2010, 45% by 2015, and 50% by 2020. The first of these targets, 40%, was built in to the council's Local Area Agreement 2008/11.
- 3.2 There are 99,991 households in Brent with almost 46.8% of properties being flats¹. The 2001 census identified that 27% of dwellings in Brent were purpose built and 18% were part of a converted or shared house. Flats that are in converted houses will be serviced by a green box collection. It is therefore increasing the participation in recycling of residents in the 27% of flats in purpose built blocks that this review focused on. The task group found that only fifty percent of flats currently have recycling facilities and found that the resources currently targeted on increasing this number are unlikely to do so.
- 3.3 Recycling rates in Brent have historically been relatively low. For 2007/8 the council fell short of its target of 25% capturing only 22% of waste for recycling. When compared to other boroughs Brent consistently appeared near the bottom for dry recyclables and near the top for wet recyclables.
- 3.4 Compulsory recycling was introduced in the borough in August 2008 to help increase participation rates and reduce the amount and therefore the cost of waste going to landfill. The roll out of this initiative involved providing information, assistance and advice to residents so that they are able to access the kerbside collections service for dry recyclables.
- 3.5 Although this has had a significant impact compulsion does not currently apply to flats but if it did it would be unlikely to have the same impact on those living in flats as those in houses. This is because flats in blocks frequently have communal recycling bins which means that it is difficult to know who is recycling and who is not. In addition the logistics of collecting recyclables and taking them down to communal bins means flat dwellers are likely find recycling more challenging.
- 3.6 In order to complete the work identified in the scope and produce a set of recommendations that will deliver increased participation in recycling in flats the task group undertook the following research.
- Reviewed research on increasing participation in recycling, particularly research related to flats. This included Beacon Council information
 - Talked to a number of witnesses. These included:
 - Keith Balmer, Director of Streetcare, Brent Council

¹ Figures taken from the 2001 census as reported in Mosaic Profile: Brent residents living in flats produced by Environment & Culture

- Chris Whyte, Head of Environment Management, Brent Council
 - David Pietropaoli, Waste Policy Manager, Brent Council
 - Tanya O'Rourke, Waste Education and Environment Officer, Brent Council
 - Edward Yendluri Westminster Council
 - Matthew Homer Islington Council
 - Tenants & Landlords from the following:
 - Brent Housing Partnership
 - Stadium Housing Association
 - ASRA Housing Association
 - Paddington Churches Housing Association
 - Fortungate Housing Association
 - Hillside Housing Association
- Reviewed the technical memo for *Estates Recycling Services in Brent* produced by London Remade for WRAP 2007
 - Reviewed *Recycling Collections for Flats* produced by WRAP in August 2009
 - Undertook a tour of sites in Brent
 - Visited the London Boroughs of Westminster and Islington to identify best practice
 - Held a meeting with local RSL's including BHP and with local residents to identify the barriers to recycling and what would need to happen to increase participation.
 - Used a Mosaic profiling report produced by the Street Care team to identify our local population types that live in flats and their key characteristics.

4.0 Recommendations from the Task Group

1. That an annual waste reduction and recycling conference is held aimed at informing and involving local people. This should include a programme of annual recycling awards.
2. That recycling facilities particularly the use of new technologies are a priority consideration in all planning applications for flats in the borough.
3. That Environment and Culture review how resources are allocated within the department with a view to redirecting resources towards increasing the number of flats that receive a recycling service.
4. That Environment and Culture explore further the use of co-mingled recycling collection for flats. This should include setting up a pilot scheme to ascertain the impact on recycling in Brent.

5. That a reusable bag or sack for collecting recycling is provided for all flats in Brent that do not receive a green box service. The bag should have printed on it information on it about what to recycle.
6. That a network of recycling champions is developed on estates in Brent to support and encourage fellow residents to recycle and to link into the recycling service. Recycling champions should also be invited on Neighbourhood Working ward walkabout and other consultation and engagement events.
7. That a programme of engagement for children and young people is developed, particularly in areas where new recycling facilities are being rolled out.
8. That the service ensures that residents are involved from the start in the roll out of facilities on estates, particularly when deciding where bins are sited and how best to provide information
9. That the task group supports the implementation of the newly developed communications and involvement strategy for recycling in flats.
10. That clear and consistent signage on how to recycle is used across the borough
11. The leader of the council's annual council tax letter includes a message about the cost and importance of recycling and an information line number.

5.0 Service Departments Response

Recommendation	Service Response	Officer Responsible
1. That an annual waste reduction and recycling conference is held aimed at informing and involving local people. This should include a programme of annual recycling awards.	StreetCare would be happy to organise this. It could be combined with the existing StreetWatchers conference.	Head of Environmental Management
2. That recycling facilities particularly the use of new technologies are a priority consideration in all planning applications for flats in the borough.	This recommendation is agreed.	Head of Environmental Management
3. That Environment and Culture review how resources are allocated	This recommendation is agreed.	Head of Environmental

within the department with a view to redirecting resources towards increasing the number of flats that receive a recycling service.		Management
4. That Environment and Culture explore further the use of co-mingled recycling collection for flats. This should include setting up a pilot scheme to ascertain the impact on recycling in Brent.	This recommendation is agreed. The waste & Recycling Gold Review will look at all options for extending recycling at estates, including co-mingled collections.	Head of Environmental Management
5. That a reusable bag or sack for collecting recycling is provided for all flats in Brent that do not receive a green box service. The bag should have printed on it information on it about what to recycle.	This option will be considered as part of the Waste & Recycling Gold Review. A suitable method will be proposed in the revised Waste Strategy.	Head of Environmental Management
6. That a network of recycling champions is developed on estates in Brent to support and encourage fellow residents to recycle and to link into the recycling service. Recycling champions should also be invited on Neighbourhood Working ward walkabout and other consultation and engagement events.	This recommendation is agreed.	Head of Environmental Management
7. That a programme of engagement for children and young people is developed, particularly in areas where new recycling facilities are being rolled out.	This recommendation is agreed.	Head of Environmental Management
8. That the service ensures that residents are involved from the start in the roll out of facilities on estates, particularly when deciding where bins are sited and how best to provide information.	This recommendation is agreed.	Head of Environmental Management
9. That the task group supports the implementation of the newly developed communications and involvement strategy for recycling in	This recommendation is agreed.	Head of Environmental Management

flats.		
10. That clear and consistent signage on how to recycle is used across the borough.	This recommendation is agreed.	Head of Environmental Management
11. The leader of the council's annual council tax letter includes a message about the cost and importance of recycling and an information line number.	This recommendation is agreed.	Head of Environmental Management

6.0 Financial Implications

- 6.1 The Waste and Recycling Gold Review will consider all these recommendations with a view to them being incorporated into the revised Waste Strategy which is due for publication in 2010.
- 6.2 Waste disposal costs for non recycled waste are escalating at rates way in excess of general inflation e.g. 21% increase in 2009/10. This is due to the year on year increase in Land Fill Tax of £8 per tonne and the high costs of alternatives to Land Fill. If the Council does not meet Government targets for waste going to land fill then it is likely that these costs will increase even further due to penalties and fines. While the recommendations in this report may require budget growth in the short term it is likely that they will have a pay back in terms of savings in waste disposal costs. The review team will consider the cost of implementing each option and the pay back in terms of savings in waste disposal costs before reaching a conclusion on which options to include in the revised strategy.

7.0 Legal Implications

- 7.1 S45A of the Environmental Protection Act 1990 requires that from 31 December 2010 the Council has a duty to collect at least two types of recyclable waste i.e. household waste which is capable of being recycled or composted from premises where we already collect household waste.
- 7.2 There are two exceptions, namely where the cost of doing so would be unreasonably high (Guidance issued by DEFRA suggests that if general waste is collected from the premises it will have passed the cost test) or comparable alternative arrangements are available. This would apply for example where there is insufficient space to locate receptacles for recyclable wastes at the general waste collection point for a multi residence block but provision is made nearby for those residents. The Council would have to be able to justify an alternative site as the exception could be challenged in the courts.

8.0 Diversity Implications

- 8.1 Recommendations from task groups are incorporated within service department's delivery or development plans and as such will be subject to the equalities impact assessments carried out by services as part of their work programme.

9.0 Staffing/Accommodation Implications (if appropriate)

- 9.1 None

Background Papers

Increasing Participation in Recycling in Flats task group report

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Increasing Participation in Recycling in Flats

An Overview & Scrutiny Task Group

October 2009

**Councillor HB Patel (Chair)
Councillor Clues
Councillor Thomas**

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Chair's Foreword

This task group was set up to investigate ways of increasing participation in recycling in flats as a way on improving historically relatively low recycling rates in Brent. The council has set a target of 40% of domestic waste to be recycled in its Local Area Agreement 2008/11, which is supported by the introduction of compulsory recycling. However compulsion is unlikely to have the same impact on recycling rates in flats in comparison to houses.

Our work has led us to believe that the issue is not just about meeting a target. It is about service provision and equality. We believe that Brent Council must sell itself as a recycling borough where our most deprived communities can expect the same level of service provision as the most affluent.



In undertaking this review we received evidence from a wide range of witnesses, which included visiting other authorities and talking to a number of residents and landlords. The task group also undertook a tour of a range of estates in Brent. My colleagues Cllrs. Clues, Thomas and I would like to thank the following for contributing to our discussions and findings:

- Keith Balmer, Director of Streetcare, Brent Council
- Chris Whyte, Head of Environment Management, Brent Council
- David Pietropaoli, Waste Policy Manager, Brent Council
- Tanya O'Rouke, Waste Education and Environment Officer, Brent Council
- Edward Yendluri Westminster Council
- Matthew Homer Islington Council
- Tenants & Landlords from the following:
 - Brent Housing Partnership
 - Stadium Housing Association
 - ASRA Housing Association
 - Paddington Churches Housing Association
 - Fortungate Housing Association
 - Hillside Housing Association

I hope the findings and recommendations set out in this report can provide the building blocks on which sustained improvement in recycling can be made.

I would also like to take this opportunity to thank my fellow task group members Cllrs. Clues and Thomas for their support and efforts during the course of our review. Their dedication and proactive support ensured a lively and productive debate, which lead us in reaching our findings.

Finally I would like to thank Jacqueline Casson from Policy & Regeneration for her support during this review.

Executive Summary

This report sets out the key findings and recommendations of the Overview and Scrutiny task group investigation into increasing participation in recycling in flats.

The task group was set up to identify how participation rates could be increased on estates in Brent to help the council reach its Local Area Agreement target of 40% recycling by 2011. This target is unlikely to be reached without finding a solution for flats.

The task group has taken evidence from a number of sources including visits to other boroughs, a tour of sites in Brent and focussed discussions with a number of residents and registered social landlords.

Key findings are as follows:

Understanding our local population to raise the profile of recycling

The task group used mosaic information¹ to identify ways in which each population type can be persuaded to participate. The task group concluded that it would like to see Brent sell itself as a recycling borough and hold an annual waste reduction and recycling conference to inform and involve local people.

Resources available for recycling from flats

The task group found that only fifty percent of flats currently have recycling facilities and found that the resources currently targeted on increasing this number are unlikely to do so. We are concerned that this means that many of those who currently do not receive a service are in our most deprived communities. We would also like to ensure that the green agenda, particularly waste reduction, recycling and reuse should be a narrative that runs through every aspect of service provision, including housing and planning.

Making recycling easy

The task group believes that as well as making recycling facilities available to all, the key to increasing the tonnage of recycling collected is to make it as easy as possible to recycle. The review looked at different solutions, including near entry sites, door to door collection and co-mingled collection. Although more expensive than the current near entry source separated method currently used for those flats that have facilities the task group would like to see the council explore further the use of co-mingled collections for flats.

Communication, education and involving residents

Our discussions with local residents highlighted that besides the availability of facilities information and education was frequently cited as a barrier to participation. Our findings set out a number of ways to overcome this, including the development of a network of 'Recycling Champions' to encourage and support fellow residents, the involvement of residents from the start when rolling out facilities and a programme of engagement with children and young people.

The finding of the task group will feed into the wider review of waste.

¹ Mosaic Profile: Brent residents living in flats produced by Environment & Culture

Recommendations

- 1. That an annual waste reduction and recycling conference is held aimed at informing and involving local people. This should include a programme of annual recycling awards.**
- 2. That recycling facilities particularly the use of new technologies are a priority consideration in all planning applications for flats in the borough.**
- 3. That Environment and Culture review how resources are allocated within the department with a view to redirecting resources towards increasing the number of flats that receive a recycling service.**
- 4. That Environment and Culture explore further the use of co-mingled recycling collection for flats. This should include setting up a pilot scheme to ascertain the impact on recycling in Brent.**
- 5. That a reusable bag or sack for collecting recycling is provided for all flats in Brent that do not receive a green box service. The bag should have printed on it information on it about what to recycle.**
- 6. That a network of recycling champions is developed on estates in Brent to support and encourage fellow residents to recycle and to link into the recycling service. Recycling champions should also be invited on Neighbourhood Working ward walkabout and other consultation and engagement events.**
- 7. That a programme of engagement for children and young people is developed, particularly in areas where new recycling facilities are being rolled out.**
- 8. That the service ensures that residents are involved from the start in the roll out of facilities on estates, particularly when deciding where bins are sited and how best to provide information**
- 9. That the task group supports the implementation of the newly developed communications and involvement strategy for recycling in flats.**
- 10. That clear and consistent signage on how to recycle is used across the borough**
- 11. The leader of the council's annual council tax letter includes a message about the cost and importance of recycling and an information line number.**

1. Introduction & Scope of the Review

Improving recycling rates in Brent is one of the council's key priorities as outlined in the Corporate Strategy 2006-10. The Corporate Strategy sets a target of 30% of waste reused or recycled by 2010. The Government's Waste Strategy for England 2007 set new targets for recycling and composting of household waste. These are at least 40% by 2010, 45% by 2015, and 50% by 2020. The first of these targets, 40%, was built in to the council's Local Area Agreement 2008/11.

Recycling rates in Brent have historically been relatively low. For 2007/8 the council fell short of its target of 25% capturing only 22% of waste for recycling. When compared to other boroughs Brent consistently appeared near the bottom for dry recyclables and near the top for wet recyclables.

In its final report for 2007/8 the Budget Panel recommended that further provision of recycling facilities should be considered alongside the introduction of compulsory waste recycling. The Budget Panel was particularly concerned that the lack of recycling facilities in some properties in the borough, particularly flats, would hinder progress in increasing recycling rates in Brent. Records show that only around 50% of flats have recycling facilities.

There are no figures available for participation rates in Brent, though work carried out on behalf of Brent by WRAP² in 2007 suggests that there is scope for Brent to significantly increase the amount of recycling collected from flats³. Records of which flats have recycling facilities and what sort of facilities they have are incomplete, but work is currently being completed to create an up to date database.

The task group was set up to identify ways through which participation in recycling in flats could be increased. To do this the scope suggested members could:

- Visit sites in the borough to look at current practices
- Talk to tenants and residents group to identify issues and potential solutions.
- Talk to registered social landlords to identify their role in increasing participation in recycling.
- Visit other local authorities who have introduced pilot schemes aimed at improving collection rates.

2. Methodology

In order to complete the work identified in the scope and produce a set of recommendations that will deliver increased participation in recycling in flats the task group undertook the following research.

- Reviewed research on increasing participation in recycling, particularly research related to flats. This included Beacon Council information
- Talked to a number of witnesses. These included:

² WRAP is an organisation that helps individuals, businesses and local authorities to reduce waste and recycle more.

³ Technical Memo for Estates Recycling Services for London Borough of Brent

- Keith Balmer, Director of Streetcare, Brent Council
 - Chris Whyte, Head of Environment Management, Brent Council
 - David Pietropaoli, Waste Policy Manager, Brent Council
 - Tanya O'Rourke, Waste Education and Environment Officer, Brent Council
 - Edward Yendluri Westminster Council
 - Matthew Homer Islington Council
 - Tenants & Landlords from the following:
 - Brent Housing Partnership
 - Stadium Housing Association
 - ASRA Housing Association
 - Paddington Churches Housing Association
 - Fortungate Housing Association
 - Hillside Housing Association
- Reviewed the technical memo for *Estates Recycling Services in Brent* produced by London Remade for WRAP 2007
 - Reviewed *Recycling Collections for Flats* produced by WRAP in August 2009
 - Undertook a tour of sites in Brent
 - Visited the London Boroughs of Westminster and Islington to identify best practice
 - Held a meeting with local RSL's including BHP and with local residents to identify the barriers to recycling and what would need to happen to increase participation.
 - Used a Mosaic profiling report produced by the Street Care team to identify our local population types that live in flats and their key characteristics.

3. Membership

Councillor HB Patel (Chair)
Councillor Clues
Councillor Thomas

4. Context

Local

There are 99,991 households in Brent with almost 46.8% of properties being flats⁴. The 2001 census identified that 27% of dwellings in Brent were purpose built and 18% were part of a converted or shared house. Flats that are in converted houses will be serviced by a green box collection. It is therefore increasing the participation in recycling of residents in the 27% of flats in purpose built blocks that this review will focus on.

⁴ Figures taken from the 2001 census as reported in Mosaic Profile: Brent residents living in flats produced by Environment & Culture

Wrap Report

In 2007 the council received funding from WRAP to engage London Remade to undertake a survey of estates recycling in Brent. This included an inventory of local authority estate blocks without recycling facilities, an analysis on estates tonnage data and research into recycling options for estates. The resulting report, *Estates Recycling Services in Brent*, states that tonnage data provided by Brent Council shows that 18 kg per household per year recycling is collected from estates (flats) which is significantly lower than the average of 33 kg/hh/yr collected in four of the boroughs they surveyed that provide source separated estate collections and the 67 kg/hh/yr average collected by four other boroughs that provide Co-mingled collections.

The WRAP report sets out options for recycling schemes on estates. These are:

- Bring recycling systems
- Co-mingled Collections
- Door to Door Collections
- Collection points on each story
- Modified chute recycling systems
- Dedicated chute recycling systems
- Food waste collection for estates
- Food waste processing options

Door to Door collection trial

In late 2005 and early 2006 Brent Housing Partnership and Wettons (estates cleaning company) undertook a three month trial of door step recycling⁵. The blocks selected for the trial were:

- Alexander Court 1- 48 & 81-103
- Besant Way 17- 25
- Gauntlett Court 38- 43 & 75-7
- Hyde Court All 27 Flats
- Mead Court 1- 6 & 57- 68
- Rainborough Close 92 - 103 & 104-115

As part of the trial the following actions were taken:

- Wettons provided a leaflet informing residents of the Pilot scheme along with 5 clear plastic sacks to place co-mingled waste in.
- Glass was not collected due to health and safety issues with regard to collecting this waste in plastic bags.
- Wettons' staff were asked to complete a summary page in order to keep a record of the number of bags collected and the locations.
- Initially some residents were confused and left waste at the main entrance to the block, but this did not cause a problem because Wettons were there early to collect. As experience tells that after a few weeks the number of people contributing to a

⁵ This information was extracted from a report by Brent Housing Partnership Board produced following the completion of the pilot scheme.

recycling service tends to reduce, Wettons kept up the supply of leaflets to try and encourage the residents to use the service.

- Just before the Christmas period Wettons carried out a survey in the blocks to ascertain whether or not the residents had any issues with the service. Wettons also tried to encourage the use of the service especially over the Christmas period when waste would be higher than usual.
- During the pilot scheme residents in other areas had asked Wettons to collect recycled waste from their area. They did take this waste but did not record it so that are figures were comparable week on week.

The results of the trial were as follows. The number of tenants recycling averaged 13.50%. The initial period was promising with a 20% uptake. This is broken down into the following areas;

- Alexander Court	10.00 %
- Besant Way	27.78 %
- Hyde Court	20.37 %
- Rainborough Close	10.80 %

Wettons carried out a survey over a few days and a weekend to try and get as many people as possible. Due to language barriers and people refusing to talk to them, they only managed to speak to 30 % of the total dwellings in the pilot scheme area.

Total collection for the 10 week period on this small area amounted to 2.4 tonnes of bulky items. 94.5 % of items collected were recyclable with 5.5 % contamination.

Introduction of compulsory recycling

Compulsory recycling was introduced in the borough in August 2008 to help increase participation rates and reduce the amount and therefore the cost of waste going to landfill. The roll out of this initiative involved providing information, assistance and advice to residents so that they are able to access the kerbside collections service for dry recyclables.

The impact of this initiative has so far been significant. In the first eleven months of being in place the recycling rate has risen from 22% achieved in 2007/8 to 29%. This exceeds the target of 27% set for 2008/9.

Compulsion does not currently apply to flats but if it did it would be unlikely to have the same impact on those living in flats as those in houses. This is because flats in blocks frequently have communal recycling bins which means that it is difficult to know who is recycling and who is not. In addition the logistics of collecting recyclables and taking them down to communal bins means flat dwellers are likely find recycling more challenging.

National

The Government's Waste Strategy for England published in 2007⁶ aims to reduce the overall amount of waste produced. The government's key objectives are to:

⁶ A copy of the strategy can be found at www.defra.gov.uk

- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
- meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
- increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
- secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
- get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

The aim is to create incentives that will push producers, retailers, consumers and local authorities towards waste prevention, re use and recycling and away from disposal. One of the key drivers for local authorities is the increase in landfill tax escalator by £8 per tonne per year from 2008 to at least 2010/11. The strategy says that to compensate against the cost of this increase ' local authorities will have to commission or provide convenient recycling services for their residents and commercial customers and advice and information on how to reduce waste. They will also have to work with their communities to plan and invest in new collections and reprocessing facilities'

5. Key Findings

To help develop an understanding of current facilities, practices and problems members of the task group took part in a tour of estates in Brent. We visited a variety of sites across the borough and identified a number of issues that we believe need to be addressed if participation rates in Brent are to increase.

We also held small group discussions with a number of residents and RSL representatives. The task group chose this method of consulting to enable us to dig deeper into issues raised and help to have open discussions about some of the possible solutions.

A report produced by the Streetcare Unit using Mosaic data to profile residents that live in flats in Brent, provided us with a useful insight into some of the key characteristics of our local population. This data is particularly useful for identifying the preferences and views of different population groups in relation to, for instance, attitudes to the environment. This information can also be used to develop communication and engagement strategies that target different population types.

All of this has helped us build a picture of the main issues impacting on recycling from estates. These are:

- Understanding our local population to better target resources
- Making recycling easy for residents in flats
- Resources for recycling from flats
- Communications and Educations
- Signage

The remainder of this section will set out our key findings and recommendations in relation to each of these issues.

Understanding our local population to raise the profile of recycling

The importance of understanding resident 'types' was recognised by WRAP in its *Recycling Collections for Flats* report August 2009⁷. They said that 'flats might have clusters of certain types of residents meaning different approaches to recycling and communications are needed'. They also point out that this information is useful in designing communication and engagement strategies for different population types and blocks of flats.

A Mosaic report produced by Streetcare identified four main population types that make up the greatest proportion of Brent residents that live in flats. These are:

D27 – Multi-cultural inner city terraces attracting second generation settlers from diverse communities. This type accounts for 29.96% of Brent residents living in flats.

E28 – Neighbourhoods with transient singles living in multiple occupied old houses. This type accounts for 27.81% of Brent residents living in flats.

F36 – High density social housing, mostly inner London, with high levels of diversity. This type accounts for 16.55% of Brent residents living in flats

E29 – Economically successful singles, many living in privately rented inner city flats. This type accounts for 7.05% of Brent residents living in flats.

The map attached at appendix (A) shows the spread of flats in Brent. There are significantly more in the south than the north of the borough. The map attached at appendix (B) shows flats by Mosaic type in Brent.

The data shows that types E28 (green on the map) and E29 (pink on the map) are more likely to believe that people should recycle more than the national average. They are also significantly more likely than the national average to be concerned about the environment. The biggest difficulty in increasing participation in this group is likely to be the transient nature of their lifestyles. Their concern about the environment and their belief that people should recycle suggests that they can be easily persuaded to participate in recycling particularly if recycling was made easy and they get targeted clear messages about how to do it.

D27 (red on the map) is no more concerned than the national average about the environment and is slightly less than the national average to believe that people should recycle. This population type is more likely to live in converted Victorian flats and therefore served by the green box scheme. It is clear that more could be done to convince them of the need and benefits of recycling.

F36 (yellow on the map) is identified as significantly less likely to believe that people should recycle than the national average and is significantly less likely to be concerned about the

⁷ Can be found at

http://www.wrap.org.uk/local_authorities/research_guidance/collections_recycling/recycling_collections_for_flats/

environment. This population group is the most likely of all of the types that live in blocks of flats and to be unemployed, therefore economically disadvantaged. Type F36 is also three times more likely than the national average to be council or housing association tenants. Increasing recycling rates in this group could prove to be challenging and more resources will need to be targeted in developing strategies for working with this group to increase participation in recycling.

Our consultation with residents and RSL's identified the main barrier to recycling for people living in blocks of flats were:

- No recycling facilities in their area
- Lack of knowledge and understanding about how to recycle, what to recycle and the cost of not recycling
- Bringing recycling down stairs then sorting – why can't it all go in one bin
- The council should provide something to keep recycling in and take it down stairs
- Mess around the bins and contamination of the different collection bins deters recycling.

We believe that Brent must sell itself as a recycling borough, where reducing waste and recycling is accepted by all of our residents as their individual and collective responsibility. We also believe that to do this the council needs to actively engage residents. We would therefore recommend that an annual waste reduction and recycling conference is held to inform, and involve individuals, groups and schools. A programme of annual recycling awards should be set up as part of conference activities.

Recommendation

That an annual waste reduction and recycling conference is held aimed at informing and involving local people. This should include a programme of annual recycling awards.

Resources for recycling from flats

The task group is concerned about the level of resources currently available to increase participation in recycling in flats. Members of the task group are in no doubt that one of the key ways of increasing participation in recycling in flats is to increase the percentage of flats that have recycling facilities. At present around fifty per cent of flats in Brent have recycling facilities. We were informed that currently there is only one member of staff who works on service development and engagement in relation to estates. This means that there is a limit to the number of flats that receive new facilities which impacts on the team's ability to increase the percentage of flats served. In addition we found that the records of which flats have what facilities are patchy. Over the last few months a great deal of this officers time has been taken up by developing a new database so complete and accurate information is gathered.

There are currently three vehicles (top loaders) collecting recycling from estates. The collection crew for each vehicle is made of one driver and one loader. Two of the vehicles are running at full capacity and the third has some spare capacity.

This level of resource means that the service is not able to be proactive and the team only provides facilities to flats when a request is made. To be able to increase participation and therefore recycling rates the council needs to push up the percentage of flats that are able to recycle not just to reach the LAA target but to ensure that it is being equitable in the provision of services to a large proportion of our population who are not able to participate. The task group is concerned that too many of those who currently do not receive this service are from our most deprived communities because services are currently configured with suburban households in mind.

The task group believes that the green agenda, particularly waste reduction and recycling should be a narrative that runs through every aspect of relevant service delivery including housing and planning and that the planning service needs to ensure that high quality recycling facilities are available in all new build flats. The task group was particularly impressed by the Envac system installed at the Wembley site and believes that all large scale developments should be encouraged to consider new technology as part of their scheme.

Ideally we would like to recommend that recycling and reuse becomes the direct responsibility and focus of an assistant director level post. However, given the work being carried out as part of service reviews for the council's Improvement and Efficiency strategy we will recommend that Environment and Culture look at how resources are allocated within the department with a view to redirecting resources towards increasing the number of flats that receive a service.

Recommendations

That recycling facilities particularly the use of and new technologies are a priority consideration in all planning applications for flats in the borough.

That Environment and Culture review how resources are allocated within the department with a view to redirecting resources towards increasing the number of flats that receive a recycling service.

Making recycling easy

Members of the task group are in no doubt that the key to increasing the tonnage of recycling collected from flats is to make sure all flats have access to recycling facilities and make it as easy as possible for residents to participate. One of the key focuses of our investigation has been the systems used for recycling from flats both in Brent and piloted in other boroughs.

We heard from a number of sources as well as the WRAP report that different solutions needed to be found for different estates. In Brent estates are mainly served by near entry source separated bring sites using 240 litre or 1100 litre bins depending on the size of the site. For smaller blocks of up to 8 flats green boxes could be provided. The recycling officer informed us that systems worked best when residents took the lead and were committed. However, as we saw during our tour of sites in Brent, contamination is a major issue.



The Waste Policy Officer outlined a number of the different systems used across London.

Kerbside collection – Each local authority sets its own criteria for kerbside collections from flats. In Brent green boxes can be provided for blocks where there are 8 or fewer flats in a block. This is the most cost effective way of extending existing provision for this type of residence.

Door to Door collection – Boxes or reusable bags are used by residents to store recycling in their flat then the box/bag is placed outside their door on a pre arranged day for collection. This system can perform well but can also have health and safety implications. For instance there can be a fire risk or injury risks to collection crews. Each individual block needs to be assessed. Southwark Council currently provide 40,000 households on estates with door to door collection. This is co-mingled and is collected weekly. They are currently collecting 68kk/hh/yr. Other local authorities that do door to door collections include: City of London, Islington, Haringey and Westminster.

Collection point on each floor – Bags of recycling are then taken from the collection point to a bring site usually by the caretaker. One of the main advantages of this system is that residents can get rid of their recycling whenever they want to. This is particularly effective if recycling points are situated next to residual waste chutes. There is limited data on the cost and effectiveness of this type of scheme. However, costs prepared by one authority estimated that the cost of paying a caretaker to take the recycling to a bring site may be around £26 per household per year. Islington have undertaken a small pilot of this system.

Chutes - Chute systems can obtain the highest recycling rate (See WRAP report 2009) . They can be introduced by installing new chutes (this can cost approximately £2000 per floor), making changes to the way residents use existing chutes (alternate collections for instance), and modifying existing chutes. We heard that Westminster have a dedicated chute system, with two chutes running in parallel – one of the chutes has been converted to take co-mingled recycling. They provided residents with co-mingled recycling bags and sound proofed bins were installed at the bottom of the chutes. The scheme has seen a large increase in the amount collected from 0.68 kg to 5.7kg per household per week.

The recent WRAP report *Recycling Collections for Flats* sets out the average kilogram per household per week collected for many of the collection schemes outlined above, appendix (C). This shows that besides chutes (for which only a small amount of data is available and they would be impractical to build retrospectively), co-mingling offers the best average

collection rate. During our tour of sites in Brent and our visits to other local authorities we saw examples of each of these systems in use. The task group heard over and over again that solutions for recycling from estates need to be tailored to the site.

When we looked at the pilot schemes in other authorities whatever system was in use including, door to door collection and bring sites, the biggest single factor in increasing participation rates was the introduction of co-mingled collections. We heard from Islington that the change from source separated to commingled collections had seen their participation rates rise from 12% to 27% in 8 months. When we toured sites in Brent we saw many examples of bring sites where the separated collection bins had been cross contaminated and where recycling had been left on the ground around the bins. We believe that the sight of already contaminated bins will have a negative impact on those trying to recycle properly. Residents who have a low or moderate commitment to recycling are likely to find collecting recycling in one bag or box to take to the bring site and then having to sort into different bins adds to the process of recycling. For residents that are not strongly committed to recycling this is a barrier that ideally should be removed.

The WRAP report highlighted this as a particular problem in high rise flats where they said that the additional distance to bring sites and effort or perception of difficulty was a barrier.



We have obtained some figures from Street Care setting out the estimated cost of expanding the current scheme of sources separated bring sites and of introducing co-mingled collections for flats. These figures were produced in late 2008 but are based on 2009/10 prices.

Expansion of existing source-separated scheme	
Collection costs	429,000
Gate fee/revenue	0
Campaign costs (based on £1.50/hhld)	37,500
Sub-total	466,500

Expansion of scheme to all estates (co-mingled collection)	
Collection costs	420,000
Gate fee/revenue	153,020
Campaign costs (based on £1.50/hhld)	50,000
Sub-total	623,020
Container costs capital (940 1,100 Litre bins @ £235pu plus lid replacement costs)	230,900
Prudential charges for capital	54,815
Sub-total revenue costs	677,835

Disposal and collection cost savings

Option	Savings in residual disposal costs		
	09/10	10/11	11/12
Maintain existing scheme (no expansion)	-169,696	-207,383	-239,465
Expanding existing scheme (source separated)	-289,651	-353,978	-408,739
Expanding scheme (co-mingled)	-349,629	-427,276	-493,375

The cheapest way to collect recycling is the current source separated method, though saving in residual disposal costs are greater for co-mingled collection over the timescales outline above. The task group is attracted to the simplicity, from the point of view of people who live in flats, of co mingled collections and the potential of this method to increase the amount of recycling collected and increase participation rates. We would therefore recommend that the use of co-mingled collections for residents living in flats is explored further.

In our discussions with local residents they frequently cited the lack of something to carry their recycling to the bins in as a barrier to recycling. During our visits to other local authorities we heard that although boxes, like those given to houses are frequently impractical for flats, a bag to collect recycling was provided. WRAP research shows that residents provided with a reusable sack or box to collect and store recyclables collected an average of 2.26 kg/hh/wk as compared with an average of 1.18kg/hh/wk for those without. We believe that by providing a reusable sack with information printed on it about what to recycle sends a clear message that recycling is important and the council wants to help you participate.

Recommendations

That Environment and Culture explore further the use of co-mingled recycling collection for flats. This should include setting up a pilot scheme to ascertain the impact on recycling in Brent.

That a reusable bag or sack for collecting recycling is provided for all flats in Brent that do not receive a green box service. The bag should have information printed on it about what to recycle.

Communication, Education and Involving Residents

Our discussions with local residents and RSL's and the Mosaic data highlighted earlier in this report provided us with invaluable information that should be used when designing ways of communicating with residents and influencing their behaviour. It is important to use this information to develop communication and education strategies that take the preferences of our main population types that live in flats into account.

Our discussions with local residents highlighted information and education as a barrier to recycling and information and education strategies as a way to increase participation. Time and again we heard comments like:

- 'Lack of knowledge about how to recycle'
- 'No clear message about what to recycle'
- 'People who have never recycled need support to start'
- 'People need to be educated about the benefits of recycling and the cost of not recycling'
- 'Include children they will persuade their parents to recycle'
- 'Develop recycling champions on each estate'

When asked how they would launch recycling on their estate one group of BHP tenants suggested the following:

- Provide a constant flow of information and encouragement from the start
- Prior to launching scheme put signs, developed by the tenants group all over the estate saying 'We are going to recycle / become recyclers'
- Tenant's group should take the lead and a call meeting. Consult with residents on where bins should be sited, explain what, how and to provide a countdown to launch – with council support
- Make it easy – provide a bag for recycling (the bag should have information about what can be recycling on it) and provide facilities for co-mingling
- At the same time go through local schools to get kids involved
- Tie in launch with existing tenants event

Mosaic data can help identify the best way to target our different population groups. For instance type E28 and F36 are generally responsive to all forms of media particularly poster and telemarketing calls. However, as discussed earlier, these groups have very different views in relation to the environment and recycling. This means that the same form of

communication could be used but with different messages – E28's need to know how to recycle where they live, F36's might need to be persuaded about the importance of recycling as well as how to do it. For F36is, who are more likely to be BHP residents and live in areas with a high school age population, recycling education through schools would be a useful way of targeting adults with key environmental messages. During the course of our investigation the service has developed a communications and involvement strategy based on Mosaic and we would like to support the implementation of this.

We heard from the recycling officer and during our visits to other authorities that recycling schemes worked best when they had been requested by residents themselves or when residents were involved in the design of the scheme. During our visit to Islington they told us that in developing pilot schemes they were 'cherry picking' estates where residents were likely to be keen recyclers as their buy-in would ensure the best chance of success. In Westminster a pilot scheme on one of their estates had become 'self enforcing' with residents encouraging and supporting others to recycle. The Brent residents we talked to thought that it was a good idea to involve people when deciding where to site recycling bins. They also believed that a network of 'recycling champions' should be developed to provide support through education information and encouragement to their fellow residents on estates and a link into the council. Indeed a number of the people we met were keen to get involved particularly in areas where no recycling facilities were available yet. This type of involvement will prove invaluable in changing the habits of residents and helping the council to spread the message about the importance of recycling and how to recycle. As Neighbourhood Working is one of the council's main mechanisms for engagement and involvement recycling champions should be invited to take part in all ward walkabouts and consultation events.

Recommendations

That a network of recycling champions is developed on estates in Brent to support and encourage fellow residents to recycle and provide a link into the recycling service. Recycling champions should also be invited on Neighbourhood Working ward walkabouts and other consultation and engagement events.

That a programme of engagement for children and young people is developed, particularly in areas where new recycling facilities are being rolled out.

That the service ensures that residents are involved from the start in the roll out of facilities on estates, particularly when deciding where bins are sited and how best to provide information.

That the task group supports the implementation of the newly developed communications and involvement strategy for recycling in flats.

The leader of the council's annual council tax letter includes a message about the cost and importance of recycling and an information line number.

Signage

Time and again during our tour of Brent and visits to other local authorities we saw examples of how signs could either help or hinder recycling. Signage is particularly difficult to get right when residents are being asked to sort their recycling into the correct bins. We would therefore recommend that clear and consistent signage is used across the borough.


Recommendation

That clear and consistent signage on how to recycle is used across the borough



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	<p>Executive 14 December 2009</p> <p>Report from the Director of Finance and Corporate Resources</p>
Wards Affected: ALL	
<p>National Non-Domestic Rate Relief and Hardship Relief</p>	

Forward Plan Ref: F&CR -09/10-7

Not for publication

Appendix 3 of this report is not for publication as it contains the following category of exempt information as specified in paragraph 3 of schedule 12A of the Local Government Act 1972: “information relating to the finances or business affairs of any particular person (including the authority holding that information”).

1.0 Summary

- 1.1 The Council has the discretion to award rate relief to charities or non-profit making bodies. It also has the discretion to remit an individual National Non-Domestic Rate (NNDR) liability in whole or in part on the grounds of hardship.
- 1.2 This report includes applications received since the Executive Committee in July 2009.

2.0 Recommendations

- 2.1 Members are requested to agree the discretionary rate relief applications in appendices 2 and to reject the hardship applications in appendix 3.

3.0 Details

- 3.1 Details of the Council’s discretion to grant rate relief to charities, registered community amateur sports clubs and non-profit making organisations are contained in the financial and legal implications sections (4 and 6).
- 3.2 Appendix 1 sets out the criteria and issues to consider for applications for NNDR relief from Charities and non-profit making organisations. This was agreed by the Executive in February 2008.
- 3.3 Appendix 2 lists new applications from local charities that meet the criteria. It also shows the cost to the Council if 100% discretionary relief is awarded, which is the Council’s normal policy.

- 3.4 Appendix 3 lists applications for hardship relief
- 3.5 The criteria for awarding discretionary rate relief focuses on ensuring that the arrangements are consistent with corporate policies and relief is directed to those organisations providing a recognised valued service to the residents of Brent. Further detail is set out in Appendix 1. Any relief granted in 2009/10 will be for a three-year period.
- 3.6 Charities and registered community amateur sports clubs are entitled to 80% mandatory rate relief and the council has discretion to grant additional relief up to the 100% maximum.
- 3.7 Non-profit making organisations do not receive any mandatory relief, but the Council has the discretion to grant rate relief up to the 100% maximum.

Hardship Relief

- 3.8 When considering applications under section 49 of the Local Government Finance Act 1988 for relief on the grounds of hardship, members need to consider whether hardship will be caused if the payments due are not reduced or remitted and, if so, whether it would be reasonable to reduce or remit liability having regard to the interests of its Council Tax payers, as they will be funding 25% of any relief granted.
- 3.9 Local authorities tend to use this power very sparingly. If relief under this section was readily granted this could place an unreasonable burden on council tax payers.
- 3.10 There is no definition of the meaning of hardship in this context. Guidance indicates that all circumstances, not just financial circumstances, should be taken into account in considering whether payment would cause hardship. So, for example, illness, injury or old age may be relevant in determining whether hardship will be suffered by a taxpayer who is a private individual.
- 3.11 Members may wish to consider a policy of only granting hardship relief in exceptional circumstances, for example severe illness, injury, old age, or other personal circumstances, rather than on financial circumstances only

4.0 Financial Implications

4.1 Discretionary Rate Relief

- 4.1.1 Charities and registered community amateur sports clubs receive 80% mandatory relief, for which there is no cost to the Council. The Council has the discretion to grant additional relief up to the 100% maximum, but has to bear 75% of the cost of this from the Discretionary Relief Budget.
- 4.1.2 Non-profit making organisations do not receive any mandatory relief, but the Council has the discretion to grant rate relief up to the 100% maximum. The Council has to bear 25% of the cost of any relief granted.
- 4.1.3 The Council, where it has decided to grant relief, has followed a general guideline of granting 100% of the discretionary element to local charities and 25% of the discretionary element to local charities.

4.1.4 It has also granted 25% of the whole amount requested (which is entirely discretionary) to non-profit making organisations. This general policy was endorsed for continuation by the Executive in February 2008.

4.1.4 The total 2009/10 budget available for discretionary spending is £91k. £82.7k of the budget has already been spent in respect of applications approved for 2009-10. If Members agree relief as set out in Appendices 2, it would result in a further spend of £7.1k for 2009/10 and the total amount of relief awarded from the 2009/10 discretionary budget would be £87.2k. In addition, there would be a further 2008-09 of £2.2k if the retrospective applications are supported.

4.2 Financial Implications – Hardship Rate Relief

4.2.1 The Council bears 25% of the cost of any hardship relief granted. The remaining 75% is offset against the National Pool.

4.2.2 There is no specific budget for hardship relief. The cost of any relief granted would have to be met by local Council Tax payers and from the budget for discretionary charity relief. In the past, hardship applications have generally been rejected.

5.0 Staffing Implications

5.1 None

6.0 Legal Implications - Discretionary Rate Relief

6.1.1 Under the Local Government Finance Act 1988, charities are only liable to pay 20% of the NNDR that would otherwise be payable where a property is used wholly or mainly for charitable purposes. This award amounts to 80% mandatory relief of the full amount due. For the purposes of the Act, a charity is an organisation or trust established for charitable purposes, whether or not it is registered with the Charity Commission. Under the Local Government Act 2003, registered Community Amateur Sports Clubs also now qualify for 80% mandatory relief.

6.1.2 The Council has discretion to grant relief of up to 100% of the amount otherwise due to charities, Community Amateur Sports Clubs, and non-profit making organisations meeting criteria set out in the legislation. These criteria cover those whose objects are concerned with philanthropy, religion, education, social welfare, science, literature, the fine arts, or recreation.

Guidance has been issued in respect of the exercise of this discretion and authorities are advised to have readily understood policies for deciding whether or not to grant relief and for determining the amount of relief. Further details of the Brent policy are shown in Appendix 1.

6.1.3 The Non-Domestic Rating (Discretionary Relief) Regulations 1989 allow Brent to grant the relief for a fixed period. One year's notice is required of any decision to revoke or vary the amount of relief granted, if in the case of a variation, it would result in the amount of rates increasing. The notice must take effect at the end of the financial year.

6.1.4 The legal advice is that the operation of blanket decisions to refuse relief across the board might be ultra vires and that each case should be considered on its merits.

6.2 Legal Implications - Hardship Rate Relief

6.2.1 Under Section 49 of the Local Government Finance Act 1988, the Council can reduce or remit any amount a person is liable to pay by way of NNDR, if it is satisfied that the ratepayer would otherwise sustain hardship and if it is reasonable to do so having regard to the interests of Council Tax payers. Council Tax payers are affected by decisions under this section because 25% of the cost of exercising this power has to be funded by the Council.

6.2.2 Case law relating to similar provision in earlier legislation indicates that this discretion should be exercised on the basis of adequate financial information from applicants for relief to enable the Council to assess the capacity of the ratepayer to pay the amounts due.

6.2.3 Government guidance indicates that exercise of discretion in favour of a ratepayer should be exceptional and identifies a number of factors to be taken into consideration in exercising this discretion. The guidance also states that while it would not be proper for the authority to have a blanket policy, as all applicants should be considered on their merits, however, rules may be adopted for the consideration of hardship issues.

7.0 Diversity Implications

7.1 Applications have been received from a wide variety of diverse charities and organisations, and an Impact Needs Analysis Requirement Assessment (INRA) has been carried out on the eligibility criteria. All ratepayers receive information with the annual rate bill informing them of the availability of discretionary and hardship rate relief. Ratepayers who have previously applied for relief are sent annual discretionary application forms. Details of all the applicants are shown in the Appendices.

8.0 Background Information

8.1 Report to Executive 11th February 2008 – National Non-Domestic Relief and Hardship Relief

9.0 Contact Officers

9.1 Paula Buckley, Head of Client Team - Brent House, Tel. 020 8937 1532

9.2 Richard Vallis, Revenues Client Manager – Brent House, Tel 020 8937 1503

DUNCAN McLEOD
Director of Finance and Corporate Resources

APPENDIX 1

ELIGIBILITY CRITERIA FOR APPLICATIONS FOR NNDR DISCRETIONARY RELIEF FOR CHARITIES & FROM NON PROFIT MAKING ORGANISATIONS

Introduction

The following details the criteria against which the Local Authority will consider applications from non profit making organisations. In each case the individual merits of the case will be considered.

- (a) Eligibility criteria**
- (b) Factors to be taken into account**
- (c) Parts of the process.**

(a) Eligibility Criteria

- The applicant must be a charity or exempt from registration as a charity, a non-profit making organisation or registered community amateur sports club (CASC).
- All or part of the property must be occupied for the purpose of one or more institutions or other organisations which are not established or conducted for profit and whose main objects are charitable or otherwise philanthropic or religious or concerned with education, social welfare, science, literature or the fine arts; or
- The property must be wholly or mainly used for the purposes of recreation, and all or part of it is occupied for the purposes of a club, society or other organisation not established or conducted for profit.

(b) Factors to be taken into account

The London Borough of Brent is keen to ensure that any relief awarded is justified and directed to those organisations making a valuable contribution to the well-being of local residents. The following factors will therefore be considered;

- a. The organisation should provide facilities that indirectly relieve the authority of the need to do so, or enhance or supplement those that it does provide
- b. The organisation should provide training or education for its members, with schemes for particular groups to develop skills
- c. It should have facilities provided by self-help or grant aid. Use of self-help and / or grant aid is an indicator that the club is more deserving of relief
- d. The organisation should be able to demonstrate a major local contribution.
- e. The organisation should have a clear policy on equal opportunity.
- f. There should be policies on freedom of access and membership.

g. It should be clear as to which members of the community benefit from the work of the organisation.

h. Membership should be open to all sections of the community and the majority of members should be Brent residents

i. If there is a licensed bar as part of the premises, this must not be the principle activity undertaken and should be a minor function in relation to the services provided by the organisation.

j. The organisation must be properly run and be able to produce a copy of their constitution and fully audited accounts.

k. The organisation must not have any unauthorised indebtedness to the London Borough of Brent, including rate arrears. Rates are due and payable until a claim for discretionary rate relief is heard

C Parts of the process

No Right of Appeal

Once the application has been processed, the ratepayer will be notified in writing of the decision. As this is a discretionary power there is no formal appeal process against the Council's decision. However, we will re-consider our decision in the light of any additional points made. If the application is successful and the organisation is awarded discretionary rate relief, it will be applied to the account and an amended bill will be issued.

Notification of Change of Circumstances

Rate payers are required to notify any change of circumstances which may have an impact on the award of discretionary rate relief.

Duration of award

The current policy awards relief for one year only and the applicant has to reapply on an annual basis.

The new policy will award relief for a period of two years if the application is made in 2008/09 and for three years if made in 2009/10. However, a confirmation will be required from the successful applicants that the conditions on which relief was previously awarded still apply to their organisation. This will help ensure that the Council's rate records remain accurate.

Withdrawal of relief

One years notice has to be given by the Council for the withdrawal of relief

Unlawful activities

Should an applicant in receipt of discretionary rate relief be found guilty of unlawful activities for whatever reason, entitlement will be forfeited from the date of conviction.

	Type of Charitable/Non-Profit Making Organisation	Current Policy
		Discretionary Relief Limited to
1	Local charities meeting required conditions (80% mandatory relief will apply)	20% (100% of remaining liability)
2	Local Non-profit-making organisations (not entitled to mandatory relief)	25%
3	Premises occupied by a Community Amateur Sports Club registered with HM Revenue & Customs. (80% mandatory relief will apply)	20% (100% of remaining liability)
4	Non-Local charities (80% mandatory relief will apply)	25% (of remaining liability)
5	Voluntary Aided Schools (80% mandatory relief will apply)	20% (100% of remaining liability)
6	Foundation Schools (80% mandatory relief will apply)	20% (100% of remaining liability)
7	All empty properties	NIL
8	Offices and Shops	NIL
9	An organisation which is considered by officers to be improperly run, for what ever reason, including unauthorised indebtedness.	NIL
10	The organisation or facility does not primarily benefit residents of Brent.	NIL
11	Registered Social Landlords (as defined and registered by the Housing Corporation). This includes Abbeyfield, Almshouse, Co-operative, Co-ownership, Hostel, Letting / Hostel, or YMCA.	Nil
12	Organisations in receipt of 80% mandatory relief where local exceptional circumstances are deemed to apply.	Up to 20% (100% of remaining liability)


APPENDIX 2 Local Charities

Financial year: 2009-10

	100% Relief to be awarded	2009-10	Bill net of statutory relief	Cost to Brent at 75%
	<u>New Applications</u>			
32855594	Uganda Community Relief Association	2061.25	412.25	309.19
32864095	Brent Samaritans	5570.86	1114.17	835.62
3057239X	Brent Centre for Young People	11276.25	2255.25	1691.44
32862764	Middlesex Itec	2912.39	582.48	436.86
32868589	The Minster Centre	23426.16	4685.23	3513.92
32866238	Safe Start Foundation	2352.25	470.45	352.84
Total			9519.83	7139.87

Financial year: 2008-09

	100% Relief to be awarded	2008-09	Bill net of statutory relief	Cost to Brent at 75%
	<u>New Applications</u>			
32855594	Uganda Community Relief Association	1963.5	392.70	294.53
3057239X	Brent Centre for Young People	10741.5	2148.3	1611.22
32866238	Safe Start Foundation	2240.7	448.14	336.10
Total			2989.14	2241.85

 <p>The logo of Brent Council, featuring a central coat of arms with a shield, a crown, and two lions, surrounded by the words 'BRENT COUNCIL' in a circular arrangement.</p>	<p>Executive 14th December 2009</p> <p>Report from the Director of Finance and Corporate Resources</p>
<p>Wards Affected: ALL</p>	
<p>Collection Fund Surplus/Deficit at 31st March 2010</p>	

Forward Plan Ref:

1.0 SUMMARY

- 1.1 As part of the Council Tax setting process for 2010/2011 the council is required to estimate the amount of any surplus or deficit on the Collection Fund as at 31st March 2010. This must be done by the 15th January 2010 and this report asks Members to approve the balance projected.

2. RECOMMENDATIONS

- 2.1 To agree the calculation of the estimated Collection Fund balance as at the 31st March 2010 as a deficit of £1,500,000.

3. DETAIL

- 3.1 Income from Council Tax is used to fund budget precepts on the Fund from Brent and the Greater London Authority (GLA), which levies a precept on London's local authorities. If the eventual collection of Council Tax is estimated to be greater than precepts on the Fund (taking the cumulative position since the introduction of Council Tax in 1993), a surplus occurs. If the reverse happens, as is the case in Brent, there is a deficit. Any surplus or deficit is shared between Brent and the GLA in its role as a preceptor.
- 3.2 Total arrears as at 31/3/09 were £41.091m. The total bad debt provision (including the £1.5m deficit declared at 31/3/09) was £31.328m. Therefore £9.763m of debts to this date need to be collected to avoid the necessity for further provisions.

- 3.3 In considering the Collection Fund position at 31st March 2010, there are a number of factors Members need to bear in mind, as follows:
- In-year collection of council tax has improved in recent years. It increased from 92.7% in 2005/06, to 93.2% in 2006/07, 94.6% in 2007/08, and 94.7% in 2008/09. It is anticipated that collection will be similar in 2009/10, despite the worsening economic climate. One of the main reasons for the improvement has been a very significant increase in payments by direct debit, from £43.6m in 2006/07 to an estimated £59m in 2009/10.
 - Collection of council tax arrears amounted to £1.4m in 2008/09. In the current year figure is higher than at the same stage in 2008/09, and it is expected that the final 2009/10 total will be higher.
 - Collection carries on for some years after the original debt arose. As an example, since April 2005, £1.8m has been collected for arrears relating to 2002/03 or earlier. Over the last year the Council has increased the number of debts to be recovered through attachment of earnings (up by 72), deduction from benefit (up by 317) and charging orders on properties (a further £143k secured from 27 properties). This means that these debts will be recovered over a longer period, but that the likelihood of eventually recovering the full debt is substantially increased. A programme of other recovery initiatives has also been implemented, including the early identification of, and support for, those experiencing financial difficulties. The council is also taking action against those wrongly claiming the single person's discount and this has recovered more than £250,000 so far this year.
 - As a result of improvements in collection, there has been a reduction in the overall level of un-provided arrears from £12.5m at 31st March 2007 to £9.8m at 31st March 2009.
- 3.4 The shortfall as at 31st March 2009, as outlined in paragraph 3.2, was £9.8m. It is estimated that in the full 2009/10 financial year, £1.7m of Council Tax arrears will have been collected in relation to earlier years, leaving a further £8.1m to collect. Based on projections of future years' collection of arrears, it is estimated that around a further £5.6m will eventually be collectable for years up to 2008/09, leaving a shortfall of approximately £2.5m. This figure is dependent on the required collection level of 97.5% for 2009/2010 debits eventually being achieved. In addition, over the last year, there has been a large increase in properties on the Council Tax valuation list – this means that the total take from Council Tax is greater than assumed when the 2009/10 budget was set. This will provide approximately another £1m which reduces the shortfall to £1.5m.
- 3.5 The deficit on the Collection Fund as at 31st March 2010 will be split with the Greater London Authority. The GLA share (based on their share of the total precept in 2009/2010) would be 22.51% of any deficit. If a deficit of £1.5m is declared, the GLA share would be £338,000, leaving Brent's share as £1,162,000.

4. FINANCIAL IMPLICATIONS

- 4.1 The proposals in this report have a direct impact on the level of Council Tax in 2010/2011. Any deficit or surplus has to be taken into account in the calculation of next year's Council Tax.

5. LEGAL IMPLICATIONS

- 5.1 Regulation 10 of the Local Authority (Funds) Regulation 1992, made under Section 99 of the Local Government Finance Act 1988, requires an estimate of the surplus or deficit on the Council's collection fund to be made by 15 January each year (or the next working day). This estimate is one of the figures to be used in the budget and council tax setting process for 2010/11.

6. DIVERSITY IMPLICATIONS

- 6.1 The proposals in this report have been subject to screening and officers believe that there are no diversity implications arising from it.

7. STAFFING IMPLICATIONS

- 7.1 None directly.

8. SUMMARY

- 8.1 In view of the factors outlined above, we recommend that the projected balance on the Collection Fund as at 31st March 2010 be declared as a deficit of £1,500,000. This would mean Council Tax bills for 2010/2011 include an element of approximately £12.05 at Band D to meet Brent's share of this deficit (compared to £12.11 in 2009/10).

9. BACKGROUND INFORMATION


Revenue and Benefits Monthly Progress Reports - Council Tax Collection Statement.

Council Tax Accounts 1993/94 onwards.

Any person wishing to inspect the above should contact David Huberman, Finance Manager, Town Hall, Forty Lane, Wembley HA9 9ED. Telephone 020-8937-1478.

DUNCAN McLEOD
Director of Finance and Corporate Resources

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 <p>The logo of Brent Council, featuring a central coat of arms with a shield, a crown, and two lions, surrounded by the words 'BRENT COUNCIL' in a circular arrangement.</p>	<p>Executive 14 December 2009</p> <p>Report from the Directors of Finance and Corporate Resources and Policy and Regeneration</p>
<p>Wards Affected: ALL</p>	
<p>Performance and Finance Review Quarter 2, 2009/10</p>	

Forward Plan Ref: PRU-09/10-13

1. Summary

- 1.1 This report summarises Brent Council's spending, activity and performance in Quarter 2, 2009/10 and highlights key issues and solutions to them. It takes a corporate overview of financial and service performance and provides an analysis of high risk areas. The report is accompanied by appendices providing budget, activity and performance data for each service area, the Local Area Agreement, ring fenced budgets and the capital programme. Vital Signs trend data and graphs are also provided along with the council's overall budget summary.

2.0 Recommendations

The Executive is asked to:

- 2.1 Note the council's spending, activity and performance in the second quarter of 2009/10.
- 2.2 Require that all directors ensure that spending is kept within budget and underperformance tackled, and that measures are taken, in consultation with relevant portfolio holders, to achieve this.
- 2.3 Agree the virements detailed in appendix F.

3.0 Background

- 3.1 The success of the council is ultimately measured by the delivery of the priorities within the Corporate Strategy and its jointly agreed outcomes in the Local Area Agreement. That is principally determined by the council's overall strategic planning framework and reviewed through the annual report to Council in November on progress against the Corporate Strategy and the

Annual Review published in late summer. Regular Performance and Finance Review reports allow members to ensure that council finances and performance remain on track to help achieve these priorities.

3.2 This approach to monitoring and reporting reflects other changes in the council's approach in recent years, including strengthening the link between the Corporate Strategy and the Medium Term Financial Strategy, active performance monitoring and management, a greater focus on outcomes as part of capital programme monitoring, and bringing together financial and performance monitoring of partnership activity through the Local Area Agreement. It provides more clarity about the relationship between spending, performance and activity – and provides a basis for assessing the potential impact of future decisions.

3.3 Appendices included in this report are as follows:

Appendix A	General Fund services – Financial, activity and performance monitoring information for each of the council's main service areas:
- A1	- A Great Place
- A2	- A Borough of Opportunity
- A3	- One Community
Appendix B	Capital programme
- B1	- Children and Families
- B2	- Environment and Culture
- B3	- Housing and Community Care
- B4	- Corporate Centre
Appendix C	Housing Revenue Account
Appendix D	Local Area Agreement
- D1	Local Area Agreement
- D2	Local Area Agreement (continued)
Appendix E	Budget Summary
Appendix F	Budget Virements
Appendix G	Vital Signs – high and medium risk performance

3.4 Supplementary documentation circulated to members includes a Vital Signs report providing detailed explanation of high and medium risk performance and an activity monitoring report.

4.0 Corporate context

4.1 The long term objectives for Brent were agreed by the council in the Corporate Strategy which sets out the main aims of making Brent a great place, a borough of opportunity and one community. The themes reflect the broad approach in our inter-agency Community Strategy for 2006-10 and also the results of local polling about residents' concerns. These aims need to be achieved within the context of a reduction in real terms in government grant, members' ambitions to keep council tax increases low, and significant budget pressures resulting from the current economic climate, demographic

pressures, the increasing costs of waste disposal and increased cost of continuing care.

4.2 Continuous improvement has been at the centre of the council's approach to service development and financial planning, and we have demonstrably raised the effectiveness, relevance and quality of our public services. Despite these real and sustained improvements, the organisation has recognised the need to go beyond reliance on silo-based or incremental approaches to secure future changes in performance and efficiency. Brent is undertaking an ambitious change programme set out in the new Improvement and Efficiency Strategy. The change programme is structured around three themes:

- *Making the 'One Council' approach a reality*
Development of the organisational infrastructure and establishment of a Business Transformation department to integrate critical support functions
- *Raising performance and maximising efficiency*
Service reviews run by cross-council teams to develop and implement more customer-focused and effective service delivery models
- *Delivering on major projects*
Delivering large capital schemes notably the Civic Centre, the expansion programme for schools, regeneration of Wembley and South Kilburn and the North Circular Road project

4.3 The impact of recession and recent heightened public concern about child protection means that the council has had to reassess its priorities although its fundamental approach remains the same. A lot of what we already do supports people who might be most affected by recession by helping them find work through Brent-in2-Work, adult and community education and other employment and training initiatives, preventing homelessness and providing accommodation when people become homeless, ensuring people receive the state benefits to which they are entitled, and supporting those with social care needs. We also have a programme in place to transform our children's social care service which has improved from an 'adequate' (2 out of 4) service that overspent, to a 'good' service (3 out of 4) that lives within its budget. The 2009/10 budget includes additional measures aimed at helping combat the impact of recession and strengthen our child protection structures and these are areas that are a particular focus of attention through the Performance and Finance Review process in 2009/10.

5.0 Overall financial position

General Fund Revenue budget

5.1 A summary of the 2009/10 budget position is included in Appendix E.

5.2 The table below shows a forecast net overspend on service area budgets of £1.167m and an underspend of £950k on central items giving an overall forecast of £217k overspend. This is an improvement of £4.265m on quarter 1

where the forecast net overspend was £4.482m. This is principally due to a £2.371m improvement in Children and Families' position, a reduction in Environment and Culture's overspend by £925k and £950k improvement in payroll forecasts as a result of the officer's pay award for 2009/10 being settled at 1%. The result is that, on the basis of forecasts at the end of quarter 2, general fund balances at 31st March 2010 would be £7.315m, £217k less than budgeted balances of £7.532m.

- 5.3 The quarter 1 report identified a number of underlying budget pressures that had emerged in the latter part of the last financial year and caused overspends in 2008/09 which were still impacting upon budgets in 2009/10. These pressures were the cost of children's placements and the cost of children with disabilities both in Children and Families and the loss of income in Environment and Culture mainly from parking and land charges. Service areas have already taken urgent action to reduce the level of these overspends principally through a number of one off savings. Officers are currently reviewing measures to bring the forecast back in line and if possible identify a surplus that can be used in 2010/11.

	Latest Budget £'000	Forecast £'000	Variance £'000
Children and Families	59,002	59,402	400
Environment and Culture	48,356	49,006	650
Housing & Community Care:			
o Housing	14,188	14,188	0
o Adult social care	87,741	87,858	117
Finance & Corporate Resources / Central Units / Business Transformation	25,885	25,885	0
Service Area Total	235,172	236,339	1,167
Central items	43,496	42,546	(950)
Area Based Grants	(16,310)	(16,310)	0
Total council budget	262,358	262,575	217
Application of balances	(522)	(739)	(217)
Total after application of balances	261,836	261,836	0

- 5.4 The main issues in individual services areas are as follows:

- Children and Families. The major risk areas to the General Fund budget in 2009/10 are the cost of children's placements for children in care and costs associated with children with disabilities. As mentioned in the first quarter report the children's placement budget anticipated a reduction in the total number of looked after children and a greater proportion of those children being placed with Brent foster carers. The trend in the first quarter saw the level of placements with independent fostering agencies rising to 132 (June 2009), whilst the level of placements with Brent carers remained constant at 90. In the second quarter there is a mixed picture as the number of placements with independent fostering agencies has fallen to 120 however placements with Brent foster carers has also fallen to 79 with a greater number of children going into residential placements. The

overall forecast placement costs though have fallen as the total number of looked after children has reduced over the period and this has been helped by a reduction in some of the high cost placement costs which has resulted in the forecast overspend reducing from £2.0m to £1.6m. The other area of concern from the first quarter was children with disabilities which was predicting an over spend of £600k and this has remained unchanged. In the last quarterly report Children and Families were forecasting an over spend of £2.8m. Further work has been undertaken since the first quarter to identify key savings, which included both one off savings and targeted revenue savings from services. It is expected that the projected overspend will be reduced to £400k by the end of the year. The £2.4m reduction in the projected overspend has been achieved through various measures. A number of one-off savings from the use of reserves and transfers has generated £1.4m. The one-off savings include £70k betterment of unaccompanied asylum seekers grant; £275k savings from Building Schools for the Future revenue costs; £200k savings from lower than budgeted salary costs; £362k savings from not proceeding with works at the Gwenneth Rickus building and £150k savings from Sure Start grant. In addition there are £1.0m of savings identified by service managers i.e. each division has managed to identify in year savings most of which are the result of a vacancy freeze and a reduction in some smaller budgets. There are some risks in achieving this level of savings e.g. the recent House of Lords judgement on homeless 16 and 17 year olds, who are now classified as children in need and may occur additional costs to Children and Families. These children were previously supported by Housing and Community Care.

- Environment and Culture. The most significant issue in Environment and Culture remains the effect of the recession on the level of income across the service area. The second quarter has seen the forecast overspend come down from £1.575m to £650k a reduction of £925k. However, the parking income shortfall is still forecast to be over £1m and land search income continues to show a shortfall of £166k. Pressures on disposal costs for recycling remain but have reduced by £227k and the overspending in the Libraries budget has fallen by £70k due to action to permanently reduce management costs. In addition there have been savings of £250k on the refuse and cleansing contract. Environment and Culture has set internal targets across its units to make savings. These savings amount to around £600k and respond to the fall off in income and predominantly involve keeping posts vacant, reductions in agency staff and other operational savings. Further action would need to be agreed to meet the remaining £650k.
- Adult Social Care Service pressures identified to the end of the first quarter amounted to a year end forecast overspend of £745k. However taking account of the increase in Adult Social Care transformation grant for 2009-10 of £609k reduced the forecast overspend to £136k. The forecast for the second quarter has improved slightly with an overspend of £117k. Significant pressures continue to impact on the budget. These include the increasing demand for care services, transitions, delayed hospital

discharges and the implementation of the transformation programme. The transformation programme, which is modernising the traditional ways of providing care services (such as switching to direct payment) needs to, and continues to, be monitored carefully.

- Finance & Corporate Resources/Central Units/Business Transformation
Benefit payments have increased significantly since 2008/09 due to around a 15% increase in caseload and an increase in rent levels. Although most of these costs are recovered by government subsidy there are subsidy penalties relating to claimant overpayments. Due to the overall increase in expenditure it is now projected that the costs of overpayments will increase by £500k. The corporate units are still expected to breakeven as result of compensating savings from service units.

5.5 A second round of meetings has been held with Service Directors and their management teams in October to review the budget pressures and there is ongoing work to identify those actions required to bring the budget back into line without affecting front-line service delivery. If any actions are needed over and above these they will be brought to a future Executive for consideration.

5.6 The forecast for central items now includes an underspend of £950k as a result of the officers pay award for 2009/10 being agreed at 1%. Although there are pressures on the efficiency and income generation budgets it is felt that these can be managed in the context of the overall budget.

5.7 There are a number of budget virements in 2009/10 which members are asked to agree. These are included in Appendix F and are as follows:

- The Authority has provided a central budget for the Remuneration Strategy to cover the costs of introducing the single status scheme. The Parks Service, Cemeteries and Mortuaries and a number of day centres in Adult Social Care have incurred additional costs as a result of their manual workers having their pay structure reviewed and are being reimbursed for this change. The net effect of these transfers is £361k.
- The officers pay award for 2008/09 which after arbitration was agreed with an overall 2.75% increase, 0.25% higher than the salary inflation provided for in the 2008/09 budget and the base of subsequent budgets. However, the officers pay award for 2009/10 was agreed with a 1% increase whereas the budget process had provided for an inflation allowance of 2% for salary increases. The net effect of these pay awards is that an addition 0.75% inflation has been included in service area budgets for 2009/10. The proposal is that this additional inflation provision is taken back to the centre and a central provision of £950k is created to offset any areas of overspending.
- A central provision of £500k has been provided for the project costs associated with the bid for the Building Schools for the Future funds. It

is proposed transferring this budget to Children and Families for 2009/10 to cover the costs that have been incurred.

- A transfer of £155k is required between Housing and Business Transformation in respect of IT costs for the One Stop Service. This realignment of budgets is necessary to reflect the changes in structure associated with the formation of Business Transformation.

The above changes will be reflected in the third quarter monitoring report.

Housing Revenue Account

- 5.7 The Housing Revenue Account (HRA) is a ring-fenced account containing the income and expenditure relating to the Council's Landlord duties for more than 9,100 freehold dwellings and 300 leasehold properties.
- 5.8 The HRA forecast outturn for 2009/10 indicates a surplus of £2.0m, which is £1.6m more than that provided for in the original budget due to a higher surplus brought forward from 2008/09.

Schools Budget

- 5.9 The ring-fenced Schools Budget is split into two parts. The first part delivers delegated funding to schools - school budget shares. The second part is termed central items expenditure and covers local authority retained elements to support activities such as pupil referral units and payments to non maintained nurseries.
- 5.10 The central items budget for 2009/10 is £20.4m and the latest forecasts indicate there will be an over spend of just over £1.4m. This is mainly due to the cost of SEN statements. The Council reserve for the schools budget central items currently stands at £700k and would be taken into a £700k deficit if the current forecasts prove accurate. As a consequence the Dedicated Schools Grant would need to be top sliced by £700k next year to recover the deficit. There should be no consequences for the general fund. Work is continuing to refine the estimates in this budget.

Capital programme

- 5.11 Financial monitoring information for the capital programme is included in Appendix B.
- 5.12 There have been a number of changes to the forecast outturn position for 2009/10 since the Quarter 1 Performance and Finance Review report to the Executive in October 2009. The following paragraphs detail those changes to the forecast outturn position not previously reported.

Children and Families capital

- 5.13 Devolved Formula capital expenditure totalling £1.816m has been brought forward from 2010/11 to 2009/10 in line with the Department for Children, Schools and Families initiative to encourage schools to increase spending in year to contribute towards the effort to kick start the economy. This expenditure is matched with the allocation of additional grant funding in year resulting in a nil impact to the capital programme overall.
- 5.14 There has been an adjustment to the Youth Capital Grant of £154k. This has been adjusted in both expenditure and resource allocations, resulting in a nil impact to the capital programme overall.
- 5.15 Total slippage of £18.590m has been identified in the capital programme from 2009/10 to 2010/11 as follows:
- Co-Location Capital Grant - £109k
 - Targeted Capital Fund - £1.700m
 - School Kitchens and Dining Areas - £146k
 - Ark Academy - £4.500m
 - John Kelly Schools - £4.000m
 - Individual School Schemes - £109k
 - Asset Management Plan works - £800k
 - Hut Replacement Programme - £405k
 - New Opportunities Fund works - £264k
 - Primary Capital Programme - £3.169m
 - Expansion of Primary and Secondary School Places - £2.071m
 - Special Educational Needs schemes - £1.317m

This slippage has arisen due to a number of factors, primarily of which are that:

- allocations previously forecast, prior to detailed schemes of works being drawn up for multi funding stream projects, were for high levels of initial investment on land purchases etc but further scheme development has meant that Council contributions will not be required until the latter stages of the works, eg Ark Academy, John Kelly Schools, Special Educational Needs schemes,
- a significant amount of grant monies are passed direct to the schools and as a result the Council cannot control the utilisation of these monies, eg Targeted Capital Fund, Schools Kitchens and Dining Areas,
- there has been requirement for prolonged correspondence with the Department for Children, Schools and Families in order to agree a prioritised list of schemes under the Primary Capital Programme. This has delayed works under this allocation and associated council funded allocations such as Expansion of Primary and Secondary School Places.

Environment and Culture capital

- 5.16 Growth Fund expenditure of £4.553m and Safer Stronger Communities Grant of £112k has been transferred to the Corporate Capital programme to better reflect responsibility for these schemes. There is a nil impact to the Capital Programme overall.
- 5.17 Additional expenditure of £128k has been identified for cemetery improvements. These works are funded by a donation from a private benefactor. There is a nil impact to the Capital Programme overall.
- 5.18 Additional grant of £75k from the Football foundation has been made available for work on Gladstone Park football pitches.
- 5.19 Additional grant of £98k from the Free Swimming Programme has been made available for work on the Borough's pools.
- 5.20 A funding package totalling £200k has been assembled to move forward works at Gladstone Park Netball Courts and Multi Use Games Area. The package is comprised of an additional grant of £90k from the London Marathon Charitable Trust plus £110k match funding from the Sports Strategy budget allocation. There is a nil impact to the Capital Programme overall.
- 5.21 A funding package totalling £708k has been assembled to move forward works at Gibbons Recreation Ground Changing Rooms. The package is comprised of an additional grant of £363k from the Football Foundation plus match funding contributions of £170k from S106 agreement monies and £175k from the Sports Strategy budget allocation. There is a nil impact to the Capital Programme overall.

Housing and Community Care: Adults capital

- 5.22 Forecast Improving Information Management Grant expenditure of £250k will not occur. Resources have been amended accordingly resulting in a nil impact overall.

Housing and Community Care: Housing capital

General Fund

- 5.23 Customer Services Strategy expenditure of £98k has been transferred to the Business Transformation Capital programme to better reflect responsibility for these schemes. There is a nil impact to the Capital Programme overall.
- 5.24 Slippage of £250k has been identified in the capital programme from 2009/10 to 2010/11 relating to Disabled Facilities Adaptations to PFI Properties.

HRA

- 5.25 Significant levels of increased investment in the housing stock totalling £6.123m will take place during 2009/10. This will be funded as follows:

- HRA Revenue Contribution to Capital Outlay - £347k
- Major Repairs Reserve contribution - £5.452m
- Unsupported Borrowing - £324k (debt charges to be met by BHP)

There is nil impact to the Capital Programme overall and no revenue implications for the General Fund.

- 5.26 A new scheme for the Installation of Digital TV to Blocks of Flats, as approved by Executive on 14th July 2008, will be commencing in 2009/10 with forecast expenditure of £730k. This scheme is to be funded through unsupported borrowing on an invest to save basis and as such there will be a nil impact to the capital programme overall.

Corporate

- 5.27 The Council's Contribution to South Kilburn has been amended to reflect the latest slippage position. Resources have been amended accordingly with a resulting nil impact to the capital programme overall.
- 5.28 Government Office for London Funded New Deal for Communities works have been amended by £1.065m to reflect the adjusted split between revenue and capital grant receivable. There is nil impact to the Capital Programme overall.
- 5.29 The following amendments have been made to reflect required transfers to better reflect responsibility for these schemes. There is a nil impact to the Capital Programme overall.
- The Growth Fund - £4.553m transfer from Environment & Culture.
 - Safer Stronger Communities Grant - £112k transfer from Environment and Culture.
 - Civic Centre - £6.454 transfer to Business Transformation.

Business Transformation

- 5.30 The following amendments have been made to reflect required transfers to better reflect responsibility for these schemes. There is a nil impact to the Capital Programme overall.
- Customer Services Strategy - £98k transfer from Housing.
 - Civic Centre - £6.454 transfer from Corporate.





Prudential Indicators

- 5.31 Prudential indicators were introduced as part of the prudential borrowing regime introduced as part of the Local Government Act 2003. The arrangements are aimed at ensuring authorities exercise their borrowing powers responsibly, with capital expenditure plans that are affordable, external borrowing that is prudent and sustainable, and treasury management decisions taken in accordance with good professional practice. Prudential limits are set as part of the budget process, monitored during the year, and actual performance reported at outturn. There are no variations to report for Quarter 2.

6.0 Overall performance position

Corporate and Community Strategies

- 6.1 Overall the council has made some progress towards delivering the key objectives in the Corporate and Community Strategies in Quarter 2 with the majority of Vital Signs indicators performing broadly in line with target. These indicators are considered critical to the success of the council. 58% are currently on target (green star) or just below target (blue circle) and 32% are well below target (red triangle). However, the percentage of low risk indicators has dropped 4% since last quarter and high risk indicators have increased 2% indicating that performance is worsening.

Overall Council Performance				
				
	Low risk	Medium risk	High risk	No data
Percentage Quarter 2 PIs	41%	17%	32%	10%





Local Area Agreement Update

- 6.2 The Local Area Agreement for 2008-2011 was refreshed between January and March of 2008/09. The Local Area Agreement is currently made up of 29 targets, seven of which are local indicators. March 2008/09 was the final year in which the 12 stretch targets were reported. This is the first Local Area Agreement report under the new Comprehensive Area Assessment regime (CAA). The CAA replaces the Comprehensive Performance Assessment that came to an end in 2008/09.

Performance by theme

- 6.3 The following section of the report provides a summary of the performance against each theme and highlight in detail priority projects in the LAA which are below target.

- **A Great Place**

A Great Place				
				
	Low risk	Medium risk	High risk	No data
Percentage Quarter 2 PIs	47%	6%	41%	6%

- 6.4 Key risks for the council in this theme include: pressures on budgets as a result of the state of the economy, levels of gun crime in the borough, progress of the waste contract to provide improvements in recycling and the progress of partnership working on graffiti. High risk indicators have increased by 6% this quarter, largely due to worsening performance of our

street care indicators. Transformation is in place to look at aspects of the waste contract. This report sets out the measures that have been put in place to respond to any poor progress towards the corporate objectives. Further explanation of the rest of the key indicators for the council is included in the Vital Signs appendix (G).

Please note that the 6% reflecting 'no data' is due to the lack of data submitted by the Crown Prosecution Service.





6.5 LAA Priorities:

- 6.5.1 ***1 Crime prevention, 18 to 25 age group** NI016 Serious acquisitive crime. Achieved – This was mainly due to a reduction in personal robbery and motor vehicle crime. In addition, there are various initiatives in place targeting the elderly, vulnerable and residents in high risk burglary areas. A Successful Neighbourhood Watch Burglary bid of £21k was awarded to Brent neighbourhood watch association to tackle burglary.
- 6.5.2 ***2 Anti social behaviour** NI024 Satisfaction with the way police and local council dealt with ASB. Performance this quarter was below target by just 2%. There was a seasonal increase of reported incidents during the summer holidays due to young people hanging around or playing football in public areas. Services are already stretched and due to the high number of incoming calls, lower satisfaction rates were anticipated for this period. However, quarter 1 showed good performance and targets should be met for the rest of the year.
- 6.5.3 ***3 Violent crime** NI015 serious violent crime rate. Although overall performance did not hit target this quarter, the monthly performance figures for August and September showed good performance. With lower baselines set for 2009/10 following success in 2008/9, it will be challenging to achieve target. There is a general increase in robbery recently and commercial robbery is of particular concern, especially in betting shops.
- 6.5.4 ***5 Reducing accidental fires** Local indicator – the number of accidental fires in residential properties. This quarter has seen a decrease in accidental fires compared to last quarter. Community initiatives are in place to ensure that safety information is distributed to Brent residents. Some of these are specifically targeted towards the vulnerable and those with language barriers.
- 6.5.5 ***7 Recycling and composting** NI192 Percentage of household waste sent for reuse, recycling, composting or anaerobic digestion. Achieved for this quarter.
- 6.5.6 ***11 Access to employment for social housing tenants** NI152 Working age people on out of work benefits. Due to the economic downturn, it was agreed as part of the LAA refresh process that no formal target will be set for this indicator in the medium term. The Department for Work and Pensions are currently replacing the Incapacity Benefit Allowance with the Employment

Support Allowance and will issue further guidance on when to reinstate the measure in due course.

6.5.7 ***18 Sports participation** Local indicator – the number of visits by young people taking part in sport and physical activity at council owned sports centres. Target has been achieved this quarter. One of the risks identified with this indicator is the closure of sports centres as there are not many other activities for young people on offer. The council is working with sports centres to ensure that facilities in the borough are well maintained.

- **A Borough of Opportunity**

A Borough of Opportunity				
				
	Low risk	Medium risk	High risk	No data
Percentage Quarter 2 PIs	38%	23%	32%	7%

6.6 Key risks for the council in this theme include: the timeliness of social care assessments, needs assessments for carers and supporting vulnerable adults into independent living. High risk indicators have increased by 5%, mainly due to some medium risk indicators reporting poor performance this quarter. This report sets out the measures that have been put in place to respond to any poor progress towards the corporate objectives. Further explanation of the rest of the key indicators for the council is included in the Vital Signs appendix (G).





Please note that two adult social care indicators were unavailable at the time of reporting (see appendix G).

6.7 LAA Priorities:

6.7.1 ***12 Improving access to employment for those with mental health needs**
 NI150 Adults in contact with secondary mental health services in employment. Performance for this indicator has shown progress by achieving target this quarter, despite the current economic climate. It is a huge challenge placing service users in the 25-49 age group into employment. Also, the lowest waged jobs are the worst affected by the recession in Brent and the majority of Jobs Seekers Allowance claimants come from this category. This could be a future barrier as anticipated service users would be placed into this category when the numbers of vacancies are shrinking. In addition, the number of general applicants has increased, increasing competition with service users. To help reduce the effects of the recession, voluntary work experience is being sought for service users to develop skills in order to compete in the job market.

- 6.7.2 ***17 Tuberculosis** Local indicator – increase treatment completion rate (NHS London). No data sent at the time of reporting.
- 6.7.3 ***34 Increasing self-directed support** NI130 Social care clients receiving self-directed support per 100,000 population. Improved performance is reflected by a positive direction of travel although the indicator is still classed as medium risk. Recently a new financial system was implemented which may have affected performance levels slightly this quarter due to teething problems.
- 6.7.4 ***35 Brent carers** NI135 Carers receiving needs assessment or review and a specific carers service, or advice and information. Direction of travel shows that performance is worse and currently this indicator is high risk. Poor outturn on the number of assessments being undertaken and the inaccurate recording of carers assessments are contributing to poor performance.
- 6.7.5 ***37 Reducing delayed discharges and increasing admission avoidance** NI131 Delayed transfers of care. Performance this quarter has improved in comparison to the previous quarter and this indicator is currently low risk. This is due to the streamlined assessment and discharge pathway and process which was recently agreed.

- **One Community**

One Community				
				
	Low risk	Medium risk	High risk	No data
Percentage Quarter 2 PIs	41%	20%	30%	9%

- 6.8 Key risks for the council in this theme include: pressures on budgets as a result of the recession, expected impact of the recession on the number of houses built in the borough and housing needs, the limited numbers of school places versus demand and the continued need for more local foster carer placements. Low risk indicators have decreased by 8% this quarter with performance sliding to medium or high risk, mainly in housing (new builds), Special Educational Needs assessments, the MEND childhood obesity programme, volunteering and the timeliness of processing new claims. Work is underway to plan for improving school provision in the borough in future and the transformation programmes in children’s and adult’s social care are addressing key risks identified here. Further explanation of the rest of the key indicators for the council is included in the Vital Signs appendix (G).

Please note that three revenues and benefits indicators were unavailable at the time of reporting (see appendix G).

6.9 LAA Priorities:

- 6.9.1 ***21 Reduction in households living in temporary accommodation** NI156 Number of households living in temporary accommodation. Progress has been made in the reduction of temporary accommodation application in 2009/10. However, this indicator continues to show medium risk performance for the second quarter this year.
- 6.9.2 ***22 Increasing Affordable Homes** NI 155 Number of affordable homes delivered (gross). As noted in the first quarter's report, it was anticipated that the targets for the second and third quarters would be more challenging due to the economic impact. Performance for this quarter is high risk. A purchase and repair programme has been implemented to help improve performance this year.
- 6.9.3 ***25 Youth crime prevention** NI111 First time entrants to the youth justice system (YJS) aged 10-17. Target achieved - there has been a further reduction this quarter on the number of entrants. Please note that performance figures are usually preliminary at the time of reporting due to factors beyond the control of the Youth Offending Services such as borough court cases and information sharing processes.
- 6.9.4 ***26 Child Obesity** CF/VS09.3 Number of families attending the 10-week MEND programme (child obesity). There are planned measures to improve performance as this target was not achieved. These include increased awareness of MEND and its referral process. Strategic care Pathways for Childhood Obesity in Brent will include MEND as a key programme. In addition to this, there will be further development of the MEND strategy to identify successful methods to maximise the current pool of recruits into the MEND programme.
- 6.9.5 ***27 Improving Outcomes for LAC** NI 63 Stability of Placements of Looked After Children: Length of Placement. Although there was a small improvement of 2% over the last quarter, this indicator has not achieved target and remains high risk. Based on current performance, there is the potential risk that the annual target will not be met.
- 6.9.6 ***38 Volunteering** Local indicator - The number of new volunteering opportunities created. The Government Office for London has agreed to allow Brent to combine the targets for this indicator to a total of 500 volunteers, 20% of whom should be from socially disadvantaged backgrounds. Although performance for this indicator has exceeded target overall this year, this quarter's performance is below target and shows medium risk. The service is optimistic that performance for quarters 3 and 4 will show improvement, thus allowing them to achieve target overall.

Comprehensive Area Agreement (CAA)

7.0 A new set of national indicators has been put in place to support the new CAA regime which began on 1st April 2009.

8.0 Financial implications

8.1 These are set out in the body of the report.

9.0 Legal implications

9.1 The capital programme is agreed by Full Council as part of the annual budget process. Changes to, or departures from, the budget during the year other than by Full Council itself can only be agreed in accordance with the scheme of Transfers and Virements contained in the Constitution. Any decisions the Executive wishes to take and any changes in policy which are not in accordance with the budget set out in March 2009 and are not covered by the Scheme of Transfers and Virements will therefore need to be referred to Full Council.

9.2 The Director of Finance and Corporate Resources is satisfied that the criteria in the scheme are satisfied in respect of virements and spending proposals in the report.

10.0 Diversity implications

10.1 This report has been subject to screening by officers and there are no direct diversity implications.

11.0 Background documents

11.1 Corporate Strategy 2006/10
Community Strategy 2006/10
Local Area Agreement 2008/11
Budget Report 2008/09
Best Value Performance Plan 2008/09

12.0 Contact officers

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REFERENCE FROM THE FORWARD PLAN SELECT COMMITTEE 2 DECEMBER 2009

Call-in of the Executive Decisions from the meeting of the Executive held on Monday, 16 November 2009

Authority to Award the Residential and Respite Care Contract for People with Learning Difficulties

The Forward Plan Select Committee agreed the following at the meeting held on 2 December 2009. An extract from the minutes of the meeting detailing the discussion of this item will be circulated separately.

RESOLVED:-

- (i) that upon considering the report from the Director of Housing and Community Care, the decisions made by the Executive be noted;
- (ii) that the Executive be requested to agree that all staff from Melrose House be transferred to Tudor Gardens and be retained for as long as possible to ensure the well-being and security of the residents;
- (iii) that the Executive be requested to not agree the contract with The Camden Society until the trade unions and their advisors are satisfied with the pension arrangements; and
- (iv) that the Select Committee notes with regret the non-attendance of the Lead Member for Adults, Health and Social Care to respond to Members' questions.

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