

MEETING

BUSINESS MANAGEMENT OVERVIEW & SCRUTINY COMMITTEE

DATE AND TIME

WEDNESDAY, 29 FEBRUARY 2012

AT 7.00PM

VENUE

**HENDON TOWN HALL,
THE BURROUGHS, HENDON, NW4 4BG**

TO: MEMBERS OF THE COMMITTEE (Quorum 3)

Chairman: Councillor Hugh Rayner

Vice-Chairman: Councillor Brian Salinger

Councillors:

Maureen Braun
Dean Cohen
Brian Gordon
Rowan Turner

Kath McGuirk
Alison Moore
Barry Rawlings

Jack Cohen

Substitute Members:

John Marshall
Daniel Seal

Julie Johnson
Alan Schneiderman

Lord Palmer
Susette Palmer

You are requested to attend the above meeting for which an agenda is attached.

Aysen Giritli – Head of Governance

Governance Service contact: Melissa James 020 8359 7034

Media Relations contact: Sue Cocker 020 8359 7039

To view agenda papers on the website: <http://committeepapers.barnet.gov.uk/democracy>

CORPORATE GOVERNANCE DIRECTORATE

ORDER OF BUSINESS

Item No.	Title of Report	Pages
1.	Minutes of the Previous Meeting	-
2.	Absence of Members	-
3.	Declaration of Members' Interests <ul style="list-style-type: none"> a) Personal and Prejudicial Interests b) Whipping Arrangements (in accordance with Overview and Scrutiny Procedure Rule 17) 	-
4.	Public Question Time <i>(If any)</i>	-
5.	Members' Items (submitted in accordance with Overview and Scrutiny Procedure Rule 9) <i>(If any)</i>	-
Call-in		
6.	Any Matters Referred by Members of the Committee relating to key decisions made by: Cabinet 20 th February 2012 Cabinet Resources Committee 28 th February 2012; or Any action taken by Cabinet Member(s) and/or Directors/Chief Officers under delegated powers (Executive Functions)	-
Councillor Calls for Action		
7.	Councillor Calls for Action (submitted in accordance with Overview and Scrutiny Procedure Rule 22) <i>(If any)</i>	-
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18.	Any Other Items the Chairman Decides are Urgent	-

FACILITIES FOR PEOPLE WITH DISABILITIES

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AGENDA ITEM: 8 Page nos. 1-5

Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Reverse Parking Charges Petition
Report of	Scrutiny Office
Summary	This report provides Members with information relating to an online petition signed by 3,088 residents submitted to the Council in relation to Parking Charges

Officer Contributors	Melissa James, Overview & Scrutiny Officer
Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix A – Petition Text
For decision by	Business Management Overview and Scrutiny Committee

Contact for further information:

Melissa James Overview & Scrutiny Officer, Corporate Governance Directorate
020 8359 7034, melissa.james@barnet.gov.uk

1. RECOMMENDATIONS

- 1.1 That the Committee consider the petition received by the Council in relation to Reversing Parking Charges and make appropriate comments/recommendations to the Cabinet, relevant Cabinet Member or officers (as appropriate) in respect of the issues raised.**

2. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 2.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.**
- 2.2 The three priority outcomes set out in the 2011-13 Corporate Plan are: –**
- **Better services with less money**
 - **Sharing opportunities, sharing responsibilities**
 - **A successful London suburb**

3. RELEVANT PREVIOUS DECISIONS

- 3.1 Cabinet Resources Committee, January 13th 2011, Decision 5 – Fees and Charges for Environment and Operations**
- 3.2 Cabinet, February 14th 2011, Decision 8 – Fees and Charges for Environment and Operations**
- 3.3 Cabinet Resources Committee, December 14th 2011, Decision 14 – Environment, Planning, Regeneration Fees and Charges 2012/2013**

4. RISK MANAGEMENT ISSUES

- 4.1 Failure to deal with petitions received from members of the public in a timely way and in accordance with the provisions of the Council's Constitution carries a reputational risk for the authority.**

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of the Committee is to perform the Overview and Scrutiny role in relation to:**
- **The Council's leadership role in relation to diversity and inclusiveness; and**
 - **The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.**

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 The impact of reversing the parking charge increases implemented in 2011 would be to sacrifice parking-related savings of £2,507k pa contained within the 2011/12–2013/14 MTFS, requiring substitution of alternative savings in their place.

7. LEGAL ISSUES

- 7.1 The Local Democracy, Economic Development and Construction Act 2009 requires local authorities to publicise and comply with a scheme for handling petitions and also provide a facility for electronic petitions on their websites.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 Section 4, Public Participation Procedure Rules, paragraph 5.8 provide that petitions of over 2,000 signatures will be considered at the Business Management Overview and Scrutiny Committee, where an officer will be called to give account. The lead petitioner will have the right to address the Committee for five minutes.

9. BACKGROUND INFORMATION

- 9.1 In February 2012, an e-petition in the name of Councillor Kath McGuirk (Lead Petitioner) exceeded the 2,000 signature threshold requiring a debate at the Business Management Overview and Scrutiny Committee. The petition requests that the Council reverse the increased parking charges implemented in 2011. In accordance with the Public Participation Rules, relevant officers have been requested to attend the meeting to answer questions and give account to matters raised in the petition.
- 9.2 The Chairman has agreed that the petition will be discussed at the meeting following the format below:
- Lead Petitioner has five minutes to present the petition to the Committee;
 - Committee Members have the opportunity to ask questions of the Lead Petitioner;

- Relevant Officers (Interim Director Environment, Planning and Regeneration and the Principal Engineer) respond to the issues raised by the Lead Petitioner and Committee Members;
- Committee Members to ask any further questions of the relevant officers;
- Committee to agree any recommendations to be made to the Cabinet, relevant Cabinet Member or officers (as appropriate).

9.6 The text submitted with the 3,088 signature petition is attached at Appendix A.

10. LIST OF BACKGROUND PAPERS

10.1 None

Legal: CH
CFO: MC/JH

Appendix A

“Petition to: reverse the parking charge increases implemented in 2011 that are having such a damaging impact on our local town centres and residents at a time when they can least afford it. We need action now to help small businesses and relieve residents. We believe that reversing the parking charges will increase the number of shoppers in our town centres, giving struggling local businesses and traders a much needed boost and helping our hard-pressed residents in these difficult economic times.

We the undersigned petition Barnet Council to reverse the parking charge increases implemented in 2011 that are having such a damaging impact on our local town centres and residents at a time when they can least afford it. We need action now to help small businesses and relieve residents. We believe that reversing the parking charges will increase the number of shoppers in our town centres, giving struggling local businesses and traders a much needed boost and helping our hard-pressed residents in these difficult economic times. [More details](#)

Submitted by Cllr Kath McGuirk of Barnet Labour Group – **Deadline to sign up by:**
14 March 2012 – **Signatures:** 3,088 (*as at 20th February 2012*)”

AGENDA ITEM: 9

Page nos. 6-10

Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Pedestrian Safety, East Finchley Petition
Report of	Scrutiny Office
Summary	This report provides Members with information relating to a petition signed by 2,300 residents submitted to the Council in relation to pedestrian safety in East Finchley

Officer Contributors	Melissa James, Overview & Scrutiny Officer
Status (public or exempt)	Public
Wards affected	East Finchley
Enclosures	Appendix A – Petition Text
For decision by	Business Management Overview and Scrutiny Committee

Contact for further information:

Melissa James Overview & Scrutiny Officer, Corporate Governance Directorate

020 8359 7034, melissa.james@barnet.gov.uk

1. RECOMMENDATIONS

- 1.1 That the Committee consider the petition received by the Council in relation to Pedestrian Safety in East Finchley and make appropriate comments/recommendations to the Cabinet, relevant Cabinet Member or officers (as appropriate) in respect of the issues raised.**

2. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 2.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.**
- 2.2 The three priority outcomes set out in the 2011-13 Corporate Plan are: –**
- Better services with less money**
 - Sharing opportunities, sharing responsibilities**
 - A successful London suburb**

3. RELEVANT PREVIOUS DECISIONS

- 3.1 None**

4. RISK MANAGEMENT ISSUES

- 4.1 Failure to deal with petitions received from members of the public in a timely way and in accordance with the provisions of the Council's Constitution carries a reputational risk for the authority.**

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of the Committee is to perform the Overview and Scrutiny role in relation to:**
- The Council's leadership role in relation to diversity and inclusiveness; and**
 - The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.**

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 Any financial implication will be contained within the EPR budgets.**

7. LEGAL ISSUES

- 7.1 The Local Democracy, Economic Development and Construction Act 2009 requires local authorities to publicise and comply with a scheme for handling petitions and also provide a facility for electronic petitions on their websites.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 Section 4, Public Participation Procedure Rules, paragraph 5.8 provide that petitions of over 2,000 signatures will be considered at the Business Management Overview and Scrutiny Committee, where an officer will be called to give account. The lead petitioner will have the right to address the Committee for five minutes.

9. BACKGROUND INFORMATION

- 9.1 On the 13th February 2012, the Head of Governance was notified that a petition in the name of, Michelle Imber (Lead Petitioner) in relation to pedestrian safety in East Finchley had exceeded 2,000 signatures. The petition requested that the Council ensure greater pedestrian safety in East Finchley along the route of Church Lane High Road and Creighton Avenue N2. In accordance with the Public Participation Rules, relevant officers have been requested to attend the meeting to answer questions and give account to matters raised in the petition.
- 9.2 The Chairman has agreed that the petition will be discussed at the meeting following the format below:
- Lead Petitioner has five minutes to present the petition to the Committee;
 - Committee Members have the opportunity to ask questions of the Lead Petitioner;
 - Relevant Officers (Assistant Director, Highways & Transport and Environment and the Principal Engineer) respond to the issues raised by the Lead Petitioner and Committee Members;
 - Committee Members to ask any further questions of the relevant officers; and
 - Committee to agree any recommendations to be made to the Cabinet, relevant Cabinet Member or officers (as appropriate).

9.6 The text submitted with the online signature petition is attached at Appendix A.

10. LIST OF BACKGROUND PAPERS

10.1 None

Legal: CH
CFO: MC/JH

Appendix A

Petition to: ENSURE GREATER PEDESTRIAN SAFETY IN EAST FINCHLEY ALONG THE ROUTE OF CHURCH LANE, HIGH ROAD & CRIGHTON AVENUE N2

We the undersigned petition Barnet Council to ENSURE GREATER PEDESTRIAN SAFETY IN EAST FINCHLEY ALONG THE ROUTE OF CHURCH LANE, HIGH ROAD & CRIGHTON AVENUE N2.

Submitted by Michelle Imber of WalksafeN2 – **Deadline to sign up by:** 12 January 2013 – **Signatures:** 121

ACTION NEEDED:

- Introduce a 3-way traffic light with pelican crossings at the junction of Church Lane and East Finchley High Road.
- Introduce a pedestrian crossing on Creighton Avenue near East Finchley High Road.
- Ensure greater visibility of Martin Primary School by improving school signs and adding road markings.
- Re-introduce a speed limit of 20mph on Church Lane.
- WALKSAFE N2 has been set up by a group of local parents to demand road safety measures from Barnet Council.

PLEASE SHOW YOUR SUPPORT BY SIGNING OUR PETITION

THANK YOU!

AGENDA ITEM: 10

Page nos. 11-20

Meeting	Business Management Overview and Scrutiny Committee
Date	29 February 2012
Subject	Regeneration Review
Report of	Leader of the Council / Cabinet Member for Regeneration
Summary	Annex 1 provides the Committee with the Cabinet Resources Committee report on the Regeneration Review – Action Plan and Next Steps.

Officer Contributors	Andrew Travers, Deputy Chief Executive Lucy Shomali, Assistant Director, Strategic Planning & Regeneration
Status (public or exempt)	Public
Wards affected	All
Enclosures	Annex 1: Regeneration Review – Action Plan and Next Steps, Report to Cabinet Resources Committee on 28 February 2012
For decision by	Business Management Overview and Scrutiny Committee

Contact for further information: Lucy Shomali, lucy.shomali@barnet.gov.uk, Tel: 020 8359 4749

1. RECOMMENDATION

- 1.1 That the Business Management Overview and Scrutiny Committee consider the Regeneration Review – Action Plan and Next Steps, as set out in the report to the Cabinet Resources Committee attached at Annex 1 to this report, and make appropriate comments and/or recommendations on the proposals contained therein to the Leader of the Council.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Business Management Overview and Scrutiny Committee, 5 September 2011, Decision Item 4, Regeneration Strategy – the Committee considered the Regeneration Strategy and made comments and recommendations to Cabinet.
- 2.2 Cabinet Resources Committee, 28 February 2012, Regeneration Review – the Cabinet Resources Committee are being requested to agree the findings of the Regeneration Review and proposed next steps (as set out in the attached Action Plan).

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.
- 3.2 The three priority outcomes set out in the draft 2011/13 Corporate Plan are: –
- Better services with less money
 - Sharing opportunities, sharing responsibilities
 - A successful London suburb
- 3.3 Corporate priorities and policy considerations as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

4. RISK MANAGEMENT ISSUES

- 4.1 To enable the Council's Overview and Scrutiny function to provide a critical friend challenge to the executive, it is essential that the Committee have the opportunity to provide a robust, proportionate and timely challenge to key Executive decisions as they progress through the council's decision-making framework. Failure to facilitate scrutiny of significant decisions in this way might result in reputational damage to the council.
- 4.2 Risk management considerations as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of the Committee is to perform the Overview and Scrutiny role in relation to:
- The Council's leadership role in relation to diversity and inclusiveness; and
 - The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.
- 5.2 Equalities and diversity considerations as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 Use of resources considerations as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

7. LEGAL ISSUES

- 7.1 Legal considerations as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

8. CONSTITUTIONAL POWERS

- 8.1 Council Constitution, Article 6 – details the scope of the Council's Overview & Scrutiny Committees.
- 8.2 Council Constitution, Overview and Scrutiny Procedure Rules – details the terms of reference of the Council's Overview & Scrutiny Committees. The Business Management Overview and Scrutiny Committee has within its terms of reference responsibility for "...the review of the policy framework and development of policy and strategy not within the remit of other overview and scrutiny committees."
- 8.3 Constitutional powers as they relate to the Regeneration Review are set out in the Cabinet Resources Committee report attached at Annex 1.

9. BACKGROUND INFORMATION

- 9.1 The Committee are requested to consider the findings of the Regeneration Review, as set out in the report to the Cabinet Resources Committee set out in Appendix 1, and make appropriate comments and/or recommendations to the

Leader of the Council.

- 9.2 The Committee are requested to note that the Cabinet Resources Committee will be considering the Regeneration Review at their meeting on 28 February 2012. As the Business Management Overview and Scrutiny Committee is taking place after the Cabinet Resources Committee, Scrutiny Members are being requested to make their representations directly to the responsible Cabinet Member, the Leader of the Council. The Leader will be requested to provide a formal response to the Committee to any comments and/or recommendations made.

10. LIST OF BACKGROUND PAPERS

- 10.1 None

Legal – TE
Finance – MC/JH

Annex 1

AGENDA ITEM:	Page nos.
Meeting	Cabinet Resources Committee
Date	28 February 2012
Subject	Regeneration Review – Action Plan and Next Steps
Report of	Leader of the Council, Cabinet Member for Regeneration
Summary	This report sets out the background to and recommendations of the Regeneration Review which was undertaken during autumn 2011 and included an evaluation of existing and planned regeneration schemes to ensure current approaches are capable of delivering cross-cutting regeneration objectives.
Officer Contributors	Andrew Travers, Deputy Chief Executive Lucy Shomali, Assistant Director, Strategic Planning & Regeneration
Status (Public or Exempt)	Public
Wards affected	All
Enclosures	Appendix A – Regeneration Review and Action Plan
For decision by	Cabinet Resources Committee
Function of	Executive
Reason for urgency / exemption from call-in (if appropriate)	N/A

Contact for further information: Lucy Shomali, lucy.shomali@barnet.gov.uk, Tel: 020 8359 4749

1. RECOMMENDATIONS

It is recommended that Cabinet Resources Committee:

1.1 Agree the findings of the Regeneration Review and the proposed next steps (as set out in the detailed Action Plan attached as Appendix A) with the following actions delivered as a priority:

- (i) A review of the structure and skill set of the Regeneration Service to be concluded by end of March 2012
- (ii) A major review of programme management to include Member involvement in the Regeneration Board, and establishment of a new, internal Regeneration Programme Board and reconstituted Project Boards to be completed by end of March 2012
- (iii) The development of a Corporate Property Strategy and asset register to be completed by May 2012
- (iv) A Skills, Employment and Enterprise Strategy to be prepared with particular focus on 16-24 year olds and post riot actions for adoption by Cabinet April 2012

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Cabinet 22 November 2004 (item 8) approved the Three Strands Approach: Protect, Enhance and Grow as the basis for planning, development and regeneration of the borough.
- 2.2 Cabinet 6 September 2010 (item 6) approved the publication version of the Local Development Framework Core Strategy.
- 2.3 Cabinet 14 September 2011 (item 6) approved the draft Regeneration Strategy.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Council's Regeneration Strategy sits within the context of two other key documents, the Council's Sustainable Community Strategy and the Local Development Framework (LDF) - the Borough's spatial development strategy. It supports the 'successful London suburb' corporate priority and is a key part of delivering the 'enhance' and 'consolidated growth' elements of the Three Strands Approach outlined in the LDF. It also sits alongside the Council's Housing Strategy.
- 3.2 In attracting significant private sector investment, the regeneration in the borough supports the Council's corporate priority 'better services with less money'.
- 3.3 It also captures our ambition to ensure that residents and businesses in the borough can take responsibility for sharing in Barnet's success, which supports the Council's corporate priority of 'sharing opportunities, sharing responsibilities'.

4. RISK MANAGEMENT ISSUES

- 4.1 Although there is significant private sector investment planned for the borough, we recognise that our regeneration was planned in a different economic climate. Delays in our estate regeneration programme associated with the current economic downturn could result in additional financial demands on the Housing Revenue Account to manage and maintain housing stock on the regeneration estates over an extended period. The Regeneration Strategy provides a coherent framework to respond to evolving government and Council

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 Generally, Barnet is a diverse and successful place with residents able to achieve their aspirations. Within this overall picture there are areas where this may not always be the case and the regeneration strategy is targeted to address this.
- 5.2 The Regeneration Strategy will ensure that regeneration develops cohesive communities, meeting the needs of all that live within them. The regeneration schemes are working in partnership with key stakeholders and local residents to:
- create more homes - particularly family homes - with rebalanced housing tenure and more mixed communities
 - create new school places to meet the needs of the growing younger population
 - ensure services are available to support our increasing older population
 - maximise employment and training opportunities for those furthest from the labour market to access new job opportunities resulting from regeneration
 - provide new and accessible community facilities and open spaces for all residents to use
- 5.3 The Regeneration Review makes recommendations to ensure due regard to equality and diversity considerations for regeneration in the borough.

6. USE OF RESOURCES IMPLICATIONS

- 6.1 The Regeneration Strategy recognises that our regeneration schemes were planned in a different economic climate meaning that there are new challenges around delivery. The Regeneration Strategy asks key strategic questions about the delivery of successful regeneration schemes for Barnet and sets out what will enable us in delivering our strategic objectives ensuring that we respond to the changing financial context.
- 6.2 The Regeneration Review has examined the Council's and partners' delivery capacity in relation to regeneration and identified gaps in both capacity and technical skills. It also considers project and programme management arrangements including budget management and cost recovery, ensuring optimum use of resources.
- 6.3 The Regeneration Review is funded from existing Regeneration resources.

7. LEGAL ISSUES

- 7.1 The recommendations that have been set out in this report are aimed at achieving greater efficiencies around the Council's regeneration activities. The Council currently has 3 executed Principal Development Agreements and a co-operation agreement for its Regeneration or Regeneration type schemes. In implementing the recommendations in this report and the action plan the Council must have regard to its obligations under these long term agreements and should ensure that it continues to meet its obligations within the agreements and that any changes to the agreements accord with the change mechanisms within the respective Agreements.

8. CONSTITUTIONAL POWERS

- 8.1 Constitution (Part 3) – Responsibility for Functions – Section 3.8

9. BACKGROUND INFORMATION

- 9.1 Regeneration in Barnet is estimated to be bringing £6 billion of private sector investment into the Borough over the next 25 years. This investment will bring benefits to the Borough through attracting new businesses and promoting business growth and economic vibrancy; providing new and existing residents with new schools, community facilities, and improvements to open spaces. There will also be improvements to public transport and road networks to the benefit of all who live, work in or visit Barnet.
- 9.2 However, there are a number of challenges to managing change and maximising these opportunities. The external environment has significantly changed since Barnet's regeneration was originally planned with the economic downturn affecting commercial viability, and public expenditure being reduced. At the same time new models of funding have been proposed which give local areas more flexibility to generate revenue and provide a potential opportunity.
- 9.3 The demography of the Borough also continues to change rapidly including an influx of new communities and increasing birth rates in many communities leading to a growth in our young population with pressure on services, particularly primary school places.
- 9.4 Cabinet approved a new Regeneration Strategy for the borough in September 2011 which sets out a number of strategic objectives for the borough and its regeneration schemes. These are to:
- Enhance Barnet as a Successful London Suburb through delivery of quality new places and neighbourhoods in the areas of the borough in greatest need of investment and renewal
 - Deliver sustainable housing growth and infrastructure, and improve the condition and sustainability of the existing housing stock
 - Ensure residents in all areas of the borough can share in Barnet's success while taking responsibility for the well-being of their families and their communities
 - Promote economic growth by encouraging new business growth while supporting local businesses and town centres
 - Help residents to access the right skills to meet employer needs and take advantage of new job opportunities
- 9.5 At the same time the consultancy Regenfirst were commissioned to undertake a review of the council's regeneration activity with an assessment of existing and planned regeneration in the borough against the agreed strategic objectives in the Regeneration Strategy. The purpose of the review was to:
- Assess deliverability and viability of the major regeneration schemes
 - Assist the Council in developing appropriate capacity for delivery
 - Assist the Council in developing effective executive and political governance
 - Assist the Council in identifying opportunities to sustain delivery through securing new funding opportunities
- 9.6 The review has identified that significant progress has been made on establishing a clear strategic framework for regeneration in Barnet and in progressing a number of the major regeneration schemes. However, the review identifies a number of key actions to be taken forward to ensure that the opportunities from regeneration are maximised for the borough.
- 9.7 In terms of the broader Strategic Framework the review has identified the need for a greater focus in Barnet on sustainable transport, education provision and infrastructure delivery. The review has also confirmed the need for a clear action plan on enterprise and skills to be developed through close working with partners. The need for an integrated Corporate Property Strategy and Asset Management Plan is also identified.

- 9.8 In terms of the approach to Strategic Funding the review highlights the need to expedite production of the HRA Business Plan and to review relationships with Registered Social Landlords and take a more collaborative, site based approach to delivery of affordable housing with key partners. In terms of specific funding sources to support delivery of infrastructure the review proposes a pragmatic approach to the setting of a Community Infrastructure Levy for Barnet to incentivise growth and the opportunity to pursue a TIF at Brent Cross Cricklewood.
- 9.9 In terms of the detailed review of the viability and deliverability of the individual regeneration schemes the report concludes that the Council has successfully turned around Stonegrove/Spur Road and Dollis Valley over the past two years and that Mill Hill East and Granville Road are at the point of deliverability. However the review concludes that Grahame Park and West Hendon need urgent remedial action and that the viability of Brent Cross Cricklewood is challenged by current market conditions.
- 9.10 The report concludes that there is a need for a renewed focus on delivery which allows for flexibility over the 10-20 year life of the major regeneration schemes. It also proposes a review of leadership within the Council to ensure responsiveness around delivery and a renewed approach to project and programme management to speed up implementation and a clearer approach to the communication and marketing of the regeneration opportunities in Barnet.

10. Next Steps

- 10.1 A detailed action plan is attached as Appendix A which sets out the work streams required to address the issues raised by the review and ensure a fit for purpose approach to delivering regeneration in Barnet. The key next steps in relation to this are:
- A review of the structure and skill set of the Regeneration Service to be concluded by end March 2012
 - A major review of programme management to include Member involvement in the Regeneration Board, and establishment of a new, internal Regeneration Programme Board and reconstituted Project Boards
 - The development of a Corporate Property Strategy and development of an asset register to be expedited
 - A Skills, Employment and Enterprise Strategy to be rolled out with particular focus on 16-24 year olds and post riot actions

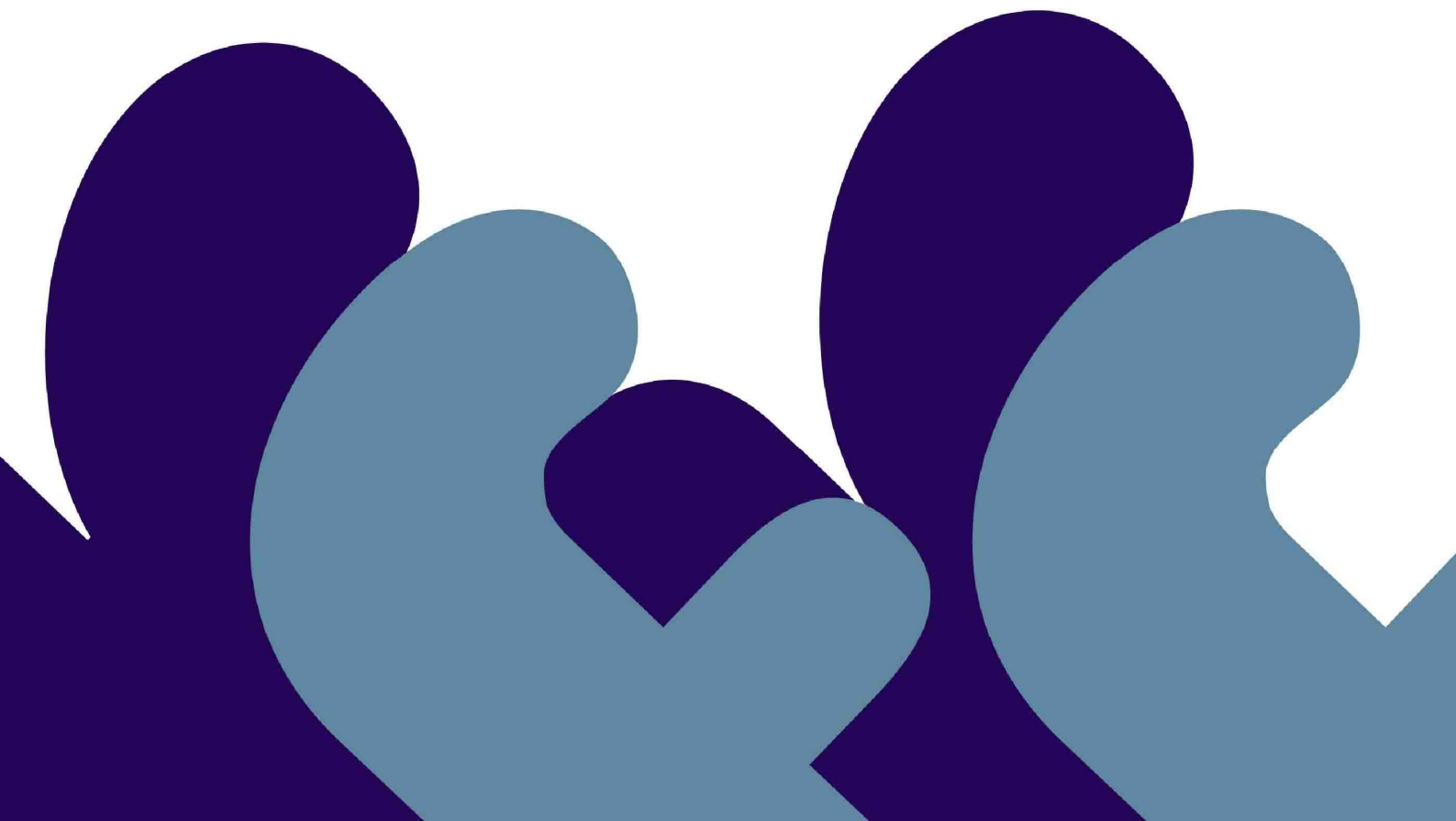
11. LIST OF BACKGROUND PAPERS

regenfirst

Barnet Council

Review of Regeneration Functions

February 2012
Final Report



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Executive summary and recommendations

Introduction and Methodology

Barnet Council has commissioned Regenfirst to undertake a rapid review of its regeneration function, to assess the deliverability of its major regeneration projects against its emerging revised Regeneration Strategy and to assist the Council in developing appropriate capacity for delivery and effective executive and political governance arrangements. The review includes an examination of the Council's strategic framework, its key projects and the current delivery arrangements. The review commenced in September 2011 and was completed in December 2011.

The review has been undertaken in two stages: the first stage was undertaken through a combination of desk top analysis, together with structured interviews and informal discussions with the Council's own officers from a number of departments, the lead member, and key external partners including delivery partners, key professional advisers and the HCA and GLA. The analysis and interviews undertaken informed the review of the linkages and issues between the Council's emerging strategy and its planning, skills/enterprise, housing, property and capital strategies; and informed the assessment the Council's capacity to deliver its own regeneration programme based on analysis of its staffing team, in-house skills and external support, governance and programme management arrangements.

The second phase was an assessment of the viability and deliverability of the key projects within the Council's regeneration programme. Drivers Jonas Deloitte were engaged to assist with the technical financial assessment. The second phase took the form of desktop analysis of information provided by the Council, and structured discussions/workshops with the Council's in house team.

The review has four sections: the Strategic Framework, the Strategic Funding Opportunities, the Viability of Schemes and Delivery Capacity.

Strategic Framework

The Council has relatively recently undertaken the process of formalising a strategy around its regeneration projects, most of which have been in development for some time. The Council's intention is that its strategic framework should be light touch, giving expression to borough's Sustainable Community Strategy, and specifically the priority of ensuring that the borough is "A Successful London Suburb".

The Council has clearly made significant progress in pulling together a strategic platform over the past eighteen months. There is still a lot more to do, as some fairly big gaps need to be filled and some strategic approaches need to be honed, but a clearer picture is beginning to emerge of the Council's priorities and aspirations. It is not always obvious who the audiences are for the different documents, and the lack of a clear house style makes it harder to appreciate that they are a suite of documents. These are primarily presentation points, but tackling them could help with overall direction of travel and would serve to strengthen strategic focus.

Recommendations

The Council should consider strengthening the presentation of the Regeneration Strategy so that it communicates greater vision for the whole borough, rather than being a collection of projects. This could be achieved by including a greater focus on

the “Protect” and “Enhance” elements of the three strand approach, and providing illustrative material. As part of this, the Council needs to consider who the audience for the strategy should be.

The Council’s approach to sustainable transport needs to be reviewed, corporately. A workshop with key senior staff would be a starting point, to review (and to challenge) some of the assumptions in the LDF and the IDP, with a regard for deliverability and timescales in the current economic climate.

Work on the Council’s education estate needs to be expedited, and brought into the remit of the Regeneration Board. Education estate objectives should be made explicit in the Regeneration Strategy, to provide reassurance to local communities.

The Council should consider updating its Borough Investment Plan, reflecting new information in the LDF, IDP and the current understanding of scheme viability. The document should have a greater focus on marketing the borough to potential investment partners.

The Council should develop a clear action plan for enterprise and skills, which reflects sectoral aspirations and that works primarily through partner organisations such as JCP, Middlesex University and Barnet College.

The Council should develop an integrated Corporate Property Strategy, Asset Management Plan and digital asset register, as a matter of urgency.

The Council should prepare a Capital Strategy, setting out its key priorities for capital investment and clearly articulating the application to those priorities of its available resources through prudential borrowing, the HRA business plan, the use of CIL/s.106, the new homes bonus, potential use of Tax Increment Finance.

Internal and external communications require attention. Partners are not well informed about the Council’s strategic direction, and they are keen to be involved in events and activities which promote the borough.

Strategic Funding

The strategic funding context for regeneration has changed significantly over the course of the past year to eighteen months, as a result both of the Government’s policy on fiscal restraint, particularly with regard to public sector spending, and its policy changes for delivery and financing of local government generally and housing and associated infrastructure in particular.

The new regime seeks to incentivise growth. The principal aim of the Localism Act is to transfer powers and functions to local authorities, and to give them the formal powers and fiscal incentives to raise the profile of their areas, strengthen local democracy and boost growth.

The reform of council housing finance, removing the old subsidy system, introducing self financing to local authorities’ housing revenue account, together with the introduction of flexible tenancies, and changes to the provision of affordable housing grant through contracts with Registered Providers will give a greater degree of choice to the Council in funding affordable housing.

The streamlining of development benefits to fund infrastructure through the replacement of complex planning obligations with the community infrastructure levy will be a more flexible tool than the S1.06 regime, and will be potentially more lucrative in the long term.

The forthcoming reform of the business rates system seeks to ensure that the benefits of growth are felt locally. The opportunity to raise funding through Tax Increment Financing will be key to success for schemes such as Brent Cross Cricklewood.

As other forms of formula based grant and subsidy are gradually removed as the government rebalances the national ratio of debt to public spending, the local benefits from growth will become significantly more important, proportionately, to local areas' core financing strategy.

While the market conditions are currently challenging, the underlying demand for growth in Barnet gives the Council choices about the way to proceed. Properly managed, growth should provide new funding opportunities for the Council to direct into its investment needs, according to its own policy objectives, to benefit its residents and existing and future businesses.

The work currently being undertaken in different services within the Council (the Housing Revenue Account Business Plan, the Community Infrastructure Levy, the implications of Business Rate Reform and fiscal measures such as the New Homes Bonus, and the preparatory work for Tax Increment Financing) needs co-ordinating.

Each of these is potentially highly beneficial to the borough, but they only support each other if each is optimised as opposed to maximised, and the delicacy of the balance between them is maintained at a strategic level.

Recommendations

The Council should expedite the production of its HRA business plan, and link the use of any headroom for borrowing with the achievement of wider regeneration strategy objectives.

The Council should review its relationships with housing Registered Providers and develop a more overtly collaborative, site based approach with key partners to ensure that they invest maximum levels in the borough.

Community Infrastructure Funding provides a significant opportunity for funding infrastructure in the borough. However, the Council should take a pragmatic approach to CIL (and to the continued use of S.106, where appropriate) given market conditions. It can be reviewed in future if and when market conditions improve.

Further work on the total cost of the infrastructure requirement at Brent Cross is still being undertaken. This should be expedited: until it is completed, detailed modelling on how TIF could work for the borough is impossible to undertake. It is very clear that without some form of TIF or bond the Council's aspirations for Brent Cross/Cricklewood will be hard to realise.

A co-ordinated and well articulated capital investment strategy, building on all the opportunities set out above, has the potential to serve as an effective prospectus for

the Borough that will give it an enviable position in London and in the country as a whole.

The Council should also look at the opportunities that its regeneration programme brings to give added value to other priorities – such as improving adult social care outcomes through provision of smaller premises and lifetime homes/neighbourhoods.

Viability

The Council has an ambitious regeneration agenda, with a number of large schemes which are at varying stages of delivery. Most of the Council's schemes are housing led most (although not all) seek to improve the condition and environment of council housing stock through replacement and refurbishment, funded in significant part by the introduction of homes for sale to the regeneration estates.

Most of the schemes were designed at a time when the market for homes for sale was extremely buoyant. That is no longer the case. All of the schemes have been the subject of considerable effort over the last few years to address problems with viability and deliverability. In a number of cases these efforts have been successful. However, on the more complex schemes, viability in the current market is still a major problem.

The review looked in particular at Grahame Park, West Hendon, Stonegrove/Spur Road, Dollis Valley and Granville Road.

As part of this review the Council, with Regenfirst's assistance, commissioned Drivers Jonas Deloitte (DJD) in early October 2011 to assist with assessing the viability and deliverability of each of the Council's regeneration schemes, and to provide technical support for the scheme viability element of the review.

The viability analysis looked at the following, on a scheme by scheme basis:

- Land value/receipt
- Site abnormalities
- Planning status/risks
- Infrastructure costs
- Build costs
- Grant/grant security
- Housing decant issues
- Sales values
- Commercial yields (where relevant)
- Development returns (to partners)

DJD graded each of these aspects, per scheme, according to a traffic light system:

- Green:** No anticipated concern – this is within acceptable market levels/anticipated position
- Amber:** Potential concern – adjustments may have material impacts on viability / acceptable subject to formal agreement
- Red:** Point of concern – Potential for major impact on deliverability /viability.

Each scheme has been given an overall grading. In summary these ratings are:

Stonegrove/Spur Road	Green Amber Red
Dollis Valley	Green Amber Red
Granville Road	No rating (too early in scheme development)
Grahame Park	Green Amber Red
West Hendon	Green Amber Red
Mill Hill East	Green Amber Red

The Council has successfully “turned around” two of its principal regeneration schemes, Stonegrove/Spur Road and Dollis Valley over the past two years. The same robust commercial approach is now being taken with Granville Road and subject to the outcome of the current competitive dialogue process, the scheme has every chance of delivery.

Mill Hill is an innovative regeneration scheme, where the Council is using its assets and forward funding in a very commercial way to achieve significant long term benefits.

Grahame Park and West Hendon are not viable in their current form. However both remain very important to the overall achievement of the Council’s long term regeneration objectives along the A5 corridor: aspirations for Colindale and, in the longer term, Brent Cross/Cricklewood will not happen if these two key regeneration sites do not fulfil their potential; moreover the Council will have to invest heavily in the fabric of fundamentally inadequate stock, which would not represent good value for money.

Brent Cross/Cricklewood is one of the most ambitious regeneration projects in London, but in the current economic climate, there is a need for a more detailed approach than this review can offer, looking at the liabilities, particularly in the early phases, assessing the role the Council should take, particularly as a major landowner, and reviewing options for effective project management for a scheme of this size and complexity.

What is clear is that the vision for Brent Cross/Cricklewood is a once in a century opportunity. The Council’s commitment to facilitating the implementation of the vision commands enormous respect amongst partner agencies. The challenge, in the economic circumstances is enormous but it should undoubtedly remain a high order priority for the Council.

Recommendations

Genuine open book based monitoring and effective dialogue with delivery partners must be maintained on Stonegrove/Spur Road, Dollis Valley and Granville Road once the competitive dialogue process has completed.

At Mill Hill East, the early costs should be kept under careful review.

The Council must also ensure that the major scheme risks at Mill Hill East, the provision of the new school and the relocation of the depot – are delivered in a timely and cost effective way, as failure to do so will have significant scheme and reputational costs.

Grahame Park and West Hendon require root and branch review of the scheme objectives and a revised assessment of the best approach to regeneration. Work on the review of West Hendon is already underway; Grahame Park needs to follow as a matter of urgency.

All the schemes face a significant challenge in decanting existing secure and non secure tenants, and concluding satisfactory agreements with leaseholders. The challenge needs to be accurately mapped, for each scheme, and a strategy needs to be developed as a matter of urgency. This will require close co-operation with Barnet Homes – indeed, they should probably be tasked with leading on this project.

Delivery

The Council has significantly reorganised its regeneration service over the past year. Partly, this has been done to strengthen the links between strategy and delivery services; partly it has been done to reduce costs. This has resulted in the combining of the function of Regeneration with that of Strategic Planning.

While this approach has yielded benefits, the focus going forward is likely to be on delivery, and on getting optimum benefits for the borough from the new regeneration funding opportunities set out in section 3 above.

Given that the regeneration schemes can take a decade or more to implement, the strategies and frameworks will need to flex and change according to external conditions. This will need stronger leadership in future.

Project management, programme management and governance arrangements have been the focus of change over recent months, to introduce greater rigour. Given the size of Barnet's regeneration agenda, however, these areas are still in need of some attention and refinement, if they are to be fit for purpose in an environment where there is a very varied mix of advisers and providers.

Barnet has choices about how it effectively manages its development and renewal functions in the future. The majority of the delivery is in effect already outsourced. Going forward, a strategic client team will be required that pulls together a number of functions and provides both leadership and capacity within the Council to ensure its many partners deliver investment and regeneration in a cost effective and efficient way.

Recommendations

The Council's future need for regeneration is a focus on delivery, which should prompt a review of the organisational arrangements, and in particular a strengthening of the understanding and application of the financial mechanisms that the Council can bring to kick-start delivery.

Leadership within the regeneration service is a key area which needs addressing by the Council. The opportunity to develop a specialist client function is an opportunity to re-introduce a greater degree of delivery focused leadership.

The Council should urgently consider recommissioning key consultancy services, on the basis of a specific discipline, and for a meaningful period of time, with outcome rather than output based specifications. This would enable the Council to develop stable and trust based relationships, with a smaller number of longer term advisers.

The Council needs to change its internal project management capacity. It needs fewer, more technically skilled project managers.

Financial management needs to become more rigorous, with a business planning approach, careful budgeting and strict cost/time management against budgets.

A refresh of the standard gateway approach should be considered to inform the stages of programme management and cost control.

The remit of the Board needs redefining and should take on some decision making powers, in line with delegated authority.

Terms of reference for project boards should be refreshed, and should enable appropriate decision making on scheme progress.

The extent of delegation to officers is a cultural matter that varies from Council to Council, but it would be helpful if the scope for delegation to officers could be expanded, perhaps within a range of tolerance relating to cost or values or to variances within an initial set of approvals.

Linked to this, there is also an argument for reporting slightly differently on regeneration schemes, with an annual progress report to the Council. Overall, this would provide momentum and an opportunity to report success, rather than the minutiae of delivery.

A strategic client function should be designed, which is both "thin" and "intelligent", which strengthens links with Strategic Property functions and with the client function for the Barnet Group.

1 Introduction

1.1 Purpose of review

Barnet Council has commissioned Regenfirst to undertake a rapid review of its regeneration function, to assess the deliverability of its major regeneration projects against its emerging revised Regeneration Strategy and to assist the Council in developing appropriate capacity for delivery and effective executive and political governance arrangements. The review includes an examination of the Council's strategic framework, its key projects and the current delivery arrangements. The review commenced in September 2011 and was completed in November 2011.

Following the submission of the final report and its presentation to and discussion with the Chief Executive and the Council's Regeneration Board (in December 2011) an Action Plan has been developed to guide the implementation of the findings.

1.2 About Regenfirst

Regenfirst are regeneration specialists with a proven track record of delivering measurable and lasting improvements to deprived urban areas. We offer solutions that integrate fully the physical, environmental, economic and social dimensions of regeneration in practical ways. We succeed in creating real change by fully understanding the complex organisational and political context in which our clients operate and by using government initiatives and funding streams as a means to an end rather than allowing regeneration to be driven by them.

Our commitment to quality means that we are a small company in which the Directors deliver most of the work in person. We are proud of our flexibility in meeting client and partner requirements and our ability not only to deliver projects to agreed budget and timescale but to bring real added value to every piece of work.

1.3 Review methodology

The review has been undertaken in two stages: the first stage was undertaken through a combination of desk top analysis, together with structured interviews and informal discussions with the Council's own officers from a number of departments, the lead member, and key external partners including delivery partners, key professional advisers and the HCA and GLA. The analysis and interviews undertaken informed the review of the linkages and issues between the Council's emerging strategy and its planning, skills/enterprise, housing, property and capital strategies which was discussed in an interim report; and informed the assessment the Council's capacity to deliver its own regeneration programme based on analysis of its staffing team, in-house skills and external support, governance and programme management arrangements (the results of which are set out in section 5 of this report).

The second phase was an assessment of the viability and deliverability of the key projects within the Council's regeneration programme. Drivers Jonas Deloitte were engaged to assist with the technical financial assessment. The second phase took the form of desktop analysis of information provided by the Council, and structured discussions/workshops with the Council's in house team. Viability reports relating to

5 of the Council's principal schemes have been produced; an explanation of the approach and summary findings are set out in section 4 of this report.

1.4 Acknowledgements

Regenfirst would like to thank staff at the London Borough of Barnet who assisted in the preparation of the review: in addition to those who were formally interviewed and/or took part in workshops, we would like to extend our particular thanks staff in the project management team, especially Tony Westbrook, Abid Arai and Susan Botcherby, who were generous with their time and support during the conduct of the review. Lindsey Hyde and Helen Barbour gave invaluable assistance with organisational and administrative matters. Hayley Woollard assisted with financial information. We are grateful to the borough's external partners and advisers who agreed to be interviewed in the course of the review and who provided significant additional information and invaluable insights. While it was agreed that individual contributions would remain anonymous the participation of the following organisations is gratefully acknowledged: Barratts; Barnet College; BPP Regeneration; CBRE; Genesis; Greater London Authority; Hammerson; Homes and Communities Agency; Jobcentre Plus; Metropolitan Housing; Middlesex University (RedLoop); PriceWaterhouseCoopers; St George; Trowers and Hamlins; Turner and Townsend and 3Fox International. Finally, we would like to thank Steven Spicer and Neil Gammie of Drivers Jonas Deloitte, Jamie Ounan and Chris Twigg of CILKnowledge and Wayne Shand of EDP Ltd who contributed particular expertise to the review, all of it essential to the findings of the final report.

2 Strategic framework

2.1 Context

The Council has only relatively recently undertaken the process of formalising a strategy around its regeneration projects, most of which have been in development for some time. The Council's intention is that its strategic framework should be light touch, giving expression to borough's Sustainable Community Strategy, and specifically the priority of ensuring that the borough is "A Successful London Suburb".

The overarching Regeneration Strategy serving as a core document with the Housing Strategy and enterprise and skills strategy being subsidiary documents to the Regeneration Strategy. Key planning documents such as the LDF sit alongside these and together they build upon the Council's three strands approach, Protect, Enhance and Grow, which is the basis for the development and regeneration of the borough and which seeks to direct housing growth and significant new commercial activity to the A5 Corridor where most of the borough's regeneration sites are located.

A detailed analysis of the strategic approach has already been provided in the course of this review, in the form of an interim report. The detailed discussion will not be repeated, but the key conclusions and recommendations are set out below.

2.2 The Regeneration Strategy

The key strength of the Regeneration Strategy is its simplicity, although the intended audience for the strategy is not entirely clear

Perhaps the weakness of the Regeneration Strategy is that it remains a collection of projects and these relate more to the "Grow" elements of the three strand approach rather than Protect and Enhance, which misses the opportunity to celebrate the conservation status of the vast majority of the borough.

Therefore, it doesn't quite provide a borough wide vision. Some fairly minor changes in presentation could help it reassure visually the large sections of the borough's residents which expect to see their localities protected from growth. Moreover, in those areas where the aim is to both repair the fabric of the borough and improve the aspirations and life chances of its residents some rather more people oriented "whole life" illustrative tableaux would be helpful.

2.3 Local Development Framework (LDF)

The Core strategy, Development Management Policies and other key development plan documents are at an advanced stage, with final preparations underway for an imminent Examination in Public. The only detailed focus for this review has been on the Infrastructure Delivery Plan and related proposed Charging Schedule for the Community Infrastructure Levy. A discussion of CIL is included in section 3 of this report, which looks at strategic funding.

The only substantive comment on the LDF as a whole is that the current policy framework does not yet adequately reflect sustainable transport objectives, particularly in the key growth locations along the A5 corridor. Restraint based traffic management will not deter growth and investment where there are moderately good public transport alternatives, and their - strictly targeted - adoption will serve to protect surrounding areas.

2.4 Infrastructure Delivery Plan (IDP)

A significant amount of work has been done over the last few months to bring the Infrastructure Delivery Plan up to a standard whereby it captures most of the Council's strategic infrastructure needs to deliver the ambitious regeneration aspirations.

The biggest gap in the IDP is education estates planning and associated work on the Council's own asset base to identify land to address the shortfall in places, currently at primary school level and, within the plan period of the IDP, at secondary level. Clear articulation of plans for school places should probably be referenced in the overarching Regeneration Strategy to address this issue. Tracking of the education estate planning work should also be brought into the remit of the Regeneration Board, such is its importance.

Another gap relates to community facilities. This has recently been the focus of some corporate attention, and work is being undertaken to crystallize the Council's approach. Again, key conclusions should probably be added to the Strategy to provide greater relevance to communities outside the growth areas.

Transport works are one of the key priorities in the IDP, and it is very important that these elements are fully understood and there is corporate support for the approach being taken, including political support. Transport works are also adding significantly to the burden of costs on regeneration projects, as demonstrated in the consideration of the viability of individual schemes, and the impact of this burden needs to be understood. Housing growth will undoubtedly lead to increases in traffic demand but there are ways of managing traffic (including parking policies) that can dampen increases. Some roads improvements could also be undertaken as final phases of regeneration schemes rather than early phases, which would help cash flow but would also help to manage increased demand.

There is some evidence that the approach to traffic and transport planning is not yet as corporate in its approach as it needs to be, and this perhaps requires some attention, with some clear shared objectives established. A starting point would be a workshop, with senior staff fully engaged, to test the traffic and engineering assumptions of the IDP and to map these against financial planning assumptions and regeneration scheme phasing assumptions.

2.5 Housing Strategy

The housing strategy deals principally with plans for the Council's own stock management and investment and it has been revised to take account of the myriad of new central government policy changes and initiatives in housing. Given the fundamental policy directional changes it is required to convey, and the uncertainties that still surround the impact of those changes, it is a remarkably succinct and clear

document which has been prepared with lay audiences in mind and sets out the key changes and their implications with simple, straightforward and dispassionate terminology.

Critical to the housing strategy will be the Council's plan for the use of additional borrowing it may choose to undertake following reform of the HRA subsidy system. The business plan for this is still in preparation, and is the focus of analysis and discussion in the latter stage of this review.

There is a further housing strategic document that is worth commenting upon. Barnet was the first London authority to produce, in March 2010, its Borough Implementation Plan (BIP) in response to the HCA's request for these to facilitate that organisation's short lived policy instrument, the Single Conversation. Although Barnet's BIP was probably overly optimistic about the Council's readiness to deliver its aspirations, the work that has been done since on the LDF, the IDP and the Housing Strategy, plus a better understanding of the viability of key projects, arguably puts the Council into a much stronger position

An updated version of the BIP, perhaps with more of a "marketing" title and feel, clearly targeted at investment and development partners and potential partners, could be timely, involving relatively little effort and expense.

2.6 Enterprise and Skills Strategy

Regenfirst has undertaken a detailed review of Barnet's economic development activities. This section summarises the key findings and recommendations from that review.

The Barnet Economic Insight (BEI)

The Barnet Economic Insight (BEI) is limited as a policy tool due to its reliance on national statistics which are very out of date. However, having produced the document Barnet has an opportunity to use its publication to embed partnership working around the task gathering and maintaining a core of economic intelligence - this could include the following:

- Working with Middlesex University to create a data and analytical repository of local information and intelligence
- Engaging public sector partners to improve the depth of local data
- Linking data collection to major regeneration projects, with developers as sponsors and partner users of the data, to inform the delivery and marketing of new schemes.

The document could usefully be succeeded by a regular (bi-annual) bulletin that provides a thematic analysis of key economic issues and offers a small set of core economic indicators. If provided electronically, this could provide links to other sources of data (in a directory format) for partners/developers in need of specific data.

Skills, Employment and Enterprise Issues Paper

The paper would benefit from being summarised with a narrower range of issues and options identified for discussion, following the simpler and more accessible format of the Regeneration and Housing Strategies. An outcome of this process must be a clear and deliverable action plan that tasks partners with responsibility for leadership on key actions.

There is a seeming reliance on the forecast growth of 22,500 jobs over the next 20 years. The achievement of this growth will take significant effort. This highlights a key task (not referenced in either document) of developing an inward investment strategy, linked to the planned development schemes – especially at Brent Cross/Cricklewood.

The Council needs be clearer on how the available evidence supports its proposed interventions, and needs to indicate what the intended outcomes are: *how* the success of any interventions will be measured. Some specific examples of thematic interventions and actions follow:

- **Promoting enterprise** – there is already a significant level of self-employment and given the relative affluence, skills level and dominance of professional occupations there should be capacity to expand this further. Activities could include building relationships with Middlesex University (i.e. for formal training in enterprise and innovation); engaging flexible business space operators in discussions about new developments / refurbish existing premises; encouraging the Chamber of Commerce to support business networking; and supporting Barnet College in the development of vocational and professional P/T training at level 4.
- **Employment** – while the borough has overall a good employment rate there are pockets of long term unemployment. The primary goal of this must be corralling mainstream services provided by JCP and its partners to intensively focus on areas of deprivation – setting benchmarks and targets to close the gap with the remainder of the borough. This could include job brokerage – public sector and retail.
- **Skills** –there would seem to be two strands, reflecting and supporting sectoral aspirations - upskilling unemployed people (through integrated employment and skills programmes) focusing on employability; and refining higher level skills offer looking at foundation degrees, higher level apprenticeships, and part-time CPD and professional accreditation..

There should also be strong strategic and operational links to the major regeneration schemes. This could include early agreement on the provision of funded apprenticeship places (at least one for each £1m of capital spend is standard practice in regeneration areas elsewhere in the capital).

2.7 Property

Barnet does not currently have a Property Strategy, an Asset Management Plan or a comprehensive property database. An ambitious regeneration agenda, such as Barnet's, suggests that it would be expedient for asset management information and planning to form part of the comprehensive and corporate strategic approach, so that

current and future use of operational property and sites is planned in accordance with wider regeneration opportunities and aspirations.

Moreover, use of property instruments such as compulsory purchase powers, disposal at less than best consideration for regeneration benefits, and/or deferred purchase disposal with a sales price reliant on overage or profit share clauses rather than upfront capital sums for land are all powers that the Council holds that can unlock stalled schemes or new regeneration opportunities. Similarly, use of covenants can protect long term uses for specified community benefits. An asset strategy should set out the circumstances in which the Council might use such instruments.

National and regional government policy stresses the use of publicly owned land, including local authority land, to deliver regeneration benefits and particularly housing growth. The development of a clear asset strategy, linked to regeneration plans and underpinned by a comprehensive and annually updated asset management plan which demonstrates optimum use of the Council's own assets for regeneration may help to protect against national or regional government intervention to release land for development.

Given Barnet's aspirations for comprehensive outsourcing of services including property, urgent consideration should be given to the development of a digital database and an asset management plan before outsourcing takes place. An essential first step will be to ensure that property is understood to be a corporate function, with all property centrally owned and budgets relating to property centrally held.

2.8 Capital Strategy.

Another area that needs some attention is the Council's own capital strategy. Asset disposals, the HRA borrowing strategy, General Fund Prudential Borrowing, use of CIL/S.106/new homes bonus, potential use of Tax Increment Financing and the inter-relationship between these different mechanisms will also all need to be clearly articulated. Work on all these areas is underway, but a clear, co-ordinated and evidenced strategy will be important to the Council's credibility, both with central government and with potential investment partners. Given the scale of the investment that Barnet is seeking to make in the borough and the long term nature of the programme of renewal, it will be hard to keep track of priorities and delivery against those priorities unless there is a clear strategy.

2.9 Communications

The Council does not currently have a strategic approach to communications and marketing on its regeneration programme as a whole or on its individual schemes.

The problem with this is that lack of communication leaves a vacuum, and in the absence of information investors and residents may assume the worst or the best, either of which is difficult to correct.

In the past, Barnet has not had to communicate to investors. The borough has always been a relatively low risk choice for investors, and relative to the rest of the Country it still is so. But these are times of change and uncertainty, the Council has some difficult regeneration schemes still to get off the ground, where new investors

are going to have to be convinced that they can succeed where others (in partnership with Barnet) have failed. The Council will need to signal its continued ambition, commitment, innovation, flexibility and confidence.

Elsewhere a London a very commercial approach is taken to regeneration communication, recognising that the development industry is a niche and not one within which many councils operate confidently. The Council has had previous discussions with one of the leading specialist commercial regeneration companies in London, 3Fox International, and a proposal has been put to the Council, based on existing arrangements with Bromley, Croydon, Ealing and the London Thames Gateway, which would require some modest investment from the Council but which draws primarily on sponsorship.

This model involves a tailor made approach with potential for a regeneration magazine, an e: newsletter and an event or a series of events to stimulate discussion on regeneration on terms that are recognisable and useful to the commercial and investment sector, where traditional local government mechanisms are not. A showcase event can be a particularly useful approach not just to marketing the borough to potential investors; but also to engaging existing partners, who are often reluctant to get involved in formal partnership structures such as an LSP. Several of the Council's partners interviewed for this review stated that they wished to be better informed, and would be keen to be involved in activities and events that promote the borough.

As Barnet refines the audience for its regeneration strategy, launches new regeneration partnerships at Dollis Valley, Granville Road and Mill Hill, and refreshes existing partnerships (possibly) at West Hendon and Grahame Park, this structured commercial approach to communications may be worth investigating.

A reworked proposal from 3Fox International, based on discussions that took place some months ago, has also been sent to the Council to assist progress.

2.10 Strategic framework - conclusions

The Council has clearly made significant progress in pulling together a strategic platform over the past eighteen months. There is still a lot more to do, as some fairly big gaps need to be filled and some strategic approaches need to be honed, but a clearer picture is beginning to emerge of the Council's priorities and aspirations. It is not always obvious who the audiences are for the different documents, and the lack of a clear house style makes it harder to appreciate that they are a suite of documents. These are primarily presentation points, but tackling them could help with overall direction of travel and would serve to strengthen strategic focus.

2.11 Recommendations

The Council should consider strengthening the presentation of the Regeneration Strategy so that it communicates greater vision for the whole borough, rather than being a collection of projects. This could be achieved by including a greater focus on the "Protect" and "Enhance" elements of the three strand approach, and providing illustrative material. As part of this, the Council needs to consider who the audience for the strategy should be.

The Council's approach to sustainable transport needs to be reviewed, corporately. A workshop with key senior staff would be a starting point, to review (and to challenge) some of the assumptions in the LDF and the IDP, with a regard for deliverability and timescales in the current economic climate.

Work on the Council's education estate needs to be expedited, and brought into the remit of the Regeneration Board. Education estate objectives should be made explicit in the Regeneration Strategy, to provide reassurance to local communities.

The Council should consider updating its Borough Investment Plan, reflecting new information in the LDF, IDP and the current understanding of scheme viability. The document should have a greater focus on marketing the borough to potential investment partners.

The Council should develop a clear action plan for enterprise and skills, which reflects sectoral aspirations and that works primarily through partner organisations such as JCP, Middlesex University and Barnet College.

The Council should develop an integrated Corporate Property Strategy, Asset Management Plan and digital asset register, as a matter of urgency.

The Council should prepare a Capital Strategy, setting out its key priorities for capital investment and clearly articulating the application to those priorities of its available resources through prudential borrowing, the HRA business plan, the use of CIL/s.106, the new homes bonus, potential use of Tax Increment Finance.

Internal and external communications require attention. Partners are not well informed about the Council's strategic direction, and they are keen to be involved in events and activities which promote the borough.

3 Strategic Funding

3.1 Context

The strategic funding context for regeneration has changed significantly over the course of the past year to eighteen months, as a result both of the Government's policy on fiscal restraint, particularly with regard to public sector spending, and its policy changes for delivery and financing of local government generally and housing and associated infrastructure in particular.

The previous approach (within the framework of which most of the Council's Regeneration Schemes were initially designed) sought to prescribe growth in specific areas and to direct various grant regimes (most of them complex and cumbersome) to support that growth, the new regime largely removes targets but seeks to incentivise growth. The principal aim of the Localism Act is to transfer powers and functions to local authorities, and to give them the formal powers and fiscal incentives to raise the profile of their areas, strengthen local democracy and boost growth. The reform of council housing finance, removing the old subsidy system, the streamlining of development benefits to fund infrastructure through the replacement of complex planning obligations with the streamlined community infrastructure levy, and the forthcoming reform of the business rates system all point to a serious intention to ensure that the benefits of growth are felt locally. As other forms of formula based grant and subsidy are gradually removed as the government rebalances the national ratio of debt to public spending, these local benefits will become significantly more important, proportionately, to local areas' core financing strategies.

The principal changes directly relevant to the Council's future approach to Regeneration are as follows:

3.2 Housing finance

There are three significant changes:

- Self financing
- Flexible tenancies
- Registered Provider contracts

Self financing

As far as council housing is concerned, the previous subsidy system (whereby rental income from council housing was in effective centralised and redistributed, along with borrowing credits, by central government) by is being replaced with "self financing". While prudential borrowing regulations will continue to ensure that any borrowing by an individual council is affordable locally, each individual council will in future have control over its own assets, the borrowing those assets can responsibly generate, and the retention of any surplus rental income from its stock. This will give local authorities direct benefits from cost controls and efficiencies and they will have the freedom to determine where and how they should direct investment in new or

existing stock. Barnet is a net beneficiary from the removal of the subsidy system. The Council has estimated that approximately £35 million of additional funding can be generated over the next 22 years, depending on the approach taken locally to prudential borrowing and repayment. Taken with the £8 million already earmarked within the HRA capital programme for the regeneration schemes, this funding is likely to be all it can rely on as its own contribution for further decent homes type investment, the comprehensive regeneration of estates where stock is not worth investment, and any new build that the Council itself wishes to deliver. A business plan led programme of expenditure is in early stages of preparation in Barnet, and stock condition information is still being verified. However, it should be remembered that, as with any borrowing, protecting the long term health of the asset base will be essential. The more that an investment programme extends and improves (for the long term) the asset base, the more borrowing the Council will be able to sustain, and the more revenue income it will be able to draw on from that asset base. Short term or cosmetic improvements to stock which is scheduled to be demolished will not only eat into the capital available from the current borrowing headroom, they will proportionally damage long term income *and* investment opportunities.

Flexible tenancies

The second significant change in housing finance relates to the effect of (future) tenancies. In future, the Council will be able to offer more flexible tenancies rather than tenancies for life. The standard period of tenancy is expected to be five years, although Councils have the discretion to offer much longer tenancies and, in exceptional circumstances, shorter ones (although not less than two years). Coupled with the freedom to control additions to housing waiting lists and the duty to offer a permanent council home to those in need (although still retaining the obligation to house those in need) Councils will have more freedom to control burgeoning demand, and to incentivise people to move to non social housing options, thus releasing stock and enabling a greater proportion of HRA expenditure to be directed to longer term investment options rather than short term emergency provision. The redefinition of affordable rents, to reflect local housing markets (the aim is that affordable rents should be 80% of market rents, nationally – in London this is more likely to be between 60-80%) also helps this more flexible approach to managing tenancies. Barnet's revised housing strategy fully embraces the freedoms and flexibilities that these reforms confer.

Registered Provider contracts

The third significant change involves funding to Registered Providers (housing associations/registered social landlords). Previously, the grant regime for registered providers was a complex three year rolling programme of investment, where qualifying organisations bid for varying amounts of grant to fund new housing, with different regimes applied to the units arising via s.106 agreements with private house builders, units arising from land acquired by qualifying organisations, and units arising from land acquired from local authorities – and different rules applied according to whether the units represented replacement or additional stock. Grant was paid at trigger points: completion of sale or transfer of land, receipt of planning consent, start on site and practical completion. The complexity made forward planning extremely difficult, both for the Homes and Communities Agency and for the individual Registered Providers. Delays at land acquisition and planning stages have long been cited as particular difficulties. Under the new regime, Registered

Providers are being given three year contracts, with substantial grant allocations up front, and a contractual obligation to deliver a given number of units (at affordable rents). They have discretion to apply the grant themselves to schemes, as long as they deliver against their contractual units, within an overall monitoring regime. This means that Registered Providers will be extremely careful about which local authority areas they operate in. They will want councils who can be relied upon to deliver land (still assumed to be at nil value, and this will be monitored) in a timely way; to grant planning permission in a timely way, and to allow them to deliver affordable rent compliant schemes. The assumption from central government and the HCA is that s.106 schemes will not receive grant – they will be self financing. This may well push down the proportion of units that can be delivered on private schemes as viability will become much harder to achieve. However, strategic alliances are developing between private developers and Registered Providers because, while the initial proportion of affordable homes do not attract grant, additional units transferred to Registered Providers can. This may well provide a viability solution to some of the borough's struggling schemes. Barnet should be well placed to attract the investment available to Registered Providers, if it continues to be clear, consistent, effective and timely in its approach to land, housing policy and planning strategy and delivery.

3.3 Funding Infrastructure - the Community Infrastructure Levy

Although originally proposed by the previous government, the Localism Act has reaffirmed the importance of the Community Infrastructure Levy as a principal mechanism for funding infrastructure. The rates will apply to most development in a locality, whereas nationally only 14% of residential development is subject to a S.106 agreement, and only 7% of non residential development. It is intended to give greater transparency and certainty to the process of securing financial gain from development. It can be set locally, reflecting local infrastructure needs as set out in the Infrastructure Delivery Plan for a local area, and while the charging schedule will be subject to an independent examination by a planning inspector, the approach taken by each individual authority will be very much one of policy. In London, the Mayor is also setting a CIL rate against all development, payable as the "first" charge, weighted on an authority by authority basis (in Barnet, the Mayor's rate will be £35 per square metre on all chargeable development. Effectively this is a top slice from the overall charge on a development, not an additional charge). Care will need to be taken by each authority to strike an appropriate balance in setting the rate(s) in a local authority area, to secure optimum funding without adding so heavy a financial burden that viability is threatened, or, even though viability is not totally undermined, profit levels become so unattractive that developers go elsewhere. An example of the CIL element of a scheme's costs is shown in Figure 1.

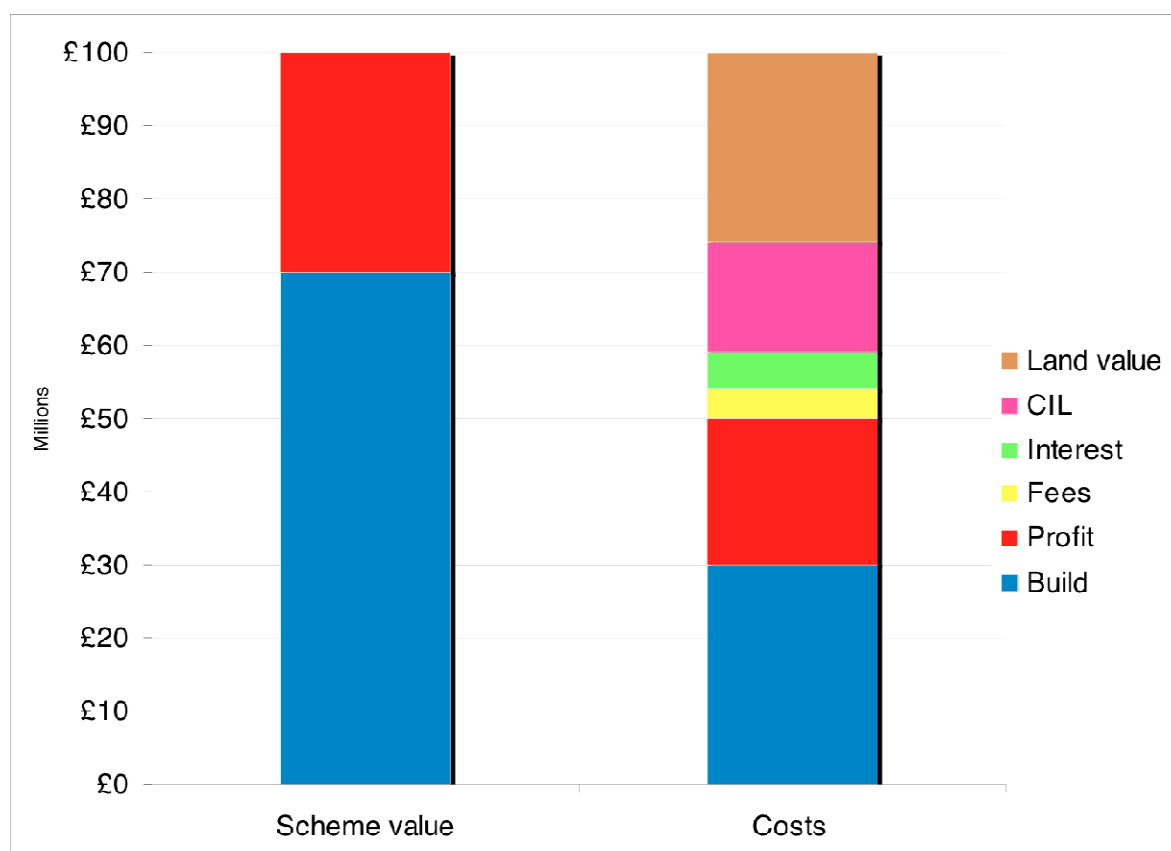
Other sources of funding (capital funding for schools growth is a good example) are being cut back, although small amounts of transitional funding have been made available so, as with housing capital, the freedoms and flexibilities that Councils are given are being balanced with a strong financial incentive to accept economic and housing growth. In Barnet, the work to establish locally appropriate CIL rate(s) is at an advanced stage, informed by the work on scheme viability of the current review (see Chapter 4).

A separate workshop on options for the CIL charging strategy was carried out with officers from a range of Council departments by specialist consultants CILKnowledge on 12 October as part of the overall review. A report setting out the options and their impacts has been submitted to the Council by CILKnowledge.

An early decision on CIL will be an important item of clarity and therefore incentive to developers seeking to invest in the borough. It will also be important for the Council to assess its approach to CIL charging in the context of other the application of other funding solutions available to it, and to take a long term approach.

As discussed in section 2.8 of this report, an overarching capital strategy related to the IDP and the Regeneration Strategy will be an important tool.

Figure 1. CIL as a percentage of scheme costs – indicative example



3.4 Business Rate Reform

The Localism Act signals the intention of the Government to ensure that business rates are retained within a local area, and become a more transparent part of the total funding available to that local authority, in place (or partly in place) of the current central government grant based funding allocation. While the Localism Act speak of giving more freedom to offer business rate discounts to help to attract firms, investment and growth, it also makes it clear that any such decision would have to be funded by the local authority. Again, greater freedoms are accompanied by strong incentives in this regard – if a local authority retains the long term benefit of

new business growth, then shorter term incentives may be worth considering. Government Announcements on the future direction of Business Rates as a local rather than a central government fiscal measure are expected imminently. The future of Business Rates is of particular interest to Barnet because it has long been considering some form of Tax Increment Financing, whereby the future value of NRRI is captured to fund major infrastructure, particularly relating to Brent Cross and Cricklewood. The Barnet Bond proposal made to the last government was a form of TIF. Government policy on TIF is still emerging, but decisions will be easier for the borough and its delivery partners in Brent Cross when it can be assessed in the context of the whole direction of Business Rate Reform.

3.5 Other Relevant Funding Considerations

The New Homes Bonus is a further source of funding which is likely to be of interest to Barnet, given the scope for housing growth in the borough. The potential benefit to the borough of the New Homes Bonus between 2010-11 and 2016-17 is estimated to be £39 million, based on LDF housing growth projections, although this will depend on future government policy on discounting, for example for empty properties brought back into use. As with other sources of funding, this represents an incentive to the borough to plan and manage its growth effectively, and once market conditions ease, and the borough's approach to contributing positive uplift to local market conditions becomes clear (through its policy on CIL, HRA borrowing, investment from retained business rates etc) then expenditure of the new homes bonus can be factored in as a significant source of capital.

3.6 Strategic Funding - Conclusions

In conclusion, while the market conditions are currently challenging, the underlying demand for growth in Barnet gives the Council choices about the way to proceed. Properly managed, growth should provide new funding opportunities for the Council to direct into its investment needs, according to its own policy objectives, to benefit its residents and existing and future businesses. The work currently being undertaken in different services within the Council (the Housing Revenue Account Business Plan, the Community Infrastructure Levy, the implications of Business Rate Reform and fiscal measures such as the New Homes Bonus, and the preparatory work for Tax Increment Financing) needs co-ordinating. Each of these is potentially highly beneficial to the borough, but they support each other if each is optimised, and the delicacy of the balance between them is maintained at a strategic level.

3.7 Recommendations

The Council should expedite the production of its HRA business plan, and link the use of any headroom for borrowing with the achievement of wider regeneration strategy objectives.

The Council should review its relationships with housing Registered Providers and develop a more overtly collaborative, site based approach with key partners to ensure that they invest maximum levels in the borough.

Community Infrastructure Funding provides a significant opportunity for funding infrastructure in the borough. However, the Council should take a pragmatic approach to CIL (and to the continued use of S.106, where appropriate) given

market conditions. It can be reviewed in future if and when market conditions improve.

Further work on the total cost of the infrastructure requirement at Brent Cross is still being undertaken. This should be expedited: until it is completed, detailed modelling on how TIF could work for the borough is impossible to undertake. It is very clear that without some form of TIF or bond the Council's aspirations for Brent Cross/Cricklewood will be hard to realise.

A co-ordinated and well articulated capital investment strategy, building on all the opportunities set out above, has the potential to serve as an effective prospectus for the Borough that will give it an enviable position in London and in the country as a whole.

The Council should also look at the opportunities that its regeneration programme brings to give added value to other priorities – such as improving adult social care outcomes through provision of smaller premises and lifetime homes/neighbourhoods.

4 Scheme viability

4.1 Context

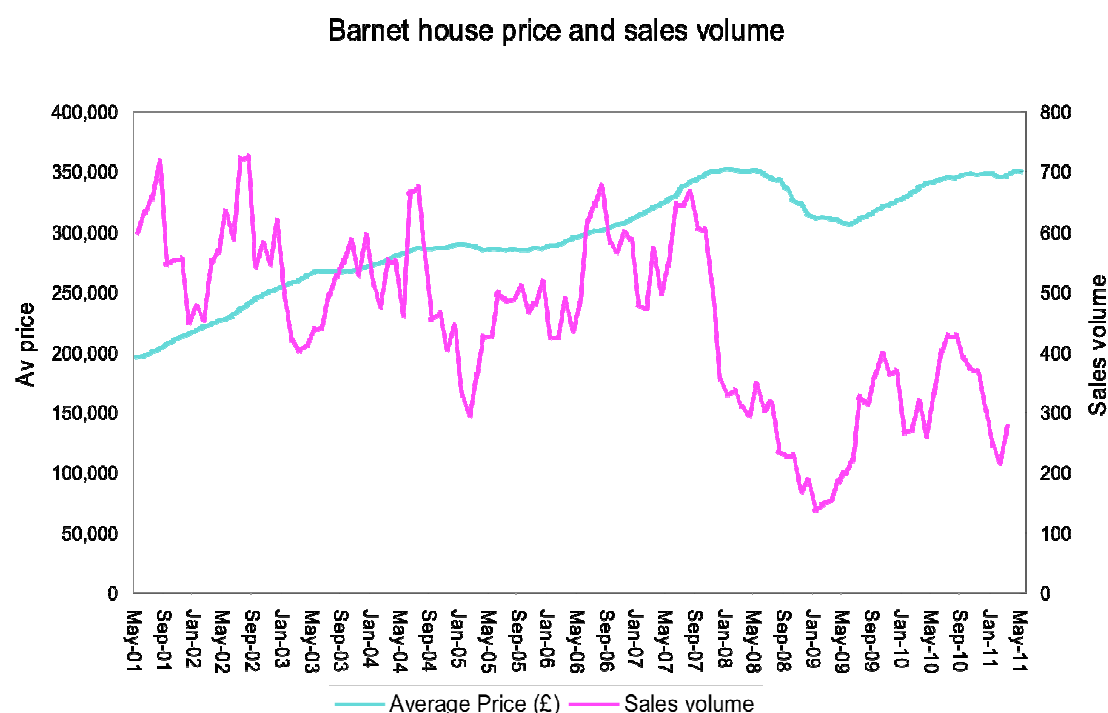
The Council has an ambitious regeneration agenda, with a number of large schemes which are at varying stages of delivery. Most of the Council's schemes are housing led most (although not all) seek to improve the condition and environment of council housing stock through replacement and refurbishment, funded in significant part by the introduction of homes for sale to the regeneration estates. Most of the schemes were designed at a time when the market for homes for sale was extremely buoyant. That is no longer the case. All of the schemes have been the subject of considerable effort over the last few years to address problems with viability and deliverability. In a number of cases these efforts have been successful. However, on the more complex schemes, viability in the current market is still a major problem. The review looked in particular at Grahame Park, West Hendon, Stonegrove/Spur Road, Dollis Valley and Granville Road.

4.2 Market conditions

The economic conditions within which Barnet, like other local authority areas, must now operate have changed significantly over the past 18-24 months. This is partly to do with the state of the global and national economy, and partly the result of significant changes in policy direction for local government funding generally, and regeneration/growth funding in particular. It should be stressed that Barnet's position is relatively favourable, compared with other local authority areas. London overall is coping with economic downturn better than the country as a whole; the local economy is relatively strong (see the discussion on Barnet's enterprise and skills approach at 2.6 above) and there is scope for managed growth in the locality. If the growth agenda is effectively managed, Barnet could be well placed to benefit from the new funding regimes, and to place the borough in a very good position to benefit further when the global and national economic position improves.

The negative conditions faced by the housing sector in particular have been well publicised. The Government has recently (21 November 2011) published a new strategy with a range of measures aimed at tackling some of the problems in the sector, including access to mortgage finance for first time buyers, access to development finance for house builders (particularly smaller firms), access to public land on a "build now, pay later" basis, tackling empty homes and restarting the right to buy programme for social housing tenants. The strategy also emphasises the importance of previously announced changes, including those to housing finance in the public sector, to tenancy provisions and to finance for infrastructure.

Figure 2. House prices and sales 2001-2011



The market conditions that the strategy seeks to tackle have been very evident in Barnet, particularly on the regeneration schemes. While house prices have remained relatively steady, the volume of sales has not recovered from the position before the global downturn (see Figure 2). New build has been especially slow. The market sale (usually 1-2 bedroom) units in higher density flatted developments are principally aimed at first time buyers or small-scale investment/buy to let purchasers. These are exactly the people who will struggle to find a deposit, or a buy to let mortgage, the latter especially in developments that are considered higher risk by mortgage lenders. For the buy to let market, the return on investment in the locations represented by the regeneration estates will be more marginal than elsewhere in London. The reputation of some of the estates will also deter buyers, unless and until the regeneration programmes reach a greater momentum than is currently the case. Moreover, before the downturn, these types of properties were generally purchased off plan, and mortgage finance for off plan sales is now virtually impossible to find in the UK. This pushes the developers into a situation where they are building blocks at risks – and they will do this only very slowly, if at all, in high risk locations. The effect of this should not be underestimated.

The fiscal measures announced in the new housing strategy may go some way to alleviating the worst aspects of the downturn, but their effectiveness will be dependent on the public sector at the local level, as well as nationally, embracing their direction of travel and accepting some of the risks and challenges that will be required to harness growth locally. The range of public sector funding opportunities is rather different from those that existed previously, but their use is now very much a matter for local decision.

4.3 Viability assessments - approach

The Council commissioned Drivers Jonas Deloitte (DJD) in early October 2011 to assist with assessing the viability and deliverability of each of the Council's regeneration schemes, and to provide technical support for the scheme viability element of the review. This will inform the Council's approach going forward, both to inform the Council's own negotiations and decisions on individual schemes and the Council's future policy approach on regeneration generally and on matters such as CIL implementation and the use of grant and capital regimes.

The regeneration schemes assessed were:

- Stonegrove/Spur Road
- Dollis Valley
- Granville Road
- Grahame Park
- West Hendon
- Mill Hill East

The viability review took place in a series of intensive workshops with Council officers and the lead consultant (Regenfirst) during October and November. Detailed information on each scheme (development agreements, planning consents including s.106 agreements, information on funding agreements from HCA etc) was provided, where possible, to inform both the discussion and the subsequent analysis provided by DJD.

The analysis varied slightly according to each regeneration project: they are at different stages of implementation; the levels of detailed information available therefore vary from scheme. Moreover, they are different in terms of objectives and approach. However, the template for analysis covered the following:

Issue	Detailed Elements
Land Value/receipt	Level of Receipt Timing profile Conditions to receipt
Site abnormalities	Known abnormalities Anticipated abnormalities Mitigation measures Cost estimates
Planning status/risk	Existing consents Conditional positions Barriers to implementation Compulsory Purchase (linked to decant and/or land assembly as appropriate)
Infrastructure Costs	Defined requirements Payment profiles Trigger dates

Build Costs	Total costs Work in Progress Cost to completion Development programme review
Grant/grant security	Grant payment profile Conditional positions Trigger dates Repayment mechanisms
Housing decant issues	Decant Plan Re-location / Decant options Leasehold/Freehold buy back progress
Sales values	Correct product placement Projected sales values (private and affordable) Sales revenue received Sales revenue to be received Incentives Sales strategy Sales programme
Commercial yields (where relevant)	Level/type of commercial accommodation Occupier potential
Development Returns (to partners)	Basis of profit (cost/value) Level of profit – split by development type Timing of return

DJD graded each of these aspects, per scheme, according to a traffic light system:

Green: No anticipated concern – this is within acceptable market levels/anticipated position

Amber: Potential concern – adjustments may have material impacts on viability / acceptable subject to formal agreement

Red: Point of concern – Potential for major impact on deliverability /viability.

Each grading is accompanied by a commentary setting out the basis for concern.

Each scheme is given an overall grading. In summary these ratings are:

Stonegrove/Spur Road	Green Amber Red
Dollis Valley	Green Amber Red
Granville Road	No rating (too early in scheme development)
Grahame Park	Green Amber Red
West Hendon	Green Amber Red
Mill Hill East	Green Amber Red

The detailed assessments are attached as appendices to this review. Currently, however, there is no detailed assessment for Grahame Park. This is very disappointing to Regenfirst and to DJD, and is due to significant change in circumstances at that project during the course of the review. There is an absence of detailed information on those circumstances and therefore a review is impossible to undertake. This is being followed up, and it is hoped that a similar assessment for Grahame Park can follow.

4.4 Stonegrove/Spur Road

Overall rating: AMBER

Scheme background and current position

Stonegrove and Spur Road Estates were built in the 1960s and 1970s, and comprise a mixture of 11 storey tower blocks and four storey maisonette blocks. The total site area is 11.5 hectares (28.4 acres). The proposed scheme seeks to demolish all 603 existing properties and to provide not more than 937 dwelling, with a minimum of 280 social rented dwellings and a minimum of 137 shared equity and shared ownership dwellings, and up to 520 private for sale dwellings. The Principal Development Agreement also provides for the provision of a community hall, a replacement church and for employment and training initiatives.

The variation of the Principal Development Agreement (PDA) in October 2009 and March 2011 along with the grant funding of £9.65m has enabled the scheme to proceed and coupled with the current level of private sale being achieved should secure the remainder of the total development of 656 units.

The next phase Academy Court which will provide a further 67 private units will be completed in Autumn 2012. However given the timeframe for the delivery of the scheme it would not be unreasonable to assume that there will be further movements with regards to sales values, both up and down which may impact on the proposed timeframe for delivery of the scheme.

A major condition of the HCA funding was that none of the HCA grant shall be used as land receipts payments by the Council. The effect of this is that £5m of land receipts will be deferred until 2017, the expected completion date, and will come from an overage agreement which relies on the project making a profit.

The CPO process has started and this, when granted, will provide the Council with greater comfort in respect of the delivery of vacant possession for the total scheme and with the benefit of £9.65m of grant this should secure delivery of the scheme. Should the CPO fail or become elongated for any reason this would be a concern for delivery of vacant possession.

Assessment

In overall terms the scheme is assessed as **AMBER**.

Taking all of the above into account and the progress on both the development build programme and sales the scheme is now gaining momentum and subject to no

fundamental change in the current market conditions will continue in line with the proposed timetable.

Commentary

This scheme was in an extremely precarious position in 2009. Over the past two years, the combined efforts of the Council's regeneration efforts, the Homes and Communities Agency and the Lead Partner (Barratts) have turned it into a highly promising scheme that will regenerate the wider area as well as the immediate estate area. The Council's innovative and flexible approach to securing delivery in difficult market conditions is an exemplar, and subject to market conditions remaining stable, the Council should see a return on its financial investment within five years.

4.5 Dollis Valley

Overall rating: AMBER

Scheme background and current position

Dollis Valley comprises a 1960's / 1970's housing estate. The estate comprises 9.7 hectares of land. Development has not yet commenced. A development partner consortium (Countryside Homes and London and Quadrant) has just been selected via competitive dialogue selection process.

The objectives of the regeneration scheme, and the basis of the contract with the preferred development partner consortium, are as follows:

- Between 523 and 1,000 new homes are provided, of which a minimum of 230 are to be affordable rented to replace the existing Council owned homes
- Overall a minimum of 50% of the homes to be constructed are required to be private sale homes
- A minimum of 50% family housing is constructed including not less than 248 houses
- The provision of a community facility.

The competitive dialogue process has proved to be successful with the appointment of Countryside Properties (UK) Limited, London & Quadrant Housing Trust and Countryside Properties plc

Assessment

The overall rating for the scheme is **AMBER**.

This is a new partnership and the selection has been based upon a robust mechanism undertaken over a two year period. This has produced a development proposal that still needs to be worked up in full detail to include financial and cost considerations.

There is an agreed draft Principal Development Agreement (PDA) in place and the appointment letter to the developer will require them not to change what has been agreed. It is of paramount importance that the Council take a lead role in structuring a programme of events to address the areas noted above to ensure that progress

can be made as effectively as is possible and that conditions to the proposed terms by the developer can be released / waived at the earliest of opportunities.

Commentary

This is another scheme that was seriously compromised two years ago, with a development partner who was unable to progress the scheme. The Council has taken a proactive and innovative approach, with markedly more commercial objectives. There are risks in the approach, in that challenge from the former partner remains a possibility, albeit a remote one in the current market. However, the re-specification of the project, and a carefully OJEU compliant approach to procurement is a credible piece of risk management, and demonstrates that the Council has developed an effective and credible approach to managing adverse market conditions.

4.6 Granville Road

No Rating

There is no Overall Rating for Granville Road as it is too early in the process to form a judgement.

Granville Road currently provides a Housing Estate of 3 tower blocks and three low rise blocks built in the 1960's / 1970's.

A planning brief was completed in 2008 but plans were stalled due to the decline in the residential market.

In July 2009 the Cabinet Resources Committee approved the formal acceptance of the award of funding of £7.011 million from the London Development Agency to improve the three tower blocks and upgrade 179 homes on the Estate and to undertake a parallel process for the wider estate regeneration and procurement process. These works are in progress.

In October 2009 the Cabinet approved officers to procure the production of a masterplan to guide the development and regeneration of the wider Estate on a commercial basis.

In June 2010 the Council approved the appointment of external consultants to seek a development partner through a competitive tender process to enter into a joint venture to take forward Phase 2 of the regeneration of the estate.

In June three parties were invited to participate in a dialogue process. During this period the bidders are invited to work up the proposal they submitted as their Outline Solutions in greater detail.

4.7 Grahame Park

Overall rating: RED

Scheme background and current position

Grahame Park is Barnet's largest housing estate with 1,777 homes built by the GLC in the 1970s. The regeneration proposals for Grahame Park form a central part of the Colindale Area Action Plan that aims to create a vibrant new community with major infrastructure improvements, improved transport links and community health facilities.

A rebuilding programme is planned to transform the estate over the next 15 years. This will entail the demolition of 1,314 homes, retention of 463 homes and construction of 3,440 new homes. The outline masterplan for the regeneration of the whole estate was approved by The Council's Planning and Environment Committee in September 2004.

A Principal Development Agreement for the regeneration was signed between the Council and Choices for Grahame Park (a subsidiary of Genesis Housing Group) in January 2007.

The regeneration is proposed to be implemented on a phase by phase basis, dependent on satisfactory re-housing of existing residents before their homes are demolished, with a significant programme of sales of new private homes.

A demonstration phase of 32 homes was completed in October 2007, 13 of which were for affordable rent, 3 for low cost home ownership and 16 for market sale.

Phase 0 received detailed planning consent in July 2008 for 39 units, all for outright sale. The programme has been heavily delayed with practical completion now expected in November 2012.

Phase 1a has 319 homes, of which 155 are for private sale, 134 affordable rent and 30 shared ownership. Project Satisfaction was achieved in July 2009 with construction starting the same month. In February 2011 the marketing of sales units commenced.

Phase 1b received committee approval for reserved matters in June 2011. The phase comprises of 446 mixed tenure homes, retail units, library, community centre and housing office. Practical completion is estimated at August 2017. The viability appraisal, dated July 2011, produced a positive return. However, there are now serious concerns with regard to the way forward for the regeneration of Grahame Park. In a series of meetings between the Council and Choices for Grahame Park and between Regenfirst and Genesis Housing Group, it became clear that there are now very serious viability issues for Phase1B and unless these can be resolved it is difficult to see how the scheme can progress further or beyond the current phase.

In a paper submitted to the Council by Choices for Grahame Park on 21 November 2011, the origin of the viability issues (which had been discussed at detailed planning stage) were attributed to:

- increased/higher standards than envisaged in the original masterplan

- unusually expensive infrastructure requirements
- the requirement to provide community infrastructure without income
- fewer but larger units
- lower sales values

The seriousness of the situation is now compounded by dropping sales values and a serious slowing down in sales rates; increases in building and a significant increase in the financing costs.

Assessment

The overall assessment of this scheme is **RED**.

This assessment is provided in the absence of detailed figures, which are still in preparation.

Commentary

The lack of information available to the Council in relation to the problems discussed above needs to be rectified quickly because (quite aside from the original brief for the Regeneration Review) there are clearly going to need to be major revisions to the Principal Development Agreement and these changes will require evidence. The partners therefore need to produce a full suite of information to inform the Council's actions going forward, and the Council should take careful professional and legal advice on the nature and extent of the information required, and give a reasonable deadline for its production.

However, the regeneration of Grahame Park remains very important to the Council – both for the residents that live on the estate and for the wider Colindale area, which is a major priority for the borough. If Grahame Park is not transformed into a viable mixed community, with an environment and a social mix that drives development values and social aspiration up, then Colindale as a whole will fail to regenerate in the way that the Council and the local community wish.

Radical solutions are clearly required if the Regeneration of Grahame Park is to be achieved. It is unlikely that small changes to the overall masterplan or short term fixes such as the provision by the Council of capital grants will resolve the underlying problems of viability.

There are, however, some new opportunities for Grahame Park. Changes in affordable housing policy, with the introduction of affordable rented products, new home ownership incentives and shorter tenancies mean that the mix of housing offered on the scheme can be radically reviewed. The Council has been in talks with Barnet College about the potential for a new college building, co-located with the proposed new library, which could bring further opportunities for a more vibrant and sustainable development mix and would also help with the overall scheme viability. Barnet Homes (The Barnet Group) has also expressed an interest in an office location on the scheme, which would again improve the mix, the footfall/customer base for commercial uses such as small shops and cafes, and provide a guaranteed future commercial income for the space that the Group would occupy, which would make financing easier.

A new masterplan is clearly required for the future phases on the regeneration scheme. The Council should consider undertaking this as an area action plan, rather than an outline planning application, as this gives much greater flexibility in future planning (and financing) terms. The Council needs to review its demands, in terms of social and physical infrastructure, with a view to driving costs of build down (not to mention future running costs).

It is probable that a new approach to partnership will be required for future phases. The total scheme is a very large one for a single registered provider to take forward, particularly in the current market. The potential for a number of different partners should be explored, with the risk spread between more organisations (potentially including the Council).

A clear decant programme and strategy needs to be developed, for secure and non secure tenants. This should be easier, given the new opportunities that changes in affordable housing policies allow, but it must be recognised by the Council that the lack of this has been a matter of anxiety for Choices, and for Barnet Homes. Either the Council, or Barnet Homes, should be tasked with undertaking this, to inform a new masterplan/area action plan and an approach to phasing development.

This needs to be done quickly. It would be a missed opportunity if the Council now took a defeatist approach and spent significant sums of money on the existing properties on the estate. This would signal that Grahame Park will never change. The homes on the estate, and their environment, are not fit for purpose. It would be better for the Council to buy some of the for sale homes and use them for decant purposes, to free up opportunities for early development by a new partnership. The Council (or Barnet Homes) would then have a long term stake, against which to raise finance for its own participation in a new partnership, or an asset that could be sold on when the economics of housing regeneration improves.

The Council has successfully rescued regeneration schemes at Stonegrove and at Dollis Valley over the past two years, and has shown by its approach to Mill Hill East that it is prepared to be innovative. Grahame Park now needs the same dedication and innovation. It remains, together with Brent Cross/Cricklewood, probably the most transformational and ambitious regeneration project that the Council is engaged in, and one of the biggest housing regeneration projects in London.

4.8 West Hendon

Overall rating: RED

Scheme background and current position

The West Hendon Estate was constructed in late 1960's and is located in the southern part of the London Borough of Barnet, between a section of the A5 Edgware Road known as The Broadway and the Welsh Harp Reservoir.

The West Hendon Regeneration Scheme received outline planning consent in July 2005 subject to an agreed Section 106.

In August 2006 the Council entered into a Principal Development Agreement (PDA) with Barratt Metropolitan LLP to provide for the regeneration of the estate.

In December 2007 the Planning and Environment Committee approved the demolishing of the former Lakeview Children's Centre and the redevelopment of the site with 8 affordable units subject to completion of a Section 106 Agreement.

The initial phase comprising the Pilot Phase and Phase 2A (Lakeside) is under construction. Completion of the Pilot Phase of 8 affordable units is expected late 2011 and Phase 2A, containing 151 private and 35 affordable homes, is due to complete in 2012.

The Masterplan originally developed is no longer seen as financially viable given the subsequent changes to the economic climate, and more specifically the housing market. A June 2010 assessment by Barratt Metropolitan LLP (consisting of Barratt Homes and Metropolitan Housing Trust and known as BMLLP) showed a very significant deficit, which has led to a comprehensive review of the scheme over the next six months.

At present BMLLP and the Council are reviewing the Masterplan, which, due to the changing economic position, is presently unviable.

Five major replacement options are being developed by CBRE and Allies & Morrison.

All the options follow the residential development quantum of the extant permission, requiring the construction of 1,977 residential units. 247 of these would be Affordable units, and 253 have been allocated to shared ownership and shared equity. The commercial element of the scheme varies among the five options, and in terms of space ranges from provision of 10,764 sq ft (Options 3,4,5) to 80,987 sq ft (Option 1).

Assessment

The overall rating for this scheme is **RED**.

This is a regeneration scheme, not a Greenfield development site. There are greater up-front risks on this scheme and the development needs pump priming to get it started. If this doesn't move forward, there will be a need to do decent homes works (for which it is understood there is no identified budget) at a significant cost.

DJD and Regenfirst are in agreement that the masterplan review was needed and that the Council should work with BMLLP to continue to review the masterplan options and progress with the scheme which offers optimum, key, development output relative to major costs, i.e. limit land assembly as required and seek a reduced level of commercial accommodation.

A timeline of key events is also important to consider, especially given various longstop dates for drawing down grant, potential call in by the GLA due to the reduced number of affordable units likely to be proposed etc.

We are of the opinion that the Council should seek to re-negotiate on various elements of the PDA if the development scheme is changing, i.e. slight adjustments to profit margins have a significant impact on viability.

It is fundamental that the Council receives copies of the full development cash flows and cost plans for the later phases to underpin the appraisal front sheets provided.

At present it is not possible to review the timing of the phases, or determine when profit is taken, how sales are programmed etc, all of which have a fundamental impact on the development viability.

We are also of the opinion that there is a need for a clear strategy for dealing with residents / leaseholders and a route to securing buy-backs.

A review of the proposed A5 works is also required to determine what is reasonable within the context of the proposed development rather than trying to over-burden a development which is already experiencing difficulties.

The report regarding the Master Plan review is due on the 14th December 2011 and we understand that report will address a number of issues raised in the viability assessment.

Commentary

West Hendon is a very important scheme for Barnet's overall programme of regeneration. It is an important transformational project for the A5 Corridor, setting the pace (or otherwise) for the longer term regeneration of Brent Cross/Cricklewood. It is a long standing aspiration of the Council to achieve comprehensive regeneration, including regenerating the district centre and improvements to the A5 itself. The residents on the estate have been waiting for many years for progress against the scheme's objectives. The partnership with Barratts and Metropolitan Housing Trust has become strained over the past two years due to lack of progress – there is frustration on all sides.

The initiative, prompted by the Council but funded by Barratts, to revisit the masterplan is a welcome example of a problem solving approach. It would be very disappointing if the Council were to reduce its overall vision for the transformation of the estate and revert to a refurbishment option. In the current market conditions, it will be challenging to find a redevelopment option, and the longer term ambitions and benefits from the scheme (e.g. to the district centre and to the A5 itself) may take longer to realise as a result – although all are still considered by all parties to be essential long term ingredients of/outcomes of the programme.

Over the next six to twelve months the scheme requires the attention and the commitment that the Council has demonstrated in bringing Dollis Valley and Stonegrove back to broadly viable and deliverable status. The opportunity at West Hendon is proportionately greater than either of those schemes, and has the potential to deliver long term financial and regeneration benefits. For the next few months, the Council should continue to look to the long term, and seek, with its partners, a solution that invests in West Hendon's transformation.

4.9 Mill Hill East

Overall rating: AMBER

Scheme background and current position

The land at Mill Hill East is located approximately 9 miles north west of central London. The nearest underground to the site is Mill Hill East (Northern Line), with

West Finchley, Woodside Park and Finchley Central are located within one mile of the site. The Inglis Consortium, comprising VSM Estates, Annington property and the London Borough of Barnet (LBB) are the owners of the landholdings.

The Council's land is situated in the south of the overall Mill Hill East AAP area, to the east of Mill Hill underground station. The surrounding areas have a suburban character and are surrounded by Green Belt to the North and East.

The overall assumption in the Business Plan is that the landowners work together to provide serviced plots by preparing the site, developing key infrastructure and undertaking Section 106 works. Thereafter the objective is phased sales of the plots to prospective developers terminating in December 2020.

The site area is Approximately 34.35 hectares (84.63 acres)

The proposed development is anticipated to be built out over a period of approximately 10 years.

The site has been granted outline planning permission for 2,174 homes. Permission is also included for a primary school with community facilities, small-scale retail units and office and workshop employment space.

The first two serviced land parcels are currently being marketed by Knight Frank:

Lot 1

58 units, all houses
100% private housing (no affordable)
3.4 acres (1.38 hectares)

Lot 2

107 units, comprising 80 houses and 27 apartments
Conversion of the locally listed Officers Mess building to apartments and a GP surgery
100% private housing (no affordable)
9.6 acres (3.89 hectares)

Assessment

The overall scheme is assessed as **AMBER**

The proposed serviced land disposal scenario presents the Council with an opportunity to optimise its land holding through co-working with other land owners. This basis also means that the Council receives land receipts from land sales as opposed to potential returns through active involvement in the development of a development site. The ability to realise a capital receipt at given times in the land disposal programme is therefore more certain, the amount however is clearly subject to close monitoring of cost expenditure and active marketing.

There are and will remain a number of risks over the course of the development programme, i.e. the relocation of the Council's depot, significant infrastructure costs, market fluctuations etc.

Moving forward we would expect that the consortium work collectively to drive value from the development and address at an early stage any issues that may impact on

viability and propose and action suitable measures to mitigate any risks to optimising the return.

There is also the opportunity if required for the Council to sell on their land holding as at today. This would be at a discount to the potential land receipt that may be secured over time, and at greater risk, but could provide the Council with a significant, early land receipt. By taking this route, any potential upside will be lost, but likewise, the noted development risks and potential market fluctuations may be avoided.

Commentary

Mill Hill East is a new approach for Barnet Council. It is unlike the other regeneration schemes; the intention is not to use market for sale housing to cross subsidise the re-provision of affordable homes that cannot economically be brought up to decent homes standard, and to regenerate the neighbourhoods within which they are located through introduction of a better mix of tenure. It is a more aggressively commercial approach, the Council is behaving as a developer, taking a long-term view and seeking long term returns on its (not insignificant) contribution to the cash flow position of the overall scheme.

This is a strategic property approach which inevitably carries risks but the return will be proportionately high. It is the kind of entrepreneurial approach which is lauded as good practice by central government, and which the forthcoming general power of competence for local government, enabled in the Localism Bill seeks to promote.

The Council must, however, watch its reputation with its partners in the consortium. Delays on matters such as planning or highways powers will be extremely damaging. The Council also needs to be sure that it is managing the risks associated with the relocation of the depot and the provision of the new school effectively and efficiently. There are, for example, currently discussions about the size of the school required, and how it is to be delivered. The Council needs to make this decision quickly and efficiently, and stick to that decision. The other members of the consortium will expect the Council, as an equity stakeholder, to deliver efficiently, or to share the costs of delay.

The Council also needs to watch its own costs against the scheme. Unlike the other regeneration schemes the costs the Council takes out to fund its own project management are not “hidden”, they will be top sliced from any profit the Council makes. This is a good commercial discipline – as long as the Council is disciplined.

If the Council can manage these challenges, then Mill Hill East potentially provides a blue print for other opportunities in the future – not least the potential of Brent Cross / Cricklewood, where the Council would do well to consider the longer term benefit that would come from an equity stakeholder approach, rather than a traditional sale of freehold/long leasehold for shorter term capital gain.

4.10 Brent Cross/Cricklewood

Brent Cross/Cricklewood is one of the most ambitious regeneration schemes in London. The Council and Hammersons have put a great deal of work into

developing a comprehensive approach, with significant investment in infrastructure proposed to support the new development that is envisaged, and the whole will provided much needed transformation if the shopping centre is to retain its competitive position against newer centres, particularly Westfield. The scheme was developed in a more buoyant economy, and while the necessary investment in “secured” via a robust s.106 agreement, the changed economic circumstances mean that both the planning and the commercial agreements will need some degree of review. The scope for Tax Increment Financing will also need to be reviewed in the light of changes to Business Rate policy, as noted above, and again, the changed economic circumstances mean that the scope for tax base related income should be thoroughly re-assessed.

Hammersons have already started this process, working with the council, potential partners including Barratts, and advisers (Price Waterhouse Coopers and others). Because this work is ongoing, it has not been possible to do a detailed assessment of the viability of the scheme. There is a need for a more detailed approach than this review can offer, looking at the liabilities, particularly in the early phases, assessing the role the Council should take, particularly as a major landowner, and reviewing options for effective project management for a scheme of this size and complexity.

What is clear is that the vision for Brent Cross/Cricklewood is a once in a century opportunity. The Council’s commitment to facilitating the implementation of the vision commands enormous respect amongst partner agencies. The challenge, in the economic circumstances is enormous but it should undoubtedly remain a high order priority for the Council.

4.11 Viability – conclusions

The Council has successfully “turned around” two of its principal regeneration schemes, Stonegrove/Spur Road and Dollis Valley over the past two years. It has taken a very commercial approach to these schemes, taken specialist advice, used robust competitive dialogue processes to appoint commercial partners and despite the market challenges it can be reasonably confident, going forward, of the viability of those schemes, if genuine open book based monitoring and effective dialogue with delivery partners is maintained.

The same robust commercial approach is now being taken with Granville Road and subject to the outcome of the current competitive dialogue process, the scheme has every chance of delivery.

Mill Hill is an innovative scheme, where the Council is using its assets and forward funding in a very commercial way to achieve significant long term benefits. This can and should inform future regeneration strategies, not least at Brent Cross/Cricklewood. The challenge will be to keep the early costs under careful review, and to ensure that the major risks for which the Council is responsible – the provision of the new school and the relocation of the depot – are delivered in a timely and cost effective way, as failure to do so will have significant scheme and reputational costs.

Grahame Park and West Hendon are not viable. Both need root and branch review of the aims, objectives and delivery mechanisms involved. Both remain very important to the overall achievement of the Council’s long term regeneration

objectives along the A5 corridor: aspirations for Colindale and, in the longer term, Brent Cross/Cricklewood will not happen if these two key regeneration sites do not fulfil their potential; moreover the Council will have to invest heavily in the fabric of fundamentally inadequate stock. Work on the review of West Hendon is already underway; Grahame Park needs to follow as a matter of urgency.

4.12 Recommendations

Genuine open book based monitoring and effective dialogue with delivery partners must be maintained on Stonegrove/Spur Road, Dollis Valley and Granville Road once the competitive dialogue process has completed.

At Mill Hill East, the early costs should be kept under careful review.

The Council must also ensure that the major scheme risks at Mill Hill East, the provision of the new school and the relocation of the depot – are delivered in a timely and cost effective way, as failure to do so will have significant scheme and reputational costs.

Grahame Park and West Hendon require root and branch review of the scheme objectives and a revised assessment of the best approach to regeneration. Work on the review of West Hendon is already underway; Grahame Park needs to follow as a matter of urgency.

All the schemes face a significant challenge in decanting existing secure and non secure tenants, and concluding satisfactory agreements with leaseholders. The challenge needs to be accurately mapped, for each scheme, and a strategy needs to be developed as a matter of urgency. This will require close co-operation with Barnet Homes – indeed, they should probably be tasked with leading on this project.

5 Delivery

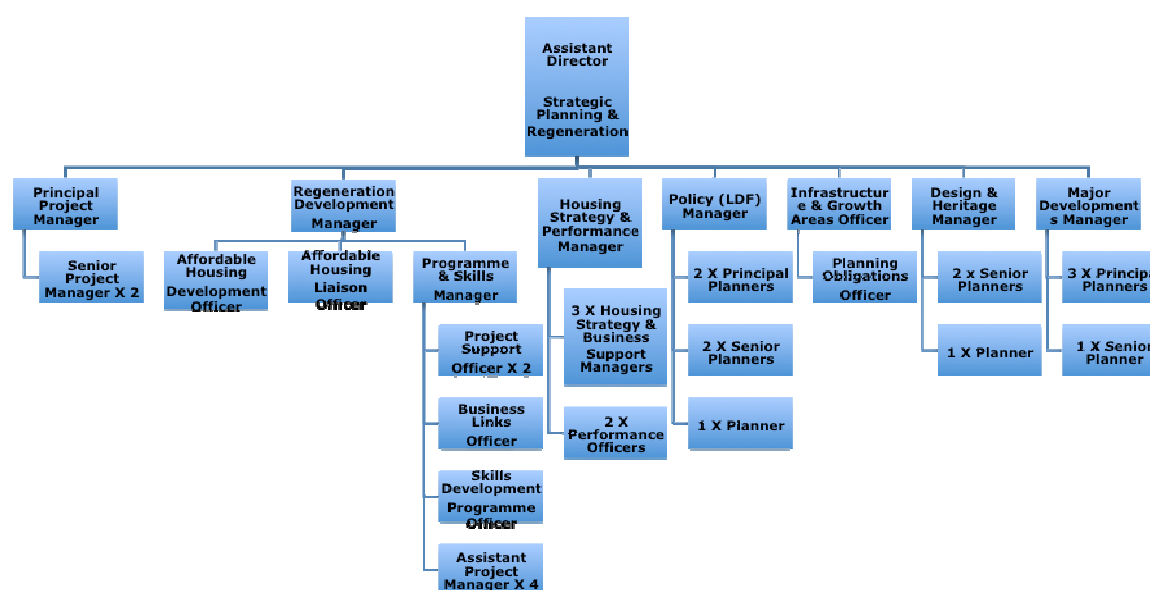
5.1 Context

The Council has significantly reorganised its regeneration service over the past year. Partly, this has been done to strengthen the links between strategy and delivery services, partly it has been done to reduce costs. This has resulted in the combining of the function of Regeneration with that of Strategic Planning.

Since regeneration is a non statutory service (unlike planning and housing) this approach has been common to many Councils facing the pressures of an urgent need to cut costs. Furthermore, in Barnet, there has been an extra incentive to remove costs, with most operational functions of the Council earmarked for transfer to an external partner. It makes sense for the Council to extract savings before this process takes place.

The revised structure of the service is set out in Figure 3 below.

Figure 3. Current structure of Strategic Planning & Regeneration



There have clearly been benefits from bringing key environmental services such as highways and transport under a common management structure. Furthermore, the combination of the function for strategic planning with that of regeneration has enabled the most senior officer with specialist responsibility for Regeneration (the Assistant Director, Planning and Regeneration) to develop the more clearly codified strategic approach as described in section 2 of this review. While this approach has yielded benefits, the focus going forward is likely to be on delivery, and on getting optimum benefits for the borough from the new regeneration funding opportunities set out in section 3 above.

5.2 Leadership

The question of professional (as opposed to political) leadership within the Regeneration service has been raised in the course of this review by a number of internal and external interviewees. Leadership in this context is perhaps best described as the “ringmaster”, on whom partners and stakeholders can rely to maintain an overall strategic focus and to maintain the pace of implementation, while also resolving issues that arise on delivery.

The intentions of the Council at a senior level with regard to regeneration are clear. Almost every partner interviewed was confident that senior managers are fully committed to the agenda, capable of delivering against promises. However, there are inconsistencies, which suggests that there may need to be a more effective strategic, decision making and problem solving approach below Chief/Deputy Chief Executive level.

Given that the regeneration schemes can take a decade or more to implement, some continuity in leadership is also quite important. While the corporate “memory” for the overall purpose of and need for regeneration schemes needs to be maintained, there also needs to be the confidence to take a more flexible approach to implementation, and this willingness to be flexible needs to occur as a preventative measure, before schemes get into difficulty. The Regeneration Service has amply demonstrated its ability to rethink delivery. A number of partners drew attention to the fact that strategies, masterplans, and even Principal Development Agreements, are the starting point or the framework for implementation, but when programmes are long term and complex those frameworks will need to flex and change according to external conditions, and they welcome the leadership approach that encourages this flexibility, and facilitates it through the partnership structures put in place to manage implementation.

“You have to start with a masterplan. But anyone who does regeneration knows that what is finally delivered will be different. A real partnership needs the structures in place to manage this.”

The most frequently cited area where partners would like a clearer demonstration of leadership was the “ringmaster” function with other Council service areas. Highways, planning and housing policy and property were all cited, where leadership was considered necessary to drive a more responsive culture. There were also some areas where there was a quite strongly perceived difference between the Council’s stated policy and the approach taken at a junior level by officers, which clearly needs some intervention. It was perhaps telling that one of those partners (when challenged) had not bothered to escalate this because the process of escalation was considered “too difficult” at Barnet. Partners need to know who they can go to with problems, to get both a hearing and, more importantly, resolution. They accept that they will not always get what they want, but they want to know who is “in charge”.

Another aspect of this frustration lies with perceived slow and bureaucratic decision making, which is also seen as symptomatic of weak leadership, although it is rather more complex than this. Decision making is considered further in the section on governance, below.

5.3 Project management

Project management capacity is spread between two teams in the Strategic Planning and Regeneration Service: The Principal Project Manager, who has two senior project managers working to him, and the Regeneration and Development Manager, who has a number of assistant project managers who work to an intermediary manager in her team (that intermediary manager is responsible primarily for employment and skills, and in this work effectively reports on these matters directly to the Assistant Director, so the management structure is somewhat haphazard in this area). There is a graduate trainee and some project support officers, also reporting to the intermediary manager, but the core project management team is thus seven people.

The small team is heavily reliant upon a range of advisers and professional consultancy support, covering project monitoring, cost consultancy, development finance and viability, valuation, land assembly and legal support for all the stages of planning, development and implementation.

This mix of internal and external project management resource makes for a complex suite of management relationships, the responsibility for management of which lies with the Principal Project Manager, whose deployment of them has provided a major impetus over the past eighteen months to kick start stalled schemes at Dollis Valley and Stonegrove, and to maintain momentum at Brent Cross / Cricklewood. The diversion of one of the senior project managers to Mill Hill East for a substantial proportion of his time has similarly enabled that project to progress to a position where implementation is a real prospect. However, the huge amount of effort that has gone into “rescuing” these projects cannot be underestimated.

The resources of the team will be severely stretched if Grahame Park and West Hendon are to be similarly rescued, while the others retain enough care and continued attention to ensure they remain on track. The current team structure and resource, even with significant external support, cannot, realistically, spread itself quite so thinly. Expanding the current team is unlikely to be an option, and in any case it would probably be the wrong solution. The team needs more senior, experienced capacity, not just more people. A revised approach to the use of external support, and a more rigorous approach to clienting is likely to be a more cost effective solution.

The Council could probably get more from its external support than it currently obtains. The specifications for the external support were prepared in different times, to service different purposes, and they need review. Indeed, the clarity (or otherwise) of briefs/specifications was raised (by the technical and professional advisers) as a particular barrier to the Council obtaining a flexible service, responsive to changing circumstances. A co-operative approach to respecifying a commission to sharpen its focus and improve upon deliverables would be the best solution, rather than adhering to what has become, over time, an inadequate brief.

The difficulties around monitoring progress are also clearly a frustration to all parties. The Council itself finds it very difficult to obtain information from partners (indeed, this difficulty has slowed the conduct of the current review) and it is clearly not (yet) in a position to command a meaningful open book relationship with its partners, despite the protestations of those partners that they wish to work in this way. Some

specific work, with the existing partners, on the details of the open book approach the Council needs to take in future would help this. The Council's inability to obtain information in a timely way was cited by advisers as one of the most significant barriers to efficiency.

Going forward, greater clarity is required in defining the roles and responsibilities of the in house project managers/liaison officers (with the emphasis probably on more assertive liaison with other parts of the Council, picking up on some of the issues raised in section 5.2 on Leadership) and those of external advisers, who have the technical skills to undertake project management and review, but whose commissions need to be revised to more closely reflect this.

This should not be interpreted entirely as a demand to use more expensive consultancy time. It is a challenge to the Council to become a more intelligent client. The partner organisations are already paying for both the advisers and the in-house team; they accept this, but they want better, not more. There is also potentially the opportunity for some skills transfer, if external advisers are used more creatively. Some of the internal officers can undoubtedly rise to the challenge, with better leadership and support, some training and a more precise definition of their intelligent client-cum-liaison officer/problem solver role.

5.4 Programme management and governance

Programme Management

Programme Management regimes in Barnet have been the subject of some changes in the past few years. Capital programme management has been overhauled and new arrangements made for delivery and monitoring, although these have not been entirely consistently applied.

For most of the Council, major projects and capital delivery are managed through the Commercial Services Team, who maintain some effective partnering arrangements procured through a competitive dialogue team. This was established in particular to secure the delivery of a challenging primary school building programme, which has now delivered 17 schools in a timely and cost effective way.

In theory, the regeneration programmes are subject to the same programme management reporting as the major schemes – a stronger corporate regime was introduced a year ago after a significant overspend on the delivery (by the engineering team) of the Aerodrome Road Bridge. The regeneration project managers now submit project monitoring information, but it is seen as a tick box exercise that is not really relevant to their own programmes.

Indeed, the Regeneration schemes have historically been separate to the corporate procedures. They were subject to their own investment approvals processes. Until recently there was no Board; this has now been rectified but the Regeneration Board serves an information sharing purpose; and also provides for some policy development and refinement, with slightly lighter touch progress and financial monitoring.

It seems that part of the reason for the regeneration schemes being somewhat “outside” the Council's standard procedures is that expenditure incurred by the Council was funded either through the Housing Revenue Account (or more precisely

by the capital funding raised against the HRA) or by recharges to the delivery partners, or by various grant regimes or discrete funding pots related to housing, regeneration and planning (including such sources as growth area funding, s.106 funding etc). These are both complex and largely separate from the rigorous pressures to keep costs down which are associated with the general fund account (including the borrowing supported by general fund account) and block grants for education capital. This is not to say that they are wasteful, but the process of budget management is less rigorous (indeed, in regeneration the various charges for fees and costs for salaries are all reconciled against the available budgets at the end of the year in a debt but less than transparent way) and there is currently no clear fee allocation and time-charging discipline, on a project by project basis, within the team. A more rigorous, business planning approach is needed.

Governance

Governance of Regeneration schemes is often complex, due to the range of stakeholders involved and the level of decision making required. There are three “layers” of governance: the first is the formal decision making, by the Council Members either in Cabinet or other constituted decision making structures of the Council, required to release funding and to adopt or change formal partnership agreements. There may be an informal precursor to the formal decision making, in the form of briefing sessions involving cabinet members, but these do not take formal decisions.

The second layer is the partly formal, partly informal governance of projects and programmes by the Council’s management team to ensure that they are fully compliant with Council policy and procedures, including those on procurement and financial management. These are formal when senior officers are exercising formally delegated powers, and informal when they are formulating the recommendations to the Council’s Cabinet, Cabinet members with delegated authority, and other constituted decision making structures.

The third layer is the governance of each project by the Council and its delivery partners. This level is informal, in that all but the most basic decisions will form recommendations to the layers of governance described above.

Each of these layers is distinct, and the arrangements for each needs to be effectively designed and proportionate.

There is another level of governance on the regeneration schemes, again informal, and this is the involvement of residents and tenants. This layer is absolutely essential, and each of the Regeneration Schemes (with the exception of Mill Hill East, which is different in nature) has its own residents’ forum, or board. The degree to which the residents’ boards exercise influence over decisions varies from scheme to scheme, and it is not within the remit of this review to analyse them. Changes can be very hard to negotiate. However, it is worth pointing out that the most successful schemes provide for resident engagement rather than control, particularly at the early stages, unless a ballot is required (and in Barnet, fortunately, only Grahame Park was set up in such a way as to require a ballot). Engagement is easier – and more successful – once there is a significant degree of certainty about progress. It is notoriously difficult to engage residents on a large scale in relatively abstract discussions, especially when momentum on a scheme has been lost. Arrangements for resident involvement should therefore be reviewed, on a scheme by scheme

basis, to ensure that it is proportionate and will serve to assist progress not to delay it.

In the case of formal joint ventures such as that for Mill Hill East, which is a formally constituted company, a further layer has been introduced, which is effectively an advisory board for the Council's two representatives to the Mill Hill East Company Board. A good deal of care has gone into the design of this advisory board. Given the uniqueness of the Mill Hill East structure, it is probably worthwhile for the time being, but it does seem in some senses unwieldy. The advisory group has no decision making powers, nor do the two Council representatives to the Mill Hill Board. They attend to discuss and deliberate, purposes, but decisions are made by the Mayor and Burgesses of the borough through the constituted Cabinet/Lead member/committee structure. In a sense, the Mill Hill East advisory group forms an internal function that mirrors that of the Regeneration Board (and the membership of the two have considerable overlap). If the Regeneration Board itself were refined into more discrete functions, arguably the Mill Hill East advisory group would become redundant. It does rather beg the question as to why "special" arrangements are necessary, and if they are necessary, how many such advisory groups the Council will end up needing, given the range of different delivery mechanisms now being contemplated around the Council. Rationalisation will become necessary.

The formal decision making undertaken by Cabinet/Lead Member or other committee is defined by the constitution. Barnet has taken a decision to delegate a considerable amount to lead members. This ought to speed up the decision making on major schemes, but it does not appear to do so. There is a perception amongst partners that procedures for decision making are deliberately slow, to deter them from seeking changes in approach. "DPR's" (Delegated Procedure Reports) are referred to as a major problem:

"Absolutely everything appears to need a lengthy formal reporting mechanism, with every part of the organisation having to clear a report before it goes to the cabinet member for a decision – the whole thing can take weeks. This is for everything, even minor traffic orders. In other Councils senior officer seem to have a level of delegated responsibility for the individual decisions that drive a major policy decision forward - and that makes for greater speed and flexibility".

From partners' perspective, the remoteness of elected Councillors from the day to day business while at the same time the reliance upon them to take detailed decisions on day to day business, is both cumbersome and damaging to their confidence.

The involvement of elected Councillors in day to day business is probably also affecting the Councillors' own confidence in schemes. At present, there is a strong atmosphere that progress is slow, that there are too many variances ("too much bad news") and too many delays, when actually variations within a range of tolerance are an absolutely normal part of complex project delivery and the delays are often caused by the decision making process rather than the substance of the change. It is also very expensive. Leaving aside the officer time from finance, legal, procurement and other team spent on report clearance, the Project Management officers themselves estimate that they spend about 20% of their time obtaining decisions, via Delegated Procedure Reports, on matters which, provided they are

within a range of tolerance, could be taken in a far less cumbersome way, not least through the Regeneration Board (or successor boards as appropriate).

One further issue that should be considered is that of governance via wider partnership structures, through involvement in the Local Strategic Partnership. Asked whether they thought such structures could perform a useful function in the borough, the private sector partners were not supportive, although many of them participate already, to different degrees, in other formal and semi formal partnerships such as the board for Barnet Homes and the Colindale Steering Group. The Registered Providers are almost as lukewarm - unlike other key partners in any given borough area (the Police, the NHS, further and higher education partners) they are active across many boroughs and often delegate attendance at such partnership groups to a junior level making their involvement less useful. On balance, therefore, it is probably more fruitful to look at other ways of engagement, on partner organisations' terms, using models similar to that developed in Bromley, described in section 2.9 above. This approach is based on communication, marketing and one off events to engage businesses locally in a way that is relevant to them, but achieves place based discussion and engagement.

In conclusion, a greater degree of robustness is required at the scheme governance level, and a greater degree of precision and specificity is required in the arrangements set up by senior managers. If these can be achieved, not in isolation but as part of a set of corporate standards that will be required as the Council moves to a commissioner rather than a direct provider of a range of services, then the elected members should have the confidence to withdraw from everyday decision making, and the implications that this level of involvement has for effective delivery.

5.5 Developing an integrated client function

Barnet has choices about how it effectively manages its development and renewal functions in the future.

The majority of the delivery is in effect already outsourced. Each of the Regeneration schemes has its own delivery partners, but nonetheless each scheme will need nurturing and monitoring, at a sufficiently senior level to overcome the inevitable challenges that the peaks and troughs of the regeneration function involve – whether this is delivering traffic management orders in a timely way, securing co-operation from housing management providers, urgent revisions to planning consents or development agreements, negotiations with grant funding agencies over cash flow or managing a sudden “state visit” by VIPs. As the landscape for the provision of these day to day services becomes more complex, the effectiveness of the client role will become increasingly important to overall momentum and quality control. It will have to be more and more strategic, less and less of a “marking and monitoring” function.

Over the past year, the emphasis has been on re-invigorating the overall strategy, and on kick-starting stalled projects with a fresh approach at Stonegrove, Dollis Valley and (to a lesser extent) Granville Road. The new approach represented by Mill Hill East has required substantial negotiation and commitment. Over the next 12 months, a similar level of commitment will be required to get West Hendon and Grahame Park back on track, if that is the desired objective of the Council, and to

establish a realistic delivery mechanism for implementing the Council's ambitions at Brent Cross.

However, strategic refresh is not an ongoing process. While the overall strategy needs to be kept under review, and maintained as a nimble and flexible framework, there comes a point when the Council has to draw a line under its strategic thinking, and turn its efforts in a more focused way to delivery.

The Council should now consider the best match or fit of competencies to equip itself to client a focussed delivery agenda with a range of partners, contractors and suppliers. Programme management and strategic financing opportunities are arguably more likely to provide a good match with project delivery, coupled with closer ties to the Strategic Property function, and with Council's principal housing services partner, Barnet Homes. Future competencies and synergies relating to each service area are discussed below.

Major Projects

A strategic function around both the existing major projects team in Commercial Services Directorate, and the Project Management Function in Strategic Planning and Regeneration is an obvious element for an integrated strategic client in the future. As with property above, this need not imply all the functions currently undertaken by those teams, some of which are due to be outsourced as one or other of the packages currently being considered under the One Barnet process. Overall direction and leadership would be provided, together with the essential liaison and problem solving approach described above. Relatively senior, highly skilled staff would client external providers, drawing on expert resource from support contracts. They would provide the overall drive and momentum for projects, together with quality control and the link back to the Council's Leader, Cabinet and elected members.

The major projects function will need to develop a more proactive approach to unblocking problems and barriers, particularly those where resolution is within the Council "family" of providers (for example, delays on signing off planning conditions or implementing traffic orders by an external provider of planning or highways services having expensive knock on effects on progress a delivery partner can make on site on one of the regeneration schemes; or delays with decanting of tenants or leaseholders preventing the release of land to another).

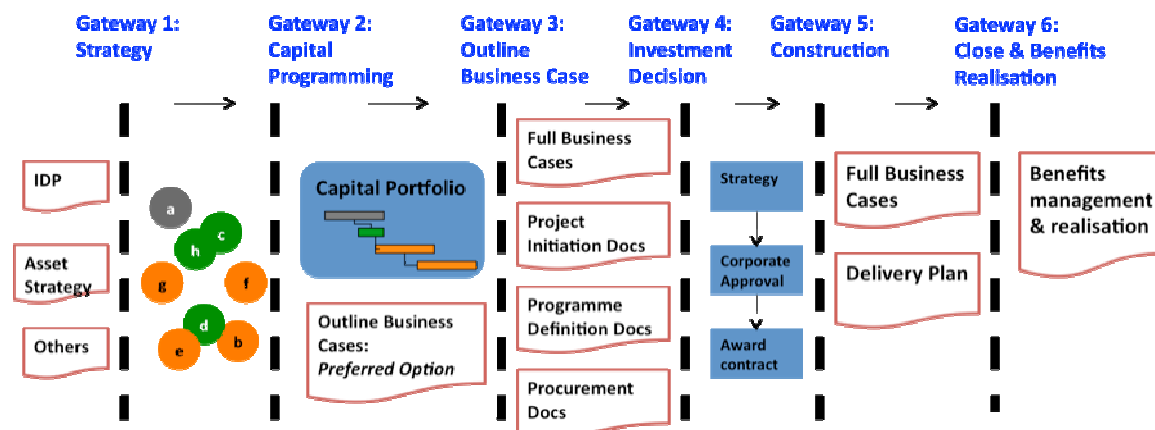
Risk management will also need to be fully owned by the strategic client; project monitoring (which may itself be procured externally) will need to secure success, not simply report on delays. One very important element of risk which this part of the client will need to manage is equalities impact assessment and effective approaches to managing that impact: EqlAs have not been done routinely on regeneration strategies and projects to date, and in future a proportionate approach will need to be adopted if projects are not to be subject to challenge.

Programme Management

A very effective and streamlined approach to programme management will be essential, and given the importance of effective programme management to the regeneration agenda and the Council's wider capital delivery responsibilities, it would seem sensible to locate this within a strategic client function.

However, given that most delivery will be externalised to a variety of different providers, the Council will need to review its approach and refresh its programme management systems, and especially its approach to gateway management and monitoring. These need to be robust and corporate, but at the same time proportionate and flexible. If the Council is to maintain control over the various delivery bodies, it will need to commission investment in a very deliberate way, in line with its adopted strategies, with very clearly defined outcomes at the point of commissioning and a robust approach to reviews. More emphasis will be needed on the earlier stages of gateways: strategic fit, feasibility, design etc – if the Council is to be comfortable with releasing substantial amounts of funding, from a variety of sources, to deliver against its objectives. An example of the gateway approach is set out in Figure 4. Clarity will be of the utmost importance given the number of partners likely to be involved at every stage.

Figure 4. A Gateway Approach to Programme Management



Significant expertise will be required in the procurement of supporting services; specifications will need to be outcome oriented and flexible, capable of ongoing review if unforeseen barriers arise. There are already good examples of this within the Council, with the delivery of the primary capital programme through strategic partnerships being one example. Scaling such good practice up, while keeping it meaningful to the providers of very different types of service, will be a challenge. It is therefore essential that the strategic client retains access to a high level of expertise on procurement within the team. Given the complexity of the services to be provided and the investment to be commissioned, the team will also need access to a range of frameworks to assist with the rapid procurement that is often necessary to respond to sudden changes in workload; partnering approaches and scope to call upon additional services within major contracts will also be a useful approach to manage peaks and troughs in demand.

Policy & Strategy

The Council will continue to require a competency around regeneration strategy and policy, albeit with a different focus. Where previously the strategy has looked at land use planning, to ensure that new statutory plans reflect regeneration objectives, future policy work is more likely to focus on new and innovative approaches to funding (which, as set out in Section 3) will be as much about opportunities arising

from sweating assets and the strategic use of borrowing), tracking and responding to changing market conditions and opportunities, ensuring that the Council and its partners are in a position to harness the benefits of central or London government initiatives on enterprise and skills development. It must be stressed that this is not a provider role: the actual work of policy and analysis itself may well be commissioned from strategic partners or one off providers.

Communication will be a significant part of this role: given the range of different providers that the Council will be relying upon. Again, there are some suggestions in the attached appendices, but there are different aspects to this role. One is ensuring effective two way communication with partners with up-to-date information about the local economy, the other is communicating a positive and progressive message about the Council's strategy and achievements to a wider audience of residents, locally businesses and potential investors. Again, the strategic client will not be actually undertaking the production and dissemination of the information, the task is to make sure it happens, and that it achieves the desired outcomes, in a cost effective and productive way.

These probably form the core functions of a strategic client for regeneration. However, there are two further synergies or adjacencies, which should in future work much more closely with the regeneration function, as follows:

Strategic Property

There is already a close theoretical fit between the function of strategic property and the function of regeneration. The regeneration schemes are based on the release of assets, for nil or for low consideration, to partner organisations in order to secure fit for purpose replacement affordable housing units within more mixed and therefore economically sustainable communities. In the wider context of regeneration, in response to a period of significant financial constraint, the Council is actively embracing innovative methods of service delivery and these will have an impact on the Council's assets.

The day to day management of the estate - both facilities management and commercial estate management - forms part of the Council's package of back office functions to be externalised, and there is a mature market for such functions. However, the proper performance of an externalised service will need to be cliented by a team which has good information about asset performance requirements and expectations. A strategy, supported by a robust asset management plan and a comprehensive asset register will be essential tools to manage the performance of external providers of asset related services.

Moreover, as described in Section 3 above, future financing options for securing regeneration are likely to be related to the strategic use of assets, whether as equity contributions to help with cash flow or, more traditionally, to support additional borrowing. The opportunities will need to inform the development of an asset strategy and supporting implementation plans. The innovative approach taken in the Joint Venture at Mill Hill East, where the Council's assets, alongside those of its partners, will be used to deliver new homes and a new school, is requiring some pump priming but is almost certain to deliver significant profit in the long term, is a good example of a more strategic asset lead approach. Variations on this approach should be explored on some of the Council's more challenging sites, as explored in the next section. Effective risk assessment and management will be required, and

this in turn will need a higher level of strategic property expertise than currently exists in the Council. This strategic function is, by common consent around the Council, currently lacking.

It may now be appropriate to forge a closer link between the strategic use of assets and the delivery of regeneration and change. There is scope to refresh some of the Council's existing contracts with property advisory services to create some longer term partnering arrangements on valuation, property options for key sites, development agreements and open book appraisals and so on. Longer term partnering arrangements will undoubtedly deliver better value for money than some of the short term, project by project commissions upon which the regeneration project managers rely, in the absence of either an internal capacity or a corporate or strategic externally procured capacity.

Barnet Homes/Your Choice (The Barnet Group)

A close working relationship between the Regeneration client, and the client function for Barnet Homes and the proposed Local Government Trading Company "Your Choice" for the provision of some adult social services may not be as obvious as is perhaps the case with the other functions described above. However, it is suggested here for a number of reasons.

Firstly, and at a very basic level, there is already an element of duplication between the work of Barnet Homes and the work of both the Housing Strategy and Performance Team and the Regeneration Development Team in the current Strategic Planning and Regeneration Division. There is scope for rationalisation between these functions, providing cost savings and efficiencies. Close working between the respective client teams would be well placed to identify and avoid similar duplication in future.

Secondly, there are some key areas where the functions of Barnet Homes, and some of the strategic housing functions (homelessness, housing allocations, tenancy reviews etc) which are to be passed to The Barnet Group are absolutely essential to the delivery of regeneration schemes. Barnet Homes still has varying degrees of housing management responsibility on the estates. Crucially, it has responsibility for rehousing the very large numbers of short hold tenancies on the estates, the timely delivery of which will be essential to delivery timescales. There is no comprehensive strategy for this, which is generally acknowledged to be a problem. The existence of an integrated client might force the pace on the development of such a strategy, borough wide and on an estate by estate basis.

Thirdly, there may well be funding opportunities available to Barnet Homes/The Barnet Group which are either not available to the Council, or which could be done more cost effectively by The Barnet Group. They could, for example, set up a subsidiary company that could provide market rented property, which might help to cash flow some of the Regeneration Schemes. They could occupy, at a commercial rent, purpose built office accommodation on one of the schemes (Grahame Park has been identified as a good strategic fit), which again would help with cash flow.

The Shape of an Integrated Strategic Client

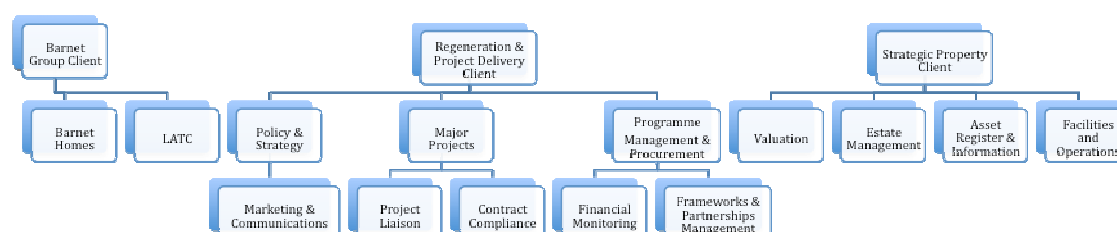
Based on the opportunities and the challenges described above, it is possible to envisage a strategic client team that pulls together a number of functions and

provides capacity to the Council to ensure its many partners deliver investment and regeneration in a cost effective and efficient way. A potential shape of that client is set out in Figure 5.

However, it is important to recognise that this shape is intended to prompt discussion. The structure is only indicative of functions, or a general capacity or skill that would be required within an integrated client. It does not, at this stage, suggest individual posts or job titles, nor should the descriptions in the functional boxes be assumed to refer to existing posts (or postholders) within the Council. The delivery of the functions identified are not all of the same scale or complexity, they might need to be undertaken by one or by several postholders, depending on that complexity, or they might be combined in different ways, or they might be procured via a partnership agreement (valuation is perhaps a good example of this).

There should perhaps be a recognition that, for a strategic client function to remain strategic, it should expect to employ a small number of relatively highly skilled professional staff, who manage variations of both quality and quantity of demands via access to frameworks and partners and who are therefore well trained, across the board, in contract management. The entire team will need to see themselves, and to be seen, as leaders who retain core responsibility for the delivery of quality outcomes for Barnet.

Figure 5. An integrated strategic client function



5.6 Delivery – conclusions

Project management, programme management and governance arrangements have been the focus of change over recent months, to introduce greater rigour. Given the size of Barnet's regeneration agenda, however, these areas are still in need of attention and refinement, if they are to be fit for purpose in an environment where there is a very varied mix of advisers and providers.

Barnet has choices about how it effectively manages its development and renewal functions in the future. The majority of the delivery is in effect already outsourced, and this will increase under the Council's future management structures. Going forward, a strategic client team will be required that pulls together the core functions

of project management, programme management and strategic funding management. This team will need to provide both leadership and capacity within the Council to ensure its many partners deliver investment and regeneration in a cost effective and efficient way.

5.7 Recommendations

The Council's future need for regeneration is a focus on delivery, which should prompt a review of the organisational arrangements, and in particular a strengthening of the understanding and application of the financial mechanisms that the Council can bring to kick-start delivery.

Leadership within the regeneration service is a key area which needs addressing by the Council. The opportunity to develop a specialist client function is an opportunity to re-introduce a greater degree of delivery focused leadership.

The Council should urgently consider recommissioning key consultancy services, on the basis of a specific discipline, and for a meaningful period of time, with outcome rather than output based specifications. This would enable the Council to develop stable and trust based relationships, with a smaller number of longer term advisers.

The Council needs to change its internal project management capacity. It needs fewer, more technically skilled project managers.

Financial management needs to become more rigorous, with a business planning approach, careful budgeting and strict cost/time management against budgets.

A refresh of the standard gateway approach should be considered to inform the stages of programme management and cost control.

The remit of the Board needs redefining and should take on some decision making powers, in line with delegated authority.

Terms of reference for project boards should be refreshed, and should enable appropriate decision making on scheme progress.

The extent of delegation to officers is a cultural matter that varies from Council to Council, but it would be helpful if the scope for delegation to officers could be expanded, perhaps within a range of tolerance relating to cost or values or to variances within an initial set of approvals.

Linked to this, there is also an argument for reporting slightly differently on regeneration schemes, with an annual progress report to the Council. Overall, this would provide momentum and an opportunity to report success, rather than the minutiae of delivery.

A strategic client function should be designed, which is both "thin" and "intelligent", which strengthens links with Strategic Property functions and with the client function for the Barnet Group.

6 Action Plan

Theme	Recommendation	Priority	Strategic Lead	Target Completion	Estimated Cost
Strategic Framework	Strengthen Presentation of the Regeneration Strategy	Medium	AD Strategic Planning and Regeneration	March 2012	Internal resources
Strategic Framework	Review Sustainable Transport approach and infrastructure requirements	High	Interim Director Environment Planning and Regeneration	March 2012	Cross-cutting. internal resource and consultant required c£25k
Strategic Framework	Expedite work on Education Estate	High	AD Policy Performance and Planning (Childrens Services)/AD Corporate Property and Asset Management	September 2012	Internal resources
Strategic Framework	Update Borough Investment Plan	Medium	AD Strategic Planning and Regeneration	July 2012	Consultant required C £25k

Strategic Framework	Joint Action Plan for Enterprise & Skills	High	AD Strategic Planning and Regeneration/AD Strategy (CE Service)	April 2012	Internal resources – other costs to be determined
Strategic Framework	Develop Corporate Property Strategy	High	AD Corporate Property and Asset Management	May 2012	Internal resources
Strategic Framework	Develop a cross-cutting internally and externally facing Communication Strategy	Medium	AD Comms/AD Strategic Planning and Regeneration	May 2012	Internal resources
Strategic Framework	Review opportunity to deliver wider adult social care objectives through regeneration delivery	Medium	Deputy Director Adult Social Care and Health/AD Strategic Planning and Regeneration	May 2012	Internal resources

Theme	Recommendation	Priority	Lead officer(s)	Target Completion	Estimated Cost
Strategic Funding	Develop HRA Business Plan	High	Interim Director Environment Planning and Regeneration/ AD Financial Services	February 2012	Internal resources
Strategic Funding	Review Housing Provider Relationships	Medium	AD Strategic Planning and Regeneration	March 2012	Internal resources
Strategic Funding	Set competitive CIL tariff	High	AD Strategic Planning and Regeneration	February 2012 (draft charging schedule)	Consultants already appointed
Strategic Funding	Review Infrastructure requirements at Brent Cross / Cricklewood – to further TIF development	Medium	AD Strategic Planning and Regeneration	March 2012	Consultants already appointed
Strategic Funding	Develop a Co-ordinated Capital Strategy	High	DCE/AD Strategic Finance	Feb 2012	Internal resources

Theme	Recommendation	Priority	Lead officer	Target Completion	Estimated Cost
Scheme Viability	Maintain rigorous monitoring of Stonegrove, Dollis Valley and Granville Road on Open Book basis	Ongoing	DCE/AD Strategic Finance	Every Quarter	Consultants already appointed to provide support
Scheme Viability	Develop a detailed cost/spending plan for Mill Hill East project management	Medium	Director of Commercial Services	June 2012	Internal resources
Scheme Viability	Develop project plan for depot relocation at Mill Hill East	High	AD Corporate Property and Asset Management	March 2012	Internal resources
Scheme Viability	Develop project plan for development of primary school at Mill Hill East	Medium	AD Policy Performance and Planning (Childrens Services)/AD Corporate Property and Asset Management	March 2012	Internal resources
Scheme Viability	Fundamental Review of Grahame Park masterplan and delivery	High	AD Strategic Planning and Regeneration	March 2012	Property Consultancy advice may be required circa £25k

Scheme Viability	Complete Review of West Hendon masterplan	High	AD Strategic Planning and Regeneration	January 2012	£50k (legal plus property consultants)- to be repaid by the Development Partners
Scheme Viability	Undertake mapping of decant needs at each of the regeneration estates, to inform decant strategies	High	AD Strategic Planning and Regeneration/Barnet Homes	March 2012	Internal resources although consultancy support may be required.

Theme	Recommendation	Priority	Lead officer(s)	Target Completion	Estimated Cost
Delivery	Strengthen organisational arrangements	High	DCE/Interim Director Environment Planning and Regeneration	April 2012	Internal resources
Delivery	Review Leadership of delivery and future strategic client	High	DCE/Interim Director Environment Planning and Regeneration	April 2012	Internal resources
Delivery	Refresh commissions of key consultancy services	High	DCE/AD Strategic Planning and Regeneration	March 2012	Internal resources including Procurement

Delivery	Improve Financial management (inc. chargeable time)	High	AD Strategic Planning and Regeneration	March 2012	Internal resources
Delivery	Refresh gateway approach to programme management	Medium	DCE/ AD Strategic Planning and Regeneration	March 2012	Consultant required c£20k
Delivery	Review terms of reference of Regeneration Board	High	DCE/AD Strategic Planning and Regeneration	March 2012	Internal resources
Delivery	Review delegation levels and authorities	High	DCE	March 2012	Internal resources
Delivery	Refresh terms of reference for project boards	High	AD Strategic Planning and Regeneration	March 2012	Internal resources
Delivery	Review Progress Reporting to Cabinet	Medium/low	DCE	June/November 2012	Internal resources
Delivery	Develop Integrated Strategic Client function	High/Medium	DCE	June 2012	Internal resources

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AGENDA ITEM: 11

Pages: 21 - 48

Meeting	Business Management Overview and Scrutiny
Date	29 th February 2012
Subject	Early Intervention and Prevention Children's Services Task and Finish Group – Draft Report
Report of	Scrutiny Office
Summary	This report presents the findings and recommendations of the Early Intervention and Prevention Children's Services Task and Finish Group.

Officer Contributors	Melissa James, Scrutiny Officer
Status (public or exempt)	Public
Wards affected	All
Enclosures	Annex 1 – Report of the Early Intervention and Prevention Children's Services Task and Finish Group
Reason for urgency / exemption from call-in	Not applicable
Key decision	No

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1. RECOMMENDATION

- 1.1 Members of the Committee consider the findings of the Early Intervention and Prevention Task and Finish Group, as set out in the report attached at Annex 1.**
- 1.2 Members of the Committee discuss and agree the recommendations of the Task and Finish Group.**
- 1.3 That agreed findings and recommendations of the Task and Finish Group are forwarded to the Executive for their consideration.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Policy & Performance Overview & Scrutiny Committee, 2 June 2010, Decision 7 (Overview & Scrutiny Appointments) – the Committee to establish a Task and Finish Group on Early Intervention and Prevention services for Children.
- 2.2 Business Management Overview & Scrutiny Sub-Committee, 13 September 2010, Decision 10 (Task and Finish Group Update) – the Sub-Committee appointed members to the Task and Finish Group.
- 2.3 Business Management Overview & Scrutiny Sub-Committee, 1 November 2010, Decision 10 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.
- 2.4 Business Management Overview & Scrutiny Sub-Committee, 16 December 2010, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.
- 2.5 Business Management Overview & Scrutiny Sub-Committee, 24th January 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.
- 2.6 Business Management Overview & Scrutiny Sub-Committee, 28th February 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees, Sub-Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.
- 3.2 The three priority outcomes set out in the 2010/13 Corporate Plan are: –
 - Better services with less money
 - Sharing opportunities, sharing responsibilities
 - A successful London suburb
- 3.3 The proposals contained within the report of the Task and Finish Group contribute to the 2010/13 Corporate Plan priorities of:

Better Services with Less Money, the following strategic objective and performance targets are applicable:

- Invest in early intervention to reduce the number of children and families experiencing complex problems
- Continue to safeguard vulnerable children and adults from avoidable harm at a time of reduced resources.
- A reduction in the number of first time entrants to the youth justice system by 5% on the 2009/10 baseline
- A reduction in the number of children becoming the subject of a Child Protection Plan for the second or subsequent time from 20% to 12%
- Maintain the number of children with a statement placed in residential or out of borough placements at 38 reducing to 36 by 2012/13

Sharing Opportunities, Sharing Responsibilities, the following strategic objectives and top performance targets are applicable:

- Maintain the proportion of young people who are not in education employment or training (NEET) (3.6% 2010/11) below 4.3%
- Increase to 55% the percentage of children in care under 16 that are in council (rather than agency) foster placements.

3.4 **A successful London suburb:**

- Ensure every school is a good school for every child
- Every child in the borough has a reception place

3.5 Barnet Children and Young People Plan 2010/11-2012/13 also has a number of priorities that are applicable to the work of this review:

- Intervene early to strengthen families ensuring the early identification of children and families to enable appropriate preventative interventions through the Common Assessment Framework.
- Identify and protect those most at risk of harm
- Target disadvantaged children and young people to ensure engagement with positive activities
- Prevent children and young people from becoming involved in crime and anti-social behaviour and reduce re-offending among those who do.

Improve early identification of children and young people who may require additional support to access education, employment and training.

4. **RISK MANAGEMENT ISSUES**

4.1 None saved those referred to in the report

5. **EQUALITIES AND DIVERSITY ISSUES**

5.1 Barnet has the second largest population of children and young people in London, and is increasingly diverse. Within Barnet's Children and Young People's Plan (2010/11-2012/13) a number of priorities have been identified which aim to improve the outcomes of children and young people living in Barnet.

- 5.2 There are three themes that underpin the plan: working in partnership, building resilience and supporting independence, and narrowing the gap. These encourage preventative approaches such as intervening early to strengthen families, and ensuring that children and young people regardless of their ethnicity, religion, disability or economic status achieve their full potential.
- 6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)**
- 6.1 Two recommendations contained within this report have financial implications and the cost implications are explored below:
- 6.2 Recommendation two of the Task and Finish Group urges the Cabinet to reconsider the budget reductions to the Educational Psychology service, which they believe will have an adverse impact on the Council's ability to deliver an effective Early Intervention and Prevention Strategy. If Cabinet accepts this recommendation there would be a cost implication. Details are set out in paragraphs 6.3-6.5 below and evidenced in the main report (Pages 6-7).
- 6.3 In the period 2008 – 2011, in line with the continuing need for savings across the Children's Service, the budget for educational psychologists has reduced by approximately £100k or around 1.5 fte posts.
- 6.4 The current planned budget for the financial year 2013/14 is based on the intention that the High Incidence Support Team (HIST) service will move to a fully traded basis. There is also an expectation that the significant investment of £1m in 2011/12 for Early Intervention and Prevention would have caused significant costs and activity to be avoided. In this context, alongside reductions in high-cost social care and SEN placements and provision, it should prove possible to reduce the number of Educational Psychologists required by around two posts. This will be kept under review.
- 6.5 To mitigate fully the current budget proposals in terms of reductions to the Educational Psychology Service would require approximately £120k to be found from savings elsewhere in the Children's Service in 2013/14.
- 6.6 Recommendation three proposes that all primary schools in the Borough be requested to consider developing Nurture groups. If Cabinet accepts this recommendation there would be a cost implication for schools. Details are set out in paragraphs 6.7-6.9 below and evidence in the main report of the TFG (Pages 9-11)
- 6.7 Nurture Groups are a form of early intervention for children who might have difficulties in their education because of social and emotional problems. The costs of setting up a nurture group vary depending on the existing resources within schools. However, a report by the Royal Borough of Windsor and Maidenhead Children's Overview and Scrutiny Panel (June 2009) identified that a typical nurture group would cost approximately £20k - £23k per annum. This estimate assumed that management time could be provided from within the school's existing resource allocation and that staff would be at SEN 1 level. The report highlighted that staff costs would be an estimated 6% higher if employed on a SEN level 2.¹

¹ http://www.rbwm.gov.uk/public/meetings_090608_cslosp_nurture_groups_report.pdf

Scrutiny & Overview paper from the Royal Borough of Windsor and Maidenhead with figure for cost of running a Nurture Group

- 6.8 According to the Nurture Group Network, which completed a cost analysis of nurture groups in 1996, there are currently no up to date figures on the costs of setting up and running these groups. The Nurture Network estimates that costs could vary between £30k -£40k with the average cost per child at around £2,845 per annum.
- 6.9 When compared to other forms of provision for children with emotional or behavioural disorders e.g. residential units (costing between £20k-60k) a year per child, or tuition for a child who has a statement for a period of three years, (£12k) excluding the cost of undertaking the statement, the costs of nurture group placements were considerably lower.² There is no current Children's Service budgetary provision.
- 6.10 Recommendations one, three, four, five and six proposed by the Task and Finish Group will be contained within the existing approved Children's Service budgets.

7. LEGAL ISSUES

- 7.1 None saved those referred to in the report.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 Item 6 of Business Management Overview & Scrutiny Committee Terms of Reference states that:

"To coordinate and monitor the work of scrutiny panels and task and finish groups, including considering reports and recommendations and referring to the relevant decision-making body."

9 BACKGROUND INFORMATION

- 9.1 The membership of the Early Intervention and Prevention Services for Children Task and Finish Group (TFG) was approved at the Business Management Overview & Scrutiny Sub-Committee on 13 September 2010.
- 9.2 Since being established The TFG met on five occasions. The first meeting took place on the 4 October 2010 to discuss and agree their terms of reference. Councillor Brian Salinger was appointed as Chairman. The Acting Deputy Director for Children's Services attended the meeting and provided an overview of early intervention and prevention services in the borough.
- 9.3 On 10th November 2010, the TFG held a round table discussion with Head Teachers on early intervention and prevention services in schools. On 6 December 2010, a second round table discussion took place with Specialist Practitioners working across the borough.

² http://www.nurturegroups.org/data/files/downloads/cost_effectiveness_of_nurture_groups.doc

- 9.4 A further meeting took place on the 5 January 2011 where the TFG met with the Director and Deputy Director of Children's Services to discuss the Early Intervention and Prevention Strategy.
- 9.5 On the 24th August 2011 the Chairman of the TFG met with the Cabinet Member for Education, Children and Families to discuss the groups findings and recommendations.
- 9.6 The report of the TFG is set out in **Annex 1**. The Committee are requested to discuss and consider the recommendations of the TFG, and for these to be forwarded for consideration at the next possible meeting of Cabinet.

10. LIST OF BACKGROUND PAPERS

- 10.1 None.

Legal: MB

CFO: MC/JH

**Early Intervention and Prevention
(Children's Services) Task and Finish
Group**

RECOMMENDATIONS

1. Family profiling and family intervention should be prioritised within the Early Intervention and Prevention Strategy as these will deliver greater long term savings for the council. Cabinet are requested to provide information on the prioritisation of these elements in the Strategy and anticipated cost/benefits.
2. The Task and Finish Group recognise the importance of the work of Educational Psychology and express concern that the planned reductions in the service might affect the Council's ability to deliver an effective Early Intervention and Prevention Strategy, and request that the Cabinet reconsider.
3. The Task and Finish Group recognises Nurture Groups as an important method of intervening early and recommend that Children's Services engage with all primary schools in the Borough to encourage them to utilise their existing resources to develop Nurture Groups, with the outcome of these discussions being reported to the Task and Finish Group at the earliest opportunity.
4. The Task and Finish Group recognise the importance of Child and Adolescent Mental Health Services (CAMHS) in delivering the Early Intervention and Prevention Strategy and recommend that Children's Service undertake urgent discussions with the Barnet, Enfield and Haringey Mental Health Trust about the role of CAMHS and the level of service available to support young people in Barnet.
5. The Children's Service review the effectiveness of the Common Assessment Framework (CAF) and the Multi-Agency Group (MAG) in Barnet and report it's findings to the Safeguarding Overview and Scrutiny Committee within the next 6 months.
6. Children's Services consider how children and family exit the early intervention process by developing criteria for agreed exit strategies.

1. Background Information

1.1 In October 2010, a Task and Finish Group commenced a review into Early Intervention and Prevention Children's Services in Barnet. The review took place between October 2010 and January 2011.

1.2 The Task and Finish Group comprised the following Councillors:

- Councillor Brian Salinger (Chairman)
- Councillor Barry Rawlings
- Councillor Sury Khatri
- Councillor Kath McGuirk
- Councillor Tom Davey

1.3 Following consultation with Children's Service officers, the following scope and purpose of the review was agreed:

- How the Council could maximise the effectiveness of early intervention for children and young people in Barnet; and
- The Council's draft Early Intervention and Prevention Strategy.

2. Review Format

2.1 During the course of the review, the Task and Finish Group undertook a series of evidence gathering meetings with key stakeholders in the delivering early intervention and prevention services in Barnet including:

- Head Teachers; and
- Specialist Practitioner (Children's Service).

2.2 The evidence gathering sessions were supported by:

- An analysis of the legislative framework and government policy;
- Consideration of Barnet's Early Intervention and Prevention Services including: Barnet Schools; Parenting Programmes; Educational Psychology; the Safer Families Project; Youth Support Services; Youth Connexions; Youth Offending Team; Targeted Youth Support Panels; and Restorative Approaches in Schools.
- Consideration of process that support early intervention including: the Common Assessment Framework; Multi-Agency Groups; and Family Profiling.

3. Legislative Framework, Government Policy and the Early Intervention

- 3.1 The Laming Report¹ into the death of Victoria Climbié highlighted the need to identify early children who may be at risk and in need of support and protection. It emphasised the importance of effective multi-agency work and a consistent approach to service provision. In response the government published the Every Child Matters Green Paper (2003)² and introduced the Children's Act 2004³. Together these signalled a policy shift and refocusing of children's services towards prevention, early identification and wellbeing.
- 3.2 Effective early intervention was seen to be dependent upon a highly skilled workforce, more integrated services and greater accountability. The Children's Act 2004 stipulated a number of requirements to support this and led to structural changes within the organisation of children's services. A new duty was also placed on local authorities to co-operate with partner agencies to ensure that joint working to safeguard the welfare of children takes place.
- 3.3 In 2007, following the publication of the Children's Plan⁴, a target was set for Children's Trust Boards to have in place by 2010/11 arrangements for early intervention. This was reinforced by the Schools White Paper 2009⁵ which stipulated that early intervention arrangements should be set out in Children and Young People's Plans (CYPP) and implemented by Children's Trust partners. The 2008 publication 'Think Family: Improving the Life Chances of Families at Risk'⁶ also highlighted the importance of promoting the welfare and wellbeing of children, with a greater emphasis placed on adopting a whole family approach.
- 3.4 However, following the death of Baby Peter, a review by Lord Laming on child protection in England⁷ in 2009 demonstrated that, despite progress in the development of multi agency services for children and families and strong local strategic leadership, more early intervention was still needed. Laming's report highlighted that early intervention remained essential for strengthening children's services and improving outcomes for children.
- 3.5 An independent review on the future of early intervention programmes (Early Intervention Next Steps' 2011)⁸ recommended that a national body should be set up to oversee the operation and funding of early intervention programmes throughout the UK. Other key recommendations included:
 - The establishment of 15 local early intervention 'places' to spearhead the development of best practice; and
 - The support and expansion of the top 19 early intervention programmes deemed to be the most effective.

- 3.6 There is a lack of agreement on definitions used to describe the work of early intervention and it is often used to describe a range of activities. However, in 2007 the Department for Education and Skills defined early intervention as: *“Intervening as soon as possible to tackle problems that have already emerged for children and young people”*⁹ (2009:8)
- 3.7 In Barnet, early intervention applies to children and young people of all ages and it is used to *‘prevent their needs from increasing, however complex their needs may currently be’*. Barnet’s Early Intervention and Prevention Strategy (2010) outlines that services are being refocused to become more preventative to ensure that resources are used to prevent children and young people’s problems from becoming worse, requiring higher level and more costly interventions at a later stage. The Strategy sets out a range of strategic objectives and approaches to improve outcomes for children and young people.
- 3.8 Nationally the research evidence on the outcomes of early intervention and prevention work are at an early stage (Social Work Research Centre, 2004)¹⁰. Despite international recognition that early intervention can be beneficial to children and families, its effectiveness is reported to be largely based on reflective commentaries, programme evaluations and academic research. The Government’s recent independent review also confirmed that successful evidence based intervention programmes were patchy. (DFE; 2011¹¹)
- 3.9 Nevertheless, the evidence to support the cost benefits of this approach are well documented. The Department of Education and Skills case for early intervention highlighted that the high cost of non-intervention when compared to the lower costs of intervening early, clearly showed that early intervention was often a better approach¹² (DFE, 2009:19)
- 3.10 This was supported by the Government’s independent review (DFE; 2011) which highlighted that early interventions can provide significantly better outcomes for young people and be more cost effective than later and more intensive interventions.
- 3.11 However, it is important to be aware that there are barriers to early intervention particularly:
- Some organisations investing in early intervention may see that benefits are accrued to other services/agencies rather than their own;
 - The difficulty in demonstrating causality or proving that certain events (often negative) have not happened; and
 - That the benefits of early intervention may take years to realise and could require further support at a later stage.
- 3.12 Regardless of the cost benefit analysis of this approach, the main motivation for adopting an early intervention approach is to ensure that children and families with emerging difficulties are identified and

supported before these become entrenched and cause significant long term damage, with potentially significant costs for the local authority and wider public sector.

4. Barnet's Early Intervention and Prevention Services

- 4.1 As part of this review, the Task and Finish Group (TFG) explored how services are intervening early to support children and young people in Barnet. During the review, Members held two round table discussions with Head Teachers and Specialist Practitioners (Children's Service). A number of early intervention and prevention services across the Borough were identified, with these often being delivered in partnership or close collaboration with others. The TFG findings below reflect some of their discussions with these groups.

Barnet Schools

- 4.2 Members received evidence from primary school Head Teachers regarding their approach to delivering an early intervention approach. During the round table discussion with Head Teachers, the TFG heard that delivering early intervention within primary schools was challenging due to teachers having to manage the needs of a classroom of children and the needs of a child requiring early intervention support. These demands often limited a teacher's ability to effectively apply early intervention approaches, which they acknowledged were of great value, but often difficult to address within a classroom setting.
- 4.3 Some primary school Head Teachers informed the Group that there were pressures around respite provision¹³ within the Borough, and that they felt that it was sometimes difficult to access support for children with identified additional needs who were not excluded from school.
- 4.4 TFG Members questioned whether Nurture Groups had been utilised as part of the early intervention approach. Nurture Groups¹⁴ provide proven effective learning environments for children who are vulnerable to social, emotional and behavioural difficulties. These were perceived by some Head Teachers as an accepted alternative environment for children requiring early intervention outside the classroom. Nurture Groups were described as allowing children to develop social skills and preventing them from becoming problematic. They were seen as an important environment for staff to identify a child's level of emotional intelligence.
- 4.5 The TFG were informed by Head Teachers that Nurture Groups were particularly effective for children in years three and four. However, it was noted the success of these Groups was dependent upon the availability of regular staff for children to develop trusting relationships with. The process of reintegrating children back into the classroom often involved reducing the amount of time a child spent at Nurture Groups over an agreed period of time and often with the involvement of their parents.

- 4.6 Research has shown that the costs of setting up a nurture group varies depending on the level of resources available within schools. A report by the Royal Borough of Windsor and Maidenhead Children's Overview and Scrutiny Panel (June 2009) identified that a typical nurture group could cost between £20,000-£23,000 per annum. A cost analysis undertaken by the Nurture Group Network estimated a higher cost citing between £30k – £40k to set up a group with the average cost per child being £2,845 per annum.
- 4.7 The TFG considered the costs of setting up Nurture Groups compared to other forms of provision for children with emotional or behavioural disorders. They noted that the costs for residential units (estimated at £20k- 60k per child per year or tuition for a child who has a statement for a period of three years (estimated at a cost of £12k)were much higher than the costs of setting up and placing a child in a nurture group.

Recommendation 1

The Task and Finish Group recognises Nurture Groups as an important method of intervening early and recommend that Children's Services engage with all primary schools in the Borough to encourage them to utilise their existing resources to develop Nurture Groups, with the outcome of these discussions being reported to the Task and Finish Group at the earliest opportunity.

- 4.8 During the round table discussion with headteachers, the TFG noted that Children's Centres were perceived as useful in engaging parents and getting their participation in initiatives that supported early intervention, such as parental guidance lessons. The TFG were informed that these centres were perceived by parents as non-threatening and an effective environment for encouraging their co-operation in early intervention strategies, particularly when offered as part of a wider programme of activities.
- 4.9 In general, schools were identified as having an important role in delivering early intervention work. The TFG learnt that since September 2010, all schools in the Borough have been expected to provide access to a core range of extended services based on the core offer comprising the following:
- High quality 'wraparound' childcare for primary aged children available 8am-6pm, 48 weeks per year;
 - Secondary schools open from 8am-6pm all year round, providing access to a range of activities, study support and a 'Youth Offer';
 - Parenting support and family learning;
 - Swift and easy referral to a wide range of specialist support services (e.g. speech therapy, Child and Adolescent Mental Health Services (CAMHS)); and

- Providing wider community access to ICT, sports and arts facilities, and adult learning

4.10 The Extended Schools Initiative was set up to:

- Improve pupil attainment, self-confidence, motivation and attendance;
- Reduce exclusion rates; and
- Enhance Children's and families access to services, as well as make good use of community resources.

4.11 As part of Ofsted's School Inspections, extended schools services are assessed on their contribution to improved outcomes for children and young people.

4.12 Although the council continues to provide advice to schools around the sustainability of the core offer and administers and monitors the grant revenue funding that supports this agenda, schools are now primarily responsible for delivering these services.

4.13 The TFG noted that in support of the extended service agenda, schools also received an Activity Support Grant to ensure that children and young people from financially disadvantaged backgrounds have an equal opportunity to access extended services. Schools allocated these funds at their own discretion using their knowledge of their pupils and their families. In March 2011, the Activity Support Grant was replaced by the Pupil Premium, which schools distribute without any monitoring via the local authority.

Parenting Programmes

4.14 The TFG met with the Strategic Parenting Support Manager and were informed that parenting programmes were also sometimes used in schools and that their impact was nationally recognised. Parenting programmes were delivered in conjunction with Children's and Youth Offending Services. Barnet has a number of specialist Parenting Practitioners whose skills were in high demand. These Practitioners are skilled in supporting children with specialist needs such as Attention Deficit Hyperactivity Disorder and their support was described by Parents and Schools as making a difference to the development of children and young people's learning and social skills. Parenting Practitioners also worked closely with the Youth Offending Team to provide support to parents and carers of young people who were offending or at risk of offending.

4.15 The TFG noted that Parenting Teams were perceived by Parenting Practitioners as having an important role in early intervention due to their direct engagement with families. The TFG were informed that across Barnet, many families were being referred to Parenting Practitioners

rather than Social Workers due to perceptions of them as having a more non-judgemental approach to problems in the home.

Educational Psychology

- 4.16 The TFG met with the Principal Educational Psychologist and were informed that educational psychology was linked to a number of early intervention processes, despite the service traditionally supporting children with special needs or a disability. Most Educational Psychologists managed the intervention and review process of approximately 2.2% of children who had been provided with a statement of Special Educational Needs in Barnet. Additionally, they contributed to the monitoring of out of borough placements. Educational Psychologist spend a large percentage of their time working with schools to prevent the need for statutory assessment and advising on the appropriate intervention for the effective inclusion of a wide range of children with needs.
- 4.17 The Principal Educational Psychologist emphasised the importance of successful consultation practice with services such as the Family Intervention Project and the Youth Offending Teams to ensure that resources were maximised, and that an effective and strong virtual team was in place to support schools. Educational Psychologists perceived schools as playing an important role in the Preventing Exclusion Initiative, aimed at reducing the number of exclusions across the borough, and informed the TFG that this has shown some success. The TFG noted that plans to develop this initiative into a team around the setting model for schools and children's centres, to support the work of the Multi Agency Groups and promote multi-agency working had been put in place.
- 4.18 The TFG were informed that although most schools were keen to retain the services of educational psychologists, it was felt that more preventative work might be able to be undertaken if the statutory assessment rate could be reduced. Recent initiatives such as the introduction of the 'Every Child Practitioner Tool' (which supported the management of problem behaviour children in partnership with other practitioners) was an example of the type of work that could be further developed.
- 4.19 The TFG considered the budget for the Children's service for 2010-2012 which showed that £1 million pounds would be allocated to early intervention services. This investment in early intervention projects was also confirmed during a meeting with the Director and Deputy Director of the Children's Service. The TFG welcomed the investment and sought assurance that the current level of early intervention services would continue, in addition to further investment in other early intervention initiatives. In particular, The TFG were concerned about the planned reductions in the educational psychology service as it was highly regarded by both Head teachers and other support staff.

- 4.20 The TFG perceived the role of the educational psychology service as paramount in providing support in schools, especially for children with emotional and behavioural needs at a very early stage. They felt that the service reductions might affect the council's ability to effectively deliver its early intervention strategy.
- 4.21 The TFG considered the Educational Psychology budget in detail and the service level changes. The Chairman also sought further information on the current support provided by the Educational Psychology service to primary and secondary Schools and the Pupil Referral Unit in the borough.
- 4.22 The TFG learnt that the educational psychology service had become a partly traded service requiring schools to purchase additional educational psychology support to meet specific needs and priorities. The TFG acknowledged that there were some benefits to this approach, such as enabling schools, and other agencies to purchase EPS Services as required and enabling service levels to be agreed in advance. However, the group also recognised some of the difficulties with this approach such as schools having to respond to unexpected demands for the service should additional children be identified with behavioural support needs and the requirement for schools to know how to identify how this support could be used effectively.
- 4.23 The TFG's analysis of the educational psychology budget showed a year on year budget reduction for educational psychology services in Barnet. The budget for the educational psychology service comprises the combined spends on Behaviour Support Teachers and Educational Psychologists (See Table 1 below).

Table 1: Educational Psychologist Budget 2009-2012

Financial Year	Educational Psychology Service Budget
2009-2010	£1,353,970
2010-2011	£1,296,980
2011-2012	£1,087,190

- 4.24 The educational psychology budget for 2011/ 2012 as set out in the council's Children's service budget represented the third consecutive year of budgetary cuts . In total, the Educational Psychology service had seen an overall budget reduction of £266,760 over a three year period.
- 4.25 In the period 2008-2011 in line with the continuing need for savings

across the Children's Service the budget for educational psychologist had been cut by approximately £100k, the equivalent of 1.5 fte posts. In 2010-2011 the service lost two educational psychologist posts. The current proposed budget for 2011/12 has led to the loss of three full time Behaviour Support Teachers, with the retention of 1.6 ft post that is partly being funded through a traded service with Schools.

- 4.26 The TFG were concerned about the budget reduction as there was no evidence to show that the demand for these services had decreased over this period and the testimonies of teachers and other professional staff indicated the importance of their role in early intervention. The projected growth of the special educational needs child population by 20% not only confirmed the TFG concerns of the need to maintain the 2010 pre budget levels of EP services but also ensure the future provision to manage this demographic growth.
- 4.27 The TFG noted that to mitigate fully the current budget in terms of reductions to the educational Psychology service, approximately £120k would need to be found from savings elsewhere in the Children's Service in 2012/14. The TFG urge that the Cabinet re-consider the current plans for the educational psychology service and identify reductions elsewhere in the budget.

Recommendation 2

The Task and Finish Group recognise the importance of the work of Educational Psychology and express concern that the planned reductions in the service might affect the Council's ability to deliver an effective Early Intervention and Prevention Strategy, and request that the Cabinet reconsider.

Safer Families Project

- 4.28 The TFG were informed by officers from the Children's Service that Barnet had also developed a specialist project team to support young children who had witnessed or were vulnerable to domestic violence. The 'Safer Families Project' had been set up in 2009/10 following a significant increase in referrals involving Domestic violence (DV). The project aims to support children and families affected by domestic abuse, but who did not meet the thresholds required for social care intervention. The Council had recruited three new Domestic Violence Workers to work within the Children's Service to manage the increasing numbers of children and families requiring support as a result of domestic violence.
- 4.29 The Safer Families Project Team were based at two Children's Centres, on opposite sides of the borough (Newstead in East Finchley; and The Hyde in Hendon) as these areas are known to have a high level of DV incidents. The Hyde Project worked with families with

children up until the age of 11 years, and the Newstead Project was open to children and their families up until the age of 5 years old. The Safer Families Project also engaged with a wide range of DV support agencies¹⁵ and partners, such as CAMHS, Father's Workers and Children's Centre Workers.

- 4.30 The TFG heard that in September 2010, the Children's Service had completed a discreet evaluation project that examined the outcomes of the work of the Domestic Violence Team. A random sample of 80 domestic violence cases for the period of 2009 and 2010 had been analysed which showed that over three quarters of the cases intercepted by DV workers did not progress beyond an initial assessment, thus providing the Referral and Assessment Team Social Workers with more capacity to deal with other cases. The research also demonstrated that less than one fifth of the cases dealt with by DV worker were re-referred, suggesting that the early intervention by DV workers was effective and of a high quality.

Youth Support

- 4.31 In addition to providing early intervention support for children at a very young age, the TFG were informed by officers within the Children's Service that early intervention also took place with young people during their adolescence. The council provided an Integrated Youth Support Service which offered services across the borough for young people who may be experiencing difficulties at home or school, at risk of offending, or those at risk of not being in education, employment or training (NEET).

Youth Connexions

- 4.32 The TFG met with the Head of the Youth Connexions Service and examined the services available for young people through Barnet's Youth and Connexions Service. The TFG were informed that the Service was staffed by 18 Connexions Personal Advisers. These Advisers provide a range of information, advice and guidance services in a number of settings across the Borough.
- 4.33 Youth Workers accepted referrals from all agencies and identified any difficulties a young person may be experiencing. There were no restrictions in terms of the types of young people they support and any young person could be referred. The Youth Connexions Service undertakes a holistic approach to the assessment of needs which assists in identifying the appropriate agencies that may be able to provide the support needed. The TFG were informed that this approach may change in the future due to the focus on targeting the most vulnerable children and young people.

Youth Offending Team

- 4.34 The TFG learnt that the Youth Offending Team also offers a range of preventative services to reduce the number of young people getting involved in criminal activity and anti-social behaviour. These services include a project known as 'N-able', comprising several key workers who work with young people at risk of offending from the ages of 8 to 17 years for a period of six months. These key workers undertake assessments to identify risk and factors associated with offending, and complete a Common Assessment Framework (CAF) or other Support Plan to determine how best to support that young person. Other support provided includes finding suitable activities for young people to get involved in, 1:1 counselling on anger management, confidence and self-esteem building, as well as advocacy and facilitated access to a range of voluntary and statutory services. Barnet's Youth Offending Service also has a Parent Support Worker attached to its service. This practitioner provides support to parents of young people at risk of offending.

Targeted Youth Support Panels

- 4.35 The TFG were informed by the Head of Connexions Service that Targeted Youth Support Panels comprise several professional groups including the Police. They were coterminous with the police sector and receive referrals from different agencies such as housing, schools, and the voluntary sector. Targeted Youth Support Panels were closely aligned to an Early Identification Panel that works to support the early identification of young people who may be vulnerable to crime or victims of crime. This Panel operates across the Borough and also works to prevent a young person at risk of becoming involved in criminal activity.

Restorative Approaches in Schools

- 4.36 As part of the Youth Offending Service Preventative Programme, direct advice and training was also available to schools. The Restorative Programme aimed to educate young people about the negative effects of bullying and anti-social behaviour and why this behaviour is unacceptable. The Programme has trained a number of staff from each school on restorative approaches which are shared and embedded across their schools. There are presently 19 schools involved in this programme, including two secondary schools and a pupil referral unit. The project is run by a Co-ordinator who provides advice, support and training on restorative approaches and encourages schools to develop a 'whole school' approach to restorative practice.

5. Processes that Support Early Intervention

- 5.1 The TFG were informed by Children Service Officers that there were two key processes that were being used in the Borough across all

Common Assessment Framework (CAF)

- 5.2 During the two round table discussions with Headteachers and Specialist Practitioners the TFG heard that the CAF was a shared assessment and planning framework for use across all children's and young people's services for carrying out an assessment of a child with additional needs. The CAF standardised the approach to the assessment and early identification of children's additional needs and how those needs should be met. It was designed to assist practitioners to share their assessment findings with others, and co-ordinate appropriate service provision across a range of agencies. The TFG were informed that the CAF was a completely voluntary process and the parents, child/young person must agree to be assessed for a CAF to be used.
- 5.3 At the time of the review, the TFG were informed that 551 CAF's had been completed in Barnet. The CAF Coordinator's update report (February 2011) showed that school based staff were the highest CAF initiators, accounting for 33% of all CAF's in the Borough. This was followed by primary care health staff (15%), Children's Centers (10%), the voluntary sector (8%) and Youth and Connexions staff. In 2010, Housing Needs Officers also received training in the CAF as part of the Council's new holistic Housing Needs Assessment process to ensure that the additional needs of children are identified.
- 5.4 During the course of the review the TFG heard different opinions and attitudes towards the use of the CAF. Head Teachers participating in the round table discussion questioned the value of the CAF, particularly in circumstances where interventions were already in place. They also raised the issue of family/parent co-operation in order to undertake a CAF which in their experience could be problematic.
- 5.5 Specialist Practitioners though described the CAF as important in facilitating greater understanding and communication with other practitioners, which helped them to co-ordinate appropriate support for young vulnerable people.

Multi-Agency Groups (MAGS)

- 5.6 The TFG met with the Multi-Agency Support Manager and heard that MAGS are multi-agency groups comprised of managers from all key partner agencies. They are run by the Multi-Agency Support Team, a division of the Children's Service Building Resilience and Supporting Independence Team. MAGS meet every month in the boroughs network areas to discuss individual cases (CAFs) and identify solutions. Each member of the multi-agency group ensures that

- 5.7 MAGS provide strategic lead and oversight of the CAFs in each area by ensuring that early interventions using the CAF are working effectively. This includes monitoring and ensuring that CAF Action Plans are on track and that lead professionals are in place, as well as addressing any professional differences and family engagement issues.
- 5.8 At the time of the review, MAG's were at an early stage in their development, making an assessment of their value in delivering early intervention and prevention services difficult.

Recommendation 3

The Children's Service review the effectiveness of the Common Assessment Framework (CAF) and the Multi-Agency Group (MAG) in Barnet and report it's findings to the Safeguarding Overview and Scrutiny Committee within the next 6 months.

Family Profiling

- 5.9 The TFG learnt from their discussions with Specialist Practitioners and Children Service officers that the use of Whole Family Assessment processes to identify the needs of families with multiple problems had been undertaken as part of a pilot project by a number of local authorities testing family focused models. One of the distinguishing features of the Family Assessment Processes was that the inter-relationships between family members and how these impact on individuals within the family are examined. (DFE; 2010) Evidence from this research showed that a range of positive outcomes had been identified including: a reduction in family risk levels which often stopped the escalation of child protection issues; and swifter identification of child protection concerns.
- 5.10 The TFG were informed by officers that the Family Intervention Project (FIP) model was the preferred model of intervention and that investing in a system that prevents families from requiring higher levels of needs, would be an important addition to Barnet's Early Intervention Programme in the future.

Recommendation 4

Family profiling and family intervention should be prioritised within the Early Intervention and Prevention Strategy as these will deliver greater long term savings for the council. Cabinet are requested to provide

information on the prioritisation of these elements in the Strategy and anticipated cost/benefits.
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6. Barnet's Early Intervention Strategy

- 6.1 The TFG met with the Director of Children's Services and the Deputy Director of Children's Services and were informed that many of the early intervention projects taking place across the borough had been grant funded. In 2011-12 an additional £1 million had been invested in early intervention programmes, with the expectation that over a period of three years, £2 million per annum would be saved through a decrease in the need for more costly and higher level interventions.
- 6.2 The TFG examined the draft Early Intervention and Prevention Strategy and felt that overall the aims and objectives of the Strategy were good. They believed that the Strategy could support the effective delivery of early intervention programmes across the borough and were encouraged by the preventative work currently taking place.
- 6.3 However, the TFG felt that aspects of the Strategy could be strengthened by showing more clearly how partnerships around Children's Services worked together and the role of the voluntary sector in delivering early intervention programmes. Members also suggested that early intervention programmes, such as the Safer Family Project, should be included within the Strategy.
- 6.4 The TFG also sought further information on the role of colleges and higher educational institutes in early intervention initiatives. They were informed that the Council was in close liaison with the Middlesex University Trust on potential vocational courses and the expansion of apprenticeships to include provision for young people with learning difficulties. Work was also underway to look at the possibility of developing Family Intervention Practitioners (FIP) as a new profession.
- 6.5 In terms of greater involvement with local colleges, the TFG were informed that a number of children from Pupil Referral Units had been successfully placed on local college courses. However, officers acknowledged that further development work could be undertaken to ensure that there was appropriate early intervention provision in Barnet, which could help to reduce the number of young people placed in out of borough placements.
- 6.6 The TFG sought further information on the role of the Child and Adolescence Mental Health Service (CAMHS) and its reduced involvement in early intervention services. They were informed by the Director of Children's Services that the support of CAMHS was good throughout the Borough and that there was a CAMHS worker supporting several services. The TFG expressed concerns about the

- 6.7 The TFG recognised the importance of the work of CAMHS and felt that it was important that Children's Services effectively engaged with Barnet, Enfield and Haringey Mental Health Trust to ensure that the current level of service available to support young people with mental health needs in Barnet were maintained.

Recommendation 5

The Task and Finish Group recognise the importance of Child and Adolescent Mental Health Services (CAMHS) in delivering the Early Intervention and Prevention Strategy and recommend that Children's Service undertake urgent discussions with the Barnet, Enfield and Haringey Mental Health Trust about the role of CAMHS and the level of service available to support young people in Barnet.

- 6.8 Whilst the TFG felt that the Strategy showed many entry points for children and families needing early intervention support, they felt that work could be undertaken on an exit strategy for parents and service providers should they wish to 'leave' a process or decide that the intervention is not meeting identified needs. Members felt that the Strategy needed to consider how support could be withdrawn and for this to be reflected in the final document.

Recommendation 6

Children's Services consider how children and family exit the early intervention process by developing criteria for agreed exit strategies.

- 6.9 In the final analysis, the TFG are fully supportive of the early intervention programmes taking place across the borough. Members viewed early intervention as an investment that could lead to a better quality of life and greater opportunities for children and young people at risk or those with additional needs.
- 6.10 In terms of the processes used to support early intervention such as the CAF and the MAG, the TFG would like to ensure that every effort is made to prevent these from becoming overcomplicated and bureaucratic. These processes are important to the delivery of the Early Intervention Strategy and ensuring that more effective multi-agency working takes place across the borough.

- 6.11 The TFG welcomed the Early Intervention and Prevention Strategy and recommend that it is communicated and publicised to all practitioners and multi-agency groups working in the borough to ensure that its aims and objectives can be achieved.
- 6.12 Members also supported the use of a Whole Family Assessment Model and believed that where early interventions were needed, it was important that the right approach was used for the whole family and not just the individual.

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End notes

¹ The Lord Laming (2003) The Victoria Climbié Report. London: Her Majesty's Stationary Office.

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¹⁰ Social Work Research Centre, University of Stirling (2004) The Statutory Social Worker's role in prevention and early intervention with Children.

¹¹ Cabinet Office (2011) Early Intervention next steps: An independent report for her majesty's government. Graham Allen MP.

¹² Department for Children, Schools and Families, (2009) Early Intervention: securing good outcomes for all children and young people

¹³ Respite Provision is any activity or service of a limited duration designed to provide a break for a dependant person and their carer/family from the responsibilities and pressures of the usual routine of caring.

¹⁴ Nurture Groups are a form of early intervention for children who might have difficulties in their education because of social and emotional problems. They provide a safe environment, help build a child's self-esteem, foster trust and provide a safe, healthy environment in which the child can engage in learning.

¹⁵ Barnet Sanctuary Project, Elevate, Jewish Woman's Support Aid and BME DV agencies.

PROJECT PLAN

Topic for Review	Early intervention and prevention services for Children
Membership	Councillor Brian Salinger (Chairman) Councillor Sury Khatri Councillor Tom Davey Councillor Kath McGuirk Councillor Barry Rawlings
Link to Corporate Plan	A key strategic objective within the Corporate Plan and Barnet's Children and Young People Plan 2010/11-2012/13 is to build resilience and support independence by taking a preventative approach. This includes intervening early to strengthen families and to ensure that children and young people are able to achieve their potential.
Background	03/06/2010 Decisions of the Policy and Performance Overview and Scrutiny Committee: That a Task and Finish Group be established on Early Intervention and Prevention services for Children.
Scope and Purpose of Review	The review will consider 1) How the Council could maximise the effectiveness of early intervention for children and young people in Barnet 2) The Council's draft early intervention and prevention strategy.
Format of Review	Methodology <ul style="list-style-type: none"> • Scrutiny office to conduct desk research • Members to meet with Barnet Council officers and multi-agency groups • Best practice

Key Evidence (internal & external)	<p>Documents required LB Barnet Early Intervention Strategy</p> <p>Witnesses/stakeholders Cllr Andrew Harper, Cabinet Member for Education, Children and Families Robert McCullough Graham- Director of Children's Service Jay Mercer, Deputy Director of Children's Service Terry Redmayne, Deputy Director of Children's Service Stav Yiannou - Divisional Manager, BRSI Michaela Carlowe, Multi- agency Support Manager Flo Armstrong, Divisional Manager, Youth and Connexions Stuart Collins, Youth Offending Service Manager Karin Ridout, Strategic Parenting Support Manager Brian Davis, Principal Educational Psychologist</p> <p>Other:- Head teachers and Lead Officers from a selection of schools and Educational/Children's Centres in Barnet</p>
Timescales	Overview and Scrutiny arrangements recommend that Task and Finish Groups should be completed within a timescale of three months. It is envisaged that this review be completed by 1 st March with an update reported to the Business Management Overview and Scrutiny Committee in January 2011.
Expected Outcomes	The Task and Finish Group will make up to four clear and concise SMART (Specific, Measurable, Achievable, Realistic and Timely) recommendations to the Council's Cabinet
Follow up	Implementation of recommendations are monitored by the Scrutiny Office

AGENDA ITEM: 12

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Meeting	Business Management Overview and Scrutiny Committee
Date	29 February 2012
Subject	Health and Social Care Integration Task and Finish Group – Final Report and Recommendations
Report of	Health and Social Care Integration Task and Finish Group
Summary	The report sets out the recommendations of the Health and Social Care Integration Task and Finish Group which include: a vision for the integration; principles to guide integration; a suggested approach to deliver integration projects; and recommendations for the scrutiny and quality assurance of future health and social care integration projects.
Officer Contributors	Dawn Wakeling, Deputy Director, Health and Adult Social Care Ceri Jacob, Associate Director, Joint Commissioning, London Borough of Barnet and NHS North Central London
Status (public or exempt)	Public
Wards Affected	All
Enclosures	Appendix 1 – Health and Social Care Integration Task and Finish Group: Final Report and Recommendations
Key Decision	Not applicable
Contact for Further Information:	Rohan Wardena, Health and Social Care Integration Programme Lead: rohan.wardena@barnet.gov.uk

1. RECOMMENDATIONS

- 1.1 Members of the Committee consider the findings and recommendations of the Health and Social Care Integration Task and Finish Group, as set out in the report attached at Appendix 1.**
- 1.2 Members of the Committee discuss and agree the findings and recommendations of the Task and Finish Group.**
- 1.3 Members of the Committee consider the recommendation of the Task and Finish Group as set out in paragraph 9.3 and 9.4 below and make recommendations as to how the ongoing work of health and social care integration is to be incorporated into the council's overview and scrutiny framework and work programme.**
- 1.4 The agreed findings and recommendations are forwarded to the Cabinet for their consideration. Subject to the Cabinet's approval, the findings and recommendations be referred to the Health and Well Being Board and health partners as the basis of the Council's position.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Business Management Overview and Scrutiny Committee, 17 October 2011, Agenda Item 7, Task and Finish Groups/Scrutiny Panel Update – the Committee agreed to establish a time-limited Task and Finish Group to consider the council's approach to health and social care integration.**

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

3.1 Link to Sustainable Community Strategy

- 3.1.1 The Task and Finish Group recommendations support the Council's Sustainable Community Strategy 2010-2020 which is committed to achieving its objectives through working *"together to draw out efficiencies, provide seamless customer services; and develop a shared insight into needs and priorities, driving the commissioning of services and making difficult choices about where to prioritise them."* The integration of health and Social care services embodies this approach to partnership working.**
- 3.1.2 Successful integration of health and Social care services should promote the Sustainable Community Strategy priority of *"healthy and independent living"*.**

3.2 Link to Health and Wellbeing Strategy

- 3.2.1 The draft Joint Health and Wellbeing Strategy sets out the aspirations of the Health and Wellbeing Board and its member organisations. The Health and Wellbeing Board is responsible for promoting greater co-ordination of planning across health, public health and Social care. This is recognised in the draft Joint Health and Wellbeing Strategy and the linked draft Integrated Commissioning Plan. The Task and Finish Group recommendations support the Health and Wellbeing strategic intentions.

3.3 Link to Commissioning Plan

- 3.3.1 A draft Integrated Commissioning Plan is being developed as one of two delivery vehicles for the Joint Health and Wellbeing Strategy. This commissioning plan will form part of the Barnet Clinical Commissioning Group overall commissioning plans. The Task and Finish Group recommendations support the intentions that are set out in the draft Barnet Integrated Commissioning Plan.
- 3.3.2 The delivery of an integrated frail elderly community based service is included in the draft NHS NCL Commissioning Strategic Plan and associated QIPP (Quality, Innovation, Productivity and Prevention) plan.

4. RISK MANAGEMENT

- 4.1 The recommendations from the Task and Finish Group will inform the Health and Social Care Strategic Outline Case (SOC) and any subsequent integration projects. The SOC will include an initial risk register for this work.

5 EQUALITIES AND DIVERSITY ISSUES

- 5.1 The approach recommended by the Task and Finish Group is predicated on the principle that any integration of health and social care services and pathways should only be considered if there is clear evidence that this will substantially benefit Barnet's citizens by improving the experience and outcomes of people who use care. However, it is likely that the areas identified as opportunities for integration may focus on particular groups and communities, for example the care of frail elderly people and their carers and people with complex health and social care needs, as this is where most benefit can be realised for service users.
- 5.2 The recommendations from the Task and Finish group will inform the Council's approach to health and social care integration. The

recommendations are informed by an analysis of local and national evidence. Their recommendations draw on this evidence and their own knowledge to guide future integration projects and ensure that any subsequent work on integration is informed by a clear understanding of local need identified in the Joint Strategic Needs Assessment (JSNA), and what has been proven to work elsewhere.

- 5.3 The recommendations from the Task and Finish group should support the Council and partner organisations to identify effective ways of working together to deliver integration and address the needs of all people who use care.
- 5.4 The integration of health and social care services could have a differential impact on different groups of citizens and communities within Barnet. This could include people within the protected characteristics of age, disability and sex as defined by the Equality Act 2010, such as older people and carers of older people or disabled people. An Equalities Impact Assessment will be undertaken for all health and social care projects to ensure that the approach and solutions are inclusive and the local authority discharges its duties under the Equality Act 2010.
- 5.5 The integration of health and social care services could also impact staff involved in the commissioning and delivery of local care services. The impact on staff will be included within the scope of all project Equalities Impact Assessments.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

6.1 Financial Implications

- 6.1.1 Integration has the potential to increase value for money of health and social care and enable public funds to meet increases in health and social care demand by:
 - Improving outcomes for patients and users, reducing repeat and crisis demand on services such as emergency departments
 - Reducing the costs associated with providing a specific service (through more efficient use of staff and other resources – such as buildings – across organisations)
 - Reduction of duplication in assessment and provision
 - Preventing demand for typically more expensive services such as acute hospital and residential care provision services, through more

effective and coordinated use of prevention and early intervention services.

- 6.1.2 The recommendations from the Task and Finish Group will inform the Strategic Outline Case (SOC) and any subsequent integration project. The SOC will provide an illustrative assessment of potential savings for Barnet based on evidence and examples from elsewhere. Benefits potential will form part of the criteria to prioritise and select project opportunities. The detailed financial benefits and realisation schedule will be fully developed as part of the production of each project business case.
- 6.1.3 The London Borough of Barnet is funding a project manager (3 days a week) and consultancy support work package from its implementation partner (Agilisys / iMPOWER) to complete the SOC and support the Task and Finish Group.
- 6.1.4 The Strategic Outline Case will specify what costs would be associated with taking any agreed integration initiatives forward.

6.2 Staffing Implications

- 6.2.1 The recommendations from the Task and Finish Group will inform the Strategic Outline Case (SOC) and any subsequent integration project. There are no staffing implications in the development of the Strategic Outline Case.
- 6.2.2 It is possible that the additional or new integration of health and social care services would impact staff currently working for the Council or for NHS organisations. This would be explored in more detail within the Strategic Outline Case and subsequent project work. See 4.2.2 above.

7. LEGAL ISSUES

- 7.1 The Council and NHS partners have the power to enter into integrated arrangements in relation to prescribed functions of the NHS and health-related functions of local authorities for the commissioning, planning and provision of staff, goods or services under Section 75 of the National Health Service Act 2006. The provision of health and social care services takes place within a complex regulatory environment and the potential impact of this on any integration proposals arising from this scoping project will be explored as part of the development of specific proposals. Arrangements made pursuant to S75 do not affect the liability of NHS bodies and local authorities for the exercise of their respective functions.
- 7.2 The Health and Social Care Bill 2011 is currently progressing through Parliament and has not yet received Royal Assent. Hence, the final legislative provisions are yet to be confirmed. A key theme of the Bill is

for local authorities to have a much stronger role in shaping health services and taking over responsibility for local health improvement, through the establishment of new Health and Wellbeing Boards, thereby improving democratic accountability.

- 7.3 Pursuant to Section 2 of the Local Government Act 2000, the Council has the power to do anything that it considers will promote the economic, social or environmental well-being of its area. Pursuant to Section 21 of the Local Government Act 2000, the Council has existing powers to review and scrutinise matters relating to the health service in the local authority's area and to make such reports and recommendations on such matters.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 The Health and Social Care Act 2001 paved the way for scrutiny by local authorities of other statutory bodies, by establishing Overview and Scrutiny Committees with the remit of scrutinising health service provision.
- 8.4 Item 8 of Business Management Overview & Scrutiny Committee Terms of Reference states that the role of the Committee is:

"To coordinate and monitor the work of scrutiny panels and task and finish groups, including considering reports and recommendations and referring to the relevant decision-making body."

9. BACKGROUND INFORMATION

- 9.1 At its meeting on 17 October 2011, the Business Management Overview and Scrutiny Committee established a Health and Social Care Integration Task and Finish Group to explore and review the benefits of health and social care integration for Barnet citizens and the Council. The Group was tasked with helping to develop a vision and principles to inform the local approaches to integration in Health and Social Care with partner organisations and stakeholders.
- 9.2 The Group held a series of five meetings during December 2011 and January 2012, and heard evidence from a range of expert witnesses on the approach to health and social care integration in various parts of England, in other London boroughs and an example of integrated working across health and social care in Barnet.

- 9.3 During the evidence gathering it has become clear to the Task and Finish Group members that providing effective oversight and scrutiny to health and social care integration projects requires a high level of knowledge of local care services. The Group therefore concluded that it would be helpful if the Group and its current membership were retained to support the scrutiny and assurance of the expected health and social care integration project opportunities that will be identified in the SOC.
- 9.4 The Group's findings, recommendations and summary of evidence are set out in the attached report in appendix 1: Health and Social Care Integration Task and Finish Group Final Report and Recommendations.

10. LIST OF BACKGROUND PAPERS

- 10.1 Most evidence received by the group was from witnesses, but the most important background papers are:
- 10.1.1 Kings Fund and Nuffield Trust: Integrated care for patients and populations: Improving outcomes by working together
- 10.1.2 NHS Institute for Innovation and Improvement: Joined-up care delivering seamless care

Legal – MM
CFO – AT

Appendix 1

Health and Social Care Integration Task and Finish Group

Final Report and Recommendations

Introduction from the Chairman

Introduction

In October 2011, the Business Management Overview and Scrutiny agreed to establish a time-limited Task and Finish Group to oversee the One Barnet Health and Social Care Integration project. The Group was convened to develop a vision for health and social care integration in Barnet; it has worked effectively across party lines to achieve this. It has also developed a good level of knowledge of health and social care.

The group was composed of the following members:

- Councillor Braun (Chairman)
- Councillor J Hart
- Councillor Khatri
- Councillor Farrier
- Councillor G Johnson

Substitute Members

- Councillor Rawlings
- Councillor K Salinger

In addition to assisting in developing a vision, the Group has developed principles which will be used to guide the approach to integration projects. The work of the Group will inform and shape the development of the One Barnet Programme and delivery of the Council's strategic priorities. The Group conducted its work through a mixture of meetings, research and receiving evidence from external witnesses.

During the evidence gathering it has become clear that providing effective oversight and scrutiny to health and social care integration projects requires a high level of knowledge of both services. The Group therefore proposes it continues and provides oversight to the subsequent health and social care integration projects.

The Group would supplement the work of the Health and Safeguarding Overview and Scrutiny Committees by creating time for projects to be reviewed in more detail and discussions to be held at greater length. It would not duplicate the role of the Health and Wellbeing Board and the One Barnet Programme Board who will be responsible for leading the projects. If permitted to take on a longer term oversight role, the Group suggests expanding membership to include Barnet LiNK and oversight representatives from health.

Recommendations

1. Cabinet and the Health & Well Being Board are requested to endorse the vision proposed by the Task and Finish Group for the integration of health and social care in Barnet, as set out in section 1.
2. Cabinet and the Health & Well Being Board consider and agree the principles proposed by the Task and Finish Group for the integration of health and social care, as set out in section 2.
3. Cabinet and the Health & Well Being Board consider and agree the recommendations on the approach to health and social care integration proposed by the Task and Finish Group as set out in section 3.
4. The Business Management Overview and Scrutiny Committee consider and agree the proposal that the Task and Finish Group is given a longer term role in providing oversight to health and social care integration projects, as described in the *Introduction*.

1. Vision

Barnet will place people who use care at the heart of integration. It will integrate services from health, social care, the voluntary sector and the private sector in a way that makes them easier to access and better meets the needs of people who use care. It will integrate both the commissioning and delivery of care. Barnet's leadership in health and social care are committed to full integration and recognise that integration is best built and delivered by people who provide care and people who use it.*

**people who use care includes: carers, service users and patients*

The statement above is based on the Task and Finish Group's list of key characteristics for their vision. The Group felt the vision should:

1. Focus on people who use care and emphasise that all changes made should make services easy to access and navigate.
2. Include reference to the role of the voluntary sector and ancillary health professions (to make it clear that the vision does not just apply to doctors, nurses and social workers).
3. Reflect the preference for a 'bottom up' approach built on the needs of people who use care and the knowledge and capabilities of those who provide it.
4. Emphasise the need for on-going consultation with people who use care to help maintain and develop services.
5. Show the commitment to full integration of both commissioning and delivery.

2. Principles

The Task and Finish Group endorsed the following principles to guide integration projects.

1. Integration should be based around people who use care.
2. Social Care and Health should be fully integrated.
3. People who use care should be able to access medical and social support through the same access point.
4. People who use care should have choice about how their needs are met. This should include being able to choose and change the providers they work with at different stages and being able to pay to use private services alongside public provision if they wish (e.g. private provision should be integrated with public provision).

5. Information should be shared between health and social care, the “Tell us once” principle.
6. People who use care and request help should not be told to go elsewhere because they approached the wrong agency, the “No door is the wrong door” principle.
7. People who use care should be treated as individuals and not defined by their needs.
8. Health and Social Care staff should work to understand each other’s services, professions and approaches. This understanding will help them give advice to people who use care and work across professional and organisational boundaries.
9. Health and Social Care staff should develop shared language and new ways of working.

3. Approach

The following points were highlighted by Members as important for successful integration:

Timing

1. Make a commitment to full integration in delivery and commissioning, but take a targeted approach at groups most likely to benefit first.
2. Children’s health & social care should also be integrated where it will benefit children. However, this is likely to be more complex so should not be addressed first.

Engage people during the change

1. Plan each integration carefully involving all partners (health, social care, councillors, private sector, voluntary groups, patient groups) and engaging with the people affected.
2. Engage all partners equally. Integrated services need all the partners involved to engage fully in their creation. Management and leadership structures in the new service should not be dominated by one partner, but reflect all the partners and their professions.
3. Do not attempt too many changes at once or you will overwhelm staff. If you are redesigning an organisation, complete this before redesigning the process. This ensures those running the processes feel responsible for making them work.
4. The creation of integrated teams and services should not undermine professional development. This may mean dual management with a professional lead mentoring and developing staff, but day-to-day management being delivered by a team lead. Professionals need to agree what they can all do and what is reserved to each profession.

5. Cultural change is very important and will take time to develop. Staff in integrated services should work together to agree: principles to govern their work, common language, how they will work together and share skills.

Clear responsibility for the change

1. Leadership is critical. There should be a small group of named leaders responsible for the overall integration and each project needs clear leadership and accountability. All the partners involved need to be committed to the change and this commitment should be reflected at all levels of management.
2. Set targets for delivering benefits from integration, establish who is responsible for them and monitor them.
3. Governance structures should support integration and represent all partners.
4. Ensure there is a mechanism in place to allow members an appropriate level of on-going scrutiny/monitoring of the integration process.

Investment to enable integration

1. Compatible IT systems that enable data sharing and shared workflow are a vital building block of integration. Invest to get the right systems across all partners.
2. Health and social care services should be co-located wherever possible.
3. Integrated services should be based in buildings that meet staff and users' needs. GP practices could act as hubs for health and social care service.
4. Ensure there is expert procurement advice to the integration projects, especially on any IT procurement. Have one procurement organisation supporting the integrated services; do not maintain a separate health and social care team.

4. Evidence

During the course of the review, the Task and Finish Group received evidence from internal and external witnesses. Additionally, they reviewed the recommendations of The King's Fund, the Nuffield Trust, the Department of Health and NHS Future Forum. The Group used their knowledge of Barnet, own experience as carers and people who use health and social care services to bring a personal perspective to the recommendations. The Appendix contains a summary of the evidence received by the Group, below are the key points.

Key evidence

The group identified the points below as the most important ones emerging from the evidence they received and their discussions. This evidence tells us about the context in which the Group made its recommendations.

- There is a successful history of integration in Barnet; in the 1980s Barnet had one of the first integrated mental health services. Barnet also has several very successful current integration projects in the areas of: learning difficulties, mental health, community equipment, frail and elderly, voluntary sector and children.
- Barnet is a large borough with multiple town centres. Its size and multiple centres mean that service will need to have multiple locations to be accessible.
- There is a high level of uncertainty in health. The PCT (Primary Care Trust) will cease to exist next year and the CCGs (Clinical Commissioning Groups) are in their early stages. This means it may be difficult for health to commit to some long term goals because the PCT cannot make strategic agreements for the CCGs and the CCGs may not be ready to commit yet. However, progress cannot be halted to wait for this to be resolved.
- Health has a significant budget deficit and their focus over the next couple of years is likely to be reducing this. This may lead it to focus on vertical integration within health first and horizontal integration with social care may have a lower emphasis.

Appendix

Summary of evidence from case studies and reports

The Group considered evidence from case studies from the Department of Health's Institute for Innovation & Improvement, Herefordshire, Barnet and Islington. It also received a summary of The King's Fund and Nuffield Trust's recommendations to the Department of Health and NHS Future Forum (5 January 2012) for integration and a briefing on the current changes in the NHS.

Joined-up Care: Case Studies – Torbay and Northamptonshire

Northamptonshire's integration focuses on Older People with long term conditions, it is a partnership arrangement initially driven by clinical commissioning and now driven by a shared vision and aims. Torbay's integration is wider and covers all older people; Torbay Council transferred its social work and care staff to NHS (S75). Torbay council retains its commissioning function.

Some of the key lessons drawn from the case studies were:

- Be clear about what you are trying to achieve through integration
- Create and communicate a clear vision that has the customer, patients and carers at the heart of it
- Identify a shared vision that is owned jointly with partners and achieves mutually beneficial outcomes
- Really strong and consistent leadership is crucial to make the vision reality
- Involve front line staff and empower them to own and drive the integration agenda
- Spread the news – be relentless in sharing everything – in every format available
- Engage all partners and gain commitment from the right people to create a culture that encourages innovative, long-term solutions and challenges the historical ways of working
- Strong clinical leadership is essential

Two out of the ten case studies featured the integration of health and social care and a further three case studies indicated they planned to involve social care in later stages of their integration. These case studies reflect that vertical integration (integration within health) by providers of acute, community and primary care services is much more developed than horizontal integration with social care. A consequence of this is that there is more information (especially quantifiable savings estimates) available for health integration. This may be a factor in some health manager's decision making.

Case study - Herefordshire

Carmen Colomina from iMPower helped develop the new assessment and review process that underpinned the integrated teams in Herefordshire. Herefordshire County Council transferred its social workers and care providing staff to 2gether the Mental Health Trust and NHS Wye Valley under a Section 75 arrangement (a formal joint working agreement between local authorities and NHS organisations). This created integrated provider organisations. Again, Herefordshire County Council retained its commissioning role.

Carmen facilitated the design of new processes that could be used by all professionals and both provider organisations (2gether the Mental Health Trust and NHS Wye Valley). This work took place at the same time as the Section 75s were being finalised and the new organisation structures drawn up. Some of the key lessons identified were:

- All organisations must be equally involved & committed.
- Don't try to do too many changes at once.
- Joint and consistent leadership is critical.
- Complete any organisation design before designing new processes.
- Cultural change is key - within team and across organisations.
- Have a clear vision for patient / customer experience.
- Get frontline staff to set the principles they will work to.
- Agree a common language and terminology.
- Agree boundaries between professions.
- IT must be involved at the outset in any process change to avoid potential delays later on.

Case study - Barnet Learning Disability Service

John Binding and Rene Betts of Barnet Learning Disability Service provided a presentation outlining the integrated working arrangements of the Barnet Learning Disability Service. The Learning Disability Service combines health and social care staff including: nurses, therapist and social workers. The presentation focused on a practical example of integrated working arrangements based on a case study of a young woman, Nina, who had come to the attention of the Learning Disability Service.

Nina benefitted from a close working relationship between health and social care staff that helped to identify a misdiagnosis. Nina had been misdiagnosed with severe learning difficulties, the involvement of Speech and Language therapists in Nina's integrated social care and health team helped quickly identify this error.

Integrated working meant both health and social care professionals had access to all the information relating to Nina and could verify and cross reference it. This enabled professionals to make more informed assessments and decisions about the approach they would use and the type of care package required.

The case study highlighted the value and importance of:

- breaking down boundaries and sharing skills,
- teams working together e.g. social workers and nursing teams,
- developing compatible IT systems,
- the value of formal arrangements such as joint management structures as well as more informal arrangements such as sharing buildings/allowing teams to get to know each other – sharing experiences and know-how.

Case study - Islington

Carol Gillen the Director of Operations - Integrated Care and Acute Medicine at Whittington Health, delivered a presentation outlining the process of integration undertaken to create Whittington Health.

Whittington Heath was created through section 75 agreements with staff from Whittington Hospital, Haringey Community Services (adults & children), Islington Integrated Services (Community adult & children services, Adult Social Care & LBI Children with Special Needs). It came into existence on 1 April 2011.

Carol shared the benefits that Whittington Health is trying to deliver for service users / patients and carers.

- Help people navigate complex health and social care systems, thus easing stress and anxiety (older people with complex long term conditions).
- Reduce duplication through coordinated care.
- Offer better access to services and information – are not ‘pushed from pillar to post’.
- Reduce the number of professionals involved.
- Reduce the risk of ‘falling through the net’.

Carol identified some important lessons learned from the Whittington’s experience, many of these echoed those in other case studies but Carol emphasised the following points:

- Integrated management structure at executive, senior and middle levels across acute, community and social care.
- Development of stronger, integrated governance (corporate and clinical) structures to manage risk.
- Ensuring that each group of professionals has a lead that is accountable for the performance of that group (even if day-to-day line management comes from another professional).
- Development of a bespoke IT system that interfaces with Primary Care & Social Care.

Integrated care for patients and populations: Improving outcomes by working together

The King's Fund and Nuffield Trust's recommendations on integration formed part of a report to the Department of Health's Future forum. They have been advising the department on NHS reform. The recommendations were drawn from review of case studies (including Torbay) and engagement with professionals in health and social care. The report made recommendation on how to use integration to improve care standards, the recommendations were directed to central government, but those that are relevant to Barnet's situation are:

- Performance is better where there are clear, ambitious and measurable goal to improve the experience of patients and service users.
- Organisational integration appears to be neither necessary nor sufficient to deliver the benefits of integrated care.
- There is no single 'best practice' model of integrated care. What matters most is clinical and service-level integration that focuses on how care can be better provided around the needs of individuals.
- Integrated care is not needed for all service users or all forms of care but must be targeted at those who stand to benefit most: people with addictions, those with complex needs, those with mental health illnesses, those requiring urgent care where a fast and well-co-ordinated care response can significantly improve care outcomes e.g. strokes and cancers.
- Patients with complex care needs should be guaranteed a care plan, a named case manager responsible for co-ordinating care, and access to telehealth and tableware and a personal health budget where appropriate.

Briefing on changes in the NHS

The key changes in the health system were summarised for the Group and their implications explored. The key changes were identifies as:

- The abolition of Strategic Health Authorities and Primary Care Trust
- The creation of:
 - Clinical Commissioning Groups from local GP practices and clinical practitioners, who will commission most local healthcare.
 - Commissioning Support Organisations will initially be formed from legacy PCT organisations and staff and will support CCGs in their commissioning role.
 - Health and Wellbeing Board (H&WB) with representation from Barnet Council's Cabinet, North Central London Cluster PCT, Clinical Commissioning Groups, social care directorates and Public Health. The Board create strategy and coordinate provision of care across providers.

- Public Health will transfer to the Local Authority with new responsibilities to protect the local population's health and advising CCGs on local health needs and informing local commissioning priorities.
- Health care providers must either become Foundation Trusts or be taken over by one.

The cumulative impact of these changes is instability and uncertainty in the health system until the Health and Social Care Bill 2011 has been passed by Parliament, the structural changes have been implemented and embedded, and policies have been developed and agreed across the health and social care system. This uncertainty substantially reduces the ability and capacity of health organisations to engage meaningfully with social care on integration. The instability will continue until 2014 and possibly into 2015.

What we learnt about Barnet

Health and Wellbeing Strategy

Ceri Jacob's presented working draft of the Health and Wellbeing Framework. This outlined Barnet's response to its JSNA assessment identifying 4 priority areas and a series of recommendations. The framework will be reviewed and endorsed by the Health and Wellbeing Board and used to inform commissioning decisions in social care and health.

Four priority areas

- Preparing for a healthy life – from pre-natal to adulthood
- In the community – looking at the influence of the environment on wellbeing and health
- How we live – lifestyle choices and issues
- Care when needed

Recommendations

Based on JSNA the H&WB Board made a series of recommendations that outline the areas they wish to focus on.

- Support residents to take greater responsibility for their own health.
- Develop more effective campaigns to ensure individuals with mental health problems and those with learning disabilities receive appropriate health checks.
- Tackle the obesity epidemic.
- Reduce the rate of hospitalisation among older people following attendance at A&E.
- Maintain and increase, smoking cessation activity, especially during pregnancy.
- Increase the uptake of all childhood immunisations and seasonal flu immunisation in at-risk groups.

- Improve uptake of breast screening in Barnet to increase identification and reduce mortality.

Integrated Commissioning Plan

The integrated commissioning plan builds from the Health and Wellbeing Framework and outlines a proposed approach and scope for integration and some key areas for integration. Like the Framework it is still in draft form and will be reviewed by the H&WB board when completed.

Principles of integration

The principles that should underpin integration were split into principles based on national and local principles.

National

- A shared understanding of what is meant by integration
- A clear case for integration with tangible benefits to service users and across the system – a means for achieving specified ends.
- Form follows function – governance to support achievement of aims
Integration at all levels whether it's about commissioning or service delivery – must make it from the Board room to the front line
- Weave integration into existing set ups as organisations have been set up to be separate with separate governance structures etc.
- Trust and continuity – relationships and behaviour are key at every level and stage.

Local

- Integration should as a minimum maintain quality and safety and ideally improve the quality and safety of services
- Integration should represent value for money for all organisations leading to a more sustainable public sector.

Scope

- Any area where health and social care are interdependent or overlap will be included in the remit of an integrated commissioning function.
- Health and social care will seek to eliminate silo commissioning and move to whole system commissioning.
- New commissioning and contracting models will be actively explored.
- There will be consolidation of commissioning capacity within and across organisations where this makes sense within the emerging commissioning landscape for the NHS and the Council.

Areas of focus

Providers of health and social care in Barnet identified the following areas of overlap where a more integrated approach could help providers and service users / patients:

- Older people, including those in care homes,
- People with complex needs including learning difficulties, mental health and continuing health care,
- People being discharged from hospital,
- People using A&E inappropriately,
- People at the end of their life,
- People who need rehabilitation,
- Better communication and IT that supports joint working,
- Having a lead professional for people with complex needs,
- Having more multi-disciplinary team, integration and one stop shops,
- Better information and sign posting.

Existing integration

- Community equipment (C)
- Mental health (P)
- Voluntary sector (C)
- Learning Disabilities (C&P)
- Frail elderly (C&P)
- Children's (C)

C= commissioning P = provision of services

Integrated Prevention Plan

The integrated prevention strategy draws on the Health and Wellbeing Framework, and fits its recommendations into the priority areas identified. It identifies areas for action that could help Barnet target its priority area but it does not propose initiatives or projects.

3 types of prevention

1. Primary prevention is taking action to stop something happening in the first place e.g. immunisation.
2. Secondary prevention is taking action to manage potentially harmful situations and conditions before they cause irreversible damage e.g. treating high blood pressure.
3. Tertiary prevention is reducing the effects of damage and disability already caused as much as possible and reducing the risk of progression e.g. foot care for diabetics.

Examples of suggested interventions:

- Ensuring that all children have all of the routinely available childhood immunisations at the right time
- Using the planning process, policies on leisure, green spaces and the built environment can – and should – all play a part in enabling prevention of ill-health through the promotion of simple, easy-option, choices that encourage people to take more physical exercise.
- Promoting a healthy lifestyle and enabling people to reduce their alcohol consumption and drink safely, stop or avoid smoking, eat more healthily and exercise regularly.
- Using reablement to reduce long term dependence on care.

AGENDA ITEM: 13

Pages: 73-98

Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Contract Monitoring and Community Benefit Task and Finish Group – Draft Report
Report of	Scrutiny Office
Summary	This report presents the findings and recommendations of the Contract Monitoring and Community Benefit Task and Finish Group

Officer Contributors	Andrew Charlwood, Overview and Scrutiny Manager
Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix 1 – Contract Monitoring and Community Benefit Task and Finish Group
Reason for urgency / exemption from call-in	Not applicable

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1. RECOMMENDATION

- 1.1 Members of the Committee consider the findings of the Contract Monitoring and Community Benefit Overview and Scrutiny Task and Finish Group, as set out in the report attached at Appendix 1.**
- 1.2 Members of the Committee discuss and agree the recommendations of the Task and Finish Group.**
- 1.3 The agreed findings and recommendations are forwarded to the Executive for their consideration.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Business Management Overview and Scrutiny Sub-Committee, 16 December 2010, Decision Item 10 (Task and Finish Groups / Scrutiny Panel Update) – the Sub-Committee agreed to establish a task and finish group to consider purchasing and procurement.
- 2.2 Business Management Overview and Scrutiny Sub-Committee, 28 February 2011, Decision Item 10 (Purchasing and Procurement) – the Sub-Committee considered a report on purchasing and procurement and recommend that recently established Purchasing and Procurement Task and Finish Group:
 - (i) be requested to take into consideration the comments made by the Sub-Committee;
 - (ii) consider requesting details of contracts under review (when this work progresses corporately; and
 - (iii) be requested to consider the outcome of the SAP Optimisation Project and the ability of the system to deliver the procurement savings envisaged.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the council's priorities.
- 3.2 The three priority outcomes set out in the 2010/13 Corporate Plan are: –
 - Better services with less money
 - Sharing opportunities, sharing responsibilities
 - A successful London suburb
- 3.3 Under the Corporate Plan priority of “Better services with less money”, the strategic objective of “Drive efficient and effective procurement processes” relates to the work of the Task and Finish Group. A Procurement Transformation Project is identified as the method for delivering the strategic objective, with the following performance targets:
 - Number of vendors reduced by 40% between November 2010 and end of June 2011 (by 30 June 2011); and
 - Increase percentage of 50 largest vendors under formal contract from 70% to 100%.

- 3.4 Under the Corporate Plan priority of “Better services with less money”, the strategic objective of “Ensure our support services effectively serve the organisation through high quality, high value services” also relates to the work of the Task and Finish Group. The following One Barnet projects have been identified as the method for delivering the strategic objective: internal transformation of Legal, Estates, IS and Procurement.
- 3.5 Under the Corporate Plan priority of “A successful London suburb”, the strategic objective of “Create an environment in which business and enterprise can flourish” relates to the work of the Task and Finish Group, particularly “Engage with local businesses to develop plans to help people into employment”.

4. RISK MANAGEMENT ISSUES

- 4.1 The report of the Task and Finish group does not raise any direct risk issues.
- 4.2 However, the Task and Finish Group has received evidence (detailed within the main report at Appendix A) that IT systems across the council should be set up to support and enable effective, modern procurement practices. The Task and Finish Group have also been informed of the need to make improvements to the council’s internal control environment to provide better controls that will facilitate the delivery of cost reductions and economies of scale.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 Under the Equality Act 2010, the council and all other organisations exercising public functions on its behalf must have due regard to the need to: a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; b) advance equality of opportunity between those with a protected characteristic and those without; and c) promote good relations between those with a protected characteristic and those without. The ‘protected characteristics’ referred to are: age; disability; gender reassignment; pregnancy; maternity; race; religion or belief; sex; and sexual orientation. The duty to eliminate discrimination also extends to marriage and civil partnership.
- 5.2 Effective procurement and contract monitoring/management are core elements of the council being able to providing assurance on the effective allocation of resources and quality of service provision for the benefit of all Barnet’s residents.
- 5.3 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of Business Management Overview and Scrutiny Committee is to perform the Overview and Scrutiny role in relation to:
- The Council’s leadership role in relation to diversity and inclusiveness; and
 - The fulfilment of the Council’s duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 The Contract Procedure Rules (CPR) provide the schedule within which the council may procure works, supplies and services. The aim of the rules is to:
- 1.3.1 Ensure value for money and propriety in the spending of public money;
 - 1.3.2 To enable services to be delivered effectively and efficiently without compromising the Council's ability to influence strategic decisions; and
 - 1.3.3 To ensure that the Council is not exposed to unnecessary risk and likelihood of challenge arising from non compliant tendering activity.
- 6.2 The recommendations contained within the report of the Task and Finish Group seeks to contribute towards ensuring effective procurement activity across the council.
- 6.3 Recommendation i) of the Task and Finish Group suggests that the council should implement revised arrangements for managing complex procurement and contract monitoring/management activity, including the introduction of Delivery and Performance Officers to manage contractual relationships. During the course of the review, officers identified that restructuring and expanding the procurement function was expected and this on-going cost will be contained within existing budgets. However, there will be transition costs which will need to be considered by the Cabinet Resources Committee in due course.
- 6.4 Recommendation ii) of the Task and Finish Group proposes that all procurement activity within the council be centralised. Implementation of this recommendation is expected to deliver efficiency improvements.
- 6.5 Recommendation iii) of the Task and Finish Group suggests that a Performance Advisory Group should be established to enable residents to provide service user feedback on commissioned services to address issues of underperformance and ensure that best value is achieved. Implementing such an arrangement is expected to have a minimal cost that can be contained within existing budgets.
- 6.6 Recommendation iv) of the Task and Finish Group does not have any specific financial implications for the authority. Improved relationships with local business and increased trade with local companies is expected to have a positive financial benefit for the council by decreasing unemployment levels and increasing the amount collected via Business Rates.

7. LEGAL ISSUES

- 7.1 The public procurement regulations apply whenever a contracting authority whether by itself, or through a third party, seeks offers in relation to a proposed public 'works' 'supply' or 'service' contract, the value of which exceeds certain financial thresholds. The public procurement regulations make a distinction between two categories of services. Schedule 3 to the Public Contract Regulations 2006 contains two lists of categories of services. The first list, which appears in Part A, contains description of services which are subject to the full application of the rules under the public procurement regulations. If a service in Part A exceeds the relevant threshold, it is subject to the full public

procurement regulations, such as the obligation to subject the service to advertisement before an award of contract.

- 7.2 Only limited parts of the Regulations apply in the case of Part B services contracts and do not apply to service concessions or contracts that are below the relevant thresholds. Such contracts are nonetheless caught by general Treaty principles of equal treatment, non-discrimination and transparency.
- 7.3 With respect to contract award, the award decision must comply with procedural rules laid down at the outset and which comply with the general principles of non-discrimination and equal treatment.
- 7.4 Under the Regulations, a contracting authority may reserve the right to participate in a public contract award procedure, to economic operators which operate supported factories, supported businesses or supported employment programmes. “Supported business” means a service where more than 50% of the workers are disabled persons who by reason of the nature or severity of their disability are unable to take up work in the open labour market. “Supported employment programme” means a scheme under which work is provided for disabled persons and where more than 50% of the workers so supported are disabled persons who by reason of the nature or severity of their disability are unable to take up work in the open labour market. “Supported factory” means an establishment where more than 50% of the workers are disabled persons who by reason of the nature or severity of their disability are unable to take up work in the open labour market.
- 7.5 The proposals in the report for including community or social benefits in contracts would be subject to the constraints of the public procurement regulations, and no proposal can disapply the general Treaty principles of equal treatment, non-discrimination and transparency. Each procurement, therefore, needs to be looked at on case by case basis to determine whether it would be at odd with Treaty principles. However, in practice it may be difficult to make such requirements compliant with the Treaty principles.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council’s Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 Item 8 of Business Management Overview & Scrutiny Committee Terms of Reference states that the role of the Committee is:

“To coordinate and monitor the work of scrutiny panels and task and finish groups, including considering reports and recommendations and referring to the relevant decision-making body.”

9. BACKGROUND INFORMATION

- 9.1 The membership of the Task and Finish Group was agreed at the 24 January 2011 meeting of the Business Management Overview and Scrutiny Sub-Committee.
- 9.2 Following the 9 March 2011 meeting of the Task and Finish Group, where the Group received a briefing from the Assistant Director for Commercial Assurance and the Head of Procurement, it was agreed that contract monitoring and management, local procurement, democratic accountability in outsourced services and centralised versus devolved procurement activity should be incorporated within the terms of reference of the review.
- 9.3 In light of the submission of reports to the Audit Committee in relation to the Metpro Rapid Response Internal Audit Report and the Internal Audit Annual Opinion the Task and Finish Group agreed to concentrate their review on contract monitoring and management.
- 9.4 In addition, members sought to consider what cost effective steps the council could take to benefit the local economy through local procurement and business support arrangements.
- 9.5 The review process involved taking evidence from key internal stakeholders, external witnesses, a review of best practice guidelines and research publications, in addition to internal council reports. The findings of the Task and Finish Group review are detailed in their final report as attached in **Appendix 1**.

10. LIST OF BACKGROUND PAPERS

- 10.1 As detailed in the draft report of the contract Monitoring and Community Benefit Task and Finish Group attached at Appendix 1.

Legal – PJ

Finance – MC/JH

CONTRACT MONITORING AND COMMUNITY BENEFIT

OVERVIEW AND SCRUTINY TASK AND FINISH GROUP

FINAL REPORT

Recommendations

Following consideration of the evidence received, the Task and Finish Group made the following recommendations:

- i) Complex procurement and contract monitoring / management activity should be managed within the council under the following structure:
 - Procurement Officers (with responsibility for specifying and negotiating complex contracts);
 - Delivery & Performance Officers (with responsibility for monitoring / managing specified contracts and developing / maintaining an ongoing contractual relationship with vendors); and
 - Clearly defined linkages should exist between Procurement Officers and nominated Delivery & Performance Officers to ensure a balance between the negotiation of the contract and best practice in contract delivery.

It is recommended that Delivery & Performance Officers are in post in advance of the planned commencement of a contract to ensure smooth phasing out of the current arrangements and the introduction and delivery of a new contractual relationship. Structured succession planning arrangements should be in place to ensure that the essential skills and knowledge required to properly manage contracts for their entire lifecycle are not lost.

Cabinet are requested to outline the budget resource required to enable the council to effectively manage complex procurement and contract monitoring / management activity.

- ii) Devolved procurement and contract monitoring / management activity currently undertaken within Adult Social Care and Health, Children's Services and Environment, Planning and Regeneration be centralised to: ensure delivery of economies of scale; develop and enhance the internal control framework; and ensure that a central team has officers with the skills required to manage contracts effectively.
- iii) Each area of procurement activity is to have a Performance Advisory Group of not more than six Borough residents who meet four times per annum to co-ordinate and articulate feedback from the end user with Procurement Officers.
- iv) Cabinet outline approaches the council will take to encourage local companies to benefit from local business opportunities. Recommended options include:
 - Establishment of a customer facing Business Helpdesk;
 - Enhancements to the 'Business' section of the council's web site;
 - Providing briefings to local business forums on business opportunities available, including the Procure4London portal;

- In relation to new contracts:
 - Vendors to assist the council in creating: local job opportunities to enable Barnet residents to get back into work; and graduate trainee opportunities;
 - Apprenticeship opportunities; and
 - Sub-contracting parts of the supply chain (where possible) to local companies within the borough.

In addition to the formal recommendations set out above, the Task and Finish Group identified the following points for Cabinet's consideration:

- a) Steps should be taken to institute a 'culture of compliance' within the council, including:
 - a commitment from Cabinet and Council Directors to take the steps necessary to ensure delivery of best practice procurement and contract monitoring / management throughout the authority, and to outline the steps that will be taken to achieve this;
 - introduce a requirement for Council Directors to provide an annual sign-off of contractual compliance; and
 - all staff involved in procurement and contract monitoring / management being set measurable objectives and performance targets in appraisals regarding this activity.
- b) Enhancements should be made to the SAP system to:
 - make it the central repository for council contracts; and
 - utilise the system for actual and exception reporting

Section One

1 Introduction and Background Information

- 1.1 On 1st November 2010, the Business Management Overview and Scrutiny Sub-Committee requested a briefing paper on purchasing and procurement activity in the council. In requesting the report, the sub-committee were seeking to determine whether purchasing and procurement should be included in the work programme for a task and finish group review.
- 1.2 In the period between the report being requested and presented to the sub-committee, it was agreed in January 2011 that a task and finish group on purchasing and procurement would proceed as soon as resources became available within the Overview and Scrutiny Office. The following members were subsequently appointed to the Task and Finish Group:
- Councillor Brian Schama (Chairman)
Councillor Geof Cooke
Councillor Barry Evangeli
Councillor Sury Khatri
Councillor Alan Schneiderman
- 1.3 The sub-committee received a briefing paper on purchasing and procurement at their meeting on 28th February 2011 which set out:
- the current approach to corporate procurement;
 - an estimate of total influenceable revenue spend;
 - identifiable resources dedicated to procurement activity;
 - performance against Chartered Institute of Public Finance and Accountancy (CIPFA) benchmarking authorities;
 - a summary of the findings of an independent review of procurement opportunities undertaken by Tribal Consultancy;
 - One Barnet procurement activity;
 - the implications of the New Support Organisation One Barnet project for the Procurement Service; and
 - the Procurement Service Improvement Plan.
- 1.4 When receiving the report, the sub-committee articulated concern that IT systems were not set up to support and enable effective, modern procurement practices. At the meeting, the Commercial Director acknowledged that ad hoc procurement arrangements were in place and identified that improved IT systems, tighter rules and better controls were

required to deliver cost reductions and economies of scale. At the conclusion of the item, the sub-committee suggested that the task and finish group should consider:

- requesting details of the contracts under review (in accordance with the 2010/11 Corporate Plan performance target of “review contracts and renegotiate (if necessary) 50 per cent of all vendor activity”); and
- the outcome of the SAP Optimisation project and the ability of the system to deliver the procurement savings envisaged.

2. Terms of Reference

- 2.1 The Task and Finish Group (TFG) initially met on 9 March 2011 to consider outline terms of reference and receive evidence from the Assistant Director Commercial Assurance and Head of Procurement. At the meeting, the TFG received an overview of the procurement activity at the council.
- 2.2 Members were informed that the majority of procurement activity was undertaken by individual service areas, with the Central Procurement Team providing support for major/complex procurement activity to individual directorates.
- 2.3 When questioned what improvement needed to be made in procurement, the TFG were advised by officers that a centralisation of procurement activity would:
 - enable spend to be categorised;
 - aggregate spend/eliminate maverick spend;
 - achieve scale of economy ;
 - institute a more strategic approach; and
 - enable the council to become more commercially minded.
- 2.4 The TFG questioned how officers achieved value for money through procurement and purchasing activity and were informed that the council participated in the London Contract and Suppliers Group, enabling the council to achieve economies of scale for large standardised contracts.
- 2.5 At the meeting, the TFG raised concerns regarding the large, complex and non-standardised contracts that would result from implementation of One Barnet projects. Members emphasised the importance of ensuring that contracts with external service providers were robust (to prevent suppliers from inserting expensive contract variations after contract award) and flexible (to enable the council and suppliers to respond to changing circumstances). In relation to One Barnet Programme

procurement and contract monitoring/management activity, Members sought assurance that the following would be addressed:

- robust cancellation clauses for non-conformance/compliance if the supplier failed to meet contractual obligations;
- flexibility to react and respond to changing circumstances to mitigate against the risk of contractors submitting loss-leader bids, then making significant extra charges during the lifetime of the contract;
- equalities considerations;
- robust exit strategies;
- ensuring that pay and performance conditions are correct (to mitigate against the risk of long-term financial consequences for the authority);
- having expertise within the council to manage complex procurement activity;
- ensuring that there is an appropriate balance of quantitative and qualitative performance measures to ensure an appropriate balance is achieved between cost and quality considerations; and
- incorporation of mystery shoppers¹ into contract specifications.

2.6 In response, the TFG were informed that iMPower, the council's One Barnet Programme implementation partner would validate service specifications prepared by officers. Members noted that where services were outsourced, it was anticipated that approximately 7% of staff would be retained in-house in a contract monitoring and compliance capacity.

2.7 At the conclusion of the meeting, the TFG requested that the outline terms of reference that had been presented to the initial meeting be revised to incorporate contract monitoring and management, local procurement, democratic accountability in outsourced services and centralised versus devolved procurement activity.

2.8 Due to a lack of available support officers, the TFG did not reconvene until 24 May 2011. Revised terms of reference were considered at the meeting, covering the key lines of enquiry as outlined at 2.7 above. At the meeting, Members requested additional information in relation to: contract monitoring; potential economies of scope and scale; settlement terms; steps taken to derive best value throughout the contract lifecycle;

¹ **Mystery shopping** or a **mystery consumer** is a tool used externally by market research companies or watchdog organizations or internally by companies themselves to measure quality of service or compliance to regulation, or to gather specific information about products and services. The mystery consumer's specific identity is generally not known by the establishment being evaluated. Mystery shoppers perform specific tasks such as purchasing a product, asking questions, registering complaints or behaving in a certain way, and then provide detailed reports or feedback about their experiences.

business networks operating in Barnet; and a possible site visit to North London Business Park to be taken through the purchase to pay process.

- 2.9 Following the 24 May 2011 meeting, two reports were presented to the council's Audit Committee (16 June 2011) which highlighted deficiencies with the council's contract monitoring arrangements (MetPro Rapid Response Internal Audit Report² and Internal Audit Annual Opinion³). While the findings of the two Internal Audit reports were of concern to the TFG, it was noted that the council had responded to the issues raised via a Procurement Controls and Monitoring Action Plan⁴. When the TFG reconvened on 14 June 2011 to agree their terms of reference, it was agreed that contract monitoring and management should be given precedent over procurement arrangements due to the significance of the issue locally.
- 2.10 The TFG were mindful that Procurement Controls and Monitoring Action Plan was expected to address the majority of the identified weaknesses in the council's internal control environment and sought to ensure that they did not duplicate the work of the Audit Committee in undertaking their review. To that end, the TFG agreed to focus their work on identifying what steps the council should take in the long-term to institute a robust contract monitoring and management framework to manage current and future activity.
- 2.11 In addition, members sought to consider what cost effective steps the council could take to benefit the local economy through local procurement and business support arrangements.
- 2.11 Accordingly, the TFG agreed to refocus their terms of reference on contract monitoring (70%) and community benefit (30%). Agreed terms of reference are set out at **Appendix A**.

3. Review Format

- 3.1 In accordance with established best practice, the TFG undertook a series of evidence gathering sessions with key stakeholders.
- 3.2 These evidence sessions were supported by:
- A review of current procurement and contract monitoring/management arrangements and ongoing issues;
 - A review of best practice guidance;
 - Reports and information produced submitted by the Corporate Procurement Team; and

² <http://committeepapers.barnet.gov.uk/democracy/reports/reportdetail.asp?ReportID=10408>

³ <http://committeepapers.barnet.gov.uk/democracy/reports/reportdetail.asp?ReportID=10409>

⁴ <http://committeepapers.barnet.gov.uk/democracy/reports/reportdetail.asp?ReportID=10464>

- Research published by experts on community benefit and sustainability.

3.3 The engaged stakeholders included:

- Cabinet Member for Resources and Performance;
- Deputy Chief Executive;
- Corporate Procurement Team (including Assistant Director, Commercial Assurance and Head of Procurement);
- Procurement service leads (including Assistant Directors and Heads of Service);
- Business Liaison Officers;
- A sustainable procurement expert advisor; and
- Head of Procurement, Hampshire County Council.

3.4 The report of the TFG details the findings of the evidence gathering sessions relating to contract monitoring/management and community benefit which emerged during the course of the review, namely:

1. Current contract monitoring arrangements within corporate and devolved procurement teams.
2. Potential approaches to incorporating community benefit and sustainability into procurement and contracting.
3. Corporate improvements to contract monitoring arrangements and recommended future developments.

3.5 Section two details the findings of the TFG in relation to procurement and contract monitoring arrangements with section three outlining the reviews findings regarding community benefits before summarising the concluding remarks of the TFG.

Section Two

1 Procurement and Contract Monitoring Arrangements

Current structure

- 1.1 Procurement activity within the council operates, to a large extent, on a devolved basis (to service areas). The council has a small Central Procurement Team (CPT) which provides support to complex procurement activity and also manages some corporate contracts.
- 1.2 The CPT comprises an Assistant Director (Commercial Assurance), a Head of Procurement, three Procurement Managers, a Contracts Manager and a Procurement Systems Officer. Procurement Managers provide support to the council's service areas in undertaking procurement activity. Contract monitoring and management is primarily undertaken by service areas.
- 1.3 Some service areas have officers which deal almost exclusively with procurement and contract monitoring/management (e.g. the Supply Management Team in Adult Social Care and Health). However, it is notable that procurement and contract monitoring/management activity is ordinarily undertaken by officers within service areas, with this activity being only a proportion of a broader range of staff duties. Due to the devolved nature of these arrangements, it is currently difficult for the council to undertake an accurate assessment of the total amount of officer resource across the authority dedicated to procurement and contract monitoring/management.

Current Issues and Mitigating Actions

- 1.4 Recent events have given prominence to procurement and contract monitoring issues. Internal Audit reports on MetPro Rapid Response and the Internal Audit Annual Opinion presented to the Audit Committee in June 2011 highlighted the necessity of the council taking steps to strengthen control arrangements across the organisation. A number of measures have been introduced to mitigate the risks associated with existing non-complaint contracts across the council and to improve the internal control environment, including:
 - Creation of corporate contracts register;
 - A review of compliance of current contracts;
 - A forward plan and timeline of procurement activity for the remainder of 2011/12 and for 2012/13;
 - Identifying the number of projects that will and will not require publication on the Official Journal for the European Union (OJEU) and adherence to the EU procurement regime, implemented in the UK by the Public Contracts Regulations 2006;

- Undertaking risk assessments to ensure effective prioritisation and resource planning; and
- Exploring possible frameworks available to limit procurement activity timelines and support successful project delivery.

1.5 While the TFG welcomed the actions that had been taken to date, members sought assurance that the council would have an ongoing appropriate organisational framework and skills base to ensure that effective procurement and contract monitoring arrangements were in place, particularly due to the complex nature of contracts linked to the One Barnet Programme.

Requirement for Change

1.6 The evidence considered by the TFG during the course of the review identified that having a primarily devolved procurement function has resulted in an inconsistent approach to procurement and contract management across the council's directorates. The lack of corporate oversight of procurement and contract monitoring has resulted in an inconsistent approach and a lack of strategic focus. Key findings from internal and external reviews support the need for change:

Internal Audit Review 2011

- Limited audit opinion;
- Weaknesses in control system;
- Levels of non-compliance place the system's objectives at risk; and
- Roles and responsibilities of devolved procurement teams/officers are unclear

Tribal Consultancy Review 2010

- As a result of the devolved structure, staff are unlikely to have the required skills and experience to increase efficiency;
- Lack of control over expenditure and the establishment of new suppliers; and
- Potential to reduce costs by reducing the number of transactions being processed.

Four Year Contract Plan

- Delayed submissions to contracts register highlights data gaps;
- Inadequate focus on medium-term financial planning; and
- Contract extensions are being requested due to a lack of planning in the procurement process.

1.7 In response to the issues highlighted by the Audit Committee and the recommendations of internal and external reviews, service improvements planned and ongoing include:

- Revise and update the council's Procurement Strategy;
- Agree a strategic framework to support the procurement phase on the One Barnet Programme;
- Review and update Contract Procedure Rules and Procurement Code of Practice;
- Review procurement spend across directorates, identify providers and review current contractual arrangements;
- Ensure One Barnet programme has an appropriately resourced procurement team;
- Develop a corporate contract register;
- Enhance internal and external visibility of contract expenditure;
- Undertake a business process review to improve internal control systems;
- Review standard terms and conditions;
- Audit all vendors;
- Develop an e-procurement strategy; and
- Develop an e-procurement / e-tendering area of the council's website.

2 Key Findings

Collaborative Procurement / Purchasing and Economies of Scale

- 2.1 In considering procurement and contract monitoring arrangements, the TFG questioned whether the council were involved in any procurement consortiums or strategic alliances which would deliver economies of scale or efficiencies. Members were informed that the council had recently joined the West London Alliance (WLA), a collaborative body which seeks to deliver efficiency savings and service improvements. It was noted that the One Barnet Passenger Transport project involved collaborative working with other London boroughs in the WLA and the project was expected to deliver significant efficiency savings through a shared service arrangement.
- 2.2 Members were also advised that the council were part of the London Contract and Suppliers Group, a consortium which assisted in obtaining best value for large standardised contracts, such as stationery supplies.
- 2.3 The Central Procurement Team had also been considering utilising the Procure4London portal (a pan-London procurement portal sponsored by

London Councils) to advertise procurement opportunities and encourage local suppliers to bid for council contracts.

Contract Monitoring / Management

- 2.4 In considering evidence, the TFG remained concerned that the current devolved procurement and contract monitoring/management structure would continue to give rise to contract management issues. As part of the review, the TFG requested that the Assistant Director Commercial Assurance outline proposals for the development of a Corporate Contract Monitoring Service.
- 2.5 In July 2011, the TFG considered a paper '*Developing a Strategic Approach to Contract Management*' which covered:
- Benefits of creating a Corporate Contract Monitoring Service including a contract monitoring process overview, contract engagement and ensuring continuity of corporate monitoring;
 - Proposed structure of a Corporate Contract Monitoring Service including the skills and competencies required of contracts officers;
 - Managing contract relationships including service delivery / relationships structure, managing contract performance, improvement management and managing change; and
 - Risks
- 2.6 Members were broadly supportive of the proposal to implement a centralised approach to contract monitoring/management as this would:
- Protect the council's contractual position;
 - Manage risks;
 - Monitor service providers performance against the output specification;
 - Ensure that services were delivered in accordance with the contract;
 - Deliver continuous improvement in contract performance and service delivery; and
 - Derive maximum value for money.
- 2.7 It was noted that the estimated cost of instituting such a service would be in the region of £500,000 per annum.
- 2.8 During July 2011, the TFG discussed the proposal to create a Corporate Contract Monitoring Service with the Cabinet Member for Resources and Performance, Deputy Chief Executive, Commercial Director and other senior officers involved in procurement and contract monitoring/management. In commenting on the proposal, the Cabinet Member for

Resources and Performance advised the TFG that he supported the centralisation of procurement and contract monitoring/management to increase control and professionalism. While supporting the concept, the Deputy Chief Executive raised concerns that the resources required to deliver a Corporate Contract Monitoring Service were currently unbudgeted and sought recommendations from the TFG regarding funding sources.

- 2.9 In noting the cost implications of delivering a Corporate Contracting Monitoring Service, the TFG emphasised the importance of the council having officers in place with the required skills, knowledge and expertise to manage the complex procurement and contract monitoring/management that would result from the implementation of the One Barnet Programme.

3 Procurement and Contract Monitoring Arrangements - Recommendations

- 3.1 Following consideration of the evidence received, the TFG made the following recommendations:
- i) Complex procurement and contract monitoring / management activity should be managed within the council under the following structure:
 - Procurement Officers (with responsibility for specifying and negotiating complex contracts);
 - Delivery & Performance Officers (with responsibility for monitoring / managing specified contracts and developing / maintaining an ongoing contractual relationship with vendors); and
 - Clearly defined linkages should exist between Procurement Officers and nominated Delivery & Performance Officers to ensure a balance between the negotiation of the contract and best practice in contract delivery.

It is recommended that Delivery & Performance Officers are in post in advance of the planned commencement of a contract to ensure smooth phasing out of the current arrangements and the introduction and delivery of a new contractual relationship. Structured succession planning arrangements should be in place to ensure that the essential skills and knowledge required to properly manage contracts for their entire lifecycle are not lost.

Cabinet are requested to outline the budget resource required to enable the council to effectively manage complex procurement and contract monitoring / management activity.

- ii) Devolved procurement and contract monitoring / management activity currently undertaken within Adult Social Care and Health, Children's Services and Environment, Planning and Regeneration be centralised to

ensure delivery of economies of scale, develop and enhance the internal control framework, and ensure that a central team has officers with the skills required to manage contracts effectively.

In addition to the formal recommendations set out above, the Group identified the following points for Cabinet's consideration:

- a) Steps should be taken to institute a 'culture of compliance' within the council, including:
 - a commitment from Cabinet and Council Directors to take the steps necessary to ensure delivery of best practice procurement and contract monitoring / management throughout the authority, and to outline the steps that will be taken to achieve this;
 - introduce a requirement for Council Directors to provide an annual sign-off of contractual compliance; and
 - all staff involved in procurement and contract monitoring / management being set measurable objectives and performance targets in appraisals regarding this activity.
- b) Enhancements should be made to the SAP system to:
 - make it the central repository for council contracts; and
 - utilise the system for actual and exception reporting.

Section Three

1 Community Benefit and Sustainability

Current Arrangements

- 1.1 As part of the review, the TFG agreed that consideration be given to steps that the council might take to deliver local economic benefit. While members were aware that the council needed to balance the achievement of best value when awarding contracts for works, services and supplies, they also considered that relatively low cost steps could be taken to improve relationships and trading links with local businesses to derive benefit for the local economy.
- 1.2 In June 2011, the TFG received information from the Business Liaison Team in the Regeneration Service regarding current business engagement activity. It was noted that in 2008, Cabinet had approved the creation of a Business Links Officer post to strengthen links with the local business community. Responsibilities include:

- understanding more about the impact of current economic circumstances on local businesses;
- establishment town centre Business Forums;
- support local small and medium sized enterprises, enabling them to be more aware of and bid for contracts from local developers;
- provide support and advice;
- encourage links between business and education; and
- business liaison.

1.3 The Group were advised that during 2010 and 2011, surveys of businesses had been undertaken in town centre locations to identify business types, issues, the trading environment and potential environmental improvements. Enthusiasm of local businesses has been used to establish town centre business forums.

Current Initiatives

1.4 Members were informed that town centre business forums had been created in Chipping Barnet and Edgware, and were also in development in Golders Green, Finchley Church End and north Finchley. The forums enabled businesses to take responsibility for marketing and promotion of their town centres, and to inform policy and service provision. Further support is provided to business in the following ways:

- Web-based business information and signposting;
- Exploring and promoting apprenticeships, work experience and job opportunities;
- Linking businesses with schools; and
- Assisting businesses with their aspirations.

1.5 Additionally, the council had been successful in setting local labour targets as part of Section 106 planning agreements (to be replaced by the Community Infrastructure Levy) with developers of major sites and regeneration schemes. Generally, a 20 per cent target had been set for local employment, or through a requirement to use local sub-contractors.

1.6 The TFG noted that Local Enterprise Partnerships (LEP) had been introduced as part of the localism agenda. The Business Liaison team advised the TFG that while a London-wide LEP has been established, the council were intending to establish an LEP in Barnet's key opportunity area of the A5 corridor.

1.7 It was further noted by the TFG that the Government's proposals to localise business rates was expected to have a significant impact on funding arrangements for local authorities, requiring the council to take steps to retain and develop local businesses to deliver economic

prosperity and a reliable source of revenue funding. The TFG noted that the revised funding arrangements would require the council to change their approach to local businesses.

2 Evidence from External witnesses

2.1 In July 2011, the TFG received evidence from:

- the Head of Procurement at Hampshire County Council; and
- an expert on community benefit and sustainability from the New Economics Foundation.

2.2 During the evidence session, the TFG were informed of the following:

- the council are able to engage with local businesses and encourage them to compete for council contracts, providing that an unfair advantage is not provided;
- social and environmental benefits can be built into contracts, such as the requirement for developers or external contractors to provide a specified number of apprenticeships;
- the council could develop a local supply chain and employment opportunities to deliver a better service after awarding a contract;
- local economic benefit can be built into contracts; the public procurement regulations apply whenever a contracting authority, whether by itself, or through a third party, seeks offers in relation to a proposed public works, supply or services contract, the value of which exceeds certain financial thresholds.⁵

2.3 Members were advised that:

- Community Benefits included: training/apprenticeships; community consultation and involvement; education opportunities; 'considerate contractor' scheme; and resources for community initiatives; and
- Social Benefits included: equality and diversity / equal opportunities; disabled access; employment and training; fair trade; and access for SMEs, minority owned organisations and social enterprises.

2.4 Members noted that to include community or social benefits in contracts, a corporate commitment to this approach would be required. This commitment would be written into high level corporate documentation, such as the corporate plan. Adopting such an approach would enable the authority to write these requirements into business cases / options appraisals, the procurement strategy, invitations to tender / contract terms and conditions; evaluation and award criteria, and performance indicators and contract monitoring.

⁵ The Council would need to ensure that it was not perceived to be distorting the market by favouring local suppliers.

3 Community Benefit and Sustainability - Recommendations

- i) Cabinet outline approaches the council will take to encourage local companies to benefit from local business opportunities. Recommended options include:
- Establishment of a customer facing Business Helpdesk;
 - Enhancements to the 'Business' section of the council's web site;
 - Providing briefings to local business forums on business opportunities available, including the Procure4London portal;
 - In relation to new contracts:
 - Vendors to assist the council in creating: local job opportunities to enable Barnet residents to get back into work; graduate trainee opportunities;
 - Apprenticeship opportunities; and
 - Sub-contracting parts of the supply chain (where possible) to local companies within the borough.

Conclusion

- 1.1 Having considered the evidence the review has found that a more robust contract monitoring process is required across the council. Furthermore, the evidence presented to the TFG suggests that devolved procurement and contract monitoring/management activity currently undertaken within Adults Social Care and Health, Children's Services, and Environment, Planning and Regeneration should be centralised.
- 1.2 This centralisation of procurement and contract monitoring/management would enable the delivery of economies of scale, development and enhancement of an internal control framework, and ensure that a central team is equipped with the skills required to manage contracts effectively.
- 1.3 In relation to community benefits the TFG has found that local business could benefit from support and encouragement from the council. Suggested approaches for providing such encouragement are detailed in the recommendations of this report.
- 1.4 Overall, the TFG has found that the council must work towards consolidating a culture of compliance across the organisation to ensure delivery of best practice procurement and contract monitoring/management.

APPENDIX A

PROJECT PLAN

Topic for Review	Contract Monitoring and Community Benefit
Membership	<p>Councillor Brian Schama (Chairman) Councillor Geoff Cooke Councillor Barry Evangeli Councillor Alan Schneiderman Councillor Suri Khatri</p>
Link to Corporate Plan	<p>The Corporate Plan 2011/13 has the following Corporate Priorities:</p> <ul style="list-style-type: none"> • Better services with less money; • Sharing opportunities, sharing responsibilities; and • A successful London suburb. <p>The following are strategic objectives, improvement initiatives, projects and performance targets that relate to the work of this task and finish group:</p> <ul style="list-style-type: none"> • Delivery of a procurement transformation project; • Number of vendors reduced by 40% between November 2010 and end June 2011; • Increase % of 50 largest vendors under formal contract from 70% to 100%; • Create an environment in which business and enterprise can flourish, including engaging with local business; • Establishment of business forums in Edgware, Chipping Barnet and Golders Green by September 2011.
Background	<p>1st November 2010 – the Business Management Overview & Scrutiny Sub-Committee requested a report of purchasing and procurement activity within the council.</p> <p>16th December 2010 – the Sub-Committee established a time limited task and finish group to review procurement activity across the Council as a whole.</p> <p>28th February 2011– the Sub-Committee received a briefing paper on purchasing and procurement at their meeting and submitted comments to the task and finish group for them to consider as part of their review.</p>
Scope and Purpose of Review	<p>Task and Finish Group to review:</p> <p>(i) Contract monitoring and management (70%), particularly aspects such as:</p> <ul style="list-style-type: none"> - Current contract monitoring arrangements within corporate and devolved procurement teams;

	<ul style="list-style-type: none"> - Legal aspects of contracts (especially confirmation conditions and penalty clauses); - Ensuring value for money throughout the life of the contract; <p>(ii) Local Procurement/Community Benefit (30%)</p>
Format of Review	Methodology <ul style="list-style-type: none"> • Scrutiny Office to conduct desk research • Members to meet and receive reports from relevant Cabinet Members and Council officers • Members to meet with relevant external witnesses • Best practice to be identified
Key Evidence (internal & external) (include people, documents, consultations, site visits, etc.)	Witnesses/Stakeholders: Cabinet Member for Resources and Performance, other relevant Cabinet Members, relevant Council Directors, Assistant Director Commercial Assurance, any other relevant Council officers, relevant external witnesses Documents: Business Management Overview & Scrutiny Sub-Committee, 28 February 2011, Agenda Item 10 (Purchasing and Procurement) Contract Procedure Rules. Any other data, information or documents the task and finish group consider are appropriate Site Visits: Best practice authority to be identified and site visit arranged. Guest speakers/witnesses at the request of the group.
Timescales	Overview and Scrutiny arrangements recommend that Task and Finish Group reviews should be completed within a timescale of three months. It is envisaged that this review be completed by the end of September 2011, with updates reported to the Business Management Overview & Scrutiny Sub-Committee in June, July and September 2011.
Expected Outcome	The Task and Finish Group will make up to four clear and concise SMART (Specific, Measurable, Achievable, Realistic and Timely) recommendations to the Council's Cabinet.
Follow up	Implementation of accepted recommendations is to be monitored by the Scrutiny Office.

AGENDA ITEM: 14 Pages: 99- 134

Meeting **Business Management Overview and Scrutiny Committee**

Date **29th February 2012**

Subject **Carbon Footprint Task and Finish Group**

Report of **Scrutiny Office**

Summary This report presents the findings of the Carbon Footprint Task and Finish Group.

Officer Contributors Melissa James, Scrutiny Officer

Status (public or exempt) Public

Wards affected All

Enclosures Annex –Report of the Task and Finish Group on Carbon Footprint

Reason for urgency / exemption from call-in Not applicable

Key decision No

Contact for further information: Melissa James, Scrutiny Officer, 020 8359 ext 7034.

1. RECOMMENDATION

- 1.1 Members of the Committee consider the findings of the Carbon Footprint Task and Finish Group, as set out in the report attached at Annex 1.**
- 1.2 Members of the Committee discuss and agree the recommendations of the Task and Finish Group.**
- 1.3 That agreed findings and recommendations of the Task and Finish Group are forwarded to the Executive for their consideration.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Business Management Overview & Scrutiny Committee, 16 December 2010, Decision 12 (Overview & Scrutiny Appointments) – the Committee agreed to establish a Task and Finish Group on Carbon Footprint
- 2.2 Business Management Overview & Scrutiny Sub-Committee, 24th January 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.
- 2.3 Business Management Overview & Scrutiny Sub-Committee, 28th February 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group.
- 2.4 Business Management Overview & Scrutiny Sub-Committee, 11th April 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Sub-Committee received an update on the work of the Task and Finish Group
- 2.5 Business Management Overview & Scrutiny Sub-Committee, 1st June 2011, Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Committee received an update on the work of the Task and Finish Group
- 2.6 Business Management Overview & Scrutiny Sub-Committee, 11th July 2011 Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Committee received an update on the work of the Task and Finish Group
- 2.7 Business Management Overview & Scrutiny Sub-Committee, 5th September 2011 Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Committee received an update on the work of the Task and Finish Group
- 2.8 Business Management Overview & Scrutiny Sub-Committee, 17th October 2011 Decision 12 (Task and Finish Group / Scrutiny Panel Update) – the Committee received an update on the work of the Task and Finish Group

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.
- 3.2 The three priority outcomes set out in the 2011/13 Corporate Plan are: –
 - Better services with less money
 - Sharing opportunities, sharing responsibilities

- A successful London suburb

3.3 The proposals contained within the report of the Task and Finish Group contribute to the 2011/13 Corporate Plan priorities of:

Sharing Opportunities, Sharing Responsibilities, the following strategic objectives and top performance targets are applicable:

- Decrease overall levels of household waste whilst increasing the proportion of waste being recycled
- 710 Kilograms of residual average household waste per household
- 34% of household waste that is recycled composed and reused
- Work with residents to reduce carbon emissions in Barnet
- 50 private sector homes with improved thermal comfort through enforcement action and grant (provisional baseline 40)
- 50% of new homes for major planning applications to meet Level 4 of the Code for Sustainable Homes

A successful London suburb:

- Ensure a planning framework is in place to protect, enhance and deliver consolidated growth in Barnet.

4. RISK MANAGEMENT ISSUES

4.1 None saved those referred to in the report

5. EQUALITIES AND DIVERSITY ISSUES

5.1 The most vulnerable groups in our society, such as older people and families with children under five, who may be vulnerable to cold related illnesses would benefit from access to information relating to affordable warmth issues. As with all policies aimed at mitigating impacts of climate change through successful abatement of carbon emissions, benefits can be expected to be focused on those most at risk of climate change, including those with health conditions which make them vulnerable to more frequent and prolonged heat waves in summer, and those living in difficult living conditions with limited thermal comfort or capacity to undertake energy efficiency adaptations to their homes.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

6.1 Two recommendations contained within this report have financial implications and the cost implications are explored below:

6.2 Recommendation 1 of the Task and Finish Group (TFG) report states that the Council should consider providing further training in energy efficiency awareness to ensure that all staff who visit residents in their homes are able to offer advice and signposting on energy efficiency. If Cabinet accepts this recommendation there would be a cost implication in providing energy efficiency training for staff. Details are set out below:

- 6.2.1 Information on previous training costs from the Energy Saving Trust for energy efficiency showed that in 2010 there was no cost to the Council in providing two training sessions for a total of 50 staff. The Council were not billed for this training as it was being delivered as part of a wider support programme that was taking place at that time.
- 6.2.2 The Waste and Sustainability Team Manager has suggested that further training could cost around £200- £300 per half day session (which could be for up to 50 staff).
- 6.2 Recommendation 6 of the TFG report states that the Council should consider commissioning a desk study to assess where possible the viability of energy efficiency measures and renewable energy installations in Schools across the borough. If Cabinet accepts this recommendation there would be a cost implication in commissioning a desk study. Details are set out below:
- 6.3. Information obtained by Climate Consulting (formerly CEN) who undertook a survey of 67 Schools in Peterborough on behalf of the City Council has provided the TFG with a budget cost of £6k to undertake a similar desk top solar survey on the Council's schools portfolio.
- 6.4 Recommendations one, two, three, four, five and seven proposed by the Task and Finish Group are anticipated to be contained within the existing approved budgets.

7. LEGAL ISSUES

- 7.1 Relating legislation should be borne in mind especially where duties may be imposed upon local authorities pertaining to the subject matter of this report.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).
- 8.3 Item 6 of Business Management Overview & Scrutiny Committee Terms of Reference states that:

"To coordinate and monitor the work of scrutiny panels and task and finish groups, including considering reports and recommendations and referring to the relevant decision-making body."

9 BACKGROUND INFORMATION

- 9.1 The Business Management Overview & Scrutiny Sub-Committee established a TFG on Carbon Footprint at their meeting on 16 December 2010. Membership of the TFG was confirmed at the Sub-Committee meeting held on 24 January 2011.
- 9.2 The membership of the Carbon Footprint (TFG) was approved at the Business Management Overview & Scrutiny Sub-Committee on 13 September 2010. The members were: Councillors Brian Salinger, Julie Johnson, Alex Brodtkin, Tom Davey and David Longstaff. In May 2011, Councillors Tom Davey and David Longstaff were

- 9.3 Since being established The TFG have met on five occasions. The first meeting took place on the 14th March 2011 to discuss and agree their terms of reference. Councillor Brian Salinger was appointed as Chairman. The TFG received evidence from the Waste and Sustainability Team Manager, and the Energy Resource Manager on the initiatives that had been undertaken by the Council to reduce Carbon emissions and promote energy efficiency.
- 9.4 The TFG met on the 27th April 2011 and received a presentation from Climate Consulting on Photovoltaic (PV) and Feed in Tariffs (FIT). The TFG also held discussions with the Assistant Director for Strategic Planning and Regeneration on the internal audit on sustainability. The Group were provided with an overview of the key findings of the internal audit on sustainability and how the Council planned to take forward these findings/ recommendations.
- 9.5 On the 16 June 2011 the Group met with a representative from Energise Barnet and received a presentation on the work of this group. The TFG also met with a representative from Climate Consulting who provided an overview of its work with other London Boroughs. An officer from the Council's Planning Policy Team attended the meeting and provided Members with further details on the Planning Policy approach to sustainability and Code Levels.
- 9.6 The TFG sought to engage with the Cabinet Member for Environment to discuss its draft recommendations and findings. The Cabinet Member for Environment informed the group that he was not able to attend any of the proposed meeting dates of the Group.
- 9.7 In July 2011, the Chairman of the TFG wrote to all Members of the Cabinet to find out what measures had been put in place within their respective portfolios to address the issue of Carbon emission reduction. The Chairman received a response from all Members of the Cabinet, except for the Cabinet Member for the Environment.
- 9.8 In November 2011, the TFG invited the Leader of the Council, the Cabinet Member for Planning and the Council's Senior Building Control Manager to its final meeting. The Cabinet Member for Planning was unable to attend due to being unwell, and sent a representative, the Assistant Director of Strategic Planning and Regeneration. The Group discussed the use of the Council's media resources to promote energy efficiency and current planning and building control regulations regarding sustainability.
- 9.4 The report of the TFG is set out in **Annex 1**. The Committee are requested to discuss and consider the recommendations of the TFG, and for these to be forwarded for consideration at the next possible meeting of Cabinet.

10. LIST OF BACKGROUND PAPERS

- 10.1 None.

Legal: JH

CFO: JH/MC

Draft Report
Task and Finish Group
Carbon Footprint

Draft Recommendations

- 1. That the Council considers providing further training in energy efficiency awareness to ensure that all staff who visit residents in their homes are able to offer advice and signposting on energy efficiency.**
- 2. The Communications Team devises a publicity campaign to promote energy efficiency and carbon emissions reduction, including links with national and other publicity opportunities, articles in Barnet First, and improved access to energy efficiency information on the council website.**
- 3. Building Control be recommended to prioritise and promote the delivery of higher standards of insulation when inspecting buildings to encourage homeowners to improve the energy efficiency of their homes and that the Cabinet Member for Planning lobby government to raise the building control standards for energy efficiency measures.**
- 4. The Cabinet Member for Planning considers a timetable for moving towards Level 4 of the Code for Sustainable Homes as part of the review of the Supplementary Planning Document on Sustainable Design and Construction.**
- 5. The Environment, Planning and Regeneration directorate establish an Officer Group by end of the financial year (2011/12) within the Council to develop a strategy for Carbon emission reduction and to provide to the Business Management Overview and Scrutiny Committee a progress report in six months time.**
- 6. The Council be recommended to commission a desk study to assess where possible the viability of energy efficiency measures and renewable energy installations in Schools across the borough.**
- 7. The Business Management Overview and Scrutiny Committee set up a Task and Finish Group to look at Fuel Poverty in Barnet within the next six months, focusing on the prevalence of fuel poverty in the borough and the assistance available to support residents at risk.**

1. Background

- 1.1 In March 2011, a Task and Finish Group commenced a review into Carbon Footprint in Barnet. The Task and Finish Group comprised the following Councillors:

Councillor Brian Salinger (Chairman)
Councillor Alex Brodtkin
Councillor Julie Johnson
Councillor David Longstaff
Councillor Tom Davey

- 1.2 In May 2011, Councillors David Longstaff and Tom Davey were appointed to the Council's Cabinet and no longer participated in the work of group.

- 1.3 Following consultation with officers from Environment, Planning and Regeneration and Commercial Directorate, the following scope and purpose of the review was agreed:

- What actions have been taken by the Council to reduce Carbon emissions in Barnet and what impact have these had?
- How does the Council plan to use the findings of the recent (January 2011) internal audit on Sustainability (Carbon Emission Reduction)?

2. Review Format

- 2.1 During the course of the review, the Task and Finish Group undertook a series of evidence gathering meetings with key stakeholders in energy efficiency and carbon emission reduction in Barnet. They included meetings with the following internal and external representatives

- Waste and Sustainability Team Manager - Michael Lai
- Energy Resource Manager - Nigel Bell
- Planning Policy Manager - Nick Lynch
- Assistant Director for Strategic Planning and Regeneration - Lucy Shomali
- Energise Barnet CIC - Nigel Farren
- Climate Consulting - Tristan Heath and Jon Galton
- Leader of Barnet Council - Cllr Richard Cornelius
- Building Control Manager - Nick Lennox

- 2.2 The evidence gathering sessions were supported by:

- An analysis of the legislative framework and government policy; and
- Consideration of Barnet's Planning and Environment Policies

3. Legislative Framework

- 3.1 In 2006, in recognition of the need to tackle climate change, the Government commissioned a number of energy reviews to address the long-term challenges facing the UK's energy policy. An energy White Paper entitled 'Meeting the Energy Challenge' (2007) set out the UK's international and domestic energy strategy. The strategy, underpinned by four key policies, set targets for reducing emissions, maintaining the reliability of energy supplies, promoting competitive markets and ensuring that every home was adequately heated.
- 3.2 Further legislation demonstrated the government's commitment and long term approach to managing and responding to climate change. The Climate Change Act (2008) introduced to improve carbon management set the following targets:
- a legally binding target of reducing the UK's greenhouse gas emissions by at least 80% by 2050 and by 34% by 2020;
 - developing a carbon budgeting system;
 - the creation of the Committee on Climate Change, as well as further guidance and measures to reduce emissions.
- 3.3 The publication of the government's *Low Carbon Transition Plan* (2009) and *Carbon Reduction Delivery Plan* (March 2010) set out how these targets could be met. More recently the draft *Energy Bill* (2010-2011) provided a step change in the provision of energy efficiency measures to homes and businesses, and emphasised the need for organisations to tackle the barriers to investment in energy efficiency.
- 3.4 Locally, tackling climate change had become an important part of the work of many local authorities. The introduction of climate change indicators within Local Area Agreements and piloting of Local Carbon Frameworks led to many local authorities developing action plans to reduce carbon emissions, working with individuals and local community groups.
- 3.5 In Barnet, the Council adopted a Three Strands Approach to planning policy, seeking to protect and enhance the natural environment, and encourage growth of appropriate and well connected developments. The Three Strands approach was central to the Council's approach to sustainable development and underpinned a number of important policies including: Barnet's Sustainable Community Strategy; the Unitary Development Plan; and the Housing Strategy.
- 3.6 The Three Strands Approach and the concept of sustainable development has been central to all planning policies within the borough. The Council's Environmental Policy (2008/2012) made a number of commitments to tackle climate change. They included the following:

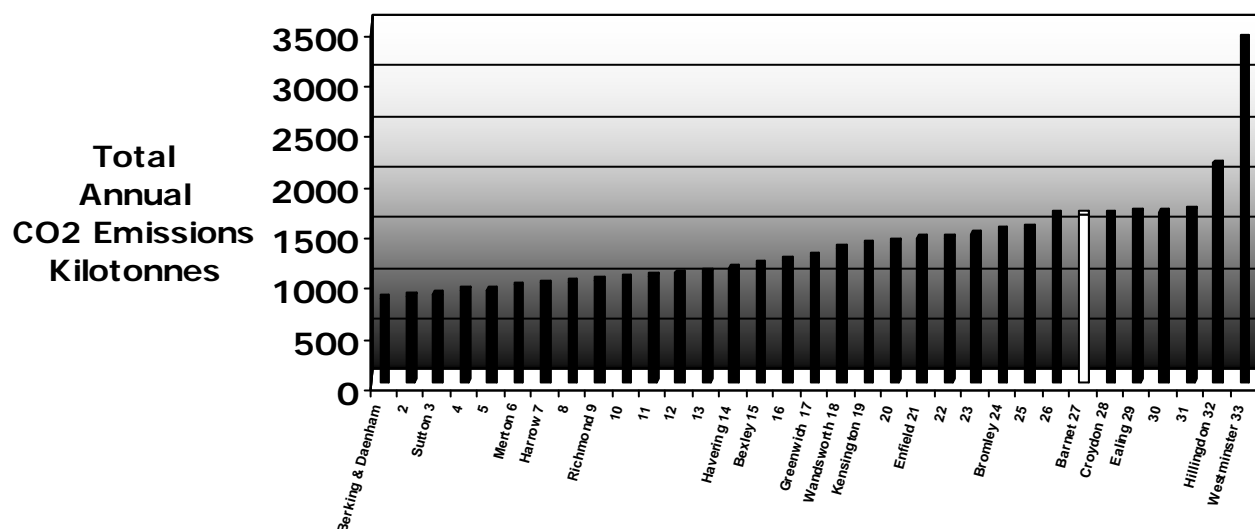
- To take the lead on encouraging Barnet's communities to help achieve a sustainable future
- To reduce the amount of waste the council produces and increase the proportion of waste it reuses and recycles
- To tackle climate change we need to ensure that the council as a significant supplier of services to the community and purchases of goods and services makes the most efficient use of resources such as energy and materials.
- To increase the number of people travelling to work and school in a sustainable way
- To consider the environmental impacts when decisions are taken on the purchasing of goods and services and engage with suppliers and contractors to encourage them to adopt environmentally responsible business practice.

3.7 As part of this review the TFG examined the Council's environmental policies and action plans and considered how effective they had been. This report provides a summary of the key findings of the Group.

4. What actions have been taken by the Council to reduce Carbon emissions in Barnet and what impact have these had?

- 4.1 The TFG met with officers from several Council departments to learn what actions the council had taken to reduce carbon emissions. The TFG met with the Energy Resource Manager and the Waste and Sustainability Team Manager and were informed that the Council had undertaken a number of initiatives and programmes to tackle climate change and make efficient use of resources. These ranged from Community Initiatives, Business Outreach, Operational Estate/ School projects, and strategy and planning activities.
- 4.2 The TFG heard that Barnet had the third highest emissions in London and had been ranked sixth out of the 33 boroughs for having the highest total of annual CO₂ emissions in 2008/09. The high level of emissions reflected the size of the borough and its population, and required plans to be put in place to reduce both operational and community emissions.
- 4.3 Figure 1 provides a summary of the Council position based on the National Indicator 186- the Local Area Agreement target to reduce Carbon Emissions by 11% by 2010/11.

Figure 1 Total Annual Co2 Emissions by London Councils



- 4.4 The TFG were informed that the Council was required to participate in the UK's first mandatory carbon trading scheme for non energy-intensive organisations in the public and private sector (the Carbon Reduction Commitment). This scheme was a mandatory carbon emissions reporting and pricing scheme to cover all organisations using more than 6,000MWh per year of electricity (equivalent to an annual electricity bill of about £500,000) and was set up to improve energy efficiency and reduce carbon emissions (CO₂). The intention is to encourage business and the public sector to measure, monitor and reduce their carbon emission.
- 4.5 The TFG were informed by Officers that since the Comprehensive Spending Review in October 2010 the scheme had been simplified and carbon emissions "credits" for carbon reduction works were no longer recyclable. The scheme, therefore now functions as a straightforward tax only, where the Council has to declare emissions in the operation of all its buildings and Schools and non transport use.

Carbon Emissions Reduction Action Plan

- 4.6 The TFG were informed by Officers that in 2009 the Council had worked in partnership with the Energy Saving Trust to develop and implement a Sustainable Energy Action Plan. The Action Plan aimed to develop a practical approach to energy reduction across all Council activities and a number of measures had been proposed. These included engagement with local communities, signposting to external grants and support schemes, travel plans and environmental appraisal of all committee reports. Although at that time no specific budget allocation had been made for this work, many of these initiatives pertained to the wider community, even though the impact of these initiatives were difficult to measure.

Community Initiatives

- 4.7 The TFG reviewed some of the community initiatives that had been supported by the Council and their findings are set out below:

(i) Business Outreach

- 4.8 The TFG were informed that the Council had undertaken business outreach work involving visits to town centre businesses where advice and signposting on waste reduction and energy saving was offered. Businesses were offered general and specific advice on waste reduction from Envirowise, and energy saving measures from the Energy Saving Trust. In a very few cases, some businesses took up the offer of free energy audits.
- 4.9 The TFG were informed by Officers that the uptake for this initiative had

been low, particularly amongst the larger businesses and the response of small businesses had varied. In March 2010 a project worker from EcoVate had accompanied Council officers on visits to businesses in West Hendon. During these visits only one business (the Boat Centre) expressed an interest in further free support. This included free site visits, audits, an action plan and ongoing support to reduce waste and energy use. Following this initial contact the business did not progress the offer of support any further.

- 4.10 Further contact had been made with businesses that had shown some interest in environmental improvements in March. Visits took place in November 2010. Only two businesses (a newsagent and a car garage) expressed an interest in free support via Climate Consulting again involving site visits, audits, action plans and support with implementation totalling up to 12 hours.
- 4.11 Climate Consulting reported that they successfully delivered support for the car garage. No quantified improvements were observed at that stage. However, Climate Consulting as part of their offer were monitoring the business until the completion of the project in December 2011.
- 4.12 Given the offer of free support, and the offer of advice and information that would not only reduce environmental impact, but also save businesses money, the TFG were informed that the level of interest amongst businesses was very low. No further visits had been arranged since that time. Climate Consulting were unable to deliver support to the newsagent who had initially expressed an interest as their team could not contact the owner.
- 4.13 The TFG noted that although Business Outreach activities had not yielded any savings for the Council, the initiative had been undertaken as part of the Council's commitment to reduce Carbon emissions outside its own estate, in line with the then national indicator NI186 LAA target. Following the low uptake of Business Outreach activities, the TFG were informed that no further visits had been arranged.

(ii) High Barnet Green Home Zone

- 4.14 The TFG were also given information on the High Barnet Green Home Zone, a low carbon initiative run by local people for local people. The initiative involved a number of volunteers trained in conducting energy assessments in homes and advising residents of energy saving measures across a small geographical area of Barnet. The zone encompassed all the streets behind The Spires, the Meadway and adjacent roads covering some 2,250 properties in High Barnet.
- 4.15 The TFG learnt that the Green Home Zone had been developed to encourage every household to reduce the energy they used, and the

water they consumed. Residents had also been encouraged to recycle more and waste less, and use the car as little as possible locally.

- 4.16 The High Barnet Green Home Zone had been supported by the Council and the Energy Saving Trust. It was selected by the Energy Saving Trust as one of five enterprises for support under its Green Communities Enterprise. The TFG learnt that the organisers of the Zone were seeking funding to continue and expand its work and had set up a website to increase local awareness and take up of their services. Members were informed that the project was currently preparing two educational events and preparing an allotment to promote a Grower's Club in the spring.

(iii) Eco Teams

- 4.17 The TFG also noted that the Council had supported the launch of Eco Teams in October 2010, led by Global Action Plan. Eco Teams aimed to get volunteers from the local community interested in energy, waste, transport and shopping issues and initiatives. Through home based meetings Eco Teams set up informal groups and provided mutual support and information to their members. The TFG were informed that although 16 people had been trained through Eco Teams, no Eco Team groups had been established, which was a disappointing outcome.

(iv) Futerra Project

- 4.18 The Council had also been involved in a project with Futerra Sustainability Communications. The Futerra project was well resourced and included input from an expert organisation that provided advice on targeted communications. The project was undertaken in partnership with independent organisations and sought to encourage greater energy efficiency amongst local residents. Through door stepping local people were engaged and offered free electricity monitors which were designed to calculate the carbon use levels in their homes. The project targeted specific areas of the borough such as West Finchley, but the take up for the free service had been lower than expected. The TFG were informed that this was attributable to the attitudes of local people who were far less interested than the attitudinal research had suggested, or felt that they were already doing what they could to minimise carbon emissions and waste.
- 4.19 The TFG noted that the success and long term impact of community led projects was difficult to measure by the nature of them being undertaken and managed by local people, who may have different ways of measuring and defining success to the Council.

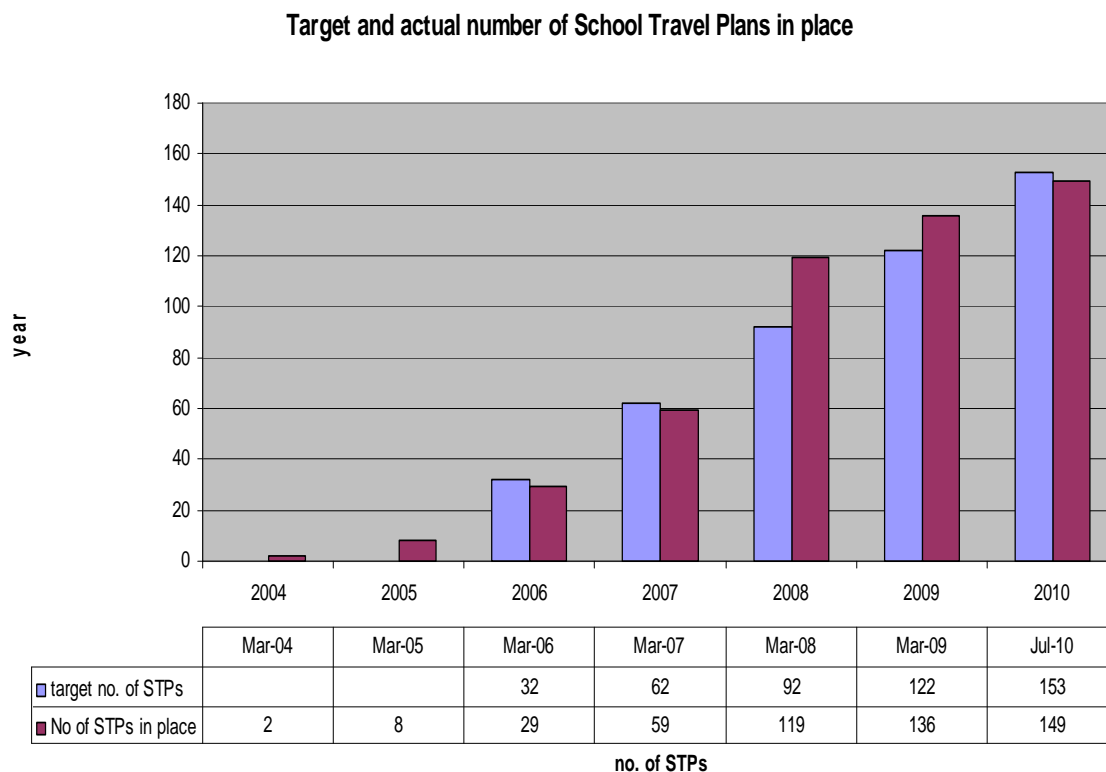
Schools Programmes

- 4.20 In addition to the community activities outlined, the TFG were informed that several school programmes had been introduced. The Council had developed school projects to support school renewable energy projects and new builds. The Waste & Sustainability Team had brokered renewable energy installation projects between Schools and Creative Environmental Networks (CEN), which has now been re-branded as Climate Consulting an independent Energy Organisation that facilitated funding bids. Members were informed that five schools in the borough had been matched with utility funders and set up installations (e.g. wind turbines, solar panels). The Council's role in this process involved providing advice to Schools on their CEN Application, although the Council's Waste & Sustainability Team has also supported schools that have been working towards 'Eco School' status.

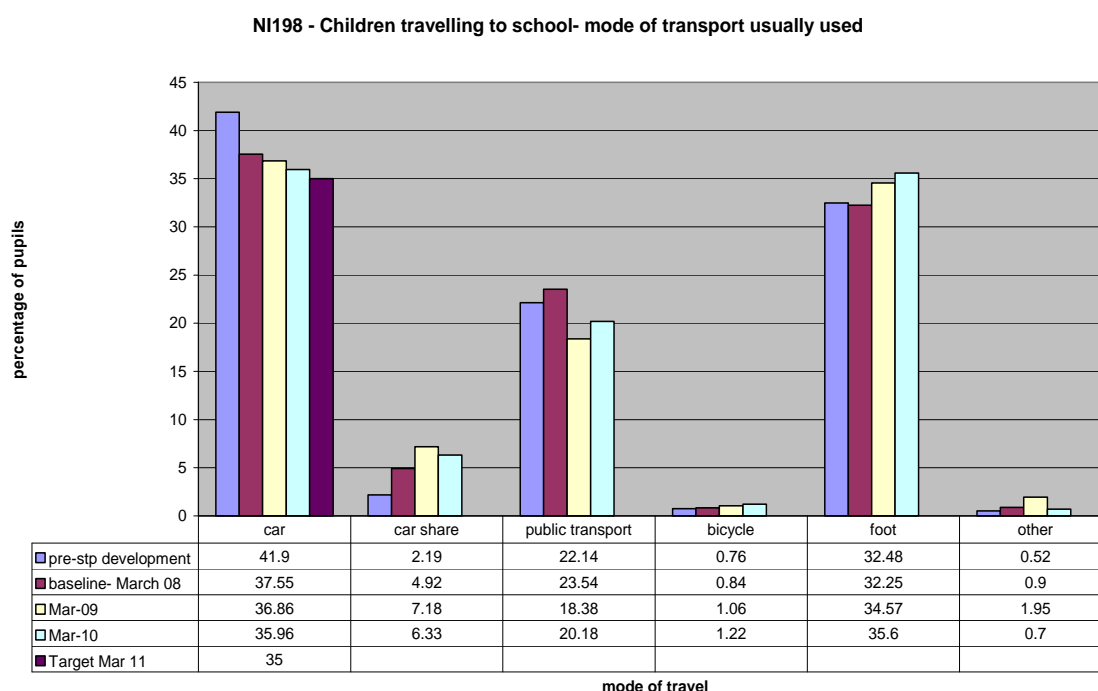
School Travel Plans

- 4.21 The Council had encouraged all schools to develop School Travel Plans to encourage the use of public transport. The TFG learned that all local authority schools in Barnet had an approved Plan. Additionally, all but four of the boroughs Independent Schools had a Plan. Out of the 153 Schools in Barnet, 149 Schools had approved School Travel Plans (97%). The details are shown in Table 1.

Table 1: The Number of Barnet Schools with School Travel Plans.



- 4.22 Members were informed that up until March 2011, Councils were required to collect data for the National Indicator set NI 198 (Children travelling to school – usual mode of travel). This data assisted local authorities to monitor and manage road traffic associated with the school run with a view to reducing the proportion of children travelling by car and increasing the numbers of people walking, cycling or using public transport.
- 4.23 At the time of this review the Council had met the NI198 targets for modal share car use of 36% (2009) and 37% (2010). The TFG were informed that the (modal shift) average reduction in single household cars on the school run was 12.23 %. This was almost double the London wide average of 6.3% ranking Barnet as the second highest borough for the reduction in single household cars on the school run.¹



- 4.24 In April 2011, all Local Area Agreements (LAA) and the National Indicator data set were abolished. The National Indicator set was replaced by a single, comprehensive list of data that local governments are now required to submit to central government. The new data requirements do not include information on travelling modes to school by Children.
4. 25 However, the TFG were informed that the benefits of schools implementing School Travel plans had been recognised through the National School Travel Plan Accreditation Scheme (STAR – Sustainable

¹ iTrace, 2009 Transport for London

Travel Accredited and Recognised). In total 67 Schools in Barnet Schools had achieved STAR awards in 2010, which compared favourably with its neighbouring boroughs.

Borough	Number of Schools awarded STAR
Barnet	67
Enfield	38
Harrow	28
Camden	16
Haringey	14
Brent	8

Council Vehicle Use

- 4.26 Members sought further information on the number of vehicles operated by the Council, Schools and contractors. They were informed that the data reported by the Council's fleet, schools and partners organisations included in total 558 vehicles which were mainly highways, refuse and maintenance vehicles. The data did not include all schools or contractors as not all responded to request for this information and, of those that did, some did not have their own vehicles, presumably hiring vehicles as required. The figure in Table 2 below also excludes figures for Council staff travel.

Table 2 Vehicle Travel and Carbon Emission Levels

LBB Transport 2009/10	Number of vehicles	CO2 emission tonnes	Miles travelled	Average miles per vehicle
Cars	68n/a		362,430	5,330
Vans & light lorries	320n/a		2,714,213	8,482
Heavy Goods Vehicles	131n/a		1,524,360	11,640
Plant & Grounds maintenance	39n/a		157485	4,038
Totals	558	3,812	4,758,488n/a	

- 4.27 All the figures are indicative. For example, some organisations reported total fuel and distance and did not give the number of vehicles used, and others gave the vehicles and fuel used but not distance travelled so assumptions had to be made about vehicle fuel efficiency.
- 4.28 The TFG were interested to know whether the Council had introduced

a staff/workplace travel plan and whether data in this area had been recorded and monitored. They were advised by the Travel Coordinator that as the Traffic and Development work programme had yet to be agreed a timescale for the Council Travel Plan had not been confirmed. However, it was anticipated that it would be written by the end of the financial year

Training

- 4.29 The TFG also heard that in addition to community initiatives the Council had also introduced initiatives to train Council staff who came into regular contact with local residents to advise them about climate change and to generally improve their own knowledge and awareness of how to reduce carbon emissions and promote energy efficiency.
- 4.30 The TFG were informed that training had been provided for fifty frontline staff to enable them to advise residents on energy efficiency, as part of Carbon Emissions Reduction Action Plan. This included staff working in social care on home visits to vulnerable residents and Environmental Health Officers. The support of the Energy Saving Trust had enabled the Council to provide information and guidance on reducing both personal and organisational energy and water usage. The TFG were informed that there was no dedicated resource to continue this work.

Staff Awareness Raising Days

- 4.31 In addition to training for some staff the Council had also organised staff awareness raising days to raise awareness of energy use and waste reduction measures. This included a dedicated Enviromonth in 2010 where a number of initiatives had been launched to raise awareness of climate change and encourage environmental behavioural change. Some examples included reducing personal waste bins and replacing them with dedicated recycling points as well as initiatives to encourage staff to shut down their PCs when not in use.

Recommendation 1

That the Council considers providing further training in energy efficiency awareness to ensure that all staff who visit residents in their homes are able to offer advice and signposting on energy efficiency.

- 4.32 The TFG felt that it was important that staff and residents had better awareness of energy efficiency measures and how they could reduce carbon emissions. Members were supportive of the training that had already taken place and felt that it should be offered to other relevant staff.

- 4.33 The TFG noted that the Council had made progress against other strands of the Carbon Reduction Plan (2009). These include Partnership working with Barnet Homes to promote suitable levels of insulation and upgrade heating in social housing (Council and private) through the Decent Homes Standard; the use of the Council's planning policy to promote sustainable energy, and the Energy Efficiency Investment Programme. Details of these schemes are provided below.

Energy Efficiency Investment Programme

- 4.34 The Council introduced Energy Efficiency Investment to Save Capital Programme (EEIP) in 2009 to implement a range of energy efficiency improvement measures to the corporate operational buildings and schools. The TFG were informed that a range of improvement measures had been undertaken including insulation works, lighting controls, electricity to gas conversions etc, to enable the more efficient use of energy and contribute to the Council's Environmentally Sensitive Ambition to minimise climate change. Full details are shown in Table 2. In total these measures would annually yield a cost saving of £181K whilst the annual CO2 saving was 990 tonnes and over a life time CO2 Savings 11,533 tonnes. Further savings would continue to accrue over the lifetime of the scheme/ building.

Table 2: Measures from the Energy Efficiency Investment Programme

<i>Building Energy Management Systems (BEMS)</i>	BEMS Provides improved control over conventional systems at Barnet House & Hendon Library.
<i>Upgraded of Heating Controls</i>	Provision of upgraded controls in new build and refurbishment projects e.g. Burnt Oak library, South Friern Library.
Commercial Condensing Boilers	Provides increased operating efficiency over conventional boilers. e.g. Barnet House, Burnt Oak Library, The Orion School.
<i>Improved zoning of building heating systems</i>	Reduces waste and improve comfort e.g. Burnt Oak Customer Service Centre, Goldbeaters School, Hendon, School new block.
Energy efficient lighting & Controls	Reduces operating consumption and reduces waste e.g. NLBP Building 4, South Friern Library, Oakleigh School
<i>Thermostatic Radiator Valves (TRVs)</i>	Installed to provide improved zoning control and reduce waste e.g. Burnt Oak Registry Office, Hendon Town Hall, Moss Hall School.
<i>Conversion from electric to gas fired heating</i>	Reduces carbon emissions and operating costs e.g. NLBP Building 4, Friary Park House.

<i>Evaporative Cooling System</i>	System cools via water evaporation and avoids the use of air conditioning system e.g. Hendon Town Hall Council Chamber.
<i>Draughtproofing</i>	Reduces waste and improves comfort conditions e.g. Church End Library, Chipping Barnet library, East Finchley library, Edgware library, North Finchley Library,
<i>Building Fabric Insulation</i>	Installation and upgrade of insulation where necessary e.g. Garden Suburb School, Mathilda Marks-Kennedy school
<i>Water Conservation measures</i>	Installation of urinal controls and automatic taps where appropriate e.g. Hendon Town Hall,

ICT

- 4.35 The Council had also modernised its IT infrastructure which had resulted in the move away from conventional desk top personal computers to thin client and personal tablet technologies. Members were informed that this had substantially reduced the associated CO₂ emissions, saving approximately 390 tonnes per year. In addition, savings were also achieved compared with older PCs as tablets were undocked at the end of the day and energy saving software enabled. Further reductions in emissions and operating costs were anticipated when the updated server technology was adopted.

Street Lighting

- 4.36 The TFG sought further information on street lighting and were informed by officers that the programme of street lighting renewal of columns had stopped to enable further funding to be spent on new technology that would allow dimming of lights resulting in reduced costs and CO₂ reductions. Members were informed that the recommended levels of lighting would be maintained, with the expectation that a 39% reduction in energy bills could be achieved.
- 4.37 Whilst the TFG noted that good progress had been made towards the Carbon Emission Reduction Action Plan it was noted that some of these activities lacked any strategic direction and that their long term impact could not be measured.

5. Engaging with the Executive.

- 5.1 As Carbon emission was a borough wide issue affecting all areas of the Council's work, the Chairman of the TFG wrote to all Members of the Council's Cabinet to find out what measures had been put in place within

their respective portfolios to address the issue of carbon emission reduction.

- 5.2 All Cabinet Members, except for the Cabinet Member for the Environment, responded and provided information on the work pertaining to their area of responsibility. The Cabinet Member for the Environment also declined two invitations to meet with the TFG.
- 5.3 The TFG invited the Leader of the Council to one of their meetings to share their initial findings and draft recommendations and to seek his support in promoting energy efficiency measures through the Council's media resources.
- 5.4 The Leader undertook to support the group in promoting energy efficiency and carbon reduction measures across the borough through use of the Council's media communication resources in particular 'Barnet First' magazine.
- 5.5 The TFG felt that a lack of awareness of carbon reduction strategies and energy efficiency saving measures were barriers to achieving greater carbon reduction across the borough. Members felt that reducing carbon emissions was a borough wide concern and that the Council's media was the best method of communicating to Barnet residents the value of implementing energy efficiency measures in their homes.

Recommendation 2

The Communications Team devises a publicity campaign to promote energy efficiency and carbon emissions reduction, including links with national and other publicity opportunities, articles in Barnet First, and improved access to energy efficiency information on the council website.

- 5.6 The TFG received submissions from all Cabinet Members on Carbon Reduction which showed that consideration of climate change and energy efficiency measures had been undertaken across most council services, some of which have already been set out in this report. Further to the measures outlined, Members also noted that some additional initiatives had been undertaken within libraries.
- 5.7 The information provided by the Cabinet Member for Customer Access and Partnerships (responsible for libraries) showed that library property assets had been appraised for energy efficiency through the use of energy data, with the worst performing Library sites selected for improvement measures. In total, £114, 582 had been invested in energy saving measures across Barnet's libraries which, following installation, had resulted in an overall 20% reduction in gas use within these properties. Whilst it was recognised that there remained an opportunity to reduce the energy consumption (gas and electricity) of all Barnet's libraries, the TFG noted that following the Strategic Library Review investment in the library network would take place to ensure

that all sites were fit for purpose and sustainable.

- 5.8 Information submitted by the Cabinet Member for Safety and Resident Engagement highlighted to the TFG that Barnet had been designated an Air Quality Management Area for nitrogen dioxide and had in place an Air Quality Action Plan with a series of measures relating to transport, traffic and industrial and commercial estate management. The TFG noted that many of the actions and measures were in progress and that Environmental Health were also carrying out inspections of food and commercial premises to ensure that cooking equipment e.g. ovens, and extractor systems operated efficiently and minimised the possibility of carbon emissions.
- 5.9 The Cabinet Member for Housing provided further details to the Group on the work under his portfolio. The TFG received information relating to two grant schemes, the Decent Homes programme and a pan London scheme called Renew. Both these schemes contributed towards reducing the Carbon footprint in the borough.
- 5.10 The Decent Homes Programme provided assistance to the Council in undertaking minor repairs and improvements and had been utilised to support vulnerable owner occupiers living in properties that failed to meet the Decent Home Standard. The Programme stipulated that property should provide thermal comfort, and upgrades to the heating and insulation system where needed. In the private sector, landlords were subject to enforcement work if their properties failed to provide adequate heating and insulation.
- 5.11 The TFG received information on the ReNew initiative, an area-based home energy efficiency scheme which comprised a range of activities to promote energy efficiency.
- 5.12 Some of the activities included engaging households on a street-by-street level to conduct a home survey, and providing energy and water saving advice to as many homes as possible. A range of free 'easy' measures, such as low energy light bulbs, energy monitors and radiator panels, were offered. The home survey conducted by Energy Specialists determined if other energy efficiency measures (e.g. loft, cavity and solid wall insulation) or renewable energy measures were applicable to the home and whether the household was eligible for funding from other sources, such as the Carbon Emissions Reduction Target (CERT), Warm Front, or the Council's Decent Homes schemes.
- 5.13 The TFG noted that Burnt Oak, Colindale and West Hendon Wards were the initial target areas. These wards had been selected due to their range of dwelling type and tenure, and the fact that the indices of deprivation identified them as containing households that were least able to afford energy efficiency measures. The TFG noted that the scheme was due to run until March 2012.

Hendon Cemetery & Crematorium

- 5.14 The TFG also learnt that the Council had commenced a project to replace old, outdated cremators in Hendon. This installation of new cremators had the potential to increase efficiency and reduce the use of gas. The heat from the cremators would be reused to heat on-site buildings or feed back into the national grid.
- 5.15 The TFG noted these initiatives under Cabinet Member for Housing's portfolio and would welcome further progress updates when these projects had been completed.

6. Delivering Sustainability through planning

- 6.1 The TFG were particularly interested in the Council's planning and development work and what measures had been put in place to promote sustainability and reduce carbon emission. The TFG received information from the Cabinet Member for Planning, Cllr Joanna Tambourides relating to this area and met with the Building Control Manager, The Planning Policy Manager and the Assistant Director for Strategic Planning and Regeneration. The Cabinet Member for Planning was unwell and unable to attend.
- 6.2 The TFG were informed that planning decisions in Barnet were based on policies contained within the London Plan (published July 2011) the Unitary Development Plan (UDP)(adopted 2006) and the Local Development Framework (LDF) including the Core Strategy and Development Management Policies documents which will eventually replace the UDP). All these documents contained policy relevant to carbon reduction and were being applied to development in Barnet.
- 6.3 The London Plan (July 2011) stipulated that all major development (those which were more than 10 new residential dwellings or over 1,000sqm of commercial floorspace) should reduce their carbon dioxide emission levels to 25% below the basic levels required by Building Regulations 2010. The TFG were informed that that planning decisions in Barnet's were made on the basis of the policy framework provided by the London Plan, UDP and its LDF replacement. The Council's supplementary planning document (SPD) on Sustainable Design and Construction (2007) provides more detailed guidance including the following requirements for all development (except for householder development such as extensions and loft conversions):
- All new residential development is required to meet Code for Sustainable Homes – Code Level 3.
 - All non residential development is required to meet either BREEAM very good or excellent rating.

- This applies to all development except for householder development such as extensions and loft conversions.
- 6.4 The TFG were informed by the Planning Policy Manager that the Code for Sustainable Homes is intended as a single national standard which measures the sustainability of a home against design categories, rating the 'whole home' as a complete package. It was introduced in 2008 and contains a rating system from Code Level 1 to 6 and was linked to improvements in Building Regulations requirements, in particular energy efficiency. The SPD on Sustainable Design and Construction policy was currently being revised to make the Council's approach much clearer and user friendly.
- 6.5 The TFG noted that similar to the Code, the Building Research Establishment Environmental Assessment Method (BREEAM) was also widely used to assess non-residential development for its environmental accreditation and could be applied to almost any development situation.
- 6.6 To date nearly 150 units in Barnet had been constructed to the Code for Sustainable Homes (Level 3) with a further 200 in the pipeline. The TFG met with the Building Control Manager as the group felt that the Council could do more to influence builders to be more energy efficient and move to Code Level 4 of the code for Sustainable Homes. The group argued that there were a number of residents who were able to undertake householder developments without the need for planning permission and that higher standards for these developments should be imposed by Building Control. The TFG felt that these types of householder developments should be required to meet Building Control regulations and like other property developers, household developments should be required to achieve higher standards of energy efficiency and sustainability.
- 6.7 The TFG were informed that although higher levels of sustainability were encouraged within all new developments, it was not enforced due to concerns about losing business. The Council's approach was to ensure that all new developments met the minimum level of compliance, and that higher compliance standards were promoted through accessible design and sustainability awards. The TFG were informed that the current compliance level was code level 3, and that in 2013 there would be a requirement for developers to meet level 4. The Government sets the standard for building control and these requirements were constantly changing.
- 6.8 Barnet Council building control operated the same standards as other local authorities, and the Department for Communities and Local Government (DCLG) was working with Barnet alongside other London boroughs to change standards. The TFG felt that it was important for the Cabinet Member for the Planning to lobby government for minimum requirements for energy efficiency measures to become an integral part of building control requirements.

Recommendation 3

Building Control be recommended to prioritise and promote the delivery of higher standards of insulation when inspecting buildings to encourage homeowners to improve the energy efficiency of their homes and that the Cabinet Member for Planning lobby government to raise the building control standards for energy efficiency measures.

- 6.9 As part of the Council's Corporate Plan (2011-13) one of its key strategic objectives are to continue to work with residents to reduce CO₂ emissions in Barnet. The Council has set a target to work with its key partners, owner occupiers, and private Landlords and developers to improve the thermal insulation of a minimum of 50 private sector homes by March 2012. To achieve this target the Council has pledged to offer grants to undertake this work and where necessary employ enforcement action.
- 6.10 Further targets include the requirement that 50% of all new homes for major planning applications meet level 4 of the code for sustainable homes. The TFG were very keen to ensure that this target was achieved as it was felt that developers should be required to go beyond the basic level (level 3) and be required to attain higher levels of sustainability.

Recommendation 4

The Cabinet Member for Planning considers a timetable for moving towards Level 4 of the Code for Sustainable Homes as part of the review of the Supplementary Planning Document on Sustainable Design and Construction.

- 6.11 The TFG explored the Council's approach to sustainability through the Planning system and how it compared with its neighbouring boroughs. Members noted that many of its neighbouring authorities had moved to Code Level 4 or were planning to. Table 3 below provides a summary of the sustainability requirements for Barnet and its neighbouring Councils.
- 6.12 The TFG were informed by the Planning Policy Manager that there were opportunities for decentralised energy systems within Barnet's main regeneration areas. The TFG learnt that an important source of carbon emission reductions was utilising Decentralised Energy. A Decentralised Energy (DE) system produces heat and electricity at or near the point of consumption more efficiently than conventional energy generation. Major regeneration in Brent Cross – Cricklewood and Colindale are expected to include Decentralised Energy systems. At the moment a commitment to this form of energy generation is contained in the outline planning permissions for Brent Cross – Cricklewood and the Area Action Plan for Colindale. The TFG were informed that further feasibility work would be necessary.

Table 3: Sustainability requirements for Barnet Council and its neighbouring Councils.

Borough	Sustainability requirements	Standards
Haringey	Code Level 4	<p>For residential expects from 2011 onwards a 44% improvement on 2006 Building Regs (equivalent to Code Level 4). From 2016 expects zero carbon development.</p> <p>For commercial expects BREEAM Very Good, reaching Excellent by 2016. Expects school buildings to be zero carbon by 2016. Expects commercial buildings to be zero carbon by 2019.</p> <p>Draft Sustainable Design and Construction SPD</p> <p>Requires a Sustainability Checklist</p>
Harrow	Code Level 4	<p>Requires attainment of Very Good in all non-residential development. After 2010 this SPD will require the attainment of Excellent under the BREEAM Standards or equivalent if other legislation or standards are introduced</p>
Enfield	Code Level 4	<p>New housing developments should take account of the design and construction policies and sustainable design and construction guidance set out in the London Plan and should seek to exceed the Code for Sustainable Homes Level 3.</p> <p>Enfield Urban Design Declaration 2010 – commitment to applying the principles of One Planet Living to promote zero carbon development, less waste, use of more sustainable materials and transport, protection of natural habitats and cultural heritage, and an equitable local economy to enhance good health and well being.</p>
Camden	Code Level 3 and from 2013 (Code Level 4)	<p>New build residential should reach Code Level 4 by 2013</p> <p>Conversions and changes of use of 500m2 and above residential floorspace or 5 or more dwellings to achieve 'very good' in EcoHomes up to 2013, and 'excellent' from 2013</p> <p>Non-domestic developments of 500m2 and above floorspace to achieve 'very good' in BREEAM and aim to reach 'excellent' from 2016</p> <p>Requires a Sustainability Checklist</p>
Brent	Code Level 3 for homes & borough wide Code Level 4 for Wembley Energy Action Area & Housing Growth Areas (Wembley, Alperton, Burnt Oak/Colindale Church End)	<p>For non-residential, a rating of BREEAM 'Excellent' is expected, or the equivalent on any 'Code for Sustainable Commercial Schemes' (when forthcoming).</p> <ul style="list-style-type: none"> • All development should contribute towards achieving sustainable development, including climate change mitigation and adaptation. • Major proposals (10 or more dwellings and 1,000m² or more floorspace) and proposals for sensitive uses (education, health and housing) in Air Quality Management Areas have to demonstrate measures to mitigate and adapt to climate change over the intended lifetime of a development.

		<p>Proposals expected (relative to scale) to connect to, provide or contribute towards decentralised energy networks (heating and cooling) and renewables infrastructure in key Growth Areas</p> <p>Requires a Sustainability Checklist</p>
Barnet	Code Level 3	<p>Requirements for BREEAM or Ecohomes are</p> <ul style="list-style-type: none"> • A 'very good' rating if more than 0.5 kms walk from public transport • An 'excellent' rating if less than 0.5 kms from public transport • Requirements apply to all developments (apart from householder developments) <p>Requires a Sustainability Checklist for Householder and Minor Developments of less than 10 units.</p>

Note: the council's Corporate Plan includes an aim of 50% of new homes granted planning

Barnet's approach to householder schemes

- 6.13 The TFG were informed that the Council does not require householder scale development such as extensions or loft conversions to incorporate carbon reduction measures, although a completed Sustainability Checklist was required to encourage householders to consider incorporating environmental measures. In total in 2009/10, fifteen schemes were identified as incorporating renewable technologies. The most popular technology amongst Barnet householders was the use of solar panels.
- 6.14 A homeowner who wanted to put solar panels on their roof could do so without the need to apply for planning permission, as proposals for micro generation technology including solar panels and small wind turbines were now permitted development. As permission is not required, the Council does not retain figures that could quantify the level of uptake for these technologies.

7. How does the Council plan to use the findings of the Internal Audit on Sustainability?

- 7.1 The TFG met with the Assistant Director for Strategic Planning and Regeneration and the Planning Policy Manager. Members were informed that in January 2011 an Internal Audit of Sustainability (carbon emission reduction) had been undertaken. The audit identified some positive findings and areas for improvement. These included some of the activities that the Council had already undertaken and financial risks associated with the Carbon Reduction Commitment as set out within the Council's Corporate and Service Risk registers.

In summary the internal audit identified that there was :

- A lack of agreement as to the Council's future approach and the lack of overall co-ordination of the various activities undertaken in the Council to maximise impact;
 - The absence of a formal comprehensive risk management related specifically to carbon emission reduction, operational delivery and engagement with Strategic Partners to address energy consumption issues (referred to in the Corporate Plan). This was identified as essential for ensuring that the tasks were completed and that there were no significant costs to the Council.
 - A lack of robust performance management arrangements and performance measures for the various activities to monitor progress and effectiveness of carbon emission reduction delivery.
- 7.2 During the review, the TFG were informed by the Assistant Director for Strategic Planning and Regeneration that a newly formed Council Directorate (Environment, Planning and Regeneration) would be establishing a Sustainability and Carbon Emissions Group. This group would comprise Officers from across the Council Departments, who would each have actions assigned to them. It was anticipated that this would provide a more co-ordinated approach to reducing carbon emissions and ensuring that there was greater coordination for delivery of actions.
- 7.3 The TFG were informed that the Council would seek to involve local Partners, such as Middlesex University, in future carbon reduction strategies. In September 2011, following a further meeting with the Assistant Director for Strategic Planning and Regeneration, the TFG were provided with an update on actions arising from the audit. The TFG were informed that establishment of the officer group had been put on hold pending the outcome of the TFG review findings and that it was hoped that by the end of the financial year (2011/2012) the proposed officers group would be established to take forward the development of a Carbon Emission Strategy.
- 7.4 The TFG emphasised the importance of the new group leading on the preparation of a Carbon Emission Reduction Strategy and engaging with other boroughs such as Haringey and Islington whose carbon reduction initiatives were perceived to be more established than our own, and that the Officer's group should report back on progress to the appropriate Scrutiny committee.

Recommendation 5

The Environment, Planning and Regeneration directorate establish an Officer Group by end of the financial year (2011/12) within the

Council to develop a strategy for Carbon emission reduction and to provide to the Business Management Overview and Scrutiny Committee a progress report in six months time.

8. External Engagement

Climate Consulting

- 8.1 The TFG met with representatives of Climate Consulting a specialist sustainability consultancy which assists local authorities, commercial companies and individuals to reduce their carbon footprint and improve their sustainability. It provides audits to primary and secondary schools, businesses and domestic homes and through its advice centre, provides advice on reducing emissions from energy, transport, water and waste.
- 8.2 Climate Consulting, gave a presentation to the TFG on Photovoltaic (PV) and Feed in Tariffs (FIT). They were informed that PV's were a method of generating electrical power by converting solar radiation into direct current electricity through PV panels. Historically PV had been very expensive to buy but due to increases in the global manufacturing capacity, the price of PV panels had dropped.
- 8.3 The TFG were informed that in April 2010, the Feed in Tariff came into effect which gave homeowners and organisations the opportunity to benefit financially in three ways through the:
- Generation tariff paid on all electricity generated (rates vary with technology and scale of system)
 - Export tariff paid on all electricity exported to the grid
 - Fuel bill savings
- 8.4 In August 2010, local authorities also became eligible to sell electricity to the grid. This was an attractive option to many local types of Council as the use of the FIT had become more attractive in line with the Energy hierarchy of energy efficiency measures.
- 8.5 The TFG were provided with a case study based on the London Borough of Sutton and how they had approached the use of the Feed in Tariff. Sutton Council had completed a Business Case for solar panels that could generate electricity which proposed two options:
1. Sutton Council purchases their own PV panels using their own budget, directly benefiting from FIT payments.
 2. For a utilities company to pay for the panels, and allow Sutton Council the use of the electricity generated for free, with FIT payments going directly to the company.

- 8.6 The Business Case showed that it was more cost effective for Sutton Council to buy their own panels rather than be supplied with panels from a third party. Sutton Council's Business Case showed that PV could not only provide greater benefits for schools and Council buildings, but also enable the Council to gain the greatest benefit overall. However the TFG noted that the greatest benefits for Sutton Council could only be realised on properties where energy efficiency work had been carried out.
- 8.7 The TFG were informed that should the Council wish to consider Implementing a PV system across its estates, it may be possible to apply for retrospective Carbon Emissions Reductions Target (CERT) funding. CERT funding could be used for energy efficiency measures previously undertaken by the Council such as boiler installation. It was also thought that the funding could be used to pay for a desk study to assess the viability of renewable (the use of solar and wind energy) in schools, such as the work undertaken in Peterborough where 76 schools had been assessed.
- 8.8 The TFG were informed by Climate Consulting that, should Barnet Council chose to undertake a similar desk top solar survey on the Council's schools portfolio, this would cost approximately £6K . Members were informed that funding for this feasibility study could possibly be sourced through the CERT. The study would enable schools and the Council to make an informed choice about how viable renewable could be in their school building, thus saving money in the longer term and reducing carbon emissions across the borough.

Recommendation 6

The Council be recommended to commission a desk study to assess where possible the viability of energy efficiency measures and renewable energy installations in Schools across the borough.

Energise Barnet

- 8.8 The TFG met with Nigel Farren the co-founder of a community initiative known as Energise Barnet (EB). Mr Farren informed the TFG that the aim of the organisation was to improve the environmental well-being of the borough by persuading homeowners, schools, churches and businesses to generate their own energy, reduce energy consumption and improve insulation in their properties. Energise Barnet was not a commercial organisation, but a social enterprise that could help plug the gaps resulting from public spending cuts. It aimed to arrange 15,000 installations of renewable energy systems and insulation in the borough by December 2016 and had proposed to the Council that any surplus from it's activities could be donated to help improve the energy efficiency of social housing and reduce fuel poverty in the borough.
- 8.9 The TFG heard that the initiative had over 300 supporters both at a local and national level. Some of their supporters included local MPs, schools and colleges, resident associations, the National Insulation

Association, Micropower Council, Friends of the Earth and the Business Community.

- 8.10 The TFG were supportive of community initiatives such as Energise Barnet, and welcomed receiving further updates on progress in achieving its aims.

9. Fuel Poverty

- 9.1 The TFG were very concerned about fuel poverty in the borough and briefly explored the rising numbers of residents within Barnet that had been classified as being in fuel poverty. The TFG were informed that households are considered by the government to be in fuel poverty if they had to spend more than 10% of their household income on fuel to keep their home in a satisfactory condition. It was estimated that in 2009, 18% of all households in England were classified as being in fuel poverty.
- 9.2 Fuel poverty is most common among those who live in private rented accommodation. Between 2007-2009, 20% of tenants living in privately rented accommodation were in fuel poverty, compared to 15% in other tenures.
- 9.3 The TFG sought further information on the number of residents within the borough classified as being in fuel poverty. Members were informed by the Energy Resource Manager that the Council reported on NI 187 Fuel Poverty in 2008/09 and 2009/10, although the two reporting methodologies were not comparable. The National Indicator Fuel Poverty data indicated that the proportion of households in receipt of income benefits and with low energy efficiency had increased within the borough from 15.59% to 17.27% between 2008/09 and 2009/10 (the last reporting year). The government has since taken over reporting sub-regional fuel poverty using a different methodology and the figures cannot be directly compared.

Tables 4 & 5 London Borough of Barnet – DECC Fuel Poverty Statistics

2005

LACode	LAName	Region	No. households	No. fuel poor households	% of households fuel poor
00AC	Barnet	London	126,431	10,001	7.9%

2008

LACode	LAName	Region	No. households	No. fuel poor households	% of households fuel poor

00AC	Barnet	London	127,267	12,912	10.1%

- 9.4 The TFG noted the rise in the numbers of households living in fuel poverty in Barnet and felt that further investigations were needed to look at the risk factors and signs of fuel poverty and to address what actions were being taken to prevent this.

Recommendation 7

The Business Management Overview and Scrutiny Committee set up a Task and Finish Group to look at Fuel Poverty in Barnet within the next six months, focusing on the prevalence of fuel poverty in the borough and the assistance available to support residents at risk.

10. Conclusion

- 10.1 In the final analysis, the TFG have reviewed the actions taken to reduce the Carbon emissions in the borough and have concluded that although some good community initiatives had taken place, many of these were not long term, difficult to measure and had since ceased.
- 10.2 The TFG recognised the wider work taking place in schools and across the Council's own estate and buildings, which they viewed as an excellent start in reducing carbon emissions and promoting energy efficiency. However, the Council's internal audit report on sustainability echoed some of the Members findings, that there was a lack of strategic approach, accountability and co-ordination of the various activities undertaken across the Council and within the local community.
- 10.3 The TFG felt that any future strategy needed to address the issues outlined in the internal audit if the Council are to achieve its aims of supporting the people of Barnet to improve energy efficiency in their homes and reduce carbon emissions across the borough.

References

- HM Government, (2009) The UK Low Carbon Transition Plan, National Strategy for Climate and Energy
- LB Barnet (2010) Carbon Emissions Reduction Action Plan
- LB Barnet (2011) Draft Internal Audit Report Sustainability (Carbon Emission Reduction)
- Office of Public Sector Information (OPSI): UK Statute Law Database- The Climate Change Act (2008)
- Department of Trade and Industry, (2007) Meeting the Energy Challenge: A White Paper on Energy
- Department of Trade and Industry, (2006) The Energy Challenge: Energy Review
- Department of Trade and Industry (2003) Our Energy Future: Creating a low carbon economy
- Environment Agency(2008) Carbon Trust, Carbon Reduction Commitment Energy Efficiency Scheme (CRC)
- Department for Environment, Food and Rural Affairs (2011) Mainstreaming Sustainable Development: The Government's Vision and what it means in practice.
- Peters, Fudge, Sinclair (2010) Mobilising community action towards a low carbon future: opportunities and challenges for local government in the UK. (Energy Policy 38)
- Draft Energy Bill 2010-2011.

PROJECT PLAN

Topic for Review	Carbon Footprint Task and Finish Group
Membership	Councillor Brian Salinger (Chairman) Councillor David Longstaff Councillor Tom Davey Councillor Julie Johnson Councillor Alex Brodkin
Link to Corporate Plan	<p>Barnet is currently ranked among the highest producers of carbon dioxide in London and the third highest consumer of energy (2004).</p> <p>Within the Corporate plan one of the council key objectives are to make Barnet 'A <i>successful London Suburb</i>'. To achieve this the Council has set a number of aims to work with businesses and residents to prototype new and innovative approaches to reduce waste and energy use, and improve the street environment in town centres.</p> <p>Barnet's <i>Sustainable Community Strategy</i> also contains a number of objectives relevant to this review. This includes the aim to be 'Environmentally sensitive' and to protect the borough for current and future generations. To achieve these aims the strategy suggests actively minimising climate change through the efficient use of energy, reducing the amount of waste produced and increasing the amount of recycling undertaken.</p>
Background	<p>The council has undertaken and supports a number of activities aimed at reducing carbon emissions and promoting sustainability across the borough. In November 2010 an internal audit was undertaken which sets out the findings of an assessment of the council's performance management against a number of standards. These findings and recommendations are presently being considered by the Environment and Planning teams.</p>
Scope and Purpose of Review	<p>The review will consider</p> <p>1) What actions have been taken by the Council to reduce Carbon emissions in Barnet, and what impact have these had?</p> <p>2) How does the Council plan to use the findings of the (January 2011) internal audit on Sustainability?</p>
Format of Review	Methodology <ul style="list-style-type: none"> • Scrutiny office to conduct desk research • Members to meet with Barnet Council officers • Best practice – the work of other boroughs

Key Evidence (internal & external)	<p>Documents required Draft Internal Audit Report LB Barnet Carbon Emission Reduction Action Plan Others- to be determined during the course of the review</p> <p>Witnesses/stakeholders Relevant Barnet Officers: Michael Lai, Group Manager, Waste and Sustainability Team, Nigel Bell, Energy Resource Manager, Nick Lynch, Planning Policy Manager Nick Lennox, Senior Building Control Manager Lucy Shomali, Assistant Director for Strategic Planning and Regeneration Leader of the Council, Cllr Richard Cornelius Cabinet Member: Cllr Brian Coleman, Cllr Joanna Tambourides Other relevant stakeholders: Energise Barnet, Climate Consulting</p> <p>Other:- As appropriate</p>
Timescales	Overview and Scrutiny arrangements recommend that Task and Finish Groups should be completed within a timescale of three months. It is envisaged that this review be completed by December 2011 with report submitted to the Business Management Overview and Scrutiny Committee in February 2012.
Expected Outcomes	The Task and Finish Group will make up to four clear and concise SMART (Specific, Measurable, Achievable, Realistic and Timely) recommendations to the Council's Cabinet
Follow up	Implementation of recommendations are monitored by the Scrutiny Office

AGENDA ITEM: 15

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Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Task and Finish Groups / Scrutiny Panels – Recommendation Tracking
Report of	Scrutiny Office
Summary	This report provides the Committee with an update on the implementation of recommendations made by Overview & Scrutiny Task & Finish Group accepted by Cabinet.

Officer Contributors	John Murphy, Overview & Scrutiny Officer
Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix A – Task & Finish Group Recommendations
For decision by	Business Management Overview and Scrutiny Committee

Contact for further information:

John Murphy, Overview & Scrutiny Officer, Corporate Governance Directorate

020 8359 2368, john.murphy@barnet.gov.uk

1. RECOMMENDATIONS

- 1.1 That the Committee consider and comment on the progress made in implementing Task & Finish Group/ Scrutiny panel recommendations accepted by Cabinet, as set out in Appendix A.**

2. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 2.1 The Overview and Scrutiny Committees, Panels and Task and Finish Groups must ensure that the work of Scrutiny is reflective of the Council's priorities.**
- 2.2 The three priority outcomes set out in the 2011-13 Corporate Plan are: –**
- **Better services with less money**
 - **Sharing opportunities, sharing responsibilities**
 - **A successful London suburb**

3. RELEVANT PREVIOUS DECISIONS

- 3.1** Cabinet, 10 October 2010, Decision 5 (Report of the Business Management Overview & Scrutiny Sub-Committee: Task and Finish Group: Service Options for Remodelling Older People's Housing with Support)
- 3.2** Cabinet, 10 October 2010, Decision 8 (Report of the Business Management Overview & Scrutiny Sub-Committee: Task and Finish Group: Council's Response to Cold Weather)
- 3.3** Cabinet, 1 January 2011, Decision 6 (Report of the Housing Allocations Overview and Scrutiny Panel: Majority and Minority Reports)
- 3.4** Safer Communities Partnership Board, 7 March 2011, Item 2 (Report of the Domestic Violence Task and Finish Group)

4. RISK MANAGEMENT ISSUES

- 4.1** Failure to monitor the progress made in implementing recommendations made by Task & Finish Groups and Overview & Scrutiny Panels which have been accepted by Cabinet carries a reputational risk to the authority through a failure to demonstrate the outcomes from Overview and Scrutiny work.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1** Pursuant to the Equality Act 2010 ("the Act"), the council has a legislative duty to have 'due regard' to eliminating unlawful discrimination, advancing equality and fostering good relations in the contexts of age, disability, gender reassignment, pregnancy, and maternity, religion or belief and sexual orientation.

5.2 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the responsibility of the Committee is to perform the Overview and Scrutiny role in relation to:

- The Council's leadership role with respect to diversity and inclusiveness; and
- The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

6.1 Task and Finish Group reviews have the scope to consider value for money issues which identify how well the Council is managing and using its resources to deliver value for money and better and more sustainable outcomes for local people.

6.2 Where there are financial implications linked to recommendations, these are worked through using existing budgets within Services.

7. LEGAL ISSUES

7.1 Under Section 21 of the Local Government Act 2000, the Council's executive arrangements are required to include provision for appointment of an Overview and Scrutiny Committee with specified powers, including the power to make recommendations in respect of council functions. In respect of the exercise of the Business Management Overview and Scrutiny Committee's powers to coordinate and monitor the work of overview and scrutiny task and finish groups / scrutiny panels, it is good practice to monitor the progress and impact of recommendations made.

8. CONSTITUTIONAL POWERS

8.1 The scope of the Overview & Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.

8.2 The Terms of Reference of the Overview & Scrutiny Committees are set out in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution).

8.3 Item 8 of Business Management Overview & Scrutiny Committee Terms of Reference states that its role is:

"To coordinate and monitor the work of scrutiny panels and task and finish groups, including considering reports and recommendations and referring to the relevant decision-making body."

9. BACKGROUND INFORMATION

9.1 In May 2009, the council adopted a 'task and finish' group approach to some of their overview and scrutiny work. Council agreed that task and finish groups would be time-limited to ensure that recommendations were made to the relevant decision-making body in a timely manner. On the whole, task and finish groups have completed their work over a three-month period. However, this timescale is flexible where circumstances mean that a review should be run over a shorter or extended period.

9.2 Since May 2009, a total of eleven task and finish groups and scrutiny panels have concluded their work on the following topics:-

- Enterprise in the Borough (3rd February 2010)
- School Places Planning (3rd February 2010)
- Advice Provision in the Borough (22nd February 2010)
- Homelessness and Young People (12th April 2010)
- Road Resurfacing (12th April 2010)
- Recycling and Waste Minimisation (6th September 2010)
- Remodelling Older People's Housing with Support (20th October 2010)
- Council's Response to Cold Weather (20th October 2010)
- Housing Allocations Overview and Scrutiny Panel (10th January 2011)
- Domestic Violence (7th March 2011)
- Fostering Recruitment (14th September 2011)

Dates that these groups reported their findings to Cabinet are detailed in brackets.

9.3 Further task and finish groups have recently completed their work or are ongoing on the following topics:-

- Early Intervention and Prevention Services (Children's Services)
- Contract Monitoring and Community Benefit
- Carbon Footprint
- Secondary School Places Overview and Scrutiny Panel

9.4 In order for the Committee to have an effective oversight of the work of task and finish groups, it is important for council services (or external bodies) to evidence the extent to which recommendations accepted by the Cabinet (or external agency) have been implemented. To this end, the Scrutiny Office requested that services provide an update on the implementation of accepted recommendations at six-monthly intervals (from the date of reporting to Cabinet or external agency).

9.5 The Business Management Overview and Scrutiny Sub-Committee received reports at their meetings on the following dates:

- 1st November , 2010
- 16th December 2010,

- 28th February, 2011
- 11th April, 2011
- 5th September 2011; and
- 16th November 2011

(Business Management Overview and Scrutiny Committee replaced the sub-committee March 2011) which provided the 6, 12 and 18 month updates on progress made in implementing task and finish group recommendations from the following task and finish groups/scrutiny panels:

- Remodelling Older Peoples Housing with Support;
- Council's Response to Cold Weather;
- Housing Allocations Overview and Scrutiny Panel;
- Recycling and Waste Minimisation;
- Road Resurfacing;
- Recycling and Waste Minimisation;
- School Places Planning; and
- Advice Provision in the Borough
- Homelessness and Young People; and
- Road Resurfacing

9.6 Updates are now due in relation to the following task and finish groups and overview and scrutiny panels:

- Remodelling Older People's Housing with Support
- Council's Response to Cold Weather
- Housing Allocations Overview and Scrutiny Panel
- Domestic Violence

9.7 An update from services in relation to the scrutiny panels/task and finish groups (referred to at 9.6 above) is set out at **Appendix A**. The Committee are requested to comment on information provided in the update report.

10. LIST OF BACKGROUND PAPERS

10.1 None.

Legal: SS

Finance: MC

Key:

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Remodelling Older Peoples Housing with Support Task and Finish Group – Cabinet, 20 October 2010			
Recommendation to Cabinet (accepted)	Status	Information	Contact Officers
That any proposal to remodel the service ensure that due regard be given to equalities implications, and that a record of this is kept.	Green	<p><u>Cabinet resolution:</u> “That the recommendations of the Task and Finish Group be approved as submitted.”</p> <p><u>Update June 2011:</u> The recommendations of TFG were contained in the 14 February 2011 Cabinet report in paragraphs 9.6 to 9.8.</p> <p>A full Equalities Impact Assessment was carried out on the proposals put to Cabinet on 14 February 2011 and is contained in Appendix 4 of the Cabinet report.</p> <p>Equality and Legal duties of the Council are contained in paragraphs 5 and 7 respectively of the Cabinet report.</p> <p>Link to Cabinet report 14 February 2011: http://committeepapers.barnet.gov.uk/democracy/meetings/meetingdetail.asp?meetingid=6151</p> <p><u>Update January 2012</u> This recommendation was fully implemented within the 14 February 2011 Cabinet report.</p>	Mithu Ghosh, Sheltered Housing Project Manager, Strategic Commissioning Team, Adult Social Services

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to Cabinet (accepted)	Status	Information	Contact Officer
<p>That the sheltered housing service providers formulate a robust estate management strategy for sheltered accommodation, including a protocol for liaison between estate management and support services</p>	<p>Green</p>	<p><u>Cabinet resolution:</u> "That the recommendations of the Task and Finish Group be approved as submitted."</p> <p><u>Update June 2011:</u> The Council encouraged existing sheltered housing providers to consider enhanced housing management functions and details of this is contained in Para 6 of the Business Case as contained in Appendix 1 of the 14 February 2011 Cabinet report.</p> <p>As at April 2011, the majority of Providers have decided to go down the route of enhanced housing management. The remaining 'support services' to be funded by the Council will be the Sheltered Plus service.</p> <p><u>Update January 2012</u> Funding for the warden services ceased on 30 September 2011 with a contract for alarm only continuing thereafter. Following extensive liaison with the council's ASCH, Housing and Benefits services, it is envisaged that most of the sheltered housing providers have employed existing Scheme Managers in the role of Enhanced Housing Managers</p> <p>Additionally, referrals were made to the Telecare team to install necessary equipment prior to 30 September to aid tenants' level of safety once the support element stopped.</p>	<p>Mithu Ghosh, Sheltered Housing Project Manager, Strategic Commissioning Team, Adult Social Services</p>

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to Cabinet (accepted)	Status	Information	Contact Officer
That a robust programme of consultation be undertaken prior to any decision regarding service options, including proactive engagement with service users.	Green	<p><u>Cabinet resolution:</u> "That the recommendations of the Task and Finish Group be approved as submitted."</p> <p><u>Update June 2011:</u> Appendices 2 and 3 of the 14 February 2011 Cabinet report outline the results of the public consultation process and two interactive events with older residents.</p> <p><u>Update January 2012</u> This recommendation was fully implemented within the 14 February 2011 Cabinet report.</p>	Mithu Ghosh, Sheltered Housing Project Manager, Strategic Commissioning Team, Adult Social Services

Key:

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Recommendation to Cabinet (accepted)	Status	Information	Contact Officer
<p>That an alarm service be retained, and that the authority undertake, in conjunction with providers and service users, a review of alarms in sheltered accommodation for residents, including investigation of the installation of additional cords where required, and the possible provision of personal alarms.</p>	<p>Green</p>	<p><u>Cabinet Resolution:</u> "That the recommendations of the Task and Finish Group be approved as submitted."</p> <p><u>Update June 2011:</u> Proposals to retain the funding for alarms in sheltered schemes and proposed reviews are contained in paragraph 4 of the Business Case in Appendix 1 of the 14 February 2011 Cabinet report.</p> <p>The provision of personal alarms will be considered as part of the Menu of Charged Services.</p> <p>The investigation of the installation of additional cords where required is a matter for individual sheltered housing providers and this recommendation will be passed onto them.</p> <p><u>Update January 2012</u> A 'Support Options' leaflet, (developed with a group of older people), was delivered to all sheltered housing residents at the beginning of October 2011. The leaflet contains information on, amongst other things:</p> <ul style="list-style-type: none"> ▪ Barnet Homes Assist Regular Check Service on the well-being of older residents on a regular basis. ▪ Telecare equipment ▪ Outreach Barnet Support providing short term housing related support ▪ Good Neighbour Schemes offer befriending, home visiting, and small domestic tasks to enable clients to continue living independently. ▪ Extra Care Housing / Sheltered Plus Housing which provide an alternative if people need more support to live at home <p>Link to leaflet: S:\Commissioning & Supply Mgt\Commissioning\Projects\Housing & Support\10. Housing & Support Older People\Menu of Charged Services\MENU OF CHARGED SERVICES\J13712 Barnet SSFOP A5 12pp.pdf</p>	<p>Mithu Ghosh, Sheltered Housing Project Manager, Strategic Commissioning Team, Adult Social Services</p>

Key:

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Recommendation to Cabinet (accepted)	Status	Information	Contact Officer
That any remodelling of support ensures that the subsequent service is arranged on as local a level as possible.	Green	<p><u>Cabinet Resolution:</u> "That the recommendations of the Task and Finish Group be approved as submitted."</p> <p><u>Update June 2011:</u> Most sheltered housing providers have opted to retain an on-site staff presence and where possible the same member of staff as now.</p> <p><u>Update January 2012</u> Most of the Providers have employed existing Scheme Managers in the role of Enhanced Housing Managers</p> <p>Two Sheltered Plus Housing schemes were set up at the beginning of October 2011 and a third site is due to open after remodelling next year. Enhanced housing management is provided by a Scheme Manager during working hours and an emergency night time through Home and Community Support services to the most vulnerable residents in the schemes.</p>	Mithu Ghosh, Sheltered Housing Project Manager, Strategic Commissioning Team, Adult Social Services

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Council's Response to Cold Weather Task and Finish Group – Cabinet, 20 October 2010			
Recommendation	Status	Information	Contact Officer
<p>That the draft Winter Service Policy and Operation Plan 2010/11 be recommended for adoption by the Council for the winter season (commencing 1st November 2010, subject to:</p> <p>*Environment & Operations having regard to individual requests made by Task and Finish Groups Members for amendments to the Priority Network (subject to resource constraints);</p> <p>*An amendment to the Priority 2 Footway classification to include footways in close proximity to out-of-centre railway and underground stations; and</p> <p>*Inclusion in Section 3.8 of the Policy and Operation Plan of the criteria for assessing and approving requests for additional grit bins.</p>	Green	<p><u>Cabinet response to recommendation:</u> "That the recommendations of the Task and Finish Group be approved"</p> <p><u>Update June 2011:</u> Fully implemented in 2010/11. All recommended changes to the 2010/11 Plan have been adopted.</p> <p>Note the Winter Service Policy and Operation Plan is reviewed every year will need to be reviewed to prepare the 2011/12 Plan.</p> <p><u>Update January 2012:</u> The Winter Service Policy and Operation Plan for the winter season 2011/12 has been prepared and is currently in the process of obtaining Council approval via a Cabinet Member DPR (Chris Chrysostomou 17/11/11)</p>	<p>Chris Chrysostomou, Chief Engineer (Infrastructure), Environment & Operations</p> <p>Paul Bragg, Highways Manager (Network Management), Environment & Operations</p>

Key:

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Recommendation	Status	Information	Contact Officer
The Group have identified that the Winter Service is fit for purpose and recommend that the existing budget should be maintained at its current level to ensure that the Council can respond appropriately to periods of cold weather and snowfall.	Red	<p><u>Cabinet response to recommendation:</u> "That the recommendations of the Task and Finish Group be approved"</p> <p><u>Update June 2011:</u> Partially implemented. The budget for 2010/11 was reduced from £702K the previous year (2009/10) to £599K. However, this budget was sufficient to meet the cost of providing the service.</p> <p><u>Update January 2012:</u> The Winter Service budget for 2011/12 has been reduced to £335,300. This budget is likely to be overspent, particularly if the forthcoming winter is of similar severity as the last two winters. (Chris Chrysostomou 17/11/11)</p>	<p>Chris Chrysostomou, Chief Engineer (Infrastructure), Environment & Operations</p> <p>Paul Bragg, Highways Manager (Network Management), Environment & Operations</p>

Key:

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Recommendation	Status	Information	Contact Officer
<p>Environment & Operations be requested to undertake a pilot scheme during the 2010/11 winter season to enable the concept of a 'community keeper' (with responsibility for the equitable distribution of grit stocks amongst neighbouring residents) to be explored, with the following areas to be explored initially:</p> <p>*Golders Green – Cllr Dean Cohen to identify two roads and provide residents contact details</p> <p>*Chipping Barnet – Cllr Stephen Sowerby to identify two roads and provide residents contact details</p> <p>*Local Schools – Children's Services to provide contact details of two participating schools</p> <p>Following the first period of significant snow or ice, an assessment be undertaken by the Cabinet Member and relevant Director of the success (or otherwise) of the scheme. Subject to the scheme being successfully delivered in the initial areas, the 'community keeper' concept should be rolled-out across the borough, subject to resources being available to facilitate this.</p>	Green	<p><u>Cabinet response to recommendation:</u> "That the recommendations of the Task and Finish Group be approved"</p> <p><u>Update June 2011:</u> Fully implemented in 2010/11. We have assessed the success of the pilot scheme and the attachment (Appendix B) provides details. As per the Directorate's Service Plan, we have agreed to extend this scheme to a further two schools and a further two roads in the next 2011/12 winter season.</p> <p><u>Update January 2012:</u> The pilot scheme will be continued this year. The Corporate Communications Group will be leading on this pilot scheme for this year and their aim is to extend the scheme to cover up to 20 roads and a similar number of schools. (Chris Chrysostomou 17/11/11)</p>	<p>Chris Chrysostomou, Chief Engineer (Infrastructure), Environment & Operations</p> <p>Paul Bragg, Highways Manager (Network Management), Environment & Operations</p>

Key:

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Housing Allocations Overview & Scrutiny Panel – Cabinet, 10 January 2011			
Recommendation	Status	Information	Contact Officer
<p>The Panel support</p> <ul style="list-style-type: none"> * the closure of the housing register and replacement with a database of 'live' cases; * replacing the points system with a banding system; and * the creation of a local lettings policy which recognises a positive community contribution (volunteering, working, in training or previously served in the armed forces). 	Green	<p><u>Cabinet response to recommendations:</u></p> <ol style="list-style-type: none"> 1. That the recommendations of the majority report of the Housing Allocations Overview and Scrutiny Panel be approved. 2. That the recommendations in the minority report be not approved. 3. That Cabinet's thanks be extended to the Panel for their work on this review. <p><u>Update June 2011:</u> All of these have been implemented from April 2011</p> <p><u>Update January 2012:</u> As stated previously, these have all been implemented</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

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Recommendation	Status	Information	Contact Officer
<p>The Panel recommends that residents on the current housing register should be informed that the register had been closed by:</p> <p>* Writing to all those on the register; and</p> <p>* Introducing an online self assessment tool to allow housing applicants to identify which band they would be placed in, to enable them to determine whether they are eligible for housing.</p>	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011:</u> An online assessment tool has been added to the Council's website.</p> <p>Letters have not been sent to all those households that were on the Housing Register. Instead, a number of actions were taken to ensure that the closure of the register and the introduction of the new allocations scheme were widely publicised, including:</p> <ul style="list-style-type: none"> • An article in the March 2011 edition of Barnet First; • Article in Barnet Homes' March 2011 edition of "At Home"; • Notices in the local press as part of Choice Based Lettings adverts throughout February, March and April 2011; • Direct contact by the Housing Service with existing cases identified as likely to have high priority under the new scheme; • Barnet Homes wrote to all council tenants registered for a transfer; and • Information placed on the Council's and Barnet Homes' websites and the Home Connections website <p><u>Update 2012:</u> No further action required</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

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Recommendation	Status	Information	Contact Officer
The Panel recommends that Housing Officers should give due regard to children's existing school when offering properties to housing applicants under assisted choice.	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011</u> Officers do take account of the potential impact on school children who are at key stages in their education, along with the availability of properties, when considering the reasonableness of offers of accommodation.</p> <p><u>Update January 2012:</u> No further action required</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration
Recommendation	Status	Information	Contact Officer
The Panel recommends that an evaluation of the new housing allocation policy be undertaken at six months with a further review after two years with the findings reported to the appropriate Overview and Scrutiny Committee.	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011:</u> The policy will be evaluated after it has been in operation for six months (i.e. from 1st April 2011) and reported to the appropriate overview and scrutiny committee and Cabinet. Preparations for carrying out the evaluation are in hand.</p> <p><u>Update January 2012:</u> An evaluation has been undertaken, but will not be reported to Cabinet until April 2012 so that national changes in the Localism Act can be taken into account.</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

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Recommendation	Status	Information	Contact Officer
The Panel recommends that all future housing applicants regardless of their eligibility should be offered housing advice.	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011:</u> This is an integral part of the Housing Allocations Scheme (paragraph 3.7 refers).</p> <p><u>Update January 2012:</u> No further action required</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration
Recommendation	Status	Information	Contact Officer
The Panel recommends that the volunteering element of the community contribution should be clearly defined to remove any subjectivity.	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011</u> The volunteering element of community contribution has been clearly defined with input from CommUNITY Barnet, who also provided training to Housing Officers. The operation of this element of the scheme will be reviewed as part of the six month evaluation.</p> <p><u>Update January 2012:</u> The review of this element of the scheme found that the definition in use was appropriate. CommUNITY Barnet provided training to housing officers and have offered to provide further support to officers in the future should this be required.</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation	Status	Information	Contact Officer
<p>The Panel stress the importance of effective management of the housing stock to ensure that:</p> <p>* All properties are offered in a reasonable condition; and</p> <p>*Turn around times for re-housing applicants is reduced to be in line with best practice</p>	Green	<p><u>Cabinet response to recommendations:</u> As above</p> <p><u>Update June 2011</u> Barnet Homes have a voids standard setting out the condition that the properties need to be in before they are offered to housing applicants. They will be holding focus groups with residents to review this during July 2011.</p> <p>Barnet Homes have been implementing a plan to improve voids performance and targets have been agreed for 2011/12 that will bring performance much closer to the best in London, and we will continue to work with the Arms Length Management Organisation to improve this further.</p> <p><u>Update January 2012:</u></p> <p>Void turnaround times have reduced, and are reported regularly to Performance and Budget OSC. Further improvements are expected following an Option Appraisal of the future of the Housing Service which is to be reported to CRC in January 2012</p>	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation	Status	Information	Contact Officer
The Panel recommends that the verification process should be streamlined, including visiting eligible applicants in their current circumstances.	Green	<u>Cabinet response to recommendations:</u> As above <u>Update June 2011</u> The verification process has been streamlined as part of the holistic assessment that is carried out for eligible applicants, this includes home visits in many cases. <u>Update January 2012:</u> No further action required	Paul Shipway, Strategy & Performance Manager Planning, Housing and Regeneration

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Domestic Violence Task and Finish Group – Cabinet , 7 March 2011			
Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation One:</u> Consider commissioning psychological support services for child victims/witnesses of domestic violence to tackle the intergenerational cycle of violence in families” Agreed subject to resources	AMBER	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed subject to resources <u>Update January 2012:</u> There are a number of projects in place including; Intensive family focus work, the Safer Families Project work, a youth engagement officer through Victim Support working on healthy relationships. Including work with the current DV agencies in the borough.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children’s Service
Recommendation to SCPB (Not accepted)	Status	Information	Contact Officers
<u>Recommendation Two:</u> Amend the title of Barnet’s Multi-Agency Domestic Violence Strategy 2010/11 – 2012/13 to Barnet’s Call to End Violence against Women and Girls Strategy 2010/11 – 2012/13 to assist in attracting Home Office funding	RED	<u>Safer Communities Partnership Board response to recommendation:</u> Not agreed as the initial priority was to make progress on domestic violence rather than this wider, albeit important, agenda. <u>Update January 2012:</u> To propose to review the existing April 2012 strategy for the 2013 strategy; then will re-title accordingly. There is a Pan London Guidance being developed by the GLA that may be issued in the new year and can be used as a tool to develop this.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children’s Service

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Three:</u> Develop an action plan to detail how Barnet's Multi-Agency Domestic Violence Strategy 2010/11 – 2012/13 will be delivered, detailing shared objectives, timescales, key responsibilities of partners, monitoring arrangements and information sharing protocols	GREEN	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed, as an action plan is already being developed utilising existing resources. <u>Update January 2012:</u> The DV Strategy is being monitored by the DV Coordinator (see attached document)	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service
Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Four:</u> Develop a common assessment/referral framework and information sharing protocols for statutory and voluntary sector organisations providing domestic violence support services	AMBER	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed – a multi-agency common assessment framework covering children and families already in place which will be adopted as appropriate <u>Update January 2012:</u> The new DV Coordinator came into post 26 th September 2011 and she will prioritise this piece of work for the New year. As there are currently in place the ISA for the MARAC. The ISP for the Family Focus Programme and for the CAF. These should be able to be used as a common basis for work around domestic violence support services.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Five:</u> Develop a commissioning strategy to ensure ongoing funding for key voluntary sector domestic violence support services in the borough, with sufficient weighting given to service user satisfaction in the strategy	GREEN	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed by Domestic Violence Strategic Board and already in place <u>Update January 2012:</u> The Process had started a year ago and a considerable amount of work took place. The closing date now is 6 th January 2012. New contracts are to be awarded for two years from 1 st April 2012 until 31 st March 2014. There has been regular engagement and a Provider event has been held. Three different LOTS will be commissioned with Barnet and Harrow; including; <ol style="list-style-type: none"> 1. Advocacy and Support Service 2. Refuge provision 3. Perpetrator service 	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service
Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Six:</u> Consider undertaking visits to schools in collaboration with voluntary sector organisations to highlight the issue of domestic violence and increase awareness of available services	AMBER	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed <u>Update January 2012:</u> Victim Support Barnet has a Youth Engagement Worker that is funded through a grant provided by LBB. Her role is to provide workshops, deliver presentations in schools, to new services such as youth centres and People Referral Units.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Seven:</u> Consider establishing Survivor Groups to enable self-help and provide a support mechanism for victims and to inform future service delivery	AMBER	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed (subject to resources) <u>Update January 2012:</u> Current work includes the EIPs Safer Families Project that receives referrals from Social Care and work takes place at 3 Children's centres; on Stay and Play, outreach and counselling for victims. Further work is hoping to be developed through the new commissioning process through either the refuge provision or the advocacy support services. The new DV Coordinator will also look at this piece of work in the new year.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service
Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Eight:</u> Encourage NHS Barnet to provide an undertaking that senior and committed health representatives will regularly attend Multi-Agency Risk Assessment Conference, Domestic Violence Strategic Board (DVSB) and Domestic Violence Operational Group meetings	GREEN	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed (subject to resources) <u>Update January 2012:</u> There has been regular attendance at the MARAC, DVOPS Group and the DVSB by health representatives; including mental health. The DVOPS Group keeps a regular log monitoring attendance by its partners.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service

Key:

Green = fully implemented

Amber = partially implemented

Red = no progress or significant delay in implementation

Recommendation to SCPB (accepted)	Status	Information	Contact Officers
<u>Recommendation Nine:</u> Encourage NHS Barnet to establish a framework for providing effective guidance, training, information and referral mechanisms for front-line staff (including GPs, accident & emergency and midwives) to enable early intervention for victims of domestic violence, and that a monitoring system be developed to enable the DVSB to monitor delivery of this recommendation	AMBER	<u>Safer Communities Partnership Board response to recommendation:</u> Agreed (subject to resources) <u>Update January 2012:</u> Initial contact has been made for the DV Coordinator to attend and speak at the GP CPD Sessions, on 20 th March 2012 on domestic violence. To address referral processes and how to support clients. There is also a training session for newly qualified GPS that the DV Coordinator has been invited to. All opportunities and scoping of this work will be brought back to the DVOPS Group and DVSB by Summer 2012.	Manju Lukhman – Domestic Violence Co-ordinator – Partnership, Prevention and Safeguarding Division, Children's Service

AGENDA ITEM: 16 Pages: 160-163

Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Cabinet Forward Plan
Report of	Scrutiny Office
Summary	This report provides Members with the current published Cabinet Forward Plan. The Committee is asked to comment on and consider the Cabinet Forward Plan when identifying future areas of scrutiny work.

Officer Contributors	Melissa James, Overview and Scrutiny Officer
Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix – Cabinet Forward Plan of Key Decisions (February 2012 to May 2012)
Reason for urgency / exemption from call-in	N/A

Contact for further information:

Melissa James Overview & Scrutiny Officer, 020 8359 2014, Melissa.james@barnet.gov.uk

1. RECOMMENDATION

- 1.1 That the Committee comment on and consider the Cabinet Forward Plan for the period February 2012 to May 2012 when identifying areas of future scrutiny work.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 None.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees must ensure that the work of Scrutiny is reflective of the Council's priorities.
- 3.2 The three priority outcomes set out in the 2011-13 Corporate Plan are:
- Better services with less money
 - Sharing opportunities, sharing responsibilities
 - A successful London suburb

4. RISK MANAGEMENT ISSUES

- 4.1 None.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of the Committee is to perform the Overview and Scrutiny role in relation to:
- The Council's leadership role in relation to diversity and inclusiveness; and
 - The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 None in the context of this report.

7. LEGAL ISSUES

- 7.1 None in the context of this report.

8. CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview and Scrutiny Committees are contained within Part 2, Article 6 of the Council's Constitution
- 8.2 The Terms of Reference of the Scrutiny Committees are included in the Overview and Scrutiny Procedure Rules (Part 4 of the Council's Constitution).

9. BACKGROUND INFORMATION

- 9.1 Under the current overview and scrutiny arrangements, the Business Management Overview & Scrutiny Committee will ensure that the work of scrutiny is reflective of Council priorities, as evidenced by the Corporate Plan and the programme being followed by the Executive.
- 9.2 The Cabinet Forward Plan will be included on the agenda at each meeting of the Business Management Overview & Scrutiny Committee as a standing item.
- 9.3 The Committee is encouraged to comment on the Forward Plan.
- 9.4 The Committee is asked to consider items contained within the Forward Plan to assist in identifying areas of future scrutiny work, particularly focussing on areas where scrutiny can add value in the decision making process (pre-decision scrutiny).
- 9.5 When identifying items for pre-decision scrutiny, the Committee are requested to provide specific information on the rationale behind the pre-decision scrutiny request and the expected outcome to enable Cabinet Members and officers to prepare appropriately.

10. LIST OF BACKGROUND PAPERS

- 10.1 None

**London Borough of Barnet
Forward Plan of Key Decisions
February 2012**

Contact: Jeremy Williams, Governance Service, 020 8359 2042

Jeremy.williams@barnet.gov.uk

Subject	Decision requested	Cabinet Member/ author	Consultation	Last date for reps	Documents to be considered
Cabinet 20 February 2012					
Business Planning 2011/12 – 2013/14	To agree the Financial and Business Planning process for the period 2012/13 to 2014/15.	Resources & Performance / Leader Andrew Travers	Programme of budget consultation to be carried out		Full report
Governance of Strategic Partnerships	To agree revised Governance arrangements for the concil's strategic partnerships.	Leader / Customer Access & Partnerships Julie Taylor			Full report
Network Management Policy	To agree an approach to managing the council's road network	Environment Neil Richardson			Full report
Cabinet Resources Committee 28 February 2012					
Quarter 3 Monitoring and Performance Report	To seek the Committee's approval of the recommendations and forecast within the report and to approve virements and transfers.	Resources and Performance Maria Christofi			Full report
Treasury Management Outturn for quarter ended 30 December 2011	To receive a report providing an update on treasury management activity.	Resources and Performance John Hooton			Full report
Older Adults Framework Contract and Pricing Strategy	To seek agreement for a market strategy for older persons registered care.	Adults Kate Kennally			Full report
Debt write-off over £5000.00	To seek the approval to write-off debts over £5000.00	Resources and Performance			Full report

		Maria Christofi			
Community Infrastructure Levy	To seek approval of a preliminary draft charging schedule for Barnet	Planning / Resources and Performance Martin Cowie / Lucy Shomali			Full report
NSCSO Business Case and Shortlist report	To seek approval of the Business Case and Shortlist report.	Customer Access and Partnerships Craig Cooper			Full report
West Hendon Regeneration Project – Report on the Masterplan Review for West Hendon	Approval of the recommended approach for the Masterplan.	Leader Lucy Shomali			Full report
Hendon Football Club	To consider the reference back from Business Management Overview & Scrutiny Committee	Resources and Performance Craig Cooper			Full report
Regeneration Projects – contract arrangements	To seek authority for expenditure with respect to independent resident advice for the Grahame Park, Stonegrove and Spur Road and Dollis Valley Regeneration Schemes and with respect to CPO advice on the Stonegrove & Spur Road Regeneration Scheme.	Leader			Full report
Award of contract for Domestic Violence Services	To award a contract	Adults			Full report
Award of Contract – Corporate Buildings Security	To award to contract for the provision of the provision of a security service for corporate buildings.	Resources & Performance Craig Cooper			Full report

Cabinet 4 April 2012

Outcome of consultation on the Local Tenancy Strategy and changes to the secure tenancy agreement	To consider the outcome of the consultation and to authorise any changes to the tenancy agreement.	Housing Pam Wharfe	To consider outcomes of consultation		Full report
Waste Management	Decision on the Council's future collection method for the collection of recyclable, organic and residual waste.	Environment Pam Wharfe			Full report
Review of Housing Allocations Scheme	To review the scheme and agree any changes which are required.	Housing Pam Wharfe			Full report
Events in Parks Policy	To consider the events in parks policy.	Environment Pam Wharfe			Full report
LDF Core Strategy and Development Management Policies DPDs	Adoption of the Core Strategy and Development Management Policies DPDs as part of the Barnet LDF	Planning Lucy Shomali			Full report

Cabinet Resources Committee 4 April 2012

Child and Adolescent Mental Health Services (CAHMS) Tier 4	Agreement of future provision of CAMHS provided to those with the highest support needs	Education, Children & Families TBC			Full report
Decision on Supplier of Self-Service	To consider a decision on supplier of self-service technology.	Resources & Performance /			Full report

Technology		Leader TBC			
There are no meetings scheduled to take place in May 2012.					

AGENDA ITEM: 17 Pages: 164- 167

Meeting	Business Management Overview & Scrutiny Committee
Date	29 February 2012
Subject	Business Management Overview & Scrutiny Committee Forward Work Programme 2011/12
Report of	Scrutiny Office
Summary	This report outlines the Committee's draft work programme for 2011/12

Officer Contributors	Melissa James , Overview & Scrutiny Officer
Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix – Business Management Overview and Scrutiny Committee Work Programme 2011/12
Reason for urgency / exemption from call-in	N/A

Contact for further information: Melissa James, Overview & Scrutiny Officer
020 8359 7034, melissa.james@barnet.gov.uk

1. RECOMMENDATION

- 1.1 That the Committee consider and comment on the items included in the 2011/12 work programme of the Business Management Overview and Scrutiny Committee as set out in the Appendix.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 None.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Overview and Scrutiny Committees must ensure that the work of Scrutiny is reflective of the Council's priorities
- 3.2 The three priority outcomes set out in the 2011-2013 Corporate Plan are: –
- Better services with less money
 - Sharing opportunities, sharing responsibilities
 - A successful London suburb

4. RISK MANAGEMENT ISSUES

- 4.1 None.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 In addition to the Terms of Reference of the Committee, and in so far as relating to matters within its remit, the role of the Committee is to perform the Overview and Scrutiny role in relation to:
- The Council's leadership role in relation to diversity and inclusiveness; and
 - The fulfilment of the Council's duties as employer including recruitment and retention, personnel, pensions and payroll services, staff development, equalities and health and safety.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 None in the context of this report.

7. LEGAL ISSUES

- 7.1 None in the context of this report.

8 CONSTITUTIONAL POWERS

- 8.1 The scope of the Overview and Scrutiny Committees is contained within Part 2, Article 6 of the Council's Constitution.
- 8.2 The Terms of Reference of the Scrutiny Committees are included in the Overview and Scrutiny Procedure Rules (Part 4 of the Council's Constitution).

9. BACKGROUND INFORMATION

- 9.1 The Business Management Overview and Scrutiny Committee's Work Programme 2011/12 indicates:
- a) items of business carried forward from the Business Management Overview and Scrutiny Sub-Committee work programme for the 2010/11 municipal year; and
 - b) items requested by the Committee in the 2011/12 municipal year.
- 9.2 The work programme of this Committee is intended to be a responsive tool, which will be updated on a rolling basis following each meeting, for the inclusion of areas which may arise through the course of the year.
- 9.3 The Committee is empowered to agree its priorities and determine its own schedule of work within the programme.

10. LIST OF BACKGROUND PAPERS

- 10.1 None.

BUSINESS MANAGEMENT OVERVIEW AND SCRUTINY FORWARD WORK PROGRAMME 2011/12

29 FEBRUARY 2012

BUSINESS MANAGEMENT OVERVIEW & SCRUTINY COMMITTEE

ITEMS TO BE CONSIDERED	INFORMATION	REPORT ORIGIN	LINK TO THE CORPORATE PLAN
Call-ins	Committee to consider any call-ins from: - Cabinet, 20 February 2012; and - CRC, 28 February 2012	N/A	<ul style="list-style-type: none"> • Better services with less money • Sharing Opportunities and Sharing Responsibilities • Successful London Suburb
Parking Charges Petition	Committee to receive a petition which has received in excess of 2,000 signatures. Lead Petitioner: Councillor Kath McGuirk. Current online signature count: 3,088 Hard copy signature count: unknown	N/A	
Pedestrian Safety, East Finchley	Committee to receive a petition which has received in excess of 2,000 signatures (subject to submission in	N/A	

	<p>advance of the committee meeting).</p> <p>Lead Petitioner: Michelle Imber</p> <p>Current online signature count: 142 Hard copy signature count in excess of 2,000</p>		
Regeneration Review	Committee to consider Regeneration Review (including consultant's recommendations and action plan) scheduled to go to CRC on 28/02/12.	<p>Requested by Committee</p> <p>Report from Deputy Chief Executive's Service</p>	
Early Intervention and Prevention Services (Children) Task and Finish Group	Committee to receive final report of the Early Intervention and Prevention Services TFG before onward referral to Cabinet.	<p>Requested by Committee</p> <p>Report from Scrutiny Office</p>	
Health and Social Care Integration Task and Finish Group	Committee to receive final report of the Health and Social Care Integration TFG before onward referral to Cabinet and/or Health and Well Being Board.	<p>Requested by Director of Adult Social Care and Health</p> <p>Report from Adult Social Care and Health / Scrutiny Office</p>	

Carbon Footprint Task and Finish Group	Committee to receive final report of the Carbon Footprint TFG before onward referral to Cabinet.	Requested by Committee Report from Scrutiny Office	
Contract Monitoring and Community Benefit Task and Finish Group	Committee to receive final report of the Contract Monitoring and Community Benefit TFG before onward referral to Cabinet.	Requested by Committee Report from Scrutiny Office	
Task and Finish Group / Scrutiny Panel Update	Committee to receive updates on the following TFGs/OSPs: - Remodelling Older Peoples Housing with Support; - Council's Response to Cold Weather; - Housing Allocations; - Domestic Violence	Requested by Committee Report from Scrutiny Office	
Cabinet Forward Plan	Standing item	Requested by Committee Report from Scrutiny Office	
Business Management OSC Work Programme	Standing item	Requested by Committee Report from Scrutiny Office	

18 APRIL 2012

BUSINESS MANAGEMENT OVERVIEW & SCRUTINY COMMITTEE

ITEMS TO BE CONSIDERED	INFORMATION	REPORT ORIGIN	LINK TO THE CORPORATE PLAN
Annual Review	Constitutional requirement for Committee to review O&S Procedure Rules and working arrangements and make recommendations to SCCR	Requested by N/A Report from Scrutiny Office	<ul style="list-style-type: none"> • Better services with less money • Sharing Opportunities and Sharing Responsibilities • Successful London Suburb
Edgware Town Centre Strategy	Committee to consider the draft Edgware Town Centre Strategy.	Requested by Committee Report from Scrutiny Office	
Website Transformation	Committee to receive a report on the Website Transformation Project, in accordance with recommendation made by External Auditors	Requested by Committee Report from Assistant Chief Executive's Service	
Housing Allocations Scheme – Six Month Review	In considering an update on the implementation of TFG / OSP recommendations, the Committee requested an update to the 16 November 2011 meeting on the Housing Allocations OSP	Requested by Committee Report from Planning, Housing and Regeneration	

ITEMS TO BE ALLOCATED

BUSINESS MANAGEMENT OVERVIEW & SCRUTINY COMMITTEE

ITEMS TO BE CONSIDERED	INFORMATION	REPORT ORIGIN	LINK TO THE CORPORATE PLAN
Task and Finish Group / Scrutiny Panels – Recommendation Tracking	Ongoing monitoring of implementation of recommendations (accepted by Cabinet only) at six-monthly intervals.	Requested by Committee Report from Scrutiny Office (with contributions from relevant directorates)	<ul style="list-style-type: none"> • Better services with less money • Sharing Opportunities and Sharing Responsibilities • Successful London Suburb
Task and Finish Group / Scrutiny Panel Update	Standing item	Requested by Committee Report from Scrutiny Office	
Cabinet Forward Plan	Standing item	Requested by Committee Report from Scrutiny Office	
Business Management OSC Work Programme	Standing item	Requested by Committee Report from Scrutiny Office	

***Please note that the Business Management Overview and Scrutiny Committee's Forward Work Programme 2011/12 is an evolving document which is dependent on the work of Task and Finish Groups, Scrutiny Panels and any other business within the remit of this Committee.**

FUTURE MEETING DATES
18 APRIL 2012