



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

TELEPHONE: 020 8464 3333

CONTACT: Helen Long
helen.long@bromley.gov.uk

DIRECT LINE: 020 8313 4595

FAX: 020 8290 0608

DATE: 11 June 2012

To: Members of the
CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Councillor Judi Ellis (Chairman)
Councillor Catherine Rideout (Vice-Chairman)
Councillors Reg Adams, Ruth Bennett, Roger Charsley, John Getgood,
David Jefferys, Mrs Anne Manning and Charles Rideout

Non-Voting Co-opted Members

1 x Bromley Federation of Housing Associations Representative (vacancy)
Brebner Anderson, Disability Voice Bromley
Peter Buckland, Bromley LINK
Angela Clayton-Turner, Bromley Mental Health Forum
Brian James, Learning Disability and Looked After Children Representative
Leslie Marks, Bromley Council on Ageing
Lynne Powrie, Carers Bromley

A meeting of the Care Services Policy Development and Scrutiny Committee will be held at on **TUESDAY 19 JUNE 2012 AT 7.00 PM**

MARK BOWEN
Director of Resources

Copies of the documents referred to below can be obtained from
www.bromley.gov.uk/meetings

A G E N D A

PART 1 AGENDA

Note for Members: Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

STANDARD ITEMS

- 1 CO-OPTIONS TO THE CS PDS COMMITTEE 2012/13 AND APPOINTMENT OF THE HEALTH SCRUTINY SUB-COMMITTEE AND THE ACCOMMODATION WITH CARE FOR OLDER PEOPLE REFERENCE GROUP (Pages 5 - 8)**
- 2 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**

3 DECLARATIONS OF INTEREST

4 MINUTES OF THE MEETING OF ADULT AND COMMUNITY PDS COMMITTEE MEETING HELD ON 10TH APRIL 2012 (Pages 9 - 20)

5 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on 13th June 2012.

6 QUESTIONS TO THE CARE SERVICES PORTFOLIO HOLDER FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to the Portfolio Holder must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on 13th June 2012.

7 WORK PROGRAMME AND MATTERS ARISING 2012/13 (Pages 21 - 28)

HOLDING THE PORTFOLIO HOLDER TO ACCOUNT

8 PORTFOLIO HOLDER DECISIONS TAKEN SINCE THE LAST MEETING (Pages 29 - 34)

9 PRE-DECISION SCRUTINY OF CARE SERVICES PORTFOLIO REPORTS

The Care Services Portfolio Holder to present scheduled reports for pre-decision scrutiny on matters where he is minded to make decisions.

a CARE SERVICES PORTFOLIO PRIORITIES 2012/13 (DRAFT) (Pages 35 - 38)

b ORPINGTON HEALTH SERVICES CONSULTATION (Pages 39 - 64)

c UPDATE ON GATEWAY REVIEW: SPECIALIST INFORMATION ADVICE AND GUIDANCE SERVICES (Pages 65 - 72)

d CARE HOME RESPITE FOR OLDER PEOPLE - CONTRACT AWARD AND NEXT STEPS (PART 1) (Pages 73 - 78)

e RESIDENTIAL AND NURSING CARE HOME CONTRACTS FOR OLDER PEOPLE - GATEWAY REVIEW (Pages 79 - 86)

f PROPOSED CHANGES TO THE DISABLED FACILITIES GRANTS (DFG) POLICY (Pages 87 - 90)

- g PROPOSAL TO CO-LOCATE THE POLICE PUBLIC PROTECTION UNIT WITHIN THE LONDON BOROUGH OF BROMLEY CHILDREN'S SOCIAL CARE MULTI-AGENCY SUPPORT HUB (Pages 91 - 96)**
- h RESPITE AT HOME CONTRACTS (Pages 97 - 100)**
- i REVISED PAYMENT STRUCTURE FOR FOSTER CARER ALLOWANCES (Pages 101 - 108)**

10 QUESTIONS ON THE CARE SERVICES PDS INFORMATION BRIEFING

The briefing comprises:

- Tackling Troubled Families Progress Report
- Draft Children's Strategy for 2012-15
- Performance Monitoring 4th Quarter 2011/12

Members and Co-opted Members have been provided with advance copies of the briefing via email. The briefing is also available on the Council's website at the following link:

<http://cbs.bromley.gov.uk/ieListMeetings.aspx?CId=559&Year=2012>

Printed copies of the briefing are available on request by contacting the Democratic Services Officer.

POLICY DEVELOPMENT AND OTHER ITEMS

11 ANNUAL COMPLAINTS REPORT 2011/12

To Follow

12 HOUSING AND RESIDENTIAL SERVICES: 2011/12 ANNUAL REPORT INCLUDING Q1 UPDATE ON THE HOUSING REGISTER CURRENT TEMPORARY ACCOMMODATION POSITION (Pages 109 - 130)

13 FINAL OUTTURN REPORT 2011/12 (Pages 131 - 146)

14 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006 AND THE FREEDOM OF INFORMATION ACT 2000

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

Items of Business

Schedule 12A Description

15 LEARNING DISABILITY CARE AND SUPPORT SERVICE CONTRACT AWARDS (Pages 147 - 152)

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

- 16 CARE HOME RESPITE FOR OLDER PEOPLE - CONTRACT AWARD AND NEXT STEPS (PART 2)** (Pages 153 - 158)

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

- 17 AWARD OF FRAMEWORK CONTRACT FOR DOMICILIARY CARE AND SPECIALIST DEMENTIA CARE SERVICES.** (Pages 159 - 174)

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

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Report No.
RES12087

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services PDS Committee

Date: 19th June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **CO-OPTIONS TO THE CS PDS COMMITTEE 2012/13 AND APPOINTMENT OF HEALTH SCRUTINY SUB-COMMITTEE AND ACCOMMODATION WITH CARE FOR OLDER PEOPLE REFERENCE GROUP**

Contact Officer: Helen Long, Democratic Services Officer
Tel: 020 8313 4595 E-mail: helen.long@bromley.gov.uk

Chief Officer: Mark Bowen, Director of Resources

Ward: N/A

1. Reason for report

Members are asked to confirm Co-opted Membership appointments to the Care Services PDS Committee for 2012/13. Any variance to co-opted memberships will be given at the meeting. Members are also requested to confirm the Membership of the Health Scrutiny Sub-Committee and the Accommodation with Care Reference Group.

2. **RECOMMENDATION(S)**

2.1 That the following non-voting appointments be made to the Care Services PDS Committee for 2012/13:

- **Brebner Anderson, Disability Voice Bromley**
- **Peter Buckland, Bromley LINK**
- **Angela Clayton-Turner, Bromley Mental Health Forum**
- **Brian James, Learning Disability Representative (alternate Vivienne Lester)**
- **Leslie Marks, Bromley Council on Ageing (alternate Maureen Falloon)**
- **Lynne Powrie, Carers Bromley (alternate Maureen Falloon)**
- **(Bromley Federation of Housing Associations representative)**

2.2 That the membership of the Health Scrutiny Sub-Committee Membership is confirmed: the same membership as the Policy Development and Scrutiny Committee plus additional representation from Bromley LINK and older people.

2.3 The Accommodation with Care for Older People Reference Group be re-appointed (membership as set out in paragraph 3.4.)

Corporate Policy

1. Policy Status: Existing Policy: Co-opted Membership at relevant PDS Committees is encouraged given the added value that Co-opted Membership can bring to a PDS Committee's work
 2. BBB Priority: Supporting independence
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Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £344,054
 5. Source of funding: Existing 2012/13 budget
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Staff

1. Number of staff (current and additional): There are 8 posts (7.22 fte) in the Democratic Services Team.
 2. If from existing staff resources, number of staff hours: Not Applicable
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Legal

1. Legal Requirement: No statutory requirement
 2. Call-in: Not Applicable: This report does not involve an executive decision.
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Not Applicable
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

- 3.1 The former Adult and Community PDS Committee appointed a number of co-opted members (some with alternates) to allow representation from key groups in the community, and it is recommended that this continues with the new Committee. Co-opted Members bring their own area of interest and expertise to the work of a PDS Committee and broaden the spectrum of involvement in the scrutiny process. Co-opted Members often represent the interests of key groups within a Portfolio and co-option to a Committee can ensure that their views are taken into account.
- 3.2 There is currently a vacancy for a co-opted member representing the Bromley Federation of Housing Associations as the previous co-opted member, Babul Ali, has resigned. Enquiries have been made regarding a replacement and a verbal update will be given at the meeting.
- 3.3 At the meeting of the Adult and Community Services Policy Development and Scrutiny Committee on 14th June 2011 (Minute 16) it was agreed that a Health Scrutiny Sub-Committee be established with the same membership as the PDS Committee, plus additional representation for Bromley LINK and Older People, to meet on a bi-annual basis to review health scrutiny issues.
- 3.4 In 2007 the Adult and Community PDS Committee was asked to include the care home redevelopment proposals in its work programme and to include residents' representatives on a Care Homes Reference Group. This group is now called the Accommodation with Care for Older People Reference Group. It is recommended that the Reference Group is re-appointed with the following membership -

Councillor Charles Rideout
Councillor Ruth Bennett
Barbara Campedelli – representing Carers
Ray Clay – Representing Experts by Experience
Angela Clayton-Turner – representing Bromley Mental Health Forum
Ken Keepen – Representing Extra Care Housing Tenants
Leslie Marks – Representing Bromley Council on Ageing
Marion Purll – Representing Carers

(Councillor Diane Smith, Executive Assistant for Care Services, also attends the Reference Group.)

Non-Applicable Sections:	Policy Implications, Financial Implications, Legal Implications, Personnel Implications
Background Documents: (Access via Contact Officer)	Not Applicable

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ADULT AND COMMUNITY POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Minutes of the meeting held at 7.00 pm on 10 April 2012

Present:

Councillor Judi Ellis (Chairman)
Councillor Roger Charsley (Vice-Chairman)
Councillors Peter Fookes, Julian Grainger,
William Huntington-Thresher, Tom Papworth,
Catherine Rideout and Charles Rideout

Brebner Anderson, Peter Buckland, Angela Clayton-
Turner, Maureen Falloon and Lynne Powrie

Also Present:

Councillor Robert Evans

105 APOLOGIES FOR ABSENCE AND NOTIFICATION OF ALTERNATE MEMBERS

Apologies were received from Brian James and Leslie Marks, who was replaced by Maureen Falloon. (Note: Councillor Ruth Bennett had also sent her apologies, but these had not been passed on to the clerk to report at the meeting.)

106 DECLARATIONS OF INTEREST

Councillor Peter Fookes declared that he was a Trustee of Age Concern Penge and Anerley. Councillor Judi Ellis declared that her father was resident in a care home in Bromley. Councillor William Huntington-Thresher declared that he was the Council's representative on the London Regional Scrutiny Panel of Affinity Sutton.

107 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

Two questions were received from Susan Sulis of the Community Care Protection Group - attached at Appendix 1.

108 QUESTIONS TO THE ADULT AND COMMUNITY PORTFOLIO HOLDER FROM MEMBERS OF THE PUBLIC AND COUNCILLORS ATTENDING THE MEETING

No questions had been received.

**109 MINUTES OF THE MEETING OF ADULT AND
COMMUNITY PDS COMMITTEE MEETING HELD ON
26 JANUARY 2012**

RESOLVED that the minutes from the meeting held on 26th January 2012 be agreed, subject to the addition of Councillor Robert Evans as present at the meeting.

**110 WORK PROGRAMME AND MATTERS ARISING
2011/12**
RES12067

The Committee considered progress on matters arising from previous meetings. Members noted that although the shaded background was not necessary the format was much improved.

RESOLVED that progress on matters arising be noted.

**111 PORTFOLIO HOLDER DECISIONS TAKEN SINCE THE
LAST MEETING**

The Committee noted the decisions taken by the Portfolio Holder since the last meeting held on 26th January 2012.

**112 PRE-DECISION SCRUTINY OF ADULT AND
COMMUNITY PORTFOLIO REPORTS**

A) UPDATE ON PROPOSED PROPERTY PURCHASE INITIATIVE
Report ACS12015

The Portfolio Holder introduced a report setting out progress made on the development of a property purchase initiative which aimed to deliver additional temporary accommodation in the Borough from existing resources, providing a cheaper alternative to bed and breakfast provision. One of the initiatives that had been covered in a previous report involved Registered Social Landlords (RSLs) purchasing properties for which the Council would have nomination rights. Orchard and Shipman had come forward with such a scheme, with an investor who would make the purchase while requiring them to enter into a 35 year deal. Orchard and Shipman would in turn negotiate a 20-25 year nomination agreement with the Council.

Members questioned whether such long-term undertakings were appropriate, but with demand for accommodation continuing to outstrip supply, the number of properties proposed to be purchased only representing a small proportion of the total temporary accommodation used by the Council over each of the last 20 years (minimum), that other Bromley households could be nominated to the stock if there ever was a shortage of those to whom the Council had a statutory duty and because bed and breakfast accommodation was considerably more expensive, there was no risk to the Council in the length of

the agreement. It was confirmed that the word “and” was missing in error from paragraph 3.5 of the report, between the words “tenants” and “will be liable” – it was Orchard and Shipman who would have responsibility for rent income, arrears and voids.

RESOLVED that the Portfolio Holder be recommended to agree the proposal to work with Orchard & Shipman.

B) HOMELESSNESS STRATEGY 2012 - 17
Report ACS12020

The report set out the Council’s updated Homelessness Strategy for 2012-2017, covering how the Council, in partnership with stakeholders, would work to tackle and prevent homelessness in the Borough, identifying current and future trends together with emerging issues in order to determine priorities and areas for development over the next 5 years.

The Committee raised a number of questions which resulted in suggested amendments for the final document, in particular about the possibilities for re-settling people in other areas, strengthening the references to the shortage of properties for larger families and reviewing the wording about average property prices and incomes in Bromley.

RESOLVED that the Portfolio Holder be recommended to approve the final draft of the Homelessness Strategy for 2012-2017, subject to the following amendments –

- **Adding a paragraph on relocation to other areas.**
- **Strengthening the wording about the shortage of 4/5 bedroom homes in Section 2.8 Overcrowding.**
- **Clarifying the wording in the paragraph in Section 1.3 concerning average property prices and incomes in the borough.**

C) PROPOSED CHANGES TO FUNDING FOR EMPTY PROPERTY GRANTS AND LOANS AND NOMINATION PERIODS
Report ACS12024

The report set out proposals to amend the levels of grant and loan funding available to owners of empty properties and to link them to variable nomination periods and to property size. Over time, the levels of grant had become less attractive to owners, and they had expressed a number of concerns about a variety of perceived barriers to using the scheme. With increased numbers of people in bed and breakfast accommodation it was proposed to make the offer more attractive again. The scheme was supported from sub-regional funds, but loan repayments could be recycled by the Council to produce an on-going supply of properties. It was confirmed that as well as these incentives the Council was able to use Empty Dwelling Management Orders to bring empty properties back into use.

RESOLVED that the Portfolio Holder be recommended to approve the change in funding arrangements for empty property grants and loans, and the proposal to link these to the size of the property and the period of nominations as set out in appendix 1 to the report.

D) TAXICARD 2012/13 BUDGET

Report ACS12014

The Committee considered a report setting out the proposed 2012/13 Bromley Taxicard Budget and providing an update on scheme improvements coming into effect from 1st April 2012. These included an increased proportion of Taxicard trips using Private Hire Vehicles from 12% to 20%, the ability for Taxicard Holders to book Taxicard trips from licensed PHV officers, a reduction of the 'run in' maximum of £2.40 to £0.00, and a reduction to the cost to the Borough of cancelled journeys. It was also proposed that post-Olympic Games, a fixed cost would be introduced for black taxi journeys over 3 miles to establish the cost prior to undertaking a longer journey.

It was noted that there was no taxicard user group in Bromley, but Brebner Anderson offered to raise the possibility with the Forum.

The Committee recorded their best wishes to Silvio Giannotta, who was leaving the Council to take up a new job.

RESOLVED that the Portfolio Holder be recommended to agree:

- 1) the proposed 2012/13 Bromley Taxicard Budget; and,**
- 2) the proposal to allow rollover of any unused trips, as set out in paragraph 5.3 of the report.**

E) ADMISSIONS AVOIDANCE SERVICE

Report ACS12017

The report proposed that funding be withdrawn from the Admissions Avoidance service. This service was jointly funded by the Council and the Primary Care Trust with the business case for the service built on the savings made in hospital tariffs and the risk and benefits of funding the service shared by the two organisations. Although activity levels for the service in 2011/12 had resulted in avoided admissions (and therefore notional reductions in cost), the Primary Care Trust had experienced an overall increased spend on emergency acute activity this year and was not in a position to reimburse any funding to the Council.

The Committee regretted the impact on the staff involved, but agreed that as the proposed savings could not be achieved the funding would have to be withdrawn.

RESOLVED that

(1) The proposal to withdraw funding from the Admissions Avoidance Service and the consultation with staff and their representatives which commenced on 23rd March 2012 be noted.

(2) Subject to the outcome of the consultation, the Portfolio Holder be recommended to agree to withdraw funding from the service with the human resources implications being agreed in consultation with the Chief Executive.

113 BUDGET MONITORING 2011/12
Report ACS12019

The Committee considered the budget monitoring position for 2011/12 based on activity up to the end of January 2012, which forecasted an underspend of £780,000. Officers reported that although these budgets continued to be very volatile, they were continuing to drive down costs and the latest projection was for an underspend in the region of up to £1m. A Member queried the number of contract waivers approved, but officers confirmed that there were tight controls and the Portfolio Holder added that he was informed of details of waivers. He also wished to record his appreciation for the work of Lesley Moore and other officers in controlling the budget, and this was endorsed by the Committee.

RESOLVED that

(1) The projected underspend of £780,000, based on information as at January 2012, and the funding received from health as outlined in section 6 of the report, be noted;

(2) The Portfolio Holder be recommended to -

(a) note the receipt of funding of £147,000 from the Department for Communities and Local Government for Preventing Repossessions, and request that Executive approve the draw down of the grant, which will be carried forward and spent in 2012/13; and

(b) note that following a successful bid, £85,000 had been received from the Department of Health from the Warmer Homes Healthy People Fund, and request that the Executive approve the draw down of this funding.

**114 END OF YEAR ADULT AND COMMUNITY PORTFOLIO
PLAN PERFORMANCE REPORT 2011/12 INCLUDING
DRAFT PORTFOLIO PLAN PRIORITIES 2012 - 13**
Report ACS12016

The Committee considered progress made against the Adult and Community Portfolio Priorities 2011/12 and the draft Portfolio Plan Priorities for 2012/13. Members commented on the following sections as follows –

- Aim 1a2 (Mylife web portal): It was suggested that the target needed to change to focus more on ensuring that the impact on staff lessened.
- Aim 1a5 (Accessibility of universal services): It was suggested that the updates about employment were only one aspect of this target and it should probably not be flagged as green.
- Aim 1b2 (Review of respite care): It was suggested that the work was still ongoing and that the target should be amber or red.
- Aim 1c1 (Personal budgets): It was suggested that service users needed not just to be offered personal budgets, but to understand how they could be used – the Portfolio Holder proposed that for the coming year the target should be amended to focus on the user having control.
- Aim 1d1 (Dementia daycare): It was confirmed that there was no waiting list for dementia daycare services.
- Aim 1g2 (Job carving): It was confirmed that job carving was still being supported.
- Aim 2a1 (Reducing health inequalities): A Member suggested that the focus should be on improving standards rather than reducing health inequalities.
- Aim 3a1 (Carer's assessments): It was clarified that changes had been made to the compulsory fields required on the system to ensure better recording of assessments.
- Aim 3b1 (Travel Training): Feedback from the travel training for people with learning disabilities was extremely positive, and steps were being taken to find funding for a new programme.
- Outcome 1: 3. (Proportion of adults with learning disabilities in paid employment): It was suggested that the description should be amended to clarify that it did not necessarily refer to full time employment.
- Outcome 4: 2. (Safeguarding Adults): A Member commented that, on the target for percentage of safeguarding cases completed within 40 days of acceptance of a referral, a percentage alone could not be an adequate measure. However, this was a pan-London policy and was monitored for a statutory return to the Government.
- A Member commented that there was a lack of hard numerical targets in the report.

The Chairman thanked officers for providing a useful report which provided both statistical and qualitative feedback, and emphasised the importance of working together to achieve the right outcomes.

RESOLVED that:

- 1) Progress made against the actions in the 2011/12 Portfolio Plan be noted; and**
- 2) Members comments on the draft Portfolio Plan priorities and aims for 2012/13 be noted.**

**115 PERSONAL BUDGETS AND CONTRIBUTIONS
POLICY UPDATE - IMPACT OF DAY CENTRE
CHARGES**

Report ACS12021

The Committee considered an update on the 2011-12 revised Personal Budgets and Contributions Policy which introduced for the first time a charge for attending a day centre. Members also considered an overview of the impact of introducing these charges on service users, family carers, day centre providers and the income targets for the Department. The report contained details of the levels of contribution, feedback from service users and their carers, feedback from providers and partners, complaints and appeals.

Although service users had been concerned about the introduction of charges, the impact of the changes had not been as substantial as expected and most were still attending and paying towards the cost of the service. A sample of 126 users no longer attending found that only 7 (6%) gave the introduction of charges as the reason – over 60% were due to admission to long term care, deteriorating health or death. Officers reported that 867 people were using 1,244 places out of a total of 1,500 places available each week, so there was some capacity to refer additional users without increasing costs and the service would continue to be promoted.

The Committee agreed that there were positive aspects to the changes and opportunities to meet changing demands and for users to receive a better service. In particular it was important that services were geared towards the needs of users and carers rather than focussed on transport.

Maureen Falloon offered to email invitations to visit a day centre to Members and Peter Buckland added that the LINK were seeking permission to carry out visits.

RESOLVED that the report and in particular the contribution that these charges made towards overall income targets be noted.

116 SCRUTINY OF A BUDGET AREA - MENTAL HEALTH
Report ACS12018

The Committee considered an outline of the services funded through the mental health budgets in Adult and Community Services. The budget for these services was over £5.1m, with 34 fte Council staff (1 fte strategic commissioner, jointly funded by Bromley PCT, and 33 fte social care staff, two funded by Oxleas and the remainder by the Council) seconded to Oxleas under a Section 75 agreement.

Members discussed the report and raised the following matters in particular -

- There was concern about support for people who wished to reduce their dependence on medication, and a member questioned whether GPs always had the specialist knowledge to support these patients. It was confirmed that programmes were available through primary care.
- A Member asked about delays to access cognitive behaviour therapies – officers offered to supply further information and the Chairman suggested that the Health Scrutiny Committee could look at this issue.
- It was suggested that the figures presented about the numbers of people requiring services needed to be broken down to distinguish between mild and moderate mental health problems and those with serious and enduring mental ill health.
- A Member suggested that employers needed to be provided with information in order to better understand the needs of employees with mental ill health. It was confirmed that there were a range of activities which included working with employers and changing attitudes to mental health.
- Lynn Powrie commented that caring for someone with mental health problems could be very difficult, and the drive to support people in their homes rather than in residential provision had an impact on carers. Officers confirmed that they always tried to work in partnership with carers, and that usually this was appreciated.
- The Chairman commented that it was important to work with other services and partners and in particular with schools. Officers responded that this was being done, although the report did not cover this as it focussed on the budget for this area. The revised Mental Wellbeing Strategy would include a wider reflection of the services being provided. The Strategy was currently out for consultation and a further draft was expected in May; the chairman suggested that this should be included in the Committee's future work programme.

RESOLVED that the report be noted and in particular the continued shift from residential to flexible support to enable people to remain independent and to deliver budget savings of £700k since 2008/09.

117 CHAIRMAN'S ANNUAL REPORT

The Committee considered the draft annual Adult and Community PDS Committee report to Council, which provided an outline of the work undertaken by the Committee in 2011/12. The Chairman reported that she intended to add references to the work of the Adult Safeguarding Board and the Accommodation with Care for Older People Reference Group.

RESOLVED that the draft report be noted.

118 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006 AND THE FREEDOM OF INFORMATION ACT 2000

RESOLVED that the Press and public be excluded during consideration of the items of business listed below as it was likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

119 EXEMPT MINUTES OF THE ADULT AND COMMUNITY PDS COMMITTEE MEETING HELD ON 26 JANUARY 2012

RESOLVED that the exempt minutes of the meeting held on 26th January 2012 be confirmed, subject to the amendment of "November 2011" in the resolution of minute 102/1 to read "November 2013."

120 EXEMPT PORTFOLIO HOLDER DECISIONS TAKEN SINCE THE LAST MEETING

The Committee noted the exempt decisions taken by the Portfolio Holder since the last meeting held on 26th January 2012.

121 CLOSING REMARKS

Angela Clayton -Turner informed the Committee that she would be part of a group set up as part of the Prime Minister's dementia challenge initiative to work towards the creation of dementia-friendly communities, and she hoped that Bromley could be included in the first 25 pilot communities.

The Chairman thanked everyone present for their work over the course of the 2011/12 Council year.

The Meeting ended at 9.50 pm

PUBLIC QUESTIONS

QUESTIONS FROM MRS SUSAN SULIS, SECRETARY, COMMUNITY CARE PROTECTION GROUP

1. THE IMPACT OF THE REMOVAL OF THE 'ADMISSIONS AVOIDANCE SERVICE' ON THE PROPOSED CUTS IN INTERMEDIATE CARE BEDS FROM 62 TO 42.(Ref. Reports ACS12017 and ACS 10066)

In the 2.11.2010 Report, the reduction in IC Beds was predicated on the creation of a new 'Admissions Avoidance Service'.

- (a) Why is there no mention or examination of the impact on the IC Service in today's report?

Reply

Not all patients who are discharged from hospital require an intermediate care bed. Although fewer people going into hospital can mean a reduction in the need for intermediate care beds following discharge, there are other factors which contribute to the reduced requirement for bed based intermediate care, including the introduction of the re-ablement service. The reduction in occupancy of the intermediate care beds predates the introduction of the Admissions Avoidance service.

- (b) Why are the Impact Assessments (p.3.7) not listed as background documents for scrutiny?

Reply

This was an oversight; the impact assessment will be published as part of the minutes of this meeting.

2. LONDON BOROUGH OF BROMLEY AND BROMLEY NHS INTERMEDIATE CARE CONSULTATION 2ND FEB – 26 APRIL 2012.

This consultation exercise has not been accessible to the digitally excluded, and has thus discriminated against those most likely to need an Intermediate Care Bed – the elderly and deprived.

- (a) As of 1st April, how many responses have been received?
- (b) Of these, how many are from (i) Organisations, and (ii) Individuals?

Reply

Response provided by NHS Bromley:

Planning for this engagement work has intentionally targeted those who may be directly affected by any proposals to ensure that their views are understood and hard copy information has been made available to a targeted audience. The current engagement work with regard to intermediate care services is focussed on those it affects most - an example being making direct contact with prior users of the services. This approach should directly address any potential concerns in regard to digital exclusion or discrimination.

Engagement about intermediate care services as they interface with the Orpington Health Services Project has been ongoing and widely publicised in local media and using traditional print distribution methods. This covered the whole of Bromley as the catchment of the Hospital. However, intermediate care engagement has also been treated as an additional separate exercise, as the service is jointly commissioned with the London Borough of Bromley.

In recognition that some users of the service may find it challenging to engage with the process and in order to remedy this NHS Bromley are working in partnership with 'Advocacy For All', an advocacy service that will act on behalf of anyone who wishes to respond. This has been promoted on all documentation.

Our intention is not to produce large volume responses at this point in time, but to ensure that we engage effectively with the small percentage of the population who have used or may use these services.

The current engagement work that is being undertaken on Bromley's Intermediate Care service is pre-consultation work which will inform any final proposals. It has recently been determined that the Orpington services including the intermediate care beds will form part of a formal consultation under Section 244 of the NHS Act 2006. When the initial intermediate care consultation documentation was published it was not yet decided if this section would apply.

Intermediate care will therefore be included within a three month public consultation as part of the Orpington Health Services Project in the summer once authorisation has been given from NHS London. Plans are currently developing for this consultation, which will be subject to an equalities impact assessment. A draft equalities impact assessment has already been published for the Orpington project and intermediate care services development. It is also intended to engage with the Bromley Compact group to ensure that the consultation is Compact compliant.

The aim of our current engagement work is to develop proposals to the next stage, taking the views of service users, carers and interested stakeholders into account. To do this, we have taken the view that it is most effective to

engage with those directly affected by changes and those who have previously received the service, rather than taking a 'broadcast' approach. We have done this in the following ways:

- Contacted all members of Bromley LINK, asking them to comment on the proposals in the engagement document*
- Invited voluntary sector groups registered with Community Links Bromley to comment on proposals in the engagement document*
- Met with Bromley Council on Ageing (an umbrella body for voluntary sector groups that represents the interests of older people)*
- The service provider, Bromley Healthcare is contacting previous service users on the commissioner's behalf to seek direct feedback on their experiences of the current service.*
- Proposals were also discussed at the Older People's Partnership Group on 11 January 2012*

In all cases, hard copies of the proposals were provided, with the offer of additional copies on request.

For the intermediate care engagement in isolation we have received four responses to date, two from organisations and two from individuals. We have also received verbal feedback from Bromley Council on Ageing. Preparations for distribution to previous patients mean these have only recently been contacted and we are not expecting to receive their feedback for several weeks. However we will ensure we incorporate all responses when they arrive which would be well in advance of our next consultation phase.

Agenda Item 7

Report No.
RES12109

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee

Date: 19th June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **CARE SERVICES PDS WORK PROGRAMME 2012/2013 AND MATTERS ARISING**

Contact Officer: Helen Long, Democratic Services Officer
Tel: 020 8313 4595 E-mail: helen.long@bromley.gov.uk

Chief Officer: Mark Bowen, Director of Resources

Ward: N/A

1. Reason for report

1.1 Members are asked to review the Committee's work programme for 2012/13 and to consider progress on matters arising from previous meetings of the Committee.

2. **RECOMMENDATION(S)**

2.1 The Committee is asked to consider its work programme and matters arising and indicate any changes that it wishes to make.

Corporate Policy

1. Policy Status: Existing policy. As part of the Excellent Council stream within Building a Better Bromley, PDS Committees should plan and prioritise their workload to achieve the most effective outcomes.
 2. BBB Priority: Excellent Council.
-

Financial

1. Cost of proposal: No cost
 2. Ongoing costs: N/A.
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £344,054
 5. Source of funding: Existing 2011/2012 budgets
-

Staff

1. Number of staff (current and additional): There are 10 posts (9.22 fte) in the Democratic Services Team .
 2. If from existing staff resources, number of staff hours: Maintaining the Committee's work programme takes less than an hour per meeting.
-

Legal

1. Legal Requirement: No statutory requirement or Government guidance.
 2. Call-in: Call-in is not applicable. This report does not involve an executive decision
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for Members of this Committee to use in controlling their on-going work.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 The report format has changed. Both the Work programme and the Matters Arising from previous meetings reports have been amalgamated into one report. The changes are intended to make the report easier for members rather than having 2 separate reports. In addition the Work Programme now includes the dates of any partnership groups and sub committees.
- 3.2 The Committee's matters arising table is attached at **Appendix 1** this report updates Members on recommendations from previous meetings which continue to be "live". Currently there are 2 items both of which are included on the work programme.
- 3.3 The draft 2012/13 Work Programme is attached as **Appendix 2**. It reflects a couple of areas that were rescheduled from 2011/12. Other reports may come into the programme or there may be references from other Committees, the Portfolio Holder or the Executive.
- 3.2 The Committee is asked at each meeting to consider its Work Programme and review its workload in accordance with the process outlined at Section 7 of the Scrutiny Toolkit. All PDS Committees are also recommended to monitor the Council's Forward Plan of Key Decisions for their portfolios and to use it for identifying issues for consideration in advance of executive decisions being made. The Forward Plan issued on 1st April 2012 includes key decisions related to the Care Services Portfolio and the next Forward Plan will be published on 1st August 2012.
- 3.3 In approving the work programme Members will need to be satisfied that priority issues are being addressed; that there is an appropriate balance between the Committee's key roles of (i) holding the Executive to account, (ii) policy development and review, and (iii) external scrutiny of local health services; and that the programme is realistic in terms of Member time and officer support capacity.

Non-Applicable Sections:	Policy/Financial/Legal/Personnel
Background Documents: (Access via Contact Officer)	Previous work programme reports

Matters Arising 2011/12 progress summary

PDS Minute number/ title	Committee Request	Update	Completion Date
27 (B) July 2011 Provision of equipment and talking books for the visually impaired	Review the impact of the changes – Summer 2012	Added to the Care Services PDS work programme – September 2012	
24th January 2012 That the outcomes from Ofsted's Thematic Inspection of Safeguarding and Disabled Children undertaken in March 2012 be reported to the Committee.	A report would be presented to a future meeting of the Committee.	Added to both the Education and Care Services PDS work programmes – September 2012	

**CARE SERVICES PDS COMMITTEE
FORWARD PROGRAMME FOR MEETINGS 2012/13**

HSCH - 25th June 2012 (9.30am)		
Health Scrutiny Sub Committee – 11th July 2012		
Title	Report Author	Notes
Orpington Hospital & Health Intermediate Care Beds Update	NHS Bromley	
London Ambulance Service update on waiting times	LAS	
NHS Quality, Innovation, Productivity & Prevention (QIPP) Programme Update	NHS Bromley	
Healthwatch Arrangements	AD CP	
Health and Wellbeing Board – 19th July 2012 (12.30pm)		
Care Services PDS – 4th September 2012		
Bromley Safeguarding Adults Board Annual Report 2011/12	AD SS	
Tenancy Strategy	AD CS	Moved from June
Impact of changes to visual impairment equipment & talking books	AD CP	PDS request
Review of respite care (non bed based)	AD CP	PDS request 17/09/12
Transition Strategy for young people with a disability	AD CP	PDS request
Budget Monitoring	DDF	
Capital Programme	DDF	
Supported Living Services for People with Learning Disabilities - Award of Contract	AD CP	
Annual Update Report on Bromley Youth Offending Team Partnership 2011/12	AD CSC	
Annual Report on Adoption Activity 2011/12	AD CSC	
Bromley Safeguarding Children Board, 2011/12: Annual Report	AD CSC	Joint Education/ Care Services PDS report
Outcomes from Ofsted's Thematic Inspection of Safeguarding and Disabled Children	AD CSC	Joint Education/ Care Services PDS report
ECS Contract Activity Report	AD CP	Joint Education/ Care Services PDS Info Item
Matters Arising and Work Programme	DSO	
HSCH -10th September 2012 (9.30am)		
HSCH -19th October 2012 (9.30am)		
Health and Wellbeing Board – 15th November 2012 (12.30pm)		
Care Services PDS – 4th December 2012		
Title	Report Author	Notes
Adult & Community Services Mid-year Performance Report/Local Account	AD SS	
Housing and Residential Services Mid-year Performance	AD CS	

Title	Report Author	Notes
Report		
Update on Quality of Domiciliary Care	AD CP	
Drug Action Team Annual Report	AD CP	
Budget Monitoring 2012/13	DDF	
ECS Debtors Report	DDF	
Bromley Youth Council Manifesto Campaign Update	AD CSC	
Drug Action Team Annual Report	AD CP	With Public Protection and Safety Committee
Matters Arising and Work Programme	DSO	
HSCH -19th October 2012 (9.30am)		
Care Services PDS – 17th January 2013		
Title	Report Author	Notes
Contract monitoring of Care Homes – Annual Report	AD CP	
ECS Contract Renewal 6 Monthly Update	AD CP	
Budget Monitoring	DDF	
Capital Programme	DDF	
Matters Arising and Work Programme	DSO	
Health and Wellbeing Board – 17th January 2013 (12.30pm)		
Health Scrutiny Sub Committee – 31st January 2013		
Title	Report Author	Notes
Proposed model for Cancer Services	TBC	
JSNA Health Needs Assessments	DPH	
South London Healthcare NHS Trust	TBC	
Out of hours GP cover	NHS Bromley	PDS request
Care Services Services PDS – 12th March 2013		
Title	Report Author	Notes
Homelessness and Tenancy Strategies	AD CS	
Draft Portfolio Plan 2012/13 priorities /aims	AD SS	
Budget Monitoring	DDF	
Capital programme Monitoring	DDF	
Matters Arising and Work Programme	DSO	
Health and Wellbeing Board – 21st March 2013 (12.30pm)		

Report Author Key

DE CS	Director Education & Care Services
AD CS	Assistant Director Care Services
AD SS	Assistant Director Strategic Support
AD CP	Assistant Director Commissioning & Partnership
AD CSC	Assistant Director Children's Social Care
DPH	Director of Public Health
DDF	Deputy Director Finance
DSO	Democratic Services Officer
TBC	To be confirmed

CARE SERVICES PDS COMMITTEE FUTURE ITEMS TO BE CONSIDERED:

ITEM	NOTE
Public Health Update from Resources Portfolio Holder	
Advocacy review outcomes	
Review outcomes of changes to older people centres	
Presentation form DWP – Supporting Vulnerable People (AIG changes)	

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Agenda Item 8

LONDON BOROUGH OF BROMLEY

STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for Adult and Community, Councillor Robert Evans has made the following executive decision:

UPDATE ON PROPOSED PROPERTY PURCHASE INITIATIVE

Reference Report:

ACS PDS 100412 Bed and Breakfast Pressures, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

Decision:

That the proposal to work with Orchard and Shipman on their scheme to purchase properties to be let to Council nominees as an alternative to bed and breakfast be agreed.

Reasons:

The Council has a number of statutory obligations in relation to housing, including the provision of housing advice and assistance to prevent homelessness or divert from homelessness, assessment of homeless applications, to make temporary and permanent housing provision for those applicants to whom the Council has a statutory re-housing duty and supporting such households to sustain accommodation.

The proposed initiative will enable the Council to manage increased demand for temporary accommodation from existing resources, providing a cheaper alternative to bed and breakfast provision.

The proposed decision was scrutinised by the Adult and Community PDS Committee on 10th April 2012 and the Committee supported the proposal.

.....
Councillor Robert Evans
Portfolio Holder for Adult and Community

Mark Bowen
Director of Resources
Bromley Civic Centre
Stockwell Close
Bromley BR1 3UH

Date of Decision: 18 Apr 2012
Implementation Date (subject to call-in): 25 Apr 2012
Decision Reference: ACS12006

LONDON BOROUGH OF BROMLEY

STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for Adult and Community, Councillor Robert Evans has made the following executive decision:

HOMELESSNESS STRATEGY 2012 - 17

Reference Report:

ACS PDS 100412 Homelessness Strategy, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

ACS PDS 100412 Homelessness Strategy Appx, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

Decision:

That the final draft of the Homelessness Strategy be approved, subject to the following amendments –

- **Adding a paragraph on relocation to other areas.**
- **Strengthening the wording about the shortage of 4/5 bedroom homes in section 2.8 Overcrowding.**
- **Clarifying the wording in the paragraph in Section 1.3 concerning average property prices and incomes in the borough.**

Reasons:

The Homelessness Act 2002 placed a duty on local authorities to develop a homelessness strategy based on a full review of homelessness in their area, and to then produce a subsequent strategy at least every 5 years. The current strategy covers the period 2008-2012, and a new strategy is required for the period 2012-2017. The strategy sets out how the Council, in partnership with stakeholders, will tackle and prevent homelessness in the Borough, and identifies current and future trends, together with emerging issues in order to determine future priorities and areas for development.

The proposed decision was scrutinised by the Adult and Community PDS Committee on 10th April 2012 and the Committee supported the proposal.

.....
Councillor Robert Evans
Portfolio Holder for Adult and Community

Mark Bowen
Director of Resources
Bromley Civic Centre
Stockwell Close
Bromley BR1 3UH

Date of Decision: 18 Apr 2012
Implementation Date (subject to call-in): 25 Apr 2012
Decision Reference: ACS12007

LONDON BOROUGH OF BROMLEY

STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for Adult and Community, Councillor Robert Evans has made the following executive decision:

PROPOSED CHANGES TO FUNDING FOR EMPTY PROPERTY GRANTS AND LOANS AND NOMINATION PERIODS

Reference Report:

ACS PDS 12024 Empty property grants report, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

ACS PDS 101412 Empty Property Appx, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

Decision:

That the change in funding arrangements for empty property grants and loans, and the proposal to link these to the size of the property and the period of nominations as set out in Appendix 1 be approved.

Reasons:

The proposal seeks to amend the level of grant and loan funding available to owners of empty properties and to link them to variable nomination periods and to property size. The proposal fits within the Empty Property Strategy 2009-2011. The proposed initiative will also enable the Council to manage increased demand for temporary accommodation from existing resources and providing a cheaper alternative to current provision.

The proposed decision was scrutinised by the Adult and Community PDS Committee on 10th April 2012 and the Committee supported the proposal.

.....
Councillor Robert Evans
Portfolio Holder for Adult and Community

Mark Bowen
Director of Resources
Bromley Civic Centre
Stockwell Close
Bromley BR1 3UH

Date of Decision: 18 Apr 2012
Implementation Date (subject to call-in): 25 Apr 2012
Decision Reference: ACS12008

LONDON BOROUGH OF BROMLEY
STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for Adult and Community, Councillor Robert Evans has made the following executive decision:

TAXICARD BUDGET 2012/13

Reference Report:

ACS PDS 100412 Taxicard, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

Decision:

That the proposed 2012/13 Bromley Taxicard Budget be agreed, as set out in paragraph 5.2 of the report.

That the proposal to allow rollover of any unused trips be agreed, as set out in paragraph 5.3 of the report.

Reasons:

This decision supports the Council's Building a Better Bromley 2020 Vision of Supporting Independence which seeks to ensure people, particularly older people and vulnerable adults are supported to lead active, healthy and independent lives.

The proposed decision was scrutinised by the Adult and Community PDS Committee on 10th April 2012 and the Committee supported the proposal.

.....
Councillor Robert Evans
Portfolio Holder for Adult and Community

Mark Bowen
Director of Resources
Bromley Civic Centre
Stockwell Close
Bromley BR1 3UH

Date of Decision: 18 Apr 2012
Implementation Date (subject to call-in): 25 Apr 2012
Decision Reference: ACS12009

LONDON BOROUGH OF BROMLEY

STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for Adult and Community, Councillor Robert Evans has made the following executive decision:

ADMISSIONS AVOIDANCE SERVICE

Reference Report:

ACS PDS 100412 Admissions Avoidance, 10/04/2012 Adult and Community Policy Development and Scrutiny Committee

Decision:

That the proposal to withdraw funding from the Admissions Avoidance Service be noted.

That the consultation with staff and their representatives which commenced on 23rd March 2012 be noted.

Reasons:

The Admissions Avoidance service has been delivered by Bromley Healthcare since December 2010. The cost of the service is £543k, of which Adult and Community Services contributes £261k and the remainder is funded by the Primary Care Trust. The business case for the service was built on the savings made in hospital tariffs, with the risk and benefits of funding the service shared by the two organisations.

Although activity levels for the service in 2011/12 have resulted in avoided admissions (and therefore notional reductions in cost), the Primary Care Trust has experienced an overall increased spend on emergency acute activity this year and is not in a position to reimburse any funding to the Council. As a result it is proposed that the Council should withdraw its funding for the service.

The proposed decision was scrutinised by the Adult and Community PDS Committee on 10th April 2012 and the Committee supported the proposal.

.....
Councillor Robert Evans
Portfolio Holder for Adult and Community

Mark Bowen
Director of Resources
Bromley Civic Centre
Stockwell Close
Bromley BR1 3UH

Date of Decision: 18 Apr 2012
Implementation Date (subject to call-in): 25 Apr 2012
Decision Reference: ACS12010

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Report No.
CS12001

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Portfolio Holder
For pre decision scrutiny by the Care Services Policy
Development and Scrutiny Committee

Date: 19 June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: CARE SERVICES PORTFOLIO PRIORITIES 2012/13 (DRAFT)

Contact Officer: Angela Buchanan, Performance and Business Planning Manager (ECS Strategic Business and Support Services)
Tel: 020 8313 4199 E-mail: angela.buchanan@bromley.gov.uk

Catriona Ellis, Senior Performance Officer (ECS Strategic Business and Support Services)
Tel: 020 8313 4202 E-mail: catriona.ellis@bromley.gov.uk

Chief Officer: Anne Watts, Assistant Director (ECS Strategic Business and Support Services)

Ward: Boroughwide

1. Reason for report

This report presents the Care Services PDS Committee with the draft portfolio priorities and aims for 2012/13. The 7 priorities for the Care Services portfolio focus on safeguarding (children and vulnerable adults), maximising independence, ensuring health and wellbeing and where people do need support, this support meets their needs appropriately. These priorities are in line with the Government's outcomes framework for adult care and children's social care. All priorities will be monitored throughout the year and progress reported back to this committee in the autumn.

2. **RECOMMENDATION**

- 2.1 The Care Services PDS Committee is asked to comment on the draft priorities and aims for the Care Services Portfolio for 2012/13
- 2.2 The Portfolio Holder for Care Services is asked to agree the 2012/13 draft priorities and aims for the Care Services Portfolio.

Corporate Policy

1. Policy Status: Existing Policy: Building a Better Bromley
 2. BBB Priorities: Children and Young People, Excellent Council, and Supporting Independence
-

Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Education and Care Services department
 4. Total current budget for this head: £134m
 5. Source of funding: ECS Approved Revenue Budget 2012/13
-

Staff

1. Number of staff (current and additional): 1050.35 FTE
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: None
 2. Call-in: Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All residents of the Borough
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Draft Priorities for the Care Services Portfolio for 2012/13

- 3.1 The draft priorities for the Care Services Portfolio for 2012/13 are aimed at “supporting improved quality of life through encouraging high aspirations, maximising independence, promoting healthy lives, and protecting the most vulnerable”.
- 3.2 It is proposed that the priority outcomes for the Care Services Portfolio remain the same as those established last year for adult care and children’s social care. These priorities reflect the national outcome areas covering housing, adults and children social care and are directly linked to the Government’s outcome frameworks for these services. The priorities are also underpinned by Bromley’s Excellence standards. A copy of the full document can be accessed online at <http://cde.bromley.gov.uk/ieListDocuments.aspx?CId=584&MId=4239&Ver=4>
- 3.3 The 7 Care Services priority outcomes are:
- Priority Outcome 1:** Children and young people behave positively, take responsibility for their actions and feel safe within the Borough, and parents and carers take responsibility for the behaviour of their children [jointly with the Education Portfolio]
- Priority Outcome 2:** Children and young people are safe where they live, go to school, play and work
- Priority Outcome 3:** Ensuring the health and wellbeing of children and young people, and their families
- Priority Outcome 4:** Enhancing quality of life for people with care and support needs
- Priority Outcome 5:** Maximising independence and reducing the need for care and support
- Priority Outcome 6:** Ensuring that people have a positive experience of care and support
- Priority Outcome 7:** Safeguarding adults whose circumstances make them vulnerable and protecting them from avoidable harm
- 3.4 For 2012/13 the Portfolio will be delivering a number of key areas which will include:
- Implementing the SEN Pathfinder Project (Jointly with the Education Portfolio)
 - Extending the focus of the Multi-Agency Safeguarding Hub (MASH) to screen all referrals to Children’s Social Care (also on this agenda)
 - Implementing the Tackling Troubled Families Programme (also on this agenda)
 - Developing alternative support packages for people with dementia
 - Commissioning day care as a result of service users determining what (alternative) types of support they require
 - Modernising the respite service for both people with learning disabilities and older people (also on this agenda)
 - Commissioning a domiciliary care service to provide flexibility and enable service users to exercise choice and control as to how they receive their care (also on this agenda)

3.5 These draft priorities will be shared with key stakeholders as part of the full draft plan during the summer. The final plan which will be presented to the PDS Committees for Education and Care Services in September 2012 will also include the detailed actions and performance measures that will deliver each of the priority outcomes with a summary of initial progress.

3.6 A further portfolio priority monitoring report will be circulated to members of both PDS committees in December. This report will summarise the progress made against the relevant actions in the first half of the year.

4. POLICY IMPLICATIONS

4.1 The plan reflects the priorities of 'Building a Better Bromley – 2020 Vision'. Other policy implications are included within the substance of the plan.

5. FINANCIAL IMPLICATIONS

5.1 The four year financial forecast gives an overview of the key service and financial pressures facing the Council and identifies in detail the cost pressures facing Care Services.

6. LEGAL IMPLICATIONS

6.1 There are no legal implications directly arising from this report. Any legal implications arising from the implementation of the various actions contained within the plan will be reported to the PDS Committee.

Non-Applicable Sections:	Personnel Implications
Background Documents: (Access via Contact Officer)	Draft Portfolio Priorities Framework 2012/13 A3 version http://cds.bromley.gov.uk/ieListDocuments.aspx?CId=584&MId=4239&Ver=4

Report No.
CS12016

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee for pre-decision scrutiny
Care Services Portfolio Holder for decision.

Date: 19th June 2012

Decision Type: Non-Urgent Executive Key

Title: ORPINGTON HEALTH SERVICES CONSULTATION

Contact Officer: Diane Hedges, Project Director, Orpington Health Services Project
Tel: 01689 880673 E-mail: diane.hedges2@nhs.net

Chief Officer: Angela Bhan, Chief Executive, Business Support Unit, NHS Bromley

Ward: Borough-wide (with a focus on Orpington)

1. Reason for report

The report outlines the current plans for a consultation on the future of health services in Orpington, to be delivered by NHS Bromley, the commissioners of health services for the borough.

The report addresses several elements of this consultation exercise:

- The consultation plan – how we plan to involve local people in the consultation; and,
 - The consultation document – an outline of what the consultation will contain
-

2. **RECOMMENDATION(S)**

2.1 The Committee is asked to:

- 1) Comment on the plan and document at this point in the process. If approval to consult is given by NHS London the next meeting in July will receive the full public consultation document.

2.2 The Portfolio Holder is asked to:

- 2) Endorse the consultation plan (summary) and comment on its robustness for reaching the target population for a consultation of this nature; and
- 3) Note the outline consultation document headings and comment on the structure and emerging content, with particular reference to what information the panel would be seeking from the consultation document.

Corporate Policy

1. Policy Status: New Policy:
 2. BBB Priority: Supporting Independence
-

Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: £ N/A
 5. Source of funding: N/A
-

Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Statutory Requirement: NHS public consultations are subject to **Section 244** of the **NHS Act 2006**
 2. Call-in: Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected):
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Councillors are supportive of the consultation principle and process

3. COMMENTARY

Orpington Health Services Project

The Care Services Sub-Committee will recall that the Orpington Health services project was established to develop a future vision for a range of services for the Orpington population aimed at maximising their health and well being.

It aims to recommend a solution which assures local provision of essential primary care and community services, provides enhanced health and wellbeing services and consolidates specialist services. A clinical case is made around hospital services so the expert opinions, supporting equipment and professional interfaces make best use of these valuable resources. The project also aims to resolve the future of Orpington Hospital as stipulated by the Independent Reconfiguration Panel following 'A Picture of Health'

Progress

Orpington Project Team continues including the full range of Stakeholders (5 members of public drawn from voluntary sector LINK patient groups and League of Friends), GPs, Staff side, SLHT Clinicians and public health. The group covers both the Commissioner and Hospital ownership issues and have:

- Undertaken a needs assessment
- Identified the services required to meet needs
- Calculated the space requirement to deliver care
- Undertaken an option appraisal on the best sites to deliver the new model of care
- Undertaken financial appraisal of options

The group have explored the services needed to deliver the needs assessment and considered:

- No change,
- Delivering these through a clinical hub model and
- Creating a health and well being facility to co- locate services

The emerging preferences are to retain a local set of services.

The proposed new services bring together Practices and the essential community and diagnostic services to support Primary Care in a preventative model supporting the out of hospital care agenda. Other outpatient services currently delivered in Orpington Hospital are proposed to be transferred to Princess Royal University Hospital – 2.6 miles away. For a discreet number of outpatients (dermatology, rheumatology, neurophysiology, breast post recovery clinic, oral surgery) there will be recommendations for moves to Queen Marys. Local community provision of several of these will be delivered through commissioner community care pathways.

The nature of the proposed change to services means there is a need to go to a full public consultation under section 242 of the NHS Act 2006.

Preparing for Consultation

Prior to going to consultation, we have been through two independent assurance processes and have approval for our pre-consultation business case from NHS London. This process is to ensure that we are ready for consultation and that our work to date has examined all of the available information to the right level of detail, including preferences for specific locations.

It is the intention to move to consultation in the summer. This is subject to approval by NHS London. Consultation guidance recommends that consultations taking place during public holidays or if a major event is taking place (ie – the London Olympics) should be extended over a longer time period and we believe that 14 weeks would be a sensible time period.

We have developed both a consultation plan and are in the process of drafting a consultation document to facilitate this process.

Our consultation plan has been reviewed by the Bromley Compact steering group, to ensure that we take account of the needs of the widest possible groups. It has also been reviewed by the NHS SE London Voluntary Sector Reference group and contributions have been made to make it as thorough as possible.

Guidance recommends the appointment of an independent third party to review responses to the consultation. We have tendered this opportunity and will appoint shortly. The recommendations for the future of Orpington services informed by the independently evaluated results of our public consultation will be presented to the Board of the Bromley PCT and also South London Healthcare NHS Trust for final decision making in the autumn.

Consultation plan

A consultation plan has been developed and has already been reviewed externally as detailed above. This is attached as **Appendix 1** to this document.

Guidance provided by NHS London¹ states that a consultation document should contain the following elements;

- Agree on a distribution strategy for the consultation document. Distribution could include:
 - one copy posted per household;
 - Using different methods of publicity, for example flyers, advertisements, word of mouth, letters, email and websites. These should be available in an accessible form for people with learning disabilities;
 - Copies available to be collected in public buildings e.g. libraries, hospitals, community medical centres, local government buildings; Available for collection from PCT offices
 - An electronic copy could also be made available for download through the formal consultation website.
- Schedule public meetings and forums for key stakeholders that will take place during the formal consultation process.
- Formal meetings should include a number of large public meetings held at different locations affected by the proposed reconfiguration;
- The SRO, Programme Director and Programme Manager should attend with the Clinical Lead taking a visible role in presenting the case for change and the potential reconfiguration options;
- A professional facilitator might be helpful in managing the process and flow of the meetings.
- Use a number of informal methods to engage stakeholders, including:
 - Focus group meetings;
 - Coffee morning events with local community groups;
 - Roadshows.

- Consider funding an independent facilitator to undertake outreach work with socially excluded groups and groups the NHS has traditionally found hard to reach;
- Present the methodology for analysing the formal consultation responses to the programme board for agreement. This methodology will depend heavily on the type of questions that have been included in the consultation document;
- Set out the timeline for responding to consultation. This timeline should specify when the PCTs will respond to the public and when they will make a final decision;
- Agree on the parameters for the final decision with the programme board. These parameters should include:
 - Who will make a decision?
 - In what forum?
 - What will be the decision making process?
 - How will stakeholder feedback be factored in?

Consultation document

A summary of the consultation document is provided as appendix 2 to this document. The document is still in development and is subject to approval by NHS London, so at this point we are providing the headings and content for consideration.

Guidance provided by the NHS London² states that a consultation document should contain the following elements;

- The consultation document should be concise and widely available.
- The language of the consultation document should be accessible, clear, concise and written in plain English. It should be available in other languages and formats on request.
- The objectives of the consultation document should be clearly stated.
- Proposals should be set out clearly and transparently.
- Consultation documents should contain specific, relevant, clear information.
- Consultation documents should explain why service improvement is required, setting out what the results of change will look like in terms of benefits to patients (whether in terms of clinical outcomes, experience or safety) as well as any financial benefits, presenting a balanced view.
- Consultation documents should provide details of all options for change with well balanced pros and cons for each option, including the implications of no change.
- Implementation plans (even in outline) should be provided for each option.
- A set of key questions should be included.
- The consultation document should inform the public of how they can contribute to the consultation and state clearly how respondents should respond.
- An email as well as a postal address should be given for responses.
- The consultation document should include a list of stakeholders.
- The document should include details of how patients and the public have been involved in its drafting.
- The consultation document should include contact details of someone who will respond to questions and someone independent to the consultation process, who will pursue complaints or comments about the consultation process.
- The consultation criteria in the Cabinet Office Code should be reproduced in the consultation document.
- The document should be available in paper format, free of charge and on a website from the start of the consultation.

- The document should state the date when, and the web address where the summary of responses will be published.
- The consultation document should include an accessible executive summary.

Non-Applicable Sections:	Policy Implications, Financial Implications, Legal Implications, Personnel Implications.
Background Documents: (Access via Contact Officer)	NHS London Reconfiguration Programme Guide - A Guide for PCTs v 2

Consultation plan

Aims & objectives of consultation

The aim of our consultation exercise is:

- To assist in the delivery of our proposals to design sustainable health services for Orpington residents, based on their needs.

Our objectives are:

- To inform stakeholders about the basis on which proposals have been developed.
- Ask their views on how we propose to deliver services in the future
- Seek feedback on the types & nature of services which may be offered in the area
- Ensure that a diverse range of voices is heard

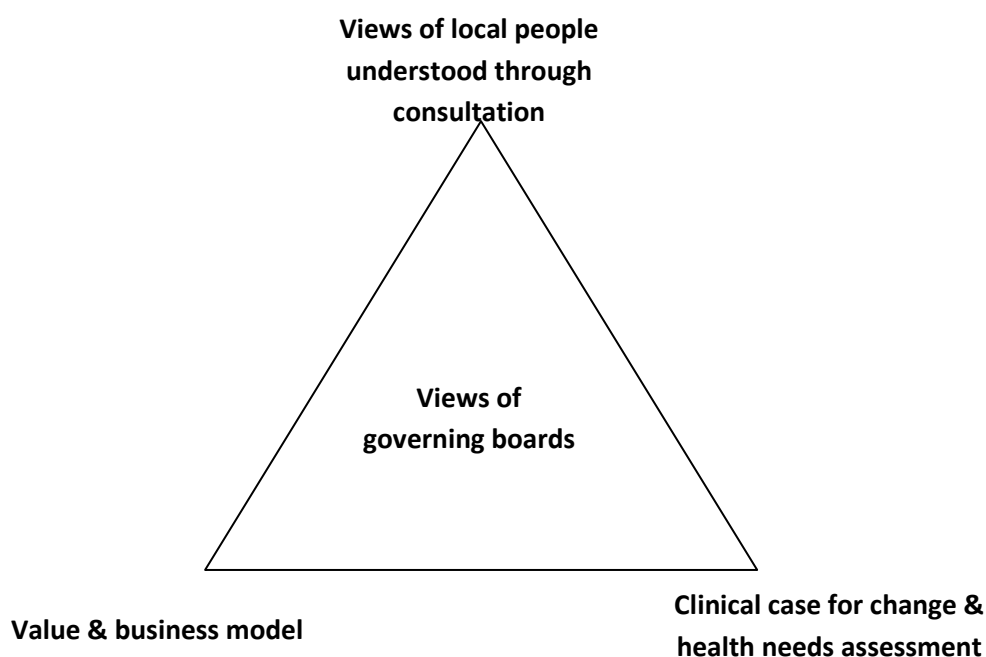
The role of consultation in the review process

One function of the consultation process and any documents and communications produced is to help stakeholders understand the place of the consultation exercise and its impact on the final outcome.

An understanding of the importance of consultation in the process is central to ensuring stakeholder buy-in and project credibility. It is also crucial that stakeholders understand that the outputs from the consultation process are not the only factor at play.

In addition to the consultation, information such as the clinical case for change, the health needs assessment and considerations of value for money are also factors in any final decision.

The local Overview and Scrutiny Committee views and stakeholder feedback will be considered in the final decision making of the SLHT and SE London Cluster Board. Given the capital investments required, we will also need to take into account national capital planning rules and NHS London's view.



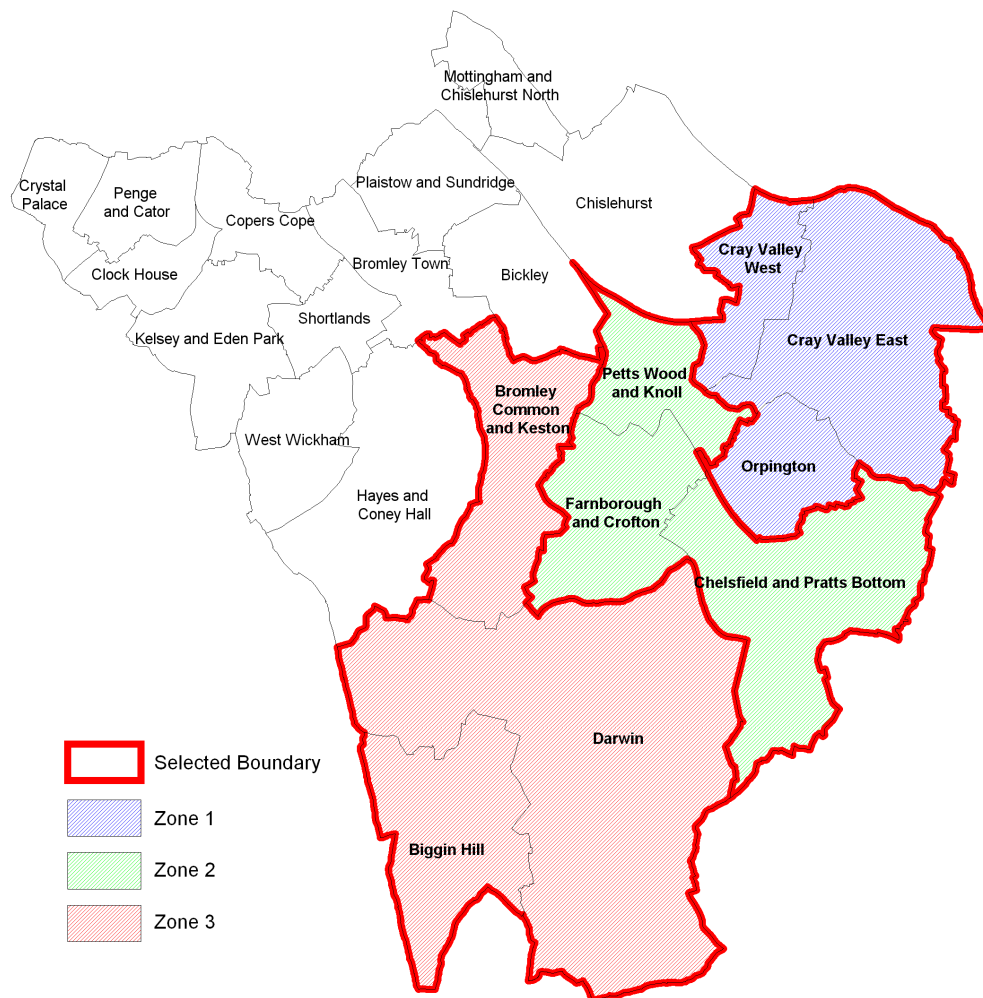
Stakeholder analysis

In order to ensure that our consultation captures the views and feedback of a range of people, we have mapped stakeholders who have an interest in the outcomes of the project.

<p>GROUP A</p> <p>High impact: high interest</p> <ul style="list-style-type: none"> • Bromley and Orpington residents • Patients of services affected by proposals • Patient advocacy Groups • Orpington Hospital staff • Unions • GPs/Clinical Commissioning Leads in Orpington • Bromley LINKs • Bromley Local media • Orpington MP/Councillors • Bromley OSC • NHS London/Dept of Health • Councillors Bexley, Bromley, West Kent 	<p>GROUP B</p> <p>High Impact: Low(er) interest</p> <ul style="list-style-type: none"> • SLHT, BH and BBSU staff • Bromley GPs outside Orpington • Bromley MPs (outside Orpington)
<p>GROUP C</p> <p>Low impact: Low interest</p> <ul style="list-style-type: none"> • Dentists/opticians • Residents South East London, Bexley and West Kent • Bexley, Bromley Council staff (adult and Social services) 	<p>GROUP D</p> <p>High Interest: Low (er) impact</p> <ul style="list-style-type: none"> • Pharmacists/Dentists/Opticians

The analysis shows that a large number of people may have an interest in our proposals. In order to rationalise and focus on those who could potentially experience the highest impact, consultation will primarily focus on those within the 'high impact:high interest' group.

In addition, in order to further focus effort and resources, we will use data from the Health Needs Assessment¹ to isolate those with high need and high service usage, using the suggested three zones as the core areas for distribution and activity.



Zones of

Interest - Orpington Needs Assessment, September 2011

¹ Orpington Needs Assessment, September 2011

Consultation timetable

It is proposed that the consultation runs for 14 weeks *starting on a date to be confirmed*. 12 weeks is the statutory minimum consultation period, however two weeks have been added to acknowledge the summer break and the 2012 Olympics. An activity timetable is provided as appendix 1

Consultation core materials

To ensure wide access and to help people to engage with the consultation, a number of channels will be made available and a number of materials will be produced. These include:

- A full consultation document containing a series of questions about the proposals
- A consultation summary document
- A bullet-point briefing outlining how different individual services will be affected by any proposals
- Poster promoting the consultation and telling people how they can engage
- Freepost postcard to request a full consultation document
- A consultation website as part of the SE London cluster site
- A short film outlining the key issues

Consultation channels:

- Online, via website & email address
- Telephone facilitated feedback, offering help to capture information
- Written feedback via the post
- In person at events
- Via an intermediary advocacy service

Equalities considerations

We are keen to engage the widest possible community in our consultation and have undertaken an equalities impact assessment to ensure that consultation methodologies do not exclude groups from participating.

The following actions outline how we intend to ensure that the consultation is open to as many people as possible:

- Advocacy service

We have engaged the services of 'Advocacy for All', who will advocate on behalf of those unable to complete the consultation questionnaire themselves;

- Information in a range of formats

Consultation information will be made available in a range of accessible formats. The following will be available as standard:

- Clear print version (standard)
- Electronic version (PDF online)
- Large print version
- Simplified version with images (produced in partnership with Advocacy for All)
- Summary version

Partnership working with voluntary and community sector (VCS) organisations

- We will work closely with VCS organisations to ensure that our consultation reaches those who may not traditionally engage in consultation exercises.

This will include:

- Raise awareness of the consultation by distributing information regarding consultation events via third sector networks
- Targeted meetings with representatives from specific groups to seek feedback
- Focus groups with those most affected by any proposed changes to services

We acknowledge that individuals who fall within the definitions of the 2010 Equality Act's 'Protected Characteristics' groups use a wide range of health services that may be accessed with no specific relation to their membership of that particular group.

We intend to engage specifically with the following groups:

Equalities protected characteristic	VCS provider organisation as intermediary	Rationale
Age	Bromley Council on Ageing	Health needs analysis identified this group as having high need of services
Disability	Disability Voice	Health needs analysis identified this group as having high need of services
Gender reassignment	As part of core consultation	
Marriage & civil partnership	As part of core consultation	
Race	The Ethnic Communities Project	<i>(NB – Ensure questions do not assume)</i>
Religion or belief	Letter to all churches	
Gender/sex		
Sexual orientation	As part of core consultation	
Other not covered by characteristics groups		

Gypsy traveller groups	Bromley Gypsy Traveller Forum	High population usage of local health services
People with learning disabilities	Bromley Mencap	High use of services, specifically hydrotherapy
People with mental health concerns	Bromley MIND/Community Options Mental Health Forum	
Mobility concerns	Mobility Forum	

In order engage appropriately with these groups we have written to each group and ask for their guidance and input on the most appropriate modes of consultation for this group.

Independent evaluation of the consultation

In line with consultation guidance from the Department of Health, the consultation will be subject to independent evaluation from an external organisation, that will ensure that the consultation responses are independently assessed.

Consultation activity timeline

Activities: public & patients – general:

- Production & distribution of consultation document
- Website including online survey
- News shopper editorial to launch consultation & adverts
- Bromley Times adverts
- Distribute consultation prompt to target postcode areas
- Public meetings x 2 (one during the day, one in the evening)
- Drop in sessions (2 x Orpington Hospital, 1 x Biggin Hill, 1 x Crays)

Patients & public – groups (cross-over with VCS)

- Focus group - Diabetes patient group
- GP practice user group
- Focus group - older people (Bromley Council on Ageing)
- Focus group – disability (Mobility forum)
- Focus group – carers (Carers Bromley)
- Focus group – ethnic communities forum
- Focus group – Bromley MIND
- Focus group – mental health forum

Plus open invitation to attend

- Residents associations
- Safeguarding board

Statutory

- Adult and Community Policy Development and Scrutiny Committee
- Local Joint Consultative Committee
- Overview and Scrutiny Committee

VCS

- Voluntary sector reference group
- BBG stakeholder reference group
- Engagement through Bromley LINK

Staff

- Event for SLHT & BH staff to launch consultation
- BHC & SLHT joint deliberative event (selected staff)
- BHC staff meetings
- SLHT staff meetings

Appendix 2 – Consultation plan summary

ALL DATES ARE INDICATIVE – NOT CONFIRMED

WEEK	Public - general	Public - groups	Statutory	Vol sector	Staff	Other	Events to take account of
			DATES CURRENTLY BEING CONFIRMED				
			LCCC				
			Health Scrutiny				
			Shadow health & wellbeing board				
			OSC				
			Older people's partnership group				
1					SLHT & BHC Staff launch	Distribution starts	
1							
1						News Shopper editorial	

1						Bromley Post advert	
1			Kent HOSC				
2							school hols start
2		Ethnic communities Forum					
2							
2							
2							olympics
							olympics
							olympics
3							olympics
3							olympics
3						News Shopper advert	olympics
3		Mental health forum				Bromley Post advert	olympics
3							olympics
							olympics
							olympics
4							olympics
4		Gypsy traveller					olympics
4							olympics
4	Public meeting EVENING						olympics
4							olympics
							olympics
							olympics
5							
5		Bromley MIND					
5							
5							
5							

6							
6		Carers group					
6	Drop in at Orpington Hospital					News Shopper advert	
6						Bromley Post advert	
6							
7							
7							
7							Paralympics
7		GP practice group					Paralympics
7							Paralympics
							Paralympics
							Paralympics
8				Bromley Council on Aging			Paralympics
8		Diabetes group					Paralympics
8				Voluntary Sector Reference Group		News Shopper advert	Paralympics
8						Bromley Post advert	Paralympics
8	Drop in at Crays						Paralympics
							Paralympics
							Paralympics
9							
9							
9							
9	Drop in at Biggin Hill						

9							
10							
10		Mobility Forum (10am-12pm)					
10							
10							
10							
11							
11							
11	Public meeting AFTERN OON						
11							
11							
12							
12							
12						News Shopper advert	
12						Bromley Post advert	
12							
13							
13							
13	Drop in at Orpington Hospital						
13							
13							
14							
14						News Shopper advert	

14						Bromley Post advert	
14							
14							

Appendix 2 - Consultation document headings & brief summary



Orpington Health Services Programme

Draft Consultation Document

For PDS meeting

Version Number	2.3
Last updated	6 June 2012
Programme Phase	Pre-consultation
Author/Contact for information	Diane Hedges (Programme Director)
Approved by	
Date approved	X May 2012

Changes to health services in Orpington

A consultation on changes to how health services are delivered in the Orpington area

About this consultation

This consultation document sets out our proposals for the future of health services in Orpington.

We'd like to hear what you think of them.

Changes to the way in which health care is provided, advances in modern medicine and service moves as a result of 'A Picture of Health²' have changed the way some people use NHS services locally. In light of these changes it is time to take a fresh look at NHS services in the area.

We want to create a health service for the people of Orpington which is ready for the challenges of the future. We know that as our local population gets older there will be more people living with long-term ill health. We also know that we could do more to prevent ill health developing.

We have looked at what health care people need, how everyone who works in the local NHS plays a role – doctors, nurses, therapists, pharmacies and other healthcare providers – and also where these services are delivered.

This consultation document includes:

- Why we believe that we need to make changes to local healthcare
- What our proposals for change are
- How we have responded to what we have heard so far in conversations with local people
- What feedback we are now seeking from you, and how to send us your views.

² 1. In 2008 'A Picture of Health' looked at health services in hospitals across South East London. As a result, some services such as Accident & Emergency, surgery and maternity were moved to more suitable hospitals. Find out more at www.apictureofhealth.nhs.uk

We explain the proposals in detail and describe the kind of NHS care we'd like to deliver in Orpington in the future.

The section at the back tells you how to get in touch to let us know what you think.

Finding your way around this consultation document

- Contents & summary of sections

A modern NHS for Orpington

- An overview of our proposals

How health services in Orpington are improving

- A summary of how recent changes in commissioning and the outcomes of 'A Picture of Health' have brought improvements for local patients

Possible ways to deliver healthcare in Orpington in the future?

- An explanation of the two possible future models for local healthcare delivery – this focuses on health services.

More about our preferred model – option one

- A more detailed explanation of the preferred model of delivery – a health & wellbeing model. This also includes future plans for Outpatient services, Dermatology, Intermediate care and Hydrotherapy

The benefits of our preferred model in brief

- An outline of the benefits for patients

More about option two

- A more detailed explanation of an alternative model of delivery – a clinical hub model. This also includes future plans for Outpatient services, Dermatology, Intermediate care and Hydrotherapy

Why change?

Some of the reasons we developed our current proposals, the background and context.

- The changing healthcare needs of local people need us to plan for the future
- What the local health needs analysis told us and how our proposals respond to this
- Local hospital-based services will be better for patients if doctors, nurses & therapists work together in specialist centres
- Intermediate care model and why this will bring improvements for patients
- The condition and changing use of Orpington Hospital means its use needs reviewing

The benefits of our proposal in more detail

- Better access for local people who might not normally use NHS services
- Modern healthcare buildings for patients and those delivering NHS care
- Care in centres of excellence
- Better use of the money available for healthcare in Bromley

Who will be affected by our proposals?

- An outline of who will be affected by any changes

What we have considered – the process so far

- How the feedback we heard during the engagement phase has influenced our proposals
- Transport and parking implications

A quick summary

What do you think of our plans?

- The consultation questions

- How you can feedback
- Opportunities & events to ask further questions and get information

How to respond

About us – who we are, and what we do

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Report No.
CS12002

London Borough of Bromley

PART ONE

Decision Maker: **Care Services Policy Development and Scrutiny Committee for pre-decision scrutiny
Care Services Portfolio Holder**

Date: **19 June 2012**

Decision Type: Non-Urgent Non-Executive Non Key

**TITLE: UPDATE ON GATEWAY REVIEW: SPECIALIST INFORMATION
ADVICE AND GUIDANCE SERVICES**

Contact Officer: Claire Lynn, Strategic Commissioner (ECS Commissioning)
claire.lynn@bromley.gov.uk
020 8313 4034
Denise Mantell, Commissioning Officer (ECS Commissioning)
denise.mantell@bromley.gov.uk
020 8313 4113

Chief Officer: Lorna Blackwood, Assistant Director (ECS Commissioning)

Ward: Borough Wide

1 REASON FOR REPORT

A Gateway Review of Information, Advice and Guidance Services was presented to this committee in December 2011. The Committee requested a further report on specialist advice and guidance, including the Bromley Mencap support planning and brokerage service, and with particular reference to welfare benefits advice and support.

The report proposes that Bromley Mencap be contracted to provide information, advice and guidance to people with learning disabilities as part of their core strategic partnership contract and that the Council continues to fund welfare benefits support for people with learning disabilities and mental ill health during the period in which major changes are being introduced to the benefits system. The provision of this service will be reviewed at the end of 2013.

2 RECOMMENDATIONS

The Policy Development and Scrutiny Committee is asked to comment on the recommendations below, and the Portfolio Holder is asked to agree:

- i) That information advice and guidance for people with learning disabilities should form part of the core contract from April 2013.

- ii) That the contract with Broadway for the provision of benefits support be extended in accordance with the option in the contract for one year from 1st April 2013 to 31st March 2014 at a cost of £42k; and
- iii) That the Portfolio Holder agrees to waive the requirement in Financial Regulations for competitive tendering to award a contract to Bromley Mencap from 1st October 2012 to 31st March 2014 for the provision of benefits support to people with learning disabilities at a cost of £30k in a full year.

Corporate Policy

1. Policy Status: Building a Better Bromley,
 2. BBB Priority: Increasing Independence
-

Financial

Cost of proposal:

Broadway contract - £42k in 2013/14;

Bromley Mencap contract - £15k in 2012/13 and £30k in 2013/14.

2. Ongoing costs:

3. Budget head/performance centre: Broadway contract – 821 900 3389;

Bromley Mencap - 802 900 0000

4. Total current budget for this head: Broadway contract - £45,560; Bromley Mencap - £102, 000

5. Source of funding: Education and Care Services Approved 2012/13 Revenue Budget
-

Staff

1. Number of staff (current and additional) – Services are provided by external organisations

2. If from existing staff resources, number of staff hours – N/A
-

Legal

1. Legal Requirement: No statutory requirement or Government guidance

2. Call in: Call in is applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected) Information, advice and guidance - approximately 700 people with learning disabilities use Mencap services; Benefits advice – approximately 150 people with learning disabilities (Mencap) and approximately 400 people with mental ill health (Broadway)
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A

2. Summary of Ward Councillor's comments: N/A

3. COMMENTARY

3.1 Information, advice and guidance services are commissioned to enable people to access timely and accurate information, in an appropriate format and setting, ensuring that people can make informed choices to support their lives. Information, advice and guidance is provided through a range of contracts which were the subject of a report to Adult and Community Services Policy Development and Scrutiny (PDS) Committee and the Executive in December 2011.

3.2 The Executive agreed that:

- one strategic partner/core contract has been identified for each care group to provide information, advice and guidance and that efficiency savings will be sought with regard to existing contracts;
- specialist advice provision is reviewed to ensure that it is meeting an identified priority need including consideration as to the impact of any changes to people requiring support to appeal against a benefit decision. The outcome of the review will be reported back to the Adult and Community Services Policy Development and Scrutiny prior to any decisions being taken by the Portfolio Holder; and
- the Department for Work and Pensions (DWP) is the primary agency responsible for providing assistance with accessing welfare benefits and that the Council will where necessary arrange training for DWP staff to ensure that they have the necessary skills to assist people with particular needs

3.3 The review of specialist provision focused on 2 areas:

- the future of the support planning and brokerage contract with Bromley Mencap
- the provision of benefits advice to people with learning disabilities and mental ill health

3.4 Support planning and brokerage contract – Bromley Mencap

3.4.1 Bromley Mencap currently provide the services commissioned as part of the core and support planning and brokerage contracts. The support planning and brokerage service commenced in 2008 and was designed for people with learning disabilities who do not meet the Council's substantial and critical eligibility criteria under Fair Access to Care Services (FACS) to enable them to plan the services required to meet their needs and to assist them with accessing those services – in effect to provide a low level care management function for people who fell just outside of the service provided by the Council.

3.4.2 The value of the contract is £61k per annum and the current contract expires at the end of September 2012. As part of the budget options for 2012/13, the Council agreed to seek reductions in spend on support planning and brokerage services for people who do not meet FACS criteria, in both learning disabilities and older peoples' services.

3.4.3 The Bromley Mencap support planning and brokerage service has provided assistance to 360 individuals over 3 years, of whom 207 were supported in the last year. Over 100 of these were new to the service. Around 150 people had no family or received no assistance from them.

- 3.4.4 Service users receive information and advice as well as assistance to plan their support. In practice around 58% of queries relate to financial issues, including access to benefits, money management and debt management.
- 3.4.5 The service for people with learning disabilities has demonstrated that there is a need for information, advice and guidance to be provided for people with mild and moderate learning disabilities. As noted in the December report, the Council has a number of contracts with key organisations in Bromley for the provision of information, advice and guidance and for the organisations to have a leadership role in terms of planning and partnership working. Contracts with strategic partners vary greatly in their scope, content and value, but all except the Bromley Mencap contract explicitly specify the provision of information, advice and guidance to varying degrees. The current value of the Bromley Mencap core contract is £51k per annum. It is proposed that the core contract be amended at the time of renewal to include the provision of information advice and guidance services to people with learning disabilities within the current contract cost. This would bring the contract in line with, for example, Bromley Mind (£50k per annum) and Deaf Access (£58k per annum).
- 3.4.6 With regard to support planning, Bromley Mencap also receives lottery funding which includes funding to assist people to plan and access services both for people who are and who are not FACS eligible. In view of this, it is proposed that the Council ceases to fund support planning for non-eligible service users. This represents approximately 50% of current funding – i.e. £30k. Bromley Mencap should continue to explore either accessing alternative funding to provide this service for people with a lower level of need and/or the use of volunteers to assist individuals in less complex matters
- 3.4.7 The issue of benefits advice, which makes up half of the activity within the current contract is covered below.

3.5 **Benefits advice**

3.5.1 Department for Work and Pensions (DWP)

National benefits, such as Disability Living Allowance, Carers Allowance and Attendance Allowance, are dealt with by the Pension, Disability and Carers Service. These benefits can either be claimed on-line, via a telephone claim line (which is a verbatim scribing service) or through the DWP Visiting Service. Referrals to the Visiting Service can be made by partner groups such as statutory or voluntary organisations for those who cannot use the online or telephone service or do not have family or friends to assist. Organisations are contacted if referrals are inappropriate and the individual could have completed on-line or via the telephone claim line. The national target to complete forms from the date of the referral is 10 days. Within south east London, the turn-around is 5-7 days.

Visiting Officers have had extensive on going training on working with vulnerable people. Training is provided by the voluntary sector e.g. Mind and Stroke Association, and provides information to enable officers to signpost individuals to other services if additional needs are identified on the home visit

The DWP runs a Partnership Forum to provide information, advice and training to partner organisations in the statutory and voluntary sector. DWP will train voluntary organisations to understand what benefits an individual is entitled to and what types of information should be included within claim forms.

3.5.2 Jobcentre Plus

Employment related benefits, i.e. Jobseekers Allowance and new applications for Employment and Support Allowance, need to be applied for either on-line or via a national call centre which also provides a textphone service. People transferring from Incapacity Benefit to Employment and Support Allowance are sent a questionnaire to complete. Staff at the JobCentre Plus offices in Bromley have had disability awareness training so that they can identify vulnerable adults and signpost them to any assistance they may require, including a transcribing service. Staff will read the questions and then whatever answer is given is written verbatim - staff do not support individuals to complete the questionnaire or expand on the answers given. If more assistance is required advice is given to enlist the assistance of family members or support workers. If there are no family or friends then individuals are sign-posted to Bromley Mind or Broadway for people with mental ill-health, or to CAB for people with learning disabilities, CAB signpost people with learning disabilities to Bromley Mencap.

If individuals do not agree with Employment and Support Allowance decisions further evidence may be provided to the JobCentre Plus within one month. The decision can be changed at this point without needing to appeal to a tribunal; however no additional support is given.

3.5.3 Bromley Mencap – learning disabilities

As noted above approximately 58% of people accessing the Bromley Mencap support planning and brokerage service are doing so as a result of financial issues. Over the first three years of the service, individuals supported by the Bromley Mencap service secured an additional £8,638 of welfare benefits per week and £40,600 through a variety of grants. Fifteen individuals have been supported to appeal against Employment and Support Allowance decisions, all of which have been successful.

3.5.4 Broadway – mental ill health

Broadway offers a welfare rights service for people with mental ill-health which comprises of: reviews of benefit entitlement; assistance in claiming benefits; representation at Appeal Tribunals and acting as consultants to other professionals assisting with benefit issues.

The service is funded by the Council (£42k per annum) and the current contract runs until 31st March 2013 with the option to extend for up to two years. The service received 302 referrals in the period January to September 2011 and provided 285 appointments to service users. During this period Broadway supported individuals at 19 Employment and Support Allowance appeal tribunals. Broadway saw an increase in demand owing to the Employment and Support Allowance process and Work Capability Assessments which have proved particularly negative for people with mental ill-health. Individuals assisted through the service have faced eviction or an increase in mental ill-health leading to the need for secondary health services. Broadway has begun to train volunteers to support people using the welfare rights service in completing forms. It is hoped that the volunteers will be able to support people at appeals as well once fully trained.

3.5.5 Proposals for the future

In 2013 the DWP will be focusing on changes from Disability Living Allowance to Personal Independence Payment. There is an identified timetable and process the aim of which is to reduce the number of appeals by getting it right first time. Consultation on PIP is on-going with disability organisations to ensure letters and the process is accessible. DWP will not provide assistance with appeals, but will signpost claimants to appropriate organisation who could provide that assistance.

Beyond 2013, individuals are likely to also require assistance with Jobseekers Allowance and appeals. It is therefore proposed that:

- i) the option to extend the current Broadway contract be exercised for one year (i.e. to the end of March 2014)
- ii) that a similar service for people with learning disabilities, who have no family support, be procured for the period October 2012 to 31st March 2014 to support people through the changes to the benefit system. Given the relatively short length of the contract and the absence of other organisations locally with the necessary expertise, it is proposed that a waiver be agreed to enable Bromley Mencap to provide this service.
- iii) the services would be reviewed in 2014 to establish whether there is an ongoing need for support with Jobseekers Allowance and with appeals.
- iv) officers will continue to work with the DWP and the voluntary organisations to ensure that there is no duplication in support and that value for money is delivered.

4 POLICY IMPLICATIONS

The proposals in the report are in accordance with the Council's objective to support independence.

5 LEGAL IMPLICATIONS

- 5.1 The extension of the Broadway contract for one year is allowed for in the current contract.
- 5.2 In accordance with Contract Procedure Rule 13.1 the Assistant Director (Commissioning) and the Director of Resources and Assistant Director (Finance) can agree to waive the need for competitive tenders. Should the Portfolio Holder approve the recommendation a report of the exercise of the waiver will be submitted to the Audit Sub Committee in due course.

6 FINANCIAL IMPLICATIONS

- 6.1 The cost of the Broadway service would be £42k in 2013/14, and will be funded from existing budgets. The cost of the learning disability benefits advice service would be £15k in 2012/13, and £30k in 2013/14, and will be funded from existing budgets.
- 6.2 All proposals contained within this report will be delivered within existing budgets.

Non-Applicable Sections:	Personnel implications
Background Documents:	Report ACS 09123 13 th December 2011. Gateway review – information, advice and guidance services.

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Report No.
CS12003

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee for pre-decision scrutiny and Care Services Portfolio Holder for decision

Date: 19th June 2012

Decision Type: Non-Urgent Executive Key

Title: CARE HOME RESPITE FOR OLDER PEOPLE – CONTRACT AWARD AND NEXT STEPS

Contact Officer: Andrew Crawford, Commissioning Manager (ECS Commissioning)
Tel: 020 8461 7446 E-mail: andy.crawford@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director (ECS Commissioning)

Ward: Borough wide

1. Reason for report

Following the closure of the Kingswood care home respite care facility a tender has been undertaken to seek alternative care home provision. This report sets out the results of the tender process for the Care Home Respite contract and makes recommendations for award of the contract and next steps. The financial implications are set out in the report on Part 2 of this agenda.

2. RECOMMENDATION(S)

- 2.1. That a contract for provision of one residential Care Home Respite bed for physically frail (PF) and for residential Elderly Mentally Infirm (EMI) be awarded to The Heathers residential care home for a period of 2 years from 1st July 2012 with an option to extend for up to 1 year followed by a further period of up to 1 year.
- 2.2. That delegated authority be given to the Assistant Director of Commissioning in consultation with the Care Services Portfolio Holder to negotiate up to four additional care home respite places, three residential and one Nursing EMI, in order to meet the demand for planned care home respite, at a cost not to exceed 10% above the Council's ceiling rate.

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Supporting Independence
-

Financial

1. Cost of proposal: Estimated Cost
 2. Ongoing costs: Recurring Cost
 3. Budget head/performance centre: 8249003821; 8249003603 OP Residential and Nursing home budgets
 4. Total current budget for this head: £705,050 and £276,980
 5. Source of funding: Education and Care Services Approved 2012/13 Revenue Budget
-

Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory – National Assistance Act 1948
 2. Call-in: Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximately 200 individuals aged over 65 accessed care home respite in 2011
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

Background

- 3.1 A Gateway report setting out the future approach to the provision of residential and nursing home respite care for older people and recommending the procurement strategy for care home based respite was considered by Members in September 2011.
- 3.2 The approved approach was to establish block contract arrangements through competitive tendering for a total of 9 respite care beds in Bromley homes within the following three categories:
- Residential for physically frail - 4 places
 - Residential elderly mentally infirm - 4 places
 - Nursing elderly mentally infirm - 1 place
- 3.3 Although there is a large care home market in Bromley much of it comprises small providers who are not familiar with competitive tendering as a means to establish business; most placements are made through spot purchase arrangements and through individual negotiation.
- 3.4 The care home respite care market in Bromley is also largely undeveloped, with most providers only offering beds for respite care if they have a vacant long term bed. As a consequence some preliminary work was undertaken through the Care Homes Forum (a regular quarterly gathering of care home proprietors and managers) to promote the business potential of respite care, inform providers of the impending opportunity and to develop their awareness and knowledge of the tendering process, including registration on the Council's tendering system.

3.5 The Tender

- 3.5.1 In spite of the preliminary preparation of local providers only 6 tender submissions were received. Of these, 3 were from homes located outside the Borough of Bromley, even though there was a clear statement in the Invitation To Tender (ITT) that homes should be located within the borough which was further confirmed in a response to a provider question. The bids from the 3 homes located outside the borough were non-compliant and therefore not valid for consideration.
- 3.5.2 The evaluation panel comprised Commissioning Manager from Adult Services (lead commissioner); Operational Manager for Care Services; Respite Care Manager from Carers Bromley; Contract Officer (procurement and financial lead).
- 3.5.3 The tender process was managed using ProContract, the Council's electronic tendering system. The evaluation was based on 60% financial submission and 40% quality. The quality evaluation was in 2 parts; the first sought evidence of the potential Contractor's suitability to perform the services in terms of economic and professional capability. This covered equal opportunities, criminal offence, misconduct or insolvency, assessment of ability, technical resources, workforce and quality assurance systems. In order for the bid to progress they had to pass the equal opportunities, criminal offence, misconduct or insolvency questions. The second covered key areas of knowledge, expertise and ability.
- 3.5.4 The price of the tender submissions in each category were each scored using the CIPFA evaluation methodology.

3.6 Results

- 3.6.1 All 3 Bromley homes scored above the 60% threshold against the criteria for Stage 1 which enabled them to progress to Stage 2 of the evaluation. Of the three homes:
- one indicated that they wished to be considered for Nursing EMI only,
 - one indicated that they wished to be considered for both Residential PF and Residential EMI

- the third that they wished to be considered for all categories.

- 3.6.2 At the interviews for Stage 2 it emerged that the home which had expressed an interest in all three categories was only registered for Nursing for Physically Frail, not one of the categories for the tender, and was therefore non-compliant. This meant that only one tender in each category was valid.
- 3.6.3 The home that was considered for the residential EMI and PF categories was within the Bromley ceiling rate and was evaluated as being of suitable quality against the Stage 2 criteria.
- 3.6.4 The home that was considered for Nursing EMI submitted a price that was 33% above the Bromley ceiling rate and scored poorly on quality against the Stage 2 criteria and is therefore considered unsuitable for further consideration for this contract.
- 3.6.5 The overall result of the evaluation process is in the Part 2 report on this agenda.

3.7 Next steps

- 3.7.1 Kingswood House, which formerly provided all residential respite, closed on 31st March 2012 and 4 beds have been secured at Bellegrave until the end of July to ensure continued availability pending completion of this tender. A significant number of former users of Kingswood are receiving alternative types of respite through respite at home services, through spot purchase arrangements with other care homes and through use of Direct Payments.
- 3.7.2 Analysis of the demand at Bellegrave for residential respite indicates that the demand could be accommodated within 4 beds, significantly fewer than the 8 originally envisaged for this contract. The majority of the demand is from people who are elderly mentally infirm.
- 3.7.3 In the medium term the development of other types of respite care, further expansion of the use of Direct Payments for respite and the development by Care UK of a new care home at Green Street Green will all serve to change the type of respite that people use and the way in which it is accessed. However, the one bed that has currently been secured under this tender will be inadequate to meet the needs of carers in the shorter term
- 3.7.4 There are care homes within the borough that did not submit a tender for this contract with whom the Council has other contractual relationships and which may be open to an approach to provide respite care beds on a negotiated basis to meet the current gap. It is therefore proposed that up to an additional 3 residential respite beds be secured through negotiation with local care homes; if possible those beds to be for residential EMI.
- 3.7.5 As part of the approach to local care homes it is proposed to continue to try to seek a single Nursing EMI bed.

4. POLICY IMPLICATIONS

- 4.1 The proposal meets the Council's priority to support independence by providing respite breaks for carers, thereby helping them to continue in their caring role, enabling vulnerable people to remain in the community and in their own homes.

5. FINANCIAL IMPLICATIONS

- 5.1 The financial information is in the Part 2 report on this agenda.

6. LEGAL IMPLICATIONS

- 6.1. The Council has a duty to provide respite services to elderly clients pursuant to ss 21 and 229 National Assistance Act 1948 where this is not otherwise available to them. This means that having assessed that a client requires respite care the Council needs to consider whether or not they have sufficient resources and capacity to arrange for this themselves. If they don't then the Council should arrange it.
- 6.2. Normally the value of the services required would dictate that the award should be made via a competitive tendering process but as set out above this has produced only a limited response. Under contract procurement rules 13.1 it is open to the Portfolio holder to agree to the waiver of the need for any further retendering and to agree to officers seeking to use other means in order to secure sufficient respite places on suitable terms. The Director of Resources and Finance Director support this approach.

Non-Applicable Sections:	Personnel implications
Background Documents: (Access via Contact Officer)	Report to Adult and Community Portfolio Holder and PDS, 27 th September 2011; GATEWAY REVIEW AND PROCUREMENT STRATEGY – RESIDENTIAL AND NURSING HOME RESPITE FOR OLDER PEOPLE

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Report No.
CS12004

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: **Care Services Policy Development and Scrutiny Committee**
19th June 2012

Executive

Date: 20th June 2012

Decision Type: Non-Urgent Executive Key

Title: **RESIDENTIAL AND NURSING CARE HOME CONTRACTS FOR OLDER PEOPLE – GATEWAY REVIEW**

Contact Officer: Andrew Crawford, Commissioning Manager (ECS Commissioning)
Tel: 020 87446 E-mail: andy.crawford@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director (ECS Commissioning)

Ward: Borough wide

1. Reason for report

- 1.1 The Council currently has block contracts for the provision of residential and nursing home care which expire in October 2012 and January 2013. It is advantageous for the Council to hold a proportion of the required service provision as block contracts in order to maintain a degree of price control and to assist with availability of places where demand is high.
- 1.2 This report sets out the commissioning intentions and seeks approval of the proposed procurement route.
-

2. **RECOMMENDATION(S)**

- 2.1 The Policy Development and Scrutiny Committee is asked to comment on the procurement intentions.
- 2.2 The Executive is asked to approve the procurement intentions to establish new contracts for residential and nursing home care as set out in section 3.9.

Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority: Excellent Council
-

Financial

1. Cost of proposal: Estimated Cost £2.9m per annum
 2. Ongoing costs: Recurring Cost
 3. Budget head/performance centre: 8249003800 (Missioncare Block); 8249003621 (Oatlands Block); 8249003501 (Nursing Care); 8249003502 (Residential Care)
 4. Total current budget for this head: £2,125,890; £500,760; £7,332,360; £11,044,480
 5. Source of funding: Education and Care Services revenue budget
-

Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory – National Assistance Act 1948
 2. Call-in: Not Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 635 older people were in residential or nursing home care on 31st March 2012, 85 in the block contracted beds. 288 new placements were made in 2011/12 and it is anticipated that in excess of 250 new placements will be made in the current year.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3 COMMENTARY

Background

- 3.1 Over the last 10 years the Council's strategy for care for older people has been to reduce reliance on residential care in care homes and to develop alternative services designed to enable people to retain their independence and remain living in the community with appropriate support. This has resulted in the development of rehabilitation and reablement services, more intensive packages of home based domiciliary care, extra care housing, and more recently exploring the potential for Community Service Volunteers to provide support to older people.
- 3.2 This reports sets out the current position in respect of contracting for care home places, both residential and nursing, in the context of both reducing reliance on residential care and the projected increase in numbers of older people in the population.
- 3.3 The Council currently has block contracts for the provision of residential and nursing home care that expire as detailed below. Until the end of 2011/12 the Council also held block contracts for residential care with Shaw Healthcare in residential care homes which were owned by the Council. These homes have now closed.

Type of care	Provider	Volume Beds	Unit cost	Contract Expiry
Residential Elderly Mentally Infirm (EMI)	Oatlands	25	£539.50	8/10/12
Nursing EMI	Missioncare	40	£655.20	1/01/13
Nursing physically frail (PF)	Missioncare Greenhill	10	£690.46	1/01/13
Nursing physically frail (PF)	Missioncare Elmwood	10	£709.28	1/01/13

3.4 Oatlands Residential Elderly Mentally Infirm

This contract was originally established in 2007 for a five year period initially on a first refusal basis but converting to block contract as beds have become occupied, up to a maximum of 25 beds. Occupancy is currently at 25 and has been at that level since April 2011.

3.5 Mission Care Nursing Elderly Mentally Infirm

This is a block contract for 33 block beds plus 7 first refusal beds. This means that the Council is only committed to paying for the block beds but will always be offered the first refusal beds when they become vacant and will only be charged, at the block rate, should they be taken up. The contract is spread across 3 homes, Greenhill, Homefield and Willett House, with no pre-determined allocation.

The occupancy reports for the last 3 years show that total occupancy has fluctuated between 33 and 40 beds meaning that occupancy in the block beds has never been below 100%.

The current block contract rate is below the Bromley ceiling rate for EMI nursing of £700 per week. As there is no commitment to pay for vacant first refusal beds and the contract cost of the block and occupied first refusal beds is very competitive in comparison with the market this contract provides LBB with very good value for money.

3.6 Mission Care Nursing Physically Frail

This is a block contract for 10 beds at Elmwood Nursing Home and for 10 beds at Greenhill Nursing Home. The latest occupancy report shows that, for the last year, occupancy at both homes has been 100% in the LBB contracted beds. Indeed demand for Nursing PF beds is such that a number of spot placements have been made where block beds have been unavailable. On 31st March 2012 there were 10 spot placements at Elmwood and 9 spot placements at Greenhill as well as spot placements in other homes.

3.7 Demand

- 3.7.1 Due to the Government's agenda to encourage more people to retain independence by remaining in their own homes for as long as possible with the support they require, during the last 5 years overall numbers of people funded by the Council in residential and nursing home care has reduced by approximately 12%. It is anticipated that there will be a continued downward trend in the future of people who require residential care, particularly those who are physically frail, as a result of further added capacity in Extra Care Housing, increasing use of intensive packages of domiciliary care and other service developments such as reablement which assist officers in managing the number of new placements.
- 3.7.2 Although there is likely to be some shift in the balance between the different categories of care, particularly with a potential growth in demand for both nursing and residential EMI care, it is not anticipated that in the short to medium term demand in these categories will require a reduction in the current block contracted levels.
- 3.7.3 The care placement team, who find and negotiate all placements in residential and nursing homes, advise that demand for residential PF placements is reducing, principally due to more people being supported to live at home and the development of the extra care housing schemes. Demand in the other categories remains relatively high, with spot placements being made at other homes both within and outside the borough in addition to the block contracted places. The relative average cost of a spot placement is only marginally higher than the current block contract prices.
- 3.7.4 Placement levels in homes for the last 6 years, from April 2006 until March 2012, are detailed in the table at Appendix 1. These indicate a continued downward trend, with the largest fall being in the number of residential physically frail placements. However the level of new admissions shows consistently high demand for places.
- 3.7.5 In 2011/12 a total of 288 new care home placements were made as follows:

Nursing PF -	88 new placements
Nursing EMI -	22 new placements
Residential EMI -	108 new placements
Residential PF -	67 new placements

NOTE: The remaining 3 placements were learning disability and substance misuse clients who were admitted to older peoples' care homes.

3.8 Local market

- 3.8.1 There are 11 homes in Bromley providing residential care for people with dementia, with a total of 438 places. Missioncare is the largest single provider in this category with 21% of the available beds.
- 3.8.2 The local EMI Nursing home market is very limited, with only 7 homes in the borough, 3 of which are the above Missioncare homes comprising 52% of the beds. Of the other four homes,

two have prices of approximately £1,000 per week; the remaining two will usually accept people at the current Bromley ceiling rate.

3.8.3 Fifteen homes in Bromley offer Nursing PF with around 275 beds in total, of which Missioncare provide 75 beds (27% of the total). Only four of the homes will offer care at Bromley’s ceiling rate of £700, all of which were rated by CQC as “adequate” (formerly 1 star homes); one home has a rate of £725 per week, three homes charge £775 per week and the remainder charge in excess of £850.

3.8.4 Within the current market framework in Bromley it is unlikely that any single provider other than the incumbents would be in a position to fulfil any one of the contract categories. However, Care UK are currently building a new 80 place home at Green Street Green due to open in March 2013 which is likely to be registered to provide residential and nursing care for both physically frail and dementia. This is a significant new development and expands the potential for competition across all care categories. The categories can also be broken down into smaller packages which will make it feasible for some smaller providers to tender and which will increase choice for service users.

3.9 Procurement proposals

3.9.1 The procurement proposals set out below are based on the following principles:

- Residential PF places will only be purchased on a spot contract basis rather than block contracted, due to the reduction in demand for residential places for people who are physically frail resulting from the development of alternative forms of care,
- Securing of capacity to meet a basic level of demand for Residential EMI, Nursing Home PF and Nursing Home EMI care, based upon historical usage, projected future demand and the competitiveness of the local care home market.
- Support of the local care home market.
- Competition to be encouraged by allowing contracts for each category to be split between providers thus enabling smaller providers to tender.
- The exercise of control over placement costs.

3.9.2 It is proposed to establish new contract arrangements for residential EMI, nursing EMI and nursing PF at the current levels. Although in each category this only represents a minority of the overall demand, in each instance a first refusal element of at least 20% of the block provision will be sought to mitigate any risk of under occupancy.

3.9.3 The proposed contract levels are:

	Block	First refusal	Total
Residential EMI	20	5	25
Nursing EMI	32	8	40
Nursing PF	16	4	20
Total	68	17	85

3.9.4 This represents approximately 12% of the overall places required for residential EMI and for Nursing PF and 50% of the overall requirement for Nursing EMI places. This differential is due to the limitations in the local Nursing EMI market as outlined in 3.8.2.

3.9.5 The arrangements will be established through competitive tendering, with contracts for a period of 3 years from 9th October 2012 for residential EMI and 2nd January 2013 for nursing EMI and PF, or such commencement date as can be negotiated and agreed; with an option to extend for up to 1 year followed by an option to extend for up to 1 further year.

3.9.6 Should a new provider be appointed the new contract will be subject to a run-in period, working up to the agreed block level as placements are made. There will be no requirement for people placed under the existing contracts to move. Those contracts will continue under current terms, effectively becoming spot contracts and ending only once a person dies or leaves the home.

4 POLICY IMPLICATIONS

4.1 Establishing contracts for nursing and residential care will enable the Council to achieve good value for money through ensuring accessible and cost-effective services.

5 FINANCIAL IMPLICATIONS

5.1 It is anticipated that the contract values in each instance will be at or below ceiling rate. The costs for each category and the total cost, based upon the respective ceiling rates, are detailed below.

	Ceiling rate	Proposed no. of places	Cost p.a.	5 year cost
Residential EMI	540	25	£703,931	£3,519,653
Nursing EMI	700	40	£1,460,004	£7,300,020
Nursing PF	700	20	£730,002	£3,650,010
TOTAL			£2,893,937	£14,469,683

5.2 All costs would be contained within current resources.

6 LEGAL IMPLICATIONS

6.1 Under the National Assistance Act 1948 section 21, the Council has a duty to provide residential accommodation to some adults who by reason of age, illness, disability or any other circumstance are in need of care and attention which would otherwise be unavailable to them.

Non-Applicable Sections:	Personnel implications
Background Documents: (Access via Contact Officer)	[Title of document and date]

		2006-2007		2007-2008		2008-2009		2009-2010		2010-11		2011-12	
		As at 31/3/2007	Admissions during year	As at 31/3/2008	Admissions during year	As at 31/3/2009	Admissions during year	As at 31/3/2010	Admissions during year	As at 31/3/2011	Admissions during year	As at 31/3/2012	Admissions during year
OP Nursing	PF	155	80	230	121	207	126	203	107	171	85	154	88
	LD							3		4	1	6	1
	EMI	122	63	89	45	113	37	88	46	96	39	79	22
	SM											5	0
Total 65 + nursing		277	143	319	166	320	163	294	153	271	125	244	111
OP Residential	PF	306	99	208	81	216	87	217	73	198	69	145	67
	LD	1						17		19		26	2
	EMI	172	56	207	79	226	119	190	110	204	107	218	108
	SM											2	0
Total 65 + Resi		479	155	415	160	442	206	424	183	421	176	391	177
Total 65+		756	298	734	326	762	369	718	336	692	301	635	288

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Report No.
CS12005

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Portfolio Holder for Care Services

For pre-scrutiny by the Care Services Policy Development and Scrutiny Committee

Date: 19th June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **PROPOSED CHANGES TO THE DISABLED FACILITIES GRANTS (DFG) POLICY**

Contact Officer: Steve Habgood, Environmental Services
Tel: 020 8313 4228 E-mail: steve.habgood@bromley.gov.uk

Chief Officer: Nigel Davies, Director of Environmental Services

Ward: All

1. Reason for report

To seek agreement to charge interest on any discretionary funding provided to assist with adaptations for disabled clients. Such charges will be registered as a legal charge on the affected property; any interest will be repaid along with the grant sum upon sale or transfer of the property.

2. **RECOMMENDATION**

The Portfolio Holder for Care Services is asked to agree that interest is charged for any discretionary grants provided to assist with adaptations for the disabled as set out in the body of the report.

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Supporting Independence
-

Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: £1,120,000
 4. Total current budget for this head: £1,120,000
 5. Source of funding: Disabled Facilities Grant (DFG) budget within capital programme 2012/13
-

Staff

1. Number of staff (current and additional): 3.6 FTE Grant Officers
 2. If from existing staff resources, number of staff hours: Up to 10 – 15 hours pa (based on 3 cases)
-

Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
 2. Call-in: Applicable:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Estimated up to 5 cases p.a.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 Social Services authorities have a statutory duty under Section 2(1)(e) of the Chronically Sick and Disabled Persons Act 1970 to provide assistance to disabled persons needing home adaptations and other facilities designed to secure for them greater safety, comfort and convenience.
- 3.2 The main funding route in this instance is via a Disabled Facilities Grant (DFG). Discretionary grants may be given where the cost of the works deemed necessary to meet the needs of a disabled person exceed £30K. The discretionary grant may be given for the balance of the cost of the works. The main purpose for which mandatory grant is for access and provision: this includes access into and around the building, access to essential amenities and facilities within the dwelling and the provision of certain facilities within the dwelling. Grants are means tested except in relation to the provision of an adaptation for those under 19 years of age.
- 3.3 A panel of senior officers (DFG Panel) scrutinise all applications where the cost of works is likely to exceed £7500 and also cases where discretionary grant are applied for. Cases above the mandatory maximum are rare, but costs can be significant and typically arise where extensions and rearrangement of a property along with specialist equipment are deemed necessary. Discretionary funding can also be used to assist with the cost of moving to a more suitable property.

Table 1 below indicates the level of discretionary funding provided over the last 5 years.

Financial Year	Total Discretionary Grant paid to assist with adaptations
	£,000
08/09	66
09/10	117
10/11	146
11/12	0
12/13*	>60

*Agreed by panel, but not yet paid.

- 3.4 Where discretionary funding is sought then the Local Authority may attach conditions to the funding and historically repayment of such funding upon sale of the property is considered sufficient. Interest can be charged on any discretionary assistance provided and in the current financial climate, and also because it is discretionary.

4. POLICY IMPLICATIONS

- 4.1 The **Policy for the Provision of Assistance for the Repair, Adaptation or Improvement of Private Sector Housing (2011)** must be published and a revision to the existing policy will therefore be required if the proposal is accepted.

5. FINANCIAL IMPLICATIONS

- 5.1 Any interest charged on the discretionary element of the grant will be calculated annually and a statement provided to the owner. The amount owing will need to be calculated having regard to the base rate throughout the loan period. The proposed rate is 1% above base rate.
- 5.2 The funding available for discretionary grants is shown in the table below:

Resources available for discretionary loans/grants for 2012/13

	2012/13
	£'000
Revised Capital Programme	1120
Less Mandatory Grants	-710
Less reduction in revenue contribution to DFG	-68
Balance	342
C/F 2011/12 underspends (subject to Executive approval)	233
Available Discretionary Grant	575

6. LEGAL IMPLICATIONS

- 6.1 The Regulatory Reform (Housing Assistance)(England and Wales) Order 2002 sets out our discretionary powers in this matter and allows discretionary funding with interest to be charged.
- 6.2 Details of any funding arrangements should be set out in a Policy approved by Members and which is published. The current Policy for the Provision of Assistance for the Repair, Adaptation or Improvement of Private Sector Housing (2011) will therefore need to be revised should members agree this change.
- 6.3 Although termed a “grant” the discretionary funding is repayable and may attract interest. The Council must ensure the borrower has received appropriate advice and guidance before entering into the loan and that they have the ability to repay the loan. The Council has a limited power to impose a legal charge on the property to secure repayment of DFGs.
- 6.4 Limited property charges relating to mandatory DFG’s for owner occupied properties is £30,000 and is recorded on the Land Charge Register where the cost of the adaptation exceeds £5,000. However, the maximum charge that can be recorded is only £10,000. The local housing authority may demand the repayment by the recipient of such part of the grant that exceeds £5000 (but may not demand an amount in excess of £10,000) if the recipient disposes (whether by sale, assignment, transfer or otherwise) of the premises in respect of which the grant was given within 10 years of the certified date.
- 6.5 Charges last for 10 years, but in all other respects local authorities will have complete discretion as to how they administer charges on adapted properties.
- 6.6 In relation to any discretionary funding the entire amount plus interest will be set aside as a charge and can be recovered upon sale or transfer of the property.

Non-Applicable Sections:	Personnel Implications
Background Documents: (Access via Contact Officer)	Policy for the Provision of Assistance for the Repair, Adaptation or Improvement of Private Sector Housing (2011)

Report No.
CS12006

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee for pre-decision scrutiny
Care Services Portfolio Holder for decision

Date: 19 June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **PROPOSAL TO CO-LOCATE THE POLICE PUBLIC PROTECTION UNIT WITHIN THE LONDON BOROUGH OF BROMLEY CHILDREN'S SOCIAL CARE MULTI-AGENCY SUPPORT HUB**

Contact Officer: Mark Thorn, Head of Referral and Assessment
Tel: 020 8461 7578 E-mail: mark.thorn@bromley.gov.uk

Chief Officer: Kay Weiss, Assistant Director (Safeguarding and Social Care)
Tel: 020 8313 4062 E-mail: kay.weiss@bromley.gov.uk

Ward: Boroughwide

1. Reason for report

- 1.1 The report sets out proposals to co-locate the London Borough of Bromley (LBB) Children's Social Care Multi-Agency Support Hub (MASH) with Police Public Protection Unit and Health at the Bromley Civic Centre. This further develops the current LBB Multi-Agency Support Hub arrangements in Bromley by facilitating early, better quality information sharing in order to more effectively safeguard vulnerable children and more effectively signpost children who do not meet the Children's Social Care threshold to early intervention services.

2. **RECOMMENDATION(S)**

- 2.1 **The Care Services Policy Development and Scrutiny Committee is asked to consider and comment on the proposal to co-locate the Police Public Protection Unit with the Children's Social Care Multi-Agency Support Hub (MASH) at the Civic Centre.**
- 2.2 **The Portfolio Holder for Care Services is asked to:**
- i) **Note Members' comments on the proposal to co-locate the Police Public Protection Unit with the Children's Social Care Multi-Agency Support Hub (MASH) at the Civic Centre; and**
 - ii) **Endorse the proposal.**

Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Safeguarding Children and Young People
-

Financial

1. Cost of proposal: Within existing resources with potential to re-grade the manager role to MG6 at a cost of £6,000.
 2. Ongoing costs: LBB costs are within existing budget.
 3. Budget head/performance centre: Children's Social Care (Multi Agency Support Hub)
 4. Total current budget for this head: £124,000
 5. Source of funding: From Children's Social Care base budget and contributions from other agencies towards the additional facilities costs.
-

Staff

1. Number of staff (current and additional): 4 staff within Children's Social Care, 3 Police and 0.5 Health.
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: None
 2. Call-in: Not Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Around 10,000 families based on the total number of contacts to Children's Social Care (2011-12).
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

- 3.1 This report sets out a proposal to expand the existing London Borough of Bromley Children's Multi-Agency Support Hub (MASH) arrangements in Bromley by co-locating the service with police and health partners at the Civic Centre site.
- 3.2 The MASH service is a multi-agency information sharing hub that both physically and virtually co-locates key professionals to facilitate early, better quality information sharing, analysis and decision making in order to more effectively safeguard vulnerable children and young people.
- 3.3 The Multi Agency Safeguarding Hub (MASH) was an initiative developed in Devon to ensure appropriate information was shared when the police and other agencies had concerns in respect of a child. The Munro Review of Child Protection (2011) has applauded MASH as a model of good practice because it offers a more consistent, timely and multi agency response to issues and concerns rather than Children's Social Care making unilateral decisions about individual situations. As a result many areas across the country are developing models based on the Devon initiative. The Metropolitan Police and London Councils are positively promoting the development of a MASH in all boroughs and are offering some limited set up costs towards their development. This would be available in Bromley to cover the police relocation costs of moving their public protection staff to the Civic Centre.

4. DEVELOPMENT OF MASH IN BROMLEY

- 4.1 An early stage Multi-Agency Support Hub team for children was established in Bromley in July 2011, and formed part of the reorganisation of Children's Social Care referral and assessment services following the Ofsted Inspection of Safeguarding arrangements in May 2010. It follows a similar model to the national Multi-Agency Safeguarding Hub model, however Children's Social Care and police staff are not currently co-located. Currently the team manages all initial contacts to Children's Social Care, screening all referrals to provide a triage service that ensures referrals meet the criteria for children's social care or are appropriately signposted to early intervention services where required. The key strategic objectives of the Bromley MASH are:

- delivering clarity and consistency in the application of thresholds;
- effective and timely signposting of referrals to relevant agencies;
- improving the quality of referrals and decision making.

Over 50% of referrals come from the police public protection desk (PPD) based at Bromley police station who process all police notifications, known as Merlin PAC's. These assess information held on police systems and act as a gateway from the police to statutory agencies such as children's social care, health, the youth offending team and safer neighborhood teams.

- 4.2 Since its inception the Bromley MASH has managed all police Merlin PAC's and has since taken on all other screening of contacts and referrals to Children's Social Care from a range of agencies and the follow up of Emergency Duty Team referrals from out of hours. It also identifies early intervention and prevention specifically where cases do not meet the threshold for children's social care but would benefit from ongoing support from another agency.
- 4.3 The current team consists of one qualified FTE experienced social work manager, two unqualified FTE social services officers and one FTE business support officer. A health visitor has recently co-located to the MASH 2.5 days per week in order to undertake health checks and liaise with health colleagues.

4.4 The aim of the Multi-Agency Support Hub is to research information on children and young people who have come to the notice of the police and Children's Social Care. By pooling and accessing a range of resources, the team can determine which agencies, if any, are already involved with the child, young person and or their family and gather additional relevant information. Once needs are identified the case will either be referred to Children's Social Care, if it meets the threshold for an assessment, or signposted to an appropriate resource. The Common Assessment Framework (CAF) can then be used to develop a team around the child approach for those families needing targeted support that do not meet the threshold for Children's Social Care.

4.5 **Strategic Aims**

The MASH offers the opportunity to establish a holistic and individually tailored response for each family who come to the attention of services for safeguarding reasons. As a fully established system it would enable the collation and application of the knowledge of each agency, which when aggregated provides a more complete picture of the problem than would otherwise have been available to individual agencies working in isolation within a short period of time.

4.6 **The key strategic objectives for the service include:**

- Jointly managed processes for making notifications, contacts and referrals to Children's Social Care, especially by the Police.
- The advantages of co-location, information which is shared face to face, joint decision making and jointly held risk, within agreed protocols.
- Development of specialism's at the front door of Children's Social Care and the development of a dialogue between Children's Social Care and other professionals and families, which is about designing suitable packages of services, rather than meeting or not meeting thresholds.
- Providing a continuum of services from prevention and early intervention through to statutory child protection services.
- Appropriate services are provided to children and families at an early stage rather than the creation of a revolving door.
- Development of positive relationships between agencies around specific problem areas e.g. Domestic Violence, substance misuse or Mental Health.
- Development of clearer processes between agencies and better data about need in the local area.

4.7 **Operational Objectives include:**

- To provide comprehensive, appropriate, evidence based, outcomes focused interventions to promote positive outcomes for children and young people in Bromley.
- To use effective analysis and whole system information sharing to gain a balanced perspective on the risks facing children, young people and their families and to use that perspective to choose the most appropriate service to do further assessment and intervention.
- To meet children's needs through sharing information legally and professionally using the appropriate technology options.
- To establish a mechanism for feedback from agencies to the unit on the outcomes for children.

5. FINANCIAL IMPLICATIONS

- 5.1 The proposal is to further develop the current Bromley MASH arrangements into a co-located multi agency team of people who continue to be employed and line managed by their respective agencies, but is co-located with Children's Social Care at the Civic Centre. The team would operate within the Referral and Assessment Service as a secure intelligence hub where nationally agreed protocols govern how and what information can be released to operational staff to inform interventions. The day to day operations of the team will be overseen by the LBB MASH manager
- 5.2 A multi-agency steering group has been established to look at how current arrangements can be strengthened and has recommended co-location as the most effective way of continuing to build efficiencies, relationships, trust and understanding between agencies about the sharing of information and decisions around intervention.
- 5.3 Staffing costs would continue to be funded by their respective agencies. The proposed co-located team would comprise:
- Children's Social Care Staff**
 - Group Manager x 1 (who will manage the team) #
 - Social Services Officers x 2
 - Business Support Officer x 1
 - Police Public Protection Desk**
 - Detective Sergeant x 1
 - Police Researchers x 2
 - Police Constable x 1
 - Health**
 - Specialist Nurse Safeguarding Children (MASH) x 0.5 (Health are considering increasing this role to a full time post).
- # Co-location will bring extra responsibilities to the manager for decision making of cases, allocation and developing systems and partnerships. Post to be raised from BR 14 to MG6 at a cost of £6,000. This will be funded from within the current Referral and Assessment Service budget
- 5.4 There are opportunities in the future to develop further partnerships as part of MASH Involving the Youth Offending Team, education colleagues and adult services working with vulnerable people. These arrangements will most likely be virtual, not necessitate co-location and would have to demonstrate added value.
- 5.5 The police will require dedicated desks, telephone equipment and computer terminals and will meet the full costs of these items. The police also have access to project funding towards infrastructure costs for the project. Exact details of the amount are not yet known and will be dependent upon a survey by the police and scale of proposals
- 5.6 Ongoing revenue costs towards letting council office space to the Police have not yet been agreed and is under negotiation with the expectation that the Police will meet these costs. Estimates from property services indicate a full charge rate for the accommodation costs relating to two desks with computer and telephone facilities will be about £4,000 per year. This cost does not include any IT support costs (which is an additional £2,300 per PC) as the police will be using their own systems.

6. BENEFITS

6.1 The benefits of co-locating the MASH can be defined in qualitative or quantitative terms. The areas for consideration are:

- speed of response to referrals meeting national performance indicators;
- single point for the collation of concerns about children and families;
- reduce the duplication of activity through better alignment of services;
- increase in the number of Common Assessment Framework and early intervention support to families, thereby reducing the need for more costly interventions;
- the proposal involves the co-location of key partners, who will share the cost of resources;
- development of common systems to process workflow;
- better understanding of each agencies role and therefore better planning around interventions;
- improve speed and quality of social care assessments through effective information gathering.

6.2 The model is considered one of good practice and being adopted by a number of London boroughs and other local authorities across the country.

7. RISKS

7.1 It will be important for the Council to ensure that information sharing protocols and standards are robust and meet the Council standards. The service will use nationally agreed protocols and guidance and in addition the MASH steering group are currently developing local governance arrangements for the sharing of information in a co-located but secure environment. These arrangements will be shared with Legal Services to ensure the Council is compliant with its duties in respect of confidentiality.

7.2 The new inspection regime by Ofsted sets out the need for targeted intervention and partnership collaboration between agencies when safeguarding children. This will be assessed in their inspection of both early intervention and safeguarding services. Any developments to improve this will mitigate organisational risk.

7.3 The Metropolitan Police have secured funding to assist with set up costs and this may be lost if Bromley do not sign up to the initiative.

7.4 The Children's Social Care Referral and Assessment Service and current MASH will move from the Old Town Hall to the first floor of St Blaise in August 2010. Potential accommodation for a co-located team as described has been identified on the first floor of St Blaise. The suitability of the accommodation will be dependant upon a survey by the police regarding the location of IT equipment. This survey cannot go ahead until the Police have agreement from the London Borough of Bromley that the proposal can go ahead.

Non-Applicable Sections:	Policy, Personnel and Legal Implications
Background Documents: (Access via Contact Officer)	None

Report No.
CS12015

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee for pre-decision scrutiny
Care Services Portfolio Holder for decision.

Date: 19th June 2012

Decision Type: Non-Urgent Executive Non-Key

Title: RESPIRE AT HOME CONTRACTS

Contact Officer: Andrew Crawford, Commissioning Manager (ECS Commissioning)
Tel: 020 8461 7446 E-mail: andy.crawford@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director (ECS Commissioning)

Ward: Borough wide

1. Reason for report

The contracts for respite at home services expire on 31st August 2012 . The report requests agreement to an exemption from tendering of the contract for respite at home services for a period of 7 months to 31st March 2013.

2. **RECOMMENDATION(S)**

That the Portfolio Holder agrees to an exemption from tendering to enter into a contract with:

- 2.1 Carers Bromley for a 7 month period from 1st September 2012 to 31st March 2013 for the provision of respite at home services as set out in para 3.2.
- 2.2 Bromley Mind for a 7 month period from 1st September 2012 to 31st March 2013 for the provision of respite at home services as set out in para 3.3.

Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority: Supporting Independence:
-

Financial

1. Cost of proposal: Estimated Cost : £126, 600
 2. Ongoing costs: Non-Recurring Cost:
 3. Budget head/performance centre: 1) 8249003388 (Bromley Mind); 2) 8170013542 S2127 (Bromley Mind [Carers Grant]); 3) 8170013542 S2130 (Carers Bromley)
 4. Total current budget for this head: 1) £101,750; 2) £29,450; 3) £100,204
 5. Source of funding: Education and Care Services Approved 2012/13 Revenue Budget
-

Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: National Assistance Act 1948
 2. Call-in: Applicable:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximately 300 individual carers access the respite at home services over the course of a year.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 The Respite at Home services are currently provided by two organisations, Carers Bromley and Bromley Mind.
- 3.2 The Carers Bromley contract has been in place since 2002 and provides two respite at home services as set out below. The services are partially funded by the Council and partially by the service user.
- 3.2.1 The respite at home services provides 8hr or 24hr respite at home sessions, giving carers a break and enabling them to pursue their own interests and maintain their personal health and wellbeing. Individuals pay a contribution directly to Carers Bromley of £10 for 8hr breaks and £15 for 24hr breaks.
- 3.2.2 The sitting service provides recruitment, training, monitoring and coordination of an 'approved list' of self employed sitters. The service is used predominantly for pre-arranged appointments, usually for between 1 - 3 hour breaks. Carers pay sitters directly with a recommended hourly rate of £5.50/£6.
- 3.3 The Bromley Mind contract has been in place in its current form since 2006, although there have been previous contract arrangements for dementia support services. It provides a range of respite at home services that can respond flexibly to service user needs as set out below. The services are fully funded by the Council – service users are not directly charged by the provider.
- 3.3.1 Sitting Service - support to people in their own homes and undertaking tasks such as providing personal care, preparing meals and generally responding to reasonable needs manifested by the user.
- 3.3.2 Weekend and overnight respite – providing overnight care, allowing carers to have a longer break away from home, with the person they care for supported in their own home.
- 3.3.3 Extra care at home – a specialised service supporting users with severe dementia which has progressed to an advanced stage who are unable to benefit from or be catered for in a day centre. It is also suitable for those with multiple disabilities whose needs can best be met by one-to-one care in their own home
- 3.3.4 Young onset dementia – support for people with early onset dementia to participate in community activities, or support in their own homes.
- 3.4 The respite market locally has been quite limited comprising primarily of block contracted residential respite at Kingswood House and these two respite at home services. The reliance on bed based respite has meant that there have been no real opportunities or incentives for providers to develop alternative provision and as a consequence these contracts have each been in place for over 10 years. Now that the residential block contract has ended there is an opportunity to develop alternative and more flexible approaches, particularly the use of direct payments and using the Bromley Shared Lives scheme for older people who require respite care.
- 3.5 The review of respite care in 2011 identified that carers wish to access a broad range of flexible respite services. Whilst the sitting services do offer a flexible model in offering breaks of varying lengths in a person's own home at times to suit the carer, the best way to provide flexible respite services for carers is to support them to make their own arrangements through use of a Personal Budget/ Direct Payment.
- 3.6 A 6 month extension to these two contracts was implemented in February 2012 as it is the intention to develop Direct Payments for respite care. Commissioners have been working with colleagues in Finance to establish the appropriate rate/ rates to cover the potential complexity of services which people would wish to secure. This will also require a formal policy change for the Council to implement direct payments, and the consequent charging, for respite breaks. The

charging issue will be included in a report to the Executive in January 2013 which will deal with other charging policy issues.

- 3.7 It will also be important to bring in Direct Payments in a way that does not destabilise the existing respite care services. In order to allow adequate time for these changes to be developed and implemented a further waiver is requested to allow a continuation of the contracts for respite at home services with the existing providers as an interim measure for 7 months until 31st March 2013.

4. POLICY IMPLICATIONS

The proposal meets the Council's priority to support independence by providing respite breaks for carers, thereby helping them to continue in their caring role, enabling vulnerable people to remain in the community and in their own homes.

5. FINANCIAL IMPLICATIONS

All costs can be contained within the available 2012/13 approved budget as detailed below.

Provider	Element of service	2012/13 Budget £'000	Annual Cost £'000	Sep – Mar 13 Costs £'000
Carers Bromley	Respite manager		28.8	16.8
	Carers breaks		64.9	37.9
	Sitting service		6.5	3.8
	SUB TOTAL	100.2	100.2	58.5
Bromley Mind	Sitting service		101.8	59.4
	Extra care		6	3.5
	Weekend respite		5	2.6
	Young-onset		5	2.6
	SUB TOTAL	131.2	117.8	68.1
	TOTAL	231.4	218	126.6

6. LEGAL IMPLICATIONS

- 6.1 The Council has a duty to provide respite services to elderly clients pursuant to sections 21 and 229 National Assistance Act 1948 where this is not otherwise available to them. This means that having assessed that a client requires respite care the Council needs to consider whether or not they have sufficient resources and capacity to arrange for this themselves. If they don't then the Council should arrange it.
- 6.2 Rule 13 of the Code of Practice states that such an Exemption or Waiver may be exercised subject to the follow: *"Where the value of the relevant contract (or proposed contract) is over £100, 000, the authorisation requirement is: Chief Officer in agreement with the Director of Legal, Democratic and Customer Services and the Director of Resources and following Approval of the relevant Portfolio Holder, who have given their agreement "*.

Non-Applicable Sections:	Personnel implications
Background Documents: (Access via Contact Officer)	

Report No.
CS12007

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development and Scrutiny Committee

Date: 19 June 2012

Decision Maker: Executive

Date: 20 June 2012

Decision Type: Non-Urgent Executive Key

Title: **REVISED PAYMENT STRUCTURE FOR FOSTER CARER ALLOWANCES**

Contact Officer: Kay Weiss, Assistant Director (Safeguarding and Social Care)
Tel: 020 8313 4062 E-mail: kay.weiss@bromley.gov.uk

Ian Leadbetter, Head of Care and Resources
Tel: 020 8313 4116 E-mail: ian.leadbetter@bromley.gov.uk

Chief Officer: Kay Weiss, Assistant Director (Safeguarding and Social Care)

Ward: N/A

1. Reason for report

- 1.1 This paper sets out a revised payment structure for foster carer allowances to include a phased two year introduction for existing foster carers.

2. **RECOMMENDATION(S)**

2.1 **The Care Services Policy Development and Scrutiny Committee is asked to consider and comment on:**

- (I) the revised payment structure for foster carers;
- (ii) a two year phased introduction for existing foster carers as outlined in the main body of the report

2.2 **The Executive is requested to:**

- (i) approve the revised payment structure to be implemented from the 1 August 2012;
- (ii) agree to a two year phased introduction for existing foster carers as outlined in the main body of the report.

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Children and Young People
-

Financial

1. Cost of proposal: Estimated Cost: £51,563 (2012/13)
 2. Ongoing costs: Reducing in 2013/14 & 2014/15
 3. Budget head/performance centre: Fostering Budget
 4. Total current budget for this head: £5.3m
 5. Source of funding: Base Budget
-

Staff

1. Number of staff (current and additional): 20 FTE, Fostering Team
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory Requirement:
 2. Call-in: Applicable:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

Introduction

- 3.1 During 2011/12 a review of Bromley's fostering service was undertaken to address increasing cost pressures and a decline in the number of new foster carers being recruited and approved during the preceding few years when at the same time the number of looked after children (LAC) had increased from a figure of 240 children and young people in 2008/2009 to 300 at its highest point in 2010/11. The number of looked after children and young people declined slightly in 2011/12 to 270 where it has remained static with no indication of further reductions in the foreseeable future.
- 3.2 The dramatic rise of looked after children (LAC) led to an increase in the number of foster placements that needed to be secured via independent providers which, on average, costs the Council 50% more, £20,000 per child per year, than an in-house placement.
- 3.3 Analysis of our in care population and in particular the cohort of children and young people placed in IFA fostering placements highlighted a lack of available in-house foster carers who were able and willing to offer placements to predominantly, adolescents and disabled children.
- 3.4 Conscious of our need to ensure that any measures taken to increase the number of in-house foster carers who could provide placements for adolescents and disabled children needed to be contained within the overall placement budget it was concluded that a review of our current complicated foster carer allowance scheme should be undertaken as part of a number of management actions to address the issues of increasing costs and insufficient numbers of in-house carers.
- 3.5 With the support of the Corporate Parenting Executive Working Party, a number of alternative allowance schemes were examined, compared to neighbouring authorities and costed, with our preferred scheme being subject to a full and formal consultation with our current foster carers before being endorsed by the Corporate Parenting Executive Working Party on the 24 April 2012 and a recommendation that the allowance scheme be presented to the Executive for comment and, if agreed, approval.

Current Scheme

- 3.6 Bromley's current foster carer allowance scheme was introduced in 2002.
- 3.7 The scheme consists of three distinct elements which make up the total weekly allowance paid to foster carers, which are:
- (a) a three tiered retainer element paid to each fostering household (irrespective of the number of children in placement). This tiered payment was designed to recognise longevity of service and additional skills with the premise being that our more experienced and skilled carers would receive a higher rate of retainer than our less experienced carers as they would be better equipped to offer placements to our more challenging and complex children;
 - (b) a age banded weekly maintenance payment per child to meet the costs of food, clothing, social activities etc; and
 - (c) a set weekly reward payment per child which together with the retainer payment constitutes a professional fee to the foster carer.

Table 1 – Current Fostering Allowance Scheme

Age	Maintenance		Reward		Retainer
0 – 4	£211.26	Plus	£73.85		£86.03 (low rate)*
5 – 10	£221.69	Plus	£73.85	Plus	£104.51 (mid rate)*
11 - 16	£275.94	Plus	£73.85		or
16+	£357.35	Plus	£73.85		£122.99 (max rate)*

*Only 1 payment per fostering household

3.8 Although the current scheme has served us well over the past ten years, there are some issues that mean that it no longer meets the business needs of the service.

3.9 Firstly, the maintenance element is far in excess of the weekly amount paid by most local authorities and recommended by the Fostering Network, as follows:

Table 2 – Comparison of LBB and Fostering Network Maintenance (FNM) Rates 2012/13

Age	LBB Maintenance	FNM Maintenance
0 – 4	£211.26	£157.85
5 – 10	£221.69	£179.95
11 – 15	£275.94	£224.09
16+	£357.35	£266.01

Maintenance rates are the amount which Government and the National Fostering Network estimate it costs to provide food, clothing, social activities, etc per child per week.

3.10 This is significant as there is now a statutory requirement on local authorities to base other maintenance allowances, such as our Kinship Care allowance and residence order allowances etc on our fostering maintenance payment rate. In effect therefore Bromley are paying kinship carers, residence order carers more than they need to.

3.11 Secondly, the retainer payment, designed to reward carers for length of service and skills which in turn was thought would encourage our more experienced carers to offer placements to our challenging children and young people has, generally, not been the case.

3.12 Finally, it could be argued that our current scheme is designed to meet the needs of carers rather than the needs of the children and young people who are placed with them and provides little incentive to encourage carers to offer placements to our more challenging children and young people.

Proposed Scheme

3.13 The proposed scheme is based on the Fostering Network maintenance rate and a professional fee of £200 per week and is paid per child. The professional fee is the sum paid for the work undertaken by the carer for providing parenting/care to a range of children identified by London Borough of Bromley, attendance at reviews, conferences, health appointments, and undertaking training as required, etc.

3.14 An enhanced fee of £250 can be paid to meet the individual needs of children with complex needs or to meet the current shortage of particular placement types i.e. adolescents.

3.15 The proposed allowance structure is set out in the following table. The highlighted figures indicate the professional fee being proposed in the new scheme.

Table 3

Age	Maintenance		Standard Fee		Enhanced Fee
0 – 4	£157.85	plus	£200.00		£250.00
5 – 10	£179.95	plus	£200.00	or	£250.00
11 – 12	£224.09	plus	£200.00		£250.00
13 – 15	£224.09	plus	£200.00		£250.00
16+	£266.01	plus	£200.00		£250.00

3.16 Current business needs assume that carers for children under the age of 13 will attract the age banded maintenance rate and the standard fee of £200. Carers of young people over the age of 13 will attract the enhanced fee of £250 as currently this cohort of young people are difficult to place with in-house carers and these carers are difficult to recruit.

3.17 The proposed scheme, which is designed to align payments to the identified needs of the child or young person, should assist in reducing our reliance on more expensive IFA provision.

3.18 There may be occasion to prevent placements in more costly IFA provision that the needs of the child under the age of 13 could be met with in-house carers with an enhanced fee being paid. Officers have considered broad criteria that could be adopted when determining whether an enhanced fee should be paid, as follows:

‘There are exceptional occasions when a mainstream foster carer may be approached for a placement of a child who has more complex or significant needs than expected of most other mainstream placements. In these circumstances it may be appropriate to pay an enhanced fostering rate to compensate for the extra time, demands and challenges of the placement.

To qualify for an enhanced fostering rate the following criteria needs to be fulfilled:

- Evidence that there is an increased, significant and ongoing level of disruption to family life above and beyond that which is a normal part of fostering, or
- The ongoing costs of caring for the child are significantly greater than would normally be expected, or
- The child’s needs prevent any other placements being made, when in normal circumstances the foster carer would have additional placements.

All requests for enhanced allowances must be in writing from either the child’s social worker or the foster carer’s supervising social worker, for agreement from the Assistant Director or delegated Head of Service.

Payment of enhanced fostering rates will be reviewed as a minimum of every six months through a report prepared by either the child’s social worker or the foster carer’s supervising social worker in conjunction with the foster carer, which will be discussed at the Children’s Funding Panel. Any payments must reflect the need of the child and therefore will be subject to change depending upon the child/young person’s development in placement.’ A management report summarising enhanced placement costs for under 13 years will also be produced to monitor expenditure and gate keeping arrangements

- 3.19 It is important that the criteria applied is fair and transparent and is clearly based on the needs of the child.

Comparisons with other Local Authorities

- 3.20 A comparison of Bromley's current fostering rate against those paid by other local authorities was considered and is attached as **Appendix 1**.
- 3.21 Members will see that Bromley is positioned as the highest payer among our neighbouring authorities (except for Bexley who pay, on a graduated scale, up to 60% on top of their basic allowance for very complex children), although as each authority operates their schemes in slightly different ways it is not possible to undertake like for like comparisons.
- 3.22 It has not been possible to compare LA allowances with those of IFA's as this information will not be shared with us with 'commercial sensitivity' being cited as the reason.

Impact and Risk

- 3.23 The impact of the new proposed allowance scheme will mean that some in-house carers will receive less money than under the current scheme, between £1.61 per week and £50.25 per week, while others, who provide placements for disabled children or teenagers aged 13 years and over, will receive more.
- 3.24 Changes, which will see carers lose money is clearly a significant risk particularly as carers may decide to leave Bromley and join an IFA where they will receive a greater reward. We are aware at this juncture of three carers who are in the process of leaving Bromley and joining a local independent provider, although in two of the cases the decision to move to an IFA was made prior to the consultation on our new allowance scheme. One IFA is actively and aggressively recruiting locally with offers of an allowance to carers of up to £750 per week. IFA's (many of who are profit making) are able to pass this cost directly to commissioning authorities often with up to an additional mark up of 50% to cover their administration fees.
- 3.25 It is difficult to gauge whether more carers would seek to foster with other organisations, and it was not raised as an issue during the consultation period, other than in general terms in the response from the Bromley Foster Care Association (BFCA).

A Phased Approach to Implementation

- 3.26 The Executive Working Party on 5 March 2012 considered the benefits of a phased approach to implementation to avoid the possibility of LBB foster carers, who will attract less money through the scheme, from leaving. The phased approach sets the standard fee at £200.00 and maintains our carers on their current level of pay until (i) the child leaves the placement, thereafter the carer would attract the new rate for any new child placed, or (ii) the child moves into a higher age band and attracts a higher rate which is greater than the fee that the carer is currently receiving, or (iii) the young person reaches the age of 18. This is seen as a temporary arrangement that would prevail until either the child reached a higher fee level under the revised payment structure or if the carer started caring for a new child or young person when the revised payments would be paid from day one.
- 3.27 The advantage to this scheme is a guarantee to carers that they will not financially lose out with their current placements when the new scheme is introduced. It will also provide an opportunity for carers to adjust to the revised payment structure, although there are still risks associated with this inasmuch that carers may decide to leave Bromley at the conclusion of their current placement.
- 3.28 Members are respectfully reminded that despite our proposals Bromley allowances are still greater than our neighbouring authorities and generally competitive with many IFA providers.

3.29 During the consultation exercise many carers, whilst unhappy about losing money, also cited that support to them in caring for a child or young person was equally important as the payment they received. This is an area that is currently underdeveloped in Bromley and subject to invest to save proposals to develop a more robust support package.

4. POLICY IMPLICATIONS

4.1 In accordance with the Council's commitment in Building a Better Bromley to reduce our reliance on independent fostering provision and to deliver an in-house fostering service that represents better value for money.

5. FINANCIAL IMPLICATIONS

5.1 Detailed financial analysis was undertaken as part of the review of the current foster carer allowance scheme and that is proposed in this paper.

5.2 The actual spend for in-house foster placements for 2011/12 is £3.18m compared to a budget of £2.62m. The shortfall of £0.56m has been managed through permanent virements of other budgets and continues to be a key pressure area.

5.3 The projected spend for 2012/13 based on the preferred allowance scheme with age banded adjustments and post 18 year old young people factored out but not including any phased introductions as outlined in para 3.15 will be similar to that in 2011/12. Whilst some children will come out of the system when they reach eighteen, it is predicted that other children will enter the system to replace them.

5.4 The proposal to introduce a new allowance scheme as outlined in table three would mean that approximately 28% of carers would be financially worse off between £1.61 per week and £50.25 per week. However, to provide stability and limit turbulence it is proposed to maintain those carers on their current payment **level using the phased implementation criteria outlined in 3.27 which will cost £51,563 in 2012/13** and would reduce significantly further in 2013/14. The £51,563 in 2012/13 will be funded from within existing resources

5.5 Should Members be minded to agree to a phased introduction of the new payment scheme officers are confident that the additional costs of around £51,563 in 2012/13 can be funded from within the current budget envelope of £30.6M in Children's Social Care.

6. LEGAL IMPLICATIONS

6.1 The Local Authority has a statutory duty under the Children Act 1989 to provide accommodation for any child or young person who is found to be in need of such accommodation in their area.

6.2 The provision of in-house foster carers assists the Council in meeting this statutory obligation.

Non-Applicable Sections:	Personnel Implications
Background Documents: (Access via Contact Officer)	

Table Four – Comparisons with other Local Authorities

Age	Rate	Croydon	Lewisham	Lambeth	Greenwich	Bexley	Bromley
0 – 4	Standard	£322.00	£314.37	£354.96	£285.26 >£335.26	£286.70 >£440.57	£357.85
	Enhanced	£363.03			(+£50 max)	(+60%)	£407.85
5 – 10	Standard	£322.00	£324.90	£354.96	£312.59 > £362.59	£298.16 >£458.04	£379.95
	Enhanced	£389.68					£429.95
11 – 12	Standard	£322.00	£376.14	£376.14	£367.20 >£417.20	£361.92 >£458.04	£424.09
	Enhanced	£447.45					£474.09
13 – 15	Standard	£322.00	£376.14	£390.57	£367.20 >£417.20	£361.92 >£496.52	£424.09
	Enhanced	£447.45					£474.09
16+	Standard	£394.78	£465.35	£390.57	£426.62 >£476.62	£379.58 >£553.50	£466.01
	Enhanced	£479.87					£522.13

Note: Where a local authority offer a standard and enhanced rate this is shown, otherwise they operate one standard rate
Both Greenwich and Bexley offer a graduated enhancement for complex cases to a maximum shown above.
Figures highlighted in red show a payment (at the maximum enhancement) greater than our proposal

Report No.
CS12009

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Care Services Policy Development & Scrutiny Committee

Date: 19th June 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **HOUSING AND RESIDENTIAL SERVICES: 2011/12 ANNUAL REPORT INCLUDING Q1 UPDATE ON THE HOUSING REGISTER CURRENT TEMPORARY ACCOMMODATION POSITION**

Contact Officer: Sara Bowrey, Head of Housing Needs (ECS Housing Needs)
Tel: 020 313 4013 E-mail: sara.bowrey@bromley.gov.uk

Chief Officer: David Roberts Assistant Director (ECS Care Services)

Ward: Boroughwide

1. Reason for report

This report provides an overview of the annual performance of Housing & Residential Services against the 2011/12 key objectives and targets. It also provides PDS members with an update on the new allocations scheme and the current position on the use of temporary accommodation and the actions being taken to try and reduce the current level of nightly paid accommodation placements.

2. **RECOMMENDATION(S)**

2.1 Members of the Care Services Policy Development and Scrutiny Committee (PDS) are asked to:

- a. Note the performance against the key objectives and targets in the 2011/12 Portfolio Plan and work plan for these service areas, including the current actions in relation to temporary accommodation use (appendix 2).
- b. Consider and comment on the priorities as set out in paragraph 3.4 for the forthcoming year in response to the drivers set out from paragraphs 3.3
- c. Consider and comment on the current position of the new allocation scheme (appendix 3)

Corporate Policy

1. Policy Status: Existing Policy:
 2. BBB Priority: Children and Young People Excellent Council Quality Environment Safer Bromley Supporting Independence:
-

Financial

1. Cost of proposal: Not Applicable: Within existing budgets
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: This report covers the work of the former Housing & Residential Services Division. Its component parts have now been restructured across 3 areas: Housing Needs (Education & Care Services), Development & Strategy (Renewal & Regeneration) and Residential Services (Environmental Health; Public Protection)
 4. Total current budget for this head: £2,689K approved controllable budget across all three service areas.
 5. Source of funding: Education and Care Services Approved 2012/13 Revenue Budget (including empty property and homelessness CLG grants).
-

Staff

1. Number of staff (current and additional): 69.95FTE
 2. If from existing staff resources, number of staff hours: The report covers the work of the above services, including all staffing resources. No additional staffing resources are required in relation to the content of this report.
-

Legal

1. Legal Requirement: Statutory Requirement: The work of the Housing Needs Service fulfils a number of statutory duties in relation to housing advice, homelessness and the provision and allocation of accommodation. The work of the Development Service supports the delivery of these Statutory functions through the provision of affordable housing. Residential Services perform a number of statutory functions relating to housing conditions, licensing of housing in multiple occupation (HMOs) and administration of disabled facilities grants (DFGs).
 2. Call-in: Not Applicable:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): There are approximately 900 – 1,000 approaches each month from those facing housing related issues. Of these around 4,000 per year present faced with imminent homelessness requiring in-depth casework intervention to assist in resolving homelessness. Currently around 850 new housing register applications are received each month, it is expected that this will reduce by around 50% once the re-registration process has been concluded. Around 130 people receive DFGs annually. Approximately 20 are assisted with major works via interest free loans. Around 1,500 people access the handyman service. The housing enforcement team deals with approximately 1,300 service request annually. Approximately 600 households are in TA, of which over 250 are in some form of short term nightly paid accommodation.

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

3.1 The objectives and targets set out for 2011/12 were designed to fulfil both the Council's statutory duties and key targets in respect of housing, whilst ensuring that these were tailored to address local needs and priorities within Bromley.

3.2 Summary of Performance:

3.2.1 Progress against the specific performance targets in the Housing & Residential Services Business Plan that arise directly from the Portfolio Plan are detailed in Appendix 1 of this report.

3.2.2 Overall the report demonstrates that significant work has been undertaken to progress all priority areas towards achieving the overriding objectives by year end. However, despite the work undertaken, the dramatic increase in those approaching faced within homelessness, has impacted significantly on the level and complexity of workloads and the number of households inevitably accepted as homeless and placed in to temporary accommodation (TA). A report to the A&CS PDS committee in September 2011 provided details of the pressures in and arising from the housing market in general and provided details of the action plan being developed to tackle the situation. The action plan update is provided in Appendix 2 of this report.

3.2.3 Key achievements of note are:-

- Assisting more than 2,000 households to remain in their existing accommodation or identify suitable alternative housing options to prevent homelessness occurring.
- Launch of the new allocations scheme criteria and automated banding. An update briefing is provided in Appendix 3 of this report.
- Assisting 31 under occupiers to move freeing up much needed family sized accommodation
- Production and launch of the new 5 year homelessness prevention strategy.
- 19 family sized properties successfully recovered through the social housing fraud initiative.
- Work progressing on the building of 2 more extra care housing schemes (completed by end June 2012).
- 3 successful interim empty dwelling management orders (EDMO) achieved.
- 270 new build affordable housing units were completed, assisting the Council to meet its statutory housing and social care duties.
- The Council's affordable housing payment in lieu funding and external capital subsidy was used to develop a scheme of 7 flats for people with learning disabilities, generating corporate savings on the cost of placing clients into residential care.

3.3 Key Drivers: Overview of the current housing market supply and need position

Housing Needs

3.3.1 Increased prevention and housing options work has achieved a year on year reduction in homeless acceptances and temporary accommodation use. By 2009/10 more than a 50% reduction had been achieved in temporary accommodation use from its peak of 1,014 during 2005, and a 70% reduction in homelessness acceptances, reducing by around 1,300 households each year.

- 3.3.2 Since the onset of the recession and in line with the early risk warnings previously reported, we are now experiencing a significant increase in the number of households presenting faced with imminent homelessness. The most significant areas of increase continue to be as a result of mortgage or rent arrears and loss of private rented accommodation.
- 3.3.3 Whilst the re-registration process has significantly reduced the numbers on the housing register, the service is currently receiving around 850 new applications per month. Even accounting for the increase from re-registration cases, this is still significantly greater than pre-recession and is creating a real pressure on the service, especially in processing and approving applications and issuing PIN numbers required for bidding on Bromley Homeseekers.
- 3.3.4 Supply has dropped across all sectors of the housing market as churn and new supply slows up. Access to home ownership and social housing has become more restricted and private rents are high and rising, effectively pricing many out of the housing market. The recent changes to local housing allowances has further increased the difficulty in private rented and leasing scheme acquisition. Thus, the bulk of this increase in temporary accommodation placements has been costly nightly paid accommodation, with virtually all of this accommodation commanding rental prices above the housing benefit temporary accommodation subsidy level. This position is reflected across London as a whole.
- 3.3.5 A further reduction in the overall supply of housing association lettings with the number of lettings reducing by about 320 compared to 2009/10.
- 3.3.6 A particular concern currently are the number of Central and North London Boroughs now actively seeking to acquire accommodation in the area, thus further reducing supply and pushing up costs. Especially as there is already very few private rented properties available in borough where the rent being charged is at or below the new housing benefits caps and this situation threatens increasing rents even further. Our leasing partners are already experiencing extreme difficulty in acquiring accommodation based on current rental values against housing benefit TA caps.
- 3.3.7 The significant welfare reform changes being implemented over the next few years will have an impact on private and social housing tenants and landlords. (Reforms include benefit caps for universal credit, extension of single room rents, payment direct to tenants and under-occupation rule extensions for social housing tenants). Recent research suggests that the changes will not only impact upon housing affordability, but are also likely to impact significantly upon household finances, leading to increased approaches to statutory services (education and social care services) requesting assistance with essential daily living costs. There could also be demographic swings across London will occur which may also impact upon service pressures.
- 3.3.8 Despite the continued focus on homelessness prevention and housing options work, this cannot keep pace with the level of increased demand, resulting in increased numbers of homeless acceptances and temporary accommodation placements.

Development & Strategy

- 3.3.9 The impact of the current economic climate on housing development and strategy has been reported in detail through the bi-annual performance reports to this committee detailing the impact of the pace of new development, both in terms of when schemes commence and complete.
- 3.3.10 The number of new planning applications being submitted continues to fall and a number of new developments have been put on hold by private developers, which in turn, delays the delivery of the affordable units on those sites. Furthermore, some owners of sites with existing

planning permission have sought to reduce the proportion of affordable housing and/or increase its price, or reduce/remove the amount of payment in lieu, on the grounds of financial viability in the current market.

3.3.11 Over the last 2-3 years, the actual number of completions has not dropped significantly as the bulk of these were already in the development pipeline when the economic downturn occurred. However, the impact is now starting to be experienced, with the number of new sites coming forward falling off dramatically as planning consents are delayed until grant or sufficient funding is available. In addition, even as the economy starts to restabilise, there will be a time lag before any increase in supply starts to be seen.

3.3.12 The table below demonstrates the significant fall in start on sites over the last 3 years. The implications of such a large reduction will further compound the difficulties facing the Housing Needs Service in identifying suitable supply to enable statutory and priority housing duties to be achieved.

Year	Start on Site: Total Number of Units
2009/10	373
2010/11	397
2011/12	53

3.3.13 The reduction in planning applications, coupled with the marked reduction in new building also significantly increases the difficulty in funding opportunities for the specialist accommodation supply required to meet the range of needs across Education & Care Services, such as learning disability units and extra care housing.

3.3.14 Meanwhile, the whole process and methodology whereby the Homes & Communities Agency (HCA) funds new affordable housing development has changed. The main implications of which were detailed within the 2011/12 H&RS half year performance report. Additionally, as part of the localism Act, local authorities will be required to develop and operate within a strategic policy on tenancies (SPOT) that needs to be in operation by April 2013. The LBB SPOT will be drafted in early 2013 and brought to PDS and Portfolio Holder for comments and approval.

Residential Services

3.3.15 Empty property work is increasingly important given the pressures on the service and the introduction of the New Homes Bonus (NHB), which means that the number of empty properties brought back into use directly impacts upon the amount of NHB the Council receives. Work has been undertaken with Liberata to ensure data accuracy to maximise the levels of NHB available to the Council; an annual assessment will take place in October 2013. Overall, brought 111 empty properties have been brought back into use during 2011/12. A final empty dwelling running order was also completed bringing back a property which had been empty for around 15 years and 3 further EDMO's are in place with a number of others progressing through the required process.

3.3.16 A further £450K CLG/GLA funding has been secured to seek to address at least 27 longer term, and usually more expensive, empty properties over the next couple of years. The intention is to target these through the EDMO process or, if the owner does actually cooperate, through loans and thus the repayment of the loans or EDMO expenditure will come back to the Council for re-use on further empty property work.

3.3.17 The handyman scheme and the hospital discharge service has been closely linked for the last 6 years and has seen increased demand this year with cases assisting hospital discharge increasing from 360 in the first 6 months of the year to 547 in the second half of the year. From July, the hospital discharge element will be replaced by Medequip, a London consortium that offers very competitive costs. The future of the handyman element of the scheme is under review.

3.3.18 Disabled facilities work continues to face upward pressure and there has been an increase in the higher cost larger adaptation cases. 3 cases in excess of £30000 have been identified already in 12/13. A procurement exercise to reduce the costs of stair lifts is in progress and discussions are in progress with suppliers over the use of refurbished lifts. These proposals will help to reduce costs, but until tenders have been received and evaluated the level of saving cannot be quantified.

3.4 Identified Key Priority Areas and Objectives for 2012/13:

3.4.1 The previous section has outlined the decreasing supply across all sectors against significantly increased need. When looking at current data trends coupled with future pressures and new developments, such as the level of court hearings relating to possession proceedings, private rental levels, the Welfare Reform Act and new build activity, it would appear that this situation is set to continue at least in the short to medium term, with a widening gap being experienced in the next few years resulting in ongoing pressures on the service and the budgets for temporary accommodation and housing options, incentives.

3.4.2 There is no single solution to this problem and, as such, the approach needs to continue to include a full range of initiatives including increased prevention work, together with exploration of all options to acquire a sufficient supply of cost effective accommodation across both social and private housing to meet statutory homeless and priority housing duties.

3.4.3 Another key element for all in the Council of addressing the service and budget pressures is ensuring expectations are managed - not raised - and personal responsibility and self help are pursued. In reality supply is not meeting need, budget and service pressures are severe, and for the majority a speedy resolution for any housing related issue will not be through the Council's housing register of homeless applications process, but will involve considering a range of alternative options, most importantly looking to try to resolve issues to remain in situ or seeking private accommodation within an affordable area.

3.4.4 A key priority for the forthcoming year will be to ensure the successful bedding in of the corporate structural changes both in terms of the new department and the effective split of the housing functions across 3 directorates – ensuring that these continue to function to provide a comprehensive housing service and achieve the benefit aims of the recent restructure, ensuring that available resources are focussed on those most in need, maximise housing supplies and contribute to the wider strategic housing and residential priorities within Bromley. Within this context, the following key priorities have been identified for 2012/13:

Housing Needs

3.4.5 Fulfil LBB statutory duties in relation to homelessness, maximising the number of households assisted to remain in their accommodation through the provision of:

- accessible and innovative services
- effective, timely advice and support

3.4.6 Work with private landlords and housing providers to:-

- prevent homelessness and assist households to remain in their current accommodation
- maximise access to private rented sector/alternative housing options

- 3.4.7 Ensure the effective use of mortgage rescue and possession prevention initiatives to minimise the level of homelessness arising due to rent or mortgage arrears, including the impact of housing benefit and welfare reform.
- 3.4.8 Minimise the use of temporary accommodation with a particular focus on:-
- achieving zero use of shared facility B&B accommodation for families and young people unless in an emergency
 - reducing the use of nightly paid accommodation
 - ensuring a sufficient supply of suitable temporary accommodation to meet statutory duties.
- 3.4.9 Through the allocations scheme, ensure best use of available social housing stock to prevent homelessness and meet the highest levels of housing need.
- 3.4.10 Work closely with HB and DWP, partner landlords and social care to consider potential impacts and steps that can be taken to prepare for, manage and mitigate the potential impacts of the welfare reform changes.

Development & Strategy

- 3.4.11 Work with planning to ensure implementation of affordable planning policy to deliver new supply which meets needs and resist applications from developer to reduce affordable housing and payments in lieu on schemes with existing permissions.
- 3.4.12 Actively contribute to the production of new strategic planning documents such as the LDF and core strategy, ensuring that strategic housing needs and Educations & Care Services priorities are reflected.
- 3.4.13 Continue to lead for Education & Care Services on the delivery of opportunity sites within Bromley town centre AAP, ensuring that housing needs are included and opportunities maximised in regeneration plans.
- 3.4.14 Support the provision of non-new build affordable housing such as deconversions and extensions to existing stock and HCA funding for private sector leasing.
- 3.4.15 Work with housing associations to review affordable housing tenure and tenure mix on development to enable them to obtain private finance and HCA grant wherever possible.
- 3.4.16 Develop and seek approval for strategic policy on tenancies and revised housing strategy that conforms to regional policy/strategy and the national strategy launched in November 2011.
- 3.4.17 Pursue any funding opportunities from Government, HCA and GLA.
- 3.4.18 Seek to secure alternative forms of accommodation to assist in reducing the reliance on nightly paid accommodation.

Residential Services

- 3.4.19 Continue to work with landlords to improve housing conditions.

- 3.4.20 Actively manage any increase in HMOs and work proactively to enable a supply to address any affect and needs arising from the changes in housing benefit regulations for 25-34 year olds.
- 3.4.21 Improve domestic energy efficiency through advice and discounts. Continuation of bids for external funding for energy efficiency improvements.
- 3.4.22 Improvement and reuse of derelict and vacant properties, bringing empty properties into use building on experience gained from our first EDMOs, securing nomination rights for the Housing Needs Service and maximising NHB payments.
- 3.4.23 Target grants for repair, adaptation and improvement to homes of vulnerable people to the highest need cases and wherever possible replace grants with loans and advise owners who are carrying out repairs and improvements, including help obtaining finance and interest free loans.
- 3.4.24 Review and update the handyperson and hospital discharge scheme in line with the procurement of Medequip to cover some of this work.

4 POLICY IMPLICATIONS

- 4.1 The Adult & Community Services Portfolio Plan contains statements of Council policies and objectives in relation to housing need and associated matters along with progress that members expect to make during the financial year and beyond. These are compliant with the statutory framework, within which the service must operate and incorporates both national targets and priorities identified from the findings of review, audits ad stakeholder consultation.
- 4.2 The objectives and work detailed in this report to increase the supply of affordable housing, assist in achieving targets in Building a Better Bromley, as well as achievements of other corporate priorities eg: residential home reprovision, learning disability supported living initiatives, town centre regeneration etc.

5 FINANCIAL IMPLICATIONS

- 5.1 The majority of the homeless prevention, social housing fraud and housing options work are grant funded through a homelessness grant along with a further grant to mitigate the affects of the housing benefit changes, welfare reform agenda and level of mortgage and rent arrears repossessions. Whilst the homelessness grant funding has currently been secured until April 2014, the longer term future of grant funding is still unclear and, along with the changes to HB subsidy for temporary accommodation, will require close scrutiny in forthcoming years particularly given the current economic uncertainty and likely increases in homelessness and associated costs. This will be reported to the Portfolio Holder as and when the need arises.
- 5.2 A report to the September meeting of this committee highlighted the pressures on the service and how these had culminated in a rise in households in nightly paid accommodation. This had lead to a projected year overspend in excess of £200K, with a £300K full year effect. Since this time, the number of statutory homeless households requiring nightly paid accommodation has continued to rise and if this trend continues will result in a full year effect cost pressure in excess of £800K. This has now been built into the 2012/13 budget, together with an action plan to address the current position, the update summary of which is set out in Appendix 2 of this report.
- 5.3 The payment in lieu budget as of 1st April 2012 stood at £1,724,600 uncommitted funds ring fenced for the delivery of affordable housing.

6 LEGAL IMPLICATIONS

- 6.1.1 The Council has a number of statutory obligation in relation to housing. These include the provision of housing advice and assistance to prevent homelessness or divert from homelessness, assessment of homeless application, to make temporary and permanent housing provision for those applicants to whom the Council has a statutory rehousing duty, supporting such households to sustain accommodation, having a published allocations criteria and policy producing housing and homelessness strategies; HMO licensing; disabled facilities grant adaptations; ensuring freedom from hazards and health& safety requirements of all housing.
- 6.1.2 The priority areas identified in the Portfolio and work plans for Housing & Residential Services are based within this framework to ensure the Council fulfils its statutory obligations and complies with good practice.

Non-Applicable Sections:	Personnel
Background Documents: (Access via Contact Officer)	Addressing rising homelessness and housing need and associated budgetary pressures (ACS11053) Homelessness Strategy – Sara Bowrey Portfolio Plan 2011/12 – Catriona Ellis H&RS Business Plan – David Gibson

Appendix 1: Summary of Performance for the first half of 2011/12

Status Indicator:

Action on target. Commenced & on target to achieve **Ⓡ** Action not yet commenced/ not achieved within year.
 ∅ Above target; Ⓢ Below target; Ⓛ On target

1. Housing Options & Homeless Prevention		
What we are doing?	Status	Commentary
Reduce the number of people in temporary accommodation (TA) to achieve the government target to halve number from 2004 baseline by 2010. and to then sustain this reduction.	Ⓡ Red	Continued month by month increases in the number of people supported in TA means that 258 households reside in bed and breakfast as at the end of Q4. This is a similar trend to other London boroughs. See Appendix 2 for update on the mitigation action plan.
No 16/17 year olds will be housed in b& b accommodation by 2010 unless in an emergency.	Green	Consistently achieved, with only a minimal number of placements on an emergency short term basis.
Increase the number of people assisted through homeless prevention and option schemes by providing practical support to applicants to assist them in remaining in their own home or access private rented accommodation or otherwise resolve their housing need.	Green	The focus on homelessness prevention and securing alternative housing solutions to relieve homelessness is thoroughly embedded within the service, and despite 150% increase in approaches and increased difficulty in accessing housing, the number of households assisted to remain in their home or secure alternative housing solutions has continued to rise. .
Implement mortgage & rent arrears prevention schemes action plan. Continue to promote & deliver the range of initiatives offered to assist customers facing mortgage or rent arrears difficulties including; full take up of the money advice service, promotion of MRS schemes and possession prevention funds.	Green	This continues to be a key priority for the service, with a dedicated officer overseeing this work area to maximise the effectiveness of the initiatives in place to prevent homelessness. There has been full take-up of the debt/money advice surgeries and related housing advice work assisting more than 237 households assisted to remain in their home.
Continue to work in partnership with private rented sector (PRS). Landlords to assist households to remain in or access privately rented accommodation.	Amber	We are currently experiencing increased difficulty in accessing the private rented sector as detailed in the body of this report. A position which is reflected nationally. However, we continue to work closely with landlords to maximise access to the private rented sector including commencing a review of incentives provided to landlords.
Increase home visiting to improve the robustness of the housing assessment and to assist the aim of reducing homeless presentations and make the best use of properties/options.	Green	Home visiting well established as part of initial housing options & homeless prevention/assessment processes. In addition ongoing visiting takes place for households residing in temporary accommodation to continue to monitor their circumstances and consider all potential housing options available to them. In addition visiting has now commenced to work with those vulnerable households most affected by the recent LHA changes.

Key Performance Indicators:	2009/10 Actual	2010/11 Actual	2011/12 Target	2011/12 Actual	Status
Number of households living in temporary accommodation (TA). NI 156 (LAA).	477	427	<438	612	☹ Red
Homeless households approaching Council housing advice service(s) for whom housing advice casework intervention resolved their situation.	1,290	2,112	>1,800	2,130	☺ Green
Number of households assisted to access the private rented sector.	262	267 (incentive schemes) 288 (introductions & advice)	300	133 (incentive schemes) 569 (introductions & Advice)	Amber
Number of homeless acceptances	414	426	>500	634	☹ Red
Proportion of households accepted as homeless who were previously accepted as homeless. BVPI 214.	0.97%	0.88%	<2%	00.47	☺ Green
% change in number of homeless households including dependent children or pregnant women, placed in TA compared with the previous year.	-20.17%	-14.5%	-10%	25.61% (additional 121 families due to overall increase in homelessness & TA)	Amber

2. Maximising Supply and Making Best Use of All Available Accommodation.		
What we are doing?	Status	Commentary
Complete the review and implementation of the allocations policy	Green	Work has progressed well with launch taking place during Qs 3&4. A benefits analysis review is scheduled for q2 2012/3
Implement the Londonwide Accessible Housing Register and encourage social landlords operating in the borough to adopt the scheme.	Green	Work underway with RSLs to complete rolling programme of inspections to populate the accessible housing register.
Ensure accurate and timely housing register assessments, ensuring a backlog does not occur in the lead up to the implementation of autobanding and that the migration process and any closely is effectively managed.	Green	Automated banding is now in place and the re-registration process on schedule to be completed by Autumn 2012. However the dramatically high level of reviews is creating a large work pressure. It is anticipated that this will significantly reduce once re-registration has been completed and the new scheme bedded in. For a more detailed update see appendix 3.
Continue to work closely with RSLs to identify overcrowded households and to address under occupancy	Green	We continue to work closely with RSLs to identify all cases and work through our options toolkit. 31 successful under occupation moves have been completed freeing up much needed larger family sized accommodation.

Work with RSLs & Developers to achieve required level of affordable & special needs housing (e.g. ECH, LD & Foyer)

New Build Completions	
Tenure	Total Unit completions

	2009/10	2010/11	2011/12
Social Rent (general needs)	111	173	160
Affordable Rent (general needs)			34
Rent-Campus Capital Programme	-	3	13
Social rent-Supported Living Initiative	6	9	12
Supported Housing	0	75	0
Intermediate Housing (shared ownership and intermediate rent)	104	95	51
Sub Total	221	355	270
Settled homes Initiative – properties purchased from market	1	89	0
Temporary Social Housing – RSL leasing and works scheme	0	24	Ceased
Open Market Homebuy	30	Ceased	Ceased
Hostels – conversion to self contained general housing stock	-	26	-
TOTAL	252	494	270*

* Of the 270 properties there were 70 that were 3 bedroomed or larger (26% - target 35%) and there were 25 that were to full wheelchair standard (9% - target 10%)

Elderly Extra Care Housing (ECH):

Ann Sutherland House secured planning consent and funding to enable the delivery of 41 x 1bf and 9 x 2bf, all w/c accessible, and started on site in November 2010. Bromley Common Phase 1B secured planning approval and funding to deliver a further 42 x 1bf and 18 x 2bf, all w/c accessible, for Extra Care Housing, and started on site also in November 2010. Both schemes now are well progressed in terms of construction and are scheduled to complete by June 2012.

LB Bromley PCT Re-provision:

6 LB Bromley PCT Re-provision schemes delivering 13 wheelchair accessible properties for service users completed. The final scheme under this programme (7 wheelchair standard flats including a staff flat) is under construction and due to complete in April 2012.

Supported Housing:

Under the Supported Living Initiative for people with learning disabilities, a scheme of 8 full wheelchair standard flats (including 1 staff flat) was completed, as well as a scheme comprising further 5 units (again including 1 staff flat). In addition under the Supported Living Initiative, 2 developments which include 3 separate properties for group shared living are under construction.

Lettings Plan Outturn 2011/12:

	Bedsit/1 Bed	2 Bed	3+ Bed	Total	% of lettings
Band A/1: Emergency	8	6	4	18	3.6%
Homelessness Prevention/Homeless	97	118	78	29	58%
Move-on – supported to independent	32	13	12	57	11.3%
Learning disability	1	0	0	1*	0.2%
Care leavers	19	3	0	22	4.4%
Band B – high priority	4	14	23	41	8.1%
Band C & D medium priority	50**	9	14	73	14.4%
Total	211	163	131	505	100%

* based on demand on the register and not including the new build developments specifically for this client group.

**** predominantly sheltered 'low demand' accommodation**

Whilst the overall proportions to each banding are in line with the lettings plan, the overall number of properties becoming available for letting is considerably less than initially predicted due to considerably less churn in the housing stock and also the impact of reducing new build development now starting to be seen.

4. Improving the Standards and Quality of Accommodation			
Service Target (11/12)	Method of Delivery	Outturn	Status
To deal appropriately with all properties where there is a Category 1 or 2 hazard in relation to housing enforcement policy to ensure that the condition of rented accommodation is satisfactory. Target: Make decent 220 homes that previously did not meet the Decent Homes Standard	Statutory and informal action following enquiries and complaints. Assistance also given via advice, grants and loans in appropriate cases	242 homes made decent 171 through statutory and informal action and advice, 50 through financial assistance grants and loans and 21 through Empty property work	Green
Home energy scheme		As previously indicated Coldbuster scheme has finished , VAT monies returned from HMRC to be spent on heating/insulation measures for vulnerable residents via other in house schemes such as loans which may enable this money to stretch further as the majority of it will be recycled. It will not be necessary to report on this target again.	Green
To investigate and resolve service requests relating to housing disrepair, overcrowding and unsatisfactory conditions in rented housing. To bring houses in disrepair up to a decent standard, prevent deterioration and reduce risk to the occupiers. Target: 800 complaints and service requests handled	Statutory and informal action following enquiries and complaints. Assistance also given via advice, and grants and loans in appropriate cases.	776 complaints and service requests received and dealt with within the year. Slightly less than anticipated due to the continued good weather into the Autumn and reasonable mild winter. Steps take to reduce the number of Service requests to be addressed have resulted in a reduction which, at least for this year, was just about manageable with the reduced level of staff available.	Green

4. Improving the Standards and Quality of Accommodation			
Service Target (11/12)	Method of Delivery	Outturn	Status
To bring empty properties back in to use – target 20 Also: Promote empty property loan scheme	Empty property group and strategy developed. Advice to owners. Implement and assess effectiveness of new Empty Dwelling Management Orders	111 properties brought back into use, following LBB involvement , Some nomination rights secured for the Housing Needs Service. Empty Homes grant funding successfully secured	Green
Pursue Empty Dwelling management orders where necessary and build on lessons from existing orders	Pursuing action on orders in place with consideration to similar action in other cases.	3 Interim EDMO's and 2 Final Edmoo made (Total)Work completed on final EDMo MAY 2012	Green
Protect the health and safety of tenants. Target: - To identify and inspect high risk houses in multiple occupation, and licence at least 20 under the new licensing regime	Investigation of enquiries and complaints, and use of area surveys & database information. Publicity & training of landlords.	10 HMOs licensed this year with others in pipeline already for next year both for New HMOs and those needing to be re-licensed (NB target of 20 licences annually is unrealistic, given limited number of cases, but as numbers may be increasing following changes to benefit system could be reduced next year to 15)	Green
To improve the energy efficiency of housing in the Borough by advice, grants, promotions and referrals.	Coldbusters scheme has ended in South East Sub Region, application to HMR&C for return of VAT monies paid. RE:NEW Pan London scheme funded by GLA and Mayor of London to be run this year in every London Borough. Limited involvement of Council Resources on Energy Efficiency projects prioritised to where most of funding provided externally or where Council involvement could help lever in further external funding.	LBB still reported as highest number of insulation installations in London Boroughs, using Carbon Emissions Reduction Target (CERT) funding from Utilities companies, and figures from the EST show most activity in London. Coldbuster VAT monies successfully recovered from HMR&C to be spent on cases on Coldbusters waiting list in each of the SELHP boroughs with some monies reserved for emergency cases during the winter period.. RE:NEW scheme to be run in Chatterton Village and Southborough areas of Bromley, funding from GLA/Mayor of London with scheme manager Climate Energy, project managed by staff from SELHP, due to commence in October. RE:NEW scheme completed in Bromley prior to 31/3/12 deadline 1714 visits, (107% of target 1600 property visits).	Green
Inspect all licensed caravan sites fully and formulate a risk based inspection schedule to ensure the safety of residents. Target: To continue with programme of inspections and	Licenses issued and renewed as necessary. Provision of advisory, inspection and enforcement service for site owners, agents and residents. Liaised as appropriate with the Planning Division.	Inspection and licensing protocol produced and in use. Risk based inspections ongoing	Green

4. Improving the Standards and Quality of Accommodation			
Service Target (11/12)	Method of Delivery	Outturn	Status
licensing visits			
To assist Borough residents to remain living in their own homes in comfort & safety, in order to maintain independence & quality of life. Target: 50 home repair assistance grants 10 interest free loans	Discretionary grants, loans and advice to assist commissioning of works of repair, improvement, adaptation and energy efficiency improvement. Service is delivered via Bromley Home improvement Agency (BHIA)	37 Grants completed and a further 8 approved. Eligibility criteria tightened. Significant cut in funding for 2012/13 7 loans approved 4 others in progress.	Amber/green
Support residents with disabilities to remain in their homes Target: To provide disabled facilities grant assistance to 150 people with disabilities.	Through an effective partnership with clients and the Occupational Therapy service, contractors and the handyperson scheme.	109 grants approved. All grant applications dealt with within 2 weeks and reduced outturn a result of a reduced number of referrals from Occupational Therapy service. This may be linked to the re= ablement service	Amber
To reduce hospital bed usage by people who are able to be discharged, but require works to their property. To reduce avoidable admissions as a result of falls and other accidents prevention. Continue to develop the hospital discharge/handyman scheme using sub regional housing funding. Target: 1000 people assisted	Working with adjacent boroughs, the PCT, and other departments to ensure referral of vulnerable clients to the scheme.	1587 clients assisted. Number of hospital discharge cases increased to up to 90 per month. Most of the work being undertaken on the day of receipt evening and weekend referrals and work being undertaken.	Green

Appendix 2: Temporary Accommodation - Reducing Reliance on Nightly Paid Accommodation:

The increase in the numbers presenting with housing related difficulties and in particular facing imminent homelessness, against backdrop of significantly reduced supply has resulted in increased pressure on temporary accommodation. With the difficulties reported surrounding temporary accommodation, the main impact has been upon costly forms of night paid accommodation, as demonstrated in the table below:

	2008/9	2009/10	2011/12
Approached			
Homelessness prevented	2,057	2,869	3,948
Full homelessness duty accepted	414	426	634
Social rented housing letting with LBB nomination rights	834	633	505
Total in temporary accommodation	489*	429	612
Of which in nightly paid accommodation.	69	121	258

* reduced from 1,014 peak in 2005

In addition to the ongoing work being undertaken to maximise the level of homelessness prevention and range of alternative housing options available, the following action plan summarises the additional areas being worked through to try and reduce the current pressure on costly forms of nightly paid accommodation.

Action	Update:
Prevention:- Enhanced target to prevent/delay homelessness for at least 2,500 households during 2012/13	
Increased negotiations around prevention work with enhanced incentives to sustain existing tenancies, including ameliorating impact of LHA changes	Dedicated officers in place to target prs LHA shortfalls and mortgage repossession prevention. For LHA work – top 135 vulnerable households facing the largest shortfall have been identified and engaged to work through prevention/move to alternative options.
Renewed loan and mortgage rescue scheme and administration of prevention loans through credit union.	SLA agreed with credit union to offer homelessness prevention loans for up to 50 cases. Commenced April 2012.
Reviewing prevention procedures on rent arrears etc with housing association partners	Review of protocols commenced April 2013 to increase level of prevention work from housing associations around rent arrears, domestic violence etc to relieve pressure on homelessness.
Additional short term solutions to reduce cost pressures:	
Gaining savings on nightly rates for nightly paid	Ongoing negotiations with regular providers has held prices to prevent additional budgetary pressure. Work commencing to explore tender for block booking arrangements

Action	Update:
Use of LBB residential homes/other empty units	Use of residential homes/other vacant LBB properties (proposals reported to previous PDS committee): Initial analysis and indicative business case has been produced against a number of units – several units were discarded due to level of repairs, cost to bring into use/unsuitable for client group, leaving 3 potentials. In principle support received through Invest to Save process. Business case and detailed financials to be worked through with finance. During Q1 2012/3 the business case will be finalised and reported for consideration, built upon the cost savings arising from reduced nightly paid accommodation use and rental income received.
Additional temporary/longer term settled accommodation:	
Cranbrook Court	Private landlord wishing to convert former residential unit into 27 self contained temporary units to please via LBB leasing scheme. Currently awaiting planning application decision.
Salvation army properties	Salvation Army properties –12 empty - explored with Salvation Army without success based on level of rental income expecting. SA now selling some of the properties and actively marketing the remainder for private renting tenants.
Enhanced offer through housing imitative prs schemes	Consultation undertaken with landlords and revised offer now in place. Soft launch feb/march 2012 acquiring additional 8 units. Supported through publicity campaign launching June 2012. Dedicated negotiator – recruitment in progress
Developing enhanced offer for leasing scheme landlords to boost acquisition	Enhanced offer offering up to £2K to bring properties into letting stream now agreed and launch due to commence end of may with targeted publicity campaign. Each new unit will be targeted directly at reducing nightly paid placements
Out of borough procurement	Working through sub-regional homelessness group to explore the potential to tender for a sub-regional out of borough procurement contract. NB: based on current legislation, this will have to be operated on a voluntary basis as such offers cannot be enforced.
Street property purchase	Scheme developed by Orchard and Shipman as reported to the last PDS Committee meeting. Funding secured through private investors. Approval given and O&S are now progressing to sign off housing association status and launch early summer.
Encouraging housing association tenants to purchase or move into prs to free up accommodation	Scoping work undertaken with housing associations and included within options toolkit. However take up since December has been one case only. Indications are that, whilst this can continue to be offered, given difficulties in gaining mortgages, LHA and rental rates in prs and changing security of housing association accommodation, take up is likely to extremely limited.

Appendix 3: New Allocations Scheme and Re-registration Updated

1. Summary of key aims of the revised scheme:

- Reducing the number of open applications to focus on those in greatest need with a more realistic chance of rehousing through the housing register
- Managing expectations and strengthening the link with housing advice to promote alternative solutions rather than placing on the housing register – where the situation can readily be resolved, banding will not be awarded
- Reducing the level of administrative tasks
- Making best use of stock
- Focusing on local priorities

2. Current position – re-registration process:

In order to be able to assess applicants under the new scheme, all applicants wishing to remain on the register had to reapply. This process has included intensive support for vulnerable applicants and high priority cases to ensure that they are able to re-register.

Current Application Submission Levels

Month	Applications Received
December (21/12/11 onwards)	801
January	1782
February	820
March	657
April	696
May (up to the 22/5/12)	419
Total	5175

Applications Assessed / Included on the Housing Register	Applications Assessed / Not Included on the Housing Register	Applications Initial Assessment Completed & closed pending further Information and Assessment Requested and outstanding from the applicant	Total Number of applications fully concluded
1571	1561	196	3,328
Of the remaining 1,847 applications, 1,140 are awaiting further information from third parties or the applicant before the assessment can be concluded, leaving 707 open applications awaiting assessment.			

The team are currently assessing at the rate of, on average 165 applications each week. Currently the administration process is taking on average between 20 - 35 minutes for full data upload and approval.

The new scheme allowed a 3 month period within which applicants could re-register and maintain any previous time waiting priority. The above statistics show that a sizeable proportion of applicants have re-applied outside of these time limits,

obviously increasing the level of assessment work to consider whether there are extenuating circumstances, statutory duties and so on which would mean that an ‘out of time’ application is still accepted and previous time waiting honoured.

Assessment times: Overall applications submitted prior to April have been assessed, except for those where further information is outstanding from a third party and or the applicant. A number of the later applications have been prioritised and assessed in shorter timescale due to the level of urgency or type of statutory duty. Previous targets for assessment times mirrored those for homelessness at 33 working days. It was noted that the volume of re-registration work would be likely to impact upon assessments times with a temporary period of extended timescales. At present the overall average is around 9 weeks, with considerable variation for different types of cases eg: level of automation, additional information required etc.

Based on current level of applications received, and progress through the support to priority/vulnerable applicants, it would appear that the vast majority of applicants now wishing to re-register have done so. Taking account of the number of ‘re-register’ applicants and volume of ‘standard’ new applications and based upon current resources, it is anticipated that the re-registration and review process should be completed by the end of Q2. This will continue to be monitored, with a small level of additional resource already in place to cover the summer period. Once completed the current extended assessment times should be reduced back to the overall assessment targets for new applications.

Number of Reviews Requested

Month	Reviews Received
January	45
February	58
March	59
April	54
May (up to the 17/5/12)	38
Total	254
Number completed	99
Of the remaining 155 reviews, 64 are awaiting further information from either the applicant or a third party in order to enable the review to be concluded, 37 are placed with managers and are actively being assessed, leaving 54 reviews which have been acknowledge and are currently awaiting assessments to commence.	

NB: all reviews are considered at receipt and any identified as urgent or where there is defined need to change the original decision are ‘fast tracked’ to conclusion. The statutory target for review completion is 56 working days from receipt.

One of the most marked increases in workloads relates to the level of reviews being received. This would appear to relate purely to the re-registration process and bedding down of the new scheme and should, as such, be a temporary work pressure. At present senior officers are assessing reviews received during March and April, although a number of later requests, given the urgency and statutory duties relating to the particular cases have also been concluded. Overall review times are currently just within the statutory target of 56 working days.

Work is also underway to effectively 'pool' managers across the service to assist in completing all reviews within the statutory time periods. Levels will continue to be monitored closely including prioritisation based on nature of the review, with any additional pressures being reported through the Portfolio Holder and departmental management meetings.

3. Current position – Housing register Housing Register – May 2012

Band	Number Included
Emergency	41
1	223
2	679
3	524
4	104
Total	1571

Previous Housing Register - July 2011

Band	Number Included
A	242
B	1698
C	3129
D	2872
Total	7931

3. Commentary/Early findings:

Despite the significant temporary increased workloads and need to carefully manage this situation over the next few months, early indications are that the new scheme is achieving its overall aims in terms of reducing numbers to focus on those in greatest need and the proportion of applications in each level of banding priority.

Administrative tasks are reduced and it hoped that once re-registration has been fully completed, this will enable applications to be assessed within target timescales achieving the efficiency in resources previously implemented.

4. Next steps:

Close monitoring will continue to take place regarding re-registration to assess workloads, progress and any additional support required.

A review is scheduled for Q2 this will consider:

- Benefits analysis against the original business case and expected benefits
- Assessment update in terms of compatibility with the Localism Act
- Level of choice and whether given the increased pressure in terms of housing need and reduced supply this must be further limited
- Reviewed allocations plan
- Review of work volumes and practice for future options for further automation.
- Revise target assessment times in line with staffing resources and application volumes.

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Report No.
CS12011

London Borough of Bromley

Agenda
Item No.

PART 1 - PUBLIC

Decision Maker: Care Services Policy Development & Scrutiny Committee

Date: 19 June 2012

Decision Type: Non-Urgent Executive Key

Title: FINAL OUTTURN REPORT 2011/12

Contact Officer: Lesley Moore, Deputy Finance Director,
Tel: 020 8461 4633 E-mail: lesley.moore@bromley.gov.uk

Chief Officer: Anne Watts for Director of Adult & Community Services

Ward: Borough Wide

1. Reason for report

This report provides the final outturn position for 2011/12.

2. **RECOMMENDATION(S)**

2.1 Members are requested to note that there was an under spend of £1,418,000 on controllable expenditure at the end of 2011/12 and consider any issues arising out of it.

2.2 To note that the Executive will be requested to agree net carry forwards totalling £388,000 as detailed in Appendix 2.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Excellent Council.
-

Financial

1. Cost of proposal: N/A
 2. Ongoing costs: Recurring cost.
 3. Budget head/performance centre: Adult and Community Services Portfolio
 4. Total current budget for this head: £100.8m
 5. Source of funding: ACS Approved Budget
-

Staff

1. Number of staff (current and additional): 659 fte's
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory requirement. The statutory duties relating to financial reporting are covered within the Local Government Act 1972; the Local Government Finance Act 1998; the Accounts and Audit Regulations 1996; the Local Government Act 2000; and the Local Government Act 2002.
 2. Call-in: Call-in is applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The 2011/12 budget reflects the financial impact of the Council's strategies, service plans etc. which impact on all of the Council's customers (including council tax payers) and users of the services.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.

Summary of Ward Councillors comments: Council Wide

3. Commentary

- 3.1 This report provides an update of the final budget position for the Adult and Community Services Portfolio PDS Committee, which is broken down in detail in Appendix 1, along with explanatory notes.
- 3.2 The final outturn for the “controllable” element of the ACS budget in 2011/12 is an under spend of £1,418,000 compared to the last reported figure of £780,000 which was based on activity at the end of January 2012. After allowing for the net £388,000 carry forward request if agreed by the Executive, the final outturn position will be £1,030,000.
- 3.3 On the 20th June 2012 the Executive will be asked to approve a number of carry forward requests relating to either unspent grant income, or delays in achieving invest to save initiatives where cost pressures will follow through into 2012/13. Appendix 2 provides a detailed breakdown of all the carry forward requests. As you will see from Appendix 2 the carry forwards included in section 1 will have repayment implications if not approved, those in section 2 relate to grants which will not have to be repaid if not agreed but will impact on service delivery in 2012/13 and those in section 3 which all relate to the housing service and will help ensure that full year cost pressures of £696,000 following through into 2012/13 are managed within the overall resources available.
- 3.4 Appendix 3 provides a breakdown of any full year implications arising from the final 2011/12 outturn and Appendix 4 provides a detailed reconciliation of the Original 2011/12 budget to the Latest Approved 2011/12 Budget.

4. POLICY IMPLICATIONS

- 4.1 The Resources Portfolio Plan for 2011/12 includes the aim of effective monitoring and control of expenditure within budget and includes the target that each service department will spend within its own budget.
- 4.2 Bromley’s Best Value Performance Plan “Making a Difference” refers to the Council’s intention to remain amongst the lowest Council Tax levels in outer London and the importance of greater focus on priorities.
- 4.3 The four year financial forecast report highlights the financial pressures facing the Council. It remains imperative that strict budgetary control continues to be exercised in 2012/13 to minimise the risk of compounding financial pressures in future years.
- 4.4 Chief Officers and Departmental Heads of Finance are continuing to place emphasis on the need for strict compliance with the Council’s budgetary control and monitoring arrangements.

5. FINANCIAL IMPLICATIONS

- 5.1 A detailed breakdown of the projected outturn by service area is shown in Appendix 1(a) with explanatory notes in Appendix 1(b).

5.2 The main variations since the last Budget Monitoring report in April are shown in the table below, broken down over the divisions:-

	£'000
Movement since the January Budget Monitoring	
Care Services	147
Commissioning & Partnership	-414
Housing & Residential Services	-207
Strategic Support Services	-164
Variation since last reported	<u><u>-638</u></u>

Movement since January Budget Monitoring

5.3 The movement of £147,000 in Care Services division is broken down as follows:-

	Movement £'000
People with Physical Disabilities	-246 #
Older People Services	154
Learning Disabilities Services	-243
One-off costs relating to Care Homes Reprovision etc	375
Other	107
	<u><u>147</u></u>
# £130k relates to inflation increases not given to providers	

5.4 The movement of £414,000cr the Commissioning & Partnership division is broken down as follows:-

	£'000
Fewer Learning Disabilities placements	-165
Mental Health Services	-83
Procurement savings delivered earlier than anticipated etc	-154
Drugs and Alcohol	-12
	<u><u>-414</u></u>

5.5 The main variation in the Housing & Residential Services budget relates to the £388,000 carry forward request and an increase in bad debt provision.

5.6 Strategic support services under spent by a further £52,000 relating to the Learning & Development training budget since the last monitoring report and £112,000 in staff advertising & general running expenses.

Adults and Community Services Budget Monitoring Summary

2010/11 Actuals £'000	Division Service Areas	2011/12 Original Budget £'000	2011/12 Latest Approved £'000	2011/12 Outturn £'000	Variation £'000	Notes	Variation Last Reported £'000	Full Year Effect £'000
	Care Services							
-88	AIDS-HIV Grant	190	190	124	(66)	1	(78)	0
31,031	Assessment and Care Management	32,124	31,986	32,766	780	2	431	334
7,892	Direct Services	5,321	5,528	5,617	89	3	60	0
2,056	Learning Disabilities Care Management	2,230	2,380	2,241	(139)	4	0	0
2,036	Learning Disabilities Day Services	2,030	2,030	1,981	(49)	5	0	0
1,412	Learning Disabilities Housing & Support	1,317	1,328	1,273	(55)	6	0	0
44,339		43,212	43,442	44,002	560		413	334
	Commissioning and Partnerships - ACS Portfolio							
2,729	Commissioning and Partnerships	2,435	2,473	2,415	(58)	7	3	0
275	Drugs and Alcohol	257	257	202	(55)	8	(43)	0
14,841	Learning Disabilities Services	16,194	15,906	15,345	(561)	9	(396)	(700)
4,547	Mental Health Services	5,124	5,076	4,670	(406)	10	(323)	(100)
5,267	Procurement & Contracts Compliance	5,185	4,879	4,260	(619)	7	(526)	0
27,659		29,195	28,591	26,892	(1,699)		(1,285)	(800)
	Housing and Residential Services							
-5	Enabling Activities	-18	-18	-5	13	12	13	0
-1,607	Housing Benefits	64	-956	-956	0		0	0
1,587	Housing Needs	1,173	2,673	2,779	106	11	325	696
111	Housing Strategy & Development	92	753	779	26	12	14	0
1,311	Residential Services	998	46	46	0		0	0
1,397		2,309	2,498	2,643	145		352	696
	Strategic Support Services							
8,574	Concessionary Fares	8,776	8,776	8,770	(6)	} 13	(13)	0
728	Customer Services	542	509	468	(41)		(14)	0
1,300	Performance & Information	1,543	1,528	1,148	(380)		(234)	0
197	Quality Assurance	199	194	197	3		1	0
10,799		11,060	11,007	10,583	(424)		(260)	0
84,194	TOTAL CONTROLLABLE FOR ADULTS AND COM	85,776	85,538	84,120	(1,418)		(780)	230
11,165	TOTAL NON CONTROLLABLE	1,381	6,225	6,225	0	11	(36)	0
9,773	TOTAL EXCLUDED RECHARGES	9,214	9,093	9,093	0		0	0
105,132	PORTFOLIO TOTAL	96,371	100,856	99,438	(1,418)		(816)	230

Notes

1. AIDS/HIV service - Cr £66k

As expected the AIDS/HIV budget was not be fully committed this year and the final underspend on the service was £66k, a slight reduction on the previously reported underspend of £78k. This budget has been reduced by £75k as part of the 2012/13 budget savings for ACS.

2. Assessment & Care Management - £780k

The final variation can be analysed as follows:-

	£'000
a) Domiciliary care & direct payments for older people	490
b) Residential/Nursing care and respite for older people	275
c) Residential and domiciliary care for people with physical disabilities	(191)
d) Care management staffing and other budgets	206
	780

- a) There continues to be pressure on the community based budgets for older people. The priority is to keep older people in their own homes rather than placed in residential care, especially following discharge from hospital, with the effect of increasing the costs of domiciliary care and direct payments. This is partly offset by continuing savings being delivered by the reablement team, which continues to support and reable clients and avoid ongoing care costs. Costs appear to have remained steady during 2011/12, with cost pressures being offset against the reablement savings, however the budget still remains in an overspend position.
- b) The budgets for residential, nursing and respite care for older people show a final outturn variation of £275k overspend. After allowing for a one-off cost relating to the care home reprovion programme, this budget head would have come in on budget. As mentioned above, this is partly due to the success of care management teams in diverting clients from residential placements to community based services, with numbers being contained on average within budget for the year.
- c) The variation for clients with physical disabilities comprises an underspend of £217k on residential and nursing care and a £26k overspend on domiciliary care. Some of this variation relates to a lower than budgeted inflationary increase to suppliers (£138k), and a lower than budgeted unit cost for residential placements. Average placement client numbers for the year have been within budget.
- d) Turnover assumptions in the salary budgets for the assessment and care management teams have not been achieved this year and this, coupled with additional work required in relation to the care home reprovion programme and the extra care housing programme has resulted in an overspend of approximately £150k. These cost pressures are unlikely to continue into 2012/13 although turnover will need to be managed within overall resources.

3. Direct Care - £89k

The final outturn variations for the Direct Care service is summarised below:

	£'000
Extra Care Housing	10
Reablement	-74
Homecare	-10
Carelink	-7
Meals	-6
ICES	159
Vehicle Account	17
Total	89

(i) Reablement

The reablement service in direct care was funded from anticipated savings in domiciliary care budgets, with the additional savings expected above the cost of the service contributing to the overall ACS budget savings. When the service was created and subsequently expanded it was not known what the exact level of service that would be required to both meet demand and meet the savings target of £300k. As the year has progressed more data has become available on service users and length of time in reablement, and the full budget originally allocated for staffing costs was not required resulting in an overall underspend. This underspend has been returned to the domiciliary care budget in 2012/13.

(ii) I.C.E.S (Integrated Community Equipment Service)

The final overspend on the integrated community equipment service budget is £159k. The need to ensure quick hospital discharges, coupled with the ongoing requirements for hospital type beds in the community have contributed to the overspend, but in the longer term has avoided the need for residential care placements

4. Learning Disabilities Care Management - Cr £139kDomiciliary Care / Direct payments - Cr £75k

Although direct payment costs continue to rise as more clients take this form of service, the reduction in domiciliary care costs has been greater, thus leading to an overall underspend on the budget.

Staffing - Cr £64k

The staffing budgets for the learning disabilities care management teams have outturned with an underspend, mainly due to the additional utilisation of available grant funding.

5. Learning Disabilities Day & Respite Services - Cr £49K

The respite service for service users with learning disabilities outturned with an overspend, mainly due to additional care needs of the service users in the service resulting in increase staffing expenditure and the reduction in income as a result of the loss of out of borough clients. This was offset by an underspend in day services staffing, partly due to the closure of the Bassetts Centre this year and the amalgamation of those staff onto the Astley Centre site.

6. Learning Disabilities Housing & Support - Cr £55k

The inhouse housing and support service provides residential and supported living services to approximately 40 clients. Clients are required to contribute to the cost of care based on services received and the council also receives housing benefits for some of them. For 2011/12 this income exceeded the budget resulting in a net underspend for the service.

7. Commissioning & Partnerships - Cr £58k / Cr £619k

The 2011/12 budget included a savings target £350k for efficiency targets for all suppliers, £300k for reduced commissioning of Supporting People Services and £500k for reduced funding of sheltered housing. The underspend summarised below is additional to those savings:

	£'000	£'000
<u>Commissioning & Partnerships</u>		
Efficiency targets for all suppliers	(101)	
Admissions avoidance overspend	161	
Carers budget	(118)	
		(58)
<u>Procurement & Contract Compliance</u>		
Savings from sheltered housing higher than budgeted in 2011/12	(267)	
Savings from SP commissioning higher than budgeted	(53)	
Negotiated contract price increases lower than budgeted and release of previous years provisions	(229)	
Procurement & Contracts team-related costs and other costs	(70)	
		(619)

Contract savings from sheltered housing, Supporting People services and efficiency targets for all suppliers in 2011/12 will contribute towards the ACS budget savings needed from 2012/13.

8. Drugs & Alcohol Service - Cr £55k

The underspend of £55k comprises £9k on Young People's Substance Misuse and £46k on the main DAT budget (including £25k on the residential budget).

9. Learning Disabilities Services - Cr £561k

Budgets for learning disabilities placements (including supported living and shared lives) underspent by £561k, which can be analysed as follows:

	£'000
Residential / nursing / supported living / shared lives (including one-off savings from release of previous years' provisions)	(493)
Other, including staff vacancies	(68)
	<u>(561)</u>

The savings are mainly as a result of commissioning cost efficient placements and negotiating low inflationary uplifts on existing placements. Additionally there have been one-off savings following the release of provisions made at the end of last financial year that are no longer required totalling £390k. As part of the 2012/13 budget process a saving of £200k from LD placements was identified and included in the 2012/13 budget, to help contribute towards the overall savings target of £15m needed by the council in 2012/13.

10. Mental Health Services - Cr £406k

The underspend arises partly from the full year effect of client moves during 2010/11 which resulted in more cost effective placements, from an increase in the use of flexible support rather than residential placements and from containing annual contract price increases due to providers.

11. Housing Needs (Bed & Breakfast /Temporary Accommodation) - £106k (net of £388k underspend requested to carry forward)**Budget Pressures and impact in future years**

The position on temporary accommodation is an overspend of £523k in 2011/12 with cost pressures following through into 2012/13 of £696k based on existing numbers. This is net of anticipated savings arising from the invest to save initiatives.

A virement was approved from the Commissioning and Partnerships division to fund an investment of £170k during the latter part of 2011/12 and into 2012/13 to address these problems in B&B. These include a range of enhanced "offers" to private landlords and letting agents to make properties available to Council nominees along with enhanced offers to attract more temporary accommodation for leasing. The resulting savings in the nightly cost of and numbers in B&B will help to offset to the full year overspend in 2012/13 and future years.

As the budget virement was identified in the latter part of the financial year it is requested that £170k is carried forward to 2012/13 so that the initiatives can be implemented.

Housing Grants

The overall budget for the Housing Needs service contained funding of a number of specific grants for a range of specific activities of around £820k received from the DCLG this year and last year. These include addressing overcrowding and underoccupation, a range of homelessness prevention work, financial advice and prevention of repossession for mortgage or rent arrears and a specific allocation of £150k to assist clients affected by the proposed reductions to the Local Housing Allowance (Housing Benefit) rates, currently being phased in (originally from April 2011 but subsequently a 9 month transition was agreed). These grants pay for a wide range of things including staff who work with landlords and clients on a range of schemes to provide accommodation for homeless people or help to keep those about to be made homeless in their rented or privately owned accommodation. It is also for pays for assistance with rent deposits and guarantees plus a wide range of incentives to landlords or lenders to avoid repossession or obtain access to properties for Council nominations.

The introduction of the transition period for the reduction in Local Housing Allowance meant that the timing of commencement of usage of this grant had to be rephased from April 2011 to January 2012. This, coupled with the difficulties in accurately forecasting outputs and spend on this wide range of initiatives means that there are a number of requests to carry forward funding to 2012/13 totalling £723k, to enable the planned schemes and critical work on the rephased LHA reductions to take place after April 2012.

12. Enabling Activities £13k / Housing Strategy & Development £26k

Interest rates and mortgage balances have fallen over the last few years resulting in reduced income from interest on mortgage repayments. The anticipated shortfall in income this year is £29k. The balance of the overspend relates to staffing budgets.

13. Strategic Support Services Cr £424k

The net underspend can be analysed as follows:

	£'000	£'000
Performance & Information		
- Director vacancy	(71)	

Appendix 1 (b)

- Staff advertising	(33)	
- Learning & Development savings (part of 2012/13 budget options)	(210)	
- Other (including early achievement of 2012/13 savings)	(66)	
		<hr/>
		(380)
Concessionary Fares		(6)
Customer Services etc		(38)
		<hr/>
		(424)
		<hr/>

Learning and development savings of £75k have been approved as part of the 2012/13 budget setting.

Management Team Comments

The net underspend of £1.4m in 2011/12 is due to a number of budget savings included in 2012/13 being delivered early, particularly in relation to commissioning around supporting people services, efficiencies from providers and extra care housing. There are still cost pressures in bed & breakfast accommodation but the invest to save initiative will help to contain some of these costs.

Demographic changes continue to put pressure on older peoples' services and cost pressures of £636k will follow through into 2012/13. These pressures will need to be managed through continued reablement savings and invest to save initiatives. Mental Health and Physically Disabled services have small underspends following through to 2012/13 which will help the department to manage it's overall resources.

Waiver of Financial Regulations

Since the last report to the Executive, waivers were approved for the extension of 57 contracts with values of between £3k and £1,040k. Most of them were extended until 31.3.13, with several until 31.3.14

In addition there was one waiver for £67k as a result of a placement change.

Adult & Community Services Carry Forward Requests

Description	Carry Forward Request £'000	Reason for Carry Forward
<u>1. Grants with Condition of Repayment Attached</u>		
Social Care funding via the PCT under s256 Agreements:		
Expenditure:		
Winter Pressures	734	Bromley PCT was allocated £734k in January 2012 for immediate transfer to LBB, for investment in social care services which also benefit the health system. The funding is to enable local services to discharge patients from hospital more quickly and provide effective ongoing support for people in their own homes. Expenditure has not been incurred against this funding in 2011/12 and, as outlined in the report to the Executive on 11 April 2012, it is requested to carry the full £734k forward to 2012/13. If the funding is not spent on agreed priorities there is a right of repayment to the PCT.
Social Care funding via the PCT - 2010/11	127	In both 2010/11 and 2011/12 the Department of Health allocated funds for social care services which also support the NHS. This funding has been transferred to Bromley from the PCT under a s256 agreement. A number of investment plans have been approved by the Executive and £1.6m has been drawn down in 2011/12, with an additional £200k carried forward from 2010/11. It is requested that £708k of this is carried forward to 2012/13 as many of the schemes were not up and running until late in the financial year. If the funding is not spent on agreed priorities there is a right of repayment to the PCT.
Social Care funding via the PCT - 2011/12	581	
Social Care funding via the PCT - 2011/12	1,591	£1.6m of the 2011/12 allocation referred to above was not drawn down from the contingency in-year and it is similarly requested that this is carried forward, via the contingency, for spending in 2012/13. If the funding is not spent on agreed priorities there is a right of repayment to the PCT.
Income	<u>-3,033</u>	
Net carry forward	<u>0</u>	
Warm Homes Healthy People Fund		
Expenditure	33	The aim of this grant is to support local authorities to reduce levels of death and morbidity due to vulnerable people living in cold housing. This funding was allocated to Bromley in December 2011 and, given the relatively late allocation, it was not possible to complete the scheme in the 2011/12 financial year. The Department of Health has acknowledged that the late allocation of funding was too short a timescale to develop and implement schemes and will permit carrying forward unspent funding to 2012/13, requiring repayment if any funding isn't spent. The carry forward will be used to fund schemes next winter and partner agencies have specific schemes in place that require some of this carried forward funding.
Income	<u>-33</u>	
Net carry forward	<u>0</u>	

Description	Carry Forward Request £'000	Reason for Carry Forward
Social Care Reform Grant		
Expenditure	139	The unspent grant is required to be carried forward to 2012/13 to fund key programmes within the Supporting Independence in Bromley spending plan, including: Advice, Information & Guidance - developing the Mylife web portal and LD easy read website to assist people in finding information without needing to contact the Council directly (in line with the Council's core operating principles to channel shift). Further enhancements to Mylife will be a portfolio priority in the coming year, exploring how it is extended to cover children and young people.
Income	<u>-139</u>	
Net carry forward	<u>0</u>	
Joint Improvement Programme		
Expenditure	6	A grant of £51k was received in October 2010 from the Department of Health for a joint project with the DoH on an improvement programme for Adult Social Care. £6k is required to be carried forward to 2012/13 for completion of the programme. Any unspent funding would have to be returned.
Income	<u>-6</u>	
Net carry forward	<u>0</u>	
<u>2. Grants without Condition of Repayment Attached</u>		
Learning Disability Campus Closure Grant 2010/11 - expenditure	105	The Department of Health provided grant funding to enable the reprovision of services from the Bassetts Campus site. The reprovision of services for adults with learning disabilities who resided on the Bassetts campus has recently been completed but work remains to reprovide the remaining adult respite service to 118 Widmore Road and to move the Community Learning Disability Team (CLDT) to Yeoman House, Penge where client consultation services will be provided. The £105k carry forward is required to enable the replacement adult respite service to be implemented with as little service disruption as possible. The move of the CLDT also requires project management resource to ensure the provision of reconfigured office accommodation for 65 staff and client consultation rooms and to manage the staff and equipment moves and associated costs. The Campus Closure Grant will also be required for costs associated with double running respite services during the transition period and for stakeholder liaison and engagement.

Description	Carry Forward Request £'000	Reason for Carry Forward
Homelessness Grant 2010/11 - expenditure	120	The grant has been provided to help the authority manage the effects of Housing Benefit (HB) and Local Housing Allowance (LHA) changes. The aim of the grant is to provide support plans and be proactive in early intervention and the prevention of increased levels of homelessness and unnecessary financial hardship for those most affected by the changes, thus minimising costly temporary accommodation placements. Following the allocation of the grant, further changes in legislation set back implementation, with the main changes only starting to take effect in January 2012 and with further changes to be introduced over the next 2 to 3 years. There was no time limitation on the use of this funding and directives clearly explained the assumption that local authorities would roll forward the grant to enable initiatives to run for as long a period as possible to address the benefit changes.
Housing Overcrowding Pathfinder 2010/11 - expenditure	45	The grant has been provided to implement our overcrowding/under occupation strategy, aiming to make best use of our housing stock by reducing the level of severe overcrowding and under occupation. Given the term of the strategy the DCLG did not envisage full spend in year, but that a rolling programme would be set up for full spend by the end of the pathfinder period. It is proposed that the remaining funding is carried forward to continue to fund the existing initiatives to assist in moving underoccupiers and tackle overcrowding to continue to address the mismatch between supply & demand to ease the pressure on B&B placements.
Mortgage Rescue Fund 2011/12 - expenditure	23	The Mortgage Rescue Fund of £79k in 2011/12 has been used to assist households at risk of becoming homeless through repossession or eviction. The carry forward to 2012/13 will contribute to the cost of the Mortgage Rescue Officer post for which Supporting People funding has been withdrawn.
Preventing Repossessions Fund 2011/12 - expenditure	147	This funding was allocated by the DCLG in February 2012 to enable local authorities to establish a Preventing Repossessions Fund to help homeowners at risk of mortgage repossession. This funding is a top up to the Mortgage Rescue Grant above. Grant levels were based on the data relating to possession proceedings in each area resulting from the current economic situation. Due to the late allocation of the funding, it was not possible to put schemes and processes in place until 2012/13 and the DCLG acknowledge that expenditure will take place in 2012/13. When the drawdown of this funding from the central contingency was approved by the Executive on 11 April 2012 it was reported that it would be carried forward in full to 2012/13.

Description	Carry Forward Request £'000	Reason for Carry Forward
LD & Health Reform Grant - Blue Badges - expenditure	134	The total sum allocated for Blue Badges in 2011/12 was £207,000, of which £134,000 is being requested to be carried forward. This funding will be utilised to provide additional staff to reduce the current backlog, to within LBB timescales, to provide specialist equipment to improve the assessments and make them more accurate so that the issue of the blue badge is appropriate and able to stand up to challenge, to speed up the process and improve the experience for disabled people in Bromley. Funding for Blue Badges in 2012/13 has dropped to £95,000, so funding would be unavailable in the current year.
DWP Grant Discretionary Housing Payments - expenditure	44	The DWP allocated increased levels of funding for Discretionary Housing Payments in 2011/12 to provide LAs with more flexibility to help a greater number of new and existing customers who face a shortfall in rent because of changes to Local Housing Allowance (LHA) which came into effect on 1st April 2011. After this Budget announcement about DHPs, the Government announced some transitional protection measures to mitigate the effects of the HB reforms. This in turn, has led to less demand for DHPs in 2011/12 than originally envisaged and more demand in 2012/13. The DWP have accepted that in the need for carry forwards in these circumstances.
Total underspends to be carried forward	618	
Funded by Government Grant Earmarked Reserve	-618	
Net carry forward	0	

3. Other Carry Forward Requests

Homelessness former grant (now transferred to general "Local Services Support Grant)	60	This element of the grant funding will contribute to the implementation of scanning and on-line housing advice and homelessness files in 2012/13, the business case for which has been signed off by ACS DMT and the ACS Portfolio Holder. This is to achieve the necessary changes to working practices and efficiencies to accommodate the move to the North Block and avoidable contacts project. This is a legitimate cost to be placed against the homelessness grant which can be used to enhance working methods and associated IT.
Homelessness former grant (now transferred to general "Local Services Support Grant)	158	Due to the significant increase in the number of households and associated cost of bed and breakfast placements, the carry forward request relates to the enhanced incentives approved in order to try and acquire additional private rented sector units both through our housing initiatives scheme and leasing scheme, both of which will be funded via the carry forward of grant funding. The funding will also contribute to the higher level of prevention and housing advice work and associated schemes in place required to address the current 150% rise in homeless presentations and minimise the current budgetary pressure in relation to B&B placements.

Description	Carry Forward Request £'000	Reason for Carry Forward
Invest to Save - to obtain more temporary accommodation at a reasonable price	170	A budget virement was identified in the latter part of 2011/12 using in-year savings on the ACS budget to fund an invest to save initiative in 2011/12 and 2012/13 to address problems with obtaining temporary accommodation at reasonable prices. This includes a range of enhanced "offers" to private landlords and letting agents to make properties available to Council nominees and enhanced offers to attract more temporary accommodation for leasing. The resulting savings in the nightly cost and numbers in B&B will help to offset the full year overspend in 2012/13 and future years. £170k is requested to be carried forward in to 2012/13 for this key work to continue.
	388	

Description	2011/12 Latest Approved Budget £'000	Variation To 2011/12 Budget £'000	Impact on 2012/13
Residential and Domiciliary care - Older People	22,551	766	The full year effect of the net overspend in domiciliary and residential care is forecast to be £606k in 2012/13. The ability to reduce this overspend relies on further increases in reablement activity and the resulting reduction in the number and level of packages required. The ACS DMT anticipate that next year this overspend will be contained by a number of measures, including the opening of the new extra care housing units, the implementation of the new initiatives for people with dementia and through effective negotiation of contracts with providers.
Residential and Domiciliary care - Physical Disabilities	3,442	-191	The full year effect of the 2011/12 underspend is forecast to be £272k underspend based on the latest activity. The underspend will contribute towards other pressures within the division.
Residential & Domiciliary Care - Learning Disabilities	24,672	-561	The net underspend on residential, supported living and domiciliary care in the current year is forecast to produce a full year underspend of £700k in 2012/13, based on activity to the end of March. This includes LD reprovion clients. The underspend will contribute towards other pressures in the department.
Residential Care - Mental Health	2,889	-225	The full year effect of the 2011/12 underspend is Cr £100k based on activity to the end of March 2012.
Housing Needs - Temporary Accommodation (net of HB)	483	523	The full year effect of the overspend is forecast to be £896k in 2012/13, however it is anticipated that this will be reduced by £200k as a result of a number of invest to save initiatives designed to acquire and place people in more cost effective temporary accommodation. This was reported to the ACS PDS on 30th November.

LATEST APPROVED BUDGET 2011/12
Adult & Community Services Portfolio

BUDGET VARIATIONS

	£'000	£'000
2011/12 Original Budget		96,371
Carry forwards from 2010/11:-		
<u>Agreed by Executive on 20/07/11</u>		
Choice Based Lettings		15
Hospital Discharge/Reablement Funding via PCT		
- Expenditure		98
- Income	Cr	98
Social Care Funding via PCT under S256		
- Expenditure		205
- Income	Cr	205
Social Care Reform (ACS)		
- Expenditure		521
- Grant Income	Cr	521
Joint Improvement Programme		
- Expenditure		20
- Grant Income	Cr	20
LD Revenue Campus Closure Grant (ACS)		
- Expenditure	459	
Housing Overcrowding Pathfinder Grant (ACS)	95	
Homelessness Prevention Grant	150	
Stroke Care Grant	90	794
Contribution from Earmarked Reserve		Cr 794
Total Carry forwards		<u>15</u>
General		
Government Grants Deferred - Removal of 2011/12 Budget Allocation		5,550
Homelessness Grant Income - Transferred to General "Local Services Support"		500
Return of LD Growth to Central Contingency		Cr 150
Total General		<u>5,900</u>
Grants included within Central Contingency Sum:		
NHS Funding to Support Social Care (approved by Exec 7th September)		
- Grant related expenditure		250
- Grant related income	Cr	250
NHS Funding to Support Social Care (investment plans for people with physical disabilities and for younger people with learning disabilities) Exec 19/10/11		
- Grant related expenditure		334
- Grant related income	Cr	334
NHS Funding to Support Social Care (approved by Council 26th March 2012)		
- Grant related expenditure		4,995
- Grant related income	Cr	4,995
Winter Pressures (subject to approval executive 26th June 2012)		
- Grant related expenditure		734
- Grant related income	Cr	734
Total Grants included within Central Contingency Sum		<u>0</u>
New Grants 2011/12		
Agreed by Executive 14th April 2012		
Preventing Repossession		
- grant related expenditure		147
- grant related income	Cr	147
Agreed by Executive 14th April 2012		
Warmer Homes		
- grant related expenditure		85
- grant related income	Cr	85
Total New Grants 2011/12		<u>0</u>
To be agreed by Executive in Final Accounts report		
Housing Benefit adjustments		Cr 502
Budget Transfers / Other:		
Non-Controllable Budget - Property Rental Income	Cr	37
Additional charging income funding 2 posts in Exchequer	Cr	54
Out of Hours Contract to Customer Service Centre	Cr	25
Contribution to BSSD additional call volumes	Cr	15
Landlord Building Maintenance virements (non-controllable)	Cr	37
Central Depot Recharges reduced recharge out to ACS	Cr	64
Total Budget Transfers / Other:	Cr	<u>232</u>
Variations on Capital charges etc.		
Capital	Cr	1,366
Insurance		34
Rent Income		8
Repairs and Maintenance	Cr	59
IAS19 (FRS17)		752
Excluded Recharges		65
Total Variations on Capital charges etc.	Cr	<u>697</u>
2011/12 Latest Approved Budget		<u>100,856</u>

Agenda Item 15

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
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Agenda Item 16

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Agenda Item 17

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