



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 28 June 2024

To: Members of the
EXECUTIVE

Councillor Colin Smith (Chairman)
Councillor Kate Lymer (Vice-Chairman)
Councillors Yvonne Bear, Nicholas Bennett J.P., Christopher Marlow, Angela Page,
Will Rowlands and Diane Smith

A meeting of the Executive will be held at Bromley Civic Centre, Stockwell Close,
Bromley, BR1 3UH on **WEDNESDAY 10 JULY 2024 AT 7.00 PM**

TASNIM SHAWKAT
Director of Corporate Services & Governance

Copies of the documents referred to below can be obtained from
<http://cds.bromley.gov.uk/>

A G E N D A

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

3 TO CONFIRM THE MINUTES OF THE MEETING HELD ON 22 MAY 2024 (Pages 5 - 16)

4 QUESTIONS

In accordance with the Council's Constitution, members of the public may submit one question each on matters relating to the work of the Committee. Questions must have been received in writing 10 working days before the date of the meeting - by 5pm on **Wednesday 26 June 2024**.

Questions seeking clarification of the details of a report on the agenda may be accepted within two working days of the normal publication date of the agenda – by **5pm on Thursday 4th July 2024**.

5 CAPITAL PROGRAMME OUTTURN (Pages 17 - 28)

6 ADULT SOCIAL CARE TRANSFORMATION - DIGITAL STRATEGY 2024-34 (Pages 29 - 60)

- 7 **PERMISSION TO PROCURE A FRAMEWORK FOR DOMICILIARY CARE SERVICES 2025-2029** (Pages 61 - 70)
- 8 **CONTRACT AWARD: DOMICILIARY CARE (PART 1)** (Pages 71 - 80)
- 9 **CONTINUATION OF JOINT FUNDING CHILDRENS' COMMUNITY HEALTH SERVICES WITH THE SOUTH EAST LONDON INTEGRATED CARE BOARD** (Pages 81 - 88)
- 10 **PROCEEDING TO TENDER FOR A BLOCK PURCHASING CONTRACT FOR CHILDREN'S RESIDENTIAL (BEDS) PLACEMENTS** (Pages 89 - 100)
- 11 **MEETING THE NEEDS OF CHILDREN IN CARE: MARKET DEVELOPMENT OF RESIDENTIAL PROVISION** (Pages 101 - 114)
- 12 **CONTRACT AWARD FOR ADDITIONAL ARBORICULTURAL SERVICES** (Pages 115 - 126)
- 13 **PARKING SERVICES: COLLABORATION AGREEMENT AND CONTRACT PROCUREMENT STRATEGY** (Pages 127 - 136)
- 14 **PROCEEDING TO PROCUREMENT: MANORFIELDS TRANSITIONAL ACCOMMODATION** (Pages 137 - 148)
- 15 **PROVISION OF LIBRARY SERVICE - CONTRACT PERFORMANCE REPORT** (Pages 149 - 176)
- 16 **CONTRACT EXTENSION: MECHANICAL & ELECTRICAL MAINTENANCE CONTRACT** (Pages 177 - 184)
- 17 **CONSIDERATION OF ANY OTHER ISSUES REFERRED FROM THE EXECUTIVE, RESOURCES AND CONTRACTS POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**
- 18 **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.

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|----|---|---|
| 19 | EXEMPT MINUTES OF THE MEETING HELD ON 22 MAY 2024 (Pages 185 - 186) | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| 20 | PART 2: ADULT SOCIAL CARE TRANSFORMATION - DIGITAL STRATEGY 2024-2034 (Pages 187 - 230) | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| 21 | PART 2: CONTRACT AWARD: DOMICILIARY CARE (Pages 231 - 236) | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| 22 | PART 2 CONTRACT AWARD FOR ADDITIONAL ARBORICULTURAL SERVICES (Pages 237 - 250) | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| 23 | PART 2: CONTRACT EXTENSION: MECHANICAL & ELECTRICAL MAINTENANCE CONTRACT (Pages 251 - 256) | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |

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EXECUTIVE

Minutes of the meeting held on 22 May 2024 starting at 7.00 pm

Present:

Councillors Kate Lymer (Vice-Chair, in the Chair),
Yvonne Bear, Nicholas Bennett J.P., Christopher Marlow,
Angela Page and Will Rowlands

Also Present:

Councillor Simon Fawthrop and Councillor Simon Jeal

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Colin Smith and Councillor Diane Smith.

(The Vice-Chairman, Cllr Kate Lymer, assumed the Chair for the duration of the meeting)

2 DECLARATIONS OF INTEREST

There were no additional declarations of interest.

3 QUESTIONS

One question for written response was received and is attached at Appendix A.

4 TO CONFIRM THE MINUTES OF THE MEETINGS HELD ON 27 MARCH 2024 AND 18 APRIL 2024

RESOLVED: That the minutes of the meetings held on 27 March 2024 and 18 April 2024, be agreed and signed as a correct record.

5 EXECUTIVE APPOINTMENTS 2024/25 Report CSD24064

The report allowed the Leader of the Council to announce the Members appointed to various Portfolio Holder and executive assistant roles to help with the administration of executive business during 2024/25. The schedule of appointments is attached as Appendix A to these minutes.

RESOLVED: That

- 1. The appointment of Councillors to serve on the Executive and responsibility for Portfolios, as allocated by the Leader of the Council, be noted.**
- 2. The appointment by the Leader of the Council of Councillor Gemma Turrell as Executive Assistant (Environment) be noted.**
- 3. The appointment by the Leader of the Council of Executive Members to serve on the Health and Wellbeing Board for 2024/25 be noted.**

**6 PROVISIONAL FINAL ACCOUNTS 2023/24
Report FSD24036**

The report considered the 2023/24 provisional outturn at portfolio level and Council wide as well as the potential implications for the Council's financial position in 2024/25. The purpose of the report was to give a broad overview of the financial outturn.

The 2023/24 provisional outturn enabled the General Fund balance to remain at £20m, subject to the recommendations in the report being agreed.

More detailed reports would be submitted to individual PDS Committees. Details of the carry forward requests and a summary of the Council's capital programme were also considered in the report.

The report was considered by the Executive, Resources and Contacts PDS Committee at its meeting on 20 May 2024 and the Committee supported the proposals.

RESOLVED: That

- 1. The provisional revenue and capital outturns for the 2023/24 financial year and the earmarked balances on the General Fund as at 31st March 2024 be noted;**
- 2. The variations in 2023/24 impacting on the Council's 2024/25 financial position as detailed in paragraph 5.1 of the report be noted;**
- 3. The comments from Chief Officers as detailed in Appendix 2 of the report be noted;**
- 4. The requests for carry forwards totalling £888k (net) as detailed in Appendix 6 of the report be approved, subject to the funding being allocated to the Central Contingency in 2024/25 to be drawn down on the approval of the relevant Portfolio Holder;**

5. The changes to the central contingency sum as detailed in paragraph 3.5 of the report be agreed;
6. Council be recommended to agree to the drawdown of £2,670k from the Business Rates Risk Reserve as set out in para 3.9.1 of the report;
7. The transfer of £469k from the Payment in Lieu Reserve for Temporary Accommodation reserve to the LBB owned affordable housing reserve as detailed in paragraph 3.8.3 of the report be agreed;
8. Council be recommended agree to the reduction in contribution of £6,319k from the Collection Fund surplus set aside earmarked reserve as set out in para 3.9.2 of the report.

**7 CRM REPLACEMENT CAPITAL PROJECT - CRM & WEBSITE REDESIGN CLOSURE REPORT AND WEBSITE PHASE 2 OPTIONS
Report CSD24045**

The report provided an update on the CRM replacement capital programme including a scheme closure report on the completed software implementation and the completed redesign of the Council's public facing website.

The report also sought Members' approval to progress the complementary scheme to enhance the My Account features of the website including the personalisation and single sign on initiatives outlined in the report.

The report was scrutinised by the Executive, Resources and Contracts PDS Committee at its meeting on 20 May 2024 and the Committee recommended that the Executive agree Option 3 (Do nothing and return the capital receipts).

The Portfolio Holder for Resources, Commissioning and Contracts Management recognised the significant achievement of delivering the first phase of the CRM project underbudget but felt that the business case for phase 2 was not strong enough. Consequently, the Portfolio Holder proposed the following amended recommendation:

- 2.1 Under the CRM capital programme, note the completion of the software implementation and website redesign upgrade project of a value of £491k leaving a remaining value of £270k allocated to this programme.
- 2.2 Approve that the £270k underspend *be returned to* ~~from~~ the capital programme ~~can be realigned to fund the complimentary Phase 2 website 'My Account' enhancement initiatives as set out in the Liberata proposal. This work will be undertaken through the Council's existing provider's CCN process for Liberata as set out in section 10 of this report. Total cost estimates for the project are set out in appendix 1 of the Part 2 report.~~
- 2.3 ~~Approve delegated authority to the Assistant Director of Customer Services to spend the £270K budget. This will include the purchase of technology and the setting up of any ongoing support contracts which will be procured under a~~

~~variation agreement to the existing technology providers for the provision of additional services as part of the existing solution and contracts. Further details are set out in appendix 1 of the Part 2 report.~~

The motion was seconded by Councillor Bennett, put to the vote and CARRIED.

RESOLVED: That

- 1. Under the CRM capital programme, the completion of the software implementation and website redesign upgrade project of a value of £491k leaving a remaining value of £270k allocated to this programme be noted.**
- 2. It be agreed that the £270k underspend be returned to the capital programme.**

**8 PROCUREMENT OF A SPECIALIST STOP SMOKING SERVICE
Report ACH24-027**

The report outlined the proposed procurement for a Specialist Stop Smoking Service for individuals in Bromley who required support to quit smoking. Permission was sought to commence the procurement of the Service in accordance with the arrangements set out in the report to commence the Service on 1st April 2025. Contracts with a whole life value of £1m and above require Executive approval prior to proceeding to procurement.

A pilot project, Smokefree Bromley, was currently being delivered by Solutions4Health. This contract went live on 1st January and was due to end 31st December 2024 with expected extension to 31st March 2025.

It was proposed this service would be funded jointly from the substantive Public Health grant plus the ring-fenced Stop Smoking Grant from the Department of Health and Social Care (DHSC). The DHSC Stop Smoking Grant was available annually until March 2029. The ring-fenced Stop Smoking grant allocation was reassessed annually in accordance with estimated smoking prevalence rates in LBB. Therefore, authorisation was sought to design a service with a degree of flexibility to enable Chief Officer approval of subsequent variation to the scope and value of the Smoking Cessation Service contract in line with the requirements of the grant.

The report was scrutinised by the Executive, Resources and Contracts PDS Committee at its meeting on 20 May 2024 and the Committee recommended that the Council proceed with the programme on the basis of utilising the additional funding from Government and review how much, if any Bromley Public Health funds, should be spent.

Noting the recommendations from the Executive, Resources and Contracts PDS Committee, the Executive further noted that smoking cessation was a current priority of the government, and these proposals would support that priority.

RESOLVED: That

- 1. The commencement of a tender process for a Specialist Stop Smoking Service for a four-year contract commencing 1st April 2025, at an estimated annual value of £472,889 (estimated whole life value of £1,891,556) be approved.**
- 2. It be note that the proposed annual contract value is made up from £200k from the substantive Public Health Grant together with approximately £272,889 DHSC ring fenced annual grant until 2029 which will be adjusted on an annual basis according to Bromley's estimated smoking prevalence.**
- 3. Authority be delegated to Chief Officer in consultation with the Portfolio Holder to draw down and authorise the annual allocation of the DSHC Stop Smoking Grant for the life of the contract and to vary the scope and value of the contract accordingly subject to the grant conditions specified by the DHSC.**

9 BROMLEY HEALTH & WELLBEING CENTRE, CHURCHILL COURT - REFURBISHMENT, LEASE & CONTRACT AWARD Report HPR2024/019

A Report to Executive on 30th November 2022 set out the recommendation to purchase the freehold of the Direct Line site known as Churchill Court with a view to moving the Council offices off the Civic Centre site and subsequent disposal. As part of that report, Members agreed to the provision of a new Health & Wellbeing Centre for Bromley town centre.

On 17th May 2023 a follow-up report was shared with the Executive which set out details of the conversion of the 1st Floor offices within Phase Four, Churchill Court to provide a new NHS Health & Wellbeing Centre (HWBC). Following that agreement Council officers have been working with colleagues in the NHS to design the new public facility, obtain planning consent, building control approval, agree funding and finalising the lease terms. This report, together with the accompanying Part 2 report, set out the outcomes of that exercise and sought permission to continue with the next steps.

The Part 2 report set out the outcome of the tender process and award of contract for the construction works. It also detailed the capital project budget and terms agreed with the NHS Integrated Care Board (ICB) for the share of capital funding and lease terms. In addition, the report updated Members on the overall project timetable.

The report was considered by the Executive, Resources and Contacts PDS Committee at its meeting on 20 May 2024 and the Committee supported the proposals.

RESOLVED: That

1. The award of contract for the works contract for the Health and Wellbeing Centre as detailed in the accompanying Part 2 report be approved.
 2. The total capital budget allocation, as set out in the accompanying Part 2 report, to be resourced from joint LBB / NHS Capital funding provisions, be approved.
 3. The Council capital contribution as set out in the accompanying Part 2 report be approved.
 4. The grant of a 25-year lease by the Council to the Dysart Surgery in accordance with the commercial terms set out in the accompanying Part 2 report be approved.
 5. Authority be delegated to the Director of Housing, Planning, Property and Regeneration, in consultation with the Director of Finance, the Director of Corporate Services and the Resources, Commissioning and Contract Management Portfolio Holder, to determine and finalise all necessary commercial terms and financial arrangements.
 6. Authority be delegated to the Assistant Director of Legal Services to enter into all relevant legal and ancillary documentation and agreements relating thereto.
- 10 **CONSIDERATION OF ANY OTHER ISSUES REFERRED FROM THE EXECUTIVE, RESOURCES AND CONTRACTS POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

There were no additional items referred from Executive, Resources and Contracts PDS Committee.

- 11 **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 referred to 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.

**The following summaries
refer to matters involving exempt information**

**12 EXEMPT MINUTES OF THE MEETINGS HELD ON 27 MARCH
2024 AND 18 APRIL 2024**

RESOLVED: That the Part 2 (exempt from publication) minutes from the meetings held on 27 March 2024 and 18 April 2024 be approved and signed as a correct record.

**13 PART 2 CRM REPLACEMENT CAPITAL PROJECT - WEBSITE
REDESIGN UPDATE REPORT**

The Executive noted the Part 2 information.

**14 PART 2 BROMLEY HEALTH & WELLBEING CENTRE,
CHURCHILL COURT - REFURBISHMENT, LEASE &
CONTRACT AWARD**

The Executive noted the report and agreed the recommendations.

The Meeting ended at 7.46 pm

Chairman

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EXECUTIVE**22 May 2024****Questions for Written Reply****1. From Mr Dermot Mckibbin to the Portfolio Holder for Resources, Commissioning and Contracts Management**

Will the Council arrange for the South East London Community Energy to inspect the roof of the new civic centre to assess whether it is suitable for a solar array at nil cost to the Council: does the Council use a renewable energy electricity supplier at this building?

Reply:

The Council's initial investigations show that the existing roofs at Churchill Court are unlikely to be efficient enough for PV installation. The only roof which is fully south facing is on Phase Three which is significantly overshadowed by the Phase Two building. As the new civic offices are undergoing works in preparation for the Council's move later this year the roof spaces are not currently available for inspection by third parties.

The Council will conduct a more detailed options appraisal for the building's suitability for PV installation. The Council would not be able to treat exclusively with the South East London Energy Scheme (SELCE) as it is required to comply with its procurement procedure rules and obligations to achieve best value.

At this time, the energy supplier for Churchill Court is Ecotricity, the energy from this supplier is 100% green, with 12% generated by Ecotricity and the remainder 100% Renewable Energy Guarantees of Origin (REGO) backed.

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The Executive

Leader	Cllr Colin Smith
Deputy Leader and Children, Education & Families	Cllr Kate Lymer
Adult Care & Health	Cllr Diane Smith
Public Protection and Enforcement	Cllr Angela Page
Renewal, Recreation & Housing	Cllr Yvonne Bear
Resources, Commissioning and Contract Management	Cllr Christopher Marlow
Environment	Cllr Will Rowlands
Transport, Highways and Road Safety	Cllr Nicholas Bennett

Executive Assistants

Environment	Cllr Gemma Turrell
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Health and Wellbeing Board

Councillors	Cllr Mike Botting (Chairman)
	Cllr Dr Sunil Gupta (Vice-Chairman)
	Cllr Yvonne Bear
	Cllr Will Connolly
	Cllr Robert Evans
	Cllr Simon Jeal
	Cllr Colin Smith
	Cllr Diane Smith
	Cllr Gemma Turrell

Foster Panel

Councillor Kira Gabbert
Councillor Hannah Gray
Councillor Pauline Tunnicliffe

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Report No.
FSD24050

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EXECUTIVE

Date: 10th July 2024

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

Title: CAPITAL PROGRAMME OUTTURN 2023/24

Contact Officer: Abdul Munim, Principal Accountant
Tel: 020 8313 4334 E-mail: Abdul.Munim@bromley.gov.uk

Chief Officer: Peter Turner, Director of Finance
Tel: 020 8313 4668 E-mail: peter.turner@bromley.gov.uk

Ward: All

1. Reason for report

1.1. This report sets out the final outturn on capital expenditure and receipts for 2023/24. Capital expenditure in the year was £50.2m, compared to the final approved budget of £70.0m, resulting in a total net variation of Cr £19.8m. For funding purposes, £10.0m slippage was assumed in the quarter 3 capital monitoring report, so there was an overall variation of Cr £9.8m in the use of capital receipts and external and revenue contributions.

2. **RECOMMENDATIONS**

2.1. **The Executive is requested to:**

(a) note the report which details the capital outturn position for 2023/24

Impact on Vulnerable Adults and Children

1. Summary of Impact: Not applicable
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Transformation Policy

1. Policy Status: Existing Policy: Capital programme monitoring and review is part of the planning and review process for all services. Capital schemes help to maintain and improve the quality of life in the borough. Effective asset management planning (AMP) is a crucial corporate activity if a local authority is to achieve its corporate and service aims and objectives and deliver its services. For each of our portfolios and service priorities, the Council reviews its main aims and outcomes through the AMP process and identifies those that require the use of capital assets. The primary concern is to ensure that capital investment provides value for money and matches the Council's overall priorities as set out in the Corporate Strategy.
 2. Making Bromley Even Better Priority: To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: Not Applicable: No additional cost
 2. Ongoing costs: Not Applicable: No additional cost
 3. Budget head/performance centre: Capital programme
 4. Total current budget for this head: £70.0m in 2023/24
 5. Source of funding: Capital grants, capital receipts, external borrowing and earmarked revenue reserves.
-

Personnel

1. Number of staff (current and additional): 1 FTE
 2. If from existing staff resources, number of staff hours: 36 hours per week
-

Legal

1. Legal Requirement: Non-statutory – government guidance
 2. Call-in: Applicable
-

Procurement

1. Summary of Procurement Implications: Not applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Not applicable
-

Ward Councillor Views

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

3. COMMENTARY

Capital programme outturn 2023/24

3.1.1 The final capital outturn for the year was £50.2m, compared to the final revised budget of £70.0m. The total net variation is Cr £19.7m, which is primarily due to slippage in the Renewal, Recreation & Housing portfolio (Cr £13.6m), Environment and Community Services (Cr £2.6), Resources, Commissioning and Contracts Management (Cr £2.0m), Children, Education and Families portfolio (Cr £1.0m) and Adult Care and Health (Cr £0.6m).

Portfolio	Approved budget 23/24	Final outturn 23/24	Variance 23/24
	£m	£m	£m
Adult Care and Health	0.8	0.2	Cr 0.6
Children, Education and Families	4.1	3.1	Cr 1.0
Environment and Community Services	6.4	3.8	Cr 2.6
Resources, Commissioning & Contracts	29.1	27.1	Cr 2.0
Renewal, Recreation and Housing	29.6	16.0	Cr 13.6
Approved capital programme	70.0	50.2	Cr 19.8
Less: further slippages approved for financing	Cr 10.0	0.0	10.0
Final outturn 23/24	60.0	50.2	Cr 9.8

3.1.2 These slippages will be re-phased into 2024/25 as shown in Appendix A.

3.1.3 As set out in the capital programme monitoring (quarter 3) report to the Executive on 7th February 2024, further slippage of £10.0m was assumed for financing purposes. However, additional slippage has resulted in a variation in the overall use of capital receipts, external grants and contributions, and revenue contributions of Cr £9.8m.

3.2 Adult Care and Health portfolio

3.2.1 Slippage of £0.6m against a total budget of £0.8m. This is mainly due to slippage in NHS Learning Disability re-provision programme (£0.6m). This is ring-fenced fund in support of adults with learning disability, this fund will be spent in support of the Operational Property Review recommendations for Astley Day Centre.

3.3 Children, Education and Families portfolio

3.3.1 Slippage of £1.0m against a total budget of £4.1m. This is mainly due to slippage in the Basic Need programme (£0.4m), in Capital Maintenance in Schools (£0.2m), in Refurbishment of Saxon Family Contact Centre (£0.1m) and in Transforming Children's & Family Centres (£0.1m).

3.4 Environment and Community Services portfolio

3.4.1 There was overall slippage of £2.6m compared to a total portfolio budget of £6.4m. Most of this slippage was relating to the Street lighting and Highway schemes, the pace of works has now picked up, but previous delays have had an impact on the outturn position.

3.5 Resources, Commissioning and Contracts Management portfolio

3.5.1 There was overall slippage of £2.0m against a total portfolio budget of £29.1m. This is primarily due to Churchill Court programme (£0.6m), IT Transformation programme (£0.4m) and Financial System programme (£0.3m).

3.6 Renewal, Recreation and Housing portfolio

3.6.1 There was net slippage of £13.6m against a total portfolio budget of £29.6m, mainly due to slippage in Bromley North Housing scheme (£5.5m), Provision of Library and Housing Improvements in West Wickham (£3.3m), Affordable Housing (£1.5m) and Crystal Palace Park Subway (£1.0m).

3.7 Block capital provisions

3.7.1 The outturn position for 2023/24 is shown in the table below:

Portfolio and scheme	Approved budget 23/24 £'000	Final outturn 23/24 £'000	Variance 23/24 £'000
Renewal, Recreation and Housing			
Disabled Facilities Grant (DFG)	2,096	2,623	527
Final outturn 23/24	2,096	2,623	527

3.8 Financing of the capital programme

3.8.1 The financing of 2023/24 capital expenditure is compared below with the estimates reported in the third quarter capital monitoring:

Source of finance	Approved budget 23/24 £m	Final outturn 23/24 £m	Variance 23/24 £m
Approved capital programme	70.0	50.2	Cr 19.8
Less: further slippages assumed for financing	Cr 10.0	0.0	10.0
Final outturn 23/24 (net of assumed slippage)	60.0	50.2	Cr 9.8
Financed by:			
Usable capital receipts	19.2	28.3	9.1
Revenue contributions	5.2	2.2	Cr 3.0
Government grants	18.8	5.7	Cr 13.1
Internal borrowing	1.7	1.3	Cr 0.4
External borrowing*	3.6	0.0	Cr 3.6
Other contributions	5.9	8.9	3.0
Contribution from earmarked reserves	5.6	3.8	Cr 1.8
Total	60.0	50.2	Cr 9.8

3.8.2 In January 2022, the Capital Strategy report requested approval of the use of up to £10m of earmarked reserves to support the financing of the capital programme, in order to help address the capital financing shortfall. Total of £4.4m earmarked reserves was utilised in 2022/23 and no earmarked reserves was applied in 2023/24 to fund any capital programmes (£3.8m in the table above is from the Growth Fund and other earmarked reserves already identified).

3.8.3 During 2023/24, capital monitoring reports have been considered by the Executive on a quarterly basis, in September 2023, November 2023 and February 2024, and reported changes have been incorporated in revised approved capital programmes. These have similarly been reported quarterly to individual PDS committees. For information, Appendix B provides a comparison between the latest approved budget and the original approved budget for the year (agreed in January 2023).

3.9 Capital receipts

- 3.9.1 Under the “prudential” capital system in operation from 1 April 2004, most capital receipts are “usable” and may be applied to finance capital expenditure. The final outturn in 2023/24 for new capital receipts from asset disposals and other receipts was £41.9m a variance against the estimated figure reported to the Executive in February 2023 (£43.8m). This variance was mainly due to private sales receipts not being received from the West Wickham Housing scheme of £3.3m as reported to Executive in March 2024 with the scheme becoming fully affordable housing. This was offset by £1.9m Broomleigh (Clarion) RTB receipt which was due in 22/23 but not received until 23/24.
- 3.9.2 The table below provides a breakdown of the unapplied capital receipts totalling £42.9m that will be carried forward to finance expenditure in 2024/25 and later years. As has been the case for the last 18 years, no contribution from the General Fund was required in 2023/24. To date, £20.3m of capital receipts have been earmarked to supplement the Investment Fund for the purchase of investment properties, of which £7.6m has been utilised to date, leaving £12.7m.

Usable receipts	£m
Unapplied balance b fwd 1 April 2023	29.3
Total receipts from asset disposal during 2023/24	39.7
Total other receipts during 2023/24	2.2
Receipts applied to finance expenditure	28.3
Unapplied balance c fwd 31 March 2024	42.9
Receipts earmarked for investment properties	Cr 12.7
Balance available to fund future expenditure	30.1

- 3.9.3 It is highly likely that borrowing will be required for any further capital expenditure not funded by directly attributable capital receipts or grants unless significant levels of additional financing are identified in the medium and longer term. This also recognises the expectation that the Council’s level of earmarked reserves will reduce significantly over the next few years.

3.10 Section 106 receipts

- 3.10.1 In addition to capital receipts, the Council is holding funds in respect of section 106 capital contributions received from developers in recent years. These are made to the Council as a result of the granting of planning permission and are restricted to being spent on capital works in accordance with the terms of agreements reached between the Council and the developers. Section 106 receipts are held as a receipt in advance on the Council’s balance sheet, the revised balance of which decreased from £6.7m as at 31 March 2023 to £5.0m as at 31 March 2024, as fewer receipts were received than were used to finance actual capital expenditure. The balance will be used to finance capital expenditure from 2024/25 onwards. Balances and in-year movements are shown in the following table:

Service area	Bal b fwd	Receipts	Expenditure	Bal c fwd
	01-Apr-23	23/24	23/24	31-Mar-24
	£'000	£'000	£'000	£'000
Housing provision	Cr 116	0	0	Cr 116
Education	Cr 4,224	Cr 465	86	Cr 4,603
Local economy	Cr 646	0	0	Cr 646
Healthcare	Cr 42	0	0	Cr 42
Total	Cr 5,028	465	86	Cr 5,407

3.11 Investment Fund and Growth Fund

3.11.1 Appendix C provides a detailed analysis of the Funds dating back to their inception in September 2011. To date, schemes totalling £126.1m have been approved (£98.3m on the Investment Fund, and £24.2m on the Growth Fund), and the uncommitted balances as at end of March 2023 stand at £6.8m for the Investment Fund and £14.9m for the Growth Fund.

3.11.2 A sum of £6.8m was set aside in the Growth Fund for opportunity schemes relating to potential regeneration projects in the Cray Valley and Biggin Hill, as reported to Executive in November 2014. Given the new pressure on the Council's reserves, needing to set aside monies to fund the future capital programme and that there are no longer priority regeneration opportunities for Cray Valley and Biggin Hill, these monies will be retained as part of the Council's Growth Fund with no commitment to the utilisation at this stage. Any future utilisation of these monies will be reported to Executive for Members' consideration.

3.12 Post-completion reports

3.12.1 Under approved capital programme procedures, capital schemes should be subject to a post-completion review within one year of completion. These reviews should compare actual expenditure against budget and evaluate the achievement of the scheme's non-financial objectives. Post-completion reports on the following schemes are due to be submitted to the relevant PDS committees and the relevant budget holders have been notified directly.

- Replacement of Storage Area Network
- Rollout of Windows 7 and Office 2000
- Replacement of MD110 Telephone Switch
- Review of Corporate Customer Services I.T Systems
- Upgrade of MS Dynamics CRM System
- Windows Server 2003 Replacement Programme
- Glebe School Expansion
- Seed Challenge Fund/Schools Access Initiative/Security Works
- Performance Management/Children's Services IT scheme
- Bromley My Time Investment Fund
- Relocation of Exhibitions - Bromley Museum
- Norman Park Athletics Track
- Crystal Palace Park Improvements/Alternative Management Options
- Star Lane Traveller Site
- Betts Park Canal Bank Stabilisation Project
- Biggin Hill Memorial Museum
- Relocation of Exhibitions – Bromley Museum
- Orpington Public Realm Improvements
- Street Lighting Invest to Save Initiative

4. POLICY IMPLICATIONS

4.1 Capital programme monitoring is part of the planning and review process for all services. Capital schemes help to maintain and improve the quality of life in the borough. Effective asset management planning is a crucial corporate activity if a local authority is to achieve its corporate and service aims and objectives and deliver its services. The primary concern is to ensure that capital investment provides value for money and matches the Council's overall priorities as set out in "Building a Better Bromley".

5. FINANCIAL IMPLICATIONS

5.1 There was no requirement for a General Fund contribution to finance capital expenditure in 2023/24.

5.2 A revised capital programme and capital financing statement will be included in the next quarterly monitoring report.

Non-applicable sections:	Personnel Implications; Impact on Vulnerable Adults and Children; Legal Implications Procurement Implications.
Background documents: (access via Contact Officer)	Capital programme monitoring Q1 23/24 (Executive 20/09/2023) Capital programme monitoring Q2 23/24 (Executive 29/11/2023) Capital programme monitoring Q3 23/24 (Executive 07/02/2024) Capital programme Outturn 22/23 (Executive 05/07/2023)

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CAPITAL PROGRAMME OUTTURN 2023/24 - ANALYSIS OF MAIN VARIATIONS					
Variations on individual schemes	Final approved budget	Final outturn	Variation	Rephased into 24/25	Comments/reason for variation
Portfolio/Scheme	£m	£m	£m	£m	
Adult Care and Health portfolio					
PCT Learning Disability reprovion programme - Walpole Road	0.6	0	0.6	Cr 0.6	Slippage due to scheme delays
Other schemes	0.2	0.2	0.0	0.0	
	0.8	0.2	0.6	Cr 0.6	
Children, Education and Families portfolio					
Basic Need	2.1	1.7	0.4	Cr 0.4	Slippage due to scheme delays
Other schemes	2.0	1.5	0.5	Cr 0.5	Slippage due to scheme delays
	4.1	3.2	0.9	Cr 0.9	
Environment and Community Services portfolio					
Street Lighting Invest to Save Initiative (2021)	2.4	0.9	1.5	Cr 1.5	Slippage due to scheme delays
Principal Roads Maintenance	0.6	0.0	0.6	Cr 0.6	Slippage due to scheme delays
Local Highways Maintenance	0.5	0.0	0.5	Cr 0.5	Slippage due to scheme delays
Install a community BMX track and associated community club at Hoblingwell Wood Recreation Ground	0.3	0.0	0.3	Cr 0.3	Slippage due to scheme delays
Other schemes	2.6	2.8	Cr 0.2	0.2	Slippage due to scheme delays
	6.4	3.7	2.7	Cr 2.7	
Resources, Commissioning and Contracts Management portfolio					
Churchill Court	25.3	24.7	0.6	Cr 0.6	Slippage due to scheme delays
IT Transformation	1.0	0.6	0.4	Cr 0.4	Slippage due to scheme delays
Financial Systems Replacement	0.2	Cr 0.1	0.3	Cr 0.3	Slippage due to delays in appointing a consultant to complete certain elements/enhancements
Customer Services IT System Replacement	0.3	0.0	0.3	Cr 0.3	Underspend to be return to the capital programme
All other schemes	2.3	1.9	0.4	Cr 0.4	Slippage due to scheme delays
	29.1	27.1	2.0	Cr 2.0	
Renewal, Recreation and Housing portfolio					
Bromley North housing	6.3	0.8	5.5	Cr 5.5	Slippage due to scheme delays
Provision of Library and Housing Improvements in West Wickham	6.2	2.9	3.3	Cr 3.3	Slippage due to scheme delays
Affordable Housing Unallocated	1.5	0.0	1.5	Cr 1.5	Slippage due to scheme delays
Crystal Palace Park Subway	2.5	1.5	1.0	Cr 1.0	Slippage due to scheme delays
Provision of Housing supply in Anerley	0.7	0.0	0.7	Cr 0.7	Slippage due to scheme delays
Beckenham housing	0.6	0.2	0.4	Cr 0.4	Slippage due to scheme delays
Bromley High Street Improvements- Growth Fund	0.8	0.3	0.5	Cr 0.5	Slippage due to scheme delays
OPR leisure centres - group 2	1.6	1.2	0.4	Cr 0.4	Slippage due to scheme delays
OPR libraries	1.2	0.8	0.4	Cr 0.4	Slippage due to scheme delays
London private sector renewal schemes	0.4	0.0	0.4	Cr 0.4	Slippage due to scheme delays
OPR traveller sites	0.3	0.0	0.3	Cr 0.3	Slippage due to scheme delays
Changing Places 1	0.2	0.0	0.2	Cr 0.2	Slippage due to scheme delays
All other schemes	7.3	8.3	Cr 1.0	1.0	
	29.6	16.0	13.6	Cr 13.6	
Sub-total	70.0	50.2	19.8	Cr 19.8	
Less assumed slippage for financing purposes	Cr 10.0	0.0	Cr 10.0	10.0	
Total (net of assumed slippage)	60.0	50.2	9.8	Cr 9.8	

APPENDIX B

<u>CHANGES TO CAPITAL PROGRAMME DURING 2023/24</u>	
	2023/24
<u>Portfolio/Scheme</u>	£'000
Approved capital programme 18th January 2023	79,302
West Wickham library and housing improvements (RRH)	3,959
Changing Places Fund (RRH)	405
Crystal Palace Park (RRH)	304
Addition to Basic Need (s106) (CEF)	43
Digital infrastrucutre - Strategic Investment Fund (RRH)	49
Non-turf cricket pitches (RRH)	40
Addition to Devolved Formula Capital (CEF)	55
Adjustments to TfL estimates (grant funded) (ECS)	Cr 1,425
Investment Fund used for housing schemes	Cr 11,688
Addition to Disabled Facilities Grant (RRH)	2,656
Proposed housing scheme - Bromley North (RRH)	6,283
Proposed housing scheme - Beckenham (RRH)	631
Supplementary estimate for York Rise - approved Jun 2021 (RRH)	2,072
Net rephasing from 2022/23 into 2023/24	99,645
Net rephasing between 2023/24 and future years	Cr 60,366
Impact of changes set out Q1 monitoring report 20 September 2023	42,663
Budget after Q1 monitoring	121,965
Supplementary estimate for Liquid Logic (RCCM)	700
Net rephasing between 2023/24 and future years	Cr 25,375
Impact of changes set out in Q2 monitoring report 29 November 2023	Cr 24,675
Budget after Q2 monitoring	97,290
Removal of various complete overspent schemes	416
Removal of various complete underspent schemes	Cr 1,056
Reduction in Central Depot Wall scheme	Cr 77
Reduction in Financial Systems Replacement scheme	Cr 200
Kelsey Park Bridge	133
Local Highways Maintenance	455
Net rephasing between 2023/24 and future years	Cr 26,982
Impact of changes set out in Q3 monitoring report 7 February 2024	Cr 27,311
Budget after Q3 monitoring	69,979
Assumed slippage for financing purposes	Cr 10,000
Total (net of slippage)	59,979

Investment Fund	£'000
Revenue Funding:	
Approved by Executive 7th September 2011	10,000
Approved by Council 27th February 2013	16,320
Approved by Council 1st July 2013	20,978
Approved by Executive 10th June 2014	13,792
Approved by Executive 15th October 2014	90
Approved by Executive 26th November 2014 (Transfer to Growth Fund)	Cr 10,000
New Home Bonus (2014/15)	5,040
Approved by Executive 11th February 2015 (New Homes Bonus)	4,400
Approved by Executive 10th June 2015	10,165
Approved by Executive 2nd December 2015 (New Homes Bonus)	141
Approved by Executive 10th Feb 2016 (New Homes Bonus)	7,482
Approved by Executive 6th December 2017	3,500
Approved by Executive 21st May 2018	2,609
	84,517
Capital Funding*:	
Approved by Executive 11th February 2015 (general capital receipts)	15,000
Approved by Executive 2nd December 2015 (sale of Egerton Lodge)	1,216
Approved by Executive 7th November 2017 (Disposal of 72-76 High St)	4,100
	20,316
Total Funding Approved:	104,833
Property Purchase	
Approved by Executive 7th September 2011 (95 High St)	Cr 1,620
Approved by Executive 6th December 2012 (98 High St)	Cr 2,167
Approved by Executive 5th June 2013 (72-76 High St)	Cr 2,888
Approved by Executive 12th June 2013 (104 - 108 High St)	Cr 3,150
Approved by Executive 12th February 2014 (147 - 153 High St)	Cr 18,755
Approved by Executive 19th December 2014 (27 Homesdale)	Cr 3,938
Approved by Executive 24/03/15 (Morrisons)	Cr 8,672
Approved by Executive 15/07/15 (Old Christchurch)	Cr 5,362
Approved by Executive 15/07/15 (Tilgate)	Cr 6,746
Approved by Executive 15/12/15 (Newbury House)	Cr 3,307
Approved by Executive 15/12/15 (Unit G - Hubert Road)	Cr 6,038
Approved by Executive 23/03/16 (British Gas Training Centre, Thatcham)	Cr 3,666
Approved by Executive 15/06/16 (C2 and C3)	Cr 6,394
Approved by Executive 14/03/17 (Trinity House)	Cr 6,236
Approved by Executive 01/12/17 (54 Bridge Street, Peterborough)	Cr 3,930
	Cr 82,869
Other Schemes	
Approved by Executive 20th November 2013 (Queens's Garden)	Cr 990
Approved by Executive 15th January 2014 (Bromley BID Project)	Cr 110
Approved by Executive 26th November 2014 (BCT Development Strategy)	Cr 135
Approved by Executive 2nd December 2015 (Bromley Centre Town)	Cr 270
Approved by Executive 15th June 2016 (Glades Shopping Centre)	Cr 400
Approved by Executive 11th January 2017 (Disposal of Small Halls site, York Rise)	Cr 46
Approved by Executive 10th July 2019 (Modular Homes at York Rise site)	Cr 3,500
Approved by Executive 2nd August 2019 (Provision of Housing in Burnt Ash Lane)	Cr 2,989
Approved by Executive 10/02/21 - property acquisition scheme	Cr 6,000
Valuation for 1 Westmoreland Rd	Cr 5
Valuation for Biggin Hill - West Camp	Cr 10
Growth Fund Study	Cr 170
Crystal Park Development work	Cr 200
Civic Centre for the future	Cr 50
Strategic Property cost	Cr 258
Total further spending approvals	Cr 15,133
Uncommitted Balance on Investment Fund	6,831
* Executive have approved the use of specific and general capital receipts to supplement the Investment Fund	

Growth Fund:		£'000
Funding:		
Approved by Executive 26th November 2014 (Transfer from Investment Fund)		10,000
Approved by Executive 2nd December 2015		6,500
Approved by Executive 23rd March 2016		6,000
Approved by Executive 15th June 2016		7,024
Approved by Executive 22nd March 2017		4,000
Subject to approval by Executive 20h June 2017 (Provisional final accounts 2016/17)		3,311
Approved by Executive 21st May 2018		2,319
Total funding approved		39,154
Schemes Approved and Committed		
Approved by Executive 24th March 2015 (Housing Zone Bid (Site G))	Cr	2,700
Approved by Executive 24th March 2015 ((Site G) - Specialist)	Cr	200
Approved by Executive 18th May 2016 (Feasibility Studies and Strategic Employment)	Cr	180
Approved by Executive 18th May 2016 (Broadband Infrastructure Investment)	Cr	50
Approved by Executive 20th Jul 2016 (BID - Penge & Beckenham)	Cr	110
Approved by Executive 1st Nov 2016 (19-25 Market Square)	Cr	10,705
Approved by Executive 1st Nov 2016 (63 Walnuts)	Cr	3,804
Approved by Executive 22nd March 2017 (Council 10th April 2017) - Bromley Town Centre Public Realm improvement Scheme	Cr	2,844
Approved by Executive 7th November 2017 - Bromley Town Centre and Public Realm	Cr	464
Approved by Executive 17th October 2018 (Bromley Town Centre - Mirrored Canopies & Shops)	Cr	415
Approved by Executive 22nd March 2017 - Project Officer cost Bromley Town Centre Public Realm improvement Scheme	Cr	40
Approved by Executive 22nd March 2017 - Community Initiative	Cr	15
Approved by Executive 24th May 2017 - Feasibility Works/Property Disposal	Cr	250
Renewal Team Cost	Cr	310
Approved by Executive 28th November 2018 (Housing Development Feasibility)	Cr	100
Approved by Executive 27th March 2019 (West Wickham BID)	Cr	75
Approved by Executive 21st May 2019 (Specialist advice for setting up local Housing company)	Cr	100
Noted by Executive 12th February 2020 - £1.5m of s106 to replace Growth Fund allocation for Bromley Town Centre capital scheme		1,500
Approved by Executive April 1st 2020 - Consultancy services for advice on urban design	Cr	50
capital scheme	Cr	800
Noted by Executive May 2020 - £2m of s106 to replace Growth Fund allocation for Bromley Town Centre capital scheme		2,000
Approved by Executive 30th June 2021 - £116k for 2 year FTC Planning Officer	Cr	116
Approved by Executive 20th Oct 2021 - Professional Services: Civic Centre Development	Cr	500
Approved by Executive on 9th February 2021 - Operational Maintenance Programme Manager	Cr	65
Approved by Executive on 6th October 2022 - Local Plan review process	Cr	600
Approved by Executive on 20th September 2023 - £2,250k to support supplementary estimate for Churchill Court	Cr	2,250
Approved by Executive on 17th January 2024 - £1,000k transfer to Transformation Fund 2024-2028 earmarked reserve	Cr	1,000
Total further spending approvals	Cr	24,243
Schemes approved, but not yet committed		
Approved by Executive 26th November 2014 (for Biggin Hill and Cray Valley)	Cr	6,790
Reversed by Executive 5th July 2023 (for Biggin Hill and Cray Valley)		6,790
Uncommitted Balance on Growth Fund		14,911

Agenda Item 6

Report No.
ACH24-035

London Borough of Bromley

PART ONE – PUBLIC

Decision Maker: Executive
with pre-decision scrutiny from Adult Care and Health Policy
Development and Scrutiny Committee

Date: 10th July 2024

Decision Type: Non-Urgent Executive Key Non-Key

Title: Adult Social Care Transformation Programme – Digital Strategy 2024 to 2034

Contact Officer: Heather Sinclair-Constance, Head of Service, Adult Services Transformation and Improvement
Tel: 020 8313 4641 E-mail: heather.sinclair-constance@bromley.gov.uk

Chief Officer: Kim Carey, Director of Adult Services

Ward: All

1. REASON FOR REPORT

- 1.1 The Council has developed the Adult Social Care Strategy for the period 2024 to 2034 to take account of developments across the social care market, changing government policy and wider technological, demographic, and economic changes. It considers the key changes of increased service demand and rising costs pressures in relation to supporting vulnerable older residents, carers, and working age adults with a disability and/or long-term health condition.
- 1.2 This report sets out what the Council plans to do over the next 10-years through its Adult Social Care Transformation programme, to develop a more sustainable and efficient future operating model that offers a new way of working, providing service quality improvements and better outcomes for Bromley residents and our workforce, whilst delivering good quality and safe care and support.
- 1.3 The new Adult Social Care Digital Transformation Strategy 2024 to 2034 has been developed to enable us to achieve our Making Bromley Even Better ambitions. It is an ambitious programme that will significantly change the way Adult Services operates in the future, interacts with residents receiving care and support and with partners across the local system.

2. RECOMMENDATION(S)

- 2.1 The Adult Care and Health Policy Development and Scrutiny Committee are asked to note the report and comment on the finalised strategy and the 'invest to save' proposal.

2.2 The Executive is recommended to:

- i Note, comment, and agree the Adult Social Care Digital Transformation Strategy 2024 to 2034 and Option 1 'invest to save' proposal outlined in the Part 2 report.
- ii Agree in principle, the use of brought-forward Disabled Facilities Grant (DFG) funding to support the delivery of the 'invest to save' proposal, as detailed in Part Two of this report.
- iii Agree the use and drawdown of the Council's brought-forward balance of £1,628k of improved Better Care Fund (iBCF) (carry forward approved by Executive on 22nd May 2024) to support the delivery of the 'invest to save' proposal, as detailed in Part Two of this report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The work outlined in this report will support the delivery of the Adult Social Care Strategy and Transforming Bromley 2024-28 objectives.
-

Transformation Policy

1. Policy Status: Existing Policy:
 2. Making Bromley Even Better Priority (delete as appropriate):
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: Please refer to Part 2 of this report.
 2. Ongoing costs: Recurring Cost: Please refer to Part 2 of this report.
 3. Budget head/performance centre: Adult Social Care
 4. Total current budget for this head: £89.5m
 5. Source of funding: Revenue budget, improved Better Care Fund (iBCF), Disabled Facilities Grant (DFG)
-

Personnel

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: Care Act 2014 and Health and Care Act 2022.
 2. Call-in: Applicable
-

Procurement

1. Summary of Procurement Implications: N/a
-

Property

1. Summary of Property Implications: N/a
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/a
-

Impact on the Local Economy

1. Summary of Local Economy Implications: N/a

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: The work seeks to help improve, maintain, and protect the health and wellbeing of all who live and work in the Borough.

Customer Impact

1. Estimated number of users or customers (current and projected): 82,500 over the 10-year period

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 Transforming Bromley Strategy is the primary conduit to develop and deliver savings, efficiency, and transformational change programmes. It has been reframed to ensure it remains fit for purpose over the next four years, 2024-28.
- 3.2 The Adult Social Care Strategy sets out what the Council plans to do over the next 5 years to respond to demand and cost pressures in the Borough, whilst providing good quality and safe care and support to residents, service users and carers. We know that transformational change is required to help us achieve our objectives; our new strategies set out how the department plans to achieve it.
- 3.3 The new Adult Social Care Digital Transformation Strategy 2024 to 2034 considers the improvements in digital capabilities, connectivity, and infrastructure, in relation to the care solutions we offer and deliver for our residents – providing more engagement choice, but also supports efficient ways of working. The strategy has therefore been developed with the following strategic ambitions and principles:
- a) **Inclusive, engaging, easy** - take a resident-centred approach to design and maximise accessibility. Provide easier digital access to Council services and encourage and work with people to use it. Take action to improve digital inclusion. Working in co-production with those to help make this a reality.
 - b) **Well-used, used well** - support colleagues to make the best use of the tools and technologies available to them, developing high levels of digitally skilled collaboration. Support colleagues to understand the value of, and being able to provide, robust data and insights to ethically improve effectiveness and efficiency and make the right decisions for and with Bromley residents.
 - c) **Simple, stable, secure** - simplify and modify our digital estate to make it as secure, resilient, and reliable as practical. Ensure residents have the right tools to support and maximise their independence.
 - d) **Ready to partner, willing to share, able to innovate** - adopt the right technologies, systems, processes, culture, and governance to provide a safe and productive environment for wider collaboration and problem-solving.

The principles will underpin our approach to digital transformation in Adult Social Care



Digital first

We will encourage residents to engage through digital channels where appropriate and look to provide assistance to those unable to use digital options. We will always offer different engagement channels and choices for our residents.



Residents at the heart

We will put residents at the centre of decision-making service design and planning. We will work to include the voice of residents and ensure that equality, diversity, and inclusivity considerations to influence and shape our approach.



Safe & secure access & data management

We will use data ethically and deliver safe and secure access to our services based on the principles of transparency and consent.



Collaborative

We work together with our staff, Partners, and residents to coordinate our activities and decision making. We will work closely with our residents to ensure we deliver a sensitive and appropriate approach.



We will work across Council services and the broader local system to provide an integrated approach supporting better Resident experiences and enabling a “Tell Us Once” approach.



Building on strengths & shared responsibility

We will foster a Resident-led approach that enables more Resident choice and control and supports our Workforce and Partners to share accountability for all Care and Support decisions.



Data - led & data smart

We will use data intelligence to better understand individuals and our communities enabling us to be more proactive and preventative in our support.

- 3.4 The Strategy was developed in collaboration with a specialist external consultancy, officers in Adult Services, across the Council, Voluntary, Community and Social Enterprise (VCSE), and local system partners. It introduces a series of interventions and projects that would transform the ‘Resident Journey’. The proposed interventions and projects look to introduce a range of digital tools that change the ways in which the Adult Social Care engage and work with residents, carers, and partners.
- 3.5 It utilises improvements in digital capabilities, connectivity, and infrastructure, in relation to the care solutions offered and delivered for residents, giving more choice, and supporting efficient ways of working. It will help support the delivery of the full range of Adult Care Services in the coming years.
- 3.6 There is extensive co-production across professional groups and organisations within Adult Services, however, we understand and recognise that more formal mechanisms of co-production with residents, people who draw on care, carers and staff are vital to making the Adult Social Care Digital Transformation Strategy a reality, and to standardise the approach across the Service. It is also key to a successful Care Quality Commission (CQC) Assurance process.
- 3.7 The complete strategy is included as Appendix 1 to this report.

Summary of Business Case

- 3.8 [People at the Heart of Care](#), published in December 2021, sets out the Government’s 10- year vision for Adult Social Care - a vision created and shared with people who draw on, work in, and provide care and support. The Government remains fully committed to that vision.
- 3.9 In April 2023, the Government sets out the next steps to support Adult Social Care that builds on the People at the Heart of Care in [Next steps to put People at the Heart of Care](#). This refreshed plan includes further digital transformation in Adult Social Care through the acceleration of the use of care technology and digital tools, strengthening of the Adult Social Care workforce, and an ambition to speed up discharge from hospital over the next 2 years.
- 3.10 The Adult Social Care Service in Bromley, like many other local authorities across the UK, is experiencing significant cost pressures over the short, medium, and long term. The size and future demand, coupled with these budgetary pressures necessitates finding new and innovate ways of working.

- 3.11 In May 2023, the Council engaged an external consultancy to carry out an independent review, (diagnostic/research phase), and produce a forward plan setting out an end-to-end change programme to deliver substantial sustainable savings in Adult Social Care.
- 3.12 Adult Services is now in a position to move into the design and implementation phase to deliver these opportunities.
- 3.13 The key findings of the independent review and the 'invest to save' options for the major transformation of Adult Services are detailed within the Part Two report.

4. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

- 4.1 **Estimated Value of Proposed Action:** N/A

5. MARKET CONSIDERATIONS / IMPACT ON LOCAL ECONOMY

- 5.1 The Council provides a range of statutory services for adults, and support to people to assist them with living healthy lives, to prepare for ageing well and to support people with disabilities.
- 5.2 Whilst we are moving towards more digital options for people, we will not exclusively be forcing people down the digital route. We want to explore new ways of meeting the needs of, and offering support to, our residents. This would include those who are currently well, to those who are on the edge of needing social care, to people who draw on care and those who care for others.
- 5.3 To ensure there is no digital exclusion we will always have a safety net in place for those individuals who do not have access to digital tools or technology, have limited digital literacy, have inadequate digital infrastructure, need support because of their protected characteristics or choose not to use smart technology for whatever reason.

6. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 6.1 It is acknowledged that digital tools and technology can help to improve the quality, value, and choice for those receiving care and support. This is part of the Government's 10-year vision to use a blended approach, delivered by a skilled workforce as outlined within [Putting People at the Heart of Care](#) and the [Next steps to put People at the Heart of Care](#) implementation plan.

7. STAKEHOLDER ENGAGEMENT

- 7.1 Staff engagement sessions were held between November 2022 and September 2023 to help develop, design and co-produce the independent review, the case for change and the Digital Strategy. This was led by a specialist external consultancy.

Updates were also provided on the progress of the Adult Social Care Transformation Programme. This involved gathering the views and ideas of staff from across Adult Services, other Council departments, and the Bromley care system to help shape this future approach.

- 7.2 Further staff engagement sessions have taken place between October 2023 and February 2024 to support the completion of the Adult Social Care Digital Transformation Strategy and Mobilisation Plan.

7.3 In addition, a wide range of historic and recent consultations, co-production and feedback from service users' and carers helped to inform our approach. However, whilst there has been extensive co-production across professional groups and organisations, we understand and recognise that more formal mechanisms of co-production with residents is vital to making the Adult Social Care Digital Transformation Strategy a reality and to standardise the approach across the service.

8. IMPACT ASSESSMENTS (INCLUDING VULNERABLE ADULTS AND CHILDREN) AND CUSTOMER IMPACT

8.1 An Equalities Impact Assessment (EQIA) has been completed to assess the impact of delivering the new way of working to ensure the Service remains sustainable for the future, supported by a workforce that continues to deliver a quality service with better outcomes for residents and our staff. The EQIA will be published on the Council's website if the Strategy is approved.

9. TRANSFORMATION/POLICY IMPLICATIONS

9.1 The Strategy outlined in this report has been informed by Making Bromley Even Better Priorities 2 and 5.

9.2 They ensure the Council delivers its statutory duties as set out in the Care Act 2014 and Health and Care Act 2022.

9.3 In addition, deliver on People at the Heart of Care – the Adult Social Care Reform, digitalising Social Care and workforce policy implications.

10. IT AND GDPR CONSIDERATIONS

10.1 A Data Protection Impact Assessment will be completed in partnership with colleagues in the Digital and IT Team. The use of any new technology solutions to support implementation of the reforms will include the standard wording and expectations upon staff, partners, and providers in relation to IT and GDPR.

11. STRATEGIC PROPERTY CONSIDERATIONS

11.1 There are no strategic property considerations arising from this report. Any strategic property implications arising from the implementation of the various actions will be reported separately.

12. PROCUREMENT CONSIDERATIONS

12.1 There are no procurement considerations arising from this report. New procurement will form a key part of the delivery of the Strategy, which will be reported to the Policy Development and Scrutiny Committee separately.

13. FINANCIAL CONSIDERATIONS

13.1 This report recommends that Executive note, comment and agree the Adult Social Care Digital Transformation Strategy 2024 to 2034 and Option 1 'invest to save' proposal outlined in this report. Further details of the financial considerations of this decision are set out in part 2 of this report.

14. PERSONNEL CONSIDERATIONS

14.1 There are no personnel considerations arising from this report. Any personal implications arising from the implementation of the various actions contained within the Strategy will be reported separately.

15. LEGAL CONSIDERATIONS

15.1 Details of the legal considerations of this decision are set out in part 2 of this report.

16. IMPACT ON HEALTH AND WELLBING

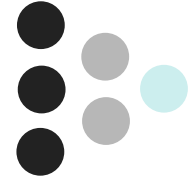
16.1 The Strategy seeks to help improve, maintain, and protect the health and wellbeing of all who live and work in the Borough.

17. WARD COUNCILLOR VIEWS

17.1 There are no Ward Councillor views needed for this report. Any Ward Councillor implications arising from the implementation of the various actions contained within the Strategy will be reported to the relevant Ward Councillor and Policy Development and Scrutiny Committee separately.

Non-Applicable Headings:	4. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS 11. STRATEGIC PROPERTY CONSIDERATIONS 12. PROCUREMENT CONSIDERATIONS 14. PERSONNEL CONSIDERATIONS 17. WARD COUNCILLOR VIEWS
Background Documents: (Access via Contact Officer)	Adult Social Care Reform Report Adult Social Care Transformation Report

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TRANSFORMING

B R O M L E Y

Appendix I

Adult Social Care Digital Transformation Strategy 2024 to 2034



PURPOSE AND BACKGROUND OF THIS DOCUMENT

This document outlines the Adult Social Care Digital Strategy for the London Borough of Bromley (LBB).

The London Borough of Bromley (LBB) is in the process of transforming the delivery of Adult Social Care (ASC) and have established a bold new vision. Working digitally is a key part of this vision.

The ASC Digital Strategy demonstrates progress towards our Corporate Vision and Strategy '**Making Bromley Even Better**'. As part of this journey there is an expectation that digital tools and techniques can be deployed throughout the resident's care and support journeys. Not only does this provide more engagement choices, but it also supports more efficient ways of working.

Our 10-year corporate strategy outlines a clear model for ASC provision to ensure residents receive the right care, in the right place and at the right time.

We have worked in collaboration with officers in the ASC service, the broader Council and local system partners to define a series of interventions and projects that would transform the Resident Journey.

The proposed interventions and projects look to introduce a range of digital tools that change the ways in which the ASC engage and work with residents, carers and partners.

Whilst there has been co-production across professional groups and organisations, we understand and recognise that more formal mechanisms of co-production with residents is vital to making the strategy a reality.

This document outlines the case for change that underpin the strategy, the vision, principles, ideas, benefits all through the lens of the resident and their experiences.

VISION

Our overall vision for Bromley is presented in our corporate strategy Making Bromley Even Better 2021-2031.

We want our borough to be:

‘A fantastic place to live and work, where everyone can lead healthy, safe and independent lives’

There are five ambitions for the next stage of our journey.

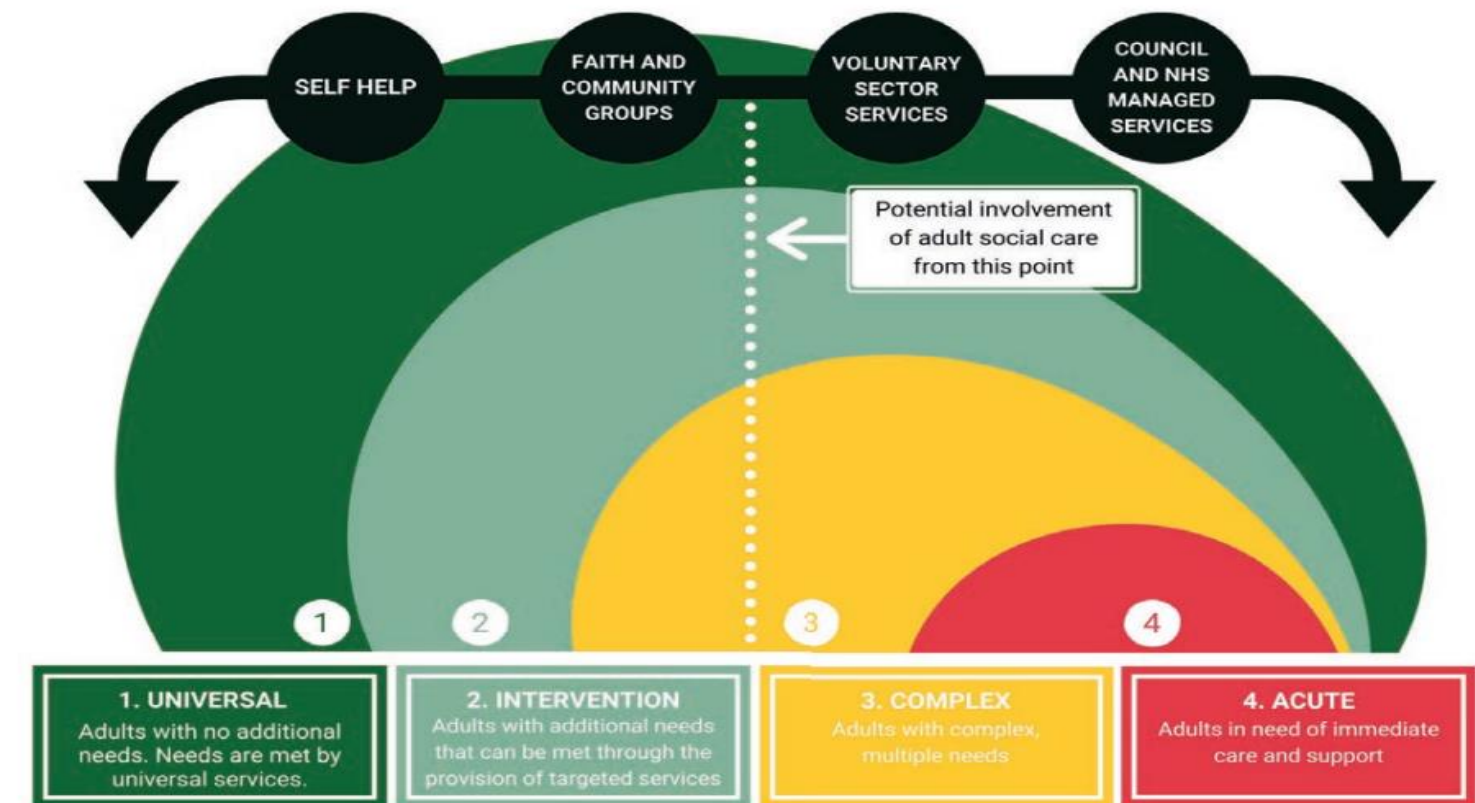
The key for Adult Social Care is:

“For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices”

“To manage our resources well, providing value for money, and efficient and effective services for Bromley’s residents”

Our ambitions will be delivered jointly by Bromley and partner agencies. We believe firmly that strong partnerships across local public services, our voluntary and community sectors, faith and community groups and business are key to delivering our plans.”

We recognise therefore for these ambitions to be realised; digital must be integrated into our delivery.



Source: Bromley ASC Continuum of Care Model, London Borough of Bromley Corporate Strategy 2021 - 2031

We see digital as having the potential to enable and empower communities and residents to live their best and most independent lives possible. We will achieve this through a skilled workforce, a constant focus on resident needs and a willingness to adopt new technologies.

AMBITIONS

We want people in Bromley to live in the place they call home with the people and things that they love, in communities where people look out for one another, doing things that matter to them.

The Digital Strategy supports a much more joined up approach with residents and partners, that will deliver better outcomes for those who need our support. We believe the Digital Strategy will ensure we work with people in a personalised and upstream way, ensuring we can focus on prevention, promoting independence and extending choice and control.

1. Inclusive, engaging, easy.

Take a resident-centred approach to design and maximise accessibility.

Provide easier digital access to council services and encourage and work with people to use it.

Take action to improve digital inclusion. Working in co-production with those to help make this a reality.

2. Well-used, used well.

Support colleagues to make the best use of the tools and technologies available to them, developing high levels of digitally skilled collaboration.

Support colleagues to understand the value of and being able to provide robust data and insights to ethically improve effectiveness and efficiency and make the right decisions for and with Bromley residents.

3. Simple, stable, secure.

Simplify and modify our digital estate to make it as secure, resilient, and reliable as practical. Ensure residents have the right tools to support and maximise their independence.

4. Ready to partner, willing to share, able to innovate.

Adopt the right technologies, systems, processes, culture, and governance to provide a safe and productive environment for wider collaboration and problem-solving.

WHY DO WE NEED TO CHANGE AND WHY NOW?

Infotech and biotech technology capabilities are increasing at a furious rate. Working digitally has become central to the way we communicate, work, purchase goods and services, build relationships and networks.

Working and engaging digitally is an increasingly important element of the care solutions we offer and deliver for our residents – remote working, video meetings, data and information sharing – are just a few examples.

We are all becoming more digitally skilled and are increasingly ready to embrace new digital ways of working.

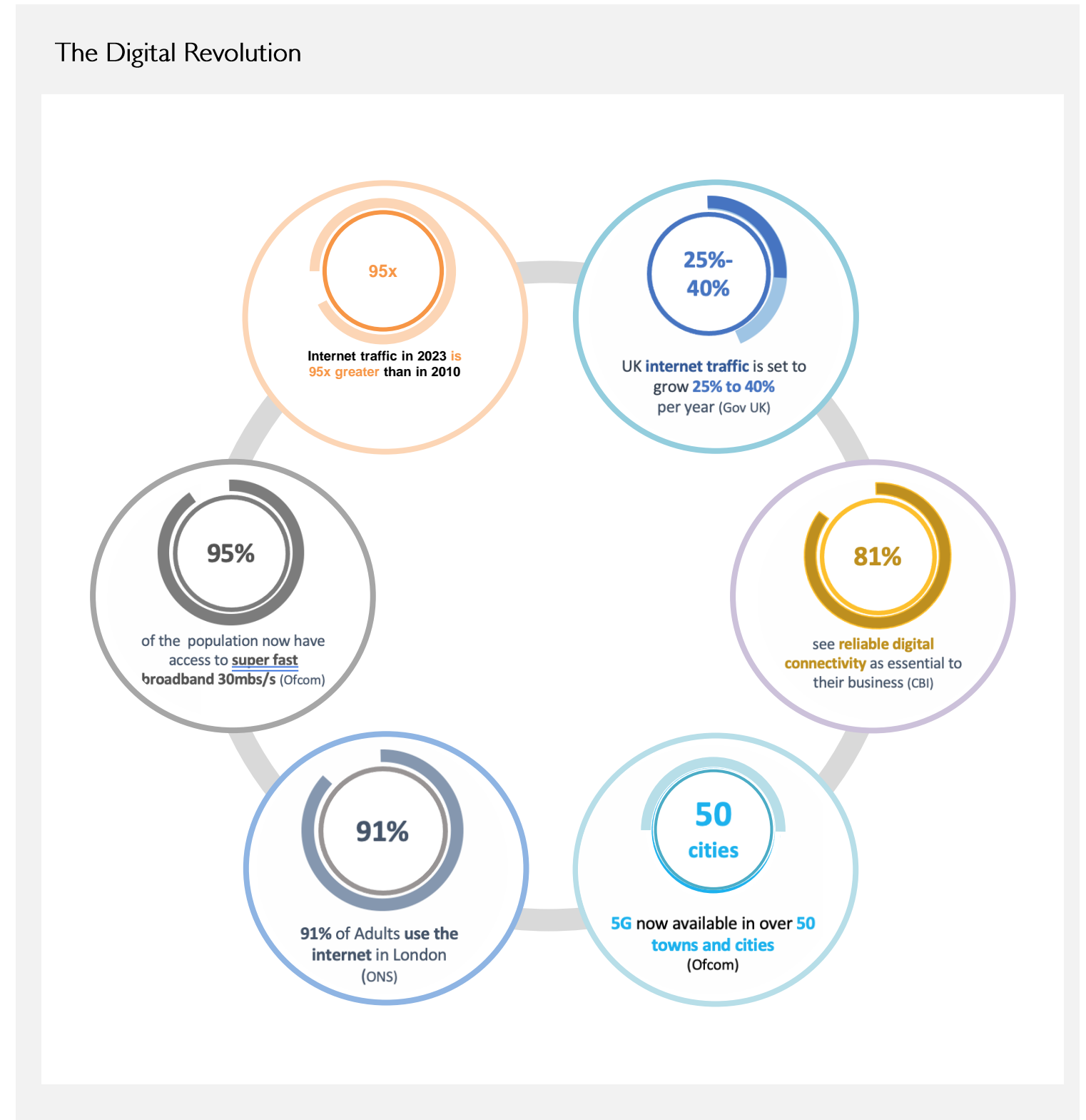
As we move to the next “new normal” there is an opportunity to rethink and re-imagine how we work.

Improvements in digital capabilities, connectivity and infrastructure will bring new opportunities.

The time is right to embrace digital technology at the heart of our strategies to improve and modernise the way we work.

Given growth pressures it is vital that ASC service finds a new lower cost “operating model” and better ways of working. This will be essential for the service to remain sustainable in the future.

We believe this Digital Strategy delivers a more sustainable and efficient future operating model. It offers a new way of working, providing service quality improvements and better outcomes for residents and the workforce.

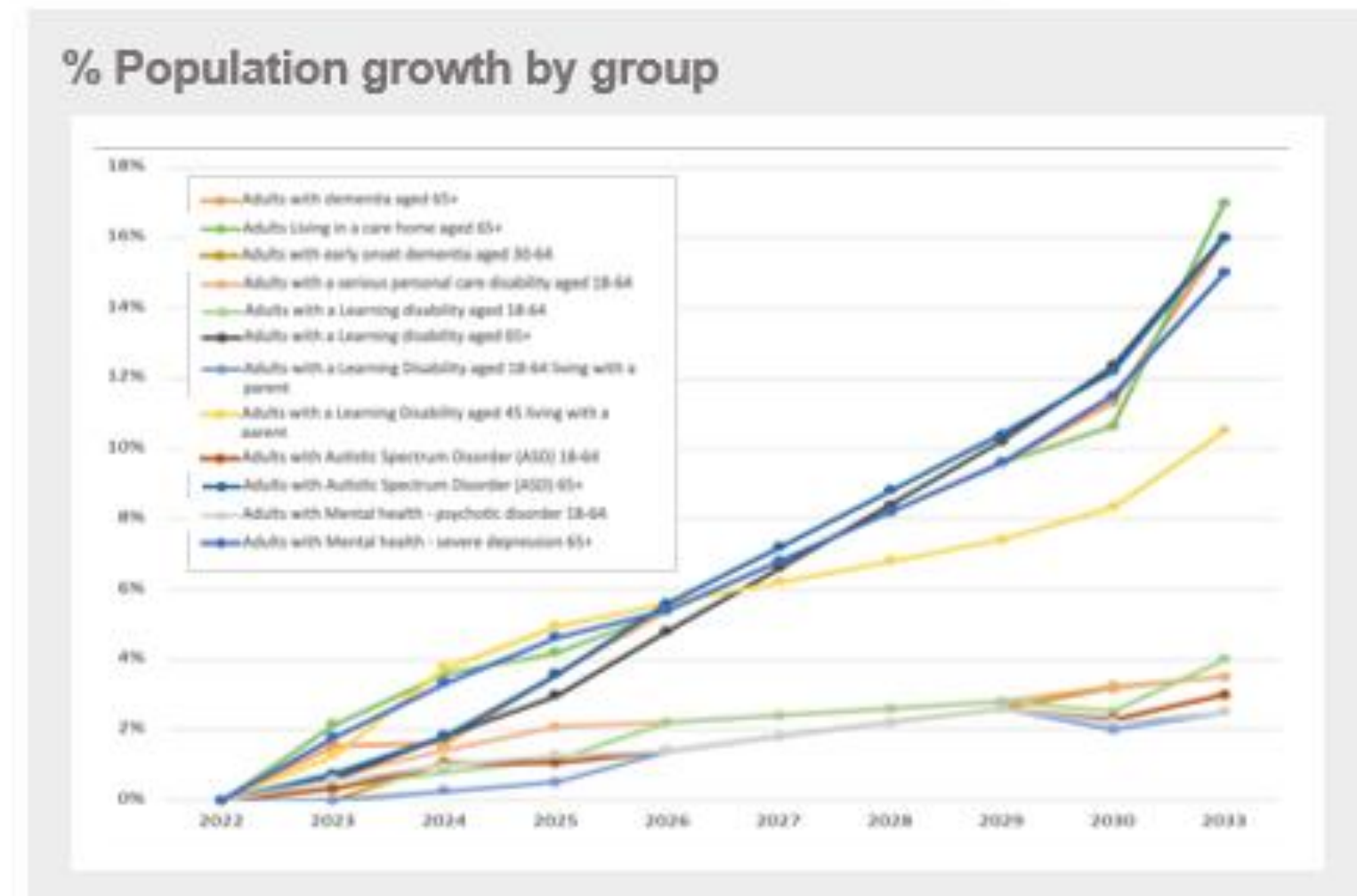
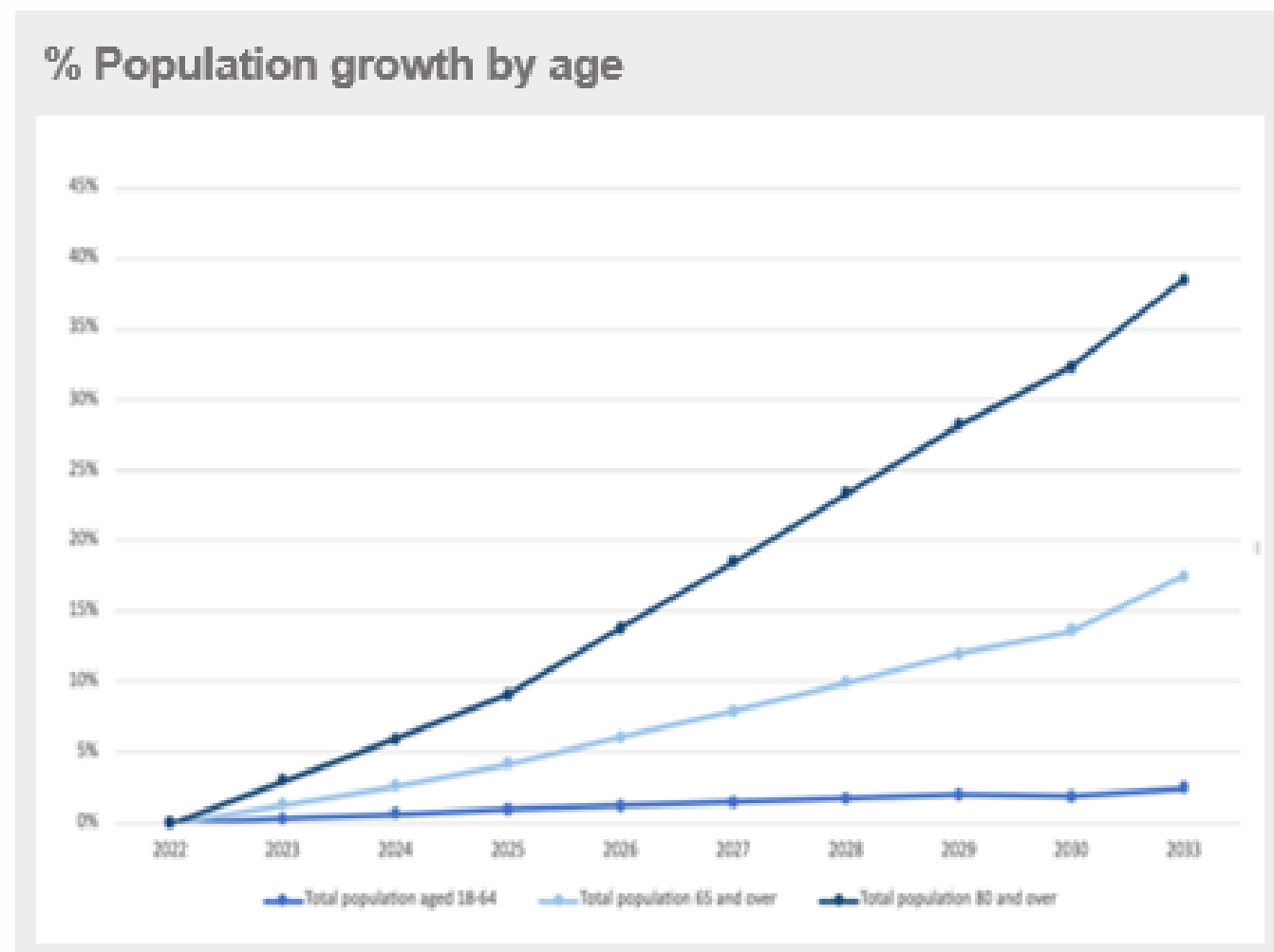


WHY DO WE NEED TO CHANGE AND WHY NOW?

Bromley Council, like many other local authorities across the UK, is experiencing significant cost pressures over the short, medium and long term.

This is largely due to expected population increases and transitions over the next 10 years.

The graphs below summarise the main population trends in Bromley over the next 10 years. The graphs demonstrate the expected rapid increase in the elderly population, especially in the 80 and over age group.



Digital approaches are providing new and exciting opportunities to support people and enable more choice and control. Digital approaches are already having a transformation effect in different parts of health-care.

This strategy sets out some of the key projects that have been co-created and we believe should be embraced to help create a more effective and sustainable ASC service in the future.

STRATEGIC PRINCIPLES OF BROMLEY'S ADULT SOCIAL CARE DIGITAL APPROACH

The principles will underpin our approach to digital transformation in ASC

Digital first

We will encourage residents to engage through digital channels where appropriate and look to provide assistance to those unable to use digital options. We will always offer different engagement channels and choices for our residents.

One view

We will work across Council services and the broader local system to provide an integrated approach supporting better Resident experiences and enabling a "Tell Us Once" approach.

Residents at the heart

We will put residents at the centre of decision making, service design and planning. We will work to include the voice of residents and ensure that equality, diversity and inclusivity considerations to influence and shape our approach.

Building on strengths & shared responsibility

We will foster a Resident-led approach that enables more Resident choice and control and supports our Workforce and Partners to share accountability for all Care and Support decisions.

Data - led & data smart

We will use data intelligence to better understand individuals and our communities enabling us to be more proactive and preventative in our support.

Safe & secure access & data management

We will use data ethically and deliver safe and secure access to our services based on the principles of transparency and consent.

Collaborative

We work together with our staff, Partners and residents to coordinate our activities and decision making. We will work closely with our residents to ensure we deliver a sensitive and appropriate approach.

PREPARING FOR CHANGE – the key foundations and building blocks



Digital Exclusion

We recognise that we work with vulnerable and often elderly populations who would not always have access to digital infrastructure (digital exclusion) and/or do not have the skills or wish to engage through digital channels.

A number of individuals attending workshops and participating in the development of the strategy have raised this as a significant concern.

We believe that digital channels offer more choice (and potential control) for individuals engaging with care and should be offered as an “option” rather than as a single channel.

However, analysis does suggest that digital channels are increasingly being used by elderly and vulnerable populations and the national “Blue Badge” portal and London “Freedom Pass” platform already have high online application rates.



The ONS now estimate that over 90% of individuals in London have internet access and regularly use the internet. We predict that the next generation of Care users will increasingly expect to manage their engagement with ASC through digital channels.

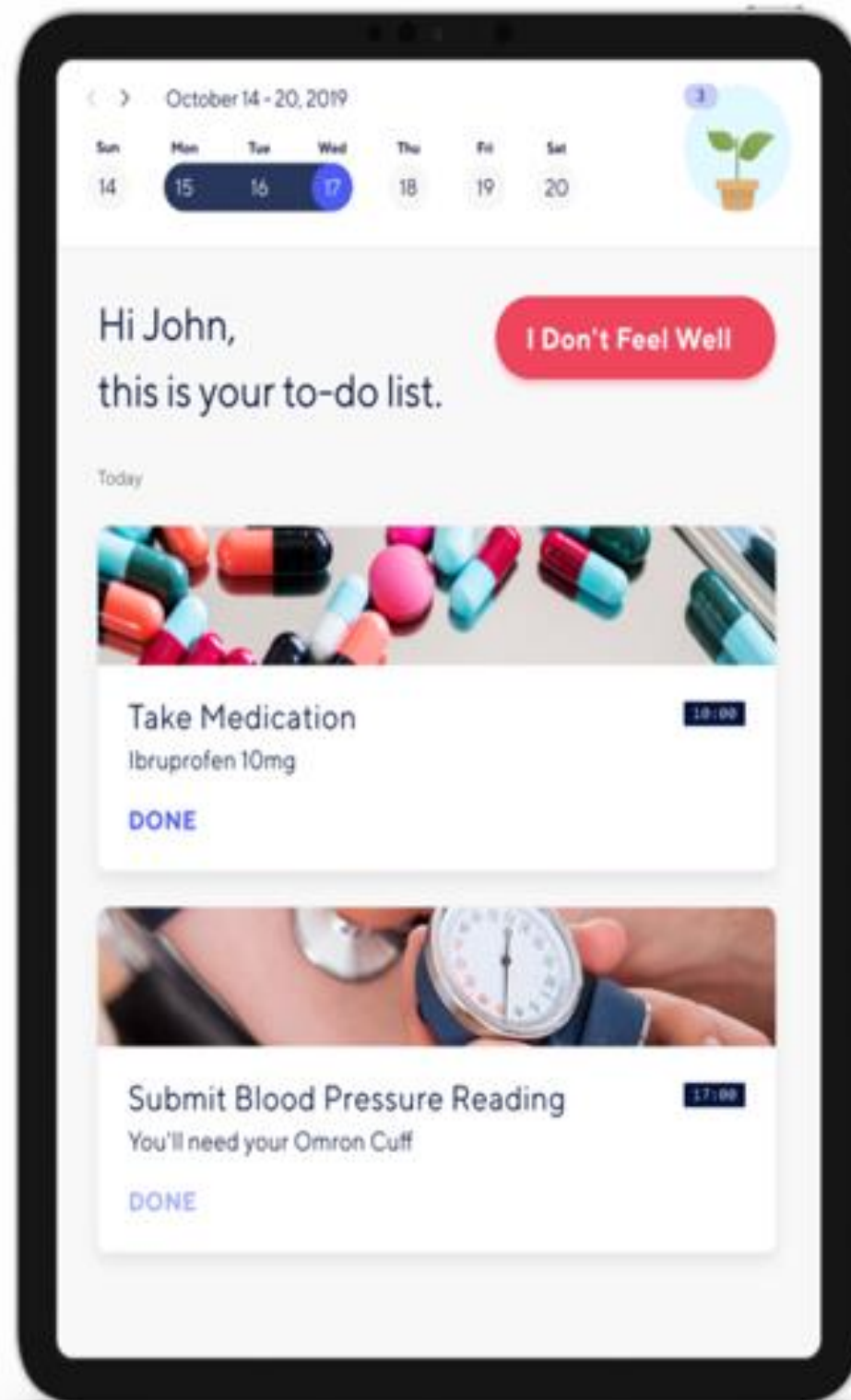
We are developing supporting policies and strategies that provide clarity on how digital channels will operate alongside existing channels to ensure safe and fair engagement arrangements.

Many councils across England have developed “assisted digital” services to support individuals who wish to access services through these channels and/or gain digital skills. There are a range of other London Boroughs that have developed these services and there are a variety of these strategies that can be located through simple internet searches. We will need to agree what arrangements they wish to put into place to support individuals to receive “assisted digital” support.

Many of the projects and initiatives contained within this strategy will require good digital connectivity to function and perform effectively. Whilst Bromley enjoys comparatively high levels of Super-Fast broadband (98.6%) it lags the London average for Full-Fibre (42.7% v 52.55%) (Source: Connected London).

Our current Borough data suggests that connectivity maybe a challenge for certain technologies and for certain areas in the Borough and requires further due diligence.

PREPARING FOR CHANGE - the key foundations and building blocks



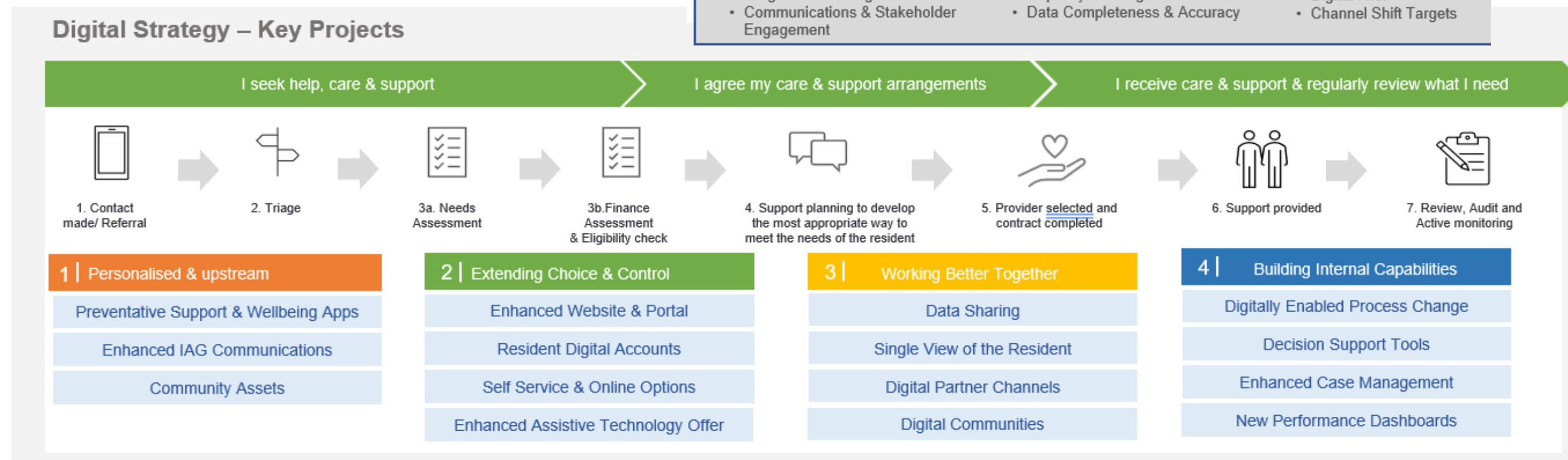
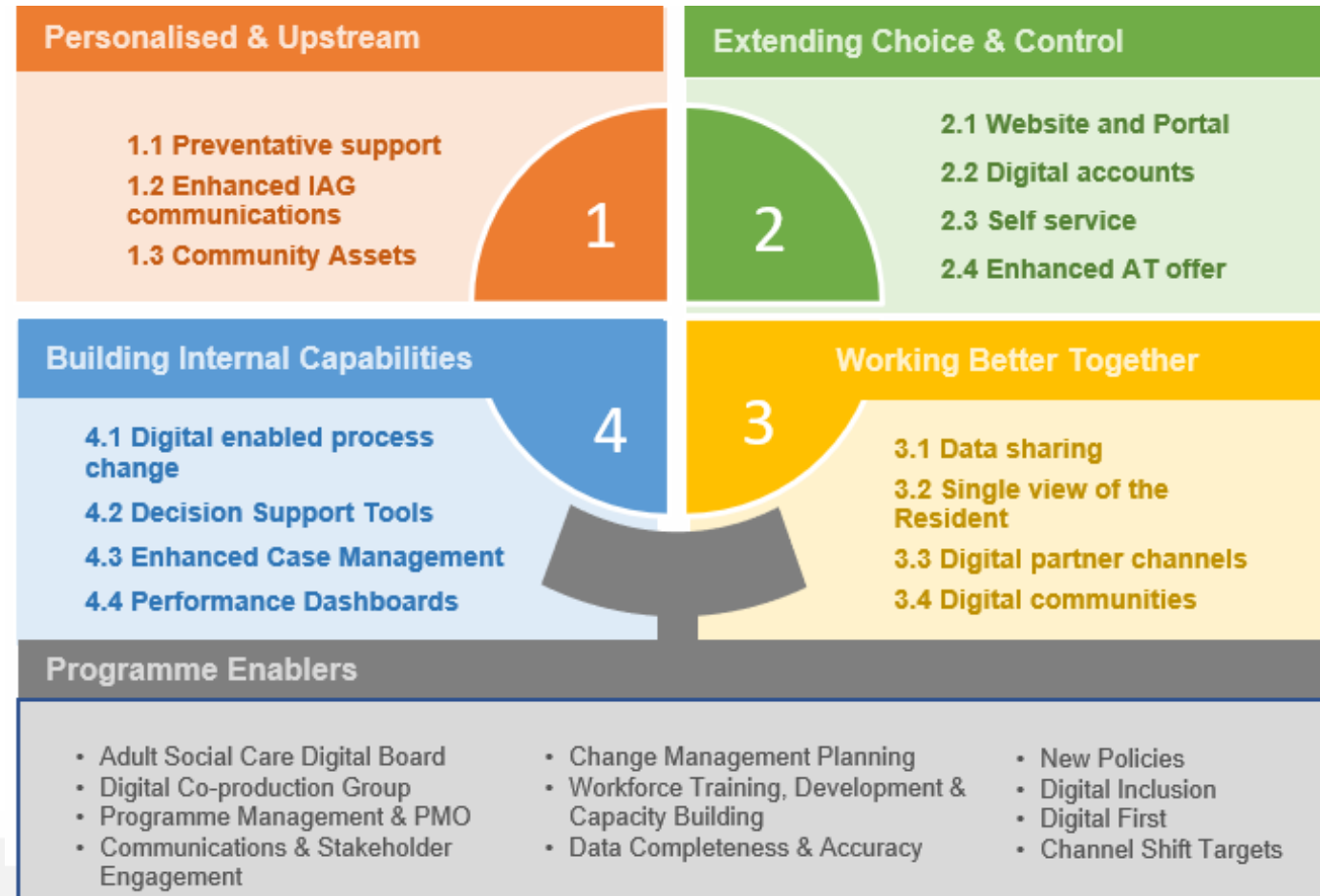
- ➔ **Self-Service** – internet via mobile, voice, video and other devices to access information and guidance, find services, screen for assessment needs
- ➔ **AI/ Automation Tools** – integrates and automates processes for faster, low cost transactions
- ➔ **Wellbeing apps** – to promote self-help such as exercise/activity (Fitbit/Apple), mental health/wellbeing, weight loss
- ➔ **Home Sensors** – to support independence using tracking and sensor devices for doors, cupboards, toilet, early dementia support and care worker tracking
- ➔ **Health monitors/wearables** – health and care self management tools for ECG, sleep, respiration, oxygen pulse rate, body and skin temperature, posture, motion and activity
- ➔ **Smart home tech** - lights, heating, Alexa/Google, alarms,
- ➔ **Contact Apps** - (with family, friends, professionals) FLO, WhatsApp, video/text messaging, Care Apps, Marketplace, Community Hubs, Rally round, Jointly, etc.
- ➔ **Data** - analysis of data from all of the above will enable a greater understanding of an individual's current wellbeing but also historical norms thus alerting to any change in patterns
- ➔ **Connectivity** – access to good broadband, 4G, 5G and public or other Wi-Fi, home security

OUR PRIORITY AREAS

The Strategy follows the resident pathway and maps out the key areas where care can be digital enabled, enhanced or supported.

There are four key workstreams that will support the delivery of key new ideas and projects contained within this strategy, the fifth workstream pulls together enabling policies, plans and support arrangements that “wrap around”, and support the key delivery projects within the strategy.

The projects relating to each theme (1,2,3,4) are summarised in the diagram below and shows where they sit on the resident journey

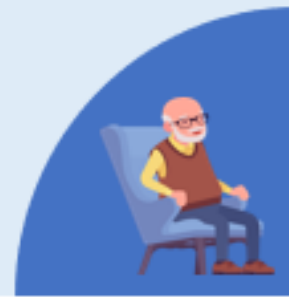


BENEFITS

We believe that these interventions and projects will bring a range of important benefits...

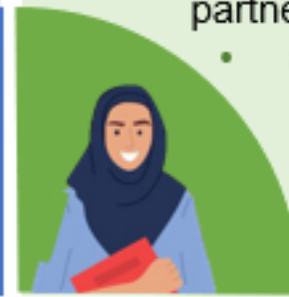
Benefits to Residents and Carers...

- enhanced, personalised approach supported by more efficient service delivery;
- more choice and control and the ability to use digital tools and channels and where this suits people's needs and preferences;
- earlier help and support to maintain independence and to prevent escalation of needs;
- better access to community activities, networks and services;
- care information, advice and guidance that is easier to access and understand; and
- more opportunities to feedback, share views and shape service delivery.



Benefits to the ASC Workforce...

- the potential for greater workforce empowerment and job satisfaction;
- the opportunity to spend more time with people with care needs and to support them earlier in their journeys;
- the ability to prioritise efforts and manage resources more effectively;
- to opportunity to work more holistically with people with a shared cross-system 'single view' of their needs;
 - enhanced ways of communicating and working with local system partners;
 - a better understanding of & to access community assets;
 - digital support tools to enhance professional decision-making; and
 - an opportunity to hear the residents voice and feedback.



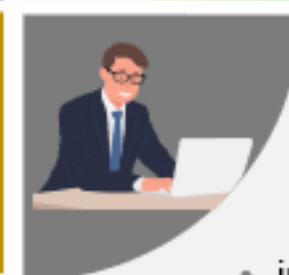
Benefits to the ASC Service and Council...

- contributing to the long-term financial sustainability of the Council;
- becoming a "pathfinder" for the use of digital tools and techniques in LBB and building confidence in new ways of working;
- building workforce skills and capacity;
- enhancing local system working and partnering; and
- building digital assets and infrastructure that can be reused and deployed by other services.



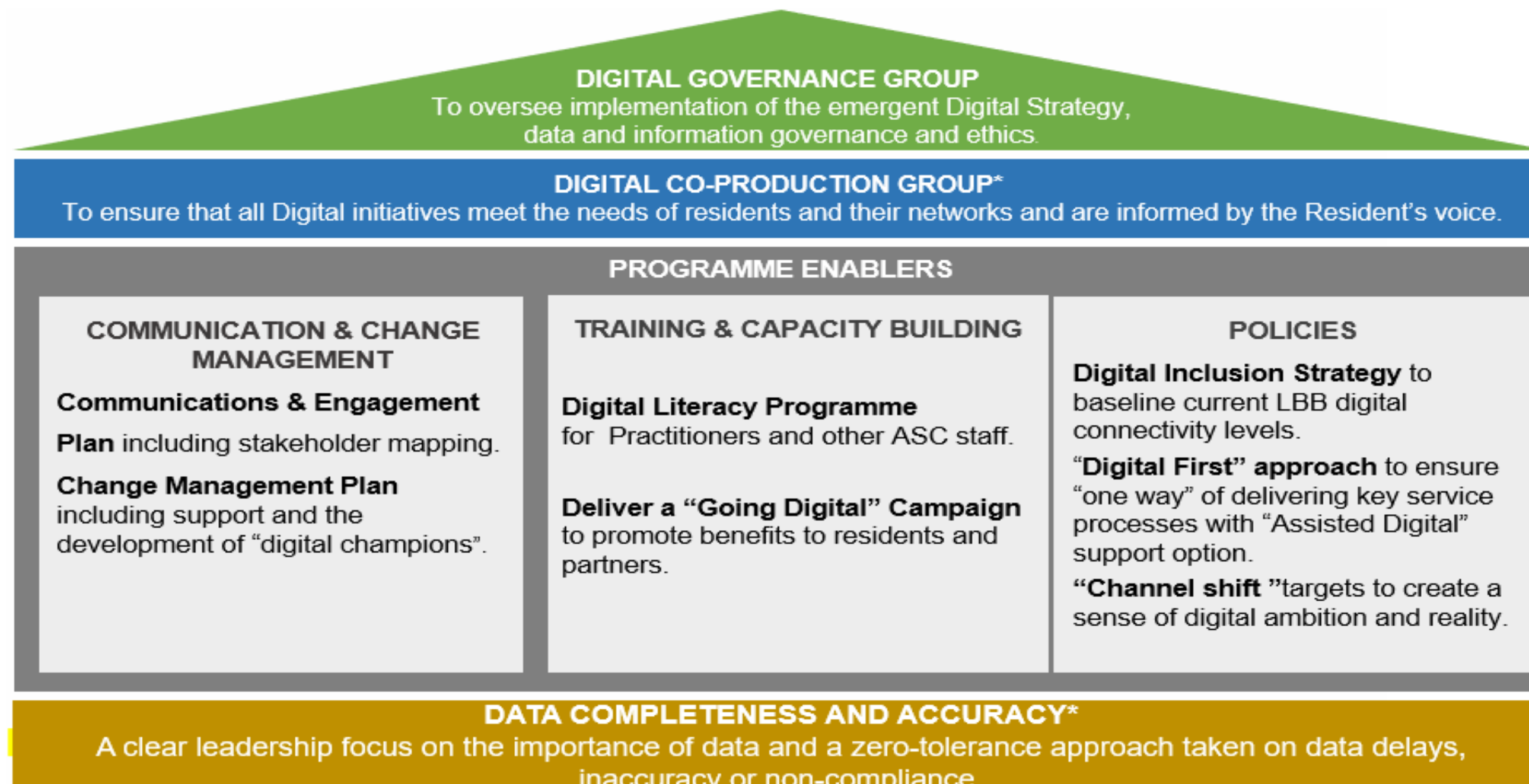
Benefits to the Local System and Partners...

- the ability to take a more holistic view of people and their needs;
 - improved communication channels;
- the development of standardised approaches and models;
- earlier interventions, prevention of crises and reductions in hospital admissions; and
- reduced need for GP visits and 911 calls.



PURPOSE AND BACKGROUND OF THIS DOCUMENT

- Delivering this Strategy requires careful governance, project management and coordination, co-production, communications, training and policy development.
- We have outlined a series of actions we need to take to prepare, structure and enable the process of change.
- These actions will be vital to underpin the delivery of programme benefits and outcomes, they are essential to success of the Strategy delivery.



*Each stage will need to have co-production and data completeness and accuracy built into and underpinning them.

Appendix I – The Projects Underpinning the Strategy

THE DIGITAL PROJECTS

The following section outlines the “big ideas” that have been developed and explored during this project. These form the basis of the Digital Strategy and the Digital Transformation Programme.

These ideas are clustered around 4 key themes...



Personalised and Upstream

These are range of targeted and personalised preventative and information-based interventions and projects to support individuals to remain independent and connected to the communities in which they live...

- **Preventative Support** - a series of digitally based early and self-help packages and/or Wellbeing Apps targeted at those on the “cusp” of Care and Support – individuals thought to be most likely to make requests for Care and Support over the next 3 years - directing them towards “community support” networks and preventative Care packages with the aim of avoiding and/or delaying entry into the ASC service.
- **Enhanced IAG communications** – a series of prompts, notifications, links sent to residents (through the channels of their choice – text, email, portals - and provided throughout their Care and Support journey providing the ability to monitor, track and understand their progress of their Care and Support.
- **Community Assets** - development of a “community led” care asset database usable across the system and for resident’s to enable better mapping, review and development of Community and VSE networks to encouraging better connection and integration with care providers and us.



Extending Choice and Control

These are a range of interventions and projects that enable residents to engage with ASC through digital channels...

- **Website and Portal** - redesign of the ASC website and portal to improve the ability of residents to navigate and find information and self-help advice and guidance (including e-Brokerage and personal budget and quick financial assessment calculators) to support care planning.
- **Digital Accounts** – which provide a full suite of information about a resident’s care and support current arrangements (including key documents, practitioner contacts, personal budgets, care history, review dates etc.) – a “one stop shop” for all relevant information as well as providing the ability to interact with the ASC service including bookings and service requests etc.
- **Self Service** - the ability to self-serve on-line throughout their care and support journey including all assessment (Care Act and Financial) and review activities coupled with the ability to direct and control their care and support journey’s.
- **Enhanced AT offer** – by seeking to ensure that every assessment and care and support decision is digitally enhanced with an ambitious series of digital investments and a new AT delivery model. Initially targeting individuals high-cost care packages and those new into the care system where assistive technology could be part of their care solutions.

THE DIGITAL PROJECTS



Working Better Together

These are a series of initiatives and projects which seek to utilise a range of digital tools and techniques to enable more joined up and better partnership working....

- **Data sharing** - creating Data Governance and Information sharing protocols to enable the sharing of data and information about residents between partners.
- **Single view of the Resident** - utilising data more effectively to support a more joined up way of working between Council directorates, Health, VCSE and other system partners to create a "single view" of resident needs.
- **Digital Partner Channels** – introducing standard forms and common digital channels to enhance the efficiency of communications and interactions between partners – for example, for referrals, assessments, triage, hospital discharges etc.
- **Digital Communities** – the development of a range of specific digital communities (for example, carers, transitions) to collaborate and manage risks and, where appropriate, self-manage/regulate to secure benefits.



Building Internal Capabilities

There are several initiatives and projects to enhance ASC processes, workforce productivity and performance....

- **Digitally enabled Process change** - to enable a more resident led, holistic assessment, planning and review process enabled by multi-disciplinary approach with reduced "hand-offs" and "tell us once" approach.
- **Decision Support Tools** - Automated Decision Support tools to support determinations of eligible needs, calculation of personal budgets and development of Care and Support Plans.
- **Enhanced Case Management** – enhancements on improvements to the operation, effectiveness and accessibility of core systems and capabilities including Liquidlogic and Controc.
- **Performance Dashboards** - enhanced real time performance dashboards to support the enhancement of work allocation, strength-based practice, the impact of care and the delivery of better outcomes.

Appendix 2 – Bromley’s Benefits in “I” and “We” Statements

BENEFITS OF DELIVERING THE DIGITAL TRANSFORMATION PROGRAMME (DTP)

We have developed several “I” statements that reflect what the DTP should mean for residents...

“ I was asked for my feedback all the way through my care journey – I believe that ASC care about, and act upon my feedback. ”

“ I can use new digital channels to work with ASC if I want to – it provides me and those who support me with more choice about how I plan my care arrangements. ”

“ I have technology support that helps me manage my care. It makes me feel safe and keeps me connected with my family, friends and carers. ”

“ I feel ASC are helping me to achieve my goals and giving me early help and support as my needs change and helping me to maintain my independence. ”

“ I am aware of the community activities and events where I can meet people like me and get some of the support and help, I need. ”

“ I always feel in touch with the ASC and I can always easily and quickly find out about my care history and the next steps in my care journey at a time that suits me best. ”

“ I only have to tell my story once and everyone who supports my care seems to know about my changing circumstances and offer me new ideas and solutions. ”

“ I find the Council website and other information sources easy to discover, navigate and understand. ”



BENEFITS OF DELIVERING THE DIGITAL TRANSFORMATION PROGRAMME (DTP)

We have developed several “We” statements that reflect what the DTP should mean for the Workforce....



Appendix 3 – Building Blocks for Change

PREPARING FOR CHANGE – the key foundations and building blocks

Our Roadmap includes the key tasks in the next stages of programme delivery and include...



Governance

Reviewing Programme Governance arrangements in line with the recommendations in this strategy.



IT Requirements

Developing the “design” and IT requirements of each Digital project (including “deeper dives” for priority projects).



Skills audit

Programme skills review and audit – where do we need to “procure” additional support and capacity to deliver the programme.



Comms plan

Establishing the arrangements to support the development of a communications and stakeholder engagement plan.



Co-production analysis

Establishing co-production arrangements to test and shape the design of the new Digital Strategy Plans and Proposals.



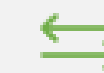
Digital Strategy

Developing, updating and documenting the Digital Strategy for the Service.



Funding

Funding discussions with partners (including exploration of available grant support for the programme).



Change management

Establishing change management support arrangements and plan.



Programme Structure

Designing and developing the programme structures to support Programme delivery (including the PMO to support the Programme and Strategy progress and track benefits etc.).



Programme Plan

Design and development of the Programme Plan (timeline, prioritisation of tasks and “sprint” model).



Financial Model

Review and revisit of the financial model to support the programme (including investment, benefit and support requirements).



Training plan

Development of workforce training and capacity building plan.



Policies

Development of enabling policies to support programme delivery including...

- ✓ Digital Exclusion Policies and Strategy
- ✓ Digital “first and channel shift” targets
- ✓ Data accuracy standards and strategy



THE LONDON BOROUGH

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Report No.
ACH24-013

London Borough of Bromley PART ONE – PUBLIC

Decision Maker:	EXECUTIVE WITH PRE-DECISION SCRUTINY FROM ADULT CARE AND HEALTH POLICY DEVELOPMENT AND SCRUTINY COMMITTEE (18 JUNE 2024) AND CHILDREN EDUCATION AND FAMILIES' POLICY DEVELOPMENT AND SCRUTINY COMMITTEE (18 JUNE 2024)		
Date:	10th July 2024		
Decision Type:	Non-Urgent	Executive	Key
Title:	Permission to Procure a Framework for Domiciliary Care Services 2025-2029		
Contact Officer:	Chanelle Ghania Ali Integrated Strategic Commissioner E-mail: chanelle-ghania.ali@bromley.gov.uk		
Chief Officer:	Kim Carey – Director of Adults Social Care Richard Baldwin – Director Childrens Services		
Ward:	All		

1. REASON FOR REPORT

- 1.1 The Care Act 2014 provides the context of the council's statutory duty to provide Adult Social Care services. Domiciliary Care is a provision under this Act, that describes a range of services put into place to support an individual to remain within their own home.
- 1.2 The council discharges this duty through the provision of awarding contracts to Domiciliary Care providers upon the completion of a competitive tendering process under the correct Procurement Regulations and Contract Procedure Rules.
- 1.3 Since, 28th August 2021, the council has embedded its Domiciliary Care strategy, set out in an earlier Gateway report (CS18147). This Patch model supported by a call-off Framework of Domiciliary Care providers, has resulted in 31 call-off Framework providers being awarded a four-year contract in 2021. These expire on 27th August 2025, with no option to extend.
- 1.2 The call-off Framework contract is designed to allocate 30-40% of the Domiciliary Care demand to these multiple providers. The Council's total Domiciliary Care spend is £16.4m per annum, with a commensurate spend the call-off Framework providers, projected, spend is £4.9 to £6.7million per annum.
- 1.3 Contracts with a whole life value of £1m and above require Executive approval prior to proceeding to procurement.

2. RECOMMENDATION(S)

2.1 Adult Care and Health Policy Development and Scrutiny Committee and Children, Education and Families Policy Development and Scrutiny Committee are asked to review this report and provide comment prior to the report proceeding to Executive for decision.

2.2 Executive is recommended to:

- i. Approve permission to procure a Domiciliary Care Framework on a call off basis with contracts commencing on the 28 August 2025 for a four-year period, ending on 27 August 2029. The Framework contract has an estimated value of £4.9-6.7m per annum. The overall whole life value is £19.6-26.8m.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Summary of Impact: There is no negative impact. The service supports both the local Corporate Plan priorities and statutory duties to Adult's and Childrens Social Care.

Transformation Policy

1. Policy Status: Existing Policy
 - For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - Making Bromley Even Better Priority: Supporting Our Children and Young People, Supporting Independence, and Healthy Bromley.
 - To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: Up to £19.5m pa for the whole borough (total Domiciliary Care budget).
2. Ongoing costs Framework only: approx. £4.9-6.7m per annum
3. Budget head/performance centre: Council Domiciliary Care Budgets
4. Total current budget for this head: £19.5m
5. Source of funding: Revenue budget

Personnel

1. Number of staff (current and additional): NA
2. If from existing staff resources, number of staff hours: NA

Legal

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

Procurement

1. Summary of Procurement Implications: This Gateway 0/1 proposes to secure permission to procure a call off Framework, following a complaint tender process to award contracts for up to four years.
-

Property

1. Summary of Property Implications: NA
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: The call-off Framework addresses carbon reduction by only allocating 30-40% of the entire business to providers. whilst it is a borough wide contract the intention is that these providers reduced share of business will reduce the travel required. Additionally, all providers are asked to evidence their commitment to considering their supply chain process to consider carbon reduction.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: Increase the council's commitment to the Social Value Act 2012.
-

Impact on Health and Wellbeing

1. Summary of Health and Well Being Implications: See section 16 of the report that references the Transformation Bromley Roadmap themes (2019-2023):
-

Customer Impact

1. Estimated number of users or customers (current and projected): 2000 Adults, 99 Children
-

Ward Councillor Views

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

3. COMMENTARY

- 3.1. The Care Act 2014 places a duty on the Council to carry out an assessment of a vulnerable person's needs and for the subsequent provision of community services based upon eligible need with a focus on wellbeing and prevention. The Children Act 1989 and the Children and Families Act 2014 place an emphasis on supporting children and young people who have additional needs. Eligibility for domiciliary care services will be based on the assessment and care planning approach detailed in these two Acts.
- 3.2. The Council's Domiciliary Care strategy was detailed in a Gateway report to the Executive on 11 July 2018 (CS18147). This Gateway report recommended a redesign of Domiciliary Care Services which included the Patch model to accept 60-70% of care packages supported by a call-off Framework of multiple providers to accept 30-40% of the packages of care. The Gateway, ACH1905 secured permission to procure, and the Gateway Award (ACH21-031) authorised the contract awards for both the call-off Framework providers and Patch providers. The former for four years (2021-2025) and the latter for 5 years plus 3 (2021-2029).
- 3.3. The current call-off Framework has worked well, particularly as the call-off Framework providers have worked within the pandemic and assuaged the national labour shortages. The reliance upon the Framework has been vital, whilst the Patch providers mobilised to increase their capacity to accept the targeted 60-70% of the demand.
- 3.4. The Framework acceptance of packages has begun to reflect the original intentions of accepting 30/40% of the demand. Below is the percentage of Framework/Patch allocations for each patch in Quarters 1-3 2022/23.

Fig 1: Patch and Framework Packages of care (%) allocated across contracts 2023/24 Q1-3

Q1 2023/24	F/work (%)	Patch (%)	Q2 2023/24	F/work (%)	Patch (%)	Q3 2023/24	F/work (%)	Patch (%)
Central	32	57	Central	69	25	Central	76	11
East	20	65	East	40	56	East	7	64
South	20	57	South	18	66	South	10	78
West	54	37	West	63	28	West	46	40

- i. Please see ACH24-006 the Patch replenishing gateway that characterises the low patch uptake in the central patch.

Summary of Business Case

- 3.5. The strategic model of Domiciliary Care operates as an enabling model of care with outcomes. We are seeking to implement a Trusted Assessor model of care to reduce packages where it is safe to do so. The provider market is responding to these strategic changes.
- 3.6. For example, the current call-off Framework is a mix of ten high spend providers, those with a spend of over £500k pa, and smaller providers that recruit local part time staff and manage their capacity with the turnover of packages.
- 3.7. The call-off Framework acts as an insurance where Patch providers maybe unable to accept care packages. This non acceptance may be a result of various reasons, such as having no available capacity amongst their staff, or experience a suspension following a CQC inspection that rates the Patch provider below a 'Good' standard.
- 3.8. To date, the call-off Framework has been able to accept the demands from the community, and this reduces our reliance upon high-cost spot providers to accept Domiciliary care packages.

Service Profile / Data Analysis / Specification

- 3.9 The average demand for domiciliary care, post covid, is recorded as much as two thousand packages of care per week. There is a growing demand for Domiciliary Care with Children & Young People with an average of ninety-nine children per annum.
- 3.10 The older population, aged over sixty-five, will continue to increase. The JSNA (2017) projects the local over 65 years population as 18% in 2022 and growing to 19% by 2027. The JSNA (updated 2021) projects an over sixty-five population as 20% of the total population by 2031.
- 3.11 With reference to Children and Young people (CYP) there are ninety-nine children and young people in receipt of a domiciliary care package per annum. Currently with an estimated cost for 23/24 at £1.5m.
- 3.12 The 2021 JSNA cites that LBB has pockets of deprivation in both the Northwest and Northeast of Bromley as having the highest levels of deprivation. These levels of deprivation will in turn have an impact on demand for older people requiring Domiciliary Care; thus, the established link between poverty and ill health may well intensify the Domiciliary Care demand during this Domiciliary Care strategy. Which in turn may well impact on our need to rely upon the call-off Framework to accept greater numbers of packages than are already evidenced in Fig 1 above.
- 3.13 Earlier evidencing of this increasing demand was reported to the PDS 24 January 2023 (ACH23-003) for example the turnover for Discharge to Assess service users has increased in all patches and the hospital has incrementally increased the weekend discharges as the 7-day hospital discharge becomes business as usual.

Options Appraisal

Option 1: Secure permission to procure a Domiciliary Care call off Framework (Preferred Option)

- 3.14 The aim of the commissioning strategy has been to increase the uptake of the Patches accepting 60/70% of the work and the Framework accept the remaining 30/40%.
- 3.15 The call-off Framework not only supports the patch providers in meeting their uptake, but it also removes the council's reliance upon spot providers that create pricing bubbles around their costs. Additionally, this is contrary to our Transformation Strategy to decrease our spend on this category of statutory services that the council must provide.
- 3.16 The call-off Framework also attracts a range of providers: high spend providers that create capacity in their business models to smaller local providers that employ local staff on a part time basis that meets our commitment to Social Value and creates a GDP in the local economy.
- 3.17 The call-off Framework requires providers to submit prices that will be subject to a yearly uplift process. These initial guaranteed prices allow the council to project its budget based upon these yearly uplifts during the lifetime of the contract.

Option 2: Do not procure a call-off contract for a further 4 years to support the Patch providers.

- 3.17 The option to not procure a new call-off Framework, for four years, to support the Patch, will result in reliance upon spot providers. Thus, creating pricing bubbles to distort the market value

of Domiciliary Care. This will have a negative impact on the Council's budget and sits contrary to our Transformation Strategy.

3.18 Additionally, spot providers are often servicing other Domiciliary Care contracts and have no obligation to the council to continue to provide spot provision; hence spot providers can concentrate their resources elsewhere leaving LBB in a precarious position.

3.19 Innovations such as introducing the trusted assessment approach are unlikely to take hold where the Council is reliant upon spot providers.

Preferred Option:

3.19 It is recommended that the Executive grants permission to procure a new call off Framework to deliver the following benefits:

- The call-off Framework supports the Patch providers and can meet future demand with the range of providers awarded a contract.
- Working with a range of call-off providers allows the market to be more buoyant in pricing and allows the council to secure value for money.
- Poor performance matters can be better managed through a flexible cohort of call-off Framework providers to accept packages of care at short notice.

4. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

4.1 Estimated Value of Proposed Action:

The estimated value of the whole life contract is £19.6-£26.8m.

4.2 Other Associated Costs: NA

4.3 Proposed Contract Period: 4 years with no option to extend.

4.4 Procurement Strategy:

It is intended that that this will be an open tender as only providers with a Good or above CQC rating are able to apply in accordance with the Executive's decision.

The evaluation methodology includes:

- The Price/Quality adheres to the 60/40 split.
- The pricing evaluation remains as the previous tender: median plus £3.
Commissioning will attach a pricing schedule which will allow each bidding provider to break down the hourly rate of Domcare across: Direct staff salary; staff cost to employer, overhead contributions, and profit lines.
- Quality evaluation:

Relevant experience:	25%
Provider requirements:	pass / fail
Delivering Services that are Value for Money	25%
Monitoring for Service Improvements	25%
Performance Management & Quality Assurance	25%

Contract conditions include maintaining a Good CQC rating throughout the contract. A less than 'Good' rating will result in suspension where the provider must work with our Quality and provider relations Team on an improvement plan before the suspension can be set aside by the Director of Adult Social Care.

The call-off contract does not work to the Framework provider; therefore each provider decides to enter into a mini-competition for each package of care.

4.5 The estimated timeline for this procurement is set out below:

Market Engagement	June 2024
Issue Tender Documents	July 2024
Evaluate Tender Returns	August 2024
Award Contracts	November 2024
Mobilisation	June/July 2025
Contract Commencement	August 2025

5. MARKET CONSIDERATIONS / IMPACT ON LOCAL ECONOMY

5.1 The current market position is that within Bromley 30 providers have registered offices within the borough. Other London local authorities have a similar market supply. However, by developing the current model, whereby the aim is to work with Patch providers across 4 localities supported by 31 Framework providers, we have managed the hourly rates whilst improving the stability for residents, agencies, and their workforce.

6. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

6.1 Social Value Act 2012 has been considered in the original tender process for contract Award in 2021. All applicants were asked to demonstrate how they intend to meet the Social Value workstreams, such as employment opportunities and environmental carbon off-setting practices. In Year two, we have begun to review the Social Value workstreams of all Patch providers and those Framework providers that have a spend of £125k pa.

6.2 All submissions from potential providers will need to demonstrate a commitment to Social Value and upon the contract award will be monitored on this, as is the case with the current commissioned cohort.

7. STAKEHOLDER ENGAGEMENT

7.1 The Commissioning Service has recently requested feedback from the all-current call-off Framework providers on the service specification. In addition to speaking directly to our high financial spenders on the call-off Framework. Service stakeholders were engaged in a revision of the service specifications across all four Lots (Standard Domiciliary Care, Discharge to Assess, Childrens & Young People, Palliative Care) where necessary.

7.2 Social workers collate feedback on how providers are delivering on the objectives set out in the service users support plan. This in turn informs us on the progress of outcomes that are reviewed as part of the service users care plan.

8. IMPACT ASSESSMENTS (INCLUDING VULNERABLE ADULTS AND CHILDREN) AND CUSTOMER IMPACT

8.1 A full Equality Impact Assessment has previously been completed as part of the procurement process in 2019/20. We do not feel it is necessary to revisit this exercise as this continued service model will ensure the Council provides its duties in meeting Adults and Children needs as set out in the Care Act 2014. It will aim to improve on the current offer by providing better outcomes for residents and ensuring a more effective way of procuring the service.

9. TRANSFORMATION/POLICY IMPLICATIONS

9.1 The continued delivery of Domiciliary care as a strengths-based model of care can be mapped to the Transformation Priorities:

- i. Deliver efficiencies to help reduce the Council's budget gap.
- ii. Prioritise the health, safety, and wellbeing of our residents.

10. IT AND GDPR CONSIDERATIONS

10.1 The Council, as part of its on-going commitment and sustaining a progressive approach to data protection and information management, requires the following be considered and evidenced:

- Privacy By design – the Council shall undertake a Data Protection Impact Assessment and manage all residual risk.
- The Council must ensure that the contract and any information sharing agreements have robust clauses relating to data management.
- The Council must ensure that there is an appropriate exit strategy in relation to information retention requirements and transfer with the incumbent provider where necessary.

12. PROCUREMENT CONSIDERATIONS

12.1 This report seeks Approval to proceed to procurement for a new Domiciliary Care Framework. The proposed Framework will commence in August 2025 for a period of four years.

12.2 This is an above threshold covered by Schedule 3 of the Public Contracts Regulations 2015. An 'Open' process will be used, and a timetable is included at Section 4 above.

12.3 The Council's specific requirements for authorising proceeding to procurement are covered in Rules 1 and 5 of the Council's Contract Procedure Rules with the need to obtain the formal Approval of Executive following Agreement from the Portfolio Holder, Assistant Director Governance & Contracts, the Director of Finance, and the Director of Corporate Services for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

12.4 In compliance with the Council's Contract Procedure rule 3.6.1, this procurement must be carried out using the Council's nominated e-procurement system.

12.5 The actions identified in this report are provided for within the Council's Contract Procedure Rule, and the proposed actions can be completed in compliance with their content.

13. FINANCIAL CONSIDERATIONS

- 13.1 This report recommends that Executive approves permission to procure a Domiciliary Care Framework on a call off basis with contracts commencing on the 28 August 2025 for a four-year period, ending on 27 August 2029. The Framework contract has an estimated value of £4.9-6.7m per annum. The overall whole life value is £19.6-26.8m.
- 13.2 The Domiciliary Care Patch contracts are funded from the revenue budgets for Domiciliary Care. The 2024/25 Domiciliary Care budgets are set out in the table below:

	Adults	D2A	Children's	Total
Expenditure	16,534	1426	1,538	19,498
Income*	-5,408	0	0	-5,408
Net	11,126	1,426	1,538	14,090

* Note that this is all charging policy income so will include elements of income attributable to other services such as Day Care

15. LEGAL CONSIDERATIONS

- 15.1 The Council is under a statutory duty to provide a range of adult social care services including domiciliary care under the Care Act 2014.
- As outlined in this report authority is being sought to procure a new Domiciliary Care Framework for a four-year period from August 2025 to August 2029, with contracts being awarded on a call-off basis for packages of care.
- As outlined in the Procurement considerations, the value of contract is above threshold so any procurement exercise must be carried out in accordance with the Public Contracts Regulations 2015. The award of frameworks under the Regulations is governed by Regulation 33 and a framework can only be in place for a maximum of 4 years except in exceptional cases, duly justified.
- The Procurement considerations also set out the requirements of the Council's Contract Procedure Rules in terms of approvals for proceeding to procurement.

16. IMPACT ON HEALTH AND WELLBING

- 16.1 The previous commissioned domiciliary care services supports the Council's key priorities within the Transformation Bromley Roadmap themes (2019-2023):
- Priority One: Safeguarding
 - Priority Three: Life chances, resilience, and wellbeing
 - Priority Five: Integrated health and social care
 - Priority Six: Ensuring efficiency and effectiveness.
- 16.2 A strategic approach to procure a new call-off Framework for domiciliary care will ensure that the service delivery aligns to the current and developing wider health and social care pathways as part of our integrated commissioning arrangements alongside the ICB.

Non-Applicable Headings:	No: 11 Strategic property considerations No 14 Personal Considerations No 17 Ward Councilor Views
Background Documents: (Access via Contact Officer)	NA

Report No.
ACH24-034

London Borough of Bromley

PART ONE – PUBLIC

Decision Maker: EXECUTIVE
WITH PRE-DECISION SCRUTINY FROM ADULT CARE AND HEALTH
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE (18 JUNE 2024)
AND CHILDREN EDUCATION AND FAMILIES' POLICY DEVELOPMENT
AND SCRUTINY COMMITTEE (18 JUNE 2024)

Date: 10 July 2024

Decision Type: Non-Urgent Executive Key

Title: CONTRACT AWARD: DOMICILIARY CARE

Contact Officer: Channelle Ali, Integrated Strategic Commissioner
E-mail: channelle-ghania.ali@bromley.gov.uk

Chief Officer: Kim Carey – Director of Adults Social Care

Ward: All

1. REASON FOR REPORT

- 1.1 Under its statutory responsibilities for adult social care, the Council provides domiciliary care services to eligible adult residents at approximately 15,000 hours of standard care per week at an estimated cost of £16m per annum. Eligible children and young people also access domiciliary care services at an estimated cost of £1m per annum.
- 1.2 Domiciliary care is provided through a network of providers. The main provider contracts are based on geographical locations or patches (East, West, Central and South). Each patch is supported by one to three provider contracts, depending on size, known as Patch Providers. Patch Providers are expected to support up to an estimated 70% of domiciliary care packages within their patch, with the remainder of packages supported by a wider Domiciliary Care Framework of providers.
- 1.3 The Patch contracts commenced in August 2021 for a five year contract with the option to extend for a further three years with delegated authority to the Chief Officer to apply the extension options. In June 2023, the contract with a Central Patch Provider was terminated early and Executive approval was received to proceed to procurement to replenish the portfolio of Patch contracts. The procurement was also designed to identify further providers to be awarded to a Reserve Patch framework from which future contracts may be awarded, as appropriate, in the event of a further need to replace a Patch contract (Report ACH24-006).

- 1.4 This report, together with the accompanying Part 2 report, sets out the outcome of the tendering process and seeks approval to award a substantive Patch contract together with award of contracts to four providers for the Reserve Patch framework.

2. RECOMMENDATION(S)

- 2.1 The Adult Care and Health Policy Development and Scrutiny Committee are asked to note the report, and the accompanying Part 2 report, and provide any comment prior to Executive decision.

- 2.2 Executive is recommended to:

- i. Approve the award of a contract for a Domiciliary Care Patch Provider, as detailed in the accompanying Part 2 report, for the period 1 August 2024 to 26 August 2026 with the option to extend for a further three years at an estimated value of £3.52m per annum.
- ii. Approve award of contracts to the Domiciliary Care Reserve Patch framework, as detailed in the accompanying Part 2 report, for the period 1 August 2024 to 26 August 2026 with the option to extend for a further three years.
- iii. Approve delegated authority to the Director of Adult Social Care, subject to Agreement with the Portfolio Holder for Adult Care & Health Services, the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance, to both apply the extension option for this Patch contract (in line with the existing delegated authority arrangements) and to award further contracts, as appropriate and as required, from the Domiciliary Care Reserve Patch Provider framework during the lifetime of the current Patch contract arrangements.

Impact on Vulnerable Adults and Children

1. Summary of Impact: None
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (delete as appropriate):
 - (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: Up to £19.5m pa for the whole borough (total Dom Care budget).
 2. Ongoing costs for central patch only: approx. £4.9-6.7m pa
 3. Budget head/performance centre: Council Domiciliary Care Budgets
 4. Total current budget for this head: £19.5m
 5. Source of funding: Revenue budget
-

Personnel

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

Legal

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

Procurement

1. Summary of Procurement Implications: this report proposes the Award of Contracts, following a compliant tender process to replenish the patch framework.
-

Property

1. Summary of Property Implications: NA
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: The patch model addresses carbon reduction by reducing travelling across the borough and concentrating travelling in wards/neighbourhoods.

Impact on the Local Economy

1. Summary of Local Economy Implications: Increase the council's commitment to the Social Value Act 2012.

Impact on Health and Wellbeing NA

1. Summary of Health and Well Being Implications: See section 14.

Customer Impact

1. Estimated number of users or customers (current and projected) across the whole borough:

Adults	CYP	D2A	Palliative
81%	3%	5%	11%
15,000 hours (1139 service users)	560 hours (70 service users)	987 hours (162 service users)	1,974 hours (392 service users)

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 Care Act 2014 places a duty on the Council to carry out an assessment of a vulnerable person's needs and for the subsequent provision of community services based upon eligible need with a focus on wellbeing and prevention. The Children Act 1989 and the Children and Families Act 2014 place an emphasis on supporting children and young people who have additional needs. Eligibility for domiciliary care services will be based on the assessment and care planning approach detailed in these two Acts.
- 3.2. Domiciliary care is provided to people who still live in their own homes but who require additional support with household tasks, personal care or any other activity that allows them to maintain their independence and quality of life.
- 3.3. The Council's strategy for domiciliary care services is that wherever possible residents are supported to live in their own home and close to their family and friends through a strengths-based and outcomes-based approach that connects residents to the other supports in their community.
- 3.4 Patch Provider domiciliary care services maintain and/or increase a service user's independence, which in turn is expected to have a positive impact on their health and well-being on service users. The approach includes a Trusted Assessor role, where Patch Providers safely adjust care packages which in turn ensures that the care meets peoples changing needs
- 3.5 The Council's strategy is that 60-70% of domiciliary care provision is made through 8 Patch Providers who will deliver at scale. This approach looks to develop a sustainable and value for money model of service provision.
- 3.6 Full detail on the Patch model and the need for procurement to replenish the Patch and to introduce a supporting framework or Reservice Patch providers was set out in the Proceed to Procurement report presented to Executive on 10 July 2024 (Report ACH21-031).

4. CONTRACT AWARD RECOMMENDATION (for part 2 only)

4.1 Recommended Provider(s):

Detailed in the accompanying Part 2 report.

4.2 Estimated Contract Value (annual and whole life):

Detailed in the accompanying Part 2 report.

4.3 Other Associated Costs:

Detailed in the accompanying Part 2 report.

4.4 Proposed Contract Period:

1 August 2024 to 26 August 2026 with a three year extension option until 27 August 2029.

4.5 Tender Summary:

4.5.1 The tender used a combined Stage 1 / Stage 2 process via an open tendering procedure under the Light Touch Regime of the Public Contracts Regulations (2015). Both stages were submitted in a single return, with Stage 1 using pass/fail selection criteria to assess the tenderers' capability and eligibility to bid for the contract, as summarised below:

Part	Section	Pass/Fail or % of score
1	1. Potential Supplier Information	Not scored but must be completed
2	2. Grounds for mandatory exclusion	Pass/Fail
	3. Grounds for discretionary exclusion	Pass/Fail
3	4. Economic and Financial Standing	Pass/Fail
	5. Group Details (if applicable)	Pass/Fail
	6. Technical and Professional Ability	Pass/Fail
	7. Modern Slavery Act 2015	Pass/Fail
	8. Additional Questions	Pass/Fail
	9. Declaration	Must be completed and signed

As part of the Stage 1 evaluation, tenderers needed to evidence a turnover of at least £3M per year, directly related to the provision of domiciliary care services. This was to ensure that they have sufficient financial standing to deliver the patches, and also to prevent providers from being over exposed to a single client.

Additionally, tenderers were required to evidence a current CQC rating of 'good' or above within Bromley or a neighbouring Borough/County, as well as relevant contract references. Tenderers that did not meet the minimum requirements of Stage 1 were excluded from the process. The Stage 2 submissions for all other tenderers were then evaluated against the following criteria.

Criteria	Weightings
General Data Protection Regulations (GDPR) & Information Governance	10%
Implementation & Mobilisation	30%
Service Development	25%
Competency & Quality Assurance	25%

Social Value	10%
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- 4.5.2 Providers were required to submit an hourly Dom Care rate within their pricing schedule, from which a schedule of rates was derived for different packages as follows:
- **Standard Domiciliary Care for Adults and Older People**; this is defined at people requiring assisted care to meet their care needs to remain at home.
 - **Discharge to Assess (D2A) Services**; the aim of this service is to facilitate a speedy return home from hospital by providing a domiciliary package of care for up to six weeks to enable a full assessment of needs to take place within the home environment.
 - **Children and Young People**; enabling domiciliary care that is part of a wider plan to enable the Young Person to maintain and learn personal care to increase their independence.
 - **Palliative and End of Life Care**; includes a range of care such as double handed, continuing chronic care needs where intensive care is required and may at time include Continuing Health Care (CHC), Continuing Care (CC) & NHS Funded Nursing Care (FNC).
- 4.5.3 The Stage 2 submissions were weighted at 40% of the overall scores, whereas the Price Schedules were weighted 60%, using the weighted average cost of all services as the basis for the calculation.
- 4.5.4 Providers were asked to submit clear mobilisation plans to evidence the workstreams needed to mobilise the contract over a short period of time to start accepting care packages. The demand in the Central patch on both standard Domiciliary Care and Discharge to Assess stands at a combined are of 4,000 hours per week. Whilst this is a mix of continuing and new packages of care our Providers will need to build capacity within a short time frame.
- 4.6 **Key Performance Indicators:**
- 4.6.1 The KPIs have been developed and redesigned during the current Award.
- 4.6.2 The suite of KPI forms part of the contract management process in capturing operational matters with the contract. It informs upon Quality Standards and is focused upon changing the culture of the traditional time/task model of Domiciliary Care to outcomes based care that underpins the Trusted Assessor model.
- 4.6.3 Following our recent Audit these new quarterly KPIs have been implemented. Theses KPIs include measures on:
1. Referrals and Initial Risk Assesments/care and support planning;
 2. Annual Reviews and increases/decreases
 3. No of Visits undertaken
 4. Complaints and Compliments
 5. Safeguarding alerts and
 6. Staffing matters
- 4.6.4 In addition to the suite of KPI the standard contract management process includes:
- i. Financial health
 - ii. Outcomes reporting
 - iii. Social value
 - iv. Continuous Improvement plans updated every two years and

- v. Staffing and capacity that also ‘speaks’ to financial health.

5. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 5.1. Providers have been required to demonstrate how they will offer Social Value, for example how they will support apprenticeships for Bromley residents, internships for people with learning disabilities and how they will work with local schools and colleges and make a broader contribution to social and economic life in Bromley.
- 5.2. Social value is ‘measured’ in the contract meetings, with the emphasises upon creating a local GDP for the borough as well as a carer pathways or job opportunities for residents. A robust policy on creating sustainable employment opportunities underpins social value and our commissioners work with the Patch providers on utilising options to create these opportunities.

6. TRANSFORMATION/POLICY IMPLICATIONS

- 6.1 As above the strategic mapping of Strengths Based Domiciliary care supported by the Patch model can be traced to the Transformation priorities:
- i. Deliver efficiencies to help reduce the Council’s budget gap.
 - ii. Prioritise the health, safety, and wellbeing of our residents.

7. IT AND GDPR CONSIDERATIONS

- 7.1 The Council, as part of its on-going commitment and sustaining a progressive approach to data protection and information management, requires the following be considered and evidenced:
- Privacy By design – the Council shall undertake a Data Protection Impact Assessment and manage all residual risk.
 - The Council must ensure that the contract and any information sharing agreements have robust clauses relating to data management.
 - The Council must ensure that there is an appropriate exit strategy in relation to information retention requirements and transfer with the incumbent provider where necessary.

8. PROCUREMENT CONSIDERATIONS

- 8.1 This report seeks authority to award a contract to replenish the Central Patch and create a framework of reserve patch providers as detailed in Part 2 of this report.
- 8.2 This process has been carried out in line with the requirements of the Light Touch Regime of the Public Contracts Regulations 2015, following an open competition and in compliance with the competition requirements of 8.2.1 of the Councils Contract Procedure Rules (CPRs).
- 8.3 The Council’s requirements for authorising an award of contract are covered in CPR 16. For a contract of this value, the Approval of the Executive with agreement from the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance must be obtained. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

8.4 Following the decision, a Find A Tender Award Notice will be issued and, as the contract value is over £30k including VAT, an award notice will need to be published on Contracts Finder. A mandatory standstill period will need to be observed.

8.5 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

9. FINANCIAL CONSIDERATIONS

9.1 This report recommends that Executive approves the award of a contract to one Domiciliary Care Patch Provider (as detailed in the Part 2 report) commencing from the 1 August 2024 until 26 August 2026 with the option to extend for a further 3 years (2 years and 4 weeks +3 years) and to end on the 26 August 2029 with an estimated contract value of £3.52m p.a.

9.2 This report also recommends that Executive approves the Domiciliary Care Reserve Patch Provider list which is to be used as an when needed from 15 July 2024 and to end on the 26 August 2029. The four reserve Patch Providers will be allocated a place on the patch reserve list based on their overall scoring in the tender process.

9.3 The Domiciliary Care Patch contracts are funded from the revenue budgets for Domiciliary Care. The 2024/25 Domiciliary Care budgets are set out in the table below:

	Adults	D2A	Children's	Total
	£'000	£'000	£'000	£'000
Expenditure	16,534	1426	1,538	19,498
Income*	-5,408	0	0	-5,408
Net	11,126	1,426	1,538	14,090

* Note that this is all charging policy income so will include elements of income attributable to other services such as Day Care

9.4 The actual cost of this contract award will depend upon demand and on pricing through the framework. This means it is not possible to precisely understand the financial impact, but this will be closely monitored through the budget monitoring process.

10. LEGAL CONSIDERATIONS

10.1 This report seeks authority to approve the recommendations set out in paragraph 2.2 which include awarding a contract to one Domiciliary Care Patch Provider and appointing another four providers to a reserve patch provider list (with the providers being identified in the accompanying Part 2 report).

10.2 The Council is required to provide domiciliary support services to adults and children in furtherance of its statutory duties under the Care Act 2014.

10.3 A contract for the purchase of these services is a public contract under Schedule 3 of the Public Contracts Regulations 2015 (the Regulations). As the value of the proposed contract were likely to fall above the relevant financial threshold of £663,540 then the services were procured in accordance with the light touch regime.

10.4 The Procurement considerations outline the requirements of the Council's Contract Procedure Rules for approval of the award of contracts of this value.

11. IMPACT ON THE LOCAL ECONOMY

11.1 As characterised under Social Value.

12. IMPACT ON HEALTH AND WELLBING

12.1 The greater focus of this model of Domiciliary Care model is to enable our residents to remain as independent as possible for as long as possible.

13. CUSTOMER IMPACT

13.1 The Patch model provides service users with a greater experience of continuity of care.

Non-Applicable Headings:	8 Strategic Property Considerations; 11 Personnel Considerations.
Background Documents: (Access via Contact Officer)	Report ACH24-006

Report No.
CEF23093

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EXECUTIVE

Date: For Pre-Decision Scrutiny by the Children, Education and Families Policy Development and Scrutiny Committee on Tuesday 11 June 2024

Decision Type: Non-Urgent Executive Key

Title: CONTINUATION OF JOINT FUNDING CHILDRENS COMMUNITY HEALTH SERVICES WITH THE SOUTH EAST LONDON INTEGRATED CARE BOARD

Contact Officer: Anthony Harris, Associate Director for Children and Young People's Commissioning, South East London Integrated Care Board
Tel: 0208 313 3039 E-mail: Anthony.Harris@bromley.gov.uk

Chief Officer: Richard Baldwin, Director Children's Services

Ward: All Wards

1. Reason for decision/report and options

- 1.1 A significant proportion of the community health services in Bromley are provided under contract by Bromley Health Care (BHC). The current contract term is reaching expiry (30th November 2024) and the South-East London Integrated Care Board (SELICB) has decided on a future course of action and intentions for Bromley community health services. These intentions are as follows:
- 1.2 **Project 1:** Award BHC a new contract for two years with some changes as required to meet the needs of the population and wider system.
- 1.3 **Project 2:** Recommission community health services with a procurement exercise. This will provide an opportunity to design and enact changes that will address the future needs for Bromley residents including greater integration with acute services, the formation of neighbourhood services and enabling services to better meet the health and wellbeing needs of the Bromley population. Since these are significant changes there is a clear rationale to invite the market to tender with an open procurement.
- 1.4 Through these contracting arrangements LBB jointly funds and commissions a range of therapies and other support services to children and young people. This report seeks a decision over the Council's participation in the new two-year contract (Project 1) with Bromley Healthcare
-

2. RECOMMENDATION(S)

2.1 The Children, Education and Families PDS is asked to note and comment on the contents of the report.

2.2 The Council's Executive is recommended to:

- 1) Agree the approval of the joint funding and commissioning of services set out in this paper for the duration of the two-year direct award of the community health contract; and,**
- 2) Subject to the funding agreement, include these funds and services within the S.75 agreement between the Council and the South-East London Integrated Care Board (SELICB.)**

Impact on Vulnerable Adults and Children

1. Summary of Impact: The proposals concern the commissioning and funding of therapy and other supports to vulnerable children and young people
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (*delete as appropriate*):
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: £1.423M of previously agreed fund:
 2. Ongoing costs: Recurring Cost Non-Recurring Cost Not Applicable: Further Details
 3. Budget head/performance centre:
 4. Total current budget for this head: £
 5. Source of funding:
-

Personnel

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

Legal

1. Legal Requirement: £1.423M of previously agreed funds
 2. Call-in: Applicable: Executive Decision.
-

Procurement

1. Summary of Procurement Implications: No direct procurement implications as SELICB are the lead contracting authority for the proposed arrangements
-

Property

1. Summary of Property Implications: N/A
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A
-

Impact on the Local Economy

2. Summary of Local Economy Implications: N/A
-

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Services under consideration are therapy and other health supports to vulnerable children and young people
-

Customer Impact

1. Estimated number of users or customers (*current and projected*):
-

Ward Councillor Views

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

3. COMMENTARY

Commissioning Community Health Services to Children and Young people

- 3.1 SELICB and the Council have a longstanding and formal agreement for the joint funding and commissioning of services supporting children and young people within the current Bromley community health contract. A key enabler to joint funding and commissioning is the Section 75 Health and Social Care Act 2006 agreement (S.75 agreement) between SELICB and the Council, allowing SELICB to commission services on behalf of the local authority.
- 3.2 The current community health contract includes a range of jointly funded and commissioned services between SELICB and the Council. Most of these services sit within the S.75, however there is a growing number of jointly funded and commissioned services that sit outside of the formal agreement, and therefore cause fragmentation of processes and result in inefficient governance arrangements for both the SELICB and the Council.
- 3.3 The two-year direct award provides an opportunity to draw together all jointly funded and commissioned children and young people's services currently delivered by Bromley Healthcare and then to formalise those future arrangements by extending the use of the existing S.75 agreement between SELICB and LBB

Options Appraisal

- 3.4 This paper sets out two options for consideration,
- 3.5 **Option 1:** LBB approve the two-year funding of service areas set out in this paper, continuing the joint funding and commissioning of children and young people services in the community health contract.
- 3.6 There are significant benefits to option 1, which include benefitting from the robust governance of both the S.75 and the ongoing monitoring of the two-year community health contract. This option also streamlines a range of commissioning activity, which overtime has become fragmented, creating a disproportionate draw on SELICB and LBB time and resources.
- 3.7 **Option 2:** LBB do not agree the joint funding/commissioning services set out in this paper for inclusion in the community health contract. This option would result in LBB holding responsibility for a significant amount of additional commissioning of service provision, including but not exclusively for services that enable it to meet statutory responsibilities for CYP.
- 3.8 Option 2 would create uncertainty for SELICB, LBB and BHC as the provider of the community health contract. This option would also risk continuity of service provision for children and young people and families in Bromley.

4. FINANCIAL IMPLICATIONS

- 4.1 Due to the proposed investment of the jointly funded services being over £1m, a decision is required by the Council's Executive.
- 4.2 Whilst the total investment exceeds the £1m threshold requiring approval from the Executive, the majority of services cited in this paper already have agreed Council funding allocated to them through pre-existing budget decisions. With one exception, the request is for the continuation of the joint arrangements into the new community health contract.
- 4.3 The investment for the two-year contract from the Council is best illustrated by understanding the following two areas:

- I. The value of each jointly funded and commissioned service intended for inclusion in the new community health contract, and the specific LBB investment in each service; and
- II. The identified LBB budget for each service.

4.4 *Table 1* breaks down the investment from the Council for each service jointly funded and commissioned activity along with the annual value of the entire service.

4.5 *Table 1* does not include an additional investment from the Council to support the transformation of Speech and Language Therapy services of £470,000. This additional investment was approved by the Executive in March 2024 as part of budget setting for 2024-2025. The delivery will be integrated and sit parallel to the community health contract.

Table 1, Jointly funded services, proposed for inclusion in the BHC community health contract 2024-2026

Service	Service Value P/A	LBB Contribution P/A
Hollybanks (short breaks)	£1,517,040	£468,000
Speech and Language Therapy	£2,089,832	£147,000
Child Death Overview Panel	£65,009	£21,000
OT EHCNA (assessments)	£160,000	£80,000

4.6 The proposed annual investment from the Council into the jointly funded services of the community health contract is £716,000. The full investment for the two-year direct award is £1,432,000. There is sufficient budget within the service to contain these costs.

Table 2, Annual and cumulative investment

Period	Investment
Year 1 (24/25)	£716,000
Year 2 (25/26)	£716,000
Total Investment	£1,432,000

5. PROCUREMENT IMPLICATIONS

5.1 This paper primarily concerns funding arrangements for jointly commissioned services by the London Borough of Bromley and the South East London Integrated Care Board (SELICB). For the relevant contract, for which a new two year contract award is proposed, SELICB are the lead contracting authority.

5.2 As SELICB are intended to be the contracting authority, there are no direct procurement implications for LBB. However, relevant Bromley officers should ensure, as far as reasonable, that SELICB conduct a compliant procurement.

5.3 The proposed contract is subject to the new NHS Provider Selection Regime procurement regulations, introduced in January 2024. The Provider Selection Regime allows for contract award via the Direct Award C process – direct award to an incumbent provider where the existing contract is due to end and a new contract is required, where the service is not changing considerably, and the contracting authority is of the view that the existing provider is satisfying the existing contract and will likely satisfy the proposed contract a sufficient standard. This is the likely compliant procurement route to be used by the contracting authority.

5.4 Governance arrangements for Section 75 have previously been agreed by Executive. Delegated authority to the Chief Executive has been granted to renew the S75 agreement as required and to add or amend the S75 as required subject to consultation with the Leader and relevant Portfolio. However, new agreements proposed to be added to the S75 require formal

Portfolio Holder and Executive decision at the usual thresholds (£500k and £1m respectively). This paper seeks formal Executive decision due to the value of proposed agreements to be added to the S75.

6. LEGAL IMPLICATIONS

- 6.1 Members are recommended to approve the joint funding and commissioning of services set out in this paper for the duration of a two-year direct award of the community health contract to the Bromley Health Centre and, subject to the funding agreement, to include these funds and services within the S.75 agreement between the Council and the South-East London Integrated Care Board (SELICB).
- 6.2 These services are healthcare services which are now regulated by the Provider Selection Regime which came into force on 1st January 2024. As is identified in the Procurement Implications above, the direct award of contract to Bromley Health Care can be made by way of the Direct Award Process C under that Regime. It is noted the procurement is carried out by SELICB as the contracting authority but as the procurement will be on behalf of the section 75 partnership between the Council and SELICB then the Council must be satisfied the procurement accords with the new Regime.
- 6.3 Should the Executive agree to the recommendations contained within this report then any appropriate variations/contract change notices will need to be made to the over-arching section 75 Agreement.
- 6.4 This report comes before the Executive to approve due to the value of the funds proposed to be used being in excess of one million pounds.

7. IMPACT ON HEALTH AND WELLBEING

- 7.1 The services to be commissioned through the two-year community health contract are each targeted at the health and wellbeing of children and young people.

Non-Applicable Headings:	Transformation and Policy/Personnel/Legal/Property/Carbon Reduction and Social Value Implications; Impact on the Local Economy; Customer Impact; Ward Councillor Views
Background Documents: (Access via Contact Officer)	Health and Social Care Act 2006

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Report No.
CEF23094

London Borough of Bromley

PART ONE – PUBLIC

Decision Maker: Executive
with pre-decision scrutiny from the Children, Education and Families Policy Development & Scrutiny Committee and the Executive Resources and Contracts Policy Development and Scrutiny Committee on 8th July 2024

Date: 10th July 2024

Decision Type: Non-Urgent Executive Key

Title: PROCEEDING TO TENDER FOR A BLOCK PURCHASING CONTRACT FOR CHILDREN'S RESIDENTIAL (BEDS) PLACEMENTS

Contact Officer: Aneesa Kaprie – Children, Education and Families Transformation Lead
Tel: 0208 4617613 aneesa.kaprie@bromley.gov.uk

Chief Officer: Richard Baldwin - Director of Children, Education and Families

Ward: All

1. REASON FOR REPORT

- 1.1 To seek Executive approval to carry out a full competitive tender to procure a single supplier to deliver a block contract of 5 residential children's home placements (beds) for up to 2 years with an option to purchase additional capacity of up to 5 additional beds on a first right of refusal basis at the same rates for the primary contract.
 - 1.2 This proposal sets out the need for a block bed contract for residential placements for young people coming into care and what the benefits and implications would be for the London Borough of Bromley, particularly in the light of the Local Authority's Sufficiency Duty as set out in S22 of the Children's Act (1989).
 - 1.3 A block contract contributes to the achievement of the medium-term financial savings by reducing the placement costs for children in care. This would lead to a reduction in residential spend. For example a block contract with a weekly cost of £4,600 per bed x 5, would reduce the number of placements we commission costing between £5,000 - £8,000 per week. This is likely to result in cost avoidance in the range of £104,000 - £884,000 per year assuming full occupancy of the beds.
 - 1.4 An informal test of the market has been conducted and has helped form the recommendations in this paper.
-

2. RECOMMENDATION(S)

2.1 The Executive is recommended to approve proceeding to procurement for a block contract for residential beds for Children Looked After. The proposed block contract being for one year with the option to extend for a further year for 5 beds at an estimated cost of £4,600 per bed per week (estimated annual value of £1,196,000), with the option to purchase additional capacity through the contract of up to 5 additional beds on a first refusal basis at the same rates as the block. The estimated whole life value of this proposal is £4.8m

Impact on Vulnerable Adults and Children

Summary of Impact: Securing a provision closer to or in Bromley will mean that children and young people who come into care, and are placed in a residential setting closer to home will:

- maintain links with their local community, family and friends where this is in their best interest.
- allow children social care to maximise the potential, in the longer term, for repatriation with a child's own family or a step down to foster care.
- allow children and young people to benefit from the continuity of services particularly in relation to health, education and extra mural activities without the local authority having to commission these in the location of their placements.
- The proximity to local services and social work support could reduce the risk of placement fragility and multiple placement moves.

A combination of these factors will positively impact the longer-term outcomes for children in care and their families.

Transformation Policy

1. Policy Status: Not Applicable
2. Making Bromley Even Better Priority:

(1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.

(5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: Estimated Cost Up to £2.4m per year for a maximum of 2 years.
2. Ongoing cost : £2.4m
3. Budget head/performance centre: Childrens Placements
4. Total current budget for this head: £16.7m
5. Source of funding: Core

Personnel

1. Number of staff (current and additional): Not Applicable
2. If from existing staff resources, number of staff hours:

Legal

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

Procurement

1. Summary of Procurement Implications:
-

Property

1. Summary of Property Implications: Not Applicable
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Reduction in carbon emissions owing to reduced travel times to placements.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: Not applicable
-

Impact on Health and Wellbeing

1. Summary of Health and Well Being Implications: Continued access to local health and well-being services for children in care.
-

Customer Impact

1. Estimated number of users or customers (current and projected): Up to 10 Children in care at any given time.
-

Ward Councillor Views

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

3. COMMENTARY

- 3.1. The most recent Department for Education's (DfE) annual looked-after children's statistics, published in November 2023, confirms that the number of children in care, nationally, has grown for the 15th consecutive year. These increases continue to place considerable pressure on Local Authorities to find suitable foster placements / residential care settings for vulnerable children and young people, resulting in a highly competitive market with soaring costs.
- 3.2 Securing suitable placements for children and young people is currently the most challenging it has ever been. Local Authorities often have little choice due to the national shortage of placements; providers hold all the power and Local Authorities are often left with no scope for negotiation due to limited placement options. As costs continue to increase and with demand so high, providers have the ability to select the children they offer a placement to.
- 3.3 In Bromley our care population has been relatively stable. In 2023/24 we saw a 2% increase in our children in care population compared to the 2022/23. The overall Bromley picture in relation to the number of children in care is better than the national outlook with our rate per 10,000 continuing to hold well below the national (and statistical neighbour) average. We are however significantly impacted by the national demand around placement options and cost. We have seen a growth in the need for residential placements due to shortage of foster carers as well as due to the increasing complexity and presenting risks for children and young people. Over the last 5 years the number of Bromley children placed in a residential setting has increased from 8% in 2019/20 to 12% of our care population in 2023/24.
- 3.4 The London Borough of Bromley (LBB) joined the Commissioning Alliance in February 2020 with one of the aims being to try to address the shortfall of quality residential placements available. However, this has limited impact on the approach of providers or created more options in the residential market.
- 3.5 In recent months it has become more challenging to identify suitable placements for young people coming into care for reasons including: -
- A decrease in current vacancies available to the London Borough of Bromley due to a highly competitive market.
 - Young people presenting with complex and challenging needs and providers not being able to offer a placement due to the risk to other young people who are already accommodated in the placement.
 - Provisions with vacancies do not have a Good or Outstanding Ofsted Inspection. Some provisions are very new, only recently Ofsted registered and have limited experience of working with complex young people.
 - Providers not willing to offer emergency / short notice placements and opt to only accept young people on a planned basis, often choosing to take young people who present with the least complexity.
 - When placements are identified, they are often a considerable distance away from Bromley, resulting in a disruption of school, healthcare (including mental health) and supportive relationships.
- 3.6 The block booking of residential placements should address some of the above challenges by increasing local capacity and having a vetted and approved provider ready to receive children directly from the LBB, including on an emergency basis.
- 3.7 The current need for local, quality residential placements is evident in the analysis of our care population, particularly with regard to the increasing need for residential placements. Soft market

research has been undertaken to test whether providers would be willing to enter into a contract with LBB.

3.8 An Expression of Interest was published on 27th February with a view to testing the market.

The following criteria had to be met:

Mandatory Criteria	
1	Provisions for up to 5 young people, aged between 11-15, mixed genders.
2	The provider will consider emergency / same day or short notice placements for young people who are at immediate need / require an emergency placement.
3	Providers should be able to accommodate young people for both short and longer term placements in line with their care plans
4	Additional support to be in place or can be accessed for young people with multiple / complex needs.
5	Providers will have some provision for young people subject to DOLS (Deprivation of Liberty Safeguards)
6	Placements provided as part of this contract, must be located in a children's home which is registered and has a good / outstanding OFSTED rating.
7	The London Borough of Bromley has a maximum budget of £4,600 per placement and week. The provider must be able to work within this budget.

3.9 The notice was live for two weeks with 33 providers showing an initial interest albeit only 7 submitting the required information and documentation and 1 provider meeting the above mandatory criteria.

3.10 The interest was sufficient to proceed with a proposal to conduct a full competitive tender.

Summary of Business Case

3.11. In 2022/2023, LBB had 351 children in care, 12% of whom were placed in a residential setting. The majority of these residential settings are out of borough

3.12. Over the last 5 years, we have seen an increasing need for residential placements due to the level of complexity, risk and need children and young people present with. Since Covid, there has been a marked increase in the number of young people presenting with mental health concerns and those who are at risk of extra-familial harm including child sexual exploitation and child criminal exploitation. For these young people, a foster placement might not be an appropriate initial placement.

3.13. In 2023/24 the average cost of a residential placement was just under £8,000 per week. The average cost of a residential placement for a Bromley child in 2018/19 was £4,000.

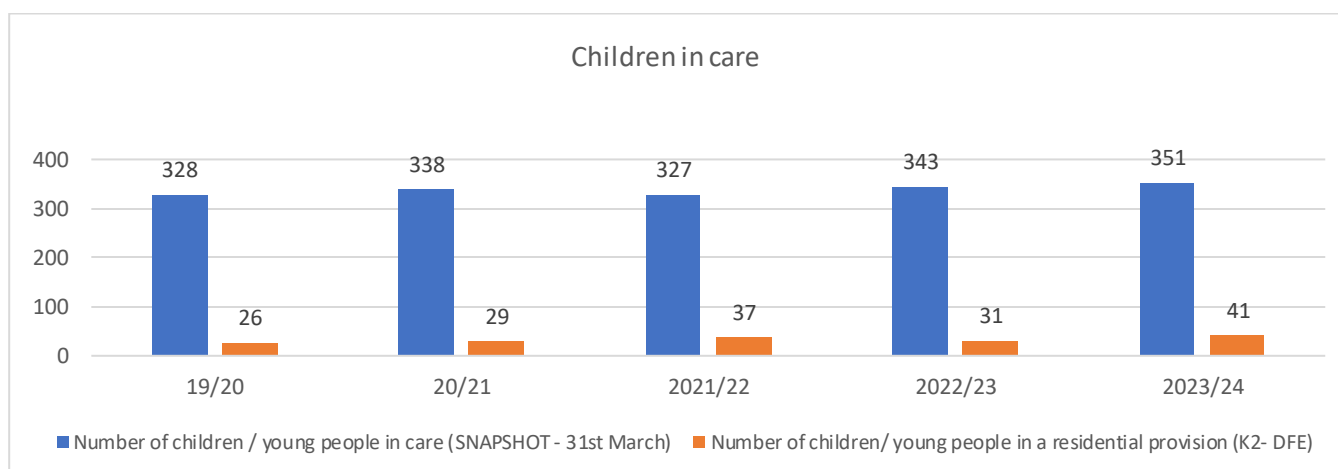
3.14. Whilst it is acknowledged that there will always be children and young people with highly complex needs, requiring specialist residential placements (which inevitably cost more), there are a number of young people placed in high cost placement due to shortages of placements and current market demand pressures. It is hoped that the proposed block contract will address the needs of the latter cohort of children.

3.15. It is anticipated that a block contract will achieve:-

- An increase in young people being placed locally.
- A reduction in residential spend. A block contract with a weekly cost of £4,600 per bed x 5, will reduce the number of placements we commission costing between £5,000 - £8,000 per week. This is likely to result in cost avoidance in the range of £104,000 - £884,000 per year.
- A reduction in travel expenses transporting the young person to the placement, appointments, and/or court as well as a reduction in staff expenses including travel and accommodation.
- A reduction in the need to commission out of borough support services such including therapeutic intervention, contact centres, tuition etc.
- Savings in placement officer and management time in trying to secure suitable and best value placements.
- More effective planning for the young person, leading to better outcomes and placement stability.
- It is also envisaged that this proposal will compliment two other proposals the council is currently working on to better meet the needs of Children in Care in Bromley, whilst reducing the spend on residential care and delivering better value for money. This includes the development of a specialist in-house fostering provision (EMBRACE) which will receive children stepping down from residential care and the consideration of a longer-term partnership around a specialist local children's home.

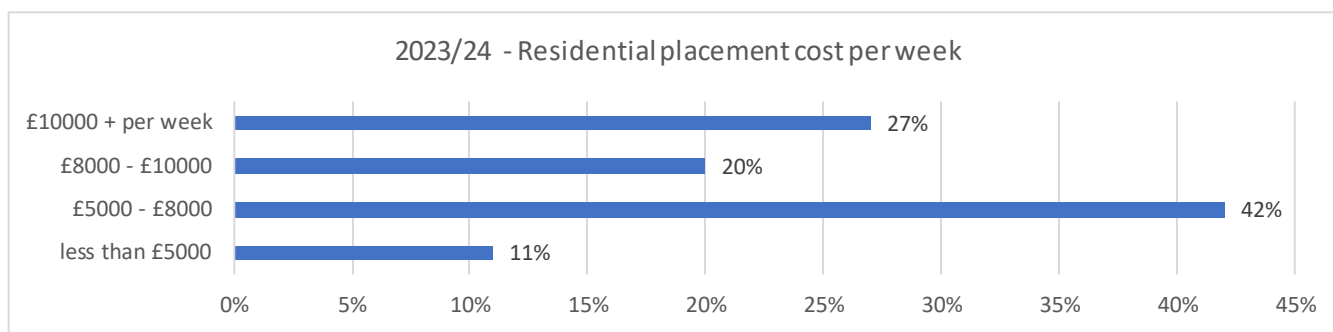
Service Profile / Data Analysis / Specification

3.16. Over the past 5 years we have seen an increase in the number of children placed in residential care as noted in the table below.



3.17. In 2023/24 :

- 55 new residential placements were procured for 40 children (The additional child noted in the graph was placed prior to the beginning of the financial year)
- 63% of children placed in a residential setting were placed more than 20 miles away from their home address.
- 0% of children placed residential care were placed in Bromley although 26% were placed in a neighbouring borough (including the Dartford area of Kent).
- The average weekly placement cost for a residential provision was £8,000 per week. Of the 55 placements procured the lowest cost (per week) was £4,037 and the highest was £14,847.



Options Appraisal

- 3.18. **Option 1 - Do Nothing** – This is not recommended. As noted in this report, the current cost of residential placements continues to place significant pressure on the local authority budget. Doing nothing will result in a failure to address the current market pressures and placement requirements for children and young people. We will continue to spot purchase placements on an ad-hoc basis with very little scope to predict costs, quality, and location of placements. The Children’s Placements team will continue with ‘business as usual’ and will endeavour to get best value from suppliers albeit this is currently having a limited impact.
- 3.19. **Option 2 - Build our own Children’s Home or going into a partnership with a provider.** – Consideration has been given to building our own Children’s Home. This option could prove difficult to implement at this stage. On average most councils take approximately 2 years to set up, register and staff a local children’s home. This option will therefore not address the immediate demand pressures. A longer-term option of considering a partnership arrangement is currently being explored and will be subject to a separate Gateway report.
- 3.20. **Option 3 - Proceed to tender** – testing the market via a competitive tender to see which providers will be willing to block book within a given budget is the preferred option. Should this tender be successful, the cost avoidance will contribute towards meeting the targets set out in the council’s medium-term financial strategy. This option will also support the delivery of the Local Authority’s Sufficiency Duty as set out in the Children’s Act 1989.

Preferred Option

- 3.21. The preferred option is to proceed to tender – Option 3 above.

4. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

4.1 Estimated Value of Proposed Action:

The annual value is £1,196 for the block element plus up to an optional £1,196 if the additional five beds are purchased on a first refusal basis, the two figures totalling the potential annual value of £2.4m and therefore whole life value of £4.8

4.2 Other Associated Costs: N/A

4.3 Proposed Contract Period: A twelve month contract with the option to extend for a further twelve months.

4.4 Procurement Strategy:

The value and type of services required means that this procurement is subject to the Public Contract Regulations (2015), which sets obligations on the procurement process. These services fall within the “Light Touch Regime” of the regulations, which grants some additional flexibilities regarding how to conduct the procurement, but the following obligations remain:

- To publish a Contract Notice, alerting potential providers to the opportunity (much like an open competition)
- Likewise, a Contract Award Notice will need to be published when the contract is awarded. This is a public notice that discloses the identity of the successful bidder as well as the contract value.
- The principals of transparency and equal treatment of bidders must be adhered to. In practice, this includes disclosing the conditions for participating in the process, enforcing consistent timescales/deadlines, and setting out the award procedure and evaluation criteria.
- The timescales for submitting a bid are flexible but must be reasonable and proportionate.
- A 10-day standstill period after contract award is recommended but not mandatory.

A key flexibility of the Light Touch Regime is that Authorities can take into account “the specific needs of different categories of users, including disadvantaged and vulnerable groups”. For example, in this case it is beneficial for the services to be delivered within or close to the London Borough of Bromley, so we can restrict the geographic location of the providers.

The potential market has already been alerted to this opportunity, with 33 providers registered on the Proactis portal. Subject to approval to proceed, these suppliers can be notified of our intentions including the timetable, any changes to our requirements (such as geographical constraints) and our evaluation criteria for the Invitation to Tender (ITT) stage.

The ITT would be a formal tendering process whereby providers are asked to provide their prices and any other information that would inform the assessment of quality. There may be some crossover from the Expression of Interest stage, but the ITT would refine the requirements, include the contract terms and conditions, and request the commercial/quality information required to determine which bid is the most advantageous.

As potential providers would have already been notified of the timetable, requirements and evaluation criteria, the deadline for bids could be as little as 2 weeks from the publication of the ITT. Likewise, as the Expression of Interest stage has identified a limited market for these services, the evaluation of bids could be accelerated.

Once evaluated, the contract would be awarded with a 10-day standstill period unless there is urgency that prevents this.

Please see the indicative timetable below:

Milestone	Date	Time allocation
Executive approval to proceed	26/06/2024	
Notify providers that registered an interest	27/06/2024	1 day
Finalise and publish ITT	01/07/2024	5 days
Bids are received	15/07/2024	2 weeks
Evaluation complete	22/07/2024	1 week
Executive approval to award	August 2024	
Commence standstill period	August 2024	10 days
Contract commences	September 2024	

This timetable allows for an approximately four-week procurement process, plus an additional 10-day standstill period and approval time. The proposed evaluation period would be accelerated as there are limited number of providers that could bid, and the evaluation criteria would be predominantly focused on their experience with the relevant types of residents and their ability to accept placements. This recognises that the OFSTED rating has already assessed the quality of the provision, in part. The evaluation criteria would use the Council's standard 60:40 price/quality ratio. The mandatory criteria in section 3.8 would also apply.

5. MARKET CONSIDERATIONS / IMPACT ON LOCAL ECONOMY

- 5.1 The market for children's residential placements is a very challenging one, particularly finding local quality placements.
- 5.2 An informal test of the market has already taken place by way of an Expression of Interest being circulated. 33 providers showed an interest with 7 submitting the necessary documents and 1 meeting all the required criteria.
- 5.3 The interest is sufficient to proceed to a full competitive tender.

6. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 6.1 Consideration will be given the opportunities providers can offer to Bromley residents, including training, employment or placement opportunities for social workers, nurses, or mental health professionals etc.
- 6.2 Procuring a provision closer to Bromley will reduce travel time for staff and family members to see children and young people in their placements. The reduction in travel will lower carbon emissions and align with the council's vision of Net Zero by 2027.

7. STAKEHOLDER ENGAGEMENT

- 7.1 Engagement has taken place with local providers to ascertain the appetite of the market to proceed with the proposal.
- 7.2 Children and young people in care have also routinely expressed through CLA (Children Looked After) reviews and discussions with their social workers that they would like to reside closer to their friends, family, and community.

8. IMPACT ASSESSMENTS (INCLUDING VULNERABLE ADULTS AND CHILDREN) AND CUSTOMER IMPACT

- 8.1 The procurement of a block bed contract closer to Bromley will mean that children and their families benefit from continuity of care and links to local services and support.

9. TRANSFORMATION/POLICY IMPLICATIONS

9.1 The Council's duties in relation to Children in care are set out in Part 3 of the Children Act 1989 and the Care Planning, Placement and case Review Regulations 2010 and associated secondary legislation and guidance. Sections 22A to 22D of the Children's Act 1989 deal specifically with the Council's duties to secure accommodation for a Looked After child and provide the framework for decisions as to the type and nature of accommodation appropriate for a child's specific circumstances. The Council has a duty under s.22(C)(5) where a placement with the child's parents is not possible to secure 'the most appropriate placement available' to promote and safeguard the child's welfare. Section 22(C)(7) to (9) requires (among other conditions) that 'in so far as is reasonably practicable' any placement must allow the child to live near his / her home and be within the local authority area. Alternative placements should only be considered where these conditions cannot be achieved or are otherwise determined not to be in the best interests of the child for safeguarding reasons.

9.2 The Procurement of a block bed contract is in line with the Corporate Strategy set out in Making Bromley Even Better 2021-2031 and Transforming Bromley 2024 -2028 specifically in relation to:

Corporate Ambition 1: For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.

- Deliver block purchase arrangements for cost effective placements to meet anticipated demand pressures.

Corporate Ambition 5: To manage our resources well individually and collectively, providing efficient services and excellent value for money for Bromley residents.

10. IT AND GDPR CONSIDERATIONS

10.1 Not applicable at this stage.

11. STRATEGIC PROPERTY CONSIDERATIONS

11.1 Not applicable

12. PROCUREMENT CONSIDERATIONS

12.1 This report seeks to proceed to the procurement for the block purchasing contract for Children's Residential placements at a maximum value of £4.8m for a two-year contract.

12.2 This is an above threshold contract, covered by Schedule 3 of the Public Contracts Regulations 2015. A Light Touch Procedure process will be used and a timetable is included at Section 4.4 above.

12.3 The Council's specific requirements for authorising proceeding to procurement are covered in Rules 1 and 5 of the Contract Procedure Rules with the need to obtain the formal approval from the Executive, with agreement of the Chief Officer, Assistant Director Governance & Contracts, the Director of Corporate Services, Director of Finance and the Portfolio Holder for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

- 12.4 In compliance with the Council's Contract Procedure Rules (Rule 3.6.1), this procurement must be carried out using the Council's e-procurement system.
- 12.5 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

13. FINANCIAL CONSIDERATIONS

- 13.1 The report is requesting Executive approval to carry out a competitive tender for block beds at a residential home. Initial estimates put the cost of five beds at £4,600 per week per bed with an annual cost of £1,196k. There is also the option of procuring up to 5 additional beds, with the same provider, on a first right of refusal basis at the same cost of the primary contract. This would potentially increase the value of the contract to £2,392k per annum.
- 13.2 Estimates of placement cost savings, based on current spot purchase costs of £5,000 to £8,000 per bed per week, would generate savings of between £104k per annum to £884k per annum for a block of 5 beds. There may also be savings in terms of Education costs (if the children are able to remain at in borough schools), and additional social workers cost in terms of travel time, etc. These savings are based on 100% occupancy rates.
- 13.3 However, it should be noted that these savings are provisional and actual savings will depend on negotiations with a provider on the potential makeup of the cohort of children who would be accepted into the home. Detailed negotiations will have to take place and the outcome, together with firmer cost/savings will come back to the Executive for approval in due course.

14. PERSONNEL CONSIDERATIONS

- 14.1 Not applicable

15. LEGAL CONSIDERATIONS

- 15.1. This Report asks the Executive for approval in proceeding to procurement regarding a block Contract for residential beds for Children Looked After. The proposed block contract would be for one year with the option to extend for a further year for 5 beds with an estimated cost of £4,600 per bed per week. The estimated annual value of the cost amounts to £1,196k. There is the option to purchase additional capacity through the Contract of up to 5 additional beds on a first refusal basis at the same rates as the block. The approval of the Executive is also required to delegate the authorisation of this extension to the Chief Officer. The estimated value of the cost of the proposal amounts to £4.8 million.
- 15.2. The Council has a statutory duty in accordance with s22 of the Children's Act 1989 to secure accommodation for a looked after child and safeguard and promote the child's welfare.
- 15.3. This is a public services Contract within the meaning of the Public Contracts Regulations (PCR's) 2015 whereby the value of the Contract is above the relevant threshold and falls within the services outlined in Schedule 3 of the (PCR's) i.e the light touch regime.
- 15.4. Under the Contract Procedure Rules (CPR's), the Councils requirement for proceeding to Procurement is in accordance to CPR 1 and 5 where the approval of the Executive following agreement of the Portfolio Holder, the Chief Officer, the Assistant Director of Governance and

Contracts, the Director of Corporate Services and the Director of Finance, must be sought for a Procurement of this value.

16. IMPACT ON HEALTH AND WELLBING

16.1 Should the local authority manage to secure a provider local to Bromley, children placed in the relevant unit will benefit from ongoing support from the CLA nurse, local CAMHS services, THRIVE and any other local health and wellbeing services.

17. WARD COUNCILLOR VIEWS

17.1 Not applicable

Non-Applicable Headings:	IT AND GDPR CONSIDERATIONS STRATEGIC PROPERTY CONSIDERATIONS PERSONNEL CONSIDERATIONS WARD COUNCILLOR VIEWS
Background Documents: (Access via Contact Officer)	[Title of document and date]

Report No.
CEF23095

London Borough of Bromley

PART ONE – PUBLIC

Decision Maker: Executive
with pre-decision scrutiny from the Children, Education and Families Policy Development & Scrutiny Committee and the Executive Resources and Contracts Policy Development and Scrutiny Committee on 8th July 2024

Date: 10 July 2024

Decision Type: Non-Urgent Executive Key

Title: MEETING THE NEEDS OF CHILDREN IN CARE: MARKET DEVELOPMENT OF RESIDENTIAL PROVISION

Contact Officer: Aneesa Kaprie – Children, Education and Families Transformation Lead
Tel: 0208 4617613 aneesa.kaprie@bromley.gov.uk

Chief Officer: Richard Baldwin - Director of Children, Education and Families

Ward: All

1. REASON FOR REPORT

- 1.1. The rising demand and cost of quality specialist residential provision for Children in Care is leading to delays in meeting the needs of our most vulnerable young people. Rising costs are contributing to budget growth pressures in the medium to long term financial forecast. Alternative commissioning strategies are being explored to mitigate cost and growth pressures where possible. For residential provision for Children in Care, this includes exploring alternative contract arrangements (such as block contracts), seeking innovative solutions through market engagement, potential partnership arrangements and potential capital investment (including the development of Council owned provision).
- 1.2. Informal market engagement has indicated the possibility of innovative solutions for market development through partnership arrangements with providers of specialist residential care. In engaging with the market to explore solutions, the Council may seek to influence the location, nature and design of provision to meet Bromley's particular needs and to enter into arrangements that secure the return of any required investment, manage risk to the Council with necessary securities in place and to ensure access to provision to help manage demand. The nature and feasibility of any business case for any proposed solution will need to be developed through formal market testing.
- 1.3. This report seeks Executive approval to proceed with formal market testing with the provider market, through a compliant procurement process, to explore and develop detailed proposals

and business case for innovative solutions, including partnership arrangements and investment solutions, for specialist children's residential care for consideration by Executive in due course.

2. RECOMMENDATION(S)

- 2.1. The Children, Education & Families Policy Development & Scrutiny Committee are asked to note and comment on the report.
 - 2.2. The Executive are recommended to approve proceeding to formal market testing, via a compliant procurement route as set out in Section 4.4, to develop a detailed business case for innovative solutions for the provision of specialist children's residential provision, including partnership arrangements and investment solutions.
-

Impact on Vulnerable Adults and Children

1. Summary of Impact: Securing a provision closer to or in Bromley will mean that children and young people who come into care, and are placed in a setting closer to home will:
 - maintain links with their local community, family, and friends where this is in their best interest.
 - allow children's social care to maximise the potential, in the longer term, for repatriation with a child's own family or a step down to a suitable foster placement.
 - allow children and young people to benefit from the continuity of services particularly in relation to health, education and extra mural activities without the local authority having to commission these in the location of their placements.
 - The proximity to local services and social work support could reduce the risk of placement fragility and multiple placements moves.

A combination of these factors will positively impact the longer-term outcomes for children in care and their families.

Transformation Policy

1. Policy Status: Not Applicable Further Details
2. Making Bromley Even Better Priority
 - (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: Estimated Cost: To be determined through market testing.
2. Ongoing costs: Non-Recurring Cost: To be determined through market testing.
3. Budget head/performance centre: Childrens placements
4. Total current budget for this head: £16.7m
5. Source of funding: Core

Personnel

1. Number of staff (current and additional): not applicable
2. If from existing staff resources, number of staff hours:

Legal

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

Procurement

1. Summary of Procurement Implications: The proposal will require a compliant procurement process for market testing as detailed in the report.
-

Property

1. Summary of Property Implications: To be determined through market testing.
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Reduction in carbon emissions owing to reduced travel times to placements. Investing in the appropriate care and support for children and young people in care will inevitably improve longer term outcomes for children in care who will grow up to be future adult residents in Bromley.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: Not applicable
-

Impact on Health and Wellbeing

1. Summary of Health and Well Being Implications: Continued access to local health and well-being services for children in care.
-

Customer Impact

1. Estimated number of users or customers (current and projected):
-

Ward Councillor Views

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

3. COMMENTARY

- 3.1. The most recent Department for Education's (DfE) annual looked-after children's statistics, published in November 2023, confirms that, nationally, the number of children in care has grown for the 15th consecutive year. These increases continue to place considerable pressure on Local Authorities to find suitable foster placements and residential care settings for vulnerable children and young people, resulting in a highly competitive market with soaring costs against a backdrop of placement sufficiency not growing at the rate as required.
- 3.2. The DfE report also notes that although there was a 9% increase in the number of children's homes from the previous year (March 2022), there was only a 7% increase in the overall number of places. The number of placements available has also been negatively impacted by the 7% decrease in residential special needs schools and the 50% decrease in secure training centres. Whilst there has been an increase in the number of residential homes, as of 31 March 2023, the North West had the most children's homes (746) while London had the fewest settings (164), meaning that children from Bromley are often placed a considerable distance away from home.
- 3.3. The national picture around foster care recruitment and retention also continues to be a challenge post-Covid, with a 5% decrease in local authority foster care households nationally and no changes in the Independent Fostering Agency market indicating that many carers are leaving the sector. The cumulative impact of the availability and location of all types of placements for children in care has created a system where demand significantly exceeds availability of provisions, leaving local authorities competing for limited placements and most importantly leaving children and young people in vulnerable situations for far too long, while placements are sought.
- 3.4. Securing suitable placements for children and young people is currently the most challenging it has ever been. Given the level of need and demand, it is a seller's market, and local authorities are often left with limited choice and no scope for negotiation. Costs continue to spiral, and providers select which children they will offer placements to. This approach has left local authorities holding a higher level of risk in the community and paying excessively high rates for placements. Over the last 12 months there have been a significant number of occasions where social work teams have been frustrated in their efforts to initiate Care Proceedings to safeguard children, due to the absence of a placement. Similarly, social workers have been unable to move children from poor quality placements due to the absence of an alternative. The local authority often has very little choice in the type, cost and quality of the placements, as extensive placements searches frequently yield only one option.
- 3.5. In Bromley our care population has been relatively stable. In 2023/24 we saw a 2% increase in our children in care population compared to the 2022/23. The overall Bromley picture in relation to the number of children in care is better than the national outlook with our rate per 10,000 continuing to hold well below the national (and statistical neighbour) average. We are however significantly impacted by the national demand around placement options and cost. We have seen a growth in the need for residential placements due to shortage of foster carers as well as due to the increasing complexity and presenting risks and needs for children and young people.
- 3.6. Over the last 5 years the number of Bromley children placed in a residential home has increased from 8% in 2019/20 to 12% of our care population in 2023/24. We have also seen a significant increase in the number of children in care subject to DOLS (Deprivation of Liberty Safeguards) from 1 young person in 2021/22 to 16 young people in 2023/24. The increase in DOLS applications nationally (462% increase since 2017-18) is indicative of the complexity of risks young people are presenting with as well as changes in the legal practice guidance. Young people subject to DOLS often require solo placements with high staff ratios to manage the risk of harm

to self or others. The impact of waiting lists and secure beds in Tier 3 and Tier 4 CAMHS and the pressure to discharge children to local authority care from hospital, as well as the impact of the closure of one secure training facility means that the local authority is left to manage and secure suitable provisions for young people with complex presenting needs often resulting in the need for the local authority making an application for DOLS.

- 3.7. Analysis of our CLA data indicates that approximately 47% of children in residential care (2023/24) required specialist, therapeutic or task-based placements. In 2023/24 the costs for these placements ranged from £8,000 to £14,847 per week with these costs predicted to increase further in 2024/2025. Young people placed in these provisions present with a range of complex behaviour, mental health concerns, self-harm, substance misuse and/or high levels of trauma manifesting in violent outbursts. Identifying suitable placements for young people presenting with this level of risk and need is challenging and placements are often far from Bromley leaving young people isolated from their professional and family support networks.
- 3.8. The current landscape in relation to Children in care and placement options is very bleak and requires the local authority to take appropriate steps to source and secure suitable placements for some of our most vulnerable young people.
- 3.9. Consideration is being given to whether it would be cost effective for the Local Authority to set up a Local Authority run children's home, and this will continue to be explored. This would require identification or purchasing of a suitable property, planning permission, development of the home, registration with Ofsted, as well as the recruitment and training of staff. Benchmarking with 3 LAs who have proceeded to set up a local authority run children's home indicates that the project takes an average of 2.5 years to set up and requires an initial investment of approximately £2 - £2.5m for a 3-4 bed unit. The set-up costs do not include any staffing or running costs. Most Local Authorities have opted for setting up a standard residential unit and continue to have challenges around finding placements for their most vulnerable young people.
- 3.10. In Bromley we are already exploring alternate, cost-effective avenues to address concerns for children and young people with a lower level of need who are currently in residential units. Local knowledge and analysis of risk and need indicates that children requiring specialist placements is increasing and is likely to continue to increase in the coming years. Therefore, securing suitable placement options to meet the needs of a more vulnerable cohort of children is what is most required. One solution to be explored is the potential business case for a partnership arrangement, or alternative arrangement, with a specialist provider of residential provision who is skilled and experienced in delivering therapeutic services and experienced in running children's homes. This could mean that the Council secures the expertise needed to deliver the provision required in a shorter timeframe and with a lower risk held by the local authority, given that the full responsibility for setting up and running the home will be retained by the provider. Consideration of such an arrangement will include future proofing any resulting arrangement to allow for changes in our demographic and local need.

Summary of Business Case

- 3.11. In 2022/2023, LBB had 351 children in care, 12% of whom were placed in a residential setting.
 - The average cost of a residential placement was just under £8,000 per week compared to the average cost of a residential placement for a Bromley child in 2018/19 being £4,000.
 - 22 children placed in residential care, were in placements costing more than £8,000 per week.
 - Most children placed in higher cost placements presented with some mental health concerns, self-harm, missing episodes, violent outbursts and/or being at high risk of sexual or criminal exploitation.

- 63% of children placed in a residential setting were placed more than 20 miles away from their home address. 0% of children placed residential care were placed in Bromley, although 26% were placed in a neighbouring borough (including the Dartford area of Kent).

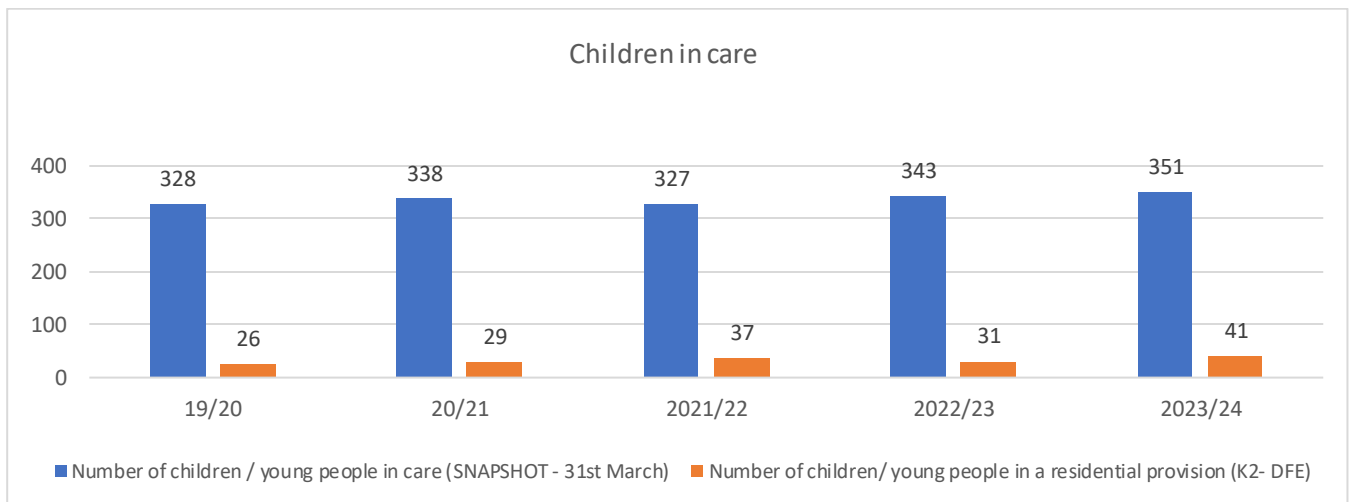
3.12. Should the Executive agree to pursue formal market engagement, the Council would engage with suitable providers to explore potential solutions, including partnership arrangements, to address the needs prevalent in the cohort of children who are placed in higher cost placements.

The local authority would wish to engage with providers who can work within the following parameters:

- The provider must be able to deliver specialist therapeutic residential care for young people between the ages of 10-18 (or slightly under 10 years old in exceptional circumstances)
- The interested party must be seeking to develop residential provision in Bromley or within an immediate neighbouring/ bordering local authority to Bromley.
- The Local Authority will be seeking solutions with an expectation of co-designing the provision in line with the needs of the local authority and retaining exclusive use of any resulting provision for a set term at preferential rates.
- The interested party must have at least 5 years of experience in delivering care for young people and / or working with complex, high risk and vulnerable young people.
- The provider will have or develop residential provision which they will run independently of the local authority. Staffing and regulatory obligations will remain the responsibility of the provider.

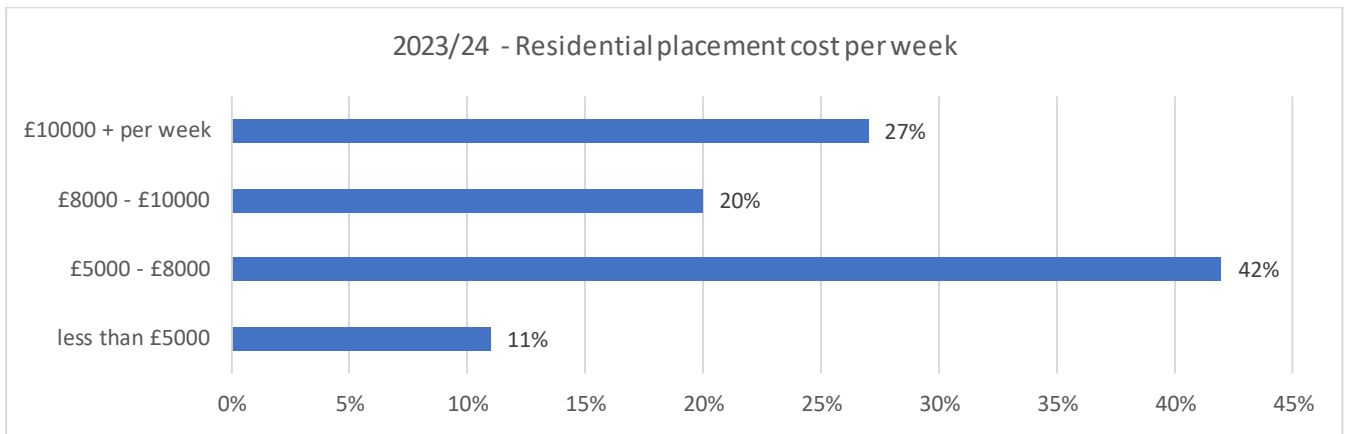
Service Profile / Data Analysis / Specification

3.13. Over the past 5 years we have seen an increase in the number of children placed in residential care as noted in the table below.



3.14. In 2023/24:

- 55 new residential placements were procured for 40 children. (The 41st child noted above had a placement procured prior to the beginning 23/24).
- The average weekly placement cost for a residential provision was £8,000 per week. Of the 55 placements procured the lowest cost (per week) was £4,037 and the highest was £14,847.
- 47% of residential placements costed in excess of £8,000 per week.



3.15. The rising demand in the need for therapeutic residential placements is evidenced both in our assessments of children’s needs and in the analysis of our CLA data over the past 5 years.

3.16. It is anticipated that the requirements and outcomes of the solutions we are seeking to deliver a local specialist children home will:

- Reduce the overall spend on placement costs. Ideally, weekly placement costs for a therapeutic residential would reduce by a minimum of £1,500 - £2,000 per week per child (subject to market testing). Over the course of a year, this could save the local authority up to £250k, based on an occupancy of three young people.
- Having a provision which is identified for the exclusive use of Bromley, will improve care planning for children and young people ensuring the young people are provided with safe and secure placements when they are most in need.
- Children and young people will benefit from the continuity of services including education, health, and children’s social care support.
- There will be a significant reduction in staff and family travel costs and time.
- It is also envisaged that this proposal will complement two other projects Children’s Social care is currently working on to better meet the needs of Children in Care in Bromley, whilst reducing the spend on residential care and delivering better value for money for the council. This includes the development of a specialist in-house fostering provision (EMBRACE) which will receive children stepping down from residential care and the possible block purchasing of children’s residential beds (subject to executive approval) for less complex young people.

Options Appraisal

3.17 **Option 1 - Do Nothing:** This is not recommended. As noted in this report, the current cost of residential placements continues to place significant pressure on the local authority budget and has an impact on the local authority’s ability to safely care plan for some of our most vulnerable children. Doing nothing will result in a failure to address the current market pressures and placement requirements for children and young people. We will continue to spot purchase placements on an ad-hoc basis with very little scope to predict costs, quality, and location of placements. Since the start of 24/25 the average weekly placement costs already exceeds £8,000.

3.18 **Option 2 - Develop Bromley Owned Residential Provision:** This option is being explored and may be developed further but could prove difficult to implement at present. Consideration has been given to building (establishing) our own Children’s Home. This option may be something we wish to pursue in the longer term, however the costs and complexity of setting up a local children’s home makes this option less financially feasible than solutions based on working with the provider market. Based on benchmarking with other London authorities, this option would

require in excess of £2m investment, identification of a property, planning permission and property development, staffing and running costs and meeting all regulatory requirements. On average most councils take approximately 2 years to set up, register and staff a standard local children's home but continue to commission specialist provisions, thereby not addressing the most pressing need.

3.19 Option 3 - Formal Market Engagement to Seek Solutions, including Partnership Arrangements: The majority of children's homes nationally are run by privately owned companies (2,450 homes making up 85% of the market). 3% (95) of Children's homes are run by the voluntary sector (charities or not-for-profit organisations). Entering a partnership arrangement with the expertise of an existing provider of specialist residential provision, where the Council is able to co-design a provision specifically to meet local needs could support improved care planning for children. Should a viable business case for a solution be developed through formal market testing, the potential cost avoidance compared to current costs of provision could contribute towards meeting the targets set out in the council's medium-term financial strategy.

Preferred Option

3.20. At this time, it is recommended to pursue Option 3 to explore whether a solution for specialist residential children's provision can be developed through formal market testing.

4. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

4.1 Estimated Value of Proposed Action:

Formal market engagement will provide a detailed business case for potential solutions, including partnership and investment arrangements. The costs and volume of any subsequent arrangements, such as a block contract, are to be determined through market testing and cannot be determined at this time.

4.2 **Other Associated Costs:** not applicable

4.3 **Proposed Contract Period:** To be determined.

4.4 Procurement Strategy:

The key purpose of the procurement strategy is to:

- Determine whether there are suitable providers that meet our requirements who are interested and capable of developing a full proposal.
- To develop the full detailed business case, through a compliant procurement route, to inform a Member decision as to whether to proceed with any proposed solution and associated contract or whether to determine that the business case is not viable;
- To ensure that providers are aware, through the compliant procurement route, that any award of contract for a proposed solution is dependent upon a financially viable business case that is likely to achieve the intended outcomes.
- The market testing is intended to develop potential solutions, including partnership arrangements, supporting capital investment or other solutions. Proposed solutions, if taken forward, are likely to result in a suitable contractual relationship, such as a long-term block contract arrangement to ensure preferential access / guaranteed places at preferential rates.

As such, this is a public procurement subject to the Public Contract Regulations (2015), which sets obligations on the contracting authority in conducting the procurement process. These services fall within the “Light Touch Regime” of the regulations, which grants some additional flexibilities regarding how to conduct the procurement, but a compliant procurement process must be followed through fair and open competition. This includes, as applicable:

- To publish a formal Call for Competition, alerting potential providers to the opportunity. A Prior Information Notice (PIN) can satisfy this requirement, as it is a public notice that invites capable providers to express an interest in the contract.
- A Tender Notice if the PIN evidences sufficient interest from the market to require a full tender process
- Likewise, a Contract Award Notice will need to be published when the contract is awarded. This is a public notice that discloses the identity of the successful bidder as well as the contract value.
- The principals of transparency and equal treatment of bidders must be adhered to. In practice, this includes disclosing the conditions for participating in the process, enforcing consistent timescales/deadlines, and setting out the award procedure and evaluation criteria.
- The timescales for submitting a bid and any subsequent bids through a competitive process with negotiation are flexible but must be reasonable and proportionate.
- A 10-day standstill period after contract award is recommended but not mandatory.

A key flexibility of the Light Touch Regime is that Authorities can take into account “the specific needs of different categories of users, including disadvantaged and vulnerable groups”. For example, if the users (in this case, the residents) need the service to be delivered within or close to the London Borough of Bromley, the geographic location of the providers can be restricted.

It is recommended that a PIN is published to ascertain the market that can fulfil the criteria set out in 3.12 . If no providers respond, or if only one provider that meets the criteria responds, the Council may then be permitted to enter into a negotiated process for the development of a business case and subsequent award of contract. However, if more than one interested supplier meets the criteria, the Council is required to proceed with a formal tendering exercise with those interested and capable providers.

The timetable for conducting a negotiation with a single provider or a competitive process amongst several suppliers is comparable, as both processes essentially involve presenting our requirements to the provider(s), allowing time for them to respond, and evaluating the responses. As such, please see the indicative timetable below.

Milestone	Date	Time allocation
Executive approval to proceed	26/06/2024	
Publish PIN	27/06/2024	1 day
Publish ITT or start negotiations	02/08/2024	PIN must be open for at least 35 days
Bids received	30/08/2024	4 weeks
Evaluation complete	06/09/2024	1 week
Executive approval to award	September 2024	
Commence standstill period	September 2024	10 days
Contract commences	October 2024	

This timetable allows for an approximately ten-week procurement process, plus an additional 10-day standstill period and approval time. This recognises that, under the Public Contracts Regulations (2015), a PIN must be open for at least 35 days to be a call for competition. However, the proposed evaluation period would be accelerated as there is likely to be a limited number of providers that could bid. The evaluation criteria would use the Council's standard 60:40 price/quality ratio. The mandatory criteria in section 3.12 would also apply.

5. MARKET CONSIDERATIONS / IMPACT ON LOCAL ECONOMY

- 5.1 The market for children's residential placements is a very challenging one, particularly finding local quality placements.

6. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 6.1 Consideration will be given the opportunities providers can offer to Bromley residents, including training, employment or placement opportunities for social workers, nurses or mental health professionals etc.
- 6.2 Procuring a provision closer to Bromley will reduce travel time for staff and family members to see children and young people in their placements. The reduction in travel will lower carbon emissions and align with the council's vision of Net Zero by 2027.
- 6.3 Children who grow up in care will also be future adult residents in Bromley. Providing a good start, the appropriate placements and effective therapeutic interventions will increase the likelihood of young people entering adulthood with positive prospects and positively contributing as a local resident in addition to potentially reducing the need for adult services intervention later on.

7. STAKEHOLDER ENGAGEMENT

- 7.1 Discussion have taken place with the Children's Placements Team and the Children Looked After service.
- 7.2 Should the proposal be agreed, it is envisaged that Children in care will contribute to the co-design of the provision.

8. IMPACT ASSESSMENTS (INCLUDING VULNERABLE ADULTS AND CHILDREN) AND CUSTOMER IMPACT

- 8.1 The procurement of a local Children's Home will mean that children and their families benefit from continuity of care and links to local services and support.

9. TRANSFORMATION/POLICY IMPLICATIONS

- 9.1 The Council's duties in relation to children in care are set out in Part 3 of the Children Act 1989 and the Care Planning, Placement and case Review Regulations 2010 and associated secondary legislation and guidance. Sections 22A to 22D of the Children's Act 1989 deal specifically with the Council's duties to secure accommodation for a Looked After child and provide the framework for decisions as to the type and nature of accommodation appropriate for a child's specific circumstances. The Council has a duty under s.22(C)(5) where a placement with the child's parents is not possible to secure 'the most appropriate placement available' to promote and safeguard the child's welfare. Section 22(C)(7) to (9) requires (among other

conditions) that 'in so far as is reasonably practicable' any placement must allow the child to live near his / her home and be within the local authority area. Alternative placements should only be considered where these conditions cannot be achieved or are otherwise determined not to be in the best interests of the child for safeguarding reasons.

- 9.2 Market testing, as outlined above, is in line with the Corporate Strategy set out in Making Bromley Even Better 2021-2031 and Transforming Bromley 2024 -2028 specifically in relation to:

Corporate Ambition 1: For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.

Corporate Ambition 5: To manage our resources well individually and collectively, providing efficient services and excellent value for money for Bromley residents.

10. IT AND GDPR CONSIDERATIONS

- 10.1 Not applicable at this stage.

11. STRATEGIC PROPERTY CONSIDERATIONS

- 11.1 Not applicable at this stage.

12. PROCUREMENT CONSIDERATIONS

- 12.1 This report seeks to proceed to formal market testing, via a compliant procurement process, to develop solutions for specialist children's residential provision, with the details, costs and nature of any solution to be developed through the market testing process.

- 12.2 This is an above threshold contract, covered by Schedule 3 of the Public Contracts Regulations 2015. A Light Touch Procedure process will be used and a timetable is included at Section 4.4 above.

- 12.3 The Council's specific requirements for authorising proceeding to procurement are covered in Rules 1 and 5 of the Contract Procedure Rules with the need to obtain the formal approval from the Executive, with agreement of the Chief Officer, Assistant Director Governance & Contracts, the Director of Corporate Services, Director of Finance and the Portfolio Holder for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

- 12.4 In compliance with the Council's Contract Procedure Rules (Rule 3.6.1), this procurement must be carried out using the Council's e-procurement system.

- 12.5 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

13. FINANCIAL CONSIDERATIONS

- 13.1 There are no financial considerations at this stage as engagement with the market has not yet commenced.
- 13.2 However, it is envisaged that any proposal will make financial savings based on current spot purchase costs. Any proposal will be worked through and reported back to the Executive for approval in due course.

14. PERSONNEL CONSIDERATIONS

- 14.1 Not applicable.

15. LEGAL CONSIDERATIONS

- 15.1 This report requests Members to proceed to formal market testing, via a compliant procurement route to develop a detailed business case for innovative solutions for the provision of specialist children’s residential provision, including partnership arrangements and investment solutions.
- 15.2 As is further detailed in this report, the Council has a statutory duty in accordance with section 22 of the Children’s Act 1989 to secure accommodation for a looked after child and safeguard and promote the child’s welfare.
- 15.3 The proposed residential care services are services included under Schedule 3 of the Public Contract Regulations 2015 (the Regulations). As the procurement will be above the financial threshold of £ £663,540, it is subject to the Light Touch Regime and is governed by Section 7 of those Regulations.
- 15.4 In accordance with the Regulations, the Council is permitted to conduct market consultation and seek advice from experts or market participants providing any advice used in the planning and conduct of a procurement procedure does not have the effect of distorting competition and does not result in a violation of the principles of non-discrimination and transparency.

16. IMPACT ON HEALTH AND WELLBING

- 16.1 Should the local authority manage to secure a provider local to Bromley, in addition to the therapeutic provisions provider at the unit, children will benefit from ongoing support from the CLA nurse, local CAMHS services, THRIVE, Active Involvement service and any other local health and wellbeing services.

17. WARD COUNCILLOR VIEWS

- 17.1 Not applicable.

Non-Applicable Headings:	IT AND GDPR CONSIDERATIONS STRATEGIC PROPERTY CONSIDERATIONS PERSONNEL CONSIDERATIONS WARD COUNCILLOR VIEWS
Background Documents: (Access via Contact Officer)	[Title of document and date]

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Report No.
ES20394

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EXECUTIVE

PRE-DECISION SCRUTINY BY THE ENVIRONMENT & COMMUNITY SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Date: Wednesday 10 July 2024
Wednesday 12 June 2024

Decision Type: Non-Urgent Executive Key Non-Key

Title: CONTRACT AWARDS FOR ADDITIONAL ARBORICULTURAL SERVICES SUPPLIERS

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Chief Officer: Director of Environment and Public Protection

Ward: All

1. Reason for decision/report and options

- 1.1 Following approval by the Executive to procure additional suppliers to supplement the existing supply chain arrangements for arboricultural services (**ES20282**), this report details the outcome of the tender process and recommends the award of four area-based contracts and the establishment of a framework.
- 1.2 This report is accompanied by a Part 2 report of the same title, which provides further commercially sensitive information relevant to the recommendations in this report, including the names of the winning bidders, the scores awarded and the estimated contract values.

2. **RECOMMENDATION(S)**

The Environment & Community Services Policy Development and Scrutiny Committee are asked to:

- 2.1 **Review the report and provide their comments to the Executive for their consideration.**

The Executive are asked to:

- 2.2 Approve the award of the contracts for Lots 1 – 4 to the providers named in the Part 2 Report in accordance with the detailed recommendations set out in the accompanying Part 2 report, noting that the contracts will commence on 1st September 2024 for a period of 3 years with the option to extend for a further period of up to one year.**
- 2.3 Agree to appoint contractors to a framework for aboricultural services in accordance with the detailed recommendations set out in the Part 2 report. The framework will commence on 1st September 2024 for a period of 3 years with the option to extend for a further period of up to one year.**

Impact on Vulnerable Adults and Children

1. Summary of Impact: The health benefits provided by trees are particularly important for adults and young people suffering from mental illness or respiratory disease.
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Transformation Policy

1. Policy Status: Existing Policy: Tree Management Strategy 2023 - 2027
2. Making Bromley Even Better Priority:

(4) For residents to live responsibly and prosper in a safe, clean, and green environment great for today and a sustainable future.

(5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: These are set out in the Part 2 report.
 2. Ongoing costs: These are set out in the Part 2 report.
 3. Budget head/performance centre: Arboriculture Management R06800
 4. Total current budget for this head: £847k, 2024-2025 Revenue controllable budgets
 5. Source of funding: Revenue budgets and Earmarked Reserves- Arboriculture Backlog Fund
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Personnel

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

Legal

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

1. Summary of Procurement Implications: The actions proposed in this report are compliant with the Council's CPRs and PCR 2015.
-

Property

1. Summary of Property Implications: N/A
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Carbon reduction and social value implications were assessed as part of the qualitative evaluation of tenders.
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Impact on the Local Economy

1. Summary of Local Economy Implications: The economic benefits that well managed trees provide are set out in the Council's Tree Management Strategy.
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Well-managed trees provide many benefits to health and wellbeing.
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Customer Impact

1. Estimated number of users or customers (*current and projected*): N/A
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Ward Councillor Views

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

3. COMMENTARY

- 3.1. On 20th November 2018, the Executive agreed to award the arboricultural services contract to Glendale Countryside Ltd for a contract period of 8 years, with the option to extend for a further two 4-year periods, for a total contract sum of £4.27m, (£8.54m over 16 years) (ES18077). This award followed a competitive two-stage tender process; the first stage used a Selection Questionnaire to agree a shortlist of tenderers, followed by the evaluation of the invited bidders during the second stage. This procurement was authorised by the Executive in February 2017 (ES17002).
- 3.2. The primary purpose of the contract is for the maintenance of the borough's tree stock, including street trees, park trees and trees in council managed woodlands and conservation sites. Works are identified and instructed by the Council's tree officers through a triennial programme of inspections and in accordance with the adopted Tree Management Strategy. Jobs are also raised through the emergency call out process. The contract with Glendale was designed to allow for a variable quantum of work with costs based on the application of a schedule of rates. When jobs are raised, they are assigned a priority rating which determine the contractual timeframe for completion.
- 3.3. There have been issues with Glendale's performance which have been documented through the annual contract performance reports (most recently ES20298) and the quarterly performance overview reports (most recently ES20367) presented to the Environment & Community Services PDS Committee.
- 3.4. On 5th July 2023, the Executive agreed to the procurement of additional suppliers to supplement the arrangements for arboricultural services with Glendale Ltd on a regular and ongoing basis and agreed to adopt a lotting strategy to procure multiple suppliers. It was agreed that demand would be split across four geographical lots, with no one contractor being awarded more than one of these area-based contracts.
- 3.5. The lotting strategy for the tender was as below, and included a fifth lot to establish a framework of contractors that would add further resilience:

Lot 1	Area based contract for a single supplier: Beckenham Town & Copers Cope Clock House Crystal Palace & Anerley Kelsey & Eden Park Penge & Cator Shortlands & Park Langley
Lot 2	Area based contract for a single supplier: Bickley & Sundridge Bromley Common & Holwood Bromley Town Mottingham Petts Wood & Knoll Plaistow
Lot 3	Area based contract for a single supplier: Chelsfield Chislehurst

	Orpington St Mary Cray St Paul's Cray
Lot 4	Area based contract for a single supplier: Biggin Hill Darwin Farnborough & Crofton Hayes & Coney Hall West Wickham
Lot 5	Framework for ad hoc packages of work with multiple suppliers appointed to cover the whole borough.

- 3.6. The area based lots have been determined to apportion a comparable number of trees in each area to each contractor and mirrors the areas assigned to the Council's Tree Officers who undertake the triennial inspection programme and generate work requests. Lot 5 creates a framework of suppliers which can be called on for pre-determined packages of ad hoc work and will create an additional level of resilience into the supply chain should extra resources be needed to deal with, for example, storm events and subsequent clean-up activities.
- 3.7. It was agreed that the tender for these lots would be advertised through an open tender process and delivered in accordance with the Council's Contract Procedure Rules. It was agreed that tenders would be evaluated based on a 60:40 split of price and quality with the winning bidders being those that submitted the Most Economically Advantageous Tender (MEAT).
- 3.8. Before advertising the tender, two sets of contract documentation were prepared; one for the area-based lots, and one for the framework. Learning from the existing contract was reviewed and incorporated into the new contract documentation; this included a review of the Performance Management Framework, Specification and Pricing Document.

4. CONTRACT AWARD RECOMMENDATION

Tender Summary

- 4.1. The procurement was undertaken through the Proactis e-tendering system. The tender was published using Contracts Finder on 6th February 2024, and the deadline for tenders was 7th March 2024; this was subsequently extended by a week to 14th March 2024. Officers evaluated tenders in March and April 2024.
- 4.2. Ten bidders submitted tenders with these differing across the various lots. This is further set out in the Part 2 report.
- 4.3. As set out in paragraph 3.7, tenders for each lot were evaluated to establish the Most Economically Advantageous Tender with scores awarded for finance and quality, and these were weighted at 60% and 40% respectively which is standard practice.
- 4.4. To evaluate the quality of the tenders, the following criteria and weightings were used:

Criteria	Weight %
Financial Resources & Contract Affordability	10%
GDPR (General Data Protection Regulations) & Information Governance	5%
Quality & Operational Competence	20%
Service Delivery & Sustainability	25%
Technical Ability	20%
Health & Safety and Risk Management	15%
Social Value	5%

- 4.5. Scores were awarded for each bidders' quality submission by a panel which included the Assistant Director, Environment (Carbon Management & Greenspace), Greenspace Contracts and Programmes Manager and Arboricultural Services Manager, with additional support provided by the rest of the project team which included the Senior Accountant (Environment & Corporate Services) and was facilitated by the Senior Procurement Officer. The weightings were then applied to the scores and added to a score derived from the financial evaluation of bids.
- 4.6. As set out in paragraph 3.2, contract costs for Lots 1-4 will vary depending on a number of factors; works are carried out to trees to manage the Council's statutory and other responsibilities in terms of the maintenance of its tree stock and in accordance with the adopted Tree Management Policy. The quantum and value of works orders being placed with contractors is therefore variable, and the contract values are for this reason only estimates at award stage. To manage this unpredictability, the contract is based on a works being priced in a Schedule of Rates, and these rates being used in relation to jobs as and when they are raised during the term of the contract. To evaluate the tenders for Lots 1-4, a notional 'basket of goods' has been applied to these rates for the purposes of evaluation only; it has been made clear to bidders through the tender documents that these volumes are not indicative volumes or any guarantee of work. This has produced a value that can be scored in accordance with the Council's standard processes and is based on an average of all prices received.
- 4.7. The contract costs for Lot 5 will be likewise variable depending on the requirement for any ad hoc or additional packages of work that are identified by the Council during the term of the framework. To commission works from Lot 5, the options are:
- To make a direct award to the supplier whose tendered rates are the lowest for any given package of works, and where the supplier has availability to deliver the works in accordance with the specified programme. If the cheapest supplier is not available, works may be awarded to the next cheapest supplier, and so on.
 - To run a mini competition for a requirement, where bidders can opt in to bid and may provide additional qualitative information (if required) or ad hoc prices, to be evaluated in accordance with the rules of the framework.

- 4.8. The same process as described in paragraph 4.5 was used to produce a financial score for Lot 5 bidders, but any bidder that achieved a pass mark for their tender could be appointed to the framework.
- 4.9. The scores awarded to each bidder for each Lot are set out in the accompanying Part 2 report.
- 4.10. The tender was designed so that for Lots 1-4, subject to the number of tenders received, only one lot would be awarded to an individual supplier, with the aim that each lot would be won by a different supplier. Bidders applying for multiple lots were therefore asked to provide their order of preference for each Lot, so if they were the Most Economically Advantageous Tender for more than one Lot, they would choose the Lot they wanted to be awarded, and the other Lot(s) would be awarded to the next Most Economically Advantageous Tender(s).
- 4.11. Once these preferences had been applied, a supplier for each of Lots 1-4 was identified as the winning bidder and it is recommended that contracts are awarded, as set out in the accompanying Part 2 report.
- 4.12. Seven bidders received an acceptable score in relation to Lot 5 and it is recommended that these suppliers (also identified in the accompanying Part 2 report) are appointed to the framework.

Key Performance Indicators

- 4.13. Contracts for Lots 1 – 4 obligate the supplier to complete jobs raised by the Council within contractually specified timeframes, with these timeframes identified through the risk assessment of the Tree Officer raising the works. The Performance Management Framework is based on the format used for all environment contracts, but the specific Key Service Objectives (KSO) and Key Performance Indicators (KPI) have been significantly amended, with the aim of:
- Providing a more detailed overview on performance in relation to jobs under each contractual timeframe.
 - To tailor the corrective action plan process to achieve quicker resolutions, proportionate to the urgency of the job when it was first raised.
 - Allowing the Council to step in at an earlier stage and use a different supplier (via the framework) to undertake works not completed in accordance with corrective action plans, to prevent the build-up of large backlogs of work.
- 4.14. Failure to meet the KSOs or KPIs (key performance indicators) will result in the application of Performance Adjusted Values.
- 4.15. Performance requirements for works that are procured via the framework may be identified for each order on the order form and will be linked to the quality and programming of the works. These will be managed through the application of service omissions and service failures which if triggered require rectification within a reconciliation period, after which the supplier may be subject to the application of a Performance Adjusted Value which is capped at a percentage of the value of the order.

5. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 5.1. In accordance with the Council's Sustainable Procurement commitments, the evaluation criteria for the procurements included qualitative assessment of the social value that suppliers can offer under the contracts. Specifically, bidders were asked to set out their approach to reducing carbon emissions, and under separate evaluation criteria officers assessed suppliers' approach to waste management and the implementation of environmental management systems.

- 5.2. The specification included requirements linked to good practice around the disposals of arisings and waste, with a view to it being reused or recycled where possible for the benefit of local communities.

6. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 6.1. The delivery of arboricultural services affects the lives of all residents. There are several health benefits to a well-managed tree stock, but which are of particular importance to those adults and young people suffering with poor mental health and respiratory illness. Research indicates that spending time around trees reduces depression and anxiety, especially when combined with exercise.

7. TRANSFORMATION/POLICY IMPLICATIONS

- 7.1. The arboricultural services contracted by the Council support the delivery of the ambitions within the Corporate Strategy: Making Bromley Even Better, with the most direct impact on ambition 4 – for residents to live responsibly and prosper in a safe, clean, and green environment, great for today and sustainable for the future. These services will also deliver works in accordance with the adopted Tree Management Strategy 2023 – 2027.
- 7.2. The recommendations to put additional suppliers within the supply chain are part of the Council's risk management strategy to ensure that essential works, such as those required under law, are completed within a reasonable timeframe. Whilst the individual rates for jobs are higher than those enjoyed under the contract with Glendale, the contract is based on a schedule of rates and therefore there is some flexibility to manage works in relation to the budget, albeit that this may in the future require policy changes.

8. FINANCIAL IMPLICATIONS

- 8.1. The financial implications are set out in the accompanying Part 2 report.

9. LEGAL IMPLICATIONS

- 9.1. This report seeks authority to award contracts for the provision of Arboricultural Services for Lots 1 to 4 and Framework Agreements for Lot 5 to the proposed providers listed in the accompanying Part 2 report. The proposed term of the contracts and Framework Agreement are three years with the option to extend for a further period of one year.
- 9.2. The Council is responsible for and therefore has a duty of care under the law for all trees growing on its land including street trees, trees on public open spaces and in woodlands. This duty arises from obligations created under the Occupiers Liability Acts 1957/1984 and the Highways Acts 1980. To discharge this duty the Council must manage the trees on its land to a safe standard. By procuring these services and awarding the proposed contracts, the Council will be fulfilling its duty to do all that is reasonably practical to minimise the risk of people being harmed or property being damaged because of an incident associated with trees on Council property.
- 9.3. As outlined in the Procurement Implications, this is an above threshold contract for services governed by the requirements of the Public Contracts Regulations 2015. An open procedure was undertaken for Lots 1 – 4 and a Framework established in accordance with Regulation 33 for Lot 5. It should be noted that a Framework Agreement under Regulation 33 cannot be for a period of more than 4 years.

9.4. The Procurement Implications also outline the requirements in accordance with the Council’s Contract Procedure Rules, Rule 16 for authorising the award of the contract. Once a decision has been made, if approved, and the standstill period observed, Legal services will assist with finalising and completing with the providers the contracts for Lots 1 – 4 and the Framework Agreements for Lot 5.

10. PROCUREMENT IMPLICATIONS

10.1. This report seeks to award contracts for Lots 1 to 5 for the provision of Arboricultural Services to the Providers detailed in the accompanying Part 2 Report. The Contracts will commence on 1st September 2024 for a period of three (3) years, with the option to extend for a further period of up to one year. The estimated annual and whole life values of each contract are detailed in the Part 2 Report.

10.2. This is a Service Contract and is covered by the Public Contract Regulations 2015. A summary of the consensus scores against the quality criteria for each Lot are set out in the Part 2 Report.

10.3. An open tender process was carried out in line with the requirements of the Public Contract Regulations 2015, and the Council’s Contract Procedure rule 8.2.1.

10.4. The requirements for authorising an award of contract are covered in Contract Procedure Rule 16. For contracts of the value set out in the Part 2 Report, the Approval of Executive is required, following Agreement by the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Finance, and the Director of Corporate Services.

10.5. In accordance with Contract Procedure Rule 2.1.2, Officers must take all necessary professional advice.

10.6. Following the decision, a Find A tender Notice will be issued, and as the contract values are over £30,000, an Award Notice will be published on Contracts Finder.

10.7. A statutory Standstill Period will be observed in accordance with the Public Contract Regulations 2015.

10.8. The actions identified in this report are provided for within the Council’s Contract Procedure Rules, and the proposed actions can be completed in compliance with their current content.

11. IMPACT ON THE LOCAL ECONOMY

11.1. The economic benefits that well managed trees provide are set out in the Council’s Tree Management Strategy.

12. IMPACT ON HEALTH AND WELLBEING

12.1. Maintenance decisions in relation to the council’s tree stock are taken to comply with the policies set out in the Tree Management Strategy. These policies are set in the context of the benefits that trees provide to residents’ health and wellbeing and prioritise public safety.

Non-Applicable Headings:	Personnel Implications, Property Implications, Ward Councillor Views, Customer Impact
Background Documents: (Access via Contact Officer)	Tree Management Strategy 2023 – 2027 ES20367 – ECS Performance Overview

	ES20298 – Glendale Annual Contract Performance Report 2022/23 (Arboricultural Services). ES20282 – Delivery of Arboricultural Services (Part 1 and 2) ES18077 – Award of Contract for Arboricultural Services ES17002 – Environmental Services Procurement Strategy
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Report No:
ES20926

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Executive

Pre-Decision Scrutiny by the Environment & Community Services Policy Development & Scrutiny Committee (12 June 2024)

Date: 10 JULY 2024

Decision Type: Non-Urgent Executive Key

Title: **PARKING SERVICES: COLLABORATION AGREEMENT AND CONTRACT PROCUREMENT STRATEGY**

Contact Officer: Chloe Wenbourne, Head of Shared Parking Services
E-mail: Chloe.Wenbourne@bromley.gov.uk

Chief Officer: Assistant Director of Traffic and Parking, Director of Environment and Public Protection

Ward: (All Wards);

1. Reason for decision/report and options

- 1.1 The contract for Parking Services ends in March 2027 with no options to extend. A Shared Services Collaboration Agreement with the London Borough of Bexley has been in place since 2013 through which the respective Parking Services contracts for each borough have been jointly procured with both contracts managed through a shared services client unit, with Bromley acting as the host borough.
- 1.2 This report seeks in principle approval to procure the Bromley Parking Services contract through continuation of the joint procurement and shared services client unit arrangement with the London Borough of Bexley, for a new contract to commence from April 2027.
- 1.3 To support this, the report seeks formal approval to renew the Shared Services Collaboration Agreement with the London Borough of Bexley for the remaining period of the current contract term and for the contract term of the new Parking Services contract once that is known.

2. RECOMMENDATION(S)

- 2.1 The Environment & Community Services Policy Development & Scrutiny Committee is asked to note and comment on the report.
- 2.2 Executive is recommended to:

- i) Approve renewal of the Shared Services Collaboration Agreement for Parking Services with the London Borough of Bexley for the remaining term of the Parking Services contract and the term of the new Parking Services contract procured through those arrangements.
- ii) Approve, in principle, to proceed to procurement through the Shared Services Collaboration Agreement for a new Parking Services contract to commence from April 2027, noting that a further Gateway report on the detailed commissioning and procurement strategy for Parking Services will be presented for Executive approval prior to commencement of tender.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Parking Enforcement provides parking facilities for Disabled Badge Holders, as well as enforcing any misuse of disabled badges
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Transformation Policy

1. Policy Status: Parking Strategy
 2. Making Bromley Even Better Priority:
To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: £200k p/a as per the 24-25 Parking Shared Services Statement
 2. Ongoing costs: Estimated savings from joint tendering of the Parking Contract (was £500k savings for Bromley for the existing contract over the full contract term)
 3. Budget head/performance centre: Parking Services, includes R64200 Parking Shared Services
 4. Total current budget for this head: £9.5m
 5. Source of funding: Controllable Revenue budgets in Parking
-

Personnel

1. Number of staff (*current and additional*): 10
 2. If from existing staff resources, number of staff hours: ~
-

Legal

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

1. Summary of Procurement Implications: This report seeks in principle approval to proceed to procurement through the shared services arrangement with London Borough of Bexley. A further Gateway report will set out the detailed procurement strategy.
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Consideration for more electric vehicles to be used for enforcement.
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Impact on the Local Economy

1. Summary of Local Economy Implications: This service provides parking facilities to help support the local residents and local businesses.
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: n/a
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Customer Impact

1. Estimated number of users or customers: All motorists parking within the Borough.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments?
 - The Portfolio Holder for Transport, Highways & Road Safety supports this approach.
2. Summary of Ward Councillors comments:
 - N/A

3. COMMENTARY

- 3.1 The Shared Parking Service was formed on the 3 April 2013 between the London Boroughs of Bromley and Bexley. The arrangement saw the two separate Parking Services form one team, to manage and operate the services for both Boroughs but with a joint workforce.
- 3.2 The host Borough within the arrangement was named as Bromley, therefore all staff are based at the Bromley Civic Offices, recently moving to Churchill Court as early movers.
- 3.3 All staff within the arrangement remain employed by the Borough who originally employed them, and all their HR terms and conditions remain that of that same Borough.
- 3.4 All staff within the Shared Service work on behalf of both Boroughs, however the services remain separate to the Boroughs with separate contracts and enforcement officers. Officers within the Shared Service will liaise separately with the relevant teams, such as Finance, Traffic Services, Highways etc on matters relating to that Borough.
- 3.5 The arrangement has allowed for both Boroughs to share the staff expertise so that they can benefit from this shared experience to maximise the efficiencies and savings to both Councils, as well as offering a joint approach to working to improve the service provided to the customer.

The Collaboration Agreement

- 3.6 The Shared Services agreement was first approved in the Environment PDS committee on the 20 November 2012 and at the Executive and Resources PDS committee on the 21 November 2012. As part of the recommendations, it was agreed that a Shared Services Collaboration Agreement would be drafted, sealed and signed by both Boroughs.
- 3.7 The collaboration agreement acts as a governance for both Boroughs and formalises the arrangement, detailing the partnership in full as well as all financial details.
- 3.8 All expenditure associated with the running of the Services is the responsibility of the individual Boroughs, this is a separate process that is not included within the Shared Parking Services. These expenditures include but are not limited to:
 - Parking Contract
 - Enforcement - both Civil Enforcement Officers and CCTV cameras
 - Processing Parking Permits, Suspensions and dispensations
 - Printing of statutory Documents
 - DVLA enquiries
 - RingGo merchant fees
 - Business rates of car parks
 - Maintenance costs for car parks
 - Parking ICT software
- 3.9 Similar to the above, all income generated from the service is reconciled by Parking Services with the support of the individual finance colleagues, this process is not included in the financials of this agreement.
- 3.10 The Collaboration Agreement covers how the two Borough share the split resource with the majority of staff having their time and salary split 50:50 between the two Boroughs, whereas the Parking Support Officers who are responsible for investigating and responding to the

representation received against PCNs, time is split dependent on the number of Penalty Charge Notices issued, the current split is 58.5% Bromley and 41.5% Bexley.

- 3.11 Under the current level of Penalty Charge Notices (PCNs) issued and the current split in Bromley and Bexley employed staff, London Borough of Bexley currently pay an annual fee of £150,000 to LB Bromley, this has potential to change depending on the percentage split of the PCNs issued and any changes in staff.
- 3.12 The agreement also sees LB Bexley paying LB Bromley for the ICT equipment provided plus rent for accommodation costs.
- 3.13 A quarterly invoice is reconciled and raised by Bromley to Bexley, a calculation of the staff time is provided as well as other agreed costs such as ICT, HR, finance costs etc.
- 3.14 The initial period of the Collaboration Agreement was from the 3 April 2013 to the 30 September 2016. Formal renewal should have been sought at the point of contract award for the new Parking Services contract in 2016 but this aspect was overlooked, albeit implied in the contract award decision. Although the formal Collaboration Agreement has expired, the service has continued to be managed as a Shared Service. This report seeks to address this oversight and seeks approval to formally renew the Shared Services Collaboration Agreement under the same terms and conditions. The renewal will be for the remaining lifetime of the current contract, backdated as appropriate from the commencement of the contract. The authorisation for renewal will also cover the period of the contract term for the new Parking Services contract, once this period has been established through the retendering process.

Parking Contract Retender

- 3.15 One of the many benefits of the Shared Service Agreement was the procurement and management of the current Parking Services contract with APCOA which commenced in April 2017 for a ten year period.
- 3.16 The two Boroughs jointly procured the service for two separate contracts for each borough but with a joint specification, highlighting sections that were only for the respective Boroughs. This allowed for both Boroughs to maximise on savings by procuring a joint discount for a joint award of contract.
- 3.17 During the procurement process, the two Boroughs created a joint Contract Board which had representatives from both Boroughs from Legal, Finance, Procurement and of course the Parking team.
- 3.18 The APCOA Contracts have worked well for both Boroughs, reducing the price for the joint partnership, providing savings for both Boroughs, and operationally the team can share the same ICT system, have joint contract meetings as well as share the staff for the enforcement and operational matters.
- 3.19 The existing contract will expire in March 2027 and will need to be retendered or commissioned in a different way. The following options are listed for consideration.
- 3.20 The 3 options for retendering are as follows:
 - Option 1 – Look at in-house provision of services.
 - Option 2 – Retender the contract for LB Bromley / LB Bexley only.
 - Option 3 – Retender the contract encouraging a joint working relationship with LB Bromley and Bexley.

- 3.21 Bringing services in-house will bring new challenges for officers, such as capital and revenue costs that would not otherwise be incurred such as sourcing a base for the CEOs to deploy from, sourcing / managing transportation and managing a high turnover of staff. Therefore, officers do not recommend this option.
- 3.22 LB Bromley and LB Bexley could tender separately, however this would reduce the benefit of the shared client unit services and is likely to lead to operational problems for the Council team as they would have to manage and operate under two potentially dissimilar contracts, as well as potentially different contractors and ICT systems.
- 3.23 Retendering jointly will facilitate best value through the tender process due to the scope of the contract and the reduction of duplicate provider resources across the two boroughs. It will allow officers to be more efficient in managing one specification, although legally they will remain 2 contracts and therefore two sets of KPIs will be reviewed and invoices paid. Continuation of the shared services client unit arrangement will reduce duplication of resource across both boroughs and more effective contract management.
- 3.24 Officers recommend that a joint Contract Board would be created to project manage the retendering of the Parking Contract.
- 3.25 A proposed outline timetable for the procurement of the contract is below.

Task	Duration	Start Date	End Date
Specification and contract module work commence including Market Research.	18 months	1 st April 24	31 st March 25
Create a Contract board with members of key services from both Bromley and Bexley.	On-going	1st April 25	-
Specification contract module work / approval by the board.	6 months	1st April 25	31st October 25
Formal Proceed to Procurement decision (Executive)	2 months	1 September 25	31st October 25
Invitation to tender	4 months	1 st November 25	27 th Feb 26
Tenders returned	-	28 th Feb 26	28 th Feb 26
Evaluation of method Statement, schedule of rates etc	4 months	1 st March 26	30 th June 26
Award of contract (Executive)	2 months	1 July 2026	30 August 2026
Implementation set up	9 months	1 st July 26	31 st March 27
Go Live.	-	1 st April 27	-

- 3.26 Within the existing contract, both councils procured a discount for awarding a 10 year straight contract and a further 5% discount for procuring together as a joint service, equating to more than £500k saving over the contract term.

- 3.27 The new contract will look at further transformation ideas that may be able to improve the service moving forward, as well as exploring any potential savings or efficiencies to the service.
- 3.28 Officers within the parking team have already started to think about the positives and negatives of the existing contract so that a robust and precise specification can be drafted that really allows for the service to be managed to a high standard. Discussions have started to what level of performance indicators are needed to protect the council to when there may be any failings by the contractor, without risking the contract price being increased.
- 3.29 The current responsibilities of the existing contract are listed below; this demonstrates the extensive work that is required by the team over the next 18 months:
- Enforcement of PCNs, both on and off street.
 - Enforcement of CCTV PCNs for bus lanes, school keep clear markings and moving traffic contraventions.
 - Suspensions and dispensations
 - Car park management, including cleaning and maintenance.
 - Parking related signs and lines maintenance (replacement only)
 - Cashless parking solutions (RingGo)
 - Parking and permit IT systems
 - Cash collection and counting – Civic Car Park only.
 - Enforcement agents (bailiffs)
 - Business processing solutions. printing and sending correspondence.
 - Reconciliation of all income streams, including PCNs, on and off street parking places and permits.
 - CEO enforcement of Blue Badge misuse
 - School crossing patrols
- 3.30 As per 3.24, a contract board will be formed with representatives from both Bromley and Bexley's key services, such as Legal, Procurement and Finance so that the team can ensure that all points have been considered thoroughly.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

Parking Enforcement provides parking facilities for Disabled Badge Holders, as well as enforcing any misuse of disabled Badges.

5. TRANSFORMATION/POLICY IMPLICATIONS

The new contract will encourage transformation ideas to the service.

6. FINANCIAL IMPLICATION

- 6.1 The report is seeking approval to renew the Shared Service Collaboration Agreement between the London Borough of Bromley and the London Borough of Bexley for Parking Services until 31st of March 2029 and then extend it further to match the length of the new contract. The Collaboration Agreement covers how the Boroughs share their resources, majority of staff have their time and salaries split 50:50 between the two Boroughs. The Parking Support Officers who work with Penalty Charge Notices split their time based on the number of received PCNs (currently 58.5% Bromley and 41.5% Bexley). Currently, the LB.. of Bexley pays £150,000 per year to the LB.. of Bromley based on the current level of Penalty Charge Notices (PCNs) issued

and the current % split of the two Boroughs' employees. The LB.. of Bexley pays a quarterly invoice to the LB.. of Bromley based on the calculated staff time, ICT costs, HR, finance costs, accommodation costs.

- 6.2 The report is seeking permission to extend the Parking Services Contract that expires in March 2027 alongside The London Borough of Bexley, procuring separate contracts but with a joint tender exercise.
- 6.3 There are 3 options to procure a new Parking Services Contract, this report is recommending Option 3, to retender the contract encouraging a joint working relationship with LB Bromley and Bexley.
- 6.4 All costs for the renewal of the Shared Service Collaboration Agreement and the procurement of a new Parking Services Contract will be funded from the controllable revenue budgets in Parking. The new contract will seek to achieve savings over the contract's term for the service. The current contract has achieved over £500k in savings over 10 years as the two authorities procured it as a joint service.

7. LEGAL IMPLICATIONS

- 7.1 This report seeks in principle decision to proceed to procurement for a new Parking Services contract to commence from April 2027. It is proposed to jointly procure the contract with London Borough of Bexley via a Shared Services Collaboration Agreement. Although jointly procured, separate contracts will be placed between the proposed supplier and the London Borough of Bromley and London Borough of Bexley respectively. Authority is also sought to approve renewal of the Shared Services Collaboration Agreement for Parking Services with the London Borough of Bexley for the remaining term of the Parking Services contract and the term of the new Parking Services contract procured through those arrangements, noting that this approval is in part retrospective.
- 7.2 There are a number of powers that allow:-
 - (i) local authorities to provide services to each other – Local Government Goods and Services Act 1970
 - (ii) To place staff at the disposal of another local authority – Local Government Act 1972 s.113
 - (iii) To exercise functions jointly or to make arrangements for the discharge of their functions by another local authority – Local Government Act 2000 s.9 and Local Government Act 1972 s.101(5)
 - (iv) To do anything which is calculated to facilitate, or is conducive or incidental to the discharge of any of its functions – Local Government Act 1972 s.111
- 7.3 As outlined in the Procurement Implications, due to the value of the contract and the proposed timetable, the procurement will need to be carried out in accordance with the Procurement Act 2023 (due to come in to force on 28th October 2024) and any associated secondary legislation or regulations issued under the Act. The Procurement Implications also outline the necessary approvals required under the Council's Contract Procedure Rules (CPRs) for proceeding to procurement under CPR 1.3.
- 7.4 The Collaboration Agreement provides that the shared parking services arrangements would continue until 30th September 2016 (the Initial Term) and that the Councils could by unanimous agreement of the Stakeholder Board in writing extend the Initial Term for a further specified term or terms.

7.5 Although the main substantive terms of the Collaboration Agreement will remain the same it would seem prudent to take the opportunity at this stage to review and update the agreement, particularly in light of any legislative changes that have occurred since it was put in place in 2013. The data protection provisions do not make reference to provisions of the Data Protection Act 2018 and UK GDPR.

8. PROCUREMENT IMPLICATIONS

8.1 This report seeks in principle decision to proceed to procurement for a new Parking Services contract to commence from April 2027. It is proposed to jointly procure the contract with London Borough of Bexley via a Shared Services Collaboration Agreement, for which renewal is sought. Although jointly procured, separate contracts will be placed with London Borough of Bromley and London Borough of Bexley respectively. Bromley will act as the host borough for the Shared Services client unit arrangement.

8.2 A detailed Gateway Proceed to Procurement will be submitted for Executive decision in due course, setting out further detail on the proposed procurement strategy prior to commencement of tender. At this time, detail on the proposed procurement route, detailed timetable, proposed contract term and estimated value of contract is still to be determined through the proposed Contract Board for this contract. The purpose of this initial report is the in-principle decision to procure through continuation of the Shared Services Collaboration Agreement.

8.3 Based on the current contract and the classification of the contract as a supplies contract, the procurement process shall comply with the relevant Public Procurement Regulations for an above threshold procurement process. It is to be noted that the procurement is likely to commence following the 'go live' date of the new Procurement Act 2023 Regulations and should be designed in accordance with those Regulations.

8.4 The Council's specific requirements for authorising in principle proceeding to procurement are covered in 1.3 of the Contract Procedure Rules with the need to obtain the formal Approval of the Executive following the Agreement of the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

8.5 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

Non-Applicable Headings:	
Background Documents: (Access via Contact Officer)	Parking Shared Service – November 2012

Report No.
HPR2024/021

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EXECUTIVE

10th July

Date: For Pre-Decision Scrutiny by the Renewal, Recreation and Housing PDS Committee on Wednesday 19 June 2024

Decision Type: Non-Urgent Executive Key

Title: PROCEEDING TO PROCUREMENT: MANORFIELDS TRANSITIONAL ACCOMMODATION

Contact Officer: Oliver Punter, Regeneration Project Manager, 020 3364 6816, oliver.punter@bromley.gov.uk

Alicia Egan, Head of Regeneration, 020 8313 4559, alicia.egan@bromley.gov.uk

Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: Orpington

1. Reason for decision/report and options

1.1. Following Executive approval of both the Housing Delivery Update Report (report no: HPR2023/051) in September 2023 and the Local Authority Housing Fund (report no: HPR2024/013) in April 2024, Executive are now asked to approve the recommendations contained within this report in order to proceed to procurement and begin construction works on the Orpington Manorfields site for the purposes of providing Transitional Accommodation. Members should note these recommendations will only be acted upon if there is a successful outcome to the LAHF.

2. **RECOMMENDATION(S)**

2.1 **The Renewal, Recreation and Housing PDS Committee is asked to note the contents of this report and make any comments available to the Council's Executive.**

2.2 **The Council's Executive is recommended to:**

- 1) **Subject to the successful confirmation of the Local Authority Housing Fund grant, approve proceeding to procurement via a two-stage tender for a principal contractor to deliver pre-construction works, as set out in this report, before proceeding to**

deliver the capital works subject to the final costs remaining within the budget identified in the April 2024 report (HPR2024/013); and,

- 2) Delegate authority to award the contract for works to the Director for Housing, Planning, Property and Regeneration, subject to agreement with the Portfolio Holder for Renewal, Recreation and Housing, the Assistant Director: Governance and Contracts, the Director of Corporate Services and Governance and the Director of Finance.**

Impact on Vulnerable Adults and Children

1. Summary of Impact: Manorfields Temporary Accommodation (TA) supports up to 62 families/individuals each day, providing shelter for those that do not have permanent living accommodation. These families and individuals currently share 1 kitchen and 2-3 bathrooms between 8-10 rooms. Through utilising a DLUHC LAFH grant the Manorfields regeneration project aims to give each of the TA residents a form of independence through improved transitional accommodation as they await their new home, as detailed within 3.9 – 3.11 and section 13.
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority:
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: Estimated cost up to £4.313m in grant funding, plus £888k from existing OPR capital budget.
 2. Ongoing costs: Non-Recurring Cost.
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: N/A
 5. Source of funding: DLUHC LAHF grant and OPR capital budget.
-

Personnel

1. Number of staff (*current and additional*): from existing staff until grant funding is received.
 2. If from existing staff resources, number of staff hours: n/a
-

Legal

1. Legal Requirement: Statutory Requirement: Local Authorities such as LBB have a statutory duty to provide accommodation for homeless households and are obliged to secure TA for that household.
 2. Call-in: Applicable: Executive decision.
-

Procurement

1. Summary of Procurement Implications: A two stage tender will be undertaken in compliance with the Public Contract Regulations 2015, but if the tender timetable is delayed, the tender will need to be undertaken in compliance with the Procurement Act 2023.
-

Property

1. Summary of Property Implications: £888k of funding from the existing OPR Capital Budget to be allocated to this project.
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: The primary purpose of this regeneration project is to improve the health, safety, educational attainment, employability, and mental wellbeing of those in Temporary Accommodation at Manorfields.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: N/A
-

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Improved independence and facilities will have a positive impact on the health and wellbeing of TA residents.
-

Customer Impact

1. Estimated number of users or customers (*current and projected*): Manorfields was inhabited by 60 people in March 2024 and has a maximum occupancy of 118 persons (92 beds) across 68 habitable rooms. The redevelopment of Manorfields is projected to have 91 habitable rooms within 40 units offering 94 bed spaces, with each unit having their own bathroom and kitchen. The current options from the feasibility study would triple the number of large family units at Manorfields (40% of units), building on the Council's commitment to supporting family units.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Ward Councillors support the recommendations.

1. BACKGROUND

- 3.1. In April 2024 (Report No HPR2024/013) the Executive approved the use of Local Authority Housing Funding (LAHF) towards an investment in the current Temporary Accommodation (TA) facility in Orpington, known as Manorfields. Amongst other workstreams, the Council has applied to the Department of Levelling up, Housing and Communities (DLUHC) for funding provided by the LAHF to create Transitional Accommodation at Manorfields. Transitional Accommodation has the same legal definition as Temporary Accommodation, but provides a higher quality setting, noting that residents are likely to be living there longer than the usual temporary period. The Council was expected to know the outcome of the funding application by 8 May, however, DLUHC have confirmed they are delayed in notifying Councils of the result of their applications. Therefore, whilst the Executive have already approved the addition of Manorfields to the Capital Programme at an estimated budget of £5.2m, officers are taking prudent measures to secure the governance arrangements to allow progressing works should the funding application be successful.
- 3.2. This report sets out recommendations to proceed to procurement and subsequently award the contract for works, subject to a successful LAHF funding application and the works being within budget. Members should note these recommendations are subject to the grant funding being awarded, and should the funding not be secured or the works exceed the budget, officers will bring back a report with further options to Executive for the Manorfields site.

PROPOSED WORKS

- 3.3. As set out in April 2024 (report No HPR 2024/013), the total value of the works to move Manorfields to a Transitional Accommodation development is expected to be circa £5.21m. As agreed by the Executive in April, this will be funded from £888k from the Council Operational Property Repair (OPR) Programme Capital Budget and £4.313m from the LAHF. The cost of match funding this grant is less than if the site was merely repaired and retained.
- 3.4. The existing building is comprised of 62 units, split by: single; parent & child; and larger family accommodation. The current proposals would deliver between 40 and 42 units, but would result in an increase to actual habitable room space and bed provision. Officers have worked with colleagues in housing on the feasibility scheme for the site to ensure the new formatted layout will meet with current and expected future demand of TA needs.
- 3.5. In March 2024, Manorfields had 60 residents, but has a maximum occupancy of 118 persons (92 beds) across 68 habitable rooms. The redevelopment of Manorfields is projected to have 91 habitable rooms within 40 units offering 94 bed spaces, with each unit having their own bathroom and kitchen, helping to create contained spaces that are more appropriate for longer term stays. The current preferred option from the feasibility works would triple the number of large family units at Manorfields (40% of units), allowing the Council to house more families in Council owned accommodation and reducing its expense on hotel accommodation. The self-contained units, proposed for Manorfields, would allow the opportunity for many families to create a more homely environment while they transition into permanent living accommodation. The proposed works would improve the quality of life for residents, not only by providing access to private bathrooms and kitchens, but also by providing access to communal spaces that allow them to excel, such as: children's play area, a book lending space, a computer space, an improved green space and a more welcoming reception.

PROGRAMME OF WORKS

- 3.6. Given the extensive pressures on housing, it would not be possible to undertake the works on site via a full decant, and a phased approach to the works is required. This will extend the

programme by circa 4 months, resulting in a proposed 14 month programme. Members should note that if the LAHF funding application is successful, there is a requirement to commence the works by January 2025, and complete before March 2026.

3.7. The below outlines the current indicative timeline for the programme:

Action and estimated Timescale

January - March 2024	Feasibility work undertaken to test the potential for refurbishment, including structural, mechanical, and electrical surveys.
June/July 2024	Subject to grant award - Project team to be set up, procurement of consultants to be undertaken to deliver project management, employer’s agent and quantity surveying services, as well as technical advisory services.
July 2024	Tender for works
September 2024	Award of contract for works
September to December 2024	Enabling Works and Pre Construction Services Agreement
January 2025	Mobilisation for main works – phased works to be agreed.
March 2026	Works to be completed and handed over to managing agent

PROCUREMENT STRATEGY

3.8. It is recommended that the Manorfields Regeneration project will be procured via a Two Stage Design & Build process from RIBA Stage 2. It is proposed to follow an open tender route, initially seeking quotes for the pre-construction services agreement (PCSA). The proposed evaluation ratio for the tender is the standard Council 60:40 (finance: quality). However, quality will be protected by utilising a selection questionnaire and quality questions to ensure that only appropriately qualified and experienced bidders are in consideration. It is also proposed to waive the performance bond requirement for the pre-construction element only, following consultation with the relevant Officers as per the Contract Procedure Rules’.

3.9. A two Stage Design & Build from RIBA Stage 2 would mean that LBB tenders the project on the basis of the feasibility study carried out, with a pricing schedule and programme prepared by LBB and a separately appointed consultancy team delivering project management, quantity surveying, employer’s agent and technical advice services. The successful contractor is then engaged under a pre-construction services agreement (PCSA).

3.10. By procuring through a Two-stage tender it enables LBB to mitigate design risk and to benefit from the practical expertise that a contractor can bring to make the designs more efficient and buildable. At the end of the PCSA stage LBB will have the option to continue with the same contractor or to exercise the contractual break in order to competitively tender the main works, or halt the project, depending on the budget position. As part of this process the directly

appointed quantity surveyor will scrutinise the contractor pricing documents and advise LBB on clarifications and areas where costs should be challenged.

3.11. LBB will work with the separately appointed technical advisors to develop the contractor tender documents and to develop clear Employers Requirements to ensure that expectations are met.

3.12. To support the delivery and provision of redeveloping Manorfields, members of the Executive are asked to approve proceeding to procurement via a two-stage tender on an open basis, for a principal contractor to deliver pre-construction works, covering RIBA stages 2-4. This principal contractor would then proceed to deliver the capital works for RIBA stages 5-7 subject to their final costs remaining within the budget.

3.13. Given the pace that will be required to meet the grant funding requirements, it is recommended that Members approve delegation of the award of contract for works to the Director or Housing, Planning, Property and Regeneration, in consultation with the Portfolio Holder for Renewal Recreation and Housing and relevant senior Officers. This delegation request is made on the assumption that tenders for works are received within budget. Should this not be the position, a further report will be presented to Members.

3.14. Procurement Timetable

26 th June 2024	Receive authority to proceed to procurement by the Renewal, Recreation and Housing Policy Development and Scrutiny Committee (subject to a successful LAHF funding outcome)
June 2024	Project Manager (PM), Employers Agent (EA) and Quantity Surveyor (QS) awarded the contract
June – July 2024	Officers and supporting consultants to prepare tender documents for two-stage tender.
July – September 2024	Council to tender for the Pre-Construction Services Agreement (PCSA) stage via a two stage open tender process.
4 Weeks from Approval to proceed (August 2024)	End of bidder clarification period two weeks prior to close of tender.
5 - 6 Weeks from Approval to proceed (August 2024)	Six week Tender period closes for PCSA tender.
7 Weeks from Approval to proceed (August – September)	Analysis of Tenders and clarifications to bidders and interviews if required.

8 Weeks from Approval to proceed (September)	Evaluation of Tenders – Officers to score quotes based on quality questions and evaluation split.
9-10 Weeks from Approval to proceed (September)	Consensus – Officers review scores given to ensure consensus on an agreed score for each quality question.
Late September 2024	Council to award the PCSA contract.
November 2024	Submit planning submission if required.
December 2024	Review PCSA and proposed CSA for stage two of the tender.
January 2025	Award main contract subject to budget and value for money requirements being met.
January 2025	Mobilisation for main works
March 2026	Works to be completed and handed over to managing agent

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1. Manorfields has and will continue to house multiple vulnerable adults and children. The Manorfields Regeneration will enable independent living through access to a private bathroom and kitchen. This will protect those that may be at risk or a risk to others within shared facilities. Children will have access to a common play area, updated green space, and a book lending area.
- 4.2. Improved security will help ensure that those within TA at Manorfields are safe. This will reduce potential stressors for occupants.

5. TRANSFORMATION/POLICY IMPLICATIONS

- 5.1. The Manorfields Regeneration contribute to the Corporate Strategy to Make Bromley Even Better. It will meet the following objectives.
- 1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - 2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
 - 3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - 4) For residents to live responsibly and prosper in a safe, clean, and green environment great for today and a sustainable future.
 - 5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

6. FINANCIAL IMPLICATIONS

- 6.1. This report recommends, subject to the successful confirmation of the Local Authority Housing Fund (LAHF) grant, that Executive approves proceeding to procurement for a principal contractor to deliver the capital works for the repair and refurbishment of Manorfields, subject to the final costs remaining within the approved budget. The value of the construction works has been estimated at £3.8m. This report also notes that a requirement for a bond for the pre-construction works has been waived.
- 6.2. The report to Executive in April 2024 (HPR2024/013) approved the addition of Manorfields to the Capital Programme at a value of £5.2m, funded by LAHF grant of £4,313k and existing OPR capital programme budget of £888k.
- 6.3. The refurbished site will comprise between 40 and 42 units, compared to the existing provision of 62 units, but would result in an increase to actual habitable room space and bed provision. As the site would still be used for temporary accommodation post-refurbishment, the Local Housing Allowance (LHA) payable to residents would remain capped at 90% of January 2011 LHA rates per Government policy. However, officers estimate that although the refurbished site would comprise a fewer number of units, because those units would be larger and entirely self-contained, the rental income would be approximately £40k higher per annum than at present.
- 6.4. It should be noted that the Housing Delivery Update report to Executive in September 2023 (report HPR2023/051) approved, subject to further viability assessment, the acceptance of GLA grant to fund the development of affordable homes on the Manorfields site. This report included details of an indicative development appraisal for the site, which showed that it could potentially deliver 46 social housing units, at a capital cost of £19,500k (funded through £8,004k of GLA grant and £11,496k of external borrowing). This would result in a net initial cost per annum of £527k (including savings on temporary accommodation) and a negative net present value over 40 years of £10,314k. Report HPR2024/013 in April 2024 subsequently recommended the refurbishment of Manorfields for use as temporary accommodation, part-funded by £4,313k of LAHF grant per paragraph 6.2.

7. PERSONNEL IMPLICATIONS

- 7.1. Two Senior Project Managers will be required to support the development of several programmes, which included Manorfields Redevelopment (Report No. HPR2024/013). These Senior Project Managers will be funded from the revenue funding provided by LAHF, and the capital funding of the schemes themselves. The existing regeneration team will be managing these works until the Council is notified of the outcome of the LAH funding.

8. LEGAL IMPLICATIONS

- 8.1. This report seeks authority, subject to the successful confirmation of the Local Authority Housing Fund grant, to approve proceeding to procurement via a two-stage tender for a principal contractor to deliver pre-construction works, before proceeding to deliver further capital works (subject to the final costs remaining within the budget identified), with the authority to award the contract being delegated. Authority has been sought to waive the requirement for a performance bond for the pre-construction works.
- 8.2. The Housing Act 1996, Part 7 (as amended) sets out the Council's statutory homelessness duties, including the duty to provide temporary accommodation for certain classes of people and in certain circumstances. Under the Local Government Act 1972, the Council has the power to acquire land for the purposes of its functions and to dispose of such land. The Council has the

implied legal power to provide, maintain and improve its buildings and land. The Council also has various statutory powers to provide, maintain and improve housing in particular under the Housing Act 1985. In addition, the Council has the general power of competence to do anything an individual could do under section 1 of the Localism Act 2011. Further, the Council has a legal power under section 111 of the Local Government Act 1972 to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions. These powers enable the Council to provide and commission contracts for works such as those set out in this report.

- 8.3. Under the Public Contracts Regulations 2015 the procurement of a works contract is categorised as a public contract within the meaning of the Regulations. However, the value of the construction works has been estimated at £3.8m which is currently under the threshold for works contracts. The Council would therefore not be required to comply with the full requirements of the Regulations only those set out in Part 4 of the Regulations. The Council would also need to comply with the requirements of its own Contract Procedure Rules and general procurement principles of equal treatment and transparency having regard to the subject matter and context of the contract.
- 8.4. As noted in the Procurement implications should the procurement be delayed, the Procurement Act 2023 will come into force on 28th October 2024 and the Council would need to comply with its provisions for any procurement commenced thereafter.
- 8.5. It is suggested that a two-stage tendering procedure is undertaken where after having received the services and agreed the open-book costs under PCSA, the Council and the contractor may, under the second stage enter into the works contract to build and deliver the project. Consideration would need to be given to the terms and conditions of the PCSA and in particular, ensure that should the Council not proceed with the same contractor for the second stage that the deliverables from the first stage in terms of design could be utilised in full by the Council.
- 8.6. Approval has been obtained through officers, so the requirement for a Bond is waived for the first stage of the works, due to the nature of the pre-construction works being commissioned. The service will however seek a performance bond for the second stage main works in line with the requirements of the Council's Contract Procedure Rules.
- 8.7. The Council will also need to be mindful of any terms requiring to be met in relation to the Local Authority Housing Fund grant should the application be successful as such grants usually contain conditions relating to public procurement and the Subsidy Control Act 2022. Legal advice should be sought at the relevant time.

9. PROCUREMENT IMPLICATIONS

- 9.1 This report seeks to proceed to procure for the Manorfields Redevelopment works, using an Open process.
- 9.2 This is a Works contract and the value of this procurement falls below the thresholds set out in Part 2 of the Public Contracts Regulations 2015, so is only subject to Part 4 of the Regulations.
- 9.3 As per 8.2.1 of the Council's Contract Procedure Rules, this procurement must make use of public advertisement, and therefore must also be advertised on Contracts Finder.
- 9.4 The procurement must comply with PCR 2015 principles of transparency and equal treatment. Any time limits imposed, such as for responding to adverts and tenders, must be reasonable and proportionate.

- 9.5 Should the procurement be delayed beyond the October 2024, this procurement must comply with the Procurement Act 2023 and comply with the principles as set out in the act.
- 9.5 The Council's specific requirements for authorising proceeding to procurement are covered in 1.3 of the Contract Procedure Rules with the need to obtain the Approval of the Executive following the Agreement of the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.
- 9.6 In compliance with the Council's Contract Procedure Rules (Rule 3.6.1), this procurement must be carried out using the Council's e-procurement system.
- 9.7 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

10. PROPERTY IMPLICATIONS

- 10.1. It is noted that £888k from the OPR Capital Budget is contributing towards the cost of these works.
- 10.2. The Facilities Management Team should be kept informed of the Programme and any changes in the plans for the building to manage Maintenance and Compliance programmes.

11. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

- 11.1. The primary purpose of this regeneration is to deliver against The London Borough of Bromley's Housing Strategy, to improve the health, safety, educational attainment, employability, and mental wellbeing of those in Temporary Accommodation at Manorfields. This redevelopment will act as a transitional home for the occupants, which will enable independent living and improve the opportunities for both current and future generations.
- 11.2 Dependent upon the recommendation from the construction contractor, the boilers on site may be replaced.

12. IMPACT ON THE LOCAL ECONOMY

- 12.1. The impact will come from increased opportunity. For young adults this will come in the form of access to revision and workspaces... For adults this will come in the form of a computer space for job applications or mobile working and improved green spaces to support mental health. The additional private and communal facilities aim to increase levels of employment and facilitate self-study/learning. In addition, the site will provide much needed temporary accommodation reducing the Council's spend on expensive nightly paid accommodation.

13. IMPACT ON HEALTH AND WELLBEING

- 13.1. The impact of the regeneration of Manorfields TA will be positive for local residents, occupants and their families through access to additional communal and private facilities.
- 13.2. Providing access to private facilities such as a bathroom and kitchen will be impactful for occupants. Notable benefits include protecting vulnerable adults that may be at risk within shared facilities, a reduced potential for disagreements within current shared facilities, young children will be able to go to the toilet in their own dwelling, reducing the strain on parents.

13.3. Improved access to green space while offering enhanced communal spaces such as a soft play area, small library and computer space for job applications and homework, will have a positive impact on all TA occupants. These additions consider the TA focus of supporting vulnerable women and families, as they wait for a permanent housing solution.

14. CUSTOMER IMPACT

14.1. While Manorfields may temporarily close during construction in phases, the benefits of the enhanced facilities will far outweigh the inconvenience. Regenerating this site will provide opportunities to all those that occupy the dwellings. Providing transitional accommodation, which recognises that people are in longer term temporary accommodation will support the housing shortage the Council is facing as well as reduce expensive nightly paid accommodation.

15. WARD COUNCILLOR VIEWS

15.1 Ward Cllrs have been kept up to date with the recommendations, Cllr Botting has confirmed she approved of the recommendations in this report.

Non-Applicable Headings:	
Background Documents: (Access via Contact Officer)	Local Authority Housing Fund: Report No. HPR2024/013

Report No.
HPR2024/023

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EXECUTIVE

10th July 2024

Date: For Pre-Decision Scrutiny by the Renewal, Recreation and Housing PDS Committee on Wednesday 19 June 2024

Decision Type: Non-Urgent Executive Key

Title: PROVISION OF LIBRARY SERVICE - CONTRACT PERFORMANCE REPORT AND VARIATIONS

Contact Officer: Paula Young, Head of Service Culture
Tel: 020 8461 7281 E-mail: Paula.Young@bromley.gov.uk

Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: All Wards

1. Reason for decision/report and options

1.1 In line with Contract Procedure Rules 23.26 this report provides an update to Members on the performance of Greenwich Leisure Limited (GLL) relating to the provision of the Library Services Contract. The value of the contract over a ten-year period is currently £41,260,703.

1.2 This report sets out contract modifications (also known as variations) that have been applied to this contract to date (detailed in Appendix 2) and seeks Approval to regularise these in line with the Council's procedures, as well as approval for further contract modifications related to the Library Repair Programme. The report also seeks Approval for a scheme of delegation to manage future contract modifications.

2. RECOMMENDATION(S)

2.1 The Renewal, Recreation and Housing PDS Committee is asked to review this report and the performance of the contractor and provide its comments to the Executive.

2.2 The Council's Executive is asked to:

1) Note the performance of the Library Services contract delivered by the operator Greenwich Leisure Limited (GLL) as detailed within this report;

2) Note the detail of contract modifications applied to the Library Services contract to date, summarised in paragraph 3.17 Tables 1 & 2 and detailed in Appendix 2;

- 3) Approve contract modifications to the Library Services contract relating to the Library Repair programme at an overall estimated value of £1,133k as set out in paragraphs 3.18 to 3.22 noting that there is no additional funding requirement; and,**
- 4) Note that further contract modifications to the Library Services contract are expected, linked to the Library Repair programme, and are asked to approve the scheme of delegation to manage future contract modifications as set out in paragraphs 3.23 to 3.29.**

Impact on Vulnerable Adults and Children

1. Summary of Impact: The contract has been designed to ensure that the existing levels of service are protected with scope for ongoing development to improve the outcomes for vulnerable adults and children.
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority:
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: No Cost
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Libraries
 4. Total current budget for this head: £5.17m
 5. Source of funding: Revenue budget 2024/25
-

Personnel

1. Number of staff (*current and additional*): 2.08 (Libraries Client Team)
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Statutory Requirement: 1964 Public Libraries Act
 2. Call-in: Applicable: Executive decision.
-

Procurement

1. Summary of Procurement Implications: The actions identified in this report relating to variations and modifications are provided for within the Council's Contract procedure Rules, and the proposed actions can be completed in compliance with their content.
-

Property

1. Summary of Property Implications: The Libraries works programme will address the backlog maintenance at 10 Libraries currently not under development to improve the condition of the network of Libraries
-

Carbon Reduction and Social Value

1. Working with GLL our libraries contractor has enabled us to reduce, reuse, and recycle where possible.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: Libraries are proven to have an impact on the Local Economy particularly post Covid. Most Bromley libraries are located on or close to high streets, the presence of libraries makes people feel more positive about their local environment.
-

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Libraries are proven to have a positive impact on health and wellbeing and are uniquely placed to make a difference to the local communities they serve. Bromley Libraries deliver a wide range of activities for all ages which combat loneliness and social isolation which link into the Council's Loneliness Strategy.
-

Customer Impact

1. Estimated number of users or customers (*current and projected*): 33,486 registered users used their library card to borrow an item in a library branch in 2023 representing an estimated 10.1% of the Bromley population. This does not include customers who used the library solely for purposes such as studying, activities or using public PCs.
-

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 provides an analysis of the performance of Greenwich Leisure Limited (GLL) relating to the delivery of the Library Service contract. Performance data is included for Quarter 2 July-September 2023 and Quarter 3 October-December 2023; however, the commentary covers a longer period until April 2024.
- 3.2 The GLL Library Service Contract commenced on 1st November 2017 and has now entered the seventh year of a ten-year contract with an option of a five-year extension by mutual consent. The libraries contract requires that the performance of the contractor be reviewed by the Council on an ongoing basis to ensure value for money and that continuous high standards are maintained. There is specific provision within the contract for scrutiny twice a year with the last report provided as an information only report to Members in November 2023.
- 3.3 The services managed by GLL as defined in the contract and service specification include.
- The frontline operational/virtual library service
 - Community Support Centres Service
 - Strategic management, specialist, and support functions
 - Bromley Historic Collections
 - Facilities Management-security and cleaning
- 3.4 A key aim of this contract is for Bromley Libraries to promote enjoyment of reading and sharing of books to increase the number of items issued. Recent statistics show that for the second consecutive year, Bromley is the highest issuing authority of books in London due to the continued investment in our high-quality stock both physical and digital.
- 3.5 A key ambition of the contract is to improve the quality of our Library buildings to increase footfall and attract new users. Modern library buildings provide unique social spaces which bring communities together. Bromley libraries offer free IT provision, workspace and activities and events. As highlighted throughout this report the library estate needs repair and investment, which is currently underway. New and refurbished libraries provide purpose-built enhanced provision offering more than books alone to meet post COVID needs of customers.

Service Performance

- 3.6 The Client Team measure performance of the library service using 26 bespoke key performance indicators (KPIs) with financial penalties for breaches. Four additional KPIs have now been added for the Community Support Centres which were added to the contract following TUPE transfer of the service in March 2024 and will be monitored in an identical manner.
- 3.7 Failures of service performance are managed through a points-based Performance Adjustment (PA) system which are awarded if a standard identified by a KPI is not met. KPI incidents and their mitigation are discussed at monthly contract monitoring meetings with GLL and dealt with on a case-by-case basis. The invoice for the preceding month is reviewed and agreed based on KPI performance during the previous month. See Appendix 1 for a summary of reports covering the six-month period from July to December 2023.
- 3.8 It was noted in the previous report (November 2023) that an incident at Central Library in June 2023 caused two PCs to remain out of order for which a financial penalty of £1,465.36 was applied. The Libraries Client Team set rectification actions to ensure this did not occur again. A review of these monitoring actions was completed at a contractor monitoring meeting with GLL in November 2023 where all actions were confirmed to have been completed, with GLL continuing to apply lessons learned to the contract.

3.9 At the end of the contract year (November 2023) the annual performance of the Library Service was reviewed. As per KPI 2, the service provider being able to increase annual issues and/or visits by a minimum of 1% is due a credit defined in Performance Adjustment Points. In this instance GLL were able to far exceed this metric – see table below - which corresponded with an award of £1,362.56, paid in February 2024

Contract Year (Nov to Oct)	Issues	Visits
2021/22	1,566,768	964,239
2022/23	1,733,950	1,159,548
% annual increase	10.7%	20.3%

KPIs

- 3.10 Thirteen separate incidents of KPI failure were noted in libraries between July to December 2023 for which GLL reported the issues to the Libraries Client Team promptly and provided further information in incident reports shortly after resolution, fully adhering to performance reporting requirements of the contract.
- 3.11 Three incidents were related to temporary closures of libraries following evacuations. Central and Biggin Hill libraries both experienced fire alarms requiring evacuation and attendance of the Fire Brigade, though no fires occurred and all-clears were given. Chislehurst experienced a gas leak smell and evacuated the library while National Gas Emergencies attended to investigate and provide the all-clear. In all instances the appropriate action was taken to close the library while staff and users were evacuated to safety awaiting instructions from emergency services.
- 3.12 Six incidents were recorded related to internet connections in libraries failing, affecting public PCs, Wi-Fi, and occasionally self-service kiosks. Four of these were caused by national outages related to Sky's internet services. One related to on-site Sky equipment temporarily failing. One was due to nearby OpenReach fibre works being unfinished and leaving internet access unavailable at the library. In all instances GLL sought to resolve the issue with the appropriate provider.
- 3.13 Three incidents related to a technical issue with a self-service kiosk which was unable to be used by the public. These required Bibliotheca engineers to attend to resolve. In one instance there was a week long delay due to the availability of Bibliotheca engineers, GLL informed them that this was an unacceptable time scale and better response times were required in future. The final incident related to a staffing issue which required staff from another library to travel to resolve, resulting in a short ten-minute closure at the start of the day.

Mitigation and Penalties

- 3.14 For the monitoring period of July to December 2023, all mitigating circumstances including force majeure were accepted by the Libraries Client Team as it was agreed GLL acted appropriately in all circumstances and contacted required third parties immediately for resolution where required. Additionally, all reports were made to the Client Team without delay and provided full updates throughout, therefore it was not necessary to apply penalties during this period.

Contract Modifications

- 3.15 Several contract modifications have been applied to the Library Services contract to date and further modifications are likely. The Contract modifications applied are either additional services supported by additional funding and grants received during the lifetime of the contract, or for one-off modifications linked to capital repair and refurbishment programmes. Therefore all modifications have been fully funded and approved by the Executive previously, e.g. works to St Paul's Cray library as part of the OPR programme.

- 3.16 The contract modifications applied to date were identified as the most efficient and risk averse way to deliver additional services/works within libraries through the existing supply chain established by GLL further demonstrating value for money. All contract modifications have been separately funded through one-off agreed project budgets or grants **and none of the modifications are unexpected or unfunded costs to the Council.**
- 3.17 Since the commencement of the contract on 1 November 2017, multiple contract modifications have been applied or are in progress. Tables 1 and 2 provides a summary of contract modifications to date and Appendix 2 provides full detail.

Table 1: Modifications to Date

CCN Number	Modifications	£,000
1	Purchase of book sorter and stock	94
2	Business Improvement District (BID) levies	75
3	Start Up Bromley - Central and Orpington	216
4	Start Up Bromley - Biggin Hill & Additional Funding	136
5	Nighttime Enterprise Zone (NTEZ) - Library Lates	43
6	Start Up Bromley - Business Advisor post, 2 years	80
7	Refurbishment of St Paul's Cray Library (part of OPR)	426
8	Library Repairs Programme - Specialist operator consultancy	198
TOTAL		1,268

Table 2: Modifications in Progress

CCN Number	Modification	£,000
9	Community Support Centres	738
10	West Wickham Temporary Library	150
11	Relocation costs and Lewis House works	245
TOTAL		1,133

Contract Modifications required

- 3.18 Ongoing capital works to nine libraries locations are underway and expected to continue through the 2024 to 2026 period as part for the Library Repair Programme which will result in interruption to usual library services at branches undergoing active works, either through temporary closures or relocations. The Service Provider, who is already being contracted in this programme to provide specialist operator consultancy time, are a natural fit to provide, advise on, or sub-contract project work as occupiers of these branch locations, such as arranging movement and storage of existing library equipment or purchasing new ones. Approval was given at Executive (**HPR2023/050**).
- 3.19 Two modifications are required to co-locate the Community support Centres locations and TUPE transfer the service to GLL. An amount of £426k for the refurbishment of St Pauls Cray Library (CCN7 – previously approved) was allocated to GLL to complete this work on a co-located space with the Community Support Service addressing the works identified in the condition survey conducted as part of the OPR. An amount of £201,307 per annum (CCN9), equating to £738k for the remaining lifetime of the contract, was approved as the operating budget post transfer. Following scrutiny both variations received Executive approval in February 2023.

- 3.20 Library Improvement works are currently underway at West Wickham Library on the current site as part of the Library and Housing scheme. While the work takes place a temporary library is provided which is leased to GLL. A variation is required of up to £150k (CCN10) which covers the rent and insurance of the temporary library, removal, and storage of stock. Following scrutiny, approval was given at Executive in November 2021 (**HPR 2021/059**).
- 3.21 Report **HPR2024/020** Library Repair Works programme sets out other variation costs which will need to be added to the contract. As part of ongoing works for the Library Repair Programme, costs associated with storing library stock and furniture during the works, and the temporary libraries at Beckenham (Lewis House) Chislehurst and Orpington, a variation amount of £245k (CCN11) will be required.
- 3.22 It is recommended that the Executive approve a variation to GLLs contract value of up to £1,133k to regularise in line with the Council's agreed procedures the modification costs to the GLL contract relating to the library repair programme including West Wickham and St Paul's Cray Libraries.

Modifications - Scheme of Delegation

- 3.23 Under the Council's Contract Procedure Rules, authorisation for modifications that were not originally set out within the contract are based on the cumulative value of all such modifications, with Portfolio Holder approval required for £100k cumulative value or Executive approval for £1m cumulative value. The cumulative value of modifications applied to date exceed £1m and therefore Executive approval is required for all future modifications, regardless of value. For this contract and the ongoing Library Repair programme, this is likely to be impractical and prevent timely responses to emerging issues.
- 3.24 Further modifications will be required to the Library Services contract linked to the Library Repair programme. The nature of these scheduled capital works across multiple library locations leads to a significant number of small modifications expected to be being required over the duration of this scheme, each requiring prompt authorisation to keep to key project timelines and avoid delays which could affect the provision of library services to Bromley's residents. A scheme of delegation is proposed for modifications to the Library Services contract for its remaining term to manage these more efficiently and effectively.
- 3.25 The re-location of Bromley Central Library is subject to separate consideration as set out in report **HPR2023/056**. It is anticipated that there will be further modifications required to enable GLL to further share their expertise and knowledge relating to this project.
- 3.26 Report **HPR2024/020** also sets out the programme for Crofton Roman Villa. The Council has granted a licence to GLL to operate the Roman Villa facilitating school visits and activity sessions and opening to the public at scheduled times. A variation will be required to award operating costs of up to £8k for 2024/25 to GLL for this additional service.
- 3.27 All modifications made under the scheme of delegation will be subject to the normal Gateway decision making process and are subject to Agreement from the relevant Officers: the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance. Legal and procurement advice will be taken to ensure any modifications are compliant with the Public Contracts Regulation 2015.
- 3.28 Executive are therefore recommended that any future modifications are delegated to either the Chief Officer of the Portfolio Holder depending on value.

<p>Chief Officer Approval</p> <p>In consultation with the Portfolio Holder for Renewal, Regeneration & Housing</p>	<p>Any single variation with a one off or recurring annual value of up to £500k</p>
<p>Portfolio Holder for Renewal, Regeneration & Housing Approval</p> <p>With pre-decision scrutiny by the Renewal, Regeneration & Housing Committee</p>	<p>Any single variation with a one off or recurring annual value over £500k</p>

3.29 It should be further noted the budget to fund any further modifications would need to have been formally approved in accordance with Financial Regulations before action is taken in respect of the Contract. Therefore the delegated authority does not increase financial risk.

Benefits and Quality

3.30 The commissioning of the Library Service was initially carried out with the goal of maintaining, and improving the delivery of this statutory service whilst achieving lower revenue costs which the contract has delivered. Throughout the contract term to date, GLL has demonstrated that it is in the main successfully managing the service while keeping the Councils operating costs down (through business rates exemption and economies of scale savings). This approach has enabled Bromley Council to retain a high-quality service which continues to develop and improve supporting Council priorities, avoiding more extreme service reductions that other authorities have taken or are currently considering.

3.31 GLL remains the biggest Library operator in the UK which has ongoing benefits for Bromley. GLL have been able to partner with the Council to deliver a wider range of services including the Community Resource Centres. GLL was also able to deliver the refurbishment project at St Pauls Cray Library quickly due to the size of their organisation and resources and expertise available to them. They have also been able to provide consultancy services for the library repair programme due to their knowledge and expertise in this area,

3.32 Every year the Chartered Institute of Public Finance and Accountancy (CIPFA) request a suite of annual performance and finance data from each public library service in the UK for comparison with similar local authorities. For the period 2022-23 Bromley Libraries issued the highest number of books out of any reporting London Borough for the second year in a row. See paragraph 3.42. Other GLL managed services noted high performance with Wandsworth second behind Bromley for issues and Greenwich sixth.

Monitoring and Quality Control

3.33 The Libraries Client Team continues to fully demonstrate that it can successfully manage, and monitor performance and oversee ongoing development of the contract on an ongoing basis. The focus for both the Contractor and the Client Team since the pandemic has been to fully restore service usage to pre-Covid levels and to further develop the service which requires a collaborative approach. All contract milestones have been met during this monitoring period including monthly contract meetings and milestone reviews at six and twelve months.

3.34 The Client Team undertakes additional internal monitoring processes to keep the contract on track addressing any operational issues as they happen. Headlines relating to the development and performance of the Library Service are provided in weekly divisional updates to the Director of Housing, Planning & Regeneration. A highlight report summarising the latest workstreams on

the performance and development of Bromley libraries are sent fortnightly to the Portfolio Holder for the Renewal, Regeneration & Housing Policy, Development & Scrutiny Committee.

- 3.35 The Client Team undertakes unannounced spot checks on libraries to ensure the required standards are being met. Aspects of the service which are checked include cleanliness of the libraries, quality of stock, staffing levels and ICT equipment including public PCs and self-service kiosks. Findings and observations are documented, issues identified are cross checked against GLL incident reports to ensure they have been accurately reported to the Council.

Operational Risk

- 3.36 The main operational risk of the contract is identified as force majeure which describes issues beyond the control of the Contractor. Examples include library closures during lockdown periods and recent ICT issues. Both GLL and the Council continue to monitor and update their risk registers and strategic planning documents to include the impact of potential new force majeure incidents including those relating to projects to protect service levels from disruption.
- 3.37 The contract risk register includes operational risk due to the condition of library buildings which has resulted in some unplanned closures. A Landlord/Tenant split was agreed under the contract terms. GLL is fully compliant with their responsibilities but the extensive backlog of maintenance issues for which the Council is responsible has led to some unplanned closures of libraries. The Library Repair Programme which is currently underway will improve the condition of library buildings and mitigate the risk of sudden closures. The Client Team ensures that the contract is compliant while the works take place.
- 3.38 Issues with temperature and humidity levels have developed affecting the stability of the environmental conditions in the Bromley archives store on Floor 8 of Central Library. This has been identified as a risk as special environmental conditions are required to maintain archive accreditation. In April 2024 after investigation by Bromley facilities management, remedial works to the air extraction fan and dehumidifier were carried out, however problems have recently re-occurred. BHC are continuing to monitor the environmental conditions - see paragraph 9.2.
- 3.39 A recent Unite ballot of Union Members of the workforce of Bromley Libraries recommended industrial action on several issues relating to GLL terms and conditions. This involved 31 staff of a workforce of 168. Industrial action took place on 26th March. GLL kept all libraries open with no visible impact on Library service users. The Client Team meets on a regular basis with Unite the Union to discuss any issues they have relating to service delivery.

SERVICE PROFILE/DATA ANALYSIS

Issues and Visits

- 3.40 Overall monthly issues of items of all types show continuous increases, both compared to pre-COVID levels and against the previous year, during the Jul – Dec 2023 period. In this period the library service issued 910,328 items including books & audiobooks, eBooks & eAudiobooks via the Libby app, and eMagazines/eNewspapers through the Newsreader app. This represents a 25.4% increase against the same period in 2019 (pre-COVID), and an 8.1% against 2022.
- 3.41 This continues an upward trend in the volume of items borrowed since the start of the pandemic while also exceeding pre-pandemic levels. This is despite interruptions to usual service including the temporary relocations of West Wickham Library from April 2023 ongoing, and St Paul's Cray Library which ended August 2023. While issues at these libraries decreased during their temporary relocations, the overall service still performed better against the previous year.

- 3.42 Based on data received from CIPFA for participating public library authorities in the year 2022-23, Bromley ranked 1st in number of book issues, had the 2nd busiest library in terms of issues, and 5th busiest library in terms of visits out of the 23 participating London boroughs. This echoes the previous year's achievement of achieving 1st place in book issues.
- 3.43 Visits to libraries in Jul – Dec 2023 increased 13.8% compared to the same period in 2022, despite the temporary relocation of library branches mentioned above, which shows continued increase in popularity over time. Visits to libraries nationally remains lower than 2019 levels, but the continued increases in Bromley show a recovery to pre-COVID levels of use.

Digital issues

- 3.44 Bromley Libraries continue to build on its success in issuing digital items, such as eBooks and eAudiobooks, which has been increasing in popularity every year. An initial boost was given at the advent of the pandemic where the online stock made available was expanded, but since then has remained a prevalent service to library users. For the Jul-Dec period 2023, the digital service issued over 168,000 items. Comparing against 2022, this represents a +24.4% increase (compared to +5.1% for physical items). The digital service increased its share of all service issues from 16.1% to 18.5% and exceeded Central Library's issues in the same period.
- 3.45 Self-service check-out, renewal, and return of items borrowed is available to users via self-service kiosks at all libraries which have been replaced with newer models last year as part of the ICT Refresh. Further self-service technology is being trialled in some branches that allows users to use their own mobile devices within a library branch to take out & return items. Users may also renew their loans online via the Library Catalogue, which received further integration directly onto GLL's Better website for even easier navigation.

Activities & Events

- 3.46 The libraries events programme offers activities and reading groups for both children and adults. Between Jul-Dec 2023 the library service ran over 1,450 activities, 105 reading group sessions, 160 class visits to libraries and 39 visits to schools for children. For adults over 360 activities and 185 reading group sessions were run. An additional 135 family events took place. In total over 39,000 attendees were recorded across all event types. Additionally, the 2023 Summer Reading Challenge (SRC) with a sports and game theme ran in the school summer holidays, attracting 5,220 young participants, with 2,661 completing the challenge. Activities bought-in to support the SRC include visits from Jamb's Owls plus events from authors and theatre groups such as Fiction Dance and Cat & Hutch. Plans are in place for the 2024 Summer Reading Challenge "Marvellous Makers" which commences on 6th July.
- 3.47 Examples of the regular year-round children's activities programme include Baby Rhyme Time, Story Time, Lego Club, and Craft Club. One-off events are also held including class visits, author events, puppet shows, and holiday-themed events. The regular adult programme includes Coffee Morning, Social Saturdays, Craft sessions and Tea and Topics. Obie projectors at Penge and Mottingham libraries offer physical activity in non-traditional spaces. Video activities continue to be produced by Bromley libraries staff and posted regularly on Facebook for those who cannot attend the libraries in person.
- 3.48 Special activities are added to the programme throughout the year. Between July-December, examples include talks from boxer Ella Harris, celebration of GLL's 30th birthday with tea and cupcakes, observing Black History Month and Libraries Week, and seasonal activities for Halloween and Christmas (including carol singing and pantomime). Throughout the year authors Venessa Taylor, Sam Gayton, and Jane Ulysses Grell gave talks and workshops.

3.49 The libraries have collaborated with several LBB cultural and business initiatives including continued involvement by Central Library in the Night time Enterprise Zone (NTEZ) events in the summer (High Street Lates: Sport and Wellbeing Festival) and winter (Winter Lights Spectacular) hosting performers throughout the night. In Feb 2024 Orpington Library worked with the Regeneration team to host an interactive survey with children about nearby Crofton Roman Villa.

Bromley Historic Collections

3.50 The Museum Collection is managed by GLL in partnership with The Earth Museum who are leading on development of Bromley Historic Collections. The Earth Museum have developed and supported trials of new engagement projects which have been trialled in two branch libraries and include the Rebel community-based workshops which aim to connect with the re-opening of the David Bowie bandstand.

3.51 Following a successful funding bid of £5,000 from The National Archives Testbed Funding Award for equipment and training in the process of 3D imaging, and hosting online, interactive versions of our exhibitions, BHC continue to seek to progress future funding bids which will develop and improve services.

3.52 Loan boxes continue to be a key part of BHC's outreach work. The loan box collection for schools now includes Titanic, Greek and Tudor history information and will be expanded.

3.53 BHC are working closely with Council officers to ensure records or items are being transferred to the archives such as council minutes, town twinning, documents, books of condolence, planning documents and deeds. BHC have regular meetings with the Council's information management team to ensure retention schedules are up to date. In anticipation of the Council's office move, in Autumn 2023, the Senior Archivist was invited to the Mayor's Office to appraise items for transfer to the archives or museum collection.

Activities & Exhibitions - Bromley Historic Collections

3.54 Bromley Historic Collections have been involved in many community events this year with an opportunity to promote the service and engage Bromley residents in the collection. In July 2023, BHC took part in the second of the Bromley's NTEZ events, a sport and wellbeing festival in Bromley town centre. Central showed the 'Bromley Boys' film, hosted a promotional tent on the high street, and BHC held an exhibition with Bromley Football Club. There were also David Bowie related items on display.

3.55 In September 2023, BHC took part in the Open House festival. Archive tours were fully booked. An event, introduced by the Mayor of Bromley, was held on 15 September 2023, Battle of Britain Day, to celebrate the new installation of the Battle of Britain lace panel in Bromley Central library and featured as part of the Open House festival. Bromley Historic Collections curated an exhibition to complement the talk on textile conservation and the Senior Archivist gave an insight to the work of Bromley Historic Collections. The lace panel is available to view in Bromley Central Library during normal library opening hours. BHC have provided information on the panel for visitors and will be including it in their education work with schools.

3.56 In February 2024, Bromley Historic Collections gave a talk in Orpington library to on Crofton Roman Villa to support the consultation for a Heritage Lottery Fund bid to improve the site. Repair works to the site which houses the monument will commence late Autumn.

PLANS FOR ONGOING IMPROVEMENT IN PERFORMANCE

3.57 The Libraries Contract was designed to encourage the Service Provide to think innovatively and continually look for ways to develop and improve performance paragraphs 3.39 - 3.55 provide examples of strong performance and growth of the service during the monitoring periods. Plans for ongoing improvements in performance relating to the development including supporting the Council's current priorities are detailed below in paragraphs 3.58 - 3.67.

Added value: supporting Council priorities

3.58 The Library Service has also been involved with the Council's newly formed Digital Inclusion Action Group, sharing the services available to users to prevent digital exclusion and committing to help Bromley residents navigate and engage in today's digital world. In-branch, public PCs are made available to anyone with a library card (over 25,000 sessions or 38,000 hours in this six-month period) plus free Wi-Fi for everyone, with staff on-hand to assist in using these and personal devices. Some libraries offer free Hubblets for use within the library. Since Feb 2023 GLL has also offered a scheme to provide free mobile SIM cards to residents on low incomes as the result of a successful application to the Good Things Foundation.

Co-location of Community Outreach Services

3.59 Due to ongoing building issues at Cotmandene Community Resource Centre (CCRC) and Mottingham Community Resource Centre (MCLS) along with the expiry of the lease at MCLS, the Council has been exploring options for the long-term delivery of the Community Outreach Service. A decision was made at Executive in February 2023 to permanently co-locate CCRC to St Pauls Cray Library and to transfer the management of the service to GLL. Following the TUPE consultation period, the TUPE transfer of the three staff was finalised in March 2024

3.60 St Paul's Cray Library & Community Support Centre re-opened to the public on 8th August following extensive refurbishment operating as a co-located facility in a modern re-imagined space The programme of work addressed the recommendations of the condition surveys provided as part of the Operational Property Review (OPR). Improvements included a disabled toilet, and a revised spatial layout which increased the size of the children's library.

3.61 Trend analysis of statistics for the period Oct – Mar between years 2022-23 and 2023-24 (business-as-usual periods pre-and-post refurbishment) show issues of library items have increased 13.5% and visits to the collocated building have over doubled, increasing by 119.7%, Footfall has been boosted by the mid-month launch event and wider range of services available due to the co-location offering an extended service to the communities including help with benefits, managing unemployment, housing queries and job-seeking.

3.62 Having trialled delivery of the Support Centre service at Mottingham Library resulting in low footfall, a decision was made to retain provision of the Mottingham Community Support Centre on the Mottingham Estate with Castlecombe Youth Centre being identified as the location having become unexpectedly available. The Castlecombe building will be a co-located facility bringing together the LBB Youth Service and The Community support service operated by GLL. The repair work and refurbishment are expected to take place in 2025.

Reducing loneliness & isolation

3.63 The importance of activities to all age groups remains a priority for the library service with the aim of combatting social isolation and supporting the Council's Loneliness strategy. GLL are a key partner in Bromley's Tackling Loneliness Action Group attending meetings with Bromley's Loneliness Team and other stakeholders. The Contractor has developed partnerships with key voluntary groups such as Community Links.

- 3.64 Staff have also been finding new ways to reach out to the community and promote the Home Library Service such as hosting a tent on the high street during the NTEZ Winter Light Spectacular event in October 2023. The Home Library Service (HLS) combats loneliness and is available to those living at home or in a care setting who are unable to visit a library in person. The new marketing of the service, 'Books and More to Your Door', has been successful in attracting new users. Home Library Champions were appointed in all libraries and leaflets sent out to doctor's surgeries to promote the service. This service has continued to grow and evolve.
- 3.65 Libraries also offer a 'place to be' whether it is reading a book or newspaper or doing a jigsaw puzzle. Warm drinks are offered during the winter months, ensuring that Bromley residents were supported in a safe space. In November 2023, the Deputy Mayor and Mayoress joined residents at Mottingham library to promote their Friday afternoon events held on the last Friday of every month for residents to come together for a chat and a hot drink.
- 3.66 A Library offer for refugees has been developed by GLL across its partnerships. This supports all refugees with books in their languages for all ages, and simplified library membership that doesn't require a fixed address (e.g. can be a hotel). Ukrainian Coffee Mornings for refugees and sponsors continue with attendance averaging at 50-100 people. GLL also offer private spaces for people who need to sit job interviews or contact family ('Room to Zoom' campaign).

Information Management

- 3.67 Bromley Historic Collections is continuing to work with the Council's information management team to ensure the retention and storage of Council records and historic documents in line with recommendations made as part of the accreditation from The National Archives. BHC and LBB now have a shared interface through which LBB colleagues can consult information about archive procedures or contact the archives for storage. BHC also continues to support those holding historic records across the Borough e.g. the parish records audit.

PLANS FOR ONGOING IMPROVEMENTS IN VALUE FOR MONEY

Building Improvements

- 3.68 The contract encourages ongoing improvements in value for money which is being achieved by introducing new services and modernising library buildings. St Pauls Cray Library was the first library to be refurbished and fully re-modelled to accommodate both the library service and the Community Support Service outreach (paragraphs 3.58-3.61) Other examples include Start Up Bromley spaces (paragraphs 3.73-3.76). GLL continue to develop this service demonstrating further value for money on the initial investment from ARG funding.
- 3.69 Work to redevelop West Wickham Library is currently underway on the current site as part of the Library and Housing scheme. It is anticipated that the redevelopment project will be completed at the end of 2024. The new extended library will include a café, fully accessible toilets, hireable community events space, outdoor space, and a classroom for children's events. While the work is underway, a temporary library has been provided in nearby Coney Hall at 77 Addington Road. Feedback from residents on this provision has been positive.

Library Repair Programme

- 3.70 In November 2022 Executive agreed to adopt the Operational Estate Strategy prioritising investment in Council buildings that deliver statutory services which includes libraries. Refer to the RRH PDS June committee report number **HPR2024/020** which provides a comprehensive update on the library repair programme.

Stock Purchasing

- 3.71 In Compliance with KPI 22 relating to stock purchasing, the ring-fenced stock fund budget remains at £450k per annum while other authorities are reducing their stock budgets, this is reflected in the popularity of stock Bromley libraries resulting in our top ranking in the CIPFA statistics for issues. The stock fund is maximised by the economies of scale savings GLL achieve when purchasing stock for their five public library partnerships and prison libraries. GLL is compliant in providing regular stock purchasing reports which give a breakdown of the stock purchasing fund demonstrating that it has only been used for the purpose intended. Appendix 3 provides a summary of the current stock spend over the last financial year.
- 3.72 A stock plan setting out the allocation of stock spend for each financial year is submitted annually for approval from the Client Team- Appendix two. The stock fund is allocated across a variety of physical stock categories ranging from fiction and non-fiction to large print and reference items. Digital categories include the eBook, eAudio and eMagazines and newspapers. The stock plan for this current financial year was based on post COVID trends. The allocation for the development fund category has been increased this year to reflect the repair programme so that when libraries re-open they will benefit from new stock to attract more visitors. There have been some minor variations to stock categories as the year progressed based on demand.

Start Up Bromley

- 3.73 Start Up Bromley (SUB) is a membership programme managed by GLL offering specialist facilities and support for entrepreneurs and new business owners. The free scheme offers business centres with sound-proofed office and meeting spaces in Bromley Central, Orpington and Biggin Hill libraries. The first year of the programme was funded by the Additional Restrictions Grant (ARG). Members can attend workshops, 1:1 consultations and networking events supported by an active business community across the Borough. To date Start Up Bromley has attracted more 611 members and works in partnership with other GLL Start Up programmes at Wandsworth and Greenwich.
- 3.74 Start Up Bromley was awarded UKSPF Supporting Local Business (SLB) funding of £80k over two years from April 2023. The purpose was to resume the initial assistance provided by a Business Advisor for 1:1 support to businesses and entrepreneurs who will also have access to a network of business experts specialising in topics such as ecommerce, sales, marketing, business strategy, and leadership.
- 3.75 Start Up Bromley continues to be involved in a range of events to support entrepreneurs and the wider community. In September 2023, SUB hosted an End of Summer Market in the Orpington Market Square, in collaboration with Orpington 1st and the Walnuts Centre. In October, the service participated in the third of Bromley's NTEZ events, a Winter Lights Spectacular, to showcase to a wider client base. As part of Black History Month, Your Bromley hosted a celebration in Market Square on Sunday 1st October. The event included a Black creators and makers market and sessions hosted by Start Up Bromley's members.
- 3.76 In January 2024, Start Up Bromley supported the launch event for 'Bromley Business Growth' hosting a Members Showcase demonstrating the range of services provided by Start Up Bromley members. Bromley Business Growth offers free advice to Bromley businesses, including two new local support services through partners Goldsmiths, University of London and Newable, funded by the UK government through the UK Shared Prosperity Fund (UKSPF).

USER/STAKEHOLDER SATISFACTION

Customer Satisfaction

3.77 Results have now been shared for GLL's 2023 Annual User Satisfaction Survey. 746 responses were received, highlights included an average of 4.7 out of 5 rating of 'overall experience' of Bromley Libraries, and ratings above 4.0 for all other all rated service offers, demonstrating a high-quality perception of the library service by its users. An overall score of 4.8 out of 5 was achieved for the statement "Staff are welcoming, knowledgeable and efficient". Accessing the wide range of books was considered one of the 'best things' about visits to libraries by 77% of respondents, with helping their children socialise in activities (32%) and access to computers and internet (32%) being the next most popular.

3.78 The areas noted for improvement from the survey include the provision of adult activities (which still was rated 4.2 out of 5 overall) and improving knowledge of online resources available, were 7% of users did not know of these at all. Optional questions about respondent demography were asked in the survey to support the Council's Equality, Diversity, and Inclusion goals, with customer profile demographics being published on the Council's website in line with these.

Complaints

3.79 The total number of complaints received about the library service in the six-month period from July - December 2023 was twelve which is five fewer than in the previous six-month period, all received by GLL. All complaints received a written response from GLL and noted at monthly Client/GLL meetings.

3.80 Members have previously requested complaints to be provided in a format showing the top complaint themes as detailed below:

Complaint Type	Number of Complaints	Libraries
Received by GLL		
Princh (printing service)	2 Complaints	2 x Bromley Central
Lift out of order	1 Complaint	1 x Bromley Central
Public toilets out of order	1 Complaint	1 x Bromley Central
Too warm inside	1 Complaint	1 x Bromley Central
Incorrect BHC email address listed online	1 Complaint	1 x BHC
Late activity start time	1 Complaint	1 x Petts Wood
PlayZone not available all the time	1 Complaint	1 x Bromley Central
Perspex screens still in place at front desk since pandemic	1 Complaint	1 x Bromley Central
Content of graphic novels	1 Complaint	1 x Penge
Staff level of service	1 Complaint	1 x Beckenham
Disruptive environment	1 Complaint	1 x Penge
Received by LBB		
<i>None</i>		

3.81 GLL responded to each complaint with a full explanation, resolving/escalating issues for resolution where possible. The public toilets at Central Library remain out of order, and there are no plans to repair these given the wider plumbing and drainage complications in relation to the condition of the building. The public lift was placed out of order due to mechanical fault which required a specialist contractor to be sought by Bromley Facilities Management (BFM), which

was resolved by the end of Feb 2024. The excessive warmth was a combination of naturally hot weather and heating controls which had been incorrectly set, also resolved by BFM.

- 3.82 Princh is the new cloud printing services introduced into Bromley Libraries as part of the ICT Refresh which expands the ability to send print jobs to a library printer from anywhere in the world. Feedback was given by Library users which was taken on board by GLL ICT team and included correcting incorrect online information.
- 3.83 One-off complaints about events include late starting activities and the disruptive environment caused by noise generated. The Play Zone at Central Library has expanded the number of activities run weekly since the complaint received, however it is not possible for it to be available all the time due to health & safety and safeguarding considerations. Other complaints receiving responses during this monitoring period related to comments about their experience with staff and content of graphic novels available.
- 3.84 In addition to the above complaints received through regular complaint processes, a noise complaint was received from a resident near to Mottingham Library due to a fault related to the intruder alarm continuously sounding. This was escalated urgently to Bromley Facilities Management (BFM) who were able to provide a quick resolution in collaboration with GLL.
- 3.85 GLL also received positive feedback during this period – seven complementing staff and one for the Coding Club at Central Library. Suggestions included introducing a crochet group, and an online booking system for public PCs. Additionally, they received three suggestions relating to provision of public toilets.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 Public libraries are uniquely placed to make a difference to their local communities bringing people together for social interaction by offering free opportunities to the community to learn new skills and make friends. GLL prioritises the needs of vulnerable adults and children which has been demonstrated within this report. The Contactor is committed to developing services for them and to continuing to look at funding opportunities to expand their offer. Bromley Libraries provide more than books also offering face-to-face activities to connect library users and reduce social isolation. There are reading groups for all ages e.g. children, teens and adults. Bounce and Rhyme and Storytime sessions at all Bromley libraries are invaluable for new parents wanting to make friends with a shared experience and connect with their children.
- 4.2 Bromley libraries continues its commitment to inspire physical activity in non-traditional spaces. London Sport's Together Fund has funded interactive fitness console in Mottingham and Penge libraries. The technology aims to improve health outcomes and tackle higher than average levels of obesity in the community in a fun and engaging way. In March 2024 Mottingham library recorded over 250 children and adults attending sessions. It supports all children's events including Rhyme Times, Story Times, Games Club and nursery visits. The consoles are also used by other community groups working with older people to support a more active lifestyle and the prevention of illnesses such as dementia.
- 4.3 Support for dementia sufferers and their carers is a priority for the library service. GLL continue to use the 'Magic Table' (projects light onto a surface) in activities across. Staff have received Dementia Friends training using the 'Magic Table' as part of the Happiness programme provided by Social Ability which is an initiative helping to change the lives of people living with physical and cognitive challenges using interactive light technology. The 'Magic Table' is also being used to support partnerships with Mencap at St Paul's Cray and Mottingham libraries Orpington library has a dedicated sensory space. In February 2024 they held a successful Sensory Storytime session using the Magic Table for young people and their carers.

4.3.1 In September 2023, Bromley libraries joined the Libraries Connected 'Ready to learn' campaign which highlights the crucial role libraries play in helping young children prepare for school. Libraries promote social skills, a curiosity about learning, and a wide-range of age-appropriate books and resources. The campaign was promoted by a series of posts on Bromley Libraries social media as parents were preparing for their children to start school. Library staff continue to encourage younger children to join the library before they start school, through activities such as Baby Bounce and Rhyme and Storytime and by taking part in the Summer Reading Challenge.

5. TRANSFORMATIONAL POLICY IMPLICATIONS

- 5.1 Following pre-decision scrutiny, the Executive Committee approved the commissioning of the Library Service on 19th July 2016. This approach is consistent with the Council's stated ambitions round vibrant town centres, supporting independence, children and young people and an excellent Council under its vision for Building a Better Bromley.
- 5.2 The Councils corporate operating principles include the commitment that services will be provided by whoever offers customers and council taxpayers excellent value for money.
- 5.3 The Council is currently investing significantly in library buildings across the Borough. Libraries are a statutory service and are used by a range of residents. They are valuable community spaces.

6. FINANCIAL IMPLICATIONS

- 6.1 This report requests members to note the performance of GLL which our Libraries contractor for the London Borough of Bromley.
- 6.2 The annual cost of the library services contract is met from the Library Service controllable revenue budget and for the year to 31 March 2025 this is £5.17m.
- 6.3 The report requests Executive to note the detail of contract modifications applied to the Library Services contract to date, summarised in paragraph 3.17 Table 1 these are all already in place and fully funded from various sources as outlined in Appendix 2.
- 6.4 The report also requests Executive to approve contract modifications to the Library Services contract relating to the Library Repair programme at an overall estimated value of £1,133k as set out in paragraphs 3.18 to 3.22 and Appendix 2 of this report, the financial implications to these are detailed below.
- 6.5 The first modification is in relation to the TUPE transfer of the community centres to GLL at an amount of £201k per annum, equating to £738k for the remaining life of the contract, this will be paid for out of existing revenue budget for the community centres.
- 6.5 The second is a temporary library is provided which is leased to GLL whilst works at West Wickham library are completed. A variation is requested of up to £150k which covers the rent and insurance of the temporary library, removal, and storage of stock. Following scrutiny, approval was given at Executive in November 2021 (**HPR 2021/059**), this will be funded from UKSPF funding and capital project budget, where this cost has been factored in.

6.6 The third is costs associated with storing library stock and furniture during the works, and the temporary libraries at Beckenham (Lewis House) Chislehurst and Orpington, a variation amount of £245k (CCN11) will be required, this is set out in report **HPR2024/020**, once again this will be funded from the Libraries OPR budget allocation.

7. LEGAL IMPLICATIONS

7.1 This report seeks authority to (i) approve various variations (modifications) to the contract for library services with Greenwich Leisure Limited with a total value of £1,133k, and

(ii) Approve the scheme of delegation for authorisations in relation to future variations (modifications) to the contract for Library services as set out in the report.

7.2 The Council has a duty under Section 7 of the Public Libraries and Museums Act 1964 to provide a “comprehensive and efficient” public library service, in particular that “facilities are available” and “encouraging adults and children to make full use of the library”. The Council both an implied and a specific power under section 111 of the Local Government Act 1972 to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.

7.3 As outlined in the Procurement Implications the contract for library services was procured as an above threshold contract in accordance with the Public Contracts Regulations 2015 (the Regulations). Any modification of this contract must be in accordance with Regulation 72 of the Regulations which allows for modification of a contract without the need to undertake any procurement in certain limited circumstances. In this instance the majority of the modifications would be compliant with Regulation 72(1) (f) on the basis that they are low value modifications. Where any single modification is above the relevant thresholds in Regulation 5 then Regulation 72 (1) (b) can be relied upon, but the Council would need to issue a notice in accordance with Regulation 72(3).

7.4 The Council’s requirements under its Contract Procedure Rules (CPRs) for authorising a variation are contained in CPR 23.7 as set out in the Procurement Implications.

7.5 The variations will need to be recorded by way of Change Control Notices or other documentation in accordance with the terms of the contract.

8. PROCUREMENT IMPLICATIONS

8.1 This report seeks variations to contract with Greenwich Leisure Limited, with the cumulative value of all variations applied and to be applied to the contract now amounting to an estimated £2,401k subject to Executive agreement.

8.2 This was originally procured as an above-threshold contract following a competitive tendering process. The variations stated above can be completed in compliance with Regulation 72 of the Public Contracts Regulations 2015.

8.3 The Council’s requirements for authorising a variation are covered in CPR 23.7 and 13.1. For a contract of this value, the Approval of the Executive following agreement from the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance must be obtained. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

8.4 The report also requests approval for a scheme of delegated authority to be applied to future variations as outlined in 3.27.

- 8.5 Additionally, the report provides a Contract Monitoring report, as required by CPR 23.2.
- 8.6 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content."

9. PROPERTY IMPLICATIONS

- 9.1 The library repair programme is underway to address the backlog maintenance works and other improvements to the library estate. This includes improvements to St Paul's Cray Library which are now complete, ongoing works to extend and refurbish West Wickham Library and the refurbishment of Southborough and Beckenham Libraries which are underway.
- 9.2 The Issues with temperature and humidity levels in the archives store affecting the stability of the environmental conditions in the Bromley archives store on Floor 8 of Central Library are under investigation by Bromley Facilities Management Team, who are working closely with BHC to resolve matters.

10. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

- 10.1 GLL aim to "reduce, always reuse, and recycle. The 2020 refurbishment of the Central Library gave GLL the opportunity to work towards an eco-refit top ensure that the library was as sustainable as possible which will be replicated in forthcoming building projects. Other changes including the cleaning company adopting a 'green regime 'by swapping to environmentally friendly cleaning products. When refreshing IT provision all hardware is either reused or recycled. GLL has provided information to Bromley Council on libraries that would benefit from LED lighting programmes.

11. IMPACT ON THE LOCAL ECONOMY

- 11.1 Libraries have a positive impact on the local economy, particularly with many libraries located in close proximity to High Streets. The presence of libraries makes people more positive about their local environment and provides many services that attract people to High Streets within the borough. The refurbished libraries will attract new visitors to their locations.

12. IMPACT ON HEALTH AND WELLBEING

- 12.1 Libraries are proven to have a positive impact on health and wellbeing and are uniquely placed to make a difference to their local communities. Post pandemic, GLL is maximising all available opportunities to support wellbeing. As demonstrated throughout this report, libraries deliver a wide range of activities for all ages which combat loneliness and social isolation. These link directly into the Council's Loneliness Strategy and are of considerable benefit to residents.

13. CUSTOMER IMPACT

- 13.1 The 2021 Census identified that 333,000 people live in the London Borough of Bromley. 33,486 registered users used their library card to borrow an item in a Bromley library in 2023, representing an estimated 10.1% of the population of Bromley. This does not include customers who used the library solely for purposes such as studying, activities or using public PCs.

Non-Applicable Headings:	Personnel Implications Ward Councillors Views
Background Documents: (Access via Contact Officer)	<p>DRR17/034 and DRR17/035 -Contract award for the Provision of Library Services-Parts 1 and 2 Reports to Executive Committee &Scrutiny Committee on 5th July 2017</p> <p>HPR 2023/050-Library Works Progress and Crofton Roman Villa- Reports to Scrutiny Committee on 6th September 2023 and Exectutive on September 20th .</p> <p>HPR2023/056-Relocation of Central Library. Reports to Scrutiny Committee on 17th October and Executive on 18th October 2023</p> <p>HPR2024/020-Library Repair Programme Reports to Scrutiny Committee on 19th June 2024</p>

Appendix 1: Key Performance Indicator Monitoring: July to December 2023 (Q2 & Q3 2023/24)

Monthly-Monitored KPIs

Month	Performance Adjustment Points Summary
July 2023	None reported
August 2023	See detail below
September 2023	See detail below
October 2023	See detail below
November 2023	See detail below
December 2023	See detail below

Quarterly-Monitored KPIs

Quarter	Performance Adjustment Points Summary
Q2 2023-24	None reported
Q3 2023-24	None reported

Summary of Incidents:

Date	Duration of incident (service hours only)	Penalty Accrued	Penalty Status	KPI Category	Branch	Description
Wed 02 Aug	1 day	£457.93	Not Applied	KPI 6 - PublicIT	Southborough	The self-service kiosk displayed an out of service message and was unable to be used by the public. This was resolved by a Bibliotheca Field Support Engineer the next library open day.
Thu 14 Sep	1.5 days	£457.93	Not Applied	KPI 6 - PublicIT	Hayes	The self-service kiosk was not working. This was resolved by a Bibliotheca Field Support Engineer the next library open day who noted the receipt roll required replacing.
Tue 03 Oct	3 days	£2,747.56	Not Applied	KPI 6 - PublicIT	Biggin Hill	Internet access to public PCs and Wi-Fi, also affecting some printing and kiosk services. This was resolved by Sky (internet connection providers) who reported a network outage across many sites in the UK at the same time.
Thu 05 Oct	2 days	£915.85	Not Applied	KPI 6 - PublicIT	Petts Wood	Wi-Fi outage occurred, also affecting telephone calls, in conjunction with other libraries and national outages. Resolved by Sky.
Fri 06 Oct	4 days	£3,663.42	Not Applied	KPI 6 - PublicIT	Mottingham	No public PCs, Wi-Fi or printing were available due to Sky network issues in conjunction with other libraries and national outages. Resolved by Sky
Tue 06 Oct	1 day	£457.93	Not Applied	KPI 6 - PublicIT	Southborough	Wi-Fi outage occurred, also affecting telephone calls, in conjunction with other libraries and national outages. Resolved by Sky.
Mon 16 Oct	1 hour 55 mins	£686.89	Not Applied	KPI 1 - Opening Hours	Chislehurst	The library was evacuated and closed to public and staff due to strong smell of gas detected following the boiler being turned on for the first time in several months. National Gas Emergencies were called immediately, attended site, switched off the gas main, and gave the all-clear to reopen the library. Temporary heaters were used in the library during the period following where further gas engineers attended to investigate the issue.

Fri 03 Nov	6.5 days	£2,725.13	Not Applied	KPI 6 - Public IT	Southborough	The self-service kiosk remained frozen on the welcome screen and was unable to be used by the public. This was resolved by a Bibliotheca Field Support Engineer after a significant delay on Bibliotheca's part. GLL fed back the long call-out and resolution time noting the extended period of service interruption.
Thu 09 Nov	8 days	£3,633.50	Not Applied	KPI 6 - Public IT	Petts Wood	Loss of internet to the building was investigated by Sky, who noted the connection had been left severed/exposed following OpenReach works in the area. An OpenReach engineer attended after the issue was discovered, and Sky attended after to complete the reconnection.
Wed 15 Nov	38 mins	£681.28	Not Applied	KPI 1 - Opening Hours	Biggin Hill	The library & pool were evacuated after the fire alarm sounded in the building. The Fire Brigade attended and checked the site, sourcing the alarm to a deodorant spray instead of a fire. The site was reopened to the public following an all-clear.
Sat 25 Nov	10 mins	£681.28	Not Applied	KPI 1 - Opening Hours	St Paul's Cray	The library opened 10 minutes late due to a staffing issue which required staff to travel from Orpington Library at short notice. Library was opened as soon as the replacement staff arrived.
Mon 27 Nov	32 mins	£681.28	Not Applied	KPI 6 - Public IT	Bromley Central	A pre-alarm activation alerted staff to a possible fire on 8th floor which was found to be very strong fumes from burnt plastic from a portable heater that had been left on. The fire alarm fully activated triggering the building to be evacuated. The Fire Bridge attended and investigated, confirming no danger but closing off the upper floors while ventilation occurred. The all-clear was given and the library floors were reopened to the public
Sat 02 Dec	1 day	£908.38	Not Applied	KPI 6 - Public IT	Biggin Hill	Public Wi-Fi and kiosk outage caused by router malfunction. Internet access on public PCs also affected but other functions still operational. Resolved by GLL engineers, with Sky contacted to prevent further issues.

Appendix 2: Contract Modifications Applied to the Library Services Contract

Table 1: Modifications to Date

CCN Number	Modifications	£,000
1	Purchase of book sorter and stock	94
2	Business Improvement District (BID) levies	75
3	Start Up Bromley - Central and Orpington	216
4	Start Up Bromley - Biggin Hill & Additional Funding	136
5	Nighttime Enterprise Zone (NTEZ) - Library Lates	43
6	Start Up Bromley - Business Advisor post, 2 years	80
7	Refurbishment of St Paul's Cray Library (part of OPR)	426
8	Library Repairs Programme - Specialist operator consultancy	198
TOTAL		1,268

Table 2: Modifications in Progress

CCN Number	Modification	£,000
9	Community Support Centres	738
10	West Wickham Temporary Library	150
11	Relocation costs and Lewis House works	245
TOTAL		1,133

- 1.1 CCN's 1- 2 are modifications allowed for within the contract and subject to a lower level of authorisation. All other CCNs are modifications not specifically set out in the contract and a higher level of authorisation applies, based on the cumulative value of all such modifications applied to date. The cumulative value of modifications applied to date, or in progress, exceed £1m and so all further modifications require Executive approval regardless of value of the individual modifications.

Modifications Anticipated Within Contract

- 1.2 CCNs 1 and 2 (totalling £169k) are modifications set out within the original contract. CCN1 related to purchase of book sorter and stock and was funded by the release of stock fund which was held back to cover any outstanding orders after GLL transfer and were then released to be spent on those items. CCN2 was funded by the Council to re-imburse for BID levies agreed as part of the contract. Business cases outlining these reasons were set out in the Chief Officer Gateway reports for decision.

New Modifications

Additional Restrictions Grant (ARG) Start Up Bromley

- 1.3 Three modifications relate to Start Up Bromley which was set up using Additional Restrictions Grant (ARG) funding. The first modification amount of £216k was made to deliver Start Up Bromley at Central and Orpington Libraries (CCN3). Following scrutiny this was approved by Executive in Feb 2021 (**HPR2021/007**). The next modification amount of £136k (CCN4) was for setting up Start Up Bromley at Biggin Hill Library. Approval was given at Executive in Sep 21

(HPR2021/048). A further amount of £80k was awarded in Nov 22 to fund a two-year business advisor post for Start Up Bromley Executive decision Nov2022, (delegated to Director HPR) Gateway Officer Report to Director).

- 1.4 CCN 5 relates to a modification of £43k from grant funding received by the Economic Development Team for GLL to deliver the Library Lates event as part of the Nighttime Enterprise zone (NTEZ). This was funded through a GLA grant. This was the first of three successful events and was approved by Executive in November 2022 (**HPR2022/052**).

Community Support Centres

- 1.5 Two modifications were agreed to co-locate the Community support Centres locations and TUPE transfer the service to GLL. An amount of £426k for the refurbishment of St Pauls Cray Library (CCN7) was allocated to GLL to complete this work on a co-located space with the Community Support Service addressing the works identified in the condition survey conducted as part of the OPR. An amount of £201,307 per annum (CCN9), equating to £738k for the remaining lifetime of the contract, was approved as the operating budget post transfer. Following scrutiny both variations received Executive approval in February 2023. **(HPR2023/10)** A monitoring notice was issued by the Council for the variation amount.

Library Repairs Programme

- 1.6 Report **(HPR2024/020)** Library repair programme sets out other variation costs as part of the ongoing works for the programme. The first variation for this related to specialist operator consultancy for GLL to the sum of £198k (CCN8) to provide project management to support the works to libraries as part of the repair programme. This was budgeted for in the OPR libraries capital programme budget.
- 1.7 HPR2024/020 also set out other variation costs relating to the contract. As part of ongoing works for the repair programme, costs associated with storing library stock and furniture during the works and temporary libraries at Beckenham (Lewis House) Chislehurst and Orpington totalling £245k (CCN11)

West Wickham

- 1.8 Library Improvement works are currently underway at West Wickham Library on the current site as part of the Library and Housing scheme. While the work takes place a temporary library is provided which is leased to GLL. A variation is pending of up to £150k (CCN10) which covers the rent and insurance of the temporary library, removal, and storage of stock. Following scrutiny, approval was given at Executive in November 2021 (**HPR 2021/059**).

Appendix 3: 2023/24 Stock Budget – End of Year

Budget	Budget name	Current Allocation £	Amount committed + invoices paid to date (excl VAT)	Difference
AF	Adult Fiction	£27,000.00	£58,120.42	-£31,120.42
AFS	Adult Fiction (Supplier)	£45,000.00	£48,692.74	-£3,692.74
ALP	Adult Large Print	£3,000.00	£3,450.07	-£450.07
ANF	Adult Non-Fiction	£54,600.00	£68,954.70	-£14,354.70
ANFB	Adult Non-Fiction Bestseller	£0.00	£307.00	-£307.00
AUB	Audio Books	£15,000.00	£11,983.13	£3,016.87
BIB	Bibliographic Resources	£15,000.00	£11,126.00	£3,874.00
CD	Music CDs	£1,500.00	£1,549.20	-£49.20
CYAUB	Children's Audiobook	£2,500.00	£1,558.30	£941.70
CYEBO	Children's Ebooks	£6,000.00	£5,762.20	£237.80
CYF	Children's Fiction	£24,000.00	£36,485.77	-£12,485.77
CYFS	Children's Fiction (supplier)	£30,000.00	£28,728.88	£1,271.12
CYLP	Children's Large Print	£1,000.00	£0.00	£1,000.00
CYNF	Children's Non-Fiction	£9,500.00	£9,990.24	-£490.24
CYNFS	Children's NF (Supplier)	£15,000.00	£14,563.16	£436.84
DEBT	Debt Recovery	£500.00	£0.00	£500.00
DEVT	Development	£21,500.00	£6,966.00	£14,534.00
DON	Donated funds	£110.00	£110.84	-£0.84
DVD	DVDs	£100.00	£0.00	£100.00
DVDS	DVDs (Supplier)	£6,500.00	£4,202.89	£2,297.11
EAUD	E-Audio	£15,000.00	£12,169.40	£2,830.60
EBOO	E-Books	£20,000.00	£14,725.62	£5,274.38
ELIB	E-Library Contract (Overdrive)	£5,000.00	£4,000.00	£1,000.00
EMAG	E-Magazines	£15,500.00	£15,718.62	-£218.62

GRA	Grants & Subscriptions	£2,100.00	£2,113.90	-£13.90
INONL	Online Resources	£46,000.00	£42,207.86	£3,792.14
INPER	Newspapers and Periodicals	£29,000.00	£32,427.91	-£3,427.91
INREF	Reference Books	£900.00	£93.00	£807.00
INSUB	Subscriptions & SOs	£2,000.00	£2,655.78	-£655.78
LSCON	Local Studies Conservation	£5,000.00	£4,906.18	£93.82
LSLOA	Local Studies Loan Collection	£0.00	£0.00	£0.00
LSONL	Local Studies Online	£18,000.00	£18,430.97	-£430.97
LSREF	Local Studies Reference	£1,800.00	£2,114.15	-£314.15
REQ	Requests	£6,000.00	£4,713.32	£1,286.68
SEC	Stock Security	£0.00	£0.00	£0.00
SUP	Supplier Selection Fees	£6,000.00	£6,000.00	£0.00
Askews Prepaid invoices 22-23			-£24,718.25	£24,718.25
TOTAL Acquisitions budget		£450,110.00	£450,110.00	£0.00

Notes:

Soprano is the Library Management System used by GLL on which orders are placed.

The Library Stock fund budget is spent April to March to be consistent with the Council's financial year and year end processes.

Some budgets are over committed because orders are placed three months in advance based on provisional publication dates including books not due for publication until the next financial year. Towards the end of the financial year the supplier cancels orders placed more than six months ago which has slipped in publication date. The stock fund aims to be 10% over committed on physical stock fund.

Post Covid there has been some adjustment in spending based on customer habits which accounts for the difference from current allocation and actual spend.

This year a small donation was received from one of the library's reading groups in memory of one of their members and this was spent specifically on several new reading group sets.

Report No.
HPR 2024/031

London Borough of Bromley

PART ONE – PUBLIC

Decision Maker: EXECUTIVE

Date: 10 July 2024

For Pre-Decision Scrutiny by the Executive, Resources and Contracts Policy Development and Scrutiny Committee on Monday 8 July 2024

Decision Type: Non-Urgent Executive Non-Key

Title: CONTRACT EXTENSION: MECHANICAL & ELECTRICAL MAINTENANCE CONTRACT

Contact Officer: Graham Soars, Head of Special Projects (Interim), Strategic Property
Tel 020 8313 4593. E-mail: Graham.Soars@bromley.gov.uk

Chief Officer: Sara Bowrey, Director of Housing, Planning, Property and Regeneration

Ward: All Wards

1. REASON FOR REPORT

- 1.1 In July 2023 the Portfolio Holder for Resources, Commissioning and Contract Management approved a one-year extension to the Contract with B&M McHugh for the Periodic Servicing and Inspection, Routine and Responsive Maintenance and Out of Hours Emergency Callouts (Reactive Repairs and Planned Maintenance) to Mechanical and Electrical Installations in Corporate Property and Similar Facilities.
 - 1.2 The current Contract commenced on 1st October 2021 with an expiry date of 30th September 2023. Within the Contract is a formal extension option of up to two years. The current one-year extension to the Contract expires on 30th September 2024.
 - 1.3 This report, together with the accompanying Part 2 report, seeks approval to apply the second one year formal extension option to the Contract with B&M McHugh for Reactive Repairs and Planned Maintenance to Mechanical and Electrical Installations in Corporate Property and Similar Facilities.
-

2. RECOMMENDATION(S)

- 2.1 That the Executive, Resources and Contract Policy Development and Scrutiny Committee is asked to note and make any comments available to the Councils Executive.

2.2 The Councils Executive is recommended to approve the second one-year extension to the Mechanical & Electrical Reactive Repairs and Planned Maintenance Contract held with B&M McHugh Ltd as set out in the Part 2 Report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: N/A
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority
(5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: Refer to Part 2
 2. Ongoing costs: Refer to Part 2
 3. Budget head/performance centre: Repairs and Maintenance Budget
 4. Total current budget for this head: Refer to Part 2
 5. Source of funding: General Fund Budget 2024/25
-

Personnel

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
 2. Call-in: Applicable
-

Procurement

1. Summary of Procurement Implications: Detailed in report
-

Property

1. Summary of Property Implications: Detailed in report
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications:
-

Impact on the Local Economy

1. Summary of Local Economy Implications: N/A
-

Impact on Health and Wellbeing

1. Summary of Health and Well Being Implications: N/A
-

Customer Impact

1. Estimated number of users or customers (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

- 3.1 The report submitted to the Portfolio Holder for Resources, Commissioning and Contract Management of the 3rd July 2023 outlined the background of the 5 year Amey Total Facilities Management (TFM) Contract and the transition from an outsourced service to one being bought back into house in October 2021.
- 3.2 The report highlighted the intention following the insourcing for a strategic review of FM services alongside the delivery of the Operational Property Repair programme to help address the condition of the operational estate and reduce maintenance liability in the long term. The Operational Property Repair Programme is now underway.
- 3.3 The report highlighted that since the insourcing exercise it had been identified that the data sets provided by and the responsibility of the previous TFM Contractor were in some instances absent or incomplete, such as asset register service records.
- 3.4 Whilst some progress has been made, this information currently remains incomplete and is required prior to embarking on any new procurement process for the mechanical and electrical reactive maintenance and PPM contract or the various other compliant contracts across the operational estate that conclude on 30th September 2025.
- 3.5 Whilst the issue of asset register service records is being addressed and the wider FM delivery strategy discussions are on-going, there is a need to ensure that the operational estate is maintained and as a result extend the existing Mechanical and Electrical Services contract with B&M McHugh as part of this.
- 3.6 The proposed extension to the existing B&M McHugh contract will allow sufficient time for the asset register to be completed, the new mechanical and electrical contract documentation to be compiled for procurement and fall into line with completion dates of the other current service and compliant supplier contracts.
- 3.7 This will also provide time for a wider review of the scope for procurement options for service contracts across operational property as a whole and the facilities support contract at Churchill Court to be undertaken. This will be the subject of a separate report to Members by the new Head of Facilities Management, who takes up the post in September 2024.
- 3.8 The second one-year contract extension will be for a term from 1st October 2024 until 30th September 2025 with a mutual break on three months' notice from either party.

4 Options Appraisal Summary

- 4.1 **Do Nothing (option one).** This option is not recommended as the service is necessary for the maintenance of the Councils property portfolio and compliance with relevant legislation.
- 4.2 **Retender the service (option two).** This is the recommended option for the longer term but requires an asset register to be completed to facilitate the correct specification allowing engagement with the market and alternative contracts to be procured. There is also the need to consider/agree the overall commissioning strategy for the maintenance of the property portfolio before embarking on procurement.
- 4.3 **Extend the contract for a second year (option three).** This is the recommended option, as it will allow the essential services to continue pending the completion of an asset register exercise and preparing to proceed to procurement for replacement contracts based upon the agreed commissioning strategy for the maintenance of the property portfolio. The extension will include

a mutual break on three months' notice from either party. This will allow flexibility in managing the subsequent procurement exercise.

5. Tender Summary

- 5.1 Over the past 12 months B&M McHugh performance on this contract for the Council has stabilised in terms of their contract management and delivery of service. B&M McHugh have increased their workforce to suit the changing requirements and volume of demand placed on them by the Council to service this contract and the management of same, and the Council are satisfied that this service level will be maintained throughout this 2nd year extension to the contract.
- 5.2 The proposal is to extend the existing mechanical and electrical contract with B&M McHugh for a further twelve months. The additional period of 12 months, being the second and final year extension of this existing contract awarded in October 2021.
- 5.3 The specification and works undertaken are identical to the contract specification and work stream as currently being provided under the mechanical and electrical contract commenced on 1st October 2021 by B&M McHugh.
- 5.4 This proposed one year extension relates to the current contract and enables the wider procurement to provide a comprehensive solution to the Council's Facilities Management service contracts.

6. STRATEGIC APPROACH TO FM SERVICE DELIVERY

- 6.1 The approach to delivering the wider FM service is complex and will require a number of actions running in sequence. The strategy will be based on the following work streams:
 1. Complete a comprehensive asset register.
 - 2. Cross reference this with existing contract scopes to establish gap analysis of ----- service provisions in place
 3. Retendering and alignment of all contracts (including new Civic Centre which is to be in place by July 2025) reflecting the known requirements informed by the completed asset register.
- 6.2 A separate Report will be brought to Members in September 2024 setting out the proposed strategic approach to FM Service Delivery. This will include a key milestone programme demonstrating how the new strategy will be in place by September 2025 when current contracts are due to expire.
- 6.3 The proposed contract extension will allow the Council time to procure and instruct a specialist Asset capture company to carry out a detailed asset capture and verification exercise on both the corporate estate and other significant assets to ensure we all assets are maintained correctly and in accordance with relevant legislation and manufacturers legislation.
- 6.4 In the interim period, there is a need to extend the existing Mechanical and Electrical Services contract with B&M McHugh to ensure continuity of service pending the outcome of the Asset Register exercise and implementation of a broader procurement strategy.

7. SOCIAL VALUE, CARBON REDUCTION AND LOCAL / NATIONAL PRIORITIES

- 7.1 The proposed contract extension ensures that the Council continue to maintain their operational property ensuring health & safety compliance.

8. TRANSFORMATION/POLICY IMPLICATIONS

8.1 It is essential that the Council manages its assets to meet its aims and objectives.

9. STAKEHOLDER ENGAGEMENT

9.1 The FM Team work closely with all the operational services in the Council and the wider FM strategy will provide a greater emphasis on planned maintenance leading to improved service delivery.

10. STRATEGIC PROPERTY CONSIDERATIONS

10.1 The proposed extension provides continuity of service delivery in compliance with the Council's obligations.

11. PROCUREMENT CONSIDERATIONS

11.1 The report seeks a one-year extension to the contract with B&M McHugh, utilising the formal extension options built into the contract, based upon a forecast value referred to in the Part 2 Report.

11.2 The Council's requirements for authorising an extension are covered in CPR 23.6 and 13.1. For an extension of this value, the Approval of the Executive, with agreement from the Portfolio Holder, Chief Officer, the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance, must be obtained. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

11.3 Following Approval, the extension must be applied via a suitable Change Control Notice, or similar, as specified in the contract.

11.4 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

12. FINANCIAL CONSIDERATIONS

12.1 Refer to Part 2.

13. LEGAL CONSIDERATIONS

13.1 Members are requested to approve the award of a second one-year contract extension, from 1st October 2024 until 30th September 2025, to the Mechanical & Electrical Reactive Repairs and Planned Maintenance Contract held with B&M McHugh Ltd under its existing contractual terms.

13.2 There is a range of specific legal duties which requires the Council to undertake maintenance of its properties. Failure to ensure that its properties and buildings are maintained to a level to avoid risks to its staff and members of the public can lead to both criminal and civil liability.

13.3 This is a Formal Contract Extension as defined by the Council's Contract Procedure Rule 23.6 and can proceed in accord with that Rule and the terms of the original contract.

Non-Applicable Headings:	7,11,13,14,15
Background Documents: (Access via Contact Officer)	Contract Extension: Mechanical & Electrical Reactive Repairs and Maintenance 3 rd July 2023

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