

CABINET

17 JANUARY 2012

Title: Housing Concierge and Estate Policing Proposal	
Report of the Cabinet Members for Housing and Crime, Justice and Communities	
Open report	For Decision
Wards Affected: All	Key Decision: Yes
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Accountable Directors: Darren Henaghan, Corporate Director of Housing and Environment and Anne Bristow, Corporate Director of Adult and Community Services	
Summary: This report sets out proposals in respect of the concierge/security services for a number of housing blocks and seeks authority to tender and let a contract for this service. In addition this report also sets out a policing proposal put forward by the Metropolitan Police to provide specific additional policing to housing estates, the details of the proposed arrangements and how these can be funded and taken forward.	
Recommendation(s) Cabinet is asked to: (i) Note the outcome of the consultation on future concierge provision; (ii) Agree that the Concierge / Security arrangements for residential housing blocks be tendered and a contract awarded as set out within the report; (iii) Agree that officers enter into a contractual agreement with the Metropolitan Police in respect of the proposals in consultation with Legal Services, and (iv) Note that officers and relevant Portfolio Holders will consider further measures to deal with anti-social behaviour issues as set out in the report, including funding directly through the HRA up to two Family Intervention Officers on a trial basis.	
Reason(s) These proposals contribute to the Policy House theses of Better together and Better Home through tackling anti-social behaviour, working in partnership and involving residents. These proposals also contribute to a well run organisation by improving value for money and making good use of assets.	

1. Introduction and Background

- 1.1 There are a range of ways crime and anti social behaviour on estates are addressed including:
- Physical policing – including safer neighbourhood teams directed through local priority setting and the VOLT (Victim, Offender, Location, Time)/which is a multi agency group that looks at policing priorities.
 - Community Safety measures to address ASB including use of powers to serve ASBO's/other enforcement action
 - Diversionary activities – primarily directed at young people
 - Support initiatives including victim support, as well as support to families through the Family Intervention Project and mediation
 - Environmental action to discourage ASB
 - Environmental Health Officer enforcement action to tackle noise and nuisance
 - Community work to bring communities together and promote neighbourliness
 - Use of CCTV including the SAMs (surveillance and monitoring) system.
- 1.2 In addition as a landlord the council provides a range of measures to address ASB on estates. These include:
- Physical measures – including lighting, Door Entry Systems/Use of CCTV/SAMs
 - Management measures – including concierge/on site security/emergency response
 - Tenancy enforcement – including eviction and probationary/demoted tenancies
 - Lettings management – to address ASB
- 1.3 Depending on the severity of the problem and the measures used, much of this work is supported through Community Safety and Environmental Health Officer action as well as through partnership working with the police.
- 1.4 Across Housing Revenue Account (HRA) and General Fund services the Council makes a significant investment in Community Safety and ASB directly aimed at addressing residents' concerns. In respect of specific HRA services such as on site security/SAMs etc this forms a service charge to residents of the affected blocks.
- 1.5 This Report sets out proposals in respect of two particular aspects of this work:
- Concierge
 - Policing

2 Proposal and Issues Concierge/Security

- 2.1 A new concierge and security contract was put in place earlier in the year for all housing sites administered as part of a Council wide contract.
- 2.2 It is proposed to retender the housing element of this contract that involves concierge and security services to tenanted blocks, to enable leaseholder consultation requirements to be met for the future. In advance of any retendering exercise consultation has now been carried out with residents about whether they

want a concierge service, the level of service wanted in respect of hours (and cost) and any alternative provision including increased estate policing

- 2.3 All residents of Thaxted House, Highview and Sebastian Court were provided with a questionnaire seeking their views and meetings were held with residents of each block. However attendance was low and this is also reflected in the overall response levels. This was particularly the case in respect of Sebastian Court where only 12 out of 64 properties responded and the Council will therefore be seeking ways to get a broader range of views. In addition to the Concierge proposals residents were generally supportive of proposals for an additional policing service. As a result of this consultation it is therefore intended to progress the retendering of this contract.
- 2.4 The Housing residential blocks affected by the tendering proposals are: Thaxted House, Sebastian Court and Highview House as well as Millard Terrace. Most of these blocks currently have a concierge service, whilst Millard Terrace is served by the SAM's CCTV system. Colne House and Mersea House will also be linked into the SAM's system on completion of the current major works project.
- 2.5 It is proposed to tender for these services including concierge and SAM's operators. The estimated contract value is circa £500,000 per year and it is proposed to enter into a contract of two years with an option of a one year extension. This is aimed to align with the current corporate security contract and enable any future retendering to be carried out as a single procurement. It is therefore anticipated that this contract will end on 14th June 2014 in order to tie into the current corporate contract.
- 2.6 Formal S20 Leaseholder consultation will be required in respect of this procurement and arrangements for this have been built into the tendering arrangements. This requires leaseholders to be consulted on any proposals that affect them and for leaseholders to be able to comment on any proposals and for their views to be taken into account before any contract is awarded.
- 2.7 It is proposed to seek tenders using the two part Restricted Procedure in accordance with the European Procurement Directives for a two year term contract with the possibility of a one year extension subject to satisfactory performance of the nominated contractor. It is intended that this contract will be aligned to end at the same time as the current corporate contract, 14th June 2014.
- 2.8 It is proposed that the contract will work on a 'call off' basis from a priced schedule of rates for the duration of the contract.
- 2.9 Applicants will be assessed on a range of criteria based on a 70% price, 30% quality basis. The quality assessment will include:
- Contract management and control
 - Contract implementation
 - Equipment, uniforms, recording and reporting systems
 - Risk management
 - Complaints management

The above is not exhaustive and may be added to during finalization of the tender documentation.

2.10 Following tender evaluation and in line with the Council's constitution, unless otherwise instructed by the Cabinet, a recommendation report in the form of a Delegated Decision will be submitted to the Corporate Director of Housing and Environment, in consultation with the Corporate Director of Finance and Resources, to award the new term contract following the conclusion of the procurement process.

2.11 The proposed timetable for the tender process is:

Cabinet approval	January 2012
Stage 1:S20 Leasehold Consultation	January 2012
Advertise	February 2012
Expression of interest	March 2012
Invitation to tender	April 2012
2 nd Stage: S20 Leasehold Consultation	May 2012
Contract Award	June 2012

Policing Proposal

2.12 In tandem with the Council's proposal to address future security needs on estates the Metropolitan Police have also put forward a policing proposal that needs to be considered within the overall context of the Council's approach to community safety.

2.13 The proposal from the Metropolitan Police is that they would share the cost of providing additional Police Officers (salary and on cost) on a 50/50 basis with a commitment that this would be valid for an initial period of two years. The officers would be regular Police Officers trained to national standards. They would work as part of a dedicated Housing Team, working under the management of the Police, tasking informed by Police and Council priorities. This approach has proven successful at both Gascoigne Estate and in the Borough's Parks where the Council funds and influences police resources.

2.14 It is proposed that the Council would pay for ten Police Officers and would get twenty Police Officers. The management and tasking of these officers would be through the Metropolitan Police. However their objectives will be determined through the VOLT Strategic Review Group. The membership of this group includes the Divisional Directors for Community Safety and Housing and Neighbourhoods, the portfolio holder for Crime, Justice and Communities, the Chief Inspector for Barking and Dagenham and other senior officers as well as probation and health. The VOLT locations group which feeds into the Strategic Review Group will take an active role in tasking the team based on local knowledge, and Housing Managers will form part of this group. Detailed arrangements will be put in place to agree priorities and tasking and to monitor outcomes. This will be a continuous process of setting and agreeing priorities and tasking, linked to local intelligence as well as other information sources. This approach has already proved successful in dealing with long term issues in Marks Gate and Barking Park.

2.15 The Police Operational Commander and the Divisional Directors will establish and maintain appropriate mechanisms to monitor the effectiveness of the additional police officers which will be reviewed annually. As part of the discussions with the

police on this proposal we would also seek appropriate break clauses in the arrangements.

- 2.16 The Police Estates Team will come under a dedicated Police Inspector and the proposal is that they provide a seven days a week service covering 10:00am to 10:00pm, although hours of operation will be flexible based on need. The proposed hour reflect the times where additional police presence would be most visible and accessible. However a normal police emergency response would always remain available. It is intended that the team will be highly visible on estates and that where feasible they will use housing offices as a base as well as be contactable in other publicly accessible venues. The estates team will work closely with the SNTs but will form a separate and distinct unit. The team will use local intelligence provided through SNTs alongside other local sources to help inform priorities.
- 2.17 It is also intended that these proposals will support the Police Cadet Initiative that operates in Barking and Dagenham with specific targets to increase the number of uniformed Police Cadets from the estates who will then be used to assist the team with community based initiatives. It is proposed that this will be developed with the involvement of the Council's Youth Service.
- 2.18 In addition it is proposed that in the event that this initiative is agreed that the police will provide a further 20 Police Special Constables to work in Barking and Dagenham alongside these dedicated officers. This would provide a significant return for funding 10 Police Officers. Whilst these officers would not be full time, this will provide an additional police presence.
- 2.19 As well as the extra policing, a commitment is being given to further address ASB issues. This would be met from HRA resources and possibly government grant following recent family intervention announcements. Working with the additional intelligence that the extra policing is likely to provide, the Council will give consideration to different approaches and innovative measures including the possibility of employing on a trial basis up to two Family Intervention Officers to work in conjunction with the Police and test whether this would bring worthwhile results.

Existing Policing initiatives

- 2.20 There are two similar current policing initiatives in operation within the borough.
- 2.21 There is a current policing initiative at the Gascoigne Estate in which police officers are matched funded to patrol the Estate which has resulted in significant reduction in fear of crime on the estate. Resident satisfaction with security and safety has improved and their well being has increased. Vandalism has declined as well as crime rates in a range of areas including burglary and car theft.
- 2.22 A similar initiative involving the boroughs parks has also secured increased resident satisfaction and had a positive impact on the park environment.

3. Options Appraisal

- 3.1 There are a wide range of options for providing security to blocks of flats and a number of these measures are currently in place including CCTV and Door Entry

Systems. The blocks which are subject to the concierge/ security proposals set out in this report all currently receive a concierge/ security service and the options for future provision include the hours of operation, the days of operations and the service to be provided. Consultation with residents has been carried out on these options and the outcome will be reflected in the tendering proposals.

- 3.2 The cost of ten Police Constables which would give the Council twenty police Constables and 20 Special Police Constables, is £500k. The reduction in vandalism repair and other forms of wilful damage is estimated at about £100k based on reductions achieved as part of the Gascoigne Police project.
- 3.3 There are three potential options to fund these costs
- General Fund
 - A specific service charge to Estates receiving the service
 - A universal HRA cost met from core rental income.
- 3.4 An assessment of each of these options has been carried out. Whilst a policing service could be seen as a General Fund activity, in this instance it is proposed that this service be restricted to housing estates. In addition this is an additional service and does not form part of core policing to the borough. In these circumstances it is therefore appropriate that this cost should be met from the Housing Revenue Account. Further consideration has been given to whether this should be a universal cost or a service charge to specific estates. The cost is considered to be a universal charge, as it is proposed that the additional policing will be deployed as needed, rather than being dedicated to a specific estate as this will give maximum flexibility in responding to particular issues on estates at different times. As a result this could not be made a specific service charge as a level of service could not be guaranteed to a particular block or estate and should therefore be borne from general core rental income. Provision to meet the additional costs has been within the existing HRA budget for the current year and will be built into future years forecasts.

4. Consultation

- 4.1 Consultation has been carried out with residents of affected blocks in respect of future concierge/ security provision. In addition residents' views were sought in respect of the policing proposals. In addition these proposals have been the subject of detailed discussions with the Metropolitan Police.

5 Financial Implications

Implications completed by: Jo Moore, Finance Group Manager

- 5.1 In 2010/11 the Housing Revenue Account paid approx £900k for security services which form part of the corporate contract. Under the recently re-tendered corporate contract the housing element is approximately £500k. As this is a charge which is passed on to tenants and leaseholders via service charges the saving will not impact on the HRA bottom line but should mean that tenants and leaseholders will benefit from lower costs. There will, however, be procurement costs payable as part of the new procurement arrangements with Elevate and these costs will equally need to be recharged to tenants and leaseholders.

- 5.2 The cost of 10 police officers (£50k each) totals £500k and, if accepted, will be built into the HRA business plan from 1 April 2012. The Metropolitan Police will complement this with a further 10 Officers and 20 Special Police Officers within the Borough. However, as this cost is recommended to be borne from core rental income (which is set based on government rent restructuring formulae) there will be an incremental cost to the HRA.
- 5.3 The HRA should benefit by reduced cost of vandalism or anti-social behaviour as result of the above measures which is estimated at £100k based on experience at the Gascoigne estate. This will also be built into the business plan.
- 5.4 The cost of 2 additional Family Intervention Officers will also be built into the HRA business plan and 2012-13 HRA budget.

6 Legal Implications

Implications completed by: Doreen Reeves Group Manager Legal

- 6.1 The Local Government and Housing Act 1989 requires that the Council maintains a separate accounts for housing related costs isolated from the general fund. This is called the Housing Revenue Account and it must balance each year.
- 6.2 It is therefore an implication that any costs incurred regarding the concierge and security services must be recovered in the form of charges to tenants and leaseholders. In the case of security a Notice must be given under the Housing Act 1985 to tenants before extra charges are made and consultation carried out in accordance with the Landlord and Tenant Act 1985 with the Leaseholders. This is vital or the full cost cannot be recovered.
- 6.3 Contracts can be made with the Police pursuant to section 92 of the Police Act 1996 and due to the specialist nature it would be suggested that it is made waiving the requirement to tender in accordance with the Council's Contract Rule 4.2.2.1, as the services to be provided under the contract with the Metropolitan Police are of a specialist or proprietary nature. As the cost is in excess of £400,000 this is a Cabinet decision.

7 Other Implications

- 7.1 **Risk Management** - The principle risks associated with the proposals set out within this report are:
- Concierge procurement risks - These will be mitigated through the use of Elevate for the procurement to ensure compliance with OJEU requirements.
 - Unable to reach agreement with the Metropolitan Police - This will be mitigated through early negotiation on key issues and by drawing on learning from existing contracts with the Metropolitan Police.
- 7.2 **Contractual Issues** - The proposals set out in this report will require a procurement process to secure concierge services as well as enter into a contract with the Metropolitan Police for the provision of Estate Policing.

- 7.3 **Staffing Issues** - There are no direct staffing implications for the Council arising from this report although there is the potential for TUPE between concierge/ security contractors.
- 7.4 **Customer Impact** - Concierge and security are existing services provided to residents in the affected blocks. Therefore there are no new implications for any identified groups arising from these proposals. The estate policing proposal is a new initiative which is aimed at enhancing quality of life on estates which will benefit all equality and diversity groups and particularly address those who may feel vulnerable in their home and environment.
- 7.5 **Safeguarding Children-** All of the proposals in this report are aimed at improving safety and security for all residents on estates including children. The proposals to link the policing initiative with the further development of the cadet arrangements is directed at providing services to young people.
- 7.6 **Health Issues** - The proposals in this respect are aimed at providing safe environments which will enhance health and wellbeing.
- 7.7 **Crime and Disorder Issues** - The proposals in this report directly contribute to the Council and Partnership work to tackle crime and disorder on estates.
- 7.8 **Property/ Asset issues** - There are no property/asset issues arising from the proposals in this report.

Background papers used in the preparation of this report: None

List of Appendices: None