

Cabinet

Tuesday 16 July 2019

4.00 pm

Ground Floor Meeting Room GO2C, 160 Tooley Street, London SE1 2QH

Membership

Councillor Peter John OBE (Chair)
Councillor Rebecca Lury

Councillor Evelyn Akoto
Councillor Jasmine Ali
Councillor Stephanie Cryan
Councillor Richard Livingstone

Councillor Victoria Mills
Councillor Leo Pollak

Councillor Johnson Situ
Councillor Kieron Williams

Portfolio

Leader of the Council
Deputy Leader and Cabinet Member for
Culture, Leisure, Equalities and Communities
Community Safety and Public Health
Children, Schools and Adult Care
Jobs, Business and Innovation
Environment, Transport and the Climate
Emergency
Finance, Performance and Brexit
Social Regeneration, Great Estates and New
Council Homes
Growth, Development and Planning
Housing Management and Modernisation

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

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Contact

Paula Thornton 020 7525 4395 or email: paula.thornton@southwark.gov.uk;
constitutional.team@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Councillor Peter John

Leader of the Council

Date: 8 July 2019



Cabinet

Tuesday 16 July 2019
4.00 pm

Ground Floor Meeting Room GO2C, 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
	MOBILE PHONES	
	Mobile phones should be turned off or put on silent during the course of the meeting.	
1.	APOLOGIES	
	To receive any apologies for absence.	
2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
3.	NOTICE OF INTENTION TO CONDUCT BUSINESS IN A CLOSED MEETING, AND ANY REPRESENTATIONS RECEIVED	1
	To note the items specified which will be considered in a closed meeting.	
4.	DISCLOSURE OF INTERESTS AND DISPENSATIONS	
	Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	

Item No.	Title	Page No.
5.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of a public question is midnight Wednesday 10 July 2019.	
6.	MINUTES	2 - 23
	To approve as a correct record the minutes of the open section of the meeting held on 18 June 2019.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. The deadline for the receipt of a deputation request is midnight Wednesday 10 July 2019.	
8.	LEDBURY TOWERS UPDATE	24 - 30
	To note the latest position with the Ledbury Towers and to agree that the final report due from Arup on the investigations will be published upon receipt.	
9.	BOROUGH EMERGENCY PLAN 2019	31 - 58
	To agree the annual review of the generic borough emergency plan.	
10.	COUNCIL PLAN ANNUAL PERFORMANCE REPORT 2018-19	59 - 63
	To note the council's performance 2018-19 against the Council Plan 2018-2022.	
11.	MID-TERM REVIEW - CULTURAL STRATEGY 'CREATIVE SOUTHWARK 2017 TO 2022'	64 - 76
	To consider the mid term review of Creative Southwark: cultural strategy 2017 to 2022 noting achievements and emerging priorities including the proposal for the development of London's first Cultural Compact.	
12.	RESPONSE TO RECOMMENDATIONS FROM COMMUNITY SAFETY SCRUTINY COMMISSION REPORT, VIOLENCE AGAINST WOMEN AND GIRLS (VAWG) SCRUTINY REVIEW	77 - 82
	To note the response to the violence against women and girls (VAWG) scrutiny recommendations.	

Item No.	Title	Page No.
13.	VIOLENCE AGAINST WOMEN AND GIRLS STRATEGY	83 - 94
	To approve the violence against women and girls (VAWG) strategy.	
14.	SOUTHWARK HEAT NETWORKS STRATEGY UPDATE	95 - 139
	To note the update on the delivery of the council's 2017-20 district heating investment plan and agree related recommendations.	
15.	INTERMEDIATE RENT HOUSING LIST - FEEDBACK ON THE CONSULTATION AND AGREEING THE NEXT STEPS	140 - 153
	To agree to continue with plans to introduce an intermediate rent housing list and the outline eligibility criteria and priority system for the new intermediate rent housing list (based on the feedback from the consultation with residents and other stakeholders).	
16.	SOUTHWARK WORKFORCE STRATEGY REFRESH 2019-2022	154 - 171
	To note progress against the workforce strategy as agreed by cabinet in November 2016 and agree the refreshed vision, outcomes and deliverables contained in the workforce strategy.	
17.	PROGRAMME TO DELIVER 500 PAID INTERNSHIPS	172 - 192
	To approve the paid internship programme and that an update on the programme be included as part of an annual outcomes report on making Southwark a full employment borough.	
18.	RESPONSE TO RECOMMENDATIONS FROM THE REDUCING HEALTH INEQUALITIES THROUGH COUNCIL SERVICES AND PARTNER ORGANISATIONS FROM THE HEALTHY COMMUNITIES SCRUTINY COMMISSION	193 - 205
	To agree the proposed response to the healthy communities scrutiny sub-committee's report on reducing health inequalities through council services and partner organisations and to note the progress in taking forward the recommendations.	
19.	THE IMPLEMENTATION OF FREE HEALTHY NURSERY MEALS	206 - 214
	To agree the implementation model for free healthy nursery meals (FHNM) in all maintained nurseries and nursery classes within primary schools in Southwark.	

Item No.	Title	Page No.
20.	ACQUISITION OF SITE FOR NEW AFFORDABLE HOUSING: FORMER BOYS CLUB HAWKSTONE ROAD ROTHERHITHE SE16 2PE	215 - 222
	To authorise pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985, that the council acquires the freehold interest in the property set identified.	
21.	OLD KENT ROAD PLANNING AND REGENERATION UPDATE	223 - 238
	To agree to pilot a Community Review Panel in the Old Kent Road.	
	To note the progress of community engagement and responses to the evolution of the Old Kent Road Area Action Plan (AAP) and Old Kent Road community forums and to also note the consultation summary and report.	
	OTHER REPORTS	
	The following items are also scheduled for consideration at this meeting.	
22.	REPORT AND RECOMMENDATIONS OF THE SOUTHWARK SERIOUS YOUTH VIOLENCE PANEL	
23.	THE OLD VIC ANNEX	
24.	GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL FOR MAIN WORKS FOR FLAXYARD AND PECKHAM LIBRARY SQUARE	
25.	NEW HOMES SITE PURCHASE, SE15	
26.	POLICY AND RESOURCES STRATEGY: FINANCIAL REMIT 2020-21	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING	

EXCLUSION OF PRESS AND PUBLIC

The following motion should be moved, seconded and approved if the cabinet wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure Rules of the Constitution.”

PART B - CLOSED BUSINESS**27. MINUTES**

To approve as a correct record the closed minutes of the meeting held on 18 June 2019.

28. ACQUISITION OF SITE FOR NEW AFFORDABLE HOUSING: FORMER BOYS CLUB, HAWKSTONE ROAD, ROTHERHITHE, LONDON SE16 2PE**29. NEW HOMES SITE PURCHASE, SE15**

DISCUSSION OF ANY OTHER CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT

Date: 8 July 2019



Notice of Intention to conduct business in a closed meeting, and any representations received

Cabinet 16 July 2019

The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 require that the council give a 28 notice period for items to be considered in private/closed session. This has been implemented through the publication of the council's forward plan.

The council is also required under these arrangements to give a further five days notice of its intention to hold the meeting or part of the meeting in private/closed session and give details of any representations received in respect of the private meeting.

This notice issued in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 is to confirm that the cabinet meeting to be held on 16 July 2019 at 4.00pm, Council offices, 160 Tooley Street, London SE1 2QH will be held partly in closed session for consideration of the following items listed on the agenda:

Item 28: New Homes Site Purchase, London SE15

Item 29: Acquisition of Site for New Affordable Housing: Former Boys Club, Hawkstone Road, Rotherhithe SE16 2PE

The proper officer has decided that the agenda papers should not be made available to the press and public on the grounds that they involve the likely disclosure of confidential or exempt information as specified in categories 1 - 7, of the Access to Information Procedure Rules of the Constitution. The reason for both reports is that they contain information falling within category 3: information relating to the financial affairs of any particular person (including the authority holding that information).

In most cases an open version of a closed report is produced and included on the agenda.

No representations have been received in respect of the items listed for consideration in closed session. Any representations received after the issuing of this notice will be reported at the meeting.

Paula Thornton
For Proper Constitutional Officer

Dated: 8 July 2019



Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 18 June 2019 at 4.00 pm at the Council Offices, 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Peter John OBE (Chair)
Councillor Rebecca Lury
Councillor Evelyn Akoto
Councillor Jasmine Ali
Councillor Stephanie Cryan
Councillor Richard Livingstone
Councillor Victoria Mills
Councillor Leo Pollak
Councillor Johnson Situ
Councillor Kieron Williams

1. APOLOGIES

All members were present.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

The chair gave notice of the following late items:

- Item 7: Deputation requests
- Impact of Brexit on Southwark – Progress Report.

Reasons for urgency and lateness will be specified in the relevant minutes.

3. NOTICE OF INTENTION TO CONDUCT BUSINESS IN A CLOSED MEETING, AND ANY REPRESENTATIONS RECEIVED

No representations were received in respect of the item listed as closed business for the meeting.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Victoria Mills declared a disclosable pecuniary interest in respect of Item 22 (Appendix 7, End Violence at Work Charter) as her partner works for UNISON.

Councillor Victoria Mills confirmed her intention to withdraw from the meeting and leave the meeting room while item 22 was being discussed.

5. PUBLIC QUESTION TIME (15 MINUTES)

Public question from Gail Chester, chair of trustees, Feminist Library:

“Why has Southwark Council not finalised the lease of our new premises, which is mainly dependent on a service charge agreement? In November 2018 you undertook to do a planned preventative maintenance survey, yet we’re still waiting for the service charge figure, having been packed ready to move since January.”

Response by Councillor Victoria Mills, Cabinet Member for Finance, Performance and Brexit

First part of question: “Why has Southwark Council not finalised the lease of our new premises”

Response: Southwark Council remains firmly committed to seeing the Feminist Library opening its doors in a great new facility at the heart of our borough. This has not happened at the speed at which both sides hoped and we are sorry that this is the case. Both our lawyers and the lawyers for the Feminist Library have been discussing the various complexities in the agreement. This has taken a little longer than either side would like, but unfortunately there do remain some areas of disagreement and both sides will need to move a little to resolve this. The latest version of the draft lease will be returned to your lawyers this week.

Second part of question: “In November 2018 you undertook to do a planned preventative maintenance survey, yet we’re still waiting for the service charge figure”

Response: Southwark Council sees the Sojourner Truth Centre as becoming a prominent voluntary sector hub in the heart of Peckham where a range of community and non-for-profit organisations can make significant contributions to our borough. We recognise that the building is in need of investment and a proper long-term maintenance plan. Significantly we also recognise that if we are going to support voluntary sector organisations to thrive at the centre we need to make our own financial contribution and be aware of the financial constraints that our tenants here have.

Last year we stated we will be undertaking a survey of the building and its curtilage for (1) a common parts Refurbishment, (2) a 15 years Programme of Preventative Maintenance (PPM) and (3) a new annual Service Charge (SC) budget. These are not mutually exclusive and the PPM will form part of the SC. These three pieces of work have been carried out by independent buildings, mechanical & engineering consultants and property managers. We have a draft refurbishment Specification, a draft PPM and a draft SC. All three are currently being refined to deliver a quality building fit for the future. We anticipate final specifications and schedules being available within the next week following which we shall commence the process of procuring the refurbishment. The proposed service charge

will therefore be available to the building's tenants in the same time frame – within the next week.

Supplemental question

Gail Chester asked a supplemental question seeking assurances on a maximum level on the service charge and that the lease issue could be resolved without delay.

Councillor Mills confirmed that it was hoped that the lease would be sent to the Feminist Library in the next few days. She was not in a position to give an assurance in respect of the service charge as the council had a duty to be fair and equitable to all community and voluntary sector group on such matters. Going forward, she was happy to meet with the group in order to discuss outstanding issues following receipt of the lease.

6. MINUTES

RESOLVED:

That the minutes of the open meeting held on 30 April 2019 be approved as a correct record and signed by the chair.

7. DEPUTATION REQUESTS

The report had not been circulated five clear days in advance of the meeting. The chair agreed to accept this deputation request as urgent as it related to an item elsewhere on the agenda for this meeting.

RESOLVED:

That the deputation be received.

Southwark Group of Tenants Organisation (SGTO) Tenants Council / Tenant Management Organisations (TMOs) (combined deputation)

A spokesperson from each of the above named groups addressed the cabinet to highlight a number of views/concerns which included:

- The feeling that input / contributions had been ignored
- Calling into doubt issue of officer experience and knowledge
- Allegations of lack of response from officers
- Issues relating to the consultation
- A request for TMOs to be involved in the review and consultation.

Councillor Kieron Williams, cabinet member for housing management and modernisation responded saying he was happy to meet with representatives to discuss the consultation and to work towards establishing a structure that works for all.

8. VIOLENCE AGAINST WOMEN AND GIRLS (VAWG) SCRUTINY REVIEW

Councillor Leanne Werner presented this community safety scrutiny commission report to cabinet.

RESOLVED:

That the cabinet member for community safety and public health report back on the recommendations in the report (Appendix A) to cabinet within eight weeks. (Cabinet's 16 July 2019 meeting is due to consider a strategy on this matter and the cabinet member to check whether it would be possible to bring the response slightly earlier to this July meeting).

9. MODERN DAY SLAVERY AND TRAFFICKING SCRUTINY REVIEW

Councillor Leanne Werner presented this community safety scrutiny commission report to cabinet.

RESOLVED:

That the cabinet member for children, schools and adult care report back on the recommendations in the report (Appendix A) to cabinet within eight weeks.

10. COMMUNITY ENERGY SCRUTINY REVIEW

Councillor Helen Dennis presented this housing and environment scrutiny commission report to cabinet.

RESOLVED:

That the cabinet member for housing management and modernisation report back on the recommendations in the report (Appendix A) to cabinet within eight weeks.

11. FAIRER FUTURE PROCUREMENT STRATEGY

RESOLVED:

Decisions by the Cabinet

1. That the updated Fairer Future Procurement Framework (FFPF) including the draft Southwark Construction Charter be approved.
2. That the next steps for enhancing the council's commitment and approach to social value in procurement as outlined in paragraphs 16 – 18 of the report be noted.
3. That it be noted that there will be consequential amendments to the constitution including the contract standing orders, following the approval of the FFPF to reflect updates required as highlighted in the report.

4. That a report back on the implementation and impact of the FFPF be received by cabinet in December 2020 (and to include as far as possible information relating to service quality improvements as a result of improved employment conditions and impact on ability of small businesses to win contracts).

Decision of the Leader of the Council

5. That the responsibility for any minor and consequential amendments and updates to the Fairer Future Procurement Framework be delegated to the cabinet member for finance, performance and Brexit in consultation with the director of law and democracy.

12. RESIDENT INVOLVEMENT REVIEW RECOMMENDATIONS

RESOLVED:

1. That the recommendations of the Resident Involvement Co-design Panel and subsequent consultation feedback in relation to the council's housing engagement and involvement framework be noted.
2. That the proposals by the council for a new framework that takes into account the panel's recommendations and consultation feedback be noted:
 - a) That tenants & residents associations remain fundamental to the structure providing both scrutiny and community development functions for tenants and homeowners
 - b) That the functions of the existing 12 area housing forums in terms of discussing local housing issues, are incorporated into the newly established Empowering Communities Programme which will bring residents and local councillors together to discuss housing and other local issues either on a ward or multi-ward basis
 - c) That Tenant Council and Homeowner Council are replaced by one Tenants and Homeowners Forum
 - d) That the chair, deputy-chair and one other member of the proposed Tenants and Homeowners Forum are co-opted to the housing scrutiny commission, a sub-committee of the council's overview and scrutiny committee
 - e) That an online panel of tenants and homeowners is established to provide an additional way to regularly seek the views of a wider range of residents through polls and longer consultation exercises
 - f) That the council will support tenants and homeowners to arrange an annual conference
 - g) That a new Resident Involvement Fund replaces existing separate funds which currently exist for Tenant Council and Homeowners Council.
3. That a further round of consultation on the proposals to take place between July and October 2019 be agreed.
4. That officers report back to cabinet by October 2019 on the outcome of the consultation.
5. That the approval of final proposals for a new Resident Involvement Framework be considered by cabinet.

13. SOUTHWARK PIONEERS FUND: ESTABLISHMENT

Councillor Peter Babudu attended cabinet to present his work on this report in his capacity as deputy cabinet member for innovation.

RESOLVED:

Decisions of the Cabinet

1. That the establishment of the Southwark Pioneers Fund (the Fund) to invest in Southwark's entrepreneurs of the future be agreed.
2. That the allocation of £2 million to the Fund from the London Devolution Reserve be agreed.
3. That it be agreed that the next steps for the Fund will include development of a more detailed delivery plan setting out additional information on how the Fund will be delivered and including key outputs and milestones.
4. That a progress report on the implementation and delivery of the Fund be brought back to cabinet in 12 months.

Recommendation for the Leader of the Council

5. That future decisions on individual elements of delivery of the Fund be delegated to the cabinet member for jobs, business and innovation in consultation with the strategic director of finance and governance and the head of the chief executive's office.

14. SOUTHWARK SKILLS STRATEGY - DELIVERY PLAN PROGRESS UPDATE

RESOLVED:

1. That the progress made in delivering the Skills Strategy in the last twelve months, following cabinet approval of the delivery plan in June 2018 be noted.
2. That the draft updated Skills Strategy delivery plan included at Appendix 1 of the report, which will be approved by the Skills Partnership in July, be noted.
3. That an update report on progress be received by cabinet in twelve months' time.

15. POLICY AND RESOURCES STRATEGY: REVENUE MONITORING OUTTURN, INCLUDING TREASURY MANAGEMENT 2018-19

RESOLVED:

1. That the general fund outturn position for 2018-19 (Table 1 of the report) be noted.
2. That the key adverse variations and budget pressures underlying the outturn

position be noted:

- The Dedicated Schools Grant (DSG) outturn position of a £11.515m deficit and the significant pressures on the high needs budgets (paragraphs 30-31 of the report)
 - the budget pressures on temporary accommodation (paragraphs 36-37 of the report) and No Recourse to Public Funds (NRPF) (paragraph 39 of the report).
3. That the utilisation of £4m contingency (paragraph 54 of the report) to offset adverse variances on temporary accommodation and NRPF be noted.
 4. That the housing revenue account outturn for 2018-19 (Table 2, paragraphs 55-63 of the report) be noted.
 5. That the increase in unallocated general fund balance (paragraphs 64-66 of the report) be noted.
 6. That the earmarking of the one-off financial benefits arising from the London Devolution deal (paragraphs 71-73 of the report) be noted.
 7. That the detailed movements of earmarked reserves as set out in Appendices B, C and D of the report be noted.
 8. That the treasury management activity in 2018-19 (paragraph 83-91 of the report) be noted.
 9. That the interdepartmental budget movements that exceed £250,000, as shown in Appendix A of the report be approved.
 10. That the interdepartmental general fund budget movements that are less than £250,000 as shown in Appendix A of the report be noted.
 11. That the outturn position implications for the 2019-20 budgets and beyond set out in paragraphs 80-82 of the report) be noted.

16. OUTTURN CAPITAL MONITORING FOR 2018-19 AND CAPITAL PROGRAMME REFRESH FOR 2019-20 TO 2027-28

RESOLVED:

1. That the outturn and resources for 2018-19 and future years for both the general fund and housing investment programmes as detailed in Appendices A, B and D of the report be noted.
2. That the virements and variations to the general fund and housing investment capital programme as detailed in Appendix C of the report be approved.
3. That the inclusion in the programme of the capital bids set out in Appendix E of the report be approved.
4. That the substantial funding requirement of £425m for future years which needs to

be identified for the general fund programme in order for this to be fully delivered, as summarised in Appendix A of the report be noted.

5. That the significant funding requirement of £477m which needs to be identified for the housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix B of the report be noted.

17. A FOOD SECURITY PLAN FOR SOUTHWARK

RESOLVED:

1. That the approach to supporting food security in Southwark, looking beyond the foodbank to a fairer food future for all be approved.
2. That a partnership with the Southwark Food Action Alliance to develop and implement the Southwark food security plan be approved and that a progress report be received by cabinet in 12 months.

18. INTRODUCING A COUNCIL ADVERTISING POLICY IN SOUTHWARK

RESOLVED:

1. That the adoption of the proposed new advertising policy for Southwark Council (Appendix 1 of the report) for all council sold advertising opportunities within the borough be agreed, including through any council letting or leasing arrangements.
2. That it be noted that there will be a phased implementation, that is, as and when existing contractual arrangements come up for renewal.
3. That it be noted that officers will also be contacting existing contract holders to voluntarily adopt the new policy before their contracts come up for renewal.
4. That a report back in twelve months time be received to provide an update on the advertising policy and the impacts.

19. DIGITAL PUBLIC HEALTH IN SOUTHWARK: OUR STRATEGIC APPROACH

Councillor Richard Leeming attended cabinet to present his work on this report in his capacity as deputy cabinet member for digital inclusion.

RESOLVED:

1. That the overarching approach to delivering digital public health in Southwark, with an ambition of making the borough the nation's most digitally enabled borough for public health and wellbeing be approved.
2. That it be noted a further report detailing the proposed Southwark digital health hub and campaign (#TakeCareSouthwark) will be brought to cabinet for approval later in 2019.

3. That the Southwark public health division explore a potential collaboration with Public Health England (PHE) to trial a novel digital health improvement programme utilising incentives.

20. APPOINTMENTS TO OUTSIDE BODIES 2019-20

RESOLVED:

That the cabinet the appointments to the outside bodies listed in Appendix A of the report for the 2019-20 municipal year be agreed as follows:

Better Bankside Board

Councillor Johnson Situ

Blue Bermondsey Bid

Councillor Sunny Lambe

Board of Southwark College Corporation

Councillor Stephanie Cryan

Browning Estate Management Association

Councillor Martin Seaton

Canada Water Consultative Forum

Councillor Johnson Situ

Councillor Bill Williams

Councillor Jane Salmon

Central London Forward

Councillor Peter John

Centre for Literacy in Primary Education

Councillor Catherine Rose

Creation Trust

Councillor Johnson Situ

Councillor Jack Buck

Councillor Paul Fleming

Cross River Board

Councillor Johnson Situ

Crystal Palace Community Development Trust

Councillor Catherine Rose

Newable Limited (formerly Greater London Enterprise)

Councillor Johnson Situ

Groundwork London, Local Authority Strategic Input Board

Councillor Richard Livingstone

Guys and St. Thomas NHS Foundation (Council of Governors)

Councillor Alice Macdonald

Kings College Hospital NHS (Council of Governors)

Councillor Richard Leeming

London Road Safety Council (LRSC)

Councillor Richard Livingstone

Councillor Charlie Smith

London Youth Games Limited

Councillor Rebecca Lury

Councillor Evelyn Akoto (deputy)

Millwall for All

Councillor Leanne Werner

North Southwark Environment Trust

Councillor Kath Whittam

Potters Fields Park Management Trust

Councillor Rebecca Lury

Shared ICT Services Joint Committee

Councillor Kieron Williams

Councillor Richard Leeming

South Bank Partnership

Councillor Stephanie Cryan

Councillor Adele Morris

Councillor David Noakes

Councillor Victor Chamberlain

South Bank Business Improvement District Ltd

Councillor Stephanie Cryan
Councillor Victor Chamberlain

South Bermondsey Big Local Partnership Steering Group

Councillor Richard Livingstone
Councillor Sunny Lambe

South London Gallery Trustee Limited

Councillor Cleo Soanes
Councillor Radha Burgess
Councillor Maria Linforth-Hall

South London and Maudsley (SLaM) NHS Trust Members Council

Councillor Helen Dennis

Southwark Construction Skills Centre

Councillor Stephanie Cryan

Southwark and Lambeth Archaeological Excavation Committee (SLAEC)

Councillor Richard Leeming
Mr. Bob Skelly (Deputy)

Safer Neighbourhood Board (Southwark)

Councillor Evelyn Akoto

WeAreWaterloo BID

Councillor Graham Neale

21. NOMINATIONS TO PANELS, BOARDS AND FORUMS 2019-20

That the allocation of places to the panels, boards and forums set out in Appendix A of the report for the 2019-20 municipal year and member nominations be agreed as follows:

Joint Partnership Panel (Trade-union consultation)

Councillor Peter John
Councillor Kieron Williams

Homeowners Service Charge Arbitration Panel

Councillor Sandra Rhule
Councillor Sunny Lambe

Councillor Sunil Chopra
 Councillor Jon Hartley
 Councillor Kath Whittam
 Councillor Lorraine Lauder
 Councillor Dora Dixon-Fyle
 Councillor Charlie Smith
 Councillor Nick Dolezal
 Councillor Barrie Hargrove
 Councillor Ian Wingfield
 Councillor Jane Salmon
 Councillor Eliza Mann
 Councillor Maria Linforth-Hall
 Councillor Anood Al-Samerai

Tenancy and Leasehold Arbitration Tribunals

Councillor Sandra Rhule
 Councillor Sunny Lambe
 Councillor Sunil Chopra
 Councillor Jon Hartley
 Councillor Kath Whittam
 Councillor Lorraine Lauder
 Councillor Dora Dixon-Fyle
 Councillor Barrie Hargrove
 Councillor Sirajul Islam
 Councillor Ian Wingfield
 Councillor Jane Salmon
 Councillor Eliza Mann
 Councillor Maria Linforth-Hall
 Councillor Graham Neale

Southwark Safeguarding Adults Board

Councillor Jasmine Ali
 Councillor Evelyn Akoto

Southwark Safeguarding Children's Board

Councillor Jasmine Ali
 Councillor Evelyn Akoto *

(*Cabinet requested that Councillor Evelyn Akoto also be invited to meetings of the board)

Standing Advisory Council on Religious Education

Councillor Sandra Rhule
 Councillor Sunny Lambe
 Councillor Evelyn Akoto
 Councillor William Hougbo

Southwark Tenant Management Organisation Committee

Councillor Kieron Williams
 Councillor Victoria Olisa
 Councillor Gavin Edwards
 Councillor Anood Al-Samerai

22. MOTIONS REFERRED FROM COUNCIL ASSEMBLY

Councillor Victoria Mills having declared a disclosable pecuniary interest in Appendix 7, End Violence at Work Charter of this item, left the meeting room while this item was being discussed.

RESOLVED:

Declaring a climate change emergency

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly notes:
 - a. Southwark's Council Plan Commitments to make Southwark carbon neutral by 2050 and halve Southwark Council's emissions by 2022.
 - b. Southwark Council's existing work to tackle climate change, including:
 - i. Cutting the council's carbon emissions by 25%;
 - ii. Divesting pensions funds away from fossil fuels into sustainable alternatives;
 - iii. Introducing idling fines for drivers who leave their engines running while idle;
 - iv. Closing roads around schools to improve air quality;
 - v. Ensuring more people are walking and cycling rather than using greenhouse gas emitting vehicles;
 - vi. Protecting Southwark's biodiversity;
 - vii. Keeping recycling rates high: Southwark's are currently the highest in inner London;
 - viii. Committing to ending single use plastic in the council, halving it in the borough, and introducing water fountains to reduce plastic bottle use.
2. Council assembly further notes:
 - a. Humans have already caused climate change. Global temperatures have already increased by 1°C from pre-industrial levels. Atmospheric CO₂ levels in excess of 400 parts per million are already far in excess of the 350 deemed the safe level for humanity.
 - b. That plastic pollution has become a widespread and critical problem throughout our society and steps must be taken to halt and reduce the flow of plastic waste into our environment. This is a problem that is not going away - all of the plastic ever created still exists today and estimates suggest that 1 in 3 fish now contain some traces of microplastic so our waste is now contaminating our food chain.
 - c. The recent 2018 Intergovernmental Panel on Climate Change (IPCC) report

which states that we have just 12 years to act on climate change if global temperature rises are to be kept within the recommended 1.5°C.

- c. That the expected consequences of a 2°C instead of a 1.5°C increase in global temperatures would include 99% of warm water corals and their associated ecosystems disappearing, at least one in ten summers in the Arctic having little or no sea ice at all, 420 million more people worldwide being exposed to extreme heatwaves, sea levels at least 10cm higher, more frequent extreme weather events, and potential mass extinctions of animals.
 - d. That this Conservative government's failure to take the radical steps required to prevent an increase of over 1.5°C is shameful. Its guidelines to only reduce carbon emissions by 80% by 2050 are woefully short of the change that is needed.
 - e. That as a largely low-lying area next to the tidal Thames, Southwark is particularly prone to the impact of sea level rises and flooding.
 - f. Rebecca Long-Bailey MP, Shadow Secretary of State for Business, Energy and Industrial Strategy's recent announcement that the Labour Party intends to launch a Green New Deal, which would decarbonise the UK's economy, and create thousands of new jobs in the renewable energy sector in deprived areas and communities. Proposals also include increasing the UK's installed offshore wind capacity sevenfold, bringing all homes in the UK up to the highest efficiency standard, and tripling the UK's solar power capacity.
 - g. That the Labour Mayor of London, Sadiq Khan, has declared a climate emergency.
3. Council assembly believes:
- a. This situation requires urgent action by all levels of government, businesses and individuals.
 - b. That, despite the leadership already shown by Southwark Council to reduce carbon, it needs to go further still if we are to play our part in preventing further climate change and to set an example to others.
 - c. That, whilst Southwark Council can and should take all possible steps to reduce carbon emissions and improve environmental sustainability, ultimately this problem needs to be tackled on a national and international scale.
 - d. That bold climate action can deliver economic and social benefits: new jobs, economic savings, business opportunities and improved health and wellbeing.
4. Council assembly resolves to call on cabinet to:
- a. Declare a Climate Emergency and do all it can to make the borough carbon neutral by 2030.
 - b. Develop a strategy, working with local stakeholders, to ensure that the council becomes carbon neutral at a much more rapid pace than currently envisaged. This Carbon Reduction Strategy should aim to achieve carbon neutrality by 2030 if feasible. This strategy should be clear in its targets and resources required. It should also be developed in a way that is sufficiently flexible to make best use of new carbon reduction technologies as they develop.
 - c. Call on other London boroughs to also work towards carbon neutrality by 2030.
 - d. Lobby government to provide the power and resources to the Mayor of London and local authorities to accelerate the pace of carbon reduction.
 - e. Lobby the government to take radical steps to divest away from fossil fuels, invest in new technologies to make innovative approaches such as carbon

sequestering possible, and reduce the UK's reliance on greenhouse gases.

5. On the principle of 'Think Global, Act Local', council assembly:
 - a. Notes the value of community assets, such as the allotments in Lamash Street in Saint George's Ward, through which local residents have provided a sustainable source of locally produced organic food for decades;
 - b. Fully supports the Rotherhithe – Canary Wharf Pedestrian and Cycle bridge, which will be the centrepiece of the green transport strategy for the area;
 - c. Commits itself to investigating the possibility of gradually phasing out car lease schemes for those non-key workers who do not need exclusive access to a car in order to carry out their job;
 - d. Recognises the vital importance of open spaces to Southwark's communities, in particular that the availability and accessibility of open space in our borough contributes towards addressing loneliness amongst older people, by providing a place for them to socialise;
 - e. Further recognises that well maintained public open spaces can provide an appropriate place for younger people to meet and socialise, in a way which minimises the risk of anti-social behaviour;
 - f. Notes that there are considerable financial savings to be made by 'going green', whether it be more energy efficient lighting, smart meters at council properties, or piloting energy generation schemes such as installing solar panels on council properties;
 - g. Commits itself to supporting low or zero-emissions public transport, and calls on Transport for London (TfL) to reinstate the no-emission RV1 bus service in full;
 - h. Commits to working with TfL to reduce congestion on Jamaica Road and Lower Road;
 - i. Commits to push developers to work harder on meeting the council and GLA's carbon reduction targets, and ensure that monies collected in lieu through the Carbon Offset Fund are spent on projects that genuinely offset the equivalent emissions created by new developments;
 - j. Commits to investigate ways of combining 'Big Data' and new technologies to support smarter management of our local environment, taking inspiration from examples such as the Municipality of Albertslund in Denmark, who tested different waste solutions to improve knowledge on how to optimise the collection and route planning of waste, and the city of Copenhagen who have used data-driven traffic management to improve air quality.

Making Southwark a living wage place

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly notes:
 - a. That low pay is a leading cause of poverty, with the majority of people living in poverty now being in working households.
 - b. That the real Living Wage is independently-calculated based on real living costs and reflects the minimum people need to earn to get by. It is currently £10.55 an hour in London.
 - c. That 21% of all workers in the UK still don't earn a real Living Wage – meaning that they are paid less than it costs to have a decent quality of

life.

- d. That research from the Living Wage Foundation has found that 93% of Living Wage Employers have seen benefits since accrediting; that 86% say it has improved their reputation; and that 75% say it has increased staff motivation and retention.

2. Council assembly further notes:

- a. That Southwark Council is an accredited Living Wage Employer. This means that all council employees and contractors are paid at or above the London Living Wage.
- b. That Southwark Council has also led the way in establishing the Southwark Apprenticeship Standard, which commits organisations and employers to providing high quality apprenticeships, including paying at least the London Living Wage. Over 50 Southwark employers have now signed up to the standard.
- c. That Southwark has also signed up to the Ethical Care Charter, which has improved working conditions for contracted employees who provide home care services to Southwark residents. The Ethical Care Charter includes a requirement to pay the London Living Wage to all home care staff, and pay for travel time.
- d. That both the Southwark Apprenticeship Standard and the Ethical Care Charter have led to positive outcomes not only for employees but for service users and local residents.
- e. That the council's work to promote the Living Wage to other employers in the borough has been a key factor in 137 employers in Southwark now being accredited Living Wage Employers.
- f. The Council Plan commitments on the Living Wage, which are to:
 - i) Double the number of employers who pay the London Living Wage and make Old Kent Road and Canada Water London Living Wage Zones;
 - ii) Introduce a Southwark Good Work Standard and only work with companies that will recognise trade unions, pay the London Living Wage and do not use harmful zero hours contracts;
- g. That the Living Wage Foundation has announced that it is piloting "Living Wage Places" where councils work with 'anchor institutions' (major local employers who represent the community) to increase the uptake of employers paying the London Living Wage across the area.

3. Council assembly further notes:

- a. That this Conservative government's so-called 'Living Wage' is set at £7.83 per hour for over 25 year olds – and for those under 25 and apprentices it can be as low as £3.70 per hour.
- b. That the government's 'Living Wage' is calculated as a percentage of median earnings, rather than being calculated as the amount of money needed to live on.
- c. That the real London Living Wage is currently £10.55 per hour – almost £3 per hour more than the government's Living Wage for over 25 year olds.
- d. That this disparity between the government's 'Living Wage' and the actual Living Wage means too many people in this country cannot afford a decent quality of life on the wages they earn, and so are either forced

to work multiple jobs to make ends meet, or find themselves falling into poverty.

4. Council assembly resolves to call on cabinet to:
 - a. Reiterate our commitment to making the Old Kent Road and Canada Water London Living Wage Places, recognised by the Living Wage Foundation.
 - b. Work with the Living Wage Foundation and major local employers and organisations who are prepared to be 'anchor institutions', to make the whole of Southwark a Living Wage Place.
 - c. Write to the Secretary of State for Business, Energy and Industrial Strategy, the Rt Hon Greg Clark MP, asking him to calculate the government's Living Wage based on the actual earnings that people need to have a decent quality of life, rather than an arbitrary percentage of median national wages.

Nexus-Group GP services

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly notes:
 - a. The Care Quality Commission inspection into the NEXUS Group declared that the GP service provided was 'inadequate overall and requires improvement for all population groups'
 - b. That the report details risks of legionella, inconsistent systems for checking equipment and vaccines, as well as the presence of expired medical emergency equipment.
2. Council assembly also notes that:
 - a. £8.7 million of S106 monies was recently approved by planning committee to be invested in health facilities across the borough
 - b. The inadequacies found at the NEXUS group relate not to facilities but to the systems and services provided.
3. Council assembly therefore:
 - a. calls on the cabinet member for community safety and public health to investigate the reasons for the poor service provision and report back to councillors.
 - b. calls on cabinet to query how the S106 money will be spent, given that improving facilities will not necessarily resolve the NEXUS performance issues.
 - c. also calls on cabinet to ensure that future money derived from S106 and community infrastructure levy (CIL), which is designed to accommodate increase pressures deriving from new development, is allocated to the areas that have earned those funds due to having undertaken that development.

Crossrail and cuts to Transport for London

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly notes:
 - a. London Mayor Sadiq Khan has said there is no date that Crossrail chief executive Mark Wild can give "with confidence" for when Crossrail will open.
 - b. That Crossrail delays will strip Transport for London (TfL) of £600m in revenue over 3 years, with possible further delays and losses running to millions more.
 - c. The gaping hole in TfL's finances created by the government's decision to withdraw the operating grant of £700 million annually.
 - d. The announcement of 30% more cuts to TfL's business plan by 2022, including staffing.
 - e. Job losses, already in their thousands, overwhelmingly affecting lower grades, with no equivalent reduction in directors.
 - f. Tens of millions of pounds spent each year on private sector consultants, many costing £1,500 per day.

2. Council assembly resolves to call on cabinet to:
 - a. Publicly support the full restoration of the grant.
 - b. Lobby TfL's leadership to honour its existing policies, and to implement a step change in industrial relations.
 - c. Call on the Mayor to:
 - i) lead a review of TfL's Pay for Performance scheme.
 - ii) reinstitute a common pay and conditions structure and network-wide collective bargaining for London's bus workers.
 - iii) commission an independent review of the use of consultants at TfL.
 - iv) launch an immediate public review into the Crossrail fiasco.
 - v) engage with the trade unions on the proposals to cut a further 30% of expenditure on "middle and back office roles".

HIV in Southwark

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly welcomes:
 - a. The recent news of a Londoner becoming the second person to be found "free" of HIV.
 - b. The fact that new diagnoses of HIV in the UK as a whole have been declining since their peak in 2005, falling 17 per cent from 5,280 in 2016 to 4,363 in 2017.
 - c. Britain achieving the UN's "90-90-90 targets" to end the AIDS epidemic, with 92 per cent of people living with HIV diagnosed, 98 per cent of people diagnosed receiving treatment, and 97 per cent of people receiving treatment having an "undetectable viral load", with levels of virus in the blood so low it cannot be passed on.

2. Council assembly also recognises that Southwark still has the second highest number of people diagnosed with HIV in UK.
3. Council assembly believes that to eradicate HIV/AIDS we need a comprehensive approach that allows all people to access quality life-saving and life-enhancing prevention (such as Pre-Exposure Prophylaxis - PrEP), treatment, care and support services. PrEP has significantly reduced the risk of HIV being passed on to others.
4. Council assembly welcomes Southwark's participation in the England 'trial' but notes demand is high and extremely oversubscribed which leaves too many vulnerable. The Terrence Higgins Trust estimate that every day the NHS delays access to PrEP, 17 people are diagnosed with HIV.
5. Council assembly therefore calls on the UK government to set a target to end transmissions by 2025 and to end the oversubscribed PrEP trial by fully funding its roll out across England.

Reform of our broken housing economy

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council assembly notes:
 - a. The existing pipeline of Southwark's New Homes programme with over 635 council rent homes delivered across 20 sites, 101 now under construction, 595 with planning permission and in contractor procurement, and 1,478 in design and consultation.
 - b. That Southwark has an ambitious target to deliver 11,000 council homes by 2043, and is currently identifying council homes sites on existing land and pursuing land acquisition opportunities to deepen the pipeline of council homes development projects.
 - c. The best available social rent grant level (£100,000/unit) is currently less than a third of the average build cost (£310,000/unit).
 - d. The council is restricted in its use of Right to Buy receipts to replace lost social homes. Current rules require Right to Buy receipts to be spent within three years, never combined with grant, and otherwise returned to HM Treasury with interest.
 - e. That current land assembly powers recognise a landowner's right to a speculative premium based on events and actions in which they played no part. This makes purchasing new land for council housing more difficult, and damages the viability of including more council housing in schemes more difficult.
2. Council assembly calls on cabinet to:
 - a. Lobby and campaign for a housing economy that supports the affordable housing needs of Southwark residents, including:
 - i) Social rent grant being linked to build costs. The Mayor of London's mandate to solve the housing crisis hasn't been fully respected, with social rent grant level increased from £60,000/unit to £100,000/unit

- ii) against an average build cost of £300,000/unit. Full retention and flexibility to use Right to Buy receipts, including combining with grant. To also give freedom to suspend Right to Buy, or otherwise mitigate against its impact by (a) allowing covenants in new Right To Buy leases requiring any re-let at social rent, and (b) a one-in/one-out policy capping one year's Right To Buy applications against the number of social rent completions in the previous year.
- iii) The ability to secure affordable land for affordable housing. The current Land Compensation Code recognises the landowners' right to speculative 'hope value' – the compensation regime should be pegged to the existing use value of a site, with a fixed premium. The council endorses the proposed reforms in Helen Hayes MP's Planning (Affordable Housing and Land Compensation) Bill.

End violence at work charter

That the motion referred from council assembly as a recommendation to cabinet, set out below be noted and agreed (relevant actions were also noted):

1. Council Assembly notes:
 - a. That many public service workers are subjected to violence and aggression in the course of their work.
 - b. That UNISON, the UK's biggest trade union, state that almost half of their members working in the community sector have been subjected to violence or aggression in the course of their work in the previous two years. Incidents reported by UNISON members range from verbal aggression to serious physical assaults.
 - c. Evidence, publicised by UNISON, that in some contracted out services, public service workers are told by their employers to tolerate violence, suggesting assaults are just "part of the job".
 - d. UNISON's 'End Violence at Work Charter' - which commits employers to ten basic actions to safeguard public service workers and provide support should they become the target of violence at work. The actions include managing risk, providing appropriate training and making support available to those who have suffered from violent incidents.
 - e. That the 'End Violence at Work Charter' is already making headway in driving up safety standards for public service workers and recognises that 37 major employers in the charity and housing association sectors have already signed up across the UK.
 - f. That council assembly would like to see more employers confront the issue of violence in the workplace and ensure that nobody providing services on our behalf is left exposed to unacceptable risk of violence.
2. Council assembly resolves to call on cabinet:
 - a. To make the 'End Violence at Work Charter' a core part of Southwark Council's commissioning process.
 - b. To ask all existing service contract providers to sign up to the End Violence at Work Charter and make the award of new contracts dependent on a commitment by the organisation to sign the Charter. This step is consistent with the Council's ongoing commitment to an ethical procurement and commissioning process.

- c. To reiterate its opposition to violence at work in all sectors and reaffirms its commitment to working with its own employees and trade unions to ensure that all appropriate steps and support are in place to tackle the issue for its own workforce.

23. NEW HOMES SITE PURCHASE, SE15

RESOLVED:

1. That pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985, the acquisition of the freehold interest in the site identified in the closed version of the report be authorised.
2. That the principal purchase terms and negotiating parameters set out in paragraph 14 of the closed version of the report and outlined in paragraph 14 of the open report be authorised.
3. That authority to agree the final terms of the acquisition provided they are not inconsistent with the principal terms and negotiating parameters and satisfy the council's fiduciary duty be delegated to the director of regeneration in consultation with: the strategic director of housing and modernisation; the strategic director of finance and governance; and, the cabinet member for social regeneration, great estates and new council homes.

24. COMMUNITY INVESTMENT PLANS - ALLOCATION OF LOCAL CIL

RESOLVED:

1. That the introduction of Community Investment Plans be approved.
2. That officers consult with ward forum members regarding defining local communities within or across their ward boundaries.
3. That officers consult with ward forum members and local stakeholders to agree the additional theme to guide key areas of need within the ward.
4. That the criteria by which proposals are adjudged against as detailed in paragraph 20 of the report be agreed.
5. That it be agreed that in order to address the geographical imbalance of local community infrastructure levy (CIL) a cap on the amount spent in each ward will be implemented as summarised in paragraphs 24 and 25 of the report and as detailed in Appendix 3 of the report.

IMPACT OF BREXIT ON SOUTHWARK - PROGRESS REPORT

The report had not been circulated five clear days in advance of the meeting. The chair agreed to accept the report as urgent as cabinet had requested a progress report on Brexit impact and preparedness ahead of the planned cross-party Brexit panel which was due to take place in late June / July 2019.

RESOLVED:

That progress on local work in preparing for European Union (EU) exit be noted.

EXCLUSION OF THE PRESS AND PUBLIC

That the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in category 3 of paragraph 10.4 of the access to information procedure rules of the Southwark Constitution.

The following is a summary of the decisions taken in the closed part of the meeting.

25. MINUTES

The closed minutes of the meeting held on 30 April 2019 be approved a correct record and signed by the chair.

26. NEW HOMES SITE PURCHASE, SE15

The cabinet considered the closed information relating to this item. Please see item 23 for the decision.

The meeting ended at 6.02 pm.

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 26 JUNE 2019.

THE ABOVE DECISIONS WILL NOT BE IMPLEMENTABLE UNTIL AFTER THAT DATE. SHOULD A DECISION OF THE CABINET BE CALLED-IN FOR SCRUTINY, THEN THE RELEVANT DECISION WILL BE HELD IN ABEYANCE PENDING THE OUTCOME OF SCRUTINY CONSIDERATION.

Item No. 8.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Ledbury Towers Update	
Ward(s) or groups affected:		Old Kent Road	
Cabinet Member:		Councillor Kieron Williams, Housing Management and Modernisation	

FOREWORD - COUNCILLOR KIERON WILLIAMS CABINET MEMBER FOR HOUSING MANAGEMENT AND MODERNISATION

In June 2017 the council became aware of cracks appearing in homes in the Ledbury Estate tower blocks caused by the thermal movement of the large concrete panels that make up the construction of the blocks. This widespread cracking had led to the breakdown of compartmentation of fire safety. Concerns were also raised about the structural integrity of the tower blocks.

Since then the council has worked closely with tenants and homeowners to ensure residents are safe and to secure the future of the estate. On 30 October 2018, following detailed consultation on possible options, Cabinet agreed proposals for the four high rise blocks to be refurbished and for new homes to be built on the land immediately adjacent to those blocks.

Before proceeding with this refurbishment the council engaged the structural engineers Arup to carry out intrusive investigations into the structure of Bromyard House in order to confirm the work needed to make the blocks safe. Arup are due to complete this survey in the next few weeks.

This report updates on progress with that survey and sets out the council's commitment to both full transparency in publishing the final survey report as soon as it is completed and to immediately meeting residents and homeowners to discuss the detailed findings of the report.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That Cabinet note the latest position with the Ledbury towers.
2. That Cabinet agree that the final report due from Arup on the investigations be published upon receipt.

Recommendation for The Leader of the Council

3. That any actions required by Southwark Council in response to the Arup report be delegated to the cabinet member for housing management and modernisation.

BACKGROUND INFORMATION

4. Cabinet received reports on the response to the emergency situation on the Ledbury Estate on 19 September 2017, 12 December 2017 and 6 February 2018.
5. On 30 October 2018, Cabinet received a report on the outcome of the option appraisal process to develop new build options to be considered alongside refurbishment options. At that meeting, the cabinet agreed:
 - 5.1 To note the results of the options appraisal carried out for the Ledbury Estate high rise blocks.
 - 5.2 That the four high rise blocks should be refurbished and that land immediately adjacent to those blocks be used to build new homes in accordance with the council plan which guarantees development on council housing land have at least 50% council rented homes and ensure a right to return for council tenants and resident leaseholders so local people can stay in the borough they call home.
 - 5.3 That the refurbishment of Bromyard proceed using the existing partnering contract with Engie. The rest of the project proceed using existing frameworks or the partnering contract, the new contractor framework if in place, or a traditional procurement route, all activities to be run concurrently to ensure all homes can be provided as soon as possible.
6. The blocks are large panel system construction, built by Taylor Woodrow between 1968 and 1970 and are former GLC properties which transferred to Southwark Council in 1982. There are four 14-storey towers (Bromyard, Peterchurch, Skenfrith and Sarnsfield) comprising of 56 homes each on the Ledbury Estate. There are 224 properties in total, 76 one-bedroom, 72 two-bedroom and 76 three-bedroom.
7. Of the 190 council tenanted homes, 164 are now empty homes as a sizeable number have taken the option to be re-housed. 12 of the 34 leasehold properties are also empty, as the council has bought them back from the leaseholders concerned. The split between blocks is as follows:
 - Bromyard House – 55 empty
 - Peterchurch House – 47 empty
 - Sarnsfield House – 37 empty
 - Skenfrith House – 37 empty

KEY ISSUES FOR CONSIDERATION

8. Before proceeding with the refurbishment options, Arup, the structural engineers were engaged by Southwark Council to carry out intrusive investigations into the structure of Bromyard House in order to confirm the design for the strengthening works.
9. Bromyard House was chosen for these pilot works as it was the block with most empty properties. Five households have been moved temporarily from Bromyard House to the other Towers to allow this work to take place.
10. Internal works to the flats at Bromyard has required them to be stripped of

asbestos, and then all the fixtures and fittings. Further work has then taken place to remove the floor screed and plasterwork to expose the original panels and the existing joints.

11. Similar works are taking place in the communal areas of Bromyard House although this has been delayed due to the legal complications of moving out the last remaining leaseholder at Bromyard House. Officers understand that the move is imminent.
12. In addition to these works, Arup have also undertaken checks to the foundations of Bromyard House. Two trial pits have been dug at Bromyard House in three separate locations to allow the investigations to be carried out. These were found to be inconclusive and as a result five internal checks of the foundations have had to be commissioned. These checks began in the week commencing 17 June 2019 and the outcome will be included in Arup's final report.
13. Additional reports into the drainage, sound insulation and location of services has been undertaken. The CCTV survey on the drainage is now available and identifies where the pipes need to be cleaned through and where work is necessary to repair cracks or displaced joints. The Sound Insulation Report is available and shows that the sound insulation is poor. Therefore the works to the blocks need to include sound insulation to bring them up to modern standards and some of this was already included in the options appraisal report undertaken by CalfordSeadon last year.

Policy implications

14. The recommendations proposed confirm Southwark's commitment to openness and transparency with residents of the Ledbury Towers by sharing with them the findings of the Arup report on the works required to strengthen the Towers.

Community impact statement

15. The refurbishment and redevelopment of the Ledbury Estate High Rise Blocks will have an overall positive impact on the local community and will have beneficial impacts for those with Protected Characteristics in the local area including:
 - Providing new (much needed) residential units for social rent and private sale, in a borough which has a substantial housing need. While income is not a Protected Characteristic, it is often a characteristic that is shared by multiple groups with Protected Characteristics, and so the opportunity that the development provides to secure new, high quality, social rented homes to existing residents is of benefit. Most notably, BAME groups and older people often live in low-income households.
 - The quality of the new and refurbished homes provided will have a range of positive impacts on equality; including disabled accessibility and adaptability of the new homes.
 - The new homes will also be better insulated, supporting a higher standard of living.

- The provision of new homes will help to ease problems of overcrowding in the local area which can cause particular issues for those who are pregnant or have young children and who are likely to come from BAME groups where larger family sizes are more common.
 - The newly developed homes will also be more sustainable and energy efficient. The benefit of this will be a potential reduction in the level of residents' energy bills.
 - The commitment to right to return for all residents gives the opportunity for the community to stay together if they so wish.
16. Our council's vision is to create a fairer future for all in Southwark and procurement of works and services will give an opportunity to deliver value for money and high quality services. Any contractor selected for the works will be expected to sign up to the councils Fairer Future Procurement Strategy.
17. All works options will create significant opportunities for apprenticeships and jobs for local people. Any contractor selected for the works will have to ensure all workers are paid at least London Living Wage (LLW) and they will have to as a minimum provide a one year apprenticeship opportunity or equivalent for each £1m contract spend. Contracts will also be required to operate only with the safest haulage companies, which conform to the London Cycling Campaign's Safer Lorries conditions.

Resource implications

18. An indicative sum of £35m has been utilised for the purposes of financial modeling a capital programme for works at Ledbury Estate. Any funding allocations would be subject to normal council protocols.

Consultation

19. A dedicated webpage www.southwark.gov.uk/ledburytowers has been set up where all information has been posted, including all letters to residents and the weekly newsletters that commenced in September 2017. Copies of all the reports from Arup and copies of Fire Risk Assessments are available on this website. Ward councilors are also receiving weekly updates.
20. There has been extensive consultation provided to residents in the high rise blocks. Residents on the estate have been receiving a weekly newsletter.
21. A Ledbury Resident's Project Group has been set up comprising a mixture of residents and former residents of the Towers, and residents from the low-rise blocks on the Estate meets monthly, to allow detailed input in to the design and consultation processes, including input in to the selection process of Hunters to carry out the options appraisal. The residents' project group includes residents active in the Ledbury Tenants and Residents Association (TRA). The Resident Project Group have an independent residents advisor, Open Communities, who have acted as independent and expert support for residents since the start of the decanting and options appraisal process.
22. Upon receipt of the Arup report a meeting will be convened for the Ledbury Resident Project Group; newsletters will be issued to all residents of the Estate

and those tenants who have moved and have the right to return; the report will be published on the Ledbury webpage; printed copies of the report will be available in the Ledbury Team for residents who do not have access to IT; and a public meeting will also be convened.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

23. In continuing to develop the plans for Ledbury Towers, the council should consult all relevant parties on options before reaching decisions. Consultation undertaken by the council must meet a minimum standard of fairness if it is to be considered lawful. In order to ensure any consultation is fair, the law requires that consultation should happen when the proposals are still at a formative stage; sufficient information should be given to enable the proposal to be intelligently considered; adequate time for responses should be given; and decision makers must conscientiously take into account responses to consultation when the ultimate decision is taken. These principles should be applied at all stages of the consultation process.
24. The cabinet must continue to take into account the public sector equality duty (PSED) general duty under the Equality Act 2010 when making decisions in relation to the Ledbury, and specifically to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) to advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion, religion or belief, sex and sexual orientation. Where any disproportionate effects are anticipated, the council should seek to mitigate where possible. The PSED general duty is a continuing duty and the impact of plans for the Ledbury should be considered as they progress. Cabinet is referred to the community impact statement in the report, which sets out the consideration that has been given to equalities issues to date.
25. As to recommendation 3, pursuant to Part B of the council's constitution, the Leader is able to delegate decision making to an individual cabinet member

Strategic Director of Finance and Governance (Ref: H&M 19/029)

26. The strategic director of finance and governance notes the contents of the report. There are no specific financial implications arising at this juncture, pending the outcome of the intrusive investigation being undertaken by Arup on Bromyard House, which will better inform the process going forward. All costs associated with the Ledbury Estate continue to be met from the Housing Revenue Account.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet report: Appointment of Keepmoat for emergency works at Ledbury Estate 19 September 2017 (Item 19)	Constitutional Team, 160 Tooley Street, London SE1 2QH	Everton Roberts 020 7525 7221
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5751&Ver=4		
Cabinet report: Ledbury Estate – Arup structural survey report. 12 December 2017 (item 17)	Constitutional Team, 160 Tooley Street, London SE1 2QH	Everton Roberts 020 7525 7221
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5753&Ver=4		
Cabinet report: Ledbury Estate – next steps update. 6 February 2018 (item 8)	Constitutional Team, 160 Tooley Street, London SE1 2QH	Everton Roberts 020 7525 7221
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5755&Ver=4		
Cabinet report: The way forward: Ledbury Estate high rise blocks 30 October 2018 (item 14)	Constitutional Team, 160 Tooley Street, London SE1 2QH	Everton Roberts 020 7525 7221
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6085&Ver=4		
Overview and Scrutiny report: Ledbury Estate update. 15 November 2017 (item 6)	Overview and Scrutiny Team 160 Tooley Street, London SE1 2QH	Shelley Burke 020 7525 7344
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=308&MId=5794&Ver=4		
Overview and Scrutiny report: Ledbury Estate – Management Responses to recommendations of the Independent Review of the Ledbury 23 July 2018 (Item 4)	Overview and Scrutiny Team 160 Tooley Street, London SE1 2QH	Shelley Burke 020 7525 7344
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=308&MId=6162&Ver=4		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing and Modernisation	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Mike Tyrrell, Director for Ledbury Estate	
Version	Final	
Dated	5 July 2019	
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CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		5 July 2019

Item No. 9.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Borough Emergency Plan 2019	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Peter John, Leader of the Council	

FOREWORD - COUNCILLOR PETER JOHN, LEADER OF THE COUNCIL

Protecting our local community and keeping residents, businesses and all those who visit and enjoy our borough safe is a priority and a basic duty of any public authority. For its part, the council has a legal and moral obligation to provide effective and robust emergency planning and business continuity arrangements so that we can mobilise our people and resources in short order to deal with whatever incident we are faced with. The borough emergency plan that is being presented to cabinet today sets out what we do, how we do it and the differing levels of command and operation depending on the scale of incident faced.

In July 2017 we took a decision as a cabinet that the production and review of the emergency plan be retained by cabinet. This was to give us assurance that at the most strategic level our arrangements were being tested as both appropriate and effective. The framework of our emergency plan has continued to evolve reflecting lessons learned and best practice from within and outside of London.

In early 2018 two pieces of work were commissioned to review resilience arrangements in the capital. The Riordan/Ney report is an Independent Peer Challenge of London Local Government's Collective Resilience Arrangements to ensure all boroughs operate to a high and consistent standard with the right level of capacity and capability. The Sean Ruth report revises the standards used across the capital to assure compliance with the Civil Contingencies Act 2004.

Southwark's generic emergency plan has been reviewed to ensure it reflects learning and recommendations contained in both pieces of work.

RECOMMENDATION

1. That the cabinet agrees the annual review of the generic borough emergency plan.

BACKGROUND INFORMATION

2. The council has clear legal and moral obligations to provide effective, robust and demonstrable emergency arrangements to mobilise its resources at short notice to deal with a broad range of incidents. This may be on a localised departmental level where a simple out-of-hours activity is required, or on a much larger scale, where a multi function response requires dedicated coordination, liaison and communication. In either case, high quality planning provides the foundation for this flexible response, whatever the initiating event may be.
3. The generic plan is being presented at this time to ensure that the organisation is

satisfied that the annual review and post incident review of the plan and of the supporting plans/handbooks provide assurance that our arrangements are both appropriate and effective.

4. The generic emergency plan sets out the council's strategy for dealing with a broad range of incidents. It ensures that the local authority is meeting its moral responsibility to the community and as a designated Category 1 responder it is meeting legal obligations in accordance with the Civil Contingencies Act 2004.
5. The London Borough of Southwark Generic Emergency Plan is available for public view and outlines the structure of the council's response in the event of an emergency.
6. The Civil Contingencies Act, 2004, requires that emergency plans are in situ and recommends they be reviewed annually. To ensure the overall generic plan remains effective each supporting hand book and specific individual plans are reviewed on a regular basis. This ensures Southwark Council's moral and legal compliance to maintain our reputation of good practice and to capture additional response capability.
7. Detailed operational procedures are not captured in the generic emergency plan due to the complexity and occasional sensitive nature; they are captured in the supporting handbooks.

KEY ISSUES FOR CONSIDERATION

8. Southwark has in place a generic emergency plan which sets out the framework that is used to deploy and control its resources during emergency incidents. The framework within the plan is flexible enough be adapted dependent on circumstances but sufficiently structured to allow the same principles to be employed for all incidents which in turn gives a better understanding of specific responsibilities and roles.
9. The purpose of cabinet agreeing this plan on an annual basis is so that the council can be satisfied the generic plan provides a simple but robust framework that enables the council to respond to emergency incidents affecting the borough. It is also so that the council is satisfied that our arrangements meet pan-London requirements and that our arrangements effectively align with other boroughs ensuring an effective cross-London response if and as required.
10. Agreeing the plan will enable the council to effectively deploy its resources to mitigate the effect of any incident and facilitate the return to normality for local residents, businesses and the community more generally.
11. The arrangements detailed in the plan also support the deployment of London Local Authority Gold (LLAG). It also gives due regard to the requirements detailed in the pan London Concept of Operations for Emergency Response and Recovery document (ConOps)
12. The generic plan has been reviewed and amended to include the recommendations contained in the Riordan/Ney report and to support the Resilience Standards for London contained in the Sean Ruth report. Compliance with the Resilience Standards has been peer reviewed in conjunction with the other members of the Central Sub Regional Resilience Forum.

13. In line with the both the Riordan/Ney and the Sean Ruth reports lead elected members have received a briefing on the generic emergency plan and the Borough emergency scheme. Further briefings will be facilitated to support all new elected members.
14. The overarching generic plan is supported by a range of supporting handbooks that cover specific roles integral to the effective management of emergency incidents and a further raft of individual plans covering identified risks that reflect the National Risk Register, the London Risk Register and local Risk Register.
15. Although not fully activated during a live incident during 2018 the plan continues to be tested in ongoing training exercises to ensure it continues to support the delivery of our critical services both during an emergency event and through the recovery process. In each exercise our arrangements were found to stand up well but will always develop and improve.
16. An internal audit in 2017 recommended enhanced overarching governance for the generic emergency plan. Following realignment of cabinet member portfolios in May 2018 the Leader now has responsibility for Emergency Planning and Business Continuity with the emergency planning and resilience section managed and reporting directly to the Chief Executive's Office. This ensures that an organisational response to incident can be swiftly deployed and effectively managed with limited impact on 'business as usual' activities during the period of an incident and into recovery.
17. Whilst the framework of our plan has been used to good effect it will continue to evolve reflecting lessons learned and best practice from within and outside of London, including – in recognition of the international nature of our borough - learning from other global cities where appropriate.
18. Ongoing negotiations continue regarding the UKs exit from the European Union. Where appropriate direct and indirect impacts of the final exit arrangements will be assessed and incorporated into the generic plan
19. Our own Business Continuity planning process has been subject to review and revision during early 2019 strengthening our own resilience and emergency response capability.

Policy implications

20. The Council Plan 2018-22, agreed for consultation in June 2018, describes the vision for a fairer future for all including making Southwark a great place to live with clean, green and safe communities. Having a robust emergency plan in place with supporting arrangements not only meets important statutory duties in relation to Civil Contingencies Act 2004 but moreover supports our aim for a borough where everyone has the right to feel safe and be safe.
21. The Corporate Governance Panel have also received the emergency plan as part of their 2019-20 work program

Community impact statement

22. The Civil Contingencies Act 2004 (CCA) requires each Category 1 responder to put

in place plans deal with emergencies. As a Category 1 responder the council must ensure that its arrangements are robust, agile and able to respond to the differing needs of the community in any single incident (or multiples of incidents). In activating arrangements, either in response to an incident or through recovery, the council is mindful of its commitments for equality and fairness and in ensuring that no group is detrimentally impacted as a result of actions arising from emergency response.

23. As with other plans and strategies, the council will give due consideration to the Public Sector Equality Duty (PSED) as a positive duty to in assessing our local emergency planning response arrangements. For example, in setting up Humanitarian Assistance Centres (and other such centres) the council will be mindful of access and other such equalities considerations to ensure that all individuals affected by an incident are given equal opportunity for support (e.g. providing support where language is a barrier in communications).

Resource implications

24. A broad range of facilities and equipment are in place to support any emergency response. These include:
- A fully equipped Borough Emergency Control Centre (BECC).
 - A fully equipped Alternative Borough Emergency Control Centre (ABECC).
 - A general use van to assist in emergency operations.
 - A range of rest centre equipment.
 - An ongoing pan London MOU with British Red Cross to support staffing and equipment provision in rest centres.
 - Nominated rest centres within the borough (usually schools, leisure centres and halls).
 - Tools and equipment associated with specific council services.
 - A range of communications & data infrastructure and equipment.

Legal implications

25. The Civil Contingencies Act 2004 (CCA) requires each Category 1 responder to put in place plans deal with emergencies. As a Category 1 responder the council is required to co-operate and liaise with a broad spectrum of stakeholders in the planning process. The Southwark Borough Resilience Forum (BRF) provides the opportunity to liaise and interact with these parties on a regular basis. Outcomes from this regular liaison informs the review and revision of the generic emergency plan.

Financial implications

26. The resources identified above are all in place. There are no additional financial implications arising from agreement of the plan.
27. Given the unpredictable nature in which emergency incidents can arise, it may be that responding to some incidents will require additional resources to ensure an effective, efficient and safe response for residents and businesses in the borough. The council will seek to deploy resources as best appropriate in this instance and would seek additional support from central government and other such bodies where this was felt to be appropriate to the scale of incident.

Consultation

28. The generic emergency plan is agreed annually and published on the website, in line with the council's values with regards openness and transparency. Feedback received on the plan and associated arrangements will be taken into account when re-assessing and refreshing the plan each year.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

29. Cabinet has the power to make this decision under Part 3C of the constitution.
30. As detailed in this report, pursuant to the Civil Contingencies Act 2004 schedule 1, Southwark as a category 1 responder has statutory responsibility for emergency planning

Strategic Director of Finance and Governance (FC18/004)

31. The report is requesting the cabinet to agree the annual review of the generic borough emergency plan.
32. The strategic director of finance and governance notes the resource implications in the report and notes that there are no additional financial implications arising from the report

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark Generic Emergency Plan 2017-2018	Emergency Planning section 160 Tooley Street London SE1 2QH	Andy Snazell 020 7525 3517
Link (please copy and paste into your browser): http://thesource.southwark.gov.uk/assets/files/7579/-0-Southwark-Council-Generic-Emergency-Plan-Issue-9.pdf		

APPENDICES

No.	Title
Appendix 1	Generic emergency plan

AUDIT TRAIL

Cabinet Member	Councillor Peter John, Leader of the Council	
Lead Officer	Eleanor Kelly, Chief Executive	
Report Author	Andy Snazell, Emergency Planning and Resilience Manager	
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CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		5 July 2019

GENERIC EMERGENCY PLAN

**LONDON BOROUGH OF SOUTHWARK
Corporate Emergency Handbook #1**

CLASSIFICATION:

UNCLASSIFIED

Issue and Review Register

The council's Generic Emergency Plan will be reviewed annually by the Emergency Planning and Resilience Team.

SUMMARY OF CHANGES	ISSUE NUMBER	DATE
New issue	Issue 1	September 2005
General update and inclusion of business continuity information and the community risk register	Issue 2	
General update and inclusion of emergency support officers, mutual aid arrangements, updated mandate and specific contingency plans	Issue 3	August 2006
General review.	Issue 4	January 2008
Change of person details	Issue 5	August 2008
Complete review.	Issue 6	February 2012
Update and review. Addition of emergency scheme information.	Issue 7	February 2014
Update and review. Addition of emergency scheme information.	Issue 8	November 2016
Inclusion of JESIP principles. Updated links and contact details. Deleted command and control diagram	Issue 9	January 2017
Full re-evaluation of the Generic Emergency Plan to align with London EP 2020 and London local Authority Concept of Operations Plan.	Issue 10	July 2018
Addition of Silver handbook. Changes to SCG chair allocation of role.	Issue 11	June 2019

Exercise and Training Schedule

All staff undertaking roles within this plan will receive regular training on their roles. This plan will be exercised annually in accordance with the requirements under the Civil Contingencies Act, and accompanying guidance.

Records of training and exercising will be maintained by the Emergency Planning and Resilience Team.

All queries relating to this document should be directed to the Emergency Planning and Resilience Team, Chief Executives Department.

Telephone: 020 7525 5000

Email: emergency.planning@southwark.gov.uk

Compiled by:

Andy Snazell
Emergency Planning and Resilience Manager

Approved by:

Eleanor Kelly
Chief Executive

Date:

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1 INTRODUCTION

1.1 Aim

This document details how Southwark Council complies with the Civil Contingencies Act 2004 and sets the council's strategy for dealing with a broad range of incidents.

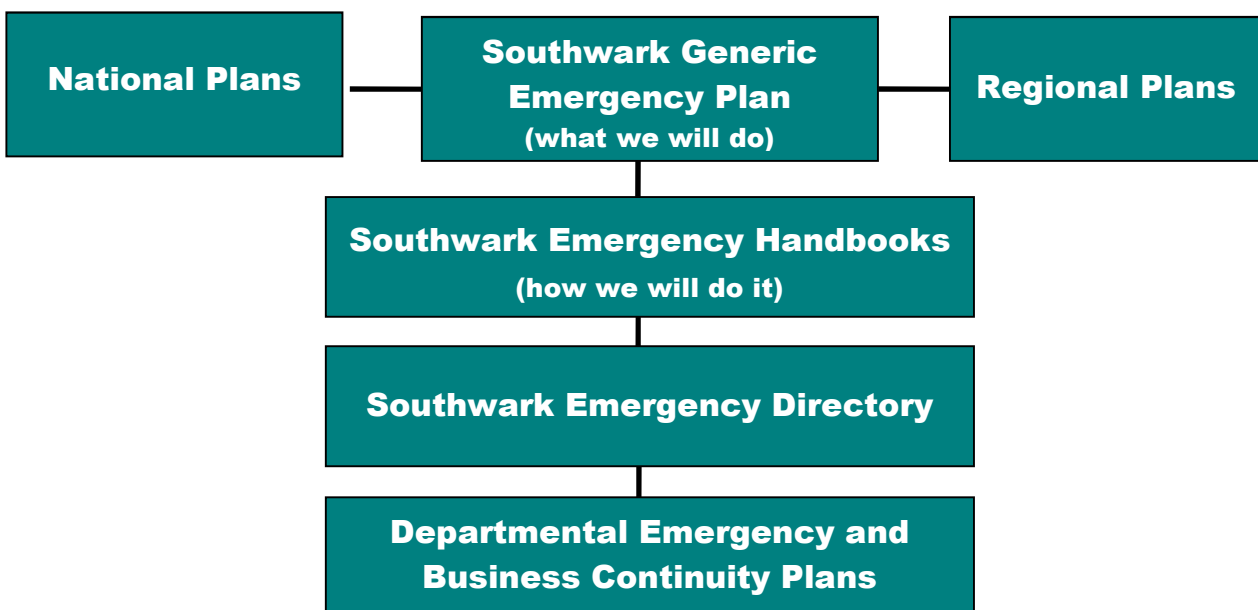
The council has clear legal and moral obligations to provide effective, robust and demonstrable emergency arrangements to mobilise its resources at short notice to deal with a broad range of incidents. This may be on a localised departmental level, where a simple out-of-hours activity is required, or on a much larger scale, where a multi-function response requires dedicated coordination, liaison and communication.

This document explains the structures in place to deal with emergency incidents in the borough that require a council response.

1.2 Scope

The corporate Generic Emergency Plan is Southwark Council's published plan that brings together existing council Departmental Emergency and Business Continuity Plans, as well as linking with London-wide and national plans.

This document covers the operational requirements for Southwark Council only; and not the emergency arrangements for any other third party organisation, council or emergency service.



Underpinning the Generic Emergency Plan there are a series of internal Southwark Emergency Handbooks. These internal documents (referenced below #1 to #8) cover detailed operational procedures on how the council will respond to an incident, and are complemented by the Emergency Directory. Detailed operational procedures are not captured in the Generic Emergency Plan due to the complexity and occasional sensitive nature of the information contained therein.

GENERIC EMERGENCY PLAN
UNCLASSIFIED

Corporate Handbook #	DOCUMENT
#1	Generic Emergency Plan
#2	Local Authority Liaison Officer (LALO) Handbook
#3	Emergency Centre Manager (ECM) Handbook
#4	Borough Emergency Control Centre (BECC) Handbook
#4a	Borough Emergency Control Centre Set Up Instructions
#5	Council Gold Handbook
#5a	Council Silver handbook
#6	London Local Authority Gold (LLAG) and Gold Support Team (GST) Handbook
#7	Corporate Business Continuity Handbook
#8	Recovery Handbook

Specific plans exist to deal with risks that may affect the borough. Examples include the multi-agency flood plan, fuel shortage plan, animal health plan and the winter service plan.

The London Emergency Services Liaison Panel (LESLP) publishes a Major Incident Procedure Manual setting out these key responsibilities. The current version of the manual can be accessed from the LESLP web site

<https://www.met.police.uk/about-the-met/the-london-emergency-services-liaison-panel/>

The emergency response arrangements of the council are aligned with the principles of the Joint Emergency Services Interoperability Programme (JESIP)

<http://jesip.org.uk/home>

The London Local Authorities Concept of Operations for Emergency Response and Recovery Document (CONOPS) sets out how London's Local Authorities support their communities and partner organisations in the response to and recovery from an 'emergency', as defined in the Civil Contingencies Act 2004.

The London Local Authorities Concept of Operations can be accessed via Resilience Direct <https://collaborate.resilience.gov.uk/RDSservice/home/144928/Standardised-Documentation>

2 ROLE OF THE COUNCIL

2.1 Civil Contingencies Act

Under the Civil Contingencies Act 2004 (CCA), as identified as a Category 1 responder, the council has seven responsibilities. The council abides by these duties through the Emergency Planning and Resilience Team.

Category 1 responders are the core responders which consist of the emergency services (Police, Fire Brigade and Ambulance), Environment Agency, Local Authorities and Port Authority.

Category 2 responders are the cooperating agencies which include transport providers, Health and Safety Executives and utility companies.

All Category 1 and 2 responders adhere to the same command and control arrangements as defined in the London emergency services liaison panel (LESLP) major incident procedure manual. This ensures that all partner agencies work to the same structure and communicate with each other at the equivalent levels.

Under the CCA, all Category 1 responders are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning
- Put in place emergency plans
- Put in place Business Continuity Management arrangements
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- Share information with other local responders to enhance coordination
- Cooperate with other local responders to enhance coordination and efficiency

Additionally, the council has responsibility to provide advice and assistance to businesses and voluntary organisations about business continuity management.

Further information on our duties under the Act can be found here:

<https://www.gov.uk/preparation-and-planning-for-emergencies-responsibilities-of-responder-agencies-and-others>

As set out in the Act, cooperation and coordination is extremely important in preparedness, response and recovery. The council predominantly does this through the Borough Resilience Forum (BRF). This statutory forum meets quarterly and includes representatives from the emergency services, voluntary sector, utilities, transport, health and businesses.

2.2 Risks

Under the Civil Contingencies Act 2004, all Category 1 responders must contribute to and update a Community Risk Register, which assesses the risks within the community and the likelihood of them occurring. The London Community Risk Register is maintained and administered on behalf of all London local authorities by the London Resilience Team and may be found at:

<https://www.london.gov.uk/about-us/organisations-we-work/london-prepared/identifying-risks-london>

The local community risk register is maintained and administered by the Emergency Planning and Resilience team. It can be accessed by the Resilience Direct web site.

<https://collaborate.resilience.gov.uk/RDService/home>

2.3 Warning and Informing Arrangements

Category 1 responders under the Civil Contingencies Act 2004 are required to maintain arrangements to warn the public if an emergency is likely to occur or has occurred. The council has a specific communications plan in place for this.

The council provides advice on steps that everyone can take to prepare for emergencies on the Southwark website:

<https://www.southwark.gov.uk/community-safety/emergencies/be-prepared>

2.4 Identification of Vulnerable People

Southwark Council has a responsibility to ensure the economic, social and environmental well-being of our community. In emergencies, the council supports the emergency services in mitigating effects by coordinating the provision of welfare support to the community and taking the leading role in the recovery process. The council can support category 1 responders in an emergency by:

- Accessing information to identify known vulnerable people and to process the data into a useable format for multi-agency responders
- Working with multi-agency partners to identify all vulnerable people depending on the type of incident
- Sharing relevant information with other responders and relevant stakeholders.

2.5 Community Engagement and Cohesion

Linked closely to its lead role in the recovery from an emergency, the council has a key role in community engagement during an emergency. This includes, but is not limited to, operational services with direct engagement in community matters, local elected councillors, Members of Parliament and, indirectly, through the plethora of voluntary agencies, charities and faith communities with whom the council liaises on a daily basis.

This community engagement leadership and coordination is especially important in times of community tension. Led by the Communities Department and local councillors, coordinated community cohesion activities should prevent community tensions leading to serious disturbance wherever possible by accessing and utilising the existing relationships and systems that allow the council and its partners to act quickly and coherently to reduce, control or mitigate the impact of disturbances on cohesion if they do occur.

2.6 Business Continuity Planning and Resilience

To complement the council's capability to respond to emergencies and in compliance with relevant legislation, the council has its own business continuity arrangements in place ensuring that it can continue to provide its core services during an emergency or incident.

The council also promotes business continuity planning and provides advice to local businesses.

<https://www.southwark.gov.uk/community-safety/emergencies>

3 COMMAND AND CONTROL

3.1 Procedures for Activation

An initial notification requiring the council to consider the deployment of the emergency arrangements may come from an internal or external source. Notifications are made via the 24-hour Customer Service Centre (CSC) number **0207 525 5000**, or via a Category 1 responder and in some circumstances directly to the duty LALO.

3.2 Triggers for Activation

The Generic Emergency Plan may be activated as a direct response to an event, or as a proactive measure to prevent or reduce the effects of a 'rising tide' incident.

The following is a guide as to whether or not the council will consider activating its plan to respond to an emergency:

- An event where the council is obliged to provide a direct service or services to mitigate its effects
- An event where the council may wish to take an interest in the mitigation process by a third party, providing support where required
- An event where the council would contribute to a multi-agency response to a civil event
- An event where assistance has been specifically requested by the emergency services or other public body

3.3 Emergency Response Responsibilities

The council's primary role during an incident or emergency in the borough is:

- To assess, mobilise, manage and coordinate the relevant resources and technical services of the council in response to the emergency, to support the community and residents, and to assist in the emergency response
- To provide specialist care or humanitarian services in the event where people have been displaced or affected by an emergency
- To assess, agree, assist and lead on the implementation of a recovery strategy with all key stakeholders
- To ensure that as far as reasonably practical, day-to-day critical services are maintained

3.4 General Command and Control Structure

There are three levels of command and control – gold, silver and bronze.

Gold represents the strategic level, responsible for formulating the strategy for the incident and has overall command of resources of their own organisation. (e.g. Council Gold)

Silver is the tactical level, in charge of devising the tactics to achieve the overall strategy set out by Gold. Council Silver will usually work from the Borough Emergency Coordination Centre to direct the council's response.

Bronze is the operational level, responsible for controlling and deploying resources of their respective organisations to deliver the tactics set out by Silver. (e.g. Emergency Support Officer and Emergency Centre Manager).

3.5 Emergency Scheme

On-call Arrangements

The council has trained personnel to fulfil its duties under the Civil Contingencies Act (2004) and to respond to incidents out of hours.

The emergency scheme rota consists of a senior manager designated as local authority "Silver", a Local Authority Liaison Officer (LALO), an Emergency Support Officer (ESO) and a Emergency Centre Manager (ECM) being on-call at any one time.

There is also a cohort of council staff trained to operate within the Borough Emergency Control Centre if one is required. These roles are on a voluntary basis, contact details for all volunteers are held in the emergency directory.

Gold

The role of Council Gold is to give clear strategic direction throughout the response phase and take the lead in the recovery process, working towards the restoration of normality.

The council Gold group should:

- Assess and advise on the impact to corporate policies, strategic considerations, political management and reputation of the council as a result of the emergency and its effects
- Set the strategy for the council's response and make resources available to respond to the incident
- Confirm with the Silver/BECC manager the agreed strategy together with appropriate mitigation steps that may be taken
- Set the internal and external communications strategy
- Consider and prepare for immediate and longer-term scrutiny and questioning, such as possible press conferences and enquiry panels
- Establish, monitor and review the Recovery Working Group and its priority work streams
- Ensure representation at multi-agency Gold groups
- Decide to request / approve mutual aid
- Determine whether to escalate to London Local Authority Gold (LLAG)
- Maintain regular communications with the BECC, and the LLAG if required.

Further information on Council Gold can be found in the Council Gold Handbook #5.

Silver

Silver is the tactical manager for the local authority response to the incident. The officer determines the best way to achieve the strategic priorities as determined by Council Gold. Silver should

- Implement the strategic aim and objectives for the council response as directed by Gold
- Determine and monitor the response and resources as set out in the aim and objectives
- Assess, agree and implement a recovery strategy with Gold and key stakeholders
- Ensure that the BECC fulfils its mandate
- Ensure that Council Gold, strategic directors, members and other senior stakeholders are appropriately briefed regarding the emergency, the council's response and the longer-term issues.
- Line manage the BECC team, ensuring team working and welfare- breaks and shift change
- Participate in a debrief post-event
- Nominate an individual to manage the BECC inbox and assign work

Further information on Council Silver can be found in the Council Silver Handbook #5a.

Local Authority Liaison Officer (LALO)

LALOs have delegated authority from the Chief Executive, allowing them to act as the initial council on scene Silver, to escalate and activate the emergency scheme at the appropriate level, mobilise council resources as necessary and make decisions on behalf of the council.

The LALO's responsibilities include:

- Providing 24-hour cover
- Assessing, mobilising, managing and coordinating council resources in response to an emergency for a level 2 or 3 response
- Maintaining the provision of information, liaison and advice to all public, political and emergency scheme stakeholders during the course of the emergency
- Line managing the departmental responders
- Assessing, agreeing and implementing a recovery strategy with all relevant council departments and key stakeholders
- Recording all relevant details of the incident and submitting a report following the closure of the incident

Depending on the circumstances, the LALO may be on-site at the incident and attend on scene tactical meetings. Alternatively the LALO can carry out the duties remotely.

Emergency Support Officer (ESO)

The primary role of the ESO is to provide support and assistance to the LALO, and / or the Emergency Centre Manager as required. This could include making / receiving phone calls, log keeping, procuring additional emergency centre essentials, and other tasks as delegated by the LALO. If a BECC is required, it is the ESO's role to establish the BECC. Further instructions can be found in the BECC Handbook #4.

Emergency Centre Manager (ECM)

The overall responsibility for setting up, operating and closing a emergency centre lies with the duty ECM. More information can be found in the Emergency Centre Manager Handbook #3.

3.6 Emergency Scheme Structure

Response Levels

The council's emergency scheme can be deployed at three different levels, depending on the initiating event or a subsequent assessment.

LEVEL ONE

- Single departmental response
- Standard response to most out-of-hours activities by relevant departments

LEVEL TWO

- Two or more departments respond
- Local Authority Liaison Officer (LALO) to coordinate

LEVEL THREE

- LALO requests for additional support due to size or complexity of incident
- Borough Emergency Control Centre (BECC) established to support

Level 1 Response

This is the standard response to most out-of-hours activities conducted by the relevant departments, as defined in their own departmental plans.

The LALO is not usually activated for this, although the duty LALO should be contacted if:

- A Level 1 response has the potential to escalate to a Level 2
- There is any doubt as to which level of response is required.

Level 2 Response

This response will be required when:

- Two or more departments have responded to the same incident
- A direct request has been made by the emergency services or the council for the LALO to attend an incident
- If, for any reason, the LALO needs to be alerted as a precautionary measure or for emergency advice

Level 3 Response

This may be deployed as a result of a major incident being declared by the emergency services, if the direct response to the incident warrants the enhanced level of support or as a proactive measure in case of event escalation.

Level 3 underpins a full multi-departmental response, usually with a dedicated Borough Emergency Silver operating from the Borough Coordination Centre (BECC) coordinating all activities in the council's response.

In a level three response, Council Gold would be activated in order to give clear strategic direction and take the lead in the recovery process.

3.7 BECC

The BECC provides a central location to coordinate the council for response, situation awareness, information gathering and decision making.

The primary Borough Emergency Coordination Centre is located in the Tooley Street Offices. A secondary or fall-back facility is located in the Queens Road council offices.

The BECC can be activated by the duty LALO, duty Silver, the Chief Executive or any the emergency planning team in response to intelligence on an incident.

BECC activation can be initiated by the London Local Authority Coordination Centre (LLACC) to support a major incident in London.

Further instructions on BECC operations can be found in the BECC Handbook #4.

4 LONDON-WIDE ARRANGEMENTS

The London Resilience Group coordinates and acts as support to all borough Emergency Planning Teams. In addition, a separate team, known as the Central Resource provides additional specialist functions and support.

4.1 London Local Authority Gold (LLAG)

All London Local Authority chief executives (excluding those on the SCGC), are on a year round rota for London Local Authority Gold, this ensures that there is always a strategic decision maker available to support any incident across London.

The LLAG is supported by the LLACC.

4.2 London Local Authority Coordination Centre (LLACC)

The majority of incidents are dealt with within the council through local arrangements, however if the incident is larger than the councils resources, or the incident has an impact on more than one council, the London Local Authority Coordination Centre (LLACC) is activated. The LLACC is operated by London Resilience to provide a strategic view across London, and to support the LLAG.

4.3 Strategic Coordination Group Chair (SCGC)

A list of chief executives drawn from across London Boroughs who have volunteered to provide the Strategic Chair function is maintained by London Resilience. If a local authority chief executive is required to undertake the role of strategic coordination group chair, London Resilience in conjunction with the chair /deputy chair of LAP will determine which officer will undertake that role.

The role of the Strategic Coordination Group Chair can be summarised as:

- Chairing the Strategic Coordination Group (SCG) meetings if required
- Offering ongoing support to the duty London Authority Gold
- Assuming the role of London Local Authority Gold in a protracted incident in order that the London Local Authority Gold capability can be maintained for new incidents

4.4 Mutual Aid

A London-wide Memorandum of Understanding (MOU) is in place for mutual aid. The MOU provides for participating authorities to endeavour to provide assistance to another participating local authority in the form of provision of personnel and/or equipment in the event of, or in the reasonable anticipation of, an emergency or other disruptive or rising tide incident when asked to do so. The local authority requesting aid will undertake to reimburse the local authority providing it on a cost recovery basis. This mutual aid can be arranged between the boroughs or via the LLACC.

4.5 British Red Cross

A MOU is in place between the Central Resource team and British Red Cross (BRC). This means that all London local authorities can request humanitarian support at any time. The BRC can provide a range of functions and specific support in establishing and supporting the council at emergency centres.

5 RECOVERY

Recovery management encompasses the physical, social, psychological, political and financial consequences of an emergency. The council takes the lead on the recovery phase undertaking activities that will provide as rapid a return to normality as possible for the community and responders.

The recovery phase is formally called by the Chief Executive once the situation has been stabilised, however recovery working should start as soon as possible.

The Chief Executive or nominated deputising Strategic Director will be the lead of the recovery process and convene a Recovery Management Group (RMG). Several sub-groups will be convened underneath the RMG as needed, such as a Humanitarian Assistance Group or Business Recovery Group.

The LLACC/London Resilience may support the recovery process.

The RMG sits, at decreasing frequency, until the point at which recovery management has passed entirely to 'business as usual' activities. Compared with the response phase, which may last a matter of hours or days, the recovery phase may last months and years.

Further guidance is contained within the Recovery Handbook #8.

6 POST INCIDENT

6.1 Stand Down Procedure

As and when it is clear that the emergency phase is winding down and recovery can be placed in to business as normal processes, initiating the standing down of the emergency response will be considered.

Stand down will be agreed and planned with other emergency responders and with council departments involved in the response. Suitable stand down actions will be identified and monitored as they are undertaken.

6.2 Debriefing

The council will undergo an internal debrief process as soon after the incident as possible in order to identify issues and lessons from the response.

Full participation in the debrief process at all levels will be encouraged.

The council will also fully participate in any multi-agency debrief.

ANNEX 1 : ACRONYMS

ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
ABECC	Alternative Borough Emergency Control Centre	Back-up control centre at Queens Road
BECC	Borough Emergency Control Centre	The location at which the council response to a level three incident is managed
BT	British Telecom	Utilities company. Category two responder.
BTP	British Transport Police	Responsible for policing the railways and the London underground. One of London's three police forces.
BRC	British Red Cross	Volunteer organisation
CCA	Civil Contingencies Act (2004)	Council has duties under the act as a category 1 responder
COLP	City Of London Police	Responsible for policing within the city of London – "the square mile". One of London's three police forces.
CONOPS	Concept of Operations for Emergency Response and Recovery	Guidance provided by London Resilience on London Emergency Planning & Response
CSC	Customer Service Centre	Council public facing line
EDO	Emergency Duty Officer	Out of hours call centre operative. Activates the LALO on receipt of a message from the emergency services.
EPRT	Emergency Planning and Resilience Team	Maintains and coordinates the emergency scheme and the council's readiness to respond.
ESO	Emergency Support Officer	On call officer as part of Southwark Council's emergency scheme. Supports the LALO at the scene of the incident. Extra pair of hands, eyes and ears.
FCP	Forward Control Point	Co location point at the scene of an incident of commanders from each agency. Location at which the Silver meetings would take place.
FFRC	Friends And Family Reception Centre	A place for friends and family of those involved in the incident to gather. Run by the police but may require local authority assistance.
GCG	Gold Coordinating Group	The multi-agency Gold group who would convene at a nominated location to determine the strategic response to the emergency. Also known as SCG.
GIS	Geographic Information System	Software used for mapping purposes.
GST	Gold Support Team	Team activated to support Gold
GSST	Guys and St Thomas's Trust	
HAC	Humanitarian Assistance Centre	A centre set up post incident to provide support and assistance to those who have been affected by a regional (pan London) emergency. Can also be used for taking

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ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
		witness statements post event.
ICP	Incident Control Point	Used by LFB to denote location of incident command function. See also FCP
JESIP	Joint Emergency Services Interoperability Program	
LALO	Local Authority Liaison Officer	On call officer as part of Southwark Council's emergency scheme. Has delegated authority from the Chief Executive; responds to the scene of the incident, liaises with the emergency services at the Silver level and coordinates the resources of the council
LAS	London Ambulance Service	
LBS	London Borough Of Southwark	Southwark Council
LESLP	London Emergency Services Liaison Panel	London based body which meets quarterly and determines and agrees multi agency major incident procedures and protocols. Includes representatives of emergency services, local authorities and others.
LFB	London Fire Brigade	Responsible for emergency response to fires and other incidents in London.
LLACC	London Local Authority Coordination Centre	Coordinates the communication, activity and resources between the LLAG and all 33 London local authorities. Run by London Fire Brigade Emergency Planning and based at Merton.
LLAG	London Local Authority Gold	A single London local authority chief executive who would represent all London local authorities within the GCG in response to a pan London emergency. As part of a rota.
MPS	Metropolitan Police Service	Responsible for policing in 32 London Boroughs (not the City of London). One of London's three police forces.
PPE	Personal Protective Equipment	Issued to emergency responders to ensure their protection against hazards and inclement weather.
RD	Resilience Direct	Online portal for plans and documentation. Used by LLACC in a response
ECM	Emergency Centre Manager	On call officer as part of Southwark Council's emergency scheme. Responsible for setting up, operating and closing a council run emergency centre
RMG	Recovery Management Group	Recovery Group activated and led by the Chief Executive
RVP	Rendezvous Point	Location to which emergency services vehicles should head initially for the response.
SCC	Strategic Coordination Centre	The location at which the GCG / SCG convenes.
SCG	Strategic Coordinating Group	The multi-agency Gold group who would convene at a nominated location to determine the strategic response to the emergency. 'Also

GENERIC EMERGENCY PLAN
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ACRONYM	WHICH STANDS FOR...	WHICH MEANS....
		known as GCG.
SCGC	Strategic Coordination group chairs	Local authority chief executives that chair the SCG
SPOC	Single Point of Contact	Normally the LALO, however it is good practice to have one contact for organisations to contact the council in a response
SRC	Survivor Reception Centre	A place for survivors to be gathered together for evidence gathering / support providing purposes. Run by the police but may require local authority assistance.
TfL	Transport for London	Transport operator. Category two responder.

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Item No. 10.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Council Plan Annual Performance Report 2018-19	
Ward(s) or groups affected:		All	
From:		Councillor Peter John, OBE, Leader of the Council	

FOREWORD - COUNCILLOR PETER JOHN, LEADER OF THE COUNCIL

A fairer future for all means that Southwark's a great place to live, work and have fun, where you have the skills to work, a quality home, and where your child has the best start in life. Where your background does not determine your life chances, and where everyone benefits from the growth and opportunity that the borough has to offer.

In 2010, we set out our vision to create a fairer future for all in Southwark. After eight years we had made huge progress but still had more to do. That's why in 2018 we set another bold and ambitious council plan committing the council to going further to make our vision of a fairer future a reality for all our residents.

This report sets out the progress we have made in the first year of our four year council plan. We have already made big improvements. Housing repairs have been brought back in house, turnaround on voids is going down and nearly 200 new council homes have been built or are onsite.

We have declared a climate emergency, are cracking down on fly tipping and helping more residents get the quality jobs, training or apprenticeships they need. We are making it easier to be healthier with nearly 8km of new accessible cycle routes opened, and are helping children get the best start in life with work on new secondary schools underway, and we have opened a new charger special school.

We are investing in our young people with the new Positive Futures Fund and are working with the community to tackle knife crime and serious youth violence. We are also supporting communities across the borough with nearly 1,500 cultural events, a new library and better internet connections.

This progress is all the more remarkable as we are delivering this after nine years of government cuts. The chaos of Brexit means and lack of long term government commitments on council budgets make planning harder than ever before.

There is still much more to do, and in the first year there are some areas where we wanted to make more progress than we have. Where that is the case we are being open and honest about the challenges we face and what we are doing to get things back on track so that our residents can see what we are doing, how we are doing it and how we are changing the borough for the better.

RECOMMENDATIONS

That Cabinet:

1. Notes the council's performance over 2018-19 against the Council Plan 2018-2022.

BACKGROUND INFORMATION

2. In November 2018 Council Assembly approved the Council Plan 2018-22. This set out the programme of work that the council will achieve over the period 2018-19 to 2021-22. It is a clear statement to the residents, businesses, local voluntary/community sector organisations and other stakeholders of that programme and how the council will continue to deliver a fairer future for all in Southwark.
3. There are seven "vision statements" that are at the heart of what we want to achieve for Southwark:
 - The best start in life: clean air, great schools and an opportunity to thrive
 - The quality homes that you and your family need
 - Fighting for you, on your side in challenging and uncertain times
 - A great place to live with clean, green and safe communities
 - A healthy borough where your background doesn't determine your life chances
 - Full employment, where everyone has the skills to play a full part in our economy
 - A modern efficient council: working with the community, listening to residents and open to you.
4. The Council Plan is structured around eight priority themes. These reflect the things that the people of Southwark said were most important to them. These priority themes are:
 - A place to call home
 - A place to belong
 - A greener borough
 - A full employment borough
 - A healthier life
 - A great start in life
 - A safer community
 - A vibrant Southwark.
5. Each theme includes a set of commitments which are in turn underpinned by a series of "measures" and "milestones" that show in a clear and transparent way, how our performance will be judged.
6. During 2018-19 the council has monitored performance against the commitments in the Council Plan, as well as key 'business as usual' targets, with performance data reviewed on a quarterly basis.

7. This annual performance report summarises delivery against the Council Plan 2018-22. In line with our fairer future principle of being open, honest and accountable, the full cabinet portfolio performance schedules will be available on the council's website.

KEY ISSUES FOR CONSIDERATION

8. Good progress has been made in beginning to deliver the Council Plan commitments. Some notable achievements include:
 - Council Housing repairs have been brought back in-house to improve standards - 88 per cent of repairs completed right first time.
 - Our schools exceed London performance averages at every stage and 9 out of 10 Southwark schools are good or outstanding.
 - Nearly 2,800 people were supported in the community by the Southwark Mental Health and Wellbeing Hub.
 - We have helped 1,595 residents into work and over 700 apprenticeships have been created.
 - Over 100 new affordable business spaces delivered.
 - Started work to improve high speed internet access across the borough with over a third of homes (36 per cent) having full fibre to premises internet; free broadband also rolled out to 13 per cent of our 80 community halls.
 - Opened a new library at Grove Vale in East Dulwich – almost two million library visits were made across the borough in 2018/19.
 - Supported nearly 1,500 cultural events across the borough - reaching audiences of close to 500,000 and engaging over 60,000 participants.
 - Built nearly 8km of new accessible cycle routes across the borough and delivered bikeability training for nearly 5,000 children and adults.
 - Launched the Positive Futures Fund to support young people to get involved with positive activities and already agreed over £150,000 of grants with more to be made in 2019-20.
9. A full update on the progress against the commitments in the Council Plan is detailed in the Council Plan 2018-19 Progress report (Appendix 1) and performance schedules (Appendix 2).

Community impact statement

10. The purpose of this report is for cabinet to note delivery against the Council Plan 2018-22. No specific equality analysis has been undertaken on this report as there are no impacts arising from the report itself.
11. Future decisions made on the basis of the performance highlighted in this report may require further equality analysis to be undertaken and more detailed consideration of the impact on local people and communities as appropriate.
12. The Forum for Equalities and Human Rights in Southwark (FEHRS) are engaged in the development of the Council Plan equality analysis. Their feedback will continue to be considered in assessing the impact of implementation of commitments that are set out in cabinet portfolio performance schedules.
13. We will give due consideration to the Public Sector Equality Duty (PSED) as a positive duty to consider the promotion of equality throughout the delivery of the

Council Plan. We will also publish information on our website to show how we implement the PSED in our work and performance.

Financial implications

14. There are no immediate resource implications arising from this report. Any additional funding required will be subject to financial appraisal and reported through the council's budget setting process.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

15. In the past local authorities had been subject to various duties relating to the monitoring of performance. This regime has now largely been abolished, firstly by the Local Government and Public Involvement in Health Act 2007 and subsequently the Localism Act 2011.
16. However, a local authority is still under a general duty of best value to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness". The Council Plan is one of the ways the council can demonstrate that it is achieving this requirement.
17. As paragraph 10 of the report state, no specific equality analysis has been undertaken for this report as there are no anticipated impacts on the community arising from the report itself. However, cabinet is reminded In paragraph 13 that the council, in the exercise of all its functions, must have due regard (section 149 Equality Act 2010) to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) to advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. As paragraph 11 states, further equalities analysis may be need to be undertaken in relation to any subsequent work or proposals that arise from the ongoing implementation of the Council Plan.

Strategic Director of Finance and Governance

18. The report is requesting cabinet to note the council's performance over 2018/19 against the Council Plan 2018-2022. Full details and background are contained within the main body of the report.
19. The strategic director of finance and governance notes that are no resource implications associated with the recommendations, as mentioned in financial implications.
20. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council Plan 2018-19 – 2021-22	160 Tooley Street PO Box 64529 London SE1P 5LX	Matthew Little 020 7525 0388
Link: http://www.southwark.gov.uk/council-and-democracy/fairer-future/council-plan		
Council Assembly Report (Item 6.1) Council Plan 2018/19 – 2021/22 and Equalities analysis	160 Tooley Street PO Box 64529 London SE1P 5LX	Matthew Little 020 7525 0388
Link: http://modern.gov.southwark.gov.uk/ielistdocuments.aspx?CId=132&MId=6095&Ver=4		

APPENDICES

No.	Title
Appendix 1	Council Plan 2018-19 Progress report (to follow)
Appendix 2	2018-19 Performance schedules (circulated separately)

AUDIT TRAIL

Lead Officer	Eleanor Kelly, Chief Executive	
Report Author	Matthew Little, Principal Strategy Officer	
Version	Final	
Dated	4 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 July 2019	

Item No. 11.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Mid-term Review - Cultural Strategy 'Creative Southwark 2017 to 2022'	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Rebecca Lury, Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities	

FOREWORD – COUNCILLOR REBECCA LURY, DEPUTY LEADER AND CABINET MEMBER FOR CULTURE, LEISURE, EQUALITIES AND COMMUNITIES

Southwark has a hugely vibrant, engaging, diverse and ever-growing cultural offer, and it is incredibly exciting to see the progress that has been made on delivering the Creative Southwark: Cultural Strategy 2017 to 22 over the past two years, whilst looking ahead at what more we can do. We invest £500,000 a year directly into cultural organisations delivering nearly 1,500 cultural celebrations in the last year, engaging nearly 500,000 individuals.

Whilst councils have seen their funding cut, and many placing less emphasis on their cultural offer, in Southwark, we are determined that culture continues to play a central role across our borough.

Creative Southwark, launched in 2017 was an ambitious programme for us to deliver, ensuring that culture stayed high on our list of priority areas for delivery and development. But we always want to do more, and to be better. So I am delighted that this mid-term review sets out an even more ambitious approach for the council to take.

Our approach to building great estates will provide further opportunities for culture to be taken out into our communities, our libraries are being activated further through becoming hubs for entrepreneurs to grow their businesses, and the new Library and Heritage Centre on the Walworth Road will bring new possibilities for celebrating both the heritage and the culture that exists throughout the entire borough.

I am also delighted that Southwark has the opportunity to become London's first Cultural Compact, recognising the work that we are doing across the borough, and supporting our neighbouring boroughs to make the most of our, and their, cultural institutions and opportunities. This provides an excellent opportunity for us to further cement the role of culture across Southwark, and promote the brilliant work that we are doing currently, and will be doing going forward. We should never stop being ambitious, recognising the brilliant individuals and organisations that contribute to making Southwark a brilliantly diverse, interesting and exciting place to live and work.

RECOMMENDATIONS

Recommendation for the Cabinet

1. That Cabinet to consider the mid term review of Creative Southwark: Cultural

strategy 2017 to 2022 noting achievements and emerging priorities including the proposal for the development of London's first Cultural Compact.

Recommendation for the Leader of the Council

2. That the Leader delegate authority to Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities to agree the details of the proposed Southwark Cultural Compact.

INTRODUCTION

3. Southwark can be rightly proud of its long-standing role as a cultural centre for London, from its rich heritage to modern day ground breaking creative industries, from internationally renowned major institutions such as the Tate Modern and Shakespeare's Globe, to the grassroots community based arts organisations there are opportunities to enrich lives across the borough. It has also been home to very important events such as the sailing of the Mayflower from Rotherhithe in 1620 to the opening of Britain's tallest building in 2012.
4. Today Southwark attracts a vibrant creative cultural community who want to live, work, study and set up businesses here. The council's cultural strategy Creative Southwark 2017 to 2022 (see appendix 1) celebrates this richness and diversity and sets the framework by which culture can be supported to thrive, grow and continue to make Southwark the unique place that it is.
5. The cultural sector is one of the fastest growing sectors in the economy and the role of the local authority is also changing, not least because of funding and external grant reductions across the public sector. Southwark as a place also continues to change at an astonishing pace and new opportunity areas have come forward that means it is an appropriate time to review and refocus the strategy. Increasingly the council sees its role as broker and enabler, supporting the cultural enrichment of the borough through effective partnerships and exploiting the opportunities available through regeneration and growth.
6. Southwark continues to be strong investor in cultural places and spaces, a clear recognition of the value in culture at the heart of social regeneration. From new public art in Burgess Park to the opening of Mountview in Peckham, the Science Gallery at London Bridge and Business Start-up in London Libraries programme, a vibrant free festival and events programme, and the plans for the Southwark Heritage Centre and new library in Walworth showing our priorities lie in embedding culture in all aspects of the development of the borough and brokering partnerships to enable the sector to become resilient and prosper.
7. The reduction in funding for local government has placed pressure on all council services and activities, including cultural ones. Southwark has an astonishing wealth of provision and the council continues to recognise the importance of this to our residents. The challenge remains to ensure that all our residents have access.

BACKGROUND INFORMATION

8. To ensure Southwark's reputation as a borough of creativity, innovation, and opportunity, the council approved Creative Southwark in March 2017. This strategic approach to the development of cultural and creative industries over the five years recognises the significant part that cultural access and the cultural and

creative industries play for residents.

9. It is vitally important that the council's cultural strategy supports and responds to Southwark's creative, community and business landscape reflecting the Council Plan, new strategies and policies such as the Skills Strategy, Health and Wellbeing Strategy and Connecting Communities, the Libraries & Heritage Strategy.
10. Creative Southwark aims to:
 - Ensure that Southwark continues to be a borough for cultural excellence.
 - Embed a cross-council and partner approach to culture
 - Ensure that cultural priorities are reflected in emerging plans and strategies, including the new Southwark Plan
 - Further align the strategy to the Fairer Future Promises.
 - Protect, preserve and grow our cultural venues, spaces and provision
 - Ensure our cultural sector is resilient in the changing financial and political climate
 - Support the economic prosperity of the borough, including the night time economy.
 - Enable our diverse community to have access to cultural opportunities
 - Collect, conserve and celebrate our local history for future generations.
11. Creative Southwark is framed around three themes:
 - **Creative Economy:** Ensuring that Southwark continues to provide the right environment for the creative economy and enabling our residents to access opportunities for sustainable employment to support a strong, highly skilled local economy.
 - **Creative Growth:** Ensuring that the cultural needs of existing and new communities are met, by retaining viable cultural organisations, and strategically developing cultural venues and creative workspaces.
 - **Creative People:** Ensuring that everyone has access to a high quality cultural offer regardless of their background, knowledge, skills, needs or experience. We need to work with partners in an unprecedented co-operative approach to address both real and perceived barriers to participation to drive higher engagement.
12. Since the launch of the strategy in 2017 there have been many new developments and strategic priorities which will influence the strategy going forward and make it timely that the strategy be reviewed and updated. These include:
 - Council Plan 2018 to 2022
 - Health and Wellbeing Strategy 2015 to 2020
 - Southwark Skills Strategy 2018 to 2022
 - Southwark's Economic Wellbeing Strategy 2017 to 22
 - Connecting Communities: Southwark Libraries and Heritage Strategy 2019 to 2022
 - South London Innovation Corridor programme
 - British Library Start Ups in London Libraries Project
 - Great Estates Programme
 - Cultural Cities Enquiry.

KEY ISSUES FOR CONSIDERATION

Creative Southwark – Mid-term review

Theme 1: Creative Economy

13. The Arts Council England report¹ that the arts and culture industry has grown £390million in a year and now contributes £10.8billion a year to the UK economy. The sector now contributes £2.8billion a year to the Treasury via taxation, and generates a further £23billion a year and 363,700 jobs.
14. With increasing automation and easy access to new tech, the future demand for creative and technical skills will be high and ever growing. We need to tackle this challenge head on to ensure our world-leading industries maintain their competitive edge.
15. Productivity in the arts and culture industry between 2009 and 2016 was greater than that of the economy as a whole, with gross value added per worker at £62,000 for arts and culture, compared to £46,800 for the wider UK economy.
16. The creative economy theme of the cultural strategy set out over seven commitments the need to ensure that Southwark continues to provide the right environment to enable the growth and development of the creative economy and that our residents benefit from this. We must support our residents to have the right skills through our higher and further education and volunteering in order to access these employment opportunities.
17. We also need to advocate for the cultural sector to employ more residents and that those who work in the creative economy are supported by the London Living Wage and proper rates recognised by unions in recognition of their professional status, skills and experience. See appendix 2 to see all achievements.
18. Southwark council continues to invest £500,000 a year directly into cultural organisations delivering festivals, events and community programmes. It is estimated that this investment levers a further £4million proving it is not only vital in supporting the Southwark's creative economy but also provides excellent value for money with every £1 generating a further £8 of investment.
19. This investment also brings money into the wider local economy with each creative organisations working with and supporting non-direct services such as catering, financial, marketing and stewarding. Southwark Film Office supported nearly 1,000 days of filming in 2018/19. It is estimated that every pound spent by location managers on local authority charges (e.g. administrative fees and logistical costs such as road closures), an additional £2.76 is generated for the local economy. In Southwark this represents £1.4million for the local economy.
20. Through this investment, we are creating clear pathways for our residents to tap into employment and business opportunities. We are supporting artists, creatives, back and front of house services that produces the vibrant cultural environment we inhabit. It provides access for residents in to a sustainable creative economy by employing 650 artists, providing opportunities for over 350 volunteers and

¹ [Contribution of the arts and culture industry to the UK economy](#)

providing education, training or skills development sessions for nearly 10,000 residents.

21. The strategy has supported those taking their first steps into creative careers by increasing the number of cultural organisations at the annual Southwark careers fair and partnering with UAL: Camberwell College of Arts to award up to ten individual bursaries each year to support Southwark secondary school students pay for vital equipment, travel costs and materials as they study.
22. The council is supporting Shakespeare's Globe, Tate and Mountview Academy who have developed apprenticeship programmes and we are working with others to develop theirs.
23. Start Ups in London Libraries Project is a libraries and local economy team business support programme led by the British Library's Business & Intellectual Property Centre. The programme supports start-up businesses and entrepreneurs across London to develop the insight; skills and confidence they need to start and grow successful businesses.
24. We are working with our partners to ensure that we are creating the right environment to enable the growth of our current and future businesses and workforce to sustain a strong local economy.
25. After a focused period of engagement and review with the sector on how the council supports creative businesses, this summer will see the launch of a borough wide creative industry programme that supports sustainable and resilience within the current challenging financial landscape.
26. Bringing together council and partner services to provide digital and face to face advice, support and opportunities for businesses at all stages of their growth. The programme will be focused around three themes:
 - Business support
 - Talent development
 - Creative workspace.
27. In 2019, we will be reviewing existing advice and support for creative businesses and ensuring that the right information is available in the right format for start up, growing and sustainable creative businesses.
28. Inclusive Creative and Digital Industry (CDI) growth will be supported through the South London Innovation Corridor programme. Opportunities will be promoted to the creative sector in Southwark, including one to one support for 97 creative and digital businesses and 130 talent development opportunities including pre-apprenticeship, apprenticeship, work experience opportunities and in-work progression. In addition, 292 new jobs will be created via increase in workspace.
29. The council are also strong advocates for the cultural sector to employ more residents and that those who work in the creative economy are supported by the London Living Wage and proper rates recognised by unions in recognition of their professional status, skills and experience.

Theme 2: Creative Growth

30. In 2019, it is estimated that 40% of the borough is currently under development, with regeneration value across the borough totaled at £4 billion. With a population of 307,000 it is one of the most densely populated boroughs in London and is expected to rise by 50,000 by 2030.
31. With the growth in the price of commercial and housing property is continuing to impact the creative economy, both in terms of affordable premises and access to a local workforce.
32. The creative growth theme of the cultural strategy set out over seven commitments that Southwark will continue to play a part in London's cultural fabric on a local, national and international level. We will need to work with partners to develop the right environment for the creative economy to thrive in and around our town centres. We recognise the value of retaining viable cultural organisations in the borough, and we continue to support new and emerging creative industries. Key to this will be our work with universities, to enable our current and future business owners and workforce to thrive in the 21st century. We want the cultural sector to enable residents to engage in, and benefit from, the social impact of regeneration, ensuring that cultural needs of existing and new communities are met. See appendix 2 to see all achievements.
33. The culture and regeneration and planning team work together to retain permanent creative infrastructure and workspace that includes investing Peckham Platform, Southwark Playhouse, East Street Library, Walworth Town Hall and new Southwark Heritage Centre and Walworth Library.
34. We also work closely to welcome new creative infrastructure and workspace such as The Bridge Theatre, Mountview Academy, Central Schools of Ballet and Peckham Levels.
35. As a council, we must continue to support important cultural assets that are at risk. Music venues, LGBTQ+ venues and artist studios are still in decline across London and we must ensure that new creative spaces are affordable and that existing cultural organisations are not left behind with the growth and development across the borough.
36. The temporary use of vacant properties continues to be supported with The Drawing Room, Art Academy, Theatre Deli, Many Hand and UAL all engaging the local community and providing cultural experiences in spaces that would otherwise be empty.
37. The culture team continues to work in partnership with planning and regeneration colleagues to support with developers wanting to include cultural infrastructure in developments across Elephant and Castle, Canada Water, Blackfriars, Peckham, Camberwell and Old Kent Road. The team ensures S106 and CIL opportunities fulfil the aims of the council plan and this can be seen in recent projects such as the refurbishment of Theatre Peckham, One Blackfriars public art commission and Mayflower 400 wayfinding programme.
38. Southwark continues to invest in public art both small and large. Using council capital funds to produce Sally Hogarth's 'Silent Raid' in Burgess Park, Leoni Bollcock's 'Camberwell Arts Trail' or 'Mary – Origin and Destination' by RUN! on

Meeting House Lane in Peckham and using S106 planning obligations to invest in Mark Titchener's 'Me.Here.Now' at London Bridge or Idris Khan's '65,000 Photographs' at One Blackfriars.

39. One challenge is to keep the sector informed of the many opportunities that become available. A creative sector newsletter was launched and currently has over 1,000 subscribers.
40. Southwark will continue to play a part in London's cultural fabric on a local, national and international level. We need to continue to work with partners to develop the right environment for the creative economy to thrive in and around our town centres. The council recognises the value of retaining viable cultural organisations in the borough, whilst support new and emerging creative industries.

Theme 3: Creative People

41. Culture is for everyone and everyone has the right to access high quality cultural provision through the arts, heritage, libraries and events. Regardless of your background, knowledge, skills, needs or experience, culture must be something that everyone is able to have access to.
42. The creative people theme of the cultural strategy set out over seven commitments that everyone has the right to a high quality cultural offer regardless of their background, knowledge, skills, needs or experience. By coming together, sharing cultural experiences, celebrating the heritage of the borough, learning from each other and feeling pride in their local area, our residents will reap the social benefits of living in Southwark and its amazing cultural scene. Access to culture is important for mental health and is a key part of the five ways to wellbeing⁸. It can make us feel happier, boost self-confidence and self-esteem and help us connect with others. This is particularly important to combat social isolation. We need to work with partners in an unprecedented co-operative approach to address both real and perceived barriers to participation to drive higher engagement.
43. Creative Southwark promotes a collaborative approach to address both real and perceived barriers to participation to drive higher engagement. Working with our commissioned organisations and other partners to deliver a range of cultural and creative opportunities to our residents. See appendix 2 to see all achievements.
44. In 2018-19 nearly 500,000 people visited and participated in over 1700 events and activities funded by the council and our partners.
45. Culture grants funded organisations have:
 - Supported over 1,500 young people aged 12 to 19 in participating in creative after school activities.
 - Engaged nearly 1,276 vulnerable adults, those with long term physical and mental health issues
 - Created over 80 special events reaching over 165,000
 - Engaged over 8,300 older people as part of their programmes.
46. The events team supports over 160 outdoor events each year public spaces and over 50 street parties. It is estimated that audiences to date have reached over

400,000 in 2018-19. These events include:

- Dulwich Park Fair
- Bermondsey Street Festival
- Pexmas
- The Bankside Great Get Together
- Norwegian National Day.

47. The Mayflower 400 commemorations in 2020 are an important anniversary for the borough. Working with British Land and United St. Saviours Charity secured a £140,000 community fund to support a range of local events and activities that respond to the Mayflower story and its key themes of migration, tolerance, enterprise and community. Round one of the fund is supporting; young journalists, intergenerational theatre, work in primary schools, digital storytelling, local history talks, Mayflower walking trails, a dance project and the free Illuminate Rotherhithe festival.
48. All this amazing activity is being supported by our culture access programme Southwark Presents. Southwark Presents is a digital multi-channel hub that holds and distributes information on a range of cultural events and activity across Southwark alongside opportunities for residents to participate and benefit from local cultural offers. Built around a What's on style diary Southwark Presents uses traditional print media of Southwark Life and digital media such as Twitter and e-newsletters to disseminate information to as many residents as possible.
49. In 2018-19, Southwark Presents has:
- Over 4,500 Twitter followers
 - Over 1,000 events submitted
 - Over 4,600 newsletter subscribers
 - Over 1.6 million social media impressions
 - Received 30 resident offers
 - Issued over 27,000 Southwark Presents cards.
50. Specific campaigns such as #SouthwarkSunshine and #SouthwarkSparkle has brought together events and activities over specific periods of time and have engaged partners amplifying our voice to reach further.

Southwark: London's first Cultural Compact

51. The UK Cultural Cities Enquiry, an independent enquiry into the cultural resources of Britain's cities recommended that cities consider setting up "Cultural City Compacts" – partnerships across the city's cultural sector and extending out to sectors and stakeholders beyond culture to provide leadership and strategic capacity. In England, both the Arts Council and the Department for Digital, Culture, Media and Sport, consider that this recommendation can help urban areas make a step change in their strategic governance of culture, which will help more people and more places benefit from engaging with cultural opportunity.
52. Arts Council England is working with the Core Cities Group and the Key Cities Group to identify a number of early adopters and have invited Southwark to become London's first Cultural Compact.
53. The compact approach is to co-create and co-deliver a holistic vision for culture

in a place and work together and with partners to deliver a step change in the sustainability and impact of culture in that locality. It must link the cultural sector to broader aspirations and priorities intersecting with the ambitions of health agencies, business, universities and other sectors.

54. The form of the compact will need to be determined on a clear rationale relating to its ambitions and the partnerships it initiates and develops.
55. Membership must reflect the ambition of its vision, the commitment of the cultural sector to that vision, and the necessary connection to other sectors in the compact membership. The views of citizens and communities must be at the heart of the compact, either through membership of the compact or meaningful engagement with the principles of equality and diversity are fundamental.
56. There will be two stages to leadership of the compact. The first stage, the formation of the compact, will be led by the council. An independent chair will be appointed who can effectively bring together partners ensuring that leadership and membership are reflective the sector and community. Terms of reference will be drawn up.
57. As the compact enters its second stage it may determine new leadership requirements as it with more detailed planning and the delivery of activity.
58. Compacts are about change, and as such will seek to enable, encourage or deliver change in ways that are appropriate to the place and to their ambitions. Compacts should consult upon, and then publish high level ambitions or visions for the step change in culture's sustainability and impact that will be at the heart of their plans in the place.
59. An appropriate business plan to realise these ambitions will be created and will look at a range of challenges and issues such as talent pipeline, health and wellbeing, local innovation, building relationships, learning and good practice spatial inequalities, and connection to government programmes.
60. The business plan will deliver activity that is appropriate to the Southwark and include appropriate targets. However, it must be focused on ambition and step change with all compacts leading on diversity.
61. The idea of a Southwark Cultural Compact closely aligns with many of the council's priorities identified in the council plan, supporting the ambitions for culture in the borough. It is envisaged a compact will become the new overarching framework for the cultural strategy supporting the delivery of all areas of the "Creative Southwark" cultural strategy:
 - **Creative Economy:** Ensuring that Southwark continues to provide the right environment for the creative economy and enabling our residents to access opportunities for sustainable employment to support a strong, highly skilled local economy.
 - **Creative Growth:** Ensuring that the cultural needs of existing and new communities are met, by retaining viable cultural organisations, and strategically developing cultural venues and creative workspaces.
 - **Creative People:** Ensuring that everyone has access to a high quality cultural offer regardless of their background, knowledge, skills, needs or experience. We need to work with partners in an co-operative approach to

address both real and perceived barriers to participation to drive higher engagement.

62. The creation of the Southwark Cultural Compact provides the opportunity to review and update Creative Southwark ensuring that it is fit to deliver the new priorities identified in the Council Plan, emerging strategies and key programmes. Its development will facilitate engagement with the cultural sector across the borough and set the framework by which they can work together to grow and thrive.

Governance and delivery of Creative Southwark

63. The council will continue to report progress on the strategy quarterly to the sector via the Creative Network Southwark and in November 2019 will hold the first Creative Southwark Summit bringing together local creative organisations and individuals to celebrate and learn from successes and discuss pertinent issues and challenges.
64. Separately an internal council officer group will continue oversee and review the delivery of the strategy and report on progress against council plan targets and the strategy action plan.
65. The Southwark Cultural Compact will be delivered by a strategic partnership made up of representatives of the cultural sector across the borough. The partnership will determine terms of reference and reporting structure. It will have an independent chair. The council's role will be to act as facilitator and enabler of the compact supporting its development.

Community impact statement

66. As set out under the Equality Act 2010 and the Public Sector Equality Duty (PSED) an equalities impact assessment was carried out during the initial development of the cultural strategy. Extensive early consultation was carried out at this stage with internal providers, external groups and residents, and the aims of the strategy are broadly inclusive, and should foster good relations between people from different communities as well as advancing equality of opportunity.
67. The strategy has no clear detrimental impact to any group or protected characteristic as outlined in the Equality Act or the PSED, and the broad aims and actions programmed are likely to increase participation, representation and accessibility to cultural provision within the borough. Consultation with both directly funded and active groups, audiences and the wider community is an integral part of delivering this strategy, and data on audiences and visitors is collected for all the directly delivered or funded projects.

Resource implications

68. Staffing and any other costs connected with this recommendation will be contained within existing departmental revenue budgets.
69. The Arts Council is making £20k grant funding available for the development of a Cultural Compact in a London borough. The funding will be for one year 2019-20 and will be for the first phase to support the development of the compact. LB Southwark has been invited by ACE to apply for this funding.

Legal implications

70. Please refer to the concurrent report of the Director of Law and Democracy below.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

71. This report recommends that Cabinet consider the mid term review of Creative Southwark: cultural strategy 2017 to 2022 which had been previously approved collectively by Cabinet.
72. As part of the mid term review it is proposed to create a Southwark Cultural Compact in order to support the delivery of the three themes explained from paragraph 13. The report sets out from paragraphs 51 to 65 the purposes, objectives and intended structure of the Cultural Compact and the council's role in its operation and development.
73. The proposal to create a Cultural Compact is consistent with relevant legislation, in particular the Health and Social Care Act 2012 which imposes a duty on the council to take such steps as it considers appropriate for improving the health of the people in its area. This would include (but is not limited to) the provision of services or facilities designed to promote healthy living and making available the services of any person or any facilities. The cultural strategy includes a commitment to delivering and supporting creative programmes to promote and encourage healthy lives and lifestyles within the local community.
74. Where there is no expressly conferred duty or power in relation to any of the purposes and objectives outlined in the Cultural Compact, the council has the 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 its functions. The general power of competence conferred by the Localism Act 2011 also confers upon the council the power to do anything that individuals may do.
75. The proposal is also consistent with the various strategic priorities noted within paragraph 12.
76. Any commissioning and grant making processes related to the implementation of the Cultural Compact should take account of the council's duties as a Best Value authority under the Local Government Act 1999. Regarding grants in particular, the council has a general power to incur expenditure in the interests of, and where that will bring direct benefits to, its area (which includes making financial contributions to charities and non-profit making bodies carrying out public services, subject to a prescribed limit). The council has a specific power to make a scheme for making grants to voluntary organisations whose activities will benefit the whole of Greater London or any part of it, subject to a prescribed limit on the total amount of expenditure to be incurred. Officers should seek advice from the director of law and democracy in relation to the form and content of any contracts to be awarded to commercial and voluntary sector organisations.
77. In making its decision Cabinet must be aware of the Public Sector Equality Duty imposed by section 149 of the Equality Act 2010, which requires that due regard

must be given to the need to eliminate discrimination, harassment, victimization or other prohibited conduct; to advance equality of opportunity between persons who share a “protected characteristic” and those who do not; and foster good relations between persons who share a “protected characteristic” and those who do not. The relevant “protected characteristics” are age, disability, gender reassignment, pregnancy and maternity, race, religion and belief, sex and sexual orientation. Cabinet is referred to the community impact statement in this report and, in particular to the equalities impact assessment and the extensive consultation which have been undertaken in order to inform the development and detail of the cultural strategy, and paragraph 58 notes the importance of continued consultation in relation to the development of a business plan, once the Cultural Compact has been established.

Strategic Director of Finance and Governance

78. The report is requesting the Cabinet to consider the mid term review of Creative Southwark: cultural strategy 2017 to 2022 noting achievements and emerging priorities including the proposal for the development of Londons first Cultural Compact. Full details and background are contained within the main body of the report.
79. The report is also requesting the Leader to delegate authority to Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities to agree the details of the proposed Southwark Cultural Compact
80. The strategic director of finance and governance notes that there are no resource implications associated with the recommendations contained within this report and notes the comments mentioned in financial implications.
81. Staffing and any other costs connected with this report to be contained within existing Culture and Events business unit revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Core Cities: Culture Cities enquiry report	160 Tooley Street London SE1 2QH	Paul Cowell 020 7525 0857
Link: https://www.corecities.com/cultural-cities-enquiry/read-report		

APPENDICES

No.	Title
Appendix 1	Cultural strategy ‘Creative Southwark 2017 to 2022’ (circulated separately)
Appendix 2	‘Creative Southwark 2017 to 2022’ Mid-term review July 2019 (circulated separately)
Appendix 3	Cultural investment impact case studies (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Rebecca Lury, Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities	
Lead Officer	Rebecca Towers, Interim Director of Leisure	
Report Author	Paul Cowell, Culture and Events Manager	
Version	Final	
Dated	4 July 2019	
Key decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 July 2019	

Item No. 12.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Response to Recommendations from Community Safety Scrutiny Commission Report, Violence Against Women and Girls (VAWG) Scrutiny Review	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Evelyn Akoto, Community Safety and Public Health	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH

I welcome the recommendations made in the Violence Against Women and Girls (VAWG) Scrutiny Review which was extremely timely considering the work underway in developing a new council VAWG strategy. These have been incorporated into the new strategy and will also be reflected in the associated VAWG delivery plan which is being developed consecutively.

Violence Against Women and Girls in all its forms is unacceptable. It affects all communities and has an incalculable impact on the lives of those individuals affected, their families and the wider community. Tackling violence against women and girls is therefore 'everybody's business'. Southwark benefits from the diversity of its statutory, voluntary and community partners whom contribute to tackling gendered violence both formally and informally. We acknowledge that support networks provided by friends, family and faith groups have an important role to play in our response to tackling violence against women and girls. Through building on the community foundations we already have in place, I am confident that by working together we will achieve our vision, and reduce the harm caused by gendered based violence for future generations. I am also clear in my vision that VAWG should not be seen in isolation to other forms of violence and vulnerability and the strategy needs to be considered as part of a collective response to all forms of community harm and exploitation.

RECOMMENDATION

1. That the cabinet notes the response to the VAWG Scrutiny recommendations as set out in Table 1.

BACKGROUND INFORMATION

2. In 2018-19 the council committed to developing a VAWG Strategy (council plan). This was in recognition that although we already have in place a five-year Domestic Abuse Strategy (2015–2020), there is a need to develop a broader VAWG Strategy to ensure that we are delivering a strategic partnership response to all areas of VAWG, not only Domestic Abuse. This includes harmful practices such as FGM and Honour Based Violence as well as Sexual Harassment and Stalking.
3. In October 2019 the Community Safety Scrutiny Commission announced it would

be conducting a review on VAWG, with a particular focus on girls, with an emphasis on prevention, protection and support, and working with our partners to improve effectiveness.

4. The Commission chose to focus on three areas:
- Safe and healthy relationships; teaching in schools and youth clubs as this is an opportunity to influence young people at a young age and there is evidence of high rates of domestic abuse amongst young people.
 - Safeguarding practices; to try and understand how effectively girls are protected and to look at data trends around levels of sexual harassment and assault.
 - The Scrutiny Commission also reviewed the Women's Safety Charter (WSC) which was established in 2015 to tackle harassment of women in Southwark at night time.

KEY ISSUES FOR CONSIDERATION

5. The review put forward 12 recommendations for the council, Police, schools, and NHS. These are detailed in Table 1. Below with the considered response
6. Table 1. Response to VAWG Scrutiny Recommendations

Recommendation	Response
<p>1. Work towards a more integrated approach on prevention and promoting healthy relationships is needed. The council should lead the way in producing relevant and useful resources for primary and secondary, with primary schools encouraged to teach sex and health relationships in the final years, including consent.</p>	<p>Agreed</p> <p>Officers will look to compliment and provide additional resource to PSHE education delivered by the Department of Education in this Area.</p> <p>From September 2020 Health Education and Relationships Education (primary) and the secondary Relationships and Sex Education (RSE) aspects of PSHE education will be compulsory in all schools. The PSHE Association provides a toolkit to assist delivery of PSHE for key stages 1 & 2 and 3 & 4.</p>
<p>2. Develop Southwark Relationship Education (RE) and Relationship and Sex Education (RSE) curriculum resources, making sure that these emphasise developing relationship skills and emotional literacy, and are appropriate to the ethos of different schools, and the needs and ages of different children. These ought to be high quality, electronic, flexible resources with clearly defined permissions that schools can use to</p>	<p>Agreed, noting that the local authority can encourage schools to implement this recommendation not mandate.</p> <p>Existing resources and toolkits are already available and being delivered in schools from the PSHE Association, ACET UK and SHER toolkit. The SHER toolkit includes the use of images and a short video. The local authority is unable to mandate schools which toolkit they should be using,</p>

Recommendation	Response
<p>create their own lesson plans - with an emphasis on images and short videos. Input ought to be sought from young people (e.g. Southwark Young advisors) in their development to ensure that they reflect the concerns of today's young people.</p>	<p>however we can work to provide a recommended list of providers to schools as suggested in recommendation 3 and inclusive of young people's input, aligned to Southwark's Healthy Schools work.</p>
<p>3. Develop a resource list of quality external providers (SHER, Tender etc.) and consider commissioning these.</p>	<p>Agreed</p> <p>A resource list of external providers can be created and be made available for commissioning of services (subject to meeting commission requirements).</p> <p>The council currently commissions ACET UK to deliver relationships and sex education support in secondary schools. In addition Bede House delivers the SHER (Safe, Healthy, Equal Relationships) programme to secondary schools (approximately 220 young people per year). This is funded through the Mayor's Office for Policing And Crime (MOPAC) London Crime Prevention Fund (LCPF) for which funding is confirmed until March 2021.</p>
<p>4. Schools ought to be encouraged and enabled to provide support to parents and carers to help their children to develop healthy relationships.</p>	<p>Agreed</p> <p>The council is working towards increasing its engagement and work with parents through the 'Southwark Keeping Families Strong' work being undertaken by Children's Services, and Parents Group (supported by YOS). It is recognised that this work needs to be developed further through the prevention and violence and vulnerability agenda.</p>
<p>5. The Police and Southwark Council should work closely with schools, via the headteachers networks and other forums, in order to get a better picture of what is going on in schools and to share information. Agreement ought to be sought on how to consistently report data on sexual harassment and assault so this can be monitored for trends. The model safeguarding policy ought to be updated to enable this, alongside the provision of guidance and training,</p>	<p>Agreed</p> <p>There are already a number of existing networks in place through which schools can share information with the Police this is via Police Schools officers, and also Operation Encompass (notification of a domestic incident).</p> <p>A refreshed model Safeguarding policy could form part of a consultation</p>

Recommendation	Response
network events and inset days aimed at Maintained schools, Trusts, and Academies – as appropriate.	to Governing Bodies, and feedback shared.
6. Run an awareness campaign on harassment, how to identify it, had how to address it. This should include a specific schools focused campaign with consistent messages and education on what constitutes sexual harassment and consent. One approach could be a week long campaign every year (in November to coincide with 14 days of action on VAWG).	<p>Agreed</p> <p>The recommendation to carry out a public awareness campaign to address harassment is included in the VAWG Strategy. In addition there is also a specific action to target work with schools and colleges to address attitudes that support VAWG, including education events focused on the links between gang involvement, serious and sexual attitudes and beliefs amongst young people.</p>
7. Create specific guidelines and recommendations to address online abuse, in school and outside of school, and run a public awareness campaign of what is acceptable.	<p>Online safety is already available and being delivered to schools. This includes an e-safety day whereby schools hold special assemblies/lessons in PHSE using NSPCC material. Schools also send info to parents / hold e-safety meetings for parents.</p> <p>The response to recommendation one addresses the issue of a public awareness campaign</p>
8. Conduct an impact assessment of the women's safety charter to understand how effective it has been.	<p>Agreed</p> <p>A review of the Women's Safety Charter is included in the VAWG Strategy. This will be implemented in September following the night time levy work.</p>
9. Require signing up to the charter as a licensing condition.	Mandatory signing up to the Women's Safety Charter can't be used as a legal requirement as the licensing act doesn't allow for this. It can however be implemented as a best practice scheme for licensees. This has been in place in Southwark since 2015 (launch of women's safety charter).
10. Make it compulsory for all licensed premises to address sexual harassment by putting in place policies and training	<p>Please see response above as this is what the Women's Safety Charter does. Compliance is monitored by licensing officers and the night time economy team.</p> <p>Should the council agree to the proposal for a late night levy officers</p>

Recommendation	Response
	will be able to do more to help safeguard women whilst out enjoying the night time economy.
11. Ensure the VAWG strategy includes tackling sexual harassment in public places.	<p>Agreed</p> <p>Harassment (including sexual harassment) is included in the VAWG Strategy. This includes a public awareness campaign to address harassment in private and in public and in the workplace and supporting agencies, business and communities to work together to prevent and respond to harassment and all forms of VAWG.</p>
12. A councillor ought to be appointed to lead on VAWG	<p>Agreed</p> <p>VAWG is included in the Community Safety and Public Health Cabinet Member portfolio.</p>

Implementation

13. These recommendations will be incorporated in the Violence Against Women and Girls Strategy and associated delivery plan. The strategy and delivery plan will be implemented and monitored by the VAWG Strategic Group which reports to the Safer Communities Delivery Group.

Policy implications

14. There are no policy implications arising from this report. A separate report on the VAWG strategy will also be considered by cabinet on violence against women and girls strategy and any relevant implications will be set out in this report.

Community impact statement

15. An equalities analysis has been carried out on the proposed VAWG Strategy. The equality analysis demonstrates that the policy shows no potential for discrimination.

Resource implications

16. There are no resource implications arising from this report. A separate report on the VAWG strategy will also be considered by cabinet on violence against women and girls strategy and any relevant implications will be set out in this report.

Legal implications

17. There are no legal implications arising from this report. A separate report on the VAWG strategy will also be considered by cabinet on violence against women and girls strategy and any relevant implications will be set out in this report.

Financial implications

18. There are no financial implications arising from this report. A separate report on the VAWG strategy will also be considered by cabinet on violence against women and girls strategy and any relevant implications will be set out in this report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Community Safety Partnership Plan 2017 - 2020	160 Tooley Street London SE1 2QH	Sharon Ogdon 020 7525 4396
Link (please copy and paste into your browser): http://safeguarding.southwark.gov.uk/assets/files/491/Southwark-Community-Safety-Partnership-Plan-2017-2020.pdf		

APPENDICES

No.	Title
Appendix 1	Violence Against Women and Girls Strategy (circulated separately)
Appendix 2	Violence Against Women and Girls Scrutiny Review (circulates separately)

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Community Safety and Public Health	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation Stephen Douglas, Director of Communities	
Report Author	Sharon Ogden, Safer Communities Team Manager	
Version	Final	
Dated	4 July 2019	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	No	No
Strategic Director of Finance and Governance	No	No
Strategic Director Children and Adults' Services	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 July 2019	

Item No. 13.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Violence Against Women and Girls Strategy	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Evelyn Akoto, Community Safety and Public Health	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH

This is Southwark’s first violence against women and girls (VAWG) strategy and sets out our priorities for tackling and preventing gender violence going forward until 2024. This strategy builds on our current domestic abuse strategy to include all areas of VAWG aligning with current national and regional strategies.

The strategy considers all forms of violence against women and girls and its impact on those who, live, work and visit Southwark. The strategy aligns with the aims of the Council Plan 2018-19 – 2021-22 where we have committed to a “*Fairer Future and for All*”. The strategy aligns with a number of existing work streams and priorities; violence against women and girls is a priority for our community safety partnership, whilst helping vulnerable parents is a priority of our children’s safeguarding board. In October 2019 the community safety scrutiny commission conducted a review of violence against women and girls, with a particular focus on girls, with an emphasis on prevention, protection and support, and working with our partners to improve effectiveness. I welcome the recommendations from this review which are incorporated in this strategy and associated delivery plan.

This strategy builds upon the firm foundation what has already been achieved through delivery of our 5-year domestic abuse strategy 2015 to 2020. This includes the introduction of a holistic domestic abuse service, which not only supports survivors of domestic abuse, but also provides therapeutic support for children and a perpetrator programme working with perpetrators towards behavioural change. Our housing solutions service approach to domestic abuse is recognised as best practice; they were the first housing service in the country to achieve the domestic abuse housing alliance (DAHA) accreditation in 2018. Southwark has also been at the forefront of tackling harassment within the night time economy. In 2015, we introduced our woman’s safety charter which has been signed up to by some 180 business premises across the borough.

Violence against women and girls in all its forms is unacceptable. It affects all communities and has an incalculable impact on the lives of those individuals affected, their families and the wider community. Tackling violence against women and girls is therefore ‘**everybody’s business**’. Southwark benefits from the diversity of its statutory, voluntary and community partners whom contribute to tackling gendered violence both formally and informally. We acknowledge that support networks provided by friends, family and faith groups have an important role to play in our response to tackling violence against women and girls. Through building on the community foundations we

already have in place, I am confident that by working together we will achieve our vision, and reduce the harm caused by gendered based violence for future generations.

RECOMMENDATIONS

1. That the cabinet approves the violence against women and girls (VAWG) strategy set out in Appendix 1.
2. That the cabinet notes that the current domestic abuse strategy remains in place as a standalone strategy until 2020 at which point the domestic abuse strategy will be reviewed. This acknowledges that while the majority of domestic abuse survivors are women and girls, men and boys can also be victims.
3. That the cabinet notes the link between this strategy and the councils work on hate crime and other key areas such as the needs of the LGBT community.
4. That the cabinet notes this strategy will be reviewed annually to ensure that it aligns and compliments other existing council strategies.

BACKGROUND INFORMATION

5. Southwark developed a five year domestic abuse strategy in 2015. Although much has been achieved in the delivery of this strategy (full review of strategy to take place during 2020), there is a need to develop a broader VAWG Strategy to ensure that we are delivering a strategic partnership response to all areas of VAWG, not only domestic abuse. This includes harmful practices such as FGM and honour based violence as well as sexual harassment and stalking. This new strategic response will work alongside the councils work on Hate Crime and other key areas such as Child Sexual Exploitation (CSE). The chart in Appendix 2. Outlines how this strategy aligns with other Council Strategies and priority areas.
6. This is Southwark's first VAWG Strategy and sets out our five year (2019-2024) commitment to tackling all forms of VAWG in Southwark. The strategy will inform future commissioning plans.
7. The strategic governance for delivery of this strategy rests with the safeguarding adults board (includes statutory community safety partnership). The strategy is underpinned by high-level commitment to deliver our agreed priorities, working collaboratively with partners in statutory and voluntary services. This will build on the transformative work already happening across the borough.
8. The strategy has been developed after extensive consultation with our partners across a range of statutory, voluntary and community organisations delivering services for those affected by VAWG in Southwark. The consultation findings are woven into this strategy and provide considerable insight into what is required for Southwark to make the transition to a gendered approach to violence reduction.

What do we mean by Violence Against Women and Girls?

9. The term violence against women and girls also known as gender violence or gendered violence, is the term used to denote harm inflicted upon individuals and groups that is connected to the normative understanding of their gender.

“any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts,

coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”¹

10. Violence against women and girls is the umbrella term which brings together multiple forms of serious violence under a single policy strand.
 - Crimes committed in the name of “honour”
 - Female genital mutilation (FGM)
 - Forced marriage
 - Sexual violence, abuse, exploitation and rape
 - Stalking
 - Harassment
 - Trafficking for sexual exploitation
 - Prostitution.

National context

11. In 2010, the Government published the cross government strategy “Call to End Violence Against Women and Girls”² which detailed a series of action plans to address gender based violence across all agencies. This has been followed by “The National Ending Violence Against Women and Girls Strategy, 2016 – 2021”³. The Government strategy introduced a new National Statement of Expectations. The strategy reiterated the framework of prevention, provision of services, partnership working and perpetrators as the model to tackle violence against women and girls. It also created a number of opportunities for all responsible authorities to address VAWG, which included a new dedicated VAWG funding stream, the VAWG service transformation fund.
12. In January 2019 the government published the draft Domestic Abuse Bill. Key measures include:
 - A new statutory definition of domestic abuse which includes economic abuse and coercive control
 - Strengthened responses to perpetrators through the introduction of new civil orders
 - Establishment of a domestic abuse commissioner in law.
13. Alongside the legislative reforms there are a range of additional measures planned by the government which focus on four main areas:
 - Promoting awareness
 - Protection and support for victims
 - Transforming the justice process and perpetrator response
 - Improving performance.

Regional context

¹ The United Nations Declaration on the Elimination of Violence Against Women, UN General Assembly, 1993

² <http://www.gov.uk>

³ <http://www.gov.uk>

14. In *A Safer City for All Londoners, 2017-21*: The mayor's office for policing and crime (MOPAC) set out its priorities for policing and crime reduction. Tackling violence against women and girls is one of the three overarching priorities within that plan and the Mayor subsequently published "A Safer City for Woman and Girls". The London Tackling Violence Against Woman and Girls Strategy, 2018 – 2021⁴ which detailed a framework for London to be at the global forefront of tackling VAWG. The strategy outlines priorities around prevention, by working with young people and in schools, ensuring women and girls have access to protection, justice and support to rebuild their lives and hold perpetrators to account.

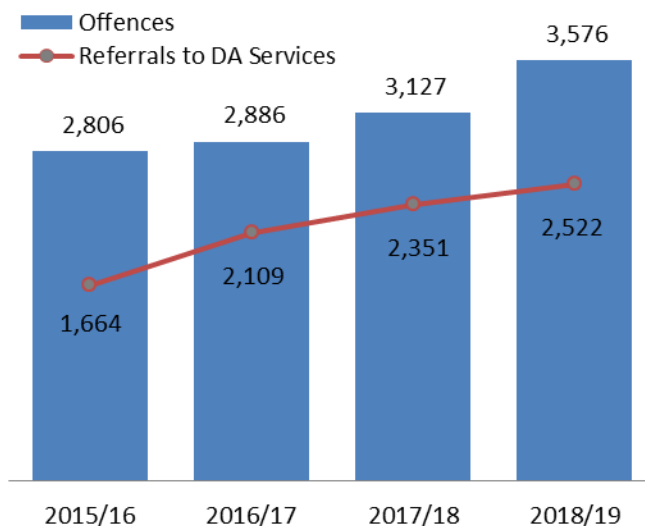
Southwark context

15. In Southwark, VAWG has a significant impact upon our communities: Southwark has the fourth highest volume of recorded domestic abuse offences in London⁵. The number of DA offences has increased by 27% since 2015/16 and referrals to commissioned specialist services have risen by 52%.

Domestic Abuse in Southwark

FY 2015/16 to 2018/19

Source: MET Police and Southwark DA Services



16. **Female Genital Mutilation** - Southwark is estimated to have 7,000 women aged 15-49 years old affected by female genital mutilation (FGM). This is 7 times the national rate. It is estimated that 8% of women in Peckham and Camberwell Green are estimated to be affected by FGM. (JSNA 2018)
17. **Complex Multiple Needs** - Assessment of data from PAUSE⁶ Southwark highlights that this group are significantly impacted by multiple disadvantage with 89% affected by domestic violence and abuse, 71% experienced childhood abuse, 21% were involved in sex work and 100% experienced mental health issues, whilst 46% had a history of care.

⁴ <https://www.london.gov.uk>

⁵ <https://www.london.gov.uk>

⁶ The PAUSE team works with women who have had 2 or more children removed from their care. These women may have experienced complex difficulties like homelessness, violent relationships or substance abuse

18. **Children's Social Care** – Evaluation of data from social care assessments shows the prevalence of DA in families in need, 31% of assessments carried out between May 2015 and March 2019 recorded DA as a factor (either impacting the child, parent or other household member). It is estimated that 40% of our children in need have experienced DA⁷
19. **The Multi Agency Risk Assessment Conference (MARAC)** is held on a fortnightly basis. Officers from key agencies meet to coordinate a multiagency response discuss high risk cases of domestic abuse. There were a total of 609 referrals between 1 April 2018 and 31 March 2019, an average of 51 per month. This compares to 551 in 2017/18, an average of 46 per month, an increase of 10%.

Development of Southwark Violence Against Women and Girls Strategy

20. The development of the strategy has been a collaborative process involving extensive consultation with 39 stakeholders including representatives from the statutory and the voluntary sector, and survivor group.
21. The consultation process was invaluable as for many of the VAWG areas published data is minimal, capturing the experience from frontline practitioners has helped fill some of the gaps, adding value to the information that is available. Speaking to practitioners also reinforced the impact of VAWG on the everyday lives of residents in Southwark.
22. In October the community safety scrutiny commission undertook a review into VAWG & Modern Day Slavery, the findings of which can be found in the report "Making Southwark a safe place for EVERYONE". The review recommendations have been incorporated into the strategy.

KEY ISSUES FOR CONSIDERATION

23. VAWG is an issue that impacts on all those directly involved. The controlling, coercive and physical abuse can also affect family members, friends and local community into future generations and future relationships. The strategy recognises the importance of developing and adopting an interventionist model that creates a multi agency approach, drawing on the national and local good practice that already exists in each of priority areas such as family matters, substance misuse, mental health or child sexual exploitation to name a few.
24. Based on the evidence gathered through our consultation and research. Southwark has aligned its priorities with those set out in the Mayoral and Government strategies. The VAWG Strategy sets out some key principles which will help to further develop the council's approach to address gender based violence over the next five years. These are :

Priority 1. Partnership: Development of a coordinated agency and community response.

⁷ Stocktake of LBS Children's Services where domestic abuse is a factor, September 2018

Priority 2. Prevention and Early Intervention: Identification of individuals and families at risk prior to point of crisis.

Priority 3. Protecting Victims: Reduce harm and impact of gender based violence on individuals and families

Priority 4. Perpetrators: Provide support to change behavior, tackling the attitudes that support VAWG, and enforcement.

25. The strategy acknowledges that there has been considerable progress made in Southwark to support those who are affected by gender based violence but that we are in a transitional stage and our consultation findings have highlighted, there are further opportunities to provide a fully effective gender based violence intervention programme. Therefore, Southwark will focus upon the following recommendations:-

Priority One: Partnership: development of a coordinated agency and community response

Delivery of a coordinated response to all forms of Violence Against Women and Girls

Southwark will provide strong leadership to ensure violence against women and girls is "Everybody's Business" and ensure that an integrated approach to tackling VAWG is developed, modelling best practice principles.

Southwark will adapt the national best practice coordinated community response to domestic abuse and extend this as our framework for all forms of violence against women and girls. This model acknowledges that no one agency can meet all the requirements of those affected by VAWG.

We will use the lessons learned from our Domestic Homicide Reviews to improve local practice.

We will develop a revised VAWG data set across all service areas. This will improve our knowledge of the prevalence of VAWG

We will support agencies, business and communities to work together to prevent and respond to all forms of VAWG. This includes a more integrated approach on prevention and promoting healthy relationships. To include improved working with schools particularly on the area of harassment this links to both exploitation and VAWG.

We will review our existing Women's Safety Charter assessing the impact and effectiveness. We will encourage all businesses and licensed premises to sign up to the charter.

Southwark council as an employer – we will continue/improve our response as an employer and ensure that victims and witnesses feel able to recognise and report harassment and that any issues are dealt with appropriately.

Southwark Council will work with the Business Sector to ensure the boroughs overall response is coordinated with common referral pathways to support.

We want to identify victims at an earlier stage and will continue to work in partnership

with out partners in Health towards earlier identification and to mitigate the health impact of VAWG.

Priority Two. Prevention and Early Intervention: identification of individuals and families at risk prior to point of crisis

Southwark is committed to preventing violence and abuse. Early intervention is key to reducing harm and we will draw from local and national evaluations to further develop our approach.

We will tailor our VAWG awareness raising to meet the needs of all communities and through a range of channels including future communication strategies.

We will work with children's centres and multi agency teams to support earlier intervention. These services are well placed to participate in awareness raising activities and early intervention.

We will develop a public awareness campaign to address harassment in private and in public and in the workplace. This will include targeted age appropriate messages.

We will target work with schools and colleges to address attitudes that support VAWG, including education events focused on the links between gang involvement, serious and sexual attitudes and beliefs amongst young people.

We will target work at faith groups to ensure that there all members of our community are aware of the support available.

We will look to continue funding for specialist VAWG support in the MASH and Housing Solutions to ensure early intervention.

We will target work at the LGBT+ Community and work with specialist agencies including GALOP and Stonewall to ensure our response is appropriate across VAWG strands.

Witnessing violence in the home, in their own relationships, or in the wider community can have a significant impact on young people ability to participate fully in school and achieve academically. We will explore the findings from the Contextual Safeguarding pilots <https://contextualsafeguarding.org.uk> to inform how we work with children and young people and communities to reduce the harm caused by exposure to trauma.

We will extend our network of DA community champions across the borough and expand the programme to include the other forms of VAWG.

We will target young people to ensure that future generations are educated about gender based violence from an early age. To include improved working with schools.

We will continue to support the provision of services that focus on the prevention of learned behaviours for individuals at risk of being future perpetrators.

Priority Three. Protecting Victims: reduce harm and impact of violence against women and girls on individuals and families

The protection of victims is central to the focus of this strategy. Although

It is recognised that men and boys can be victims of VAWG, women and girls are disproportionately affected.

Southwark will incorporate the guidance within the national and regional Violence Against Women and Girls Strategies which call for support services to target wider vulnerability/exploitation and offer wrap around support.

Where possible we will ensure "lived experience is incorporated into our response. We will ensure this by including stakeholder and services user's in future consultations to inform commissioning and our future service delivery model.

One of the key findings from our consultation was the need to improve early identification of those affected by VAWG particularly those in hard to reach groups. We will do this thorough ensuring individuals understand what VAWG is and capacity building our communities to identify those at risk and raise appropriate alerts.

We will develop a VAWG Service User Group composed of post crisis VAWG survivors who will function as the Councils critical friend.

We will consider developing a peer support programme in collaboration with our partners in the voluntary sector

We will revise our service delivery model to work across risk levels after conducting a full review of existing services and a comprehensive needs assessment.

A new service delivery model will be developed which includes support for victims (children, young people and adults) and perpetrators (across age ranges).

We will continue to deliver appropriate support using a wide range of gender and culturally sensitive services to ensure that all Southwark residents are able to access appropriate support.

We will incorporate the Foreign and Commonwealth Guidance on FGM, Forced Marriage, and Honour Based Violence into our service processes. We will ensure that the additional guidance relating to the heightened risk for Disabled and LGBT people are also embedded into practice.

We will target young people at the place they frequent including those using Family Nurse Partnership Services as well as substance and/or sexual health clinics to ensure they are offered support in relation to VAWG issues.

We will encourage the best practice approach of Housing Solutions to DA is extended across the partnership so all will receive a premium service.

We will strive to provide survivors with effective Housing Options.

We will review the referral pathways and procedures across the partnership to ensure they are robust and reflect current legislation and best practice.

We will include clear expectations in all our new contracts that gender based violence is not acceptable.

We will work to ensure that any barriers to services and safety are removed so that all victims are provided with adequate support.

Priority 4. Perpetrators: Provide support to change behaviour, tackling attitudes that support VAWG, and enforcement

Perpetrators of violence against woman and girls are responsible for their behaviour which is an intentional behaviour/choice. We will continue to work to change attitudes

and misogyny that drive VAWG.
We will raise awareness that in the wider context of VAWG, perpetrators can be intimate partners but also wider family members, sometimes in collusion with the community. Many forms of gendered violence are carried out by strangers including rape and sexual violence and harassment
We will continue to pursue perpetrators of VAWG through the criminal justice system
The Domestic Abuse Bill 2019 explicitly instructs Housing Departments to tackle perpetrator behaviour. Southwark will review its current response to tackling perpetrators introducing a tiered approach of prevention, protection and provision of services.
Southwark has commissioned some perpetrator work and will take forward the learning from our commissioned services, to develop a tiered response to VAWG which will include criminal justice interventions and support to change behaviour.
Southwark will consider the findings from the pilots in Bristol of perpetrator work linked to GP Surgeries to enable earlier identification of perpetrators and reduce harm.
We will capacity build professionals to have a greater understanding of working with perpetrators, ensuring that support and safety measures are put in place to support change.

Implementation

26. The violence against women and girls strategy is to be delivered over a five year period. The action plan will be refreshed annually to take account emerging trends, new developments in legislation or working practices. The strategy will be implemented and monitored by the VAWG strategic group which reports to the safer communities delivery group.
27. Actions arising from the recommendations and set out in the Delivery Plan will be shared across the key agencies and monitored on a quarterly basis through the VAWG delivery group and annually through the Safer Communities Delivery Group.

Policy implications

28. The VAWG Strategy will contribute to delivering the council's fairer future promises. More specifically it will help to support fairer future promise 7 - Safer Communities. It will also contribute to the fair future promise of making the borough a place to be proud of.
29. This strategy is also in line with the Southwark Community Safety Partnership Plan 2017-2020, which recognises Violence Against Woman and Girls as a priority.

Community impact statement

30. An equalities analysis has been carried out on the proposed VAWG Strategy; please see Appendix 3 attached. The equality analysis demonstrates that the policy shows no potential for discrimination.
31. Due to the nature of the VAWG Strategy, the extensive consultation and the involvement of partners in this process, the proposals set out in this report are

likely to create only positive impacts in relation to protected characteristics.

Resource implications

32. The above recommendations will be developed through existing resources and the re-commissioning of provision.

Legal implications

33. Please see concurrent below

Financial implications

34. In 2015 the overall costs of domestic abuse to the council were estimated to be in the region of £20m per annum. These costs arise from homelessness applications, children social care, specialist commissioned services, adult care services, mental health services and domestic homicide reviews.
35. The council currently invests £1,000,000 annually in specialist domestic violence and abuse support services. The amount includes a grant of £105,000 from the Mayor's Office for Policing and Crime and £177,000 from the Home Office. These specialist services provide advice, support and accommodation to children and adults affected by this problem.
36. There are no additional financial implications introduced by this report. Any costs of implementing the proposed strategy will be contained within existing revenue budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

37. This report is asking Cabinet to approve the Violence Against Women and Girls (VAWG) Strategy set out in Appendix 1. This is a function of Cabinet alone.
38. Section 17 of the Crime and Disorder Act 1998 places a duty on local authorities when carrying out its functions to give due regard to the likely effect of its work on its functions and a need to do all that it reasonably can to prevent: crime and disorder, misuse of drugs, alcohol and other substances, and reoffending.
39. In making the decision to approve this strategy, consideration should also been given by the Cabinet to the council's duty under the Equality Act 2010 which requires the council to have due regard when taking decision to the need to:
- Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - Advance of equality of opportunity between persons who share a relevant protected characteristics and those who do not share it;
 - Foster good relations between those who share a relevant characteristic and those that do not share it.
40. Having due regard to the need to advance equality of opportunity is further defined in s.149 as having due regard to the need of:

- Remove or minimise disadvantages connected with a relevant protected characteristic;
- Take steps to meet the different needs of persons who share a relevant protected characteristic;
- Encourage persons who share a relevant protected characteristic participate in public life or any other activity in which they are under- represented.

41. The director of law and democracy notes the equalities impact assessment attached at appendix 3 carried out on the proposed VAWG Strategy.

Strategic Director of Finance and Governance

42. To follow the strategic director of finance and governance notes the strategy set out in this report and funding streams detailed within the financial implications section. The report confirms the implementation of the proposed strategy will be contained within existing resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Community Safety Partnership Plan 2017 - 2020	160 Tooley Street London SE1 2QH	Sharon Ogdon 020 7525 4396
Link (please copy and paste into your browser): http://safeguarding.southwark.gov.uk/assets/files/491/Southwark-Community-Safety-Partnership-Plan-2017-2020.pdf		

APPENDICES

No.	Title
Appendix 1	Violence Against Women and Girls Strategy (circulated separately)
Appendix 2	Overview of Council Strategies and Priority Areas associated with the VAWG Strategy (circulated separately)
Appendix 3	Equality Impact Assessment (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Community Safety and Public Health	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation Stephen Douglass, Director of Communities, Housing and Modernisation	
Report Author	Sharon Ogden, Safer Communities Team Manager	
Version	Final	
Dated	4 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Strategic Director Children and Adults' Services	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 July 2019	

Item No. 14.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Southwark Heat Networks Strategy Update	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Kieron Williams, Housing Management and Modernisation	

FOREWORD – COUNCILLOR KIERON WILLIAMS, CABINET MEMBER FOR HOUSING MANAGEMENT AND MODERNISATION

We want everyone in Southwark to have a warm home, with heating and hot water that is effective, reliable and affordable. To meet our council commitment to make Southwark Carbon neutral by 2030 we also need to ensure the heat sources that supply homes in our borough are increasingly low and zero carbon.

Heat networks have an essential role to play in meeting these needs. They supply heat from central sources to homes via a network of pipes carrying hot water. Modern heat networks can deliver a wide variety of benefits including lower costs, high reliability, easier maintenance and low or zero carbon emissions. They are particularly suited to high-density urban areas like most of Southwark where the distances between buildings are small, minimising the heat loss as the hot water travels between buildings.

Nearly a third of council properties in Southwark (17,000) are already connected to heat networks. These range from small communal boilers supplying a single block to the South-East London Combined Heat and Power (SELCHP) which serves multiple estates. Whilst collectively these networks continue to offer affordable heat, many are now ageing and need substantial investment to bring them up to modern reliable and low carbon standards. Last winter in particular saw substantial problems with some of our older networks including with the large systems that serve the Wyndham and Comber, Brandon and Aylesbury estates.

This report provides an update on the work we are doing to improve and expand heat networks in Southwark. It sets out the progress we have made in modernising our current heating networks through the council's current 2017-20 investment plan. It outlines how we aim to go further by investing in new low carbon heat sources and by exploring the further expansion of the SELCHP network. It reaffirms our commitment to working with residents to take forward this work including through the establishment of a Heat Networks Residents Working Group. It also sets out the key practical, policy and regulatory issues the council will need to respond to take forward this work and confirms our commitment to do so by bringing a new Southwark Heat Networks Strategy and accompanying Heat Networks Investment Plan to Cabinet in March 2020.

Together these actions seek to achieve a step change in the way homes, and potentially many other buildings, in our borough are heated. Providing heat that is reliable, affordable and sustainable.

RECOMMENDATIONS

Recommendations for the Cabinet

That the Cabinet:

1. Notes that action is being taken to address the causes of major heating outages that occurred during winter 2018-19 (paragraphs 33-35) as well as the update on the delivery of the council's 2017-20 District Heating Investment Plan (Appendix 3).
2. Agrees to invest £490,000 in developing low carbon heat networks to serve council (and wider) homes in Southwark. This will fund the detailed technical and financial viability and development plan work needed to advance the extension of the SELCHP network and to develop renewable heat networks on council estates as well as work needed to improve the council's heat networks data and management processes (as summarised in paragraphs 91-108 and 153-165 and Appendix 2).
3. Request that a Southwark Heat Networks Strategy, setting out the approach the council will take to improve and extend heat networks in the borough so more households have access to reliable, affordable and sustainable heat, and an accompanying Heat Networks Investment Plan be brought to cabinet in March 2020 for approval.
4. Agrees the establishment of a Heat Networks Governance Board as described in paragraphs 197-199 to drive forward this work and ensure that issues of compliance, maintenance, resident engagement and investment strategy receive sufficient scrutiny and are resolved efficiently.
5. Agrees the establishment of a Heat Networks Residents & Homeowners Working Group as described in paragraphs 200-206, made up of representatives of council residents, homeowners and tenant management organisations, to provide feedback and advice on the management of council's existing district heating systems and the development of new systems and of the wider Southwark Heat Networks Strategy
6. Notes the conversion of the fixed term Strategic Project Manager (Heat Networks) into a permanent role and creation of a two year Heat Networks Officer to take forward the development and delivery of the council's heat networks strategy, which is known to require several years.
7. Note that the Heat Networks (Metering & Billing) Regulations and potential upcoming heat market regulation (see paragraphs 169-180), could have significant financial and procedural impacts on the council and request an update on the status of such regulations and the council's position within 12 months.

Recommendation for the Leader of the Council

8. Agrees that procurement strategy and award decisions relating to the renewable heating systems discussed in paragraphs 91-96 and 153-159 should be delegated to the Cabinet member for Housing Management and Modernisation for Individual Decision Making (IDM).

EXECUTIVE SUMMARY

Background information

9. In 'Background Information', the national and local policy context is outlined as well as the current situation with the council's heat networks. Southwark is already a major heat network operator, serving some 17,000 residents with heat, including nearly 3,000 served by heat from the waste incinerator at SELCHP. However, the council has an aging asset on its hands and major investment is required. This was sadly reflected in the number and duration of heating outages endured by residents this winter, especially at some of the larger estates. The council has had to bring forward emergency investment for this summer to address these issues, as described in paragraphs 33-35.
10. The need for investment can be an opportunity as well as a challenge, especially given that national, regional and local policy all support the development of heat networks and the need for radical decarbonisation. The renewal of the council's heat networks is also an opportunity to improve controllability and reliability for residents.

Funding and ownership

11. Internal investment in the council's heat networks has fallen over the last eight years, due to budget limitations. In light of this, being aware of the range of grants and loans available is vital. A wide range of grants and low interest loans is currently available, both for project development work (feasibility, design and commercialisation) as well as for capital delivery. Using the council's own Carbon Green Fund is also a possibility.
12. Given the major investment levels required, the council may need to look outside of its normal investment and operating structures. Most plant rooms are operated on a managed contract basis with the council retaining all ownership, billing, customer management and risk. Creating long-term ESCO contracts that transfer the responsibility for investment and customer service, in return for rights over the heat sale income or a standing charge from the council, could permit private sector investment in the council's network infrastructure.

Carbon reduction

13. If the council is serious about cutting its carbon emissions, with the aim of being carbon neutral in just over a decade, then it does not make sense to be installing gas boilers today that will still be operating in 2030. Instead the council will need to shift its standard practice towards renewable and low carbon heating systems and this may require a new 'options appraisal' process to guide system selection.

Opportunities to develop the council's heat networks

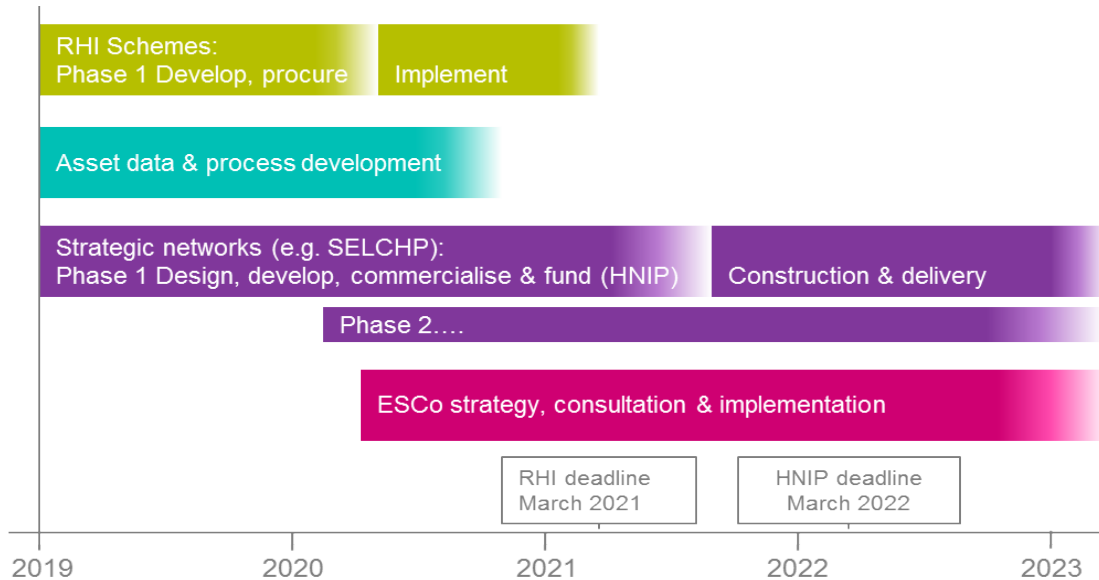
14. In the past year four streams of investigation have taken place, some of which are still ongoing. The results of these projects are summarised within the main body of this paper (paragraphs 91-118). Some of the opportunities identified through these investigations were found to achieve a positive "Net Present Value" for the council – i.e. a net financial benefit over the lifetime of the project. In these instances, the council can achieve both carbon savings and system renewal while making a financial saving. Other opportunities require a net contribution by the council if they are to take place. Next steps for many of these projects are laid out and costed

within the roadmap provided in Appendix 2.

15. One of the most pressing opportunities to shift towards renewable heat in the short term, which will both save carbon and benefit the council financially, is the Renewable Heat Incentive (RHI) supported London aquifer heat pump projects. On aggregate, the schemes identified present a positive Net Present Value for the council of over £10m and carbon savings of over 115,000 tonnes (both figures over 20 years). With the RHI only guaranteed for another two years, development and delivery of these projects is a high priority.
16. Another very significant opportunity is the possible extension of the existing SELCHP heat network. Extending north towards Canada Water is one possibility but depends to a large extent on whether a major new development in that area wishes to connect. Extending west towards the Old Kent Road and Peckham is another possibility and would enable a number of the council's largest housing estates to connect. Both extensions could be technically and economically viable, especially if supported by available grant money. Further technical, economic and commercial investigation is needed to bring these opportunities to a decision point.
17. The remainder of the 'opportunities' section revolves around the need to improve the council's heat networks asset data, so that any long-term investment decisions can be based upon a strong footing.

Compliance and conclusions

18. The council has reviewed its obligations under the heat metering and billing regulations and is aware that it needs to take action in order to comply with the requirement to install building level heat meters. The cost of capital works to comply with this element of the regulations has been estimated at around £4m. As the regulations are revised, the council may also be required to install final customer heat meters within each dwelling and the cost of these works could be 4-5 times higher. On a positive note, metered networks almost always have better control and efficiency resulting in lower gas consumption and smaller heating bills for residents.
19. Beyond heat metering, the overall heat networks market is currently unregulated and the report notes that this is likely to change in the coming years to afford heat customers similar rights and protections as gas and electricity customers. The regulations are yet to be defined but are likely to require changes in the way the council communicates with its residents, handles complaints and provides compensation for any service outages.
20. A strategy for managing and investing in the council's heat networks is starting to emerge but much of the detail still needs to be added. Actually implementing the strategy will be a major undertaking requiring a number of years, though as noted above, some elements must be enacted much more quickly. A draft strategy schematic is shown within the conclusion section of the paper and is repeated in simplified form below.

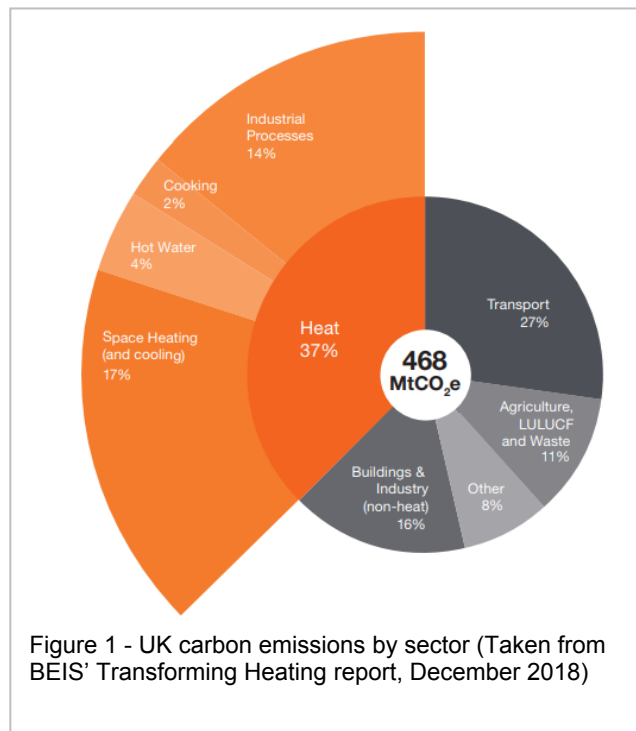


21. Added to this a number of governance and resident consultation work streams have been addressed. The council intends to create a Heat Networks Governance Board to provide regular updates and scrutiny on the progress of the strategy, as well as a Residents Working Group to consult and communicate with both tenants and home owners.

BACKGROUND INFORMATION

National context - reasons for district heating

22. Under the Climate Change Act 2008, the UK has committed to reducing greenhouse gas emissions by at least 80% by 2050 and heat accounts for over a third of those emissions (see Figure 1). The UK has been increasingly successfully at decarbonising the national electricity grid and as this process continues, heat will represent an even larger proportion of carbon emissions.
23. The Department for Business, Energy & Industrial Strategy (BEIS) sees the development of heat networks as a key part of its strategy for a low carbon future. BEIS offers two types of support to Local Authorities for the development and expansion of heat networks – firstly through the Heat Networks Delivery Unit (HNDU) to provide expertise that local authorities may not have in house, and secondly through the Heat Networks Investment Project (HNIP) to provide capital grant and loan funding to heat network projects.



The Mayor of London and the council's commitment to low carbon heat networks

24. London is responsible for 8% of the UK's GHG emissions and the Mayor of London has committed to making the capital a zero carbon city by 2050. As of 2015 London's GHG emissions were 25% lower than 1990 levels.
25. The current (2016) London Plan requires Southwark and other London boroughs to embed support for decentralised heat networks within local plans. It also committed the capital to meet 25% of its energy requirements through the use of decentralised energy by 2025 (expected to be predominantly through gas-fired CHP and heat networks). Policy 5.6 is particularly important as it requires major developments to follow a hierarchical approach, starting with connecting to an existing heat network; then moving to a site wide CHP network where this is not feasible; or lastly opting for a communal heat network.
26. The Draft New London Plan, which has not yet been adopted but which is a material consideration in planning decisions, includes an updated heating hierarchy which reflects the reduction in grid carbon emission factors. Policy SI3 paragraph D¹ contains the new hierarchy which again placed connection to local existing or planned heat networks first, followed by use of "available local secondary heat sources (in conjunction with heat pump, if required...)" second. Heat pumps use electricity to collect renewable heat from the air, the ground, water courses, or some other source, elevating this heat to a useable temperature.
27. The Mayor of London's, London heat Network Manual states that "*Large scale decentralised energy schemes incorporating heat networks offer an affordable way of achieving low carbon energy supply in densely populated areas such as London, meeting domestic, commercial and some industrial space heating and domestic hot water requirements. It achieves this through the supply of low cost low carbon sources of heat distributed in bulk via heat networks.*"
28. Southwark's current Energy and Carbon Reduction Strategy, published in 2011, lays out the council's plans to reduce carbon emissions by 80% by 2050. A manifesto commitment made in the 2018 council elections goes further and commits to making the borough carbon neutral by 2050. And in March 2019, the cabinet declared a climate emergency and brought that commitment forward by 20 years so that the borough will be carbon neutral by 2030 if possible.
29. This is in line with the Intergovernmental Panel on Climate Change's (IPCC) Special Report on Global Warming which warned we only have until 2030 before global temperatures are expected to reach or exceed 1.5°C above pre-industrial levels, resulting in irreversible climate change². The borough's sustainability strategy is in the process of being updated to reflect this new commitment.
30. The New Southwark Plan (December 2017) also supports the development of heat networks linked to low carbon sources. Policy P62 (Energy) states that:

"Major development must be designed to incorporate decentralised energy in accordance with the following hierarchy:

¹ <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/draft-new-london-plan/chapter-9-sustainable-infrastructure/policy-si3-energy>

² <https://www.ipcc.ch/sr15/>

- i. Connect to an existing decentralised energy network; then*
- ii. Be future-proofed to connect to a planned decentralised energy network; or*
- iii. Implement a site-wide low carbon communal heating system; and*
- iv. Explore and evaluate the potential to oversize the communal heating system for connection and supply to adjacent sites and, where feasible be implemented.”*

Southwark’s systems and current situation

31. The council owns and operates 220 boiler houses and plant rooms which supply heating to over 120 separate district / communal heating networks. These range from small communal boilers supplying heat to a block of flats to a number of estates connected to South-East London Combined Heat and Power (SELCHP) providing heat and hot water from waste. Altogether these networks provide over 300 GWh of heating and hot water annually to some 17,000 council properties.
32. Historic investment in the council’s networks has mainly focused on the central plant and underground distribution mains networks which were considered to be the worst performing parts of the systems. These are also the parts that affect the most residents when they fail.
33. The council’s “heating availability” KPI was 97.2% in the year to February 2019 meaning that on average residents had 11 days when either their heating or hot water or both were unavailable. The council recognises that this is far below an acceptable standard and is doing all it can to improve this. As discussed in paragraphs 119-122, the council intends to develop greater detail in its KPI reporting so that it can distinguish between planned outages (for maintenance purposes) and longer unplanned outages, which are far more disruptive to residents.
34. Major unplanned outages affecting whole estates are the primary reason for lower availability and the two largest estates, Wyndham and Aylesbury, both endured major plant failures this past winter. Other estates were also affected by unplanned outages, though to a lesser degree. The council has since invested £0.5m in improvements to the Aylesbury boiler house and is currently rebuilding the boilers on the Wyndham Estate at a similar £0.5m cost. Wyndham also has major investment planned to start later this year including the complete replacement of the south and east zone underground mains. The summertime is the council’s main window for preventative maintenance and our contractors will be undertaking maintenance visits to all boiler houses before the cold weather comes again.
35. Due to the increasing age and deteriorating condition of some parts of the council’s networks, district heating has been identified as one of eight key priorities within the ‘Housing & Modernisation 2019/20 Business Plan’. No firm budgets have yet been allocated within the council’s 30 year business plan, but there is recognition across the council that significant investment is required. The council is committed to modernising its heating networks for the benefit of residents (efficiency and reliability) but also to meet its carbon reduction targets laid out within the Council Plan and recently extended through its climate emergency declaration.
36. A cabinet paper “Borough Wide District Heating” was laid before cabinet in January 2017. That paper summarised the understanding at the time of the urgent need for investment in the borough’s district heating networks, primarily serving the council’s housing estates. It referred to a study that had been completed by Parsons Brinkerhoff into the condition of the council’s heat networks and concluded that some £350m in capital works would be required over 40 years.

37. The 2017 cabinet paper sought and received approval for a three year investment plan into the council's most problematic district systems, while a longer term strategy was developed. A progress update against the approved three year programme has been provided in Appendix 3. On the strategy development front, since 2017 the council has:
- **HNDU Grant** - Applied for and received an HNDU (Heat Network Delivery Unit) grant to support a borough wide investigation into strategic, low carbon district heating potential.
 - **Heat mapping study** - Procured and appointed a consultant to deliver the above study. Heat mapping and master planning has been delivered by Arup. See paragraphs 109 to 116 for more detail.
 - **SELCHP extension study** - Appointed a consultant to examine the feasibility of extending the SELCHP network to incorporate more of the council's communally heated housing estates, as well as other buildings. See paragraphs 103 to 106 for more detail.
 - **Recruited** – the council has now recruited a strategic project manager to oversee the development of a longer term district heating strategy.
38. The strategic project manager post was filled in December 2018 and the officer has since started delivering on a number of key work streams:
- **Funding** – Tracking funding and finance opportunities.
 - **Compliance** – Supporting the engineering team with issues around heat network compliance. In January the council submitted its quadrennial heat networks data notification to BEIS (the department of Business, Energy & Industrial Strategy).
 - **Communication** – Re-establishing the District Heating Delivery Board and other actions to promote a greater understanding of and communication around heat network issues across the council.
 - **Data review** – Reviewing the council's district heating asset data and identifying opportunities for improving the management and presentation of this data.
 - **Consultancy projects** – Managing the external consultants undertaking "Heat mapping and masterplanning" for the council as well as supporting the SELCHP extension feasibility study.
 - **Emerging strategy** – Starting to combine the above elements to develop a deliverable strategy that will permit greater investment in the council's heat networks.

The SELCHP heat network

39. In 2013 the council entered into a long term agreement with Veolia Environmental Services Southwark Ltd (VESS) to build and operate a heat network. This system has now been operating successfully for several years taking waste heat from SELCHP (the waste incinerator in Lewisham) and supplying it through a network of buried pipes to a number of the council's housing estates. In total 2,665 council

residences are supplied with heat from SELCHP. A number of backup heating systems are kept on line in case they should be needed.

40. The carbon intensity factor associated with heat from SELCHP has been calculated to be only 0.0598 kgCO₂/kWh which is around 5 times less than from a gas heating system. Furthermore, SELCHP's carbon intensity factor is set to reduce even more over time.
41. SELCHP can supply up to 40MW of heat with some minor modifications and Veolia have indicated that this could be increased further. Currently the council only uses around 13MW at times of peak winter load meaning that there is significant potential for other sites to connect to the network.

Heating charges to residents

42. The council operates different charging systems for tenants and homeowners. For tenants, energy costs are pooled across the dwelling stock and standardised charges are set on a borough-wide basis depending on the number of bedrooms and type of heating installation. Tenants' heating charges do not include maintenance and repair costs because this forms part of the basic rent cost.
43. The tenants' share of heating energy costs along with income from tenants' heating charges are managed within a 'heating account'. The heating account is ring fenced within the HRA and run on a trading account basis, with surpluses/deficits carried forward between years allowing pricing consistency.
44. Homeowners pay a variable rather than a fixed service charge, based on the actual cost of fuel for their estate / system, together with repairs and maintenance in accordance with the terms of their lease.

Parsons Brinckerhoff report

45. In 2016 consultants, Parsons Brinckerhoff, undertook a review of the borough's heat networks and assessed strategies for future heat supply across all the housing estates currently served by district heating systems. In particular they considered the relative benefit of the business as usual case (keeping the existing district heating systems going with upgrade only occurring at end of life) against a good practice district option (investing in systems to bring them up to a modern standard) and against an individual gas boiler option.
46. In very few cases (14%) was the individual boiler option considered beneficial and even this is likely to be too high due to the legal cost to the council of altering leases and other administrative costs. For 19% of estates the most economical option was found to be business as usual and for the rest (67%) the best option was to upgrade systems to 'good practice' district heating.
47. This analysis was based upon a 40 year lifecycle modelling exercise meaning that all capital costs, replacement costs, maintenance costs and fuel costs were considered over the long term. So although investing in 'good practice' district heating was found in many cases to yield significant savings over the long term compared to business as usual, the capital investment was found to be significant – around £350m over 40 years.
48. Although the Parson Brinckerhoff study found some sites that could operate more

economically on individual gas boilers, it should be noted that switching from a district system to individual systems:

- Limits the future potential for the heating to be de-carbonised (communal systems are better suited to conversion to low-carbon heat sources such as CHP, heat pumps or connection to an area network such as SELCHP)
- Cannot be conducted on a piecemeal basis (allowing one or two flats to come off a district system while most residents stay connected reduces the system efficiency and penalises those still connected as network losses have to be shared amongst a smaller number of connections)
- In most cases would increase the maintenance costs for the council

KEY ISSUES FOR CONSIDERATION

Funding and ownership options

49. Investment in the existing stock is provided primarily through the QHIP and other specific works programmes which are predominantly revenue funded from the HRA; the maximisation of resources for investment in the stock has and remains a key priority for the HRA. However, given government rent reduction policy over the last four years, budgets have been severely constrained and there has been no opportunity to increase resources in this area to meet the ever growing needs of an aging housing stock. Consequently, programme priorities have and continue to be carefully managed to ensure optimum delivery and value for money. As it stands, the resource pool is largely fixed and increasing the district heating element would mean other areas would need to be reduced. Whilst there may be potential to achieve small increases in this manner, it is unlikely to be sufficient to achieve meaningful investment of the scale required. However, it is recognised that investment in the district heating network is essential and to accommodate this, a bespoke funding solution going forward is likely to be required.
50. On a positive note, in October 2018 government lifted the HRA borrowing cap for local authorities, primarily to stimulate new council house building. In Southwark, new borrowing has been reserved for the provision of new homes and over the long-term will be fully consumed in delivering the council's commitment to build 11,000 properties. Whilst the council welcomes the borrowing freedom, it is not without risk and should not be seen as a panacea, as the revenue financing costs of servicing the debt must be sustainable over the long-term (thirty to fifty years on average). Borrowing remains subject to the provisions of the Local Government Act 2003 which requires local authorities to have due regard to the CIPFA's 'Prudential Code' when determining how much it can prudently afford to borrow. In line with the new build programme, consideration of borrowing along with other financing sources would be part of any scheme appraisal and be assessed on a case-by-case basis.
51. The graph below shows how historic heating capital budgets have changed over the last eight years. The downwards trend is in accordance with the council budget constraints as described above. Over or under spend in any one financial year is inevitable due to projects coming in under or over budget once fully designed and specified, and due to unforeseen investment requirements in response to emergency heating repair needs.

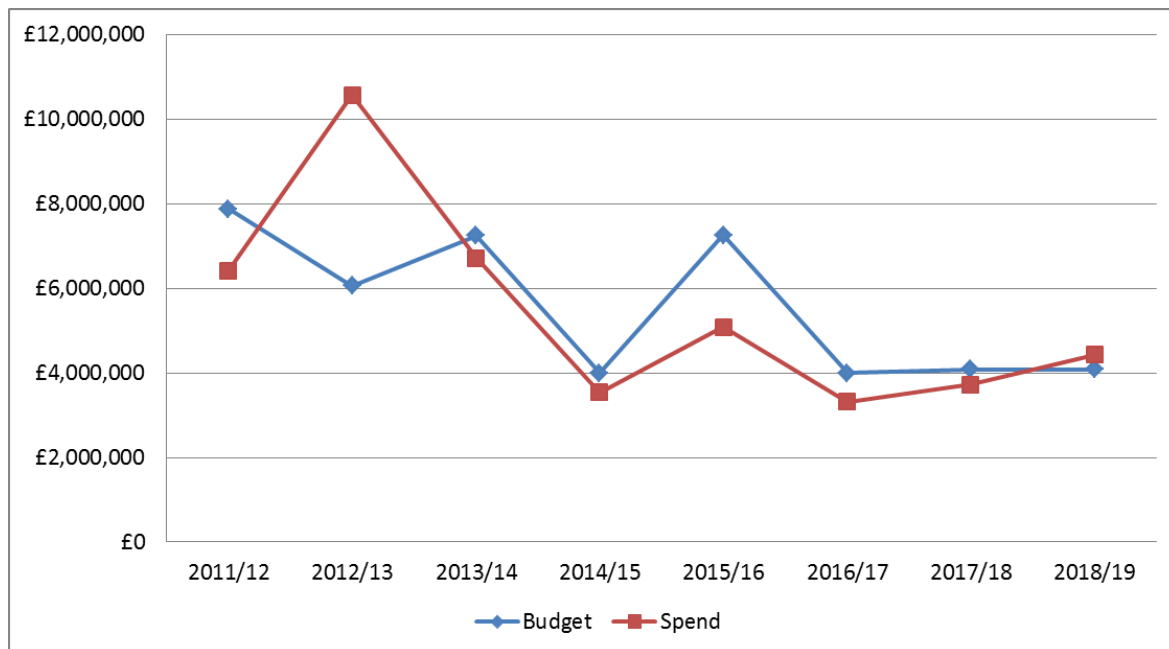


Figure 2 – Historic heating capital budget and spend profile

52. The rest of this section deals with different sources of funding including internal funding, grants, loans and private investment.

Carbon offset funding

53. Under planning law all new development is now expected to be zero carbon. It is accepted, however, that some carbon emissions cannot always be avoided 'on-site' and there is therefore a provision that some residual carbon emissions may be offset via the council's carbon offset fund (also known as the 'Carbon Green Fund'). Through section 106 agreements, developers building in Southwark are obligated to contribute to the fund at a rate of £60 per lifetime tonne of CO₂. The council can then use the money to pay for carbon reduction projects 'off-site'.
54. It is difficult to estimate carbon offset fund 'income' accurately because the rate at which development takes place is dependent upon the market and the extent to which developments achieve onsite carbon reductions will change over time. However, with large-scale regeneration projects in the pipeline, it is possible that substantial sums (tens of millions) could be generated.
55. It is possible that some or all of the money generated through the carbon offset fund could be used to invest in the council's district heating assets as many of the potential projects would yield substantial carbon savings, in line with the fund's purpose.
56. Utilising Carbon offset funds for district heating projects in the borough would not be as favourable as accessing grants, where these are available from outside the council, because it means the COF funds cannot be used for other carbon saving priorities that the council may have. However, it may be more desirable for certain projects than utilising loan finance if the project is not investible without a reduction in capital expenditure. In this sense, the carbon offset fund could be used as gap funding.

57. A high level projection of the sum expected to be collected into the carbon offset fund in the medium term has been requested from the planning department.

Energy Company Obligation (ECO)

58. The Energy Company Obligation (ECO) is a government energy efficiency scheme to help reduce carbon emissions and tackle fuel poverty. The obligation is upon energy suppliers to undertake certain actions in the domestic sector. Earlier versions of ECO funding allowed the obligated energy suppliers to deliver their obligations through a wide range of measures. The current version however (which is known as 'ECO 3' and which commenced on 3 December 2018) focuses on fuel poor households in the private sector and the worst performing properties in social housing. In its current form, ECO funding has little applicability to renewal of the council's heat networks.

Decentralised Energy Enabling Project (DEEP) Funding

59. DEEP is a support programme run by the Greater London Authority (GLA) with part GLA funding and part EU funding. It has been established to provide public sector intervention and support to larger-scale decentralised energy projects in London through a combination of guidance, consultancy framework, and consultancy grants.
60. The council received a grant from DEEP in 2018 to part fund the feasibility study into the SELCHP extension towards Peckham/Old Kent Road. The DEEP project is due to close in 2019 but there is some potential to access further grants in the short term.

Heat Network Delivery Unit (HNDU)

61. The Heat Network Delivery Unit (HNDU) is part of BEIS and provides grant funding and guidance to local authorities through the early stages of heat network project development. Grants can comprise no more than 67% of eligible costs and only externally commissioned consultancy costs are eligible. The development stages supported by HNDU are as follows:
- Heat mapping
 - Energy masterplanning
 - Techno-economic feasibility
 - Detailed project development
 - Early commercialisation.
62. The council received an HNDU grant in 2018 which is part funding the heat mapping and masterplanning project described in paragraphs 109 to 117. There is good potential for the council to apply for and receive further grants to develop the identified heat network opportunities further.

Heat Network Investment Project (HNIP)

63. The Heat Network Investment Project (HNIP) is also funded by BEIS. Whereas the HNDU programme (above) is delivering support and funding through the early stages of project identification and development, HNIP is focussed on latter stage commercialisation and delivery. The government has provided a £320 million capital funding pot that will be offered as 'gap funding' through a combination of grants and

loans. Funding will be available to eligible projects from April 2019 and the scheme is expected to remain open until March 2022.

64. HNIP funding parameters include the following:
- Grants are available up to a maximum of £5 million
 - Loans are available between £25,000 and £10 million. Two types of loan are available; corporate loans made to a credit-worthy project sponsor are currently available with an interest rate of 0.25% for period of up to 25 years, and; project loans made direct to a project company without recourse are currently available with an interest rate of 4.00% also for up to 25 years
 - Grants and loans must be less than 50% of the construction cost
 - Local authority controlled projects with a capex greater than £2.4m must be off the 'national accounts' such as through the use of a special purpose vehicle (SPV)
 - HNIP funding is subject to State Aid rules and these may interact with other funding sources such as the RHI (see paragraphs 67-72).
65. HNIP funding is considered to be a key opportunity in support of the council's ambition to deliver new and extended low carbon heat networks in the borough. There is good potential for the council to apply for both grants and loans in future HNIP funding rounds to part fund some of the project opportunities discussed within this paper.
66. However, developing an HNIP funding application is a detailed exercise that requires the projects in question to have reached an advanced stage of development. Applications must include an approved outline business case, delivery cost plan, funding plan, technical design documents, heads of terms for heat supply agreements and other contracts, ownership structure diagrams and other legal documentation. Since many of the project opportunities discussed within this paper are at a relatively early stage, it is vital that the council prioritises the most appropriate and strategically important projects for HNIP funding and progresses these with all speed.

Renewable Heat Incentive (RHI)

67. The Renewable Heat Incentive (RHI) is organised into two strands – the domestic RHI and the non-domestic RHI. Despite the projects in question relating to domestic properties, the element most relevant to heat networks is the non-domestic strand because the renewable heating systems would be serving multiple dwellings rather than individual domestic properties.
68. The non-domestic RHI a government environmental programme that provides financial incentives to increase the uptake of renewable heat. Eligible installations receive quarterly payments over 20 years based on the amount of heat generated. Eligible renewable heating technologies are as follows:
- Solid biomass boilers
 - Ground and water source heat pumps
 - Air to water heat pumps
 - Solar thermal collectors

- CHP systems using biomass, biogas or waste
 - Geothermal systems
 - Energy from waste
 - Biogas generating plant.
69. Many of the renewable heat technologies have no or limited scope for deployment within Southwark due to lack of local resource, lack of space, unsuitable geology or air quality impacts. Some, however, have substantial scope for deployment such as ground, water or air source heat pumps. These technologies generally rely upon grid electricity to extract the thermal energy from the local environment and 'concentrate' it to create a useful output temperature. Despite the electrical input (with its associated carbon emissions) these systems result in significant carbon savings overall because for each unit of electricity used several units of renewable heat are generated. The heat generated by these systems ultimately comes from the sun because that is the source of the thermal energy within the ground, water and air around us and it is being continually replenished.
70. Air source heat pumps are not quite as efficient as ground or water source heat pumps because the air temperature falls in the winter just when the heating system is needing to extract the most heat. Ground and water sources generally have more stable source temperatures throughout the year and can therefore achieve better overall efficiencies, but these systems are usually more costly to install.
71. The council has recently completed early stage feasibility considering the London aquifer as a specific water source for water source heat pumps for a number of housing estates. Results are very positive (further information is available within paragraphs 91 to 95) but the financial performance of these projects is highly dependent upon receipt of the non-domestic RHI.
72. At present, the non-domestic RHI is only guaranteed until March 2021 and this is a key risk in the development of financially viable heat pump projects. The funding deadline again means it is vital that the council moves quickly to bring key projects to fruition.

Mayor's Energy Efficiency Fund (MEEF)

73. The Mayor of London's Energy Efficiency Fund (MEEF) is a £500m investment fund established by the GLA with funding from the European Commission. MEEF can fund up to 100% of the capital cost of £1m+ projects but can also part fund large scale regeneration projects with key low carbon credentials. MEEF predominantly provides senior debt for up to 20 years but will consider mezzanine and equity opportunities. MEEF also has available to it up to £2m of technical support funding that can be made available to support a project's business case, accelerating the due diligence process.
74. As loan finance, MEEF should be compared with other loan opportunities whenever projects require external investment.

Public Works Loan Board (PWLB)

75. The Public Works Loan Board (PWLB) is a statutory body that issues loans to local authorities, and other specified bodies, from the National Loans Fund, operating within a policy framework set by HM Treasury. This borrowing is mainly for capital

projects.

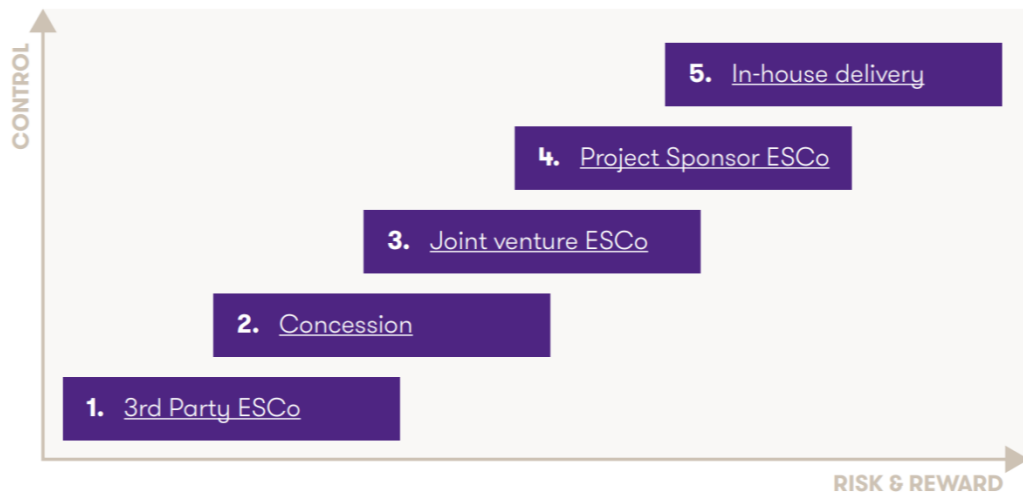
76. PWLB loan interest rates are set on a daily basis but are generally very low (1.91% for a 20 year annuity loan at the time of writing). Loan periods are also flexible.
77. PWLB loans are probably the default funding source for local authorities undertaking capital works, but in the energy and heat networks space on an interest rate basis at least, PWLB loans are not as favourable as some other sources.

Salix

78. Funded by BEIS, Salix is able to provide interest free loans for energy efficiency projects across local authority estates, though with social housing only communal areas are eligible for the fund. Over 100 energy efficiency technologies are supported including boilers, combined heat and power, insulation, LED and lighting upgrades. Loans are usually repaid from energy savings within a 5 year period and the cost of CO₂e saving must be less than £172 per tonne over the lifetime of the project.
79. As loan finance, Salix funding should be compared with other financing opportunities whenever projects require external investment. Salix is the only interest free loan fund considered in this paper and is therefore likely to compare favourably, but other terms of the funding mean that it will not necessarily be the most suitable source of funding.

Private investment and ownership models

80. Many, though not all, of the grant and loan sources described above assume that the council continues in ownership of the heat network assets. However, there are other models of ownership which open projects up to private sector funding. For example, if the above funding streams proved insufficient to fund all of the required investment, the council could hand over ownership and operation of certain heating assets to a private sector operator who would then be required to source private capital and recoup their investment over a period of time, either through charges to the council or by selling heat directly to residents. Changes in ownership, operational responsibility and charging mechanisms would constitute a major departure from the council's standard practices and would undoubtedly require extensive consultation with tenants and leaseholders.
81. The main ownership structures were presented within a table in the January 2017 cabinet paper on this subject. Ownership structures have not changed in that time and readers are referred to Appendix 1 where this useful summary has been replicated.
82. A similar and equally helpful summary of the different ownership models taken from a BEIS report, "Financing Heat Networks in the UK" is shown below with explanatory text from the same report in paragraphs 83 to 85.



83. The 'Concession' and '3rd Party ESCo' models pass risks (for example design and operational) to the existing ESCo market, at the cost of reduced (or removed) share in any project rewards. Under the Concession delivery structure, assets are retained by the Project Sponsor and it retains limited control over the ESCo's contractors resulting in slightly higher risk than the 3rd Party ESCo. These models might suit Project Sponsors with limited expertise and resources, or desire to develop a heat network.
84. The 'In-house Delivery' model and the 'Project Sponsor ESCo' model give the Project Sponsor high levels of control over the project, however, will also expose the Project Sponsor to more risk and reward. Setting up a Project Sponsor ESCo has the effect of ring fencing project operations so the Project Sponsor is slightly further removed from the project risk than through In-house Delivery. These models might suit Project Sponsors with some expertise and resources, and a desire to develop a heat network.
85. The 'Joint Venture ESCo' model falls between these two positions with control being shared between the partners in the joint venture in line with the shareholders' agreement. The joint venture partners will also share in the risk and reward of the project.
86. As the council's district heating strategy continues to develop officers, councillors and of course residents will need to carefully consider the pros and cons of different delivery structures. Officers are currently engaging in a soft market testing process to gather information regarding which industry stakeholders are offering each of the above models, and what other local authorities are doing.

Carbon reduction

87. On 29 March 2019, cabinet passed a motion to "declare a climate emergency and do all it can to make the borough carbon neutral by 2030."
88. Since heating systems installed now are likely still to be operating in 2030, the decisions over which heating systems to install now should reflect the council's ambition to become carbon neutral.
89. As noted within the section dealing with the Renewable Heat Incentive (paragraphs 67 to 72) there is significant scope within the borough to deliver low carbon and renewable heat pump systems. Although these systems use electricity from the

national grid, they are becoming increasingly low carbon as the grid itself decarbonises.

90. Natural gas boilers represent 99% of existing council heating systems and are the default choice for heating system renewal. It is possible that the gas grid will decarbonise in a similar way to the electricity grid (through the use of increasing quantities of bio-methane, or through conversion to renewably generated hydrogen) but this is proving far harder.

OPPORTUNITIES TO DEVELOP THE COUNCIL'S HEAT NETWORKS

London aquifer feasibility studies

91. The London South Bank University (LSBU) installed a water source heat pump in 2017 utilising the London aquifer as the water body. This involved drilling a pair of boreholes and a heat pump to elevate the temperature of the extracted heat to be usable within the campus' heating system.
92. The Environment Agency (EA) have been monitoring the temperature of water within the London aquifer for decades and have noted that temperatures have been rising steadily. In order to manage this, the EA are keen on projects which extract heat from aquifer water and return it at a cooler temperature. The EA granted an abstraction licence for the project at LSBU and would like to see additional projects of this kind brought forward.
93. Since the aquifer geology underneath Southwark lends itself very well to this type of project, the council instructed a specialist company (ICAX, who delivered the LSBU project) to undertake preliminary feasibility work on a number of housing estates. Site visits were conducted for Alberta, Brandon, Consort, Newington, Pasley, Salisbury, Sydenham Hill and Wyndham.
94. Alberta was discounted because it had too low a heat demand to justify the required investment and a small, inaccessible plant room. Pasley and Salisbury were also discounted to due plant room space limitations. All other sites were deemed provisionally feasible, subject to further investigation. Table 1 summarises the potential carbon savings and financial case associated with these projects. It should be noted that revenue streams are highly dependent upon the Renewable Heat Incentive (see paragraphs 67 to 72) which is only guaranteed until March 2021.

Site	Internal Rate of Return (IRR) (%)	20 year Net Present Value (NPV) (£)	Year 1 carbon saving (tonnes CO2)
Newington	13.9%	1,817,647	1,075
Wyndham	19.8%	3,100,720	1,818
Brandon	14.3%	3,181,632	1,804
Consort	10.0%	861,695	769
Sydenham Hill	7.8%	455,677	355
Totals		9,417,371	5,821

Table 1 – Carbon and economic case for aquifer heat pump projects

95. As the modelling stands at present, there is the potential to save more than 5,800

tonnes CO₂ in year one alone (and this saving will increase year on year as the electricity carbon factor falls) while simultaneously generating in nearly £10 million of net present value (NPV) benefit for the council.

96. Given the very positive business case and environmental benefit, coupled with the short two year window to access RHI funding, it is proposed that the council urgently progresses some of these identified projects. Next steps for these projects are outlined in paragraphs 153 to 158 in the Conclusions.

Canada Water SELCHP extension

97. A major regeneration area exists in Canada Water. The largest heat demand within this area is a proposed mixed use development being brought forward by British Land. The plot would comprise of up to 3,000 homes and ~1,000,000m² of commercial space. The referable development has applied for planning permission with an energy strategy proposing to heat the development with heat pumps but connecting it to an extended SELCHP network would also be technically possible given its proximity to the existing network.
98. In addition to the British Land development, there are other proposed developments in the area. The Decathlon development is a mixed-use site to include 1,030 homes. A new residential development of 50 units is proposed next to the Albion Primary School.
99. There are also two existing housing estates belonging to the council: Osprey Estate and the Canada Estate, with combined 300 dwellings.
100. The council has had some preliminary discussions with Veolia Environmental Services Southwark (VESS), who operate the existing SELCHP heat network, to consider whether it would be possible to extend the network to the British Land development plot, and is looking to determine the best approach.
101. Arup, in the HHMP study (see paragraphs 109 onwards below) then considered whether further connections beyond just the British Land development and the council's own housing estates, would be financially viable. Most of the options considered (including schools, a hotel, student accommodation and new mixed use developments) were not financially viable individually due to the additional pipe cost outweighing the revenue from relatively little heat sale, though extending the network to the Decathlon mixed use development was found to be viable.
102. The further development of this opportunity depends, to a large extent, on whether the British Land development connects to the proposed network. Following an agreement in principle to connect, the council should undertake detailed project development work encompassing both technical and commercial aspects. A high level budget for this work is included within the roadmap in Appendix 2.

Old Kent Road SELCHP extension

103. The council is approaching completion of a detailed feasibility study investigating the potential to extend the SELCHP heat network west towards the Old Kent Road regeneration area and onwards to some of the large housing estates in Peckham. This work is being part funded by the Mayor of London's Decentralised Energy Enabling Project (DEEP), part funded by Veolia (the owner and operator of SELCHP) and part funded by the council.

104. Consultants, Anthesis, were engaged to deliver this work initially with the scope of considering an extension only to serve the Old Kent Road regeneration area, which will eventually include some 20,000 homes as well as commercial space. Despite the large number of homes to connect the economic case was challenging for two reasons: Firstly, new homes are very well insulated and thus require relatively little heat supply, and; Secondly, the phasing of the regeneration meant that much of the load would not be connected for 15 years while the network infrastructure would mostly have to be in place (and therefore paid for) from day one.
105. This was the reason for expanding the scope of the study to include existing housing estates which are both high heat consumers and ready to connect as soon as the network could be built.
106. Anthesis have engaged specialist support from sub-consultants to ensure that the network routing put forward is informed of all infrastructure constraints such as buried gas mains, electrical supplies and telecoms cables. The draft route is shown below in Figure 3.

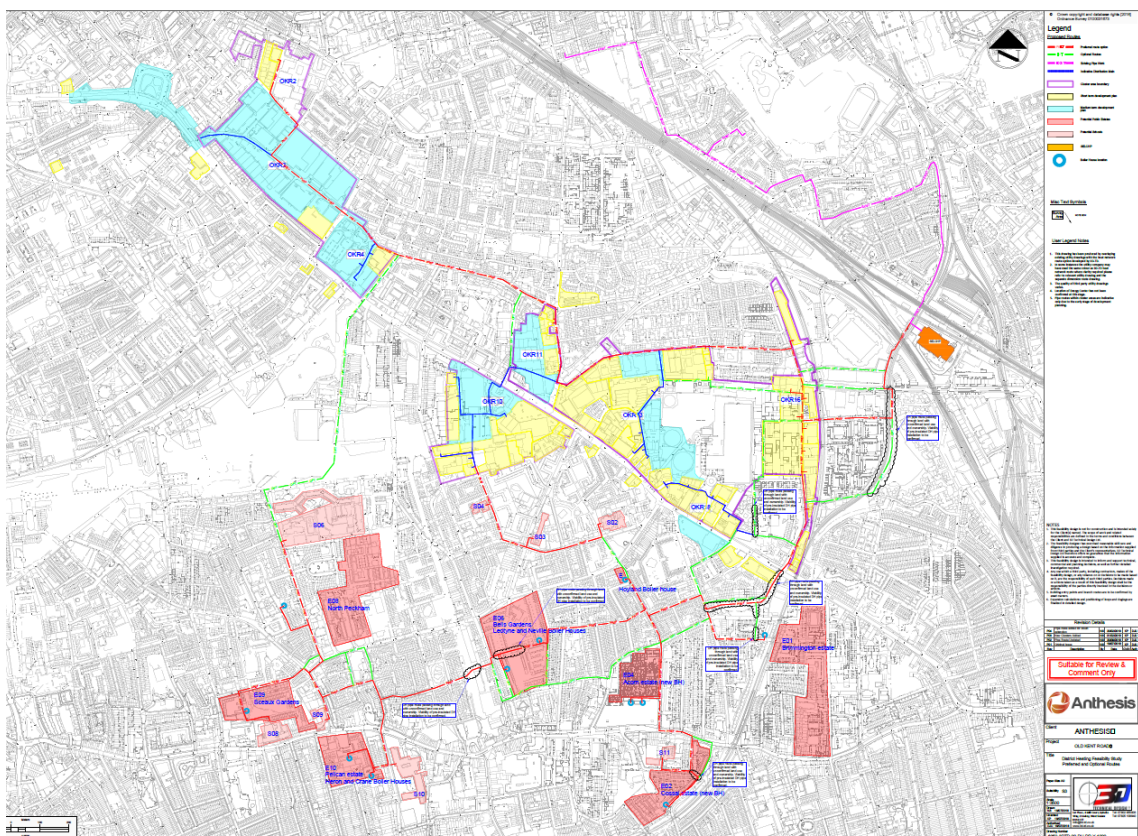


Figure 3 – Draft proposed SELCHP extension route towards the Old Kent Road and Peckham

107. Financial modelling for the proposed extension has not yet been completed but it is not thought that the project is compact enough to achieve truly commercial returns. Despite this, the consideration of several scenarios should help to identify an optimised project. Furthermore, the scale and potential carbon savings attached to this project mean that it would have an excellent chance of receiving HNIP gap funding should this be required to reach a private investment 'hurdle rate'. As

explained in paragraph 64, HNIP carries the potential to provide very low interest loans as well as up to 50% grant funding, subject to certain conditions and this funding could substantially improve the economic viability of a SELCHP extension.

108. The next step is for the council to undertake detailed project development work encompassing both technical and commercial aspects. Engagement with developers, registered social landlords, schools and other potential heat customers will be a critical part of the next phase of work. Budget for carrying out detailed project development work has been included in the roadmap in Appendix 2.

Heat Mapping and Masterplanning (HMMP)

109. In summer 2018 the council appointed Arup to undertake a Heat Mapping and Masterplanning study for the borough. This work is being funded at a rate of 67% grant from the Heat Network Development Unit (HNDU) in BEIS with the balance of 33% coming from council budgets. HHMP projects follow a fairly prescribed methodology of identifying heat, cooling and electrical demands across the borough and matching these geographically with heat, cooling and electrical supply sources. Mapping these supplies and demands allows opportunities for energy networks to be identified and then further detail to be developed for the most promising opportunities.

110. A mapping workshop in November 2018 identified twelve clusters of opportunity (see Figure 4) and the council selected five of these for further study in the 'masterplanning' phase of the project. The five were selected based upon scale, carbon saving potential, likely barriers (such as infrastructure congestion) and how easily the council could influence the development of feasible networks identified. Arup went on to prioritise which heating loads should be connected to any network developed in the area in question and conduct technical and economic analysis of the opportunity. The five clusters chosen are discussed below.

111. **Canada Water based upon expanding the existing SELCHP heat network (marked as cluster 3)** - This

opportunity has been explained more fully above in paragraphs 97 to 101. The financial and carbon results presented in Table 2 are for the extended networks going beyond the initially modelled British Land connections. The results include the British Land connection, though, and in that sense duplicates the financial savings

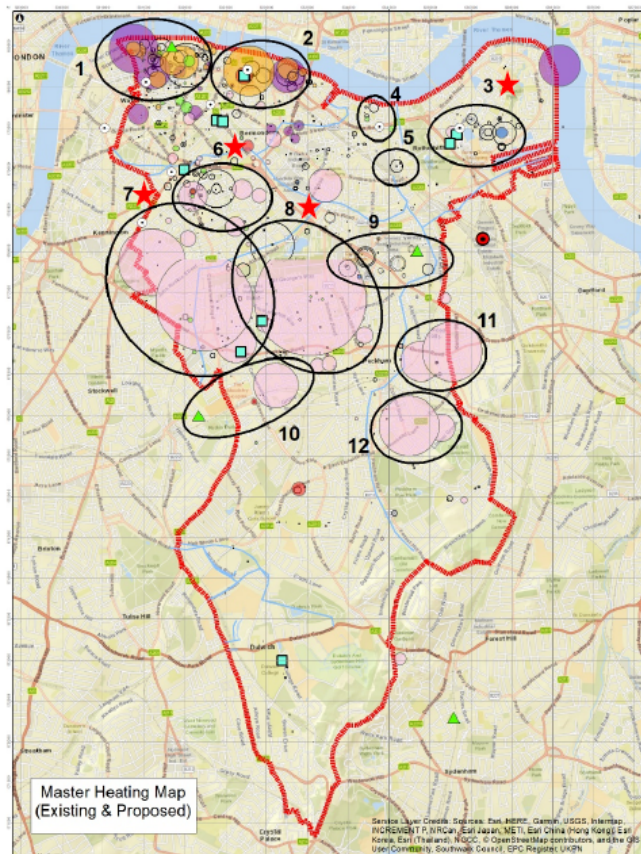


Figure 4 - Clusters identified through heat mapping

presented previously.

112. **Elephant & Castle based upon expanding the existing Elephant Park heat network (marked as cluster 6)** – This opportunity would potentially see the Newington Estate connected to the Elephant Park development heat network. This development, managed by LendLease, operates an energy centre that runs on gas CHP with bio-gas carbon offset. When planning was granted for the scheme a condition was placed upon the developer to connect the heat network to buildings outside of the immediate development plot. EON now operate the energy centre on LendLease's behalf and have expressed interest in supplying the council's Newington Estate. EON is in discussions with other sites, however, which could absorb all of the spare low carbon heat if they connect. The council is hoping to explore this opportunity further.
113. **Kennington based upon extracting waste heat from a London Underground tube station (cluster 7)** – This opportunity would see the Brandon Estate connect to a heat pump drawing heat from a newly constructed vent shaft near to Kennington tube station. The vent shaft is geographically near to the Brandon estate and the heat load at this site closely matches the available heat from the tube, so extending the network to other estates was not beneficial. Transport for London is the key stakeholder in this opportunity. TfL has just commissioned a study to explore the scale of potential heat extraction and best methods from its tube stations.
114. **Earl Sluice (Camberwell) based upon extracting heat from an underground combined river/sewer (also cluster 7)** – This opportunity could see heat being extracted from an underground river/sewer using specialist water source heat pump technology. There are technical challenges to this type of project, such as the excavation work to access the Earl Sluice itself, and the need to create a new energy centre nearby. The initial appraisal carried out by Arup looked at supplying the heat to Wyndham estate and this network may also face routing challenges, though the heat loads are a good fit. There is an alternative possibility that the new Aylesbury estate energy centre could use the Earl Sluice as a heat source instead.
115. **North Peckham based gas CHP engine to heat its own and surrounding housing estate heat networks (cluster 8)** – This opportunity would see the installation of a gas CHP engine within the existing North Peckham energy centre. Electricity generated by the engine would be sold to the grid (the potential for private wire sales were examined and found not to be viable) and heat would be fed into an extended heat network connecting North Peckham to Sceaux Gardens. Connecting to other housing estates is a possibility but the further expansion was found to diminish the project's economic case. An important note regarding this opportunity is that the housing estates in question are all being considered for connection to SELCHP through the Peckham / Old Kent Road proposed extension. The SELCHP extension should take priority over the gas CHP opportunity due to the lower carbon factor of the heat source and the potential of the SELCHP extension to facilitate further connections.
116. The results of the study are currently at draft stage but point to significant carbon savings being achievable by each opportunity. If all five opportunities were pursued the total carbon savings have been estimated at over half a million tonnes CO₂ over 40 years. Financial viability varies greatly across the five opportunities but on aggregate would cost the council around £2m net financial contributions over the projects' lifetimes. Table 2 summarises the financial and carbon results of the different cluster opportunities considered in the HMMP study.

Name	Heat demand (GWh p.a.)	Capital cost (£m)	40 year pre tax IRR (%)	40 year pre-tax NPV (£m)	40 year carbon savings tCO ₂
Canada Water	62.1	12.2	14.7	10.1	462,000
Elephant & Castle	5.1	1.0	14.8	0.8	66,000
Kennington	12.4	3.7	No return	-6.8	46,000
Earls Sluice / Camberwell	18.1	6.2	No return	-6.6	57,000
North Peckham	17.3	2.1	7	0.2	43,000
Combined Totals	115.0	25.2	-	-2.3	674,000

Table 2 – Financial and carbon results from Arup’s draft HMMP report

117. Once the Arup study is finalised the council will have an opportunity to apply for further HNDU grant funding to support the development of the best of these schemes through a more detailed feasibility process, project development and then onto commercialisation and implementation.
118. It is further noted that some of the housing estates incorporated within the opportunities identified through the HMMP clusters analysis above also feature within other opportunity work. For example, the Newington estate in Elephant & Castle was proposed by Arup to connect to the Elephant Park heat network, but is also being considered for the installation of an aquifer fed heat pump.

Performance monitoring

119. The council’s main Key Performance Indicator (KPI) in relation to district heating system operation is “availability”. This is a measure of what proportion of the time heating and hot water is available for use by residents. The target is 99% availability and the council achieved a level of 97.2% in the year to February 2019.
120. The calculation behind the availability KPI does not differentiate between planned or unplanned outages, or between short or long outages. Given that unplanned outages that leave residents without hot water for a whole evening, or even several days, are much more disruptive and inconvenient than a short planned outage, it seems sensible that these be differentiated in the reporting.
121. It is intended that some additional metrics be developed (using the same available data sources) to monitor the number and length of unplanned verses planned outages, and in particular to quantify the more lengthy and disruptive outages.
122. A ‘dashboard’ of such metrics and how they have changed over time could be used to track, for example, any rises in unplanned outages and reported to the proposed “District Heating Governance Board” (see paragraphs 197 to 199).

Options appraisal process

123. For the reasons set out in this report, the council must now embrace low carbon heating systems whenever possible. The obvious time to do this is when heating plant is approaching end of life. It is therefore proposed that all estates with boilers coming up for replacement should go through an options appraisal process to

determine if a renewable or low carbon heating system would be viable and to determine the best option from both an economic and an environmental perspective.

124. As with Southwark's policies relating to new developments, the options appraisal should consider the potential to connect to an existing or proposed low carbon heat network (such as SELCHP), before then considering the use of renewable or low carbon heating technologies to serve just the estate in question.
125. A standard scope for the options appraisal should be developed to ensure that consultants are suitably briefed. The scope should include
 - Energy efficiency improvements to the fabric of the buildings
 - Central plant replacement options
 - Heat distribution condition and options
 - Dwelling internal distribution condition and options
 - Heat metering and dwelling controls
 - Capital costs and capital and revenue funding streams
 - Economic, legislative and environmental appraisal.
126. The major works team's panel of M&E advisors and agents may be able to deliver this work adequately or it may be necessary to engage specialist consultants to deliver.
127. The commissioning party is likely to be a combination of the Housing and Modernisation 'Engineering' and 'Major Works' teams. 'Engineering' can help setup and guide the appraisal, being mindful that operation and maintenance of whichever solution is chosen will eventually be their responsibility. 'Major Works' will be key to developing a programme and delivering the solution so must be involved throughout the appraisal as well.

Data and asset management approach

128. The strength of a strategy is only as good as the data that it is based upon. Where there are gaps in the data, assumptions must be made. For example, if the age and condition of the radiators within a block of flats is not known it might be assumed that they were replaced at the same time as the adjacent block and do not need replacing for many years. If when an energy centre renewal takes place it becomes obvious that the radiators in the block also need replacing, this can either be done at the same time (causing the project to go over budget) or programmed for a future year (potentially impacting the efficiency and condition of the newly installed plant if dirty water is circulating).
129. In this example of an individual site, a condition survey could be carried out before the plant replacement is programmed and this could be avoided, but on a whole stock level when planning and programming are taking place, gaps in the data can lead to poor strategy and resources being allocated wrongly.
130. The council's housing asset data is stored in two systems:
 - Northgate / iWorld – this is the 'live' system where calls are logged and where jobs are raised and tracked. Any changes to assets (such as a boiler being serviced or renewed) should appear here first.
 - Apex – this system receives regular data outputs from iWorld and is primarily used for developing investment programmes

131. Neither system has an effective method of recording the age and condition of network pipes whether buried or within buildings. The most common way of recording pipework data is on network drawings and the council has many of these, but equally many are missing or only partial. In some cases, the council simply does not know where the buried pipes are. This can be problematical when distribution pipes burst or when utility contractors need to dig in the road.
132. Boiler assets generally are contained within the above systems, often along with their age. It is not possible to calculate or monitor efficiency through these systems, however, because boiler / plant room heat meters are not present and the systems are not set up for this function.
133. Regarding gas meters, the records are mostly kept up to date by our energy brokers, and regular meter readings should be taken by the heating maintenance contractor for each site. However, gas meter serial numbers, locations or meter readings are not generally integrated into iWorld or Apex and are thus not as straightforward to correlate with boiler rooms and estates.
134. Without reliable data in the correct format appraising different investment options, planning replacement works or setting performance targets all become guess work. The council has been investigating what best practice heat network asset data management systems exist. This process is ongoing but costs have not yet been sought from providers as the scope of what the council needs is still be defined. However, it is estimated that the council should initially budget around £100k for pipework asset mapping work in order to at least have a complete set of drawings. This may also be enough to develop an asset register with the required functionality as well subject to further investigation.

The sale of heat to third parties

135. At present the council provides the vast majority of heat from its communal boilers to domestic properties. Almost none of the heat delivered is metered but is sold on a flat rate basis (see paragraphs 42 to 44). Some heat is supplied to TRA halls and other communal areas on the estates and this is also generally not metered. The only heat currently sold to third parties outside of the housing portfolio is that sold to two schools. These sites have heat meters and are charged on an actual usage basis. Since the council does not maintain the plant rooms at the schools it is sometimes difficult to read the heat meters which can cause problems with billing.
136. Recently the council was approached by a developer who is building a block of flats near to the existing SELCHP network. Under planning law they need to determine whether a connection to “an existing district heating network” is possible. The distance from the primary network (operated by Veolia) was too great but the distance to the secondary network (operated by the council on one of its estates) was provisionally viable. The council is therefore investigating the legal and commercial implications of selling heat in such situations.
137. The sale of heat to third parties is also linked to the receipt of HNIP funding. One of the application criteria of HNIP is “expandability” i.e. that networks can expand to supply heat to new customers in the area as appropriate. If the council were to rule out selling heat to third parties, this would limit the practical, if not the technical, expansion potential of the networks and be against the spirit of the HNIP programme funding.

138. As the council renews and decarbonises its housing estate heat networks, it is likely that further opportunities like that mentioned above will arise. This is potentially an opportunity for the council to expand the use of its assets to achieve financial and environmental benefit, but it would also require the council to change some of its processes. Private heat customers will want a long-term and legally binding 'Heat Supply Agreement', assurances over heat supply reliability, service standards and consumer protection, and clear and accurate billing showing consumption, tariffs and carbon factors.
139. As an alternative to supplying heat to third parties directly, if the above considerations are deemed too challenging, or if the opportunity is deemed too small, the council could rely upon a joint venture partner or third party ESCO to offer this service on its behalf. This would reduce risk to the council but reduce or remove the financial benefit as well.

Secondary systems

140. Almost all investments made in recent years to the council's district heating assets have been to the boilers or to the primary buried mains serving each building. This is because there have been numerous failures to these essential items and also due to the fact that when these items do fail they affect the whole or at least substantial parts of the network, causing heating outages for potentially hundreds of homes simultaneously.
141. It is right therefore, that these elements have received investment. However, secondary distribution systems (risers and lateral pipework within blocks of flats) also require investment as do the dwelling internal systems of pipes, radiators and controls. In many cases secondary and dwelling pipework is original to the building and residents have no control over their heating whatsoever. This is inherently inefficient as it results in excessive opening of windows while the heating is on, just to control internal temperatures.
142. Investment is therefore needed in secondary and dwelling side systems. It should be noted that such investment is likely to trigger the requirement to install final customer heat meters under the 'major refurbishment' criteria, as described in paragraphs 169 to 180. Further knock-on effects of secondary and dwelling system renewal include the opportunity to redesign not only the way heat is charged for, but also the way systems operate:
- What flow and return temperatures are necessary?
 - Should dwellings be hydraulically separated from the primary and secondary pipework?
 - Should the network maintain heat to all areas 24/7 or only when called for?
143. Some of these questions will not only affect the design and installation of the secondary and dwelling systems themselves but have consequences for how easily networks can be decarbonised in future. For example, heat pump technology works more efficiently at lower flow temperatures so by designing systems that operate at lower temperatures, the council will be future proofing itself for latter decarbonisation works, even if primary heating plant is not changed at the same time.
144. Despite the very clear need for investment in secondary and dwelling systems, there is not currently a clear enough set of data to determine which estates require these works, meaning budgets and programmes cannot be prepared. It is therefore

proposed that a set of condition surveys take place focussing on secondary and dwelling systems. The cost of the proposed condition surveys is still to be confirmed but a high level budget has been included in the roadmap in Appendix 2. The council recognises that a strategic long-term investment plan is required and by gathering additional data will be well placed to prepare this.

Asset data analysis and financial modelling

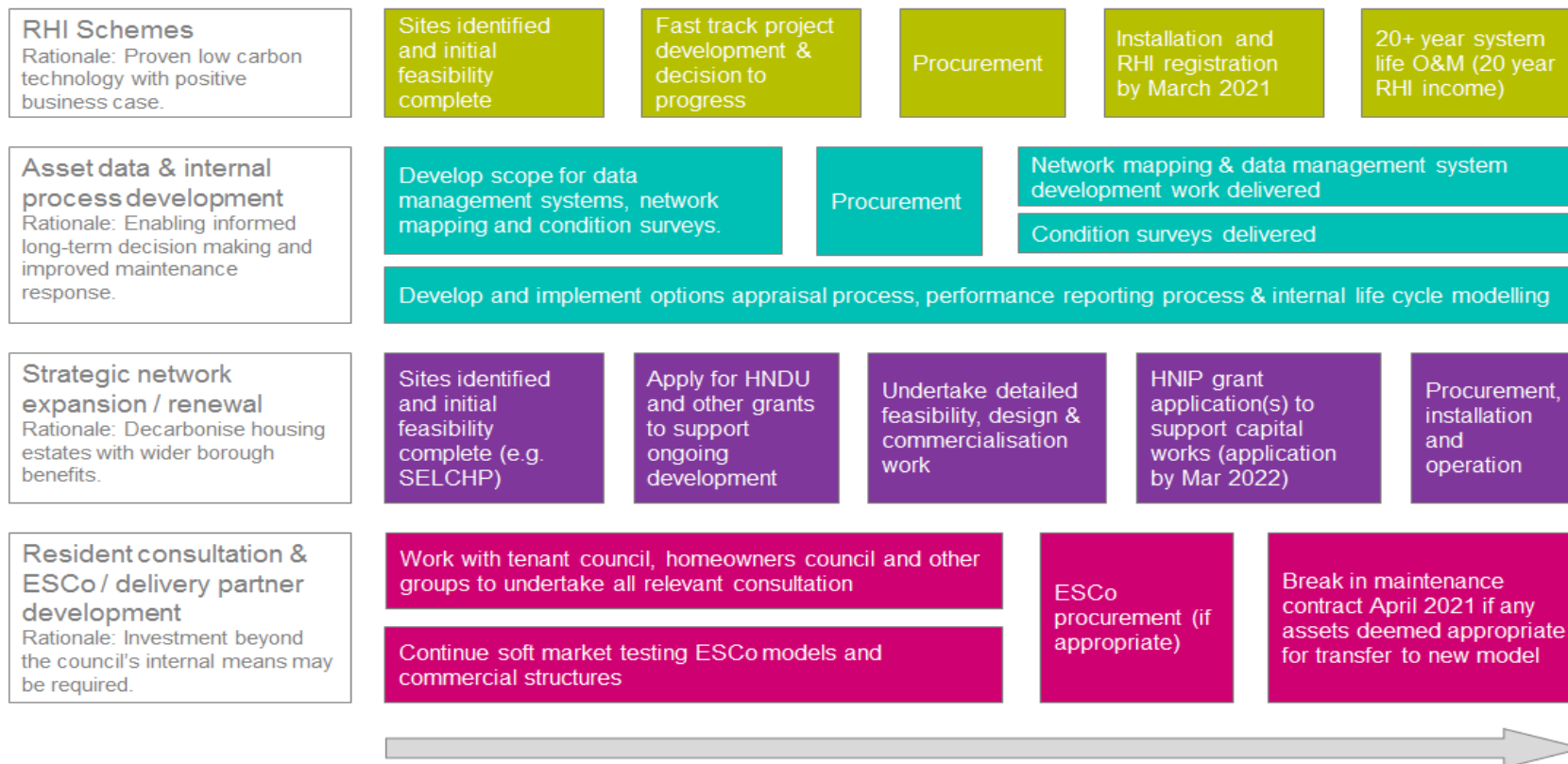
145. The collection and management of network asset data (paragraphs 128 to 134) as well as condition surveys on secondary and dwelling systems (paragraphs 140 to 144) will only prove useful if the resulting data is fully utilised. The council already analyses its existing data on a monthly basis to track performance against performance indicators, and the council is now looking at ways to extend this analysis to give greater visibility on performance and better analytics for future investment decisions and long-term strategy. It must be recognised, however, that increased reporting requirements may have staff resource implications.
146. The Parsons Brinckerhoff study referred to previously included life cycle analysis over a 40 year period and compared various options for investment and management. This work was conducted in 2016 so is now around 3 years old. Given that the scope of the project was limited (it did not consider any renewable technologies, not prioritise finding based upon carbon savings) and that technologies, carbon factors and cost assumptions all change over time, it is considered that some updates to this work would be beneficial.
147. Updates could either take the form of a project refresh by the same or other external consultants, or alternatively a refreshed set of cost assumptions could be sought and the council could take responsibility for feeding up to date condition data into the model to keep the results current.
148. Having a “live” view of the best whole life options for each estate would be extremely beneficial when making both emergency and planned investments, and would also allow the council to be fully informed when negotiating with potential ESCo partners regarding future system management.
149. The most time and cost-effective solution for the council is considered to be an external refresh of the Parsons Brinckerhoff work with one of the key outputs being the handover of an up to date model which can be managed internally. Cost estimates for this work are being investigated and a provisional sum has been budgeted for within the roadmap in Appendix 2.

Procurement implication

150. The processes and structures that the council currently uses to procure heating installation projects and maintenance services will need to be reviewed in light of the proposed projects, technologies and processes herein. This review has begun but not yet reached a stage where it can be included here.

CONCLUSIONS

151. Over 17,000 council properties rely on district heating systems that are in need of capital investment and modernisation. There is not the funding in the current investment budget to upgrade the systems to a modern standard. The council is working to develop a heat networks strategy for the borough that addresses this problem head on and presents a clear way forward.
152. The strategy is not yet fully developed but much has been done over the last two years and this paper presents some clear results and recommendations from that work alongside a clear set of actions for ongoing work to deliver the full strategy. The schematic diagram below shows the strands of activity which are believed to be necessary.



RHI Schemes

153. The RHI has been identified as a key funding stream which will allow the council to deliver system renewal, carbon savings and a net financial benefit in one go. The RHI is only guaranteed to March 2021, however, so the council must move quickly to develop a small number of viable 'pilot' projects identified. These projects will enable the council to develop in-house knowledge of low carbon technologies. It is proposed that the council begin detailed investigations as soon as possible which, if positive, should lead straight onto procurement. The aim is for heat pump installations to take place within the 2020/21 financial year.
154. It is further proposed that the net financial benefit, be ring-fenced for investment in the secondary pipework and dwelling internal systems. This work need not take place in the same financial year as the primary plant installation, but as soon as possible thereafter. Investing in secondary and dwelling systems will maximise the benefit of using a heat pump system by allowing lower temperature distribution. It will also maximise resident comfort and satisfaction with the project overall as they receive new radiators and better controllability.
155. It is anticipated that light-touch tenant consultation should be sufficient for the heat pump works within the plant room as this will not lead to any changes in how residents receive or are charged for heat.
156. More detailed resident engagement should be carried out if secondary and dwelling systems are renewed as this work would be more disruptive to residents, and would be more in need of careful programming and design to fit with residents' requirements.
157. Officers are currently exploring leaseholder consultation and contribution implications in terms of capital and operational costs. It is important that such considerations are resolved as quickly as possible to allow the overall projects to progress and meet the RHI deadlines.
158. Subject to further technical and economic feasibility the council should aim to finalise the details and begin procurement by the end of the year to allow contracts to be awarded by April 2020. This will give the contractor a full year to finalise designs and consents, complete the works and register the sites for the RHI before the March 2021 deadline.
159. It is considered prudent, to achieve as quick and efficient a procurement process as possible, that where the contract value would normally require cabinet approval, that procurement decisions should be delegated to the Cabinet member for Housing Management and Modernisation for Individual Decision Making (IDM).

Asset data & internal process development

160. It is proposed that the council develops a complete set of drawings and mapped data for its buried assets as well as better condition data relating to its secondary and dwelling side systems.
161. Such data should be suitably used to refresh and improve the life cycle analysis of different heating options of the district heating estates.

162. New council processes should be developed to include a heating options appraisal before planned works take place, and revising the monthly performance monitoring metrics to be considered by management.

Strategic network expansion / renewal

163. The strategic network expansion and renewal opportunities identified by this paper, including the Canada Water SELCHP extension, Peckham/Old Kent Road SELCHP extension and others constitute an excellent opportunity to not only decarbonise the council's own housing estates, but also to deliver wider carbon savings in the borough (including for example the council's corporate estate, new housing developments and other significant heat loads), improved system performance and reliability and cost savings to the councils and its residents.
164. The council intends to apply for further HNDU grants and/or DEEP (GLA) grants to part fund the next steps of detailed feasibility, project development and commercialisation. The council will also need to contribute financially to this process and the expected contributions are budgeted for within Appendix 2.
165. Subject to successful completion of the above steps, it is hoped that some of the strategic opportunities will prove technically and economically viable and that the council will be able to apply for HNIP funding to support the capital investment before entering formal procurement and contracting processes.

ESCo / delivery partner development

166. Those estates / networks not initially brought forward for an RHI supported renewable heating system or connection to a strategic heat network, may need to consider long term finance and operation structures outside of the council's standard approach.
167. The council will continue with its soft market testing process to determine the likely best options for bringing in private finance and/or operation.
168. A break in the current heating and water maintenance contract in March 2021 would be a suitable time for a new contract structure to begin if things have reached a sufficiently advanced stage by then. The existing contract is extendable by up to five years which should allow more than enough time for new arrangements to be put in place before a retendering of the maintenance contract becomes essential.

COMPLIANCE

Heat Metering & Billing Regulations

169. The Networks (Metering & Billing) Regulations were published in 2014 and amended in 2015. Under these regulations heat suppliers have several legally enforceable "duties". Failure to comply with these duties can technically be punished by an unlimited fine though BEIS have yet to prosecute any heat supplier under the regulations. Duties include:
- Regulation 3 - to notify government of all the council's heat networks every four years (the council submitted its notification for the second time in

January 2019)

- Regulation 4(1) - to install “building level” heat meters (applicable from 18/12/2014)
 - Regulation 4(3) - to install “final customer” heat meters (applicable by 31/12/2016 but this duty is currently on hold). This duty is conditional upon the installations being “cost effective and technically feasible” (see paragraph 170).
 - Regulation 7(2) - to install “final customer” heat meters in newly constructed buildings or buildings undergoing major refurbishment. This duty is not conditional upon installations being “cost effective and technically feasible”.
 - Regulation 4(8) - to install heating controls wherever “final customer” heat meters have been installed so that customers can control their heat consumption.
 - Regulation 9 – to bill customers based upon actual heat use wherever final customer heat meters have been installed.
170. Except for new build and major refurbishment situations, the installation of final customer heat meters is conditional upon the result of a “viability test” as laid down by the regulations. When the regulations were first published a viability tool was used to determine whether the installation of final customer meters was viable and should be carried out. However, the tool was found to be not fit for purpose and was withdrawn, while the duty to install final customer meters that depended upon the use of the tool was put on hold.
171. Along with many other councils and housing providers, the council is yet to install building level meters in compliance with Regulation 4 (1) (above). Other than this, it is believed that the council is fully compliant with the other duties described.
172. The cost of installing building level heat meters varies greatly depending upon the size of the building (and therefore the pipework serving the building), the accessibility of the pipework (e.g. subterranean entry points would require excavation) and the also whether a building has more than one connection to a network. The regulations define a building so that both a large block of flats and a terraced house are both buildings in the sense that they fall within the requirement to install building level meters.
173. A simple single-dwelling building is estimated to costs around £1,000 to install a heat meter and basic heating controls. A block of flats is estimated to cost around £10,000 to install a heat meter (including enabling works). The council supplies heat to just under 500 building, and in the region of 100 of these are single-dwelling buildings (pending further investigation).
174. A simple estimate of the cost of complying with Regulation 4(1) (duty to install building level heat meters) is therefore $(400 \times £10,000) + (100 \times £1,000) = £4.1m$. This is only a high-level estimate, however, and the council is currently working with its contractors to understand more accurately the likely cost burden and any barriers to delivery.

175. A simple estimate of the cost of installing final customer heat meters and temperature controls across the district heating estate (just over 17,000 customers) would be £17m but it should be noted the requirement to install final customer heat meters that are not part of a new build or major refurbishment setting is currently on hold. If this requirement becomes “live” again, any new viability tool may direct that not all (or even none) of the 17,000 dwellings need final customer heat meters, so this estimation is a “worst case” estimate only.
176. Regulation 9 of the regulations requires heat suppliers to bill customers based upon accurate and actual heat meter readings wherever final customer heat meters have been installed. This is in contrast to the council’s current practice of charging tenants a flat rate across the borough and leaseholders a proportional share of the costs for heating their estate, meaning that changes would be required if further heat meters were installed.
177. Where the council has built new homes which are supplied by a heat network, it is beginning to engage an external heat metering and billing company to undertake the installation and maintenance of meters, the collection of meter data and the billing of customers. The council may wish to consider undertaking some or all of these roles in-house in future, particularly if large numbers of final customer meters are installed. This would require significant changes to current council operations.

The consequences of heat metering and billing - pros and cons, structural changes

178. There are consequences for customers of installing final customer heating meters. On the positive side, a meter installed along with heating controls will allow residents to better control their heating and only pay for what they use. If they are happy with a lower temperature, they do not need to subsidise those who wish to have a higher temperature. Furthermore, paying for actual usage encourages energy efficient behaviour such as not leaving windows open when it is cold outside.
179. On the negative side, however, some customers cannot help needing more heat – those living in a top floor flat, for example, with an exposed roof above them will naturally require more heat than a mid-floor flat to maintain the same internal temperature. This is not the fault of the resident and it seems unfair to penalise this. Elderly or infirm residents may also require higher internal temperatures due to health needs and this would obviously cost more with a metered system. And finally, while encouraging energy efficient behaviour is obviously a good thing, where residents are in or at risk of fuel poverty, they may be tempted to under heat their properties in order to save money. This can result in windows never being opened (the opposite of the problem identified in paragraph 178) which can lead to poor indoor air quality, high humidity and CO₂ levels, condensation, and mould, which in turn can lead to respiratory problems. These are some of the possible unintended consequences of installing final customer heat meters and billing residents for actual heat use.
180. Strategies for counteracting some of the negative consequences of final customer heat metering include careful setting of the tariff structure, and insulating buildings to reduce heat loads. Issues such as these should be fully considered by the council before embarking upon major roll-out of final customer heat meters. These issues do not apply to building level heat meters in the same

way because in most cases (other than terraced houses) building level meters would not be used to bill customers, but rather to calculate energy losses in different parts of the heat networks.

Heat networks regulation

181. In July 2018 the Competition and Markets Authority (CMA) published a report recommending that heat networks should be regulated. At present, unlike other energy services such as gas and electricity supply, heat networks are not regulated which means that in general heat network customers have less consumer protection if things go wrong.
182. What might regulation look like in the heat market?
- a priority services register for vulnerable customers
 - a minimum standard of complaint handling;
 - performance measures for quality of service and responding to supply issues;
 - access to an ombudsman with the ability to investigate suppliers and make binding remedies.
183. It is likely that the recommendations of the CMA report will be implemented with Ofgem being the regulator. If this does happen it could mean significant changes for the way the council manages its heat networks and deals with residents. Until further information is released it is not possible to determine the exact changes that could happen or when they could happen but the council should be actively monitoring government and Ofgem messages in this field to ensure that it has as much time to respond to any new requirements as possible.
184. The Heat Trust scheme, launched in November 2015, sets out a customer service standard that heat suppliers should provide their customers. It also provides an independent process with the Energy Ombudsman for settling complaints between customers and their heat supplier. The ombudsman service is free for final customers to access and is funded by the membership fees of heat suppliers.
185. The Heat Trust scheme describes aspects of the customer service such as guaranteed performance standards (e.g. quantity and availability of heat) and governs levels of compensation that should be paid to heat customers in the event that the guaranteed performance is not achieved. It also describes how customers should be able to report faults, acceptable response times, how customers should be billed and how complaints should be managed.
186. Cost of membership. Heat Trust membership fees (excluding VAT) for the 2019-2020 financial year are £84.05 for site registration (this is a one off payment) and £4.73 per customer connection (this is payable annually). Membership fees rise in line with CPI. For the council to register all of its heat networks with the Heat Trust would therefore cost in the region of £89,000 in year 1 and £81,000 from year 2 onwards³.
187. There is a risk to the council of joining the Heat Trust in that the compensation

³ (100 networks x £84.05) + (17,132 customers x £4.73)

levels for heat supply failure would be higher than the council currently pays out. With an ageing heat supply infrastructure, there is a risk that significant compensation sums may become payable which might be better put towards system upgrades to avoid such outages in the first place.

188. It is worth noting, however, that Heat Trust membership (or the adoption of equivalent standards) is a requirement for networks which are applying for HNIP grants (see paragraphs 63 to 66) meaning that the council may need to apply for membership for certain networks if it wishes to receive such funding.

Fuel Poverty Regulations

189. The Fuel Poverty (England) Regulations 2014 set out a legal objective for addressing fuel poverty by ensuring that as many as is reasonably practicable of the homes in which such persons live have a minimum EPC energy efficiency rating of Band C. This objective is to be achieved by 31st December 2030.
190. There are many means of improving EPC (Energy Performance Certificate) ratings which range from wall, roof and floor insulation to solar panels that contribute to a dwelling's energy supply. One way of improving EPC ratings is to improve the efficiency of the heating system as more efficient systems provide heat more economically.
191. District heating systems can have their efficiency ratings calculated and such ratings can be fed into the software that calculated EPC scores, thereby providing a method for improving the council housing's EPC ratings by investing in the district systems.
192. The implications of the Fuel Poverty regulations are far wider than just improving the council's district heating systems however and are likely to be addressed in other ways.

Electricity supply regulation – private wire

193. It is worth noting that none of the strategic heat network opportunities identified within this report are proposed to include private wire systems. The requirements outlined below should not, therefore, apply to the council in the short term. However, it is worth being aware that such requirements would apply if the council did implement a private wire system.
194. Some low and zero carbon technologies such as CHP and solar PV, generate electricity that can either be used by the system operator or exported to the national grid. A third option for using the electricity, if there is too much for self-consumption, is to install a 'private wire' system which involves running a cable from the installation to another private customer. This enables the electricity to be sold for a higher price than when selling to the grid.
195. In such cases the private wire operator is supplying electricity directly to a consumer or consumers and must either be licenced or apply to be licence exempt. The route chosen will most likely be determined by the scale of supply, with smaller suppliers normally opting for the licence exempt approach.
196. Even a licence exempt private wire operator is obliged to facilitate its consumers switching to another electricity supplier. This is termed 'Third Party Access' and

can even include entirely new customer connections being made and the private wire operator permitting another electricity supplier using the “private” wire to supply existing or new customers. The private wire owner would be allowed to charge the other electricity supplier for use of the wire but would need to receive Ofgem approval on the charging methodology. Third Party Access requirements are accommodated in The Electricity and Gas (Internal Markets) Regulations 2011.

Governance

197. Given that the emerging district heating strategy outlined above relates to issues of compliance, meeting people’s basic heating needs, large investment sums and requires rapid delivery, it is proposed that a Heat Networks Governance Board be established to monitor current operation and oversee the development and delivery of the investment strategy.
198. It is proposed that the board be comprised of the Cabinet Member for Housing and Modernisation (to chair or designate the chair) Strategic Director for Housing & Modernisation, Director of Asset Management, the Head of Engineering, officers responsible for district heating maintenance and officers responsible for investment strategy. Officers from finance, sustainability and other departments could be invited as required.
199. The board should review:
- Current and historic performance utilising a suitable dashboard
 - Issues relating to resident engagement or complaints
 - Issues relating to the emerging investment strategy
 - Issues relating to specific projects

Resident consultation

200. Residents are the ones directly affected by any problems with the council’s district heating systems, and also by the investment strategy. Suitable resident consultation group(s) will be established to liaise with council officers throughout this process.
201. Engaging with a relatively small group of residents who represent much wider groups, should provide a constructive means of early consultation that allows more detailed dialogue and discussion. A working group or groups could also advise on the most appropriate form of wider consultation exercises.
202. Tenants Council has suggested recently⁴ the establishment of a residents working group with members selected from tenants council and SGTO. Their proposal is that this group would consider the council’s management of heating outages and the emerging investment strategy.
203. This suggestion seems appropriate but the council has proposed that representatives from the Home Owners Council and Tenant Management Organisations be included in the same group in order to achieve the full breadth of representation. This wider representation needs to be balanced with the need to keep group membership to a sensible number.

⁴ Report titled ‘Heating & Hot Water Services’ from Tenants Council, dated 18th March 2019.

- 204. Some specific project opportunities (for instance the installation of a heat pump in a plant room instead of a boiler) are likely to only need light-touch consultation with residents because residents won't notice any differences in heating provision or their heating charges.
- 205. Projects which could alter the way residents receive or pay for heat, or which alter the ownership or operational structure of the heating assets will need to undergo much more extensive consultation with residents. The form that this consultation process takes could be informed by the proposed new group.
- 206. Consultation process are also likely to change in the future as the current Resident Involvement Review reaches its conclusions and these changes will need to be taken into account.

Staff resource implications

- 207. The number of projects and work streams to be managed concurrently mean that a Heat Networks Officer will be needed, to work alongside the Strategic Project Manager. It is anticipated that this recruitment will be at Grade 9 level for a fixed period of two years. The primary focus for this post will be on improving the heat network asset data. As confirmed by the comments from the Strategic Director for Finance and Governance (paragraph 236), the estimated budget of £120,000 over two years will be contained within the HRA.
- 208. The protracted nature of many heat network projects, which normally involve multi-million pound investments and long-term contracts, mean that the development and delivery of the council's heat networks strategy will need to be supported by a permanent post. It is proposed to convert the current fixed term contract of the Strategic Project Manager to a permanent position. As confirmed by the comments from the Strategic Director for Finance and Governance (paragraph 236), the estimated budget of £120,000 will be contained within the HRA.
- 209. An appraisal will need to be conducted on the impact of the emerging strategy on various teams across the council, in particular Housing and Modernisation's 'Engineering' and 'Major Works' teams and their capacity to deliver additional installation projects and to adopt and carry out new proposed processes.

Policy implications

- 210. The London Plan committed to meet 25% of London's energy requirements through the use of decentralised energy by 2025.
- 211. A manifesto pledge commits the council to becoming carbon neutral by 2050 and a motion passed recently by cabinet now commits the council to achieving carbon neutrality by 2030 if possible.
- 212. Heat metering and billing regulations already require the council to install building level heat meters across its estate, and are likely to require the installation of final customer heat meters in due course.
- 213. Heat network regulation has been recommended to government and is likely to come into force in the coming years.

214. The emerging heat networks strategy outlined here will assist the council in all of these policy areas.

Community impact statement

215. More than 17,000 residents rely on the council's district heating systems for their everyday heating and hot water needs. This paper relates primarily to shaping future investment in these assets. Without careful thought and extensive investment to upgrade the systems residents will be disadvantaged. Vulnerable residents will be particularly disadvantaged by increasingly unreliable and inefficient district systems particularly affecting disabled, very young and older residents.
216. Fuel poverty should remain a key consideration for any future solution. A modern and efficient system should decrease fuel usage, particularly when internal controls are introduced. However the cost of providing heat to residents should remain a key consideration alongside the overall efficiency of their homes.
217. With regard to locations where the decision is taken to proceed with investment in heating systems, those living in properties may experience some inconvenience and disruption in the short-term, while works are taking place but communities as a whole will benefit in the longer term.
218. In local areas, the effects will be mitigated by working closely with residents on the delivery process and using experience gained on a significant number of recent projects. Residents will continue to be at the centre of and involved in works that take place. Where financially viable other positive community impacts will also be included as part of any proposed works.
219. Investing strategically in the council's heat networks will provide a better standard of heating for residents and contribute to improved general health and well being. Due consideration will be given to those tenants with specific needs both during works and after completion.
220. The Public Sector Equality Duty requires public bodies to consider all individuals when carrying out their day to day work, in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.

Financial Implications

221. It has previously been estimated that the council needs to invest around £350m capital in the next 40 years in renewing the district heating assets. This paper provides an update on the development of a heat networks strategy and investment plan that will define the short, medium and long-term investment needs. However, this process is still at an early stage and the financial implications will need to be considered in more detail in future.
222. Some short term opportunities have been identified where the financial implications have been appraised, and these implications have been covered at each point. In particular the opportunity to deliver renewable heating projects

using heat pumps was shown to have a positive business case (paragraphs 94-95) and the SELCHP extension projects discussed are thought to be investible, subject to further investigation, if some public grants can be obtained (see paragraph 107).

223. A roadmap of the necessary steps and anticipated costs likely to be incurred in developing the long term heat networks strategy and investment plan are provided within Appendix 2. Around £330k of council investment is expected to be needed to bring the renewable heating and SELCHP extension projects forward to an investable stage, and as these investigations progress each project should be considered in isolation to assess its economic viability. A further £160k is expected to be needed to improve areas of the council's heat networks asset data to allow better modelling and investment planning. Further budget is allocated to staff resource as described in paragraphs 207-209.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

224. In January 2017 the cabinet approved an interim three year investment plan for District Heating in the Borough, whilst the options for funding the modernisation of Southwark's heat network were fully explored.
225. This report now seeks approval for investment in the first renewable heating systems on council housing estates within the borough as set out in the report. It also recommends the approval of a roadmap for developing the heat networks strategy, including the identified £490k budget.
226. The report recommends the establishment of a District Heating Governance Board comprising relevant officers across the council to provide oversight for the project.
227. Pursuant to Part B of the council's constitution, the cabinet is responsible for formulating the council's overall policy objectives and priorities and to approve key strategies and they are therefore asked to approve the next stage of this plan. It is noted that some of the further decisions relating to this project will be delegated to the cabinet member for Housing & Modernisation. The Leader is able to delegate the decision making in this way in accordance with the Local Government Act 2000.
228. In considering these recommendations, the Cabinet should have regard to the council's obligations to carry out its duties in accordance with the principles of best value and to ensure its functions are exercised having regard to a combination of economy, efficiency and effectiveness.
229. In continuing to develop the plan, where this directly impacts upon the day to day lives of residents, the council should consult relevant parties on the various options before reaching decisions so that those responses can be conscientiously taken into account by the decision makers.
230. Section 105 of the Housing Act 1985 (HA1985) imposes requirements on a local authority to consult tenants, to consider representations made to them by tenants or their representatives and to publish details of the consultation arrangements. Section 20 of the Landlord and Tenant Act 1985 sets out the

consultation requirements in relation to leaseholders. The Director of Law and Democracy notes that the Strategy proposes different levels/types of consultation with residents' representatives and then with tenants and leaseholders separately, depending on the nature of works to be undertaken. The Director of Law and Democracy will continue to advise officers on the adequacy of any consultation that is proposed to ensure it is compliant with the statutory obligations.

231. The cabinet must continue to take into account the public sector equality duty (PSED) general duty under the Equality Act 2010 when making decisions in relation to this strategy, and specifically to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) to advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The PSED general duty is a continuing duty and potential equality considerations should be considered at the different stages of the programme. Cabinet is specifically referred to the community impact statement in the report, which sets out the consideration that has been given to equalities issues for this stage of the programme.
232. It is noted that further decisions will need to be made via the procurement processes of the council, and officers from legal services will provide legal advice, when required, in relation to these processes and on the models of service provision to be considered in the future.
233. The Director of Law notes that the aim of the Strategy to increase efficiency and meet the target of moving to low carbon heat systems will, when implemented, also reduce spend on legal claims based on heating defects (such as outages, caused by leaks in aging underground pipes, etc., and the lack of control by the residents, among other issues). The Director of Law also notes the plan to work with residents to reduce disruption to them during the works – such reduction, if successful, this is likely to help in reducing legal claims which are likely to occur during the major works.
234. The report highlights the fact that the council is working to comply with new legislation, including the **Heat Network (Metering and Billing) Regulations 2014 (The Regulations)**. The Director of Law and Democracy notes that some reporting under these regulations is being done; heat meters have been installed in new buildings and steps are being taken to ensure that billing and maintenance functions (in relation to the meters) are undertaken by a 3rd party provider. Until the meters are switched on (to enable actual consumption to be shown in accordance with the regulations), the council has taken the practical option of not billing the residents with these meters at this time.
235. The statutory duties and powers referred to in this report are noted by the Director of Law and Democracy, in particular the responsibilities arising from the Networks (Metering and Billing) Regulations. It will be important for the council to continue to plan a programme which enables compliance with these regulations.

Strategic Director of Finance and Governance (H&M 19/031)

236. The Strategic Director of Finance and Governance notes the contents of the report. The development of a long-term heat network strategy is essential to address the ageing district heating infrastructure and achieve the council's ambitious carbon reduction target by 2030. Work to date has identified a number of opportunities for the adoption of renewable heat technologies, such as heat pumps. Whilst early stage feasibility shows positive results, the financial viability of such projects is dependant on the receipt of financial incentives in the form of Renewable Heat Incentive (RHI) funding from government. This is payable for a period of 20 years based on the amount of heat generated, but access to this funding is currently only guaranteed until March 2021. Beyond this date, it is unclear what if any incentives will be available, but given government's recent commitment to carbon reduction, this is likely to require on-going government support. Paragraphs 91-96 set out the proposed sites for investment along with the financial modelling which indicates a positive NPV and net receipt to the council over the lifetime of the RHI funding. Furthermore, the report outlines the opportunity for accessing GLA loan funding from the Mayor's Energy Efficiency Fund (MEEF) to fund up to 100% of the capital cost of the eligible projects over a period of 20 years at a discounted interest rate. In line with existing practice, the consideration of borrowing (either through PWLB or alternative sources), along with other financing sources would be part of any scheme appraisal and be assessed on a case by case basis to achieve the optimum outcome. The revenue and employee costs related to this project (as set out in Appendix 2) will be fully contained within the HRA.

ACRONYMNS

ALMO	-	Arms Length Management Organisation
BEIS	-	Department for Business, Energy & Industrial Strategy
CHP	-	Combined Heat & Power
CMA	-	Competition & Markets Authority
DEEP	-	Decentralised Energy Enabling Project
DPD	-	Detailed Project Development
EA	-	Environment Agency
ECO	-	Energy Company Obligation
EPC	-	Energy Performance Certificate
ESCO	-	Energy Supply/Services Company
GHG	-	Greenhouse Gas
GLA	-	Greater London Authority
HMMP	-	Heat Mapping & Masterplanning
HNDU	-	Heat Network Delivery Unit
HNIP	-	Heat Network Investment Project
HRA	-	Housing Revenue Account
IPCC	-	Intergovernmental Panel on Climate Change
IRR	-	Internal Rate of Return
JV	-	Joint Venture
LEEF	-	London Energy Efficiency Fund
LSBU	-	London South Bank University
MEEF	-	Mayor's Energy Efficiency Fund
O&M	-	Operation & Maintenance
OJEU	-	Official Journal of the European Union
OKR	-	Old Kent Road
PPP	-	Public-Private Partnership

PWLB	-	Public Works Loan Board
NPV	-	Net Present Value
RHI	-	Renewable Heat Incentive
SELCHP	-	South East London Combined Heat & Power
TFL	-	Transport for London

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Borough-wide District Heating Strategy (January 2016)	Southwark Council Housing and Modernisation Hub 3, 3rd Floor 160 Tooley Street London SE1 2QH	Richard George 020 7525 3293
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s66102/Report%20Borough-wide%20District%20Heating%20Strategy.pdf		
Climate emergency motion	Constitutional Team 160 Tooley Street London SE1 2QH	Andrew Weir 020 7525 7222
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s81367/Report%20Themed%20motion.pdf		

APPENDICES

No.	Title
Appendix 1	Summary table of ESCO structures
Appendix 2	Roadmap for developing heat networks strategy
Appendix 3	Progress against 3 year programme proposed in January 2017 cabinet paper

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing Mangement and Modernisation	
Lead Officer	Michael Scorer, Strategic Director Housing and Modernisation	
Report Author	Tom Vosper, Strategic Project Manager, Heat Networks	
Version	Final	
Dated	5 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		5 July 2019

SUMMARY TABLE OF ESCO STRUCTURES

Description	Funding	Construction	Ownership	O&M	Potential application
Public Sector - traditional	LBS funds Grant funding Other public funds	Public procurement of construction contracts by LBS	LBS direct	LBS internal or public procurement of O&M contract	LBS procure schemes. The heat is then sold on to heat customers. Full LBS control. LBS take all the risk and benefit.
Public sector – arms length organisation	LBS funds Grant funding Other public funds ALMO Borrowing	Public procurement of construction contracts by ALMO	ALMO	ALMO direct or public procurement of O&M contract	As above but LBS set up an ALMO to manage the delivery and operation of the scheme. Potential to avoid public procurement rules and engage in commercial markets. Full LBS control. LBS take all the risk and benefit.
Public Private Partnership – JV company	Part as Public Sector plus private sector equity plus private sector debt	Public/private sector procurement of construction contracts (depends on JV structure and partner capabilities)	JV Co Ltd	JV Co direct or Public/private sector procurement of O&M contracts (depends on JV structure and partner capabilities)	LBS and a partner as shareholders of a single entity. LBS able to exert influence over priorities such as reduction of fuel poverty, CO ₂ reduction, prioritising connection of future developments. Shared risk.
PPP – split responsibilities (e.g. energy supply private – infrastructure public sector)	Part as public sector plus private sector equity plus private sector debt	Split public/private procurement with interface management	Split public/private	Split public/private procurement of O&M services. Public O&M potentially packaged with private sector partner	LBS and partner with different roles, e.g. LBS procure pipe network, partner funds EC and customer interfaces. Benefits as with JV option, i.e. LBS retain maximum possible influence. Risk is shared in part, but can be weighted heavily in one direction (e.g. network construction risk if LBS fund the network installation would sit with LBS).
Private sector – direct energy services contract	Private sector debt/equity Grant funding – limited availability Supported by contract for services	Public procurement for energy services (heat, power) – fixed scope Private sector construction contracts	Private sector – reversion to public after defined period	Private sector	Infrastructure ownership reverts to public sector once the contract for services has repaid the private sector debt/capital spend. Risk sits with private sector until asset is transferred.
Private sector – concession	Private sector debt/equity Grant funding – limited availability. Supported by concession	Public procurement for concession – fixed area/service variable scope. Private sector construction contracts	Private sector – reversion to public after defined period	Private sector	As with direct energy services contract option above, but the concession covers a fixed area rather than a fixed set of loads. Typically this would be for a new development area where specific requirements can be placed on developers to connect to a network. Risk sits with private sector until asset is transferred.
Private sector speculative	Private sector debt/equity Grant funding – limited availability. Underwritten by supply contract	Private sector	Private sector	Private sector	LBS has no influence over the connected loads, receives none of the commercial benefits but takes none of the risk. Still contributes towards some of LBS's drivers – CO ₂ reduction etc., but risks being at odds with LBS social agenda.

ROADMAP FOR DEVELOPING HEAT NETWORKS STRATEGY

Roadmap work stream / task	Timescale	Due by	Resources	Roadmap revenue budget by FY			
				Total	2019/20	2020/21	2021/22
RHI Schemes							
Fast track project development studies, statutory checks & decision to progress	2 months	Jun-19					
Procurement - sub OJEU levels	8-10 months	Mar-20	Staff time				
Award of contract	1 month	Apr-20	Staff time				
Installation & RHI registration	12 months	Mar-21	Contract value				
RHI quarterly submissions	20 years	Ongoing	Staff time				
<i>Estimated revenue budget - RHI schemes</i>				(10,000)	(10,000)		
Asset data & internal process development							
Develop scope for network mapping and data management system	2 months	Jun-19	Staff time				
Procurement and delivery of the above	12 months	Jun-20					
Develop scope for condition surveys focussed on secondary and dwelling systems	2 months	Jun-19	Staff time				
Procurement and delivery of the above	8 months	Apr-20					
Develop scope for refresh of financial modelling	2 months	Jun-19	Staff time				
Procurement and delivery of the above	6 months	Feb-20					
Develop and implement process for live lifecycle modelling based on the above	2 months	Apr-20	Staff time				
Develop and implement processes for heating replacement options appraisals and performance reporting	4 months	Sep-19	Staff time				
<i>Estimated revenue budget - data & process</i>				(160,000)	(110,000)	(50,000)	
Strategic network expansion / renewal							
Engagement with key stakeholders: - SELCHP Canada Water - Veolia, British Land, GLA - SELCHP Peckham/OKR - Veolia, The Council, Schools - Elephant & Castle - EON, LendLease - Kennington - TfL - Earls' Sluice - Thames Water	2 months	Jun-19	Staff time				
HNDU grant applications	2 months	Aug-19	Staff time / grant				
Procure & deliver DPD work - SELCHP CW	8 months	Apr-20					
Procure & deliver DPD work - SELCHP Peckham/OKR	12 months	Aug-20					
Procure & deliver feasibility work for other opportunities	12 months	Aug-20					
HNIP grant applications for viable schemes	6 months	Feb-21	Staff time				
Legal advice re procurement & variations to existing SELCHP contract	12 months	Mar-22					
Procurement of viable schemes	12 months	Mar-22	Staff time				
<i>Estimated revenue budget - strategic networks</i>				(320,000)	(110,000)	(150,000)	(60,000)
Resident consultation & ESCo / delivery partner development							
Work with resident consultation groups to shape the future heat networks strategy	12 months	Ongoing	Staff time				
Soft market testing of ESCo delivery models	12 months	Ongoing	Staff time				
ESCo / partner procurement (if appropriate)	TBC	TBC	TBC				
<i>Estimated revenue budget - consultation & ESCo</i>							
Other							
Continue to review heat metering and billing requirements and implement first phase of building level meters	Ongoing	n/a	Staff time				
Continue to review emerging heat network regulation requirements	Ongoing	n/a	Staff time				
Ongoing cross departmental working group to ensure input and buy-in to development of the heat network strategy	Ongoing	n/a	Staff time				
<i>Estimated revenue budget - other</i>							
Total estimated external costs (revenue)			£490k	(490,000)	(230,000)	(200,000)	(60,000)
Staff budget for 2 year Grade 9 Heat Network Officer			£120k	(120,000)	(30,000)	(60,000)	(30,000)
Additional staff budget for Strategic PM becoming permanent			£120k	(120,100)		(29,400)	(90,700)
Total revenue budget forecast			£730k	(730,100)	(260,000)	(289,400)	(180,700)

PROGRESS AGAINST 3 YEAR PROGRAMME PROPOSED IN JANUARY 2017 CABINET PAPER

No	Project Name	Start on Site Date	Start on Site Date A/E	Practical Completion Date	Practical Completion Date A/E
2017/18					
233	Brandon Plant Rooms 17-18 QHIP	12/03/2018	Actual	10/01/2020	Estimate
236	Perronet Boiler & plant 17-18 QHIP	22/01/2018	Actual	27/07/2018	Actual
237	Cossall Estate boiler only 17-18 QHIP	10/01/2020	Estimate	09/01/2021	Estimate
239	Four Squares/Rouel Road Plant Rooms and water tower 17-18 QHIP	02/08/2019	Estimate	25/10/2020	Estimate
2018/19					
241	Phase 1 Wyndham Estate (Heating Mains, plant, BH)18-19 QHIP	14/12/2019	Estimate	11/07/2020	Estimate
242	Brimmington Estate (Heating Mains) 18-19 QHIP	01/08/2019	Estimate	16/01/2020	Estimate
2019/20					
245	Albert Barnes QHIP 19-20	17/08/2019	Estimate	04/04/2020	Estimate
249	Masterman QHIP 19-20	06/08/2019	Estimate	24/03/2020	Estimate
2020/21					
250	Wyndham Phase 2 Heating QHIP 2020 -21				

Item No. 15.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Intermediate rent housing list – feedback on the consultation and agreeing the next steps	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Kieron Williams, Housing Management and Modernisation	

FOREWORD – COUNCILLOR KIERON WILLIAMS, CABINET MEMBER FOR HOUSING MANAGEMENT AND MODERNISATION

The housing crisis is the greatest challenge facing London today, and tackling it is one of the council’s biggest priorities. We are doing this by increasing the supply of affordable homes and by helping people to find a home that is right for them.

Our first priority is building 11,000 new council homes to help meet the needs of the 11,000 people on our social housing waiting list. However with demand for social housing outstripping supply we have to focus on giving those homes to the people in most need. This leaves many others on average incomes unable to find a long term home in Southwark that they can afford. Intermediate rent housing provides an option for these people, offering middle-income Londoners below market rents and longer more secure tenancies.

This paper sets out our plans to ensure intermediate rent homes in our borough are allocated fairly. It outlines our proposed focus on providing affordable accommodation for key workers who provide essential services for Southwark residents, like teachers, social workers and nurses, but who would otherwise be priced out of our borough. As well as those fleeing domestic abuse.

We are waiting for further details on the national and London policy context for these proposals, hence a final decision on our policy for the allocation of these homes will be taken in the autumn.

RECOMMENDATIONS

Recommendations for the Cabinet

1. To agree to continue with plans to introduce an intermediate rent housing list.
2. To agree the outline eligibility criteria and priority system for the new intermediate rent housing list, based on the feedback from the consultation with residents and other stakeholders (as set in paragraphs 20-37).

Recommendation for the Leader of the Council

3. To delegate authority to the cabinet member for housing management and

modernisation in consultation with the strategic director for housing and modernisation to agree the final design of the scheme, once the London Plan has been adopted (given the issues detailed in paragraphs 38-45).

BACKGROUND INFORMATION

4. The Council Plan 2018-22 includes a commitment to secure more discount market rent homes at the London Living Rent level, as defined by the Mayor of London. London Living Rent is a type of affordable housing for middle-income Londoners, with lower rents to help the household save up for a deposit. Southwark Council has proposed introducing a new intermediate rent housing list to assist with the allocation of intermediate rent housing products. The list would not be used for shared ownership housing which would continue to be allocated through the Mayor of London's online portal.
5. The proposal for the intermediate rent list was developed in response to changes in the national planning policy framework (NPPF). These changes allow developers to meet the affordable requirement on purpose built private rental developments through a new private discount market rent product. The Mayor of London's Affordable Housing and Viability Supplementary Planning Guidance August 2017 and the draft London Plan now directs the affordable housing requirement on purpose built build to rent developments towards London Living Rent or similar discounted market rent products. These documents would count as material considerations in future planning decisions. The council has developed a new P4 policy in the New Southwark Plan to try to maximise the supply of properties at the lower rent end of the spectrum. The new intermediate rent housing list will help ensure any properties developed at these lower rents go to households in most need of these properties.
6. Cabinet directed officers to publically consult on proposals for the intermediate rent housing list in December 2017. The consultation ran from July 2018 to the end of November 2018. The consultation covered the eligibility criteria, priority star system and some questions about what should happen at the end of a fixed term tenancy where circumstances have changed. This report provides feedback on that consultation. Since the consultation concluded there have been some changes at national, London and local level which have complicated the position and impacted on the proposals.
7. In September 2018 the Government published some guidance around purpose built private rent developments which has contradicted some of the council's proposals. At a London level the Mayor of London has submitted his latest draft of the London Plan. This document contains many references to the affordable requirement on purpose built private rental developments, but which also run contrary to the national planning guidance. The examination in public on the London has concluded. The Mayor is awaiting the Inspectors' Report which will set out their recommendation on the Plan, whether it can proceed to adoption and any amendments that are required. The report is expected to be available October/November 2019. The London Plan should then proceed to adoption. Once adopted this document will have weight in planning decisions as the London Plan is part of the council's development plan. These issues are considered in more detail in Section Two of this report.
8. At a local level, the council is aiming for submission of the New Southwark Plan to

the Secretary of State in July 2019, with the Examination in Public to follow. This is pending completion of work required for the submission so this may need to be delayed until September. There were some revisions to the P4 Private Rented Homes Policy since the start of the intermediate rent list consultation. While 65% of the scheme will still be permitted to be let at market rents, 18% will now need to be let at London Living Rent levels (let through the new intermediate rent list) and 12% will need to be at social rent levels (let via the social housing list). The proposal for 5% at up to 80% market rent was removed in line with the draft London Plan.

KEY ISSUES FOR CONSIDERATION

Consultation

9. The consultation ran from 25 July 2018 to 18 November 2018. The main method of consultation was the web-based consultation document. The internet, press releases and social media were used to try to raise awareness of the consultation. Officers also wrote to developers and key worker organisations to encourage their feedback. Officers also met directly with existing groups such as the Southwark housing association group (SOUHAG), the futures steering board (FSB), tenant council, homeowner council and TMO liaison committee. Announcements were also made at community councils and this consultation was included in community council newsletters/Facebook pages etc. The council also met with officers from the GLA.
10. There were 90 responses to the actual consultation survey online and five emails with comments. Overall there was a good spread of responses from different tenures, ages, ethnicities, sexualities, religions and disabilities. Male respondents were under represented. Appendix A gives more detailed feedback on the consultation.
11. Broadly the consultation supported the proposals put forward in the consultation but there were a number of very helpful suggestions for slight changes.

Eligibility

12. In the consultation the council proposed the following eligibility criteria to join the intermediate housing rent list.

Residence in the borough or a key worker working in Southwark
A household with a household income of less than £60,000 for London Living Rent equivalent properties and less than £90,000 for properties up to 80% market rent.
A household with a minimum earned income of £26,000
To be not an existing homeowner unless the current property is unsuitable (overcrowded/disabled access/unaffordable) and the household is unable to buy/rent in the private market.
That nobody in the household has been guilty of unacceptable behaviour serious enough to make the applicant unsuitable to be an intermediate rent tenant
That the main applicant is aged 18 or over
The household can be formed of 2 or more unrelated households (sharers)

13. The consultation feedback generally supported a residency requirement. On average the consultation feedback suggested the residency requirement should be three years. Therefore the recommended eligibility criteria will include a three year

residency requirement to ensure the scheme is supporting local residents. Some respondents felt this should be able to include former time lived in the borough where people have been priced out. This could make the scheme difficult to administer so will need further consideration. Therefore the definition of the residency requirement will be finalised in the IDM paper on the final design of the scheme.

14. Most people supported waiving the residency requirement for key workers working in Southwark. In addition, in line with the principles of the Southwark Domestic Abuse Strategy the recommendation is that the residency requirement be waived for anyone fleeing domestic abuse.
15. There was a fairly high level of opposition to the minimum income caps. The minimum income criteria "being about right" had the highest number of positive responses at 51%, but 21% said this was too high and a further 17% felt there should be no income threshold. This minimum income had been calculated based on what was required to afford a London Living Rent level in the cheaper areas of the borough. If this was lowered it could be very difficult a household to afford the rents. In response, the proposal is that individuals on lower incomes are allowed to share a property. There was support for this aspect in the consultation. This will enable lower income key workers to join together to meet the minimum income threshold. The final design will cover how this will work in terms of who would be responsible for the rent in the case where one of the household members wanted to move out.
16. There were many negative comments in the consultation about the proposed £60-£90k income band. This was seen by many as too high. This band had been included based on viability concerns of the overall scheme, but research has now concluded that this is not required. Therefore this part of the proposal has been removed from the New Southwark Plan.
17. There will be a need to update both the maximum and minimum income thresholds. These will be updated annually in response to changes by the Mayor of London to the London Living Rent scheme. In the case of the minimum income, this will be based on the income required to afford the London Living Rent level in the cheapest ward, with a third of income be used on rent. For the maximum income this will be the maximum income cap set by the Mayor of London.
18. One respondent suggested changing the criteria "To be not an existing homeowner unless the current property is unsuitable (overcrowded/disabled access/unaffordable) and the household is unable to buy/rent in the private market". This will be changed to referring to just buying in the market. Households in this eligibility category will need to demonstrate exceptional need and this will be judged in relation to their current housing need and their resources. A household will be expected to sell their home prior to taking up a tenancy under the scheme.
19. As per guidance from the Mayor of London, in the unlikely event that property is not let within three months of advertising, the eligibility criteria will need to revert to the broader criteria as set by the Mayor of London.
20. Cabinet is requested to agree the following new eligibility criteria:

Proposed eligibility criteria
<p>The main applicant must be aged 18 or over and:</p> <ul style="list-style-type: none"> • have lived in Southwark for the last 3 years; <i>or</i> • be a key worker working in Southwark (or in a neighbouring hospital which routinely provides services for a significant number of Southwark residents) <i>or</i> • be a Southwark resident who is fleeing domestic abuse
<p>The whole household (which can be formed of two or more unrelated households or sharers) must have a :</p> <ul style="list-style-type: none"> • maximum combined income of £60,000; <i>and</i> • minimum combined income of £26,000
<p>Members of the household must not:</p> <ul style="list-style-type: none"> • be an existing homeowner, unless the current property is unsuitable (overcrowded/disabled access/unaffordable) and the household is unable to buy in the private market. • have been guilty of unacceptable behavior serious enough to make them unsuitable to be an intermediate rent tenant

Bidding

21. Most respondents felt that people should only be able to bid for a property with the number of rooms they require, so this is the recommended option but with some discretion where they may be special circumstances which mean an additional room is required. This will be defined in the final IDM report on the scheme.

The prioritisation system

22. In the consultation, the council proposed introducing a priority star system where some categories of people would qualify for priority stars. It was proposed that where applicants have the same number of priority stars, priority would go to who had been on the waiting list for the longest time. Where this still results in a “tie” there would be a lottery system to decide the allocation.
23. The consultation asked for views about who should get priority stars. Keyworkers received the highest level of support. Many comments proposed giving key workers additional priority or having a separate scheme for key workers. However there were some counter arguments that everybody should be treated equally.
24. All groups received some level of support as indicated by the following table. Armed forces personnel got the least support at around 39%. However this was included to be in alignment with national guidance around priority for this group. The other categories were included as these are households the council is specifically looking to support. Therefore the recommended is to retain all these priority groups.

Option	Total support	Percent
Key workers	64	71%
Victims of domestic violence/abuse/harassment	54	60%
Carers	48	53%
People fostering or adopting who need more rooms	44	49%
Armed Forces personnel	35	39%

Option	Total support	Percent
No group should receive additional priority	16	18%
Not Answered	0	0%

25. There was a suggestion to include private rented sector tenants who are being displaced through regeneration as one of the priority categories. This would help support regeneration and help households who would not be considered to be in priority need to stay in the borough. This could also include residents displaced by regeneration activity, living in households who are not the main tenant. It is recommended that this is included as a new priority star category, but for this to be defined and regularly updated as required by the cabinet member for housing management and modernisation in consultation with the director for housing and modernisation.

Key workers

26. The consultation sought comments on who should be included in the key worker definition. Most key worker groups proposed received high levels of support as per the following table. The responses suggested the need to make it clearer that doctors and transport police would be included within the definition of key workers.

Option	Total	Percent
Nurses, and other clinical staff employed by NHS	73	81%
Firefighters	66	73%
Teachers/teaching assistants (from non-fee charging schools)	66	73%
Police officers/Police Community Support officers (PCSO)	61	68%
Social workers, educational psychologists and therapists delivering services for the Council	56	62%
No keyworker should receive additional priority	15	17%
Other	19	21%
Not Answered	1	1%

27. There was no clear outcome in the consultation on whether the definition of key workers should include keyworkers who work in neighbouring boroughs or across London. Opinion was split equally across the three options. The recommendation is that this is restricted to key workers working in Southwark and to hospital staff in neighbouring boroughs where the hospital routinely provides services for a significant number of our residents.
28. If this is restricted to key workers working in Southwark there is potentially an issue of what happens where the key worker does not work to defined Southwark boundaries (across multiple hospitals for example), or for an employer based just over the borough boundary who provides significant services to Southwark residents (e.g. a local school, doctors, hospital, fire station etc.). So there may be a need for discretion where it can be clearly demonstrated that the keyworker is delivering services for a significant number of Southwark residents. This will be clarified in the final IDM decision on the scheme.

29. Unfortunately there was limited feedback from key worker organisations on recruitment and retention issues.
30. The education sector provided clear evidence of recruitment issues in the education sector which has largely been attributed to the cost of living. Between September 2017 and June 2018 there were 70 job listings at various primary and secondary schools across the borough. Of these 23 had nobody click to proceed to the application stage. These included posts across the range of levels from head teacher to teaching assistants and after school play workers. In 42 cases there was less than three applications. Only 4.1% of those who clicked for more information actually went on to click the application page.
31. The response from the London Fire Brigade stated that they do not have recruitment issues but over 50% of workers now live outside London which reduces London's resilience in the event of a major incident.
32. More work is required to provide the solid evidence of recruitment and retention issues to justify prioritising other proposed types of key worker. The final definition may also need to differentiate between key workers who are undertaking very short term or temporary work in Southwark and those who have a long term role working in the borough. Therefore the exact definition of key workers will be subject to continued research. This will also be aligned with the definition used in the social housing allocation scheme, which the council will be consulting on shortly. Therefore this final definition will be included in the IDM report on the final design of the scheme.

Tenancy renewals and savings requirements

33. The consultation asked about what should happen at the end of a three year tenancy if the resident's income had increased. There was no clear preference for any option in the consultation as per the table below, though extending the tenancy on the same terms had the most support.

Option	Total	Percent
End the tenancy and expect the tenant to find alternative accommodation	12	13%
End the tenancy but offer an alternative higher rent property	19	21%
Increase the rent of the current property but lower the rent on an alternative property in the same block when it becomes vacant	23	26%
Extend/renew the tenancy on the same terms	25	28%
Other (please explain below)	9	10%
Not Answered	2	2%

34. Generally people opposed evicting somebody due to having an increased income but there were also many concerns raised about why somebody on a higher income would continue to receive a lower rent while others are still struggling. As these households would ideally be trying to save to buy a property, the recommendation is therefore that these households are prioritised to be given information about potential other solutions such as shared ownership, while

maintaining the same rent levels.

35. There were some comments about the lack of security of tenure of these units, with some arguing that the three year tenancy period should be longer. The three year period would still offer tenants greater security than renting in most of the wider private rented sector, but the council is also keen to maximise the security of tenure for residents. The actual length of the tenancy and what happens at the end of the tenancy may vary for different schemes. The council will work with any developers to maximise the long term security for these tenants.
36. The consultation asked whether there should be a requirement to save. Mainly respondents opposed a mandatory requirement. But it is recommended that this is still supported throughout the tenancy.

Subletting

37. There were a number of comments in the consultation about the need to build in adequate protections around subletting, and use of the properties for very short term/holiday lettings. The council agrees with these concerns, so protections will be included in the final design of the scheme.

External factors that may impact on the final design and operation of the intermediate rent housing list

38. As stated in the background section of this report, there have been a number of changes to national planning guidance which could potentially impact on the final design of the scheme. The council maintains the position that there is a need for an intermediate rent housing list to ensure that any properties developed go to those most in need of these properties. However there may be a need to adjust the proposals further depending on the outcomes of the examination in public of the London Plan and the examination in public of the New Southwark Plan.
39. On 13 September 2018 the Government published guidance on Build to Rent. This is available at <https://www.gov.uk/guidance/build-to-rent>.

Eligibility

40. On the issue of eligibility for the intermediate rent units, the national planning guidance states that local authorities should not impose eligibility requirements on developers and that this should be agreed locally. It states *“Final decisions over the occupancy criteria should be made by the build to rent scheme operator, working with the local authority....eligibility should not constitute grounds for refusing a planning permission.”* It does state however that *“Eligibility criteria should be determined with regard to local household income levels, related to local rent levels.”*
41. The Mayor of London’s affordable housing and viability supplementary planning guidance states that “Discount market rent and London Living Rent are intermediate products and as such should be allocated according to intermediate eligibility criteria, which can include locally defined eligibility criteria. Where the local planning authority has an intermediate or discount market rent waiting list they should agree with the applicant a process for providing priority access to the discount market rent units for

those on the waiting list.” This is repeated in the draft London Plan with minor alterations. The London Plan also sets its own eligibility criteria of a maximum household income of £60,000 (as per the Southwark figure).

42. The GLA submitted their London Plan prior to the changes with the national planning policy framework guidance coming in to effect; therefore this did not take account of these national policy changes. The examination in public on the London has concluded. The Mayor is awaiting the Inspectors’ Report which will set out their recommendation on the Plan, whether it can proceed to adoption and any amendments that are required. The report is expected to be available October/November 2019. The London Plan should then proceed to adoption. Once the London Plan is adopted, this will have weight in any planning decision therefore the council intends to continue with the slightly amended eligibility criteria set out in this report.

Nominations

43. On the issue of nominations for the intermediate rent units, the national planning guidance states *“Where authorities maintain an ‘intermediate housing list’ they may wish to suggest names from this, or potentially even their Statutory Housing list, taking into account the affordability of the homes to those on the list.”* But it also stated *“Authorities should refrain from having direct nomination rights from their housing list.”*
44. As stated in paragraph above, the Mayor of London documents state *“Where the local planning authority has an intermediate or discount market rent waiting list they should agree with the applicant a process for providing priority access to the discount market rent units for those on the waiting list.”*
45. The council firmly believes these units should be prioritised for those in most need according to the priorities set out in this report, so will continue with the plans as in this report. But the issue is about how far the council can insist on the developer taking the households from this list. The council will do everything within its powers, both formally and through working informally with landlords and developers, to ensure these units to go the households at the top of the intermediate rent list, but this may need reflecting in the final design of the scheme following the both examinations in public and the adoption of these plans.

Initial proposals for the final design of the scheme

46. Due to the issues raised in section two it is not yet possible to say exactly how the scheme will operate, but the following section sets out our expected broad design for the scheme. The next IDM paper will finalise these details.
47. The council is proposing to use an in-house system to administer the list. This will be branded separately from the existing social housing register. The registration for the list would be online. This could include a single point of entry with guidance to help the household work out which list is most appropriate for them, with a single housing options database. Households will be able to be on both lists provided they meet the eligibility criteria. This process will be carefully designed to make it clear that this intermediate rent housing list is a very different option to the social housing list.

48. While the focus would be on providing advice online, there will be need for some advice and support, to help with problems registering and for advice in terms of the product and affordability.
49. Once households have registered and know their banding, they would be able to bid for intermediate branded properties on a micro site of the council's homesearch website). The microsite would ensure the properties were kept completely separate from the Part VI allocations, and ensure these properties were clearly differentiated from social rented properties to avoid confusion.
50. High priority intermediate register list households could choose to be sent email notifications of suitable properties as they become available, as this could be quite sporadic as schemes come forward.
51. The current proposal is that properties would be advertised for a set period of time. The property would be initially offered to the bidder with the highest number of priority stars. If there were still two or more equal households the property would be offered to the customer who had been on the intermediate rent housing list the longest.

Next steps

52. The planning policy team is aiming for submission of the New Southwark Plan to the Secretary of State in July 2019, with the examination in public to follow. This is pending completion of work required for the submission so may be delayed until September.
53. As stated in issues for consideration section two, following changes to the national guidance there remains some uncertainty in regard to the exact position on allocation/nominations and eligibility criteria. The London Plan should be 'adopted' following receipt of the inspector's report setting out recommended changes. The report is expected to be available October/November 2019. This should help resolve these issues.
54. There are a number of practical details to work through, and a full equalities impact will need to be carried out, prior to getting the scheme up and running. Therefore as stated earlier in this report, the recommendation of is that the final design of the scheme be agreed through an IDM report by the cabinet member for housing management and modernisation in consultation with the strategic director for housing and modernisation.
55. Following the implementation of the list, it is also proposed that the eligibility and priority categories are reviewed after one year to see how well these are working, for example the number of households in each priority category, and the number of lets going to each priority category. This will also include an analysis of the equalities data gathered. This will be covered in a further report.

Policy implications

56. The final policy will need to align with the council's planning policies around intermediate housing following the examination in public of the New Southwark Plan.
57. The final policy design will be agreed through a further IDM report on the

intermediate rent housing list.

58. The council will need to keep this policy under review to assess how effectively the new list is operating, and to consider any equalities issues.
59. The intermediate rent housing list will be kept separate from the social housing allocations scheme so will not impact on how the council meets its duties under the 1996 Housing Act Part VI. However, some households could be on both lists. For simplicity there will be need to ensure consistent wording in some areas between the two schemes, such as around armed forces, domestic violence, fostering, key worker definitions etc.

Community impact statement

60. The council is still in the process of identifying and analysing the potential equalities impacts of this proposed policy. No significant concerns were raised through the consultation (as covered in Appendix A). There is very limited data in relation to protected characteristics for people from the key priority groups. Many of the likely recipients of this housing are likely to be from the private rented sector where there is again very little data. Therefore it will be important to ensure this is closely monitored once the scheme is implemented to help assess if the policy is having any unintended impact on any particular protected characteristic. This will require ongoing monitoring of both applications to join the list, and at the letting stage.

Resource implications

Financial issues

61. There will be resource implications for introducing and administering the new intermediate rent housing list. Officers are still working to fully establish the resource requirements which will be dependent on the final design of the scheme. These will be included in the IDM report on the final design for the scheme.

Budget issues

62. The funding for ongoing annual monitoring and administration will be covered in the next IDM report.

Staffing issues

63. There will be need for a dedicated project officer to coordinate the initial setting up of the scheme once agreed. This will be confirmed in the next IDM Report.
64. There is likely to be peaks and troughs in the work administering the intermediate rent housing list, particularly as new schemes come forward. This will need to be monitored closely and the resource requirements will need to be kept under review. As soon as people are allowed to join the intermediate rent housing list, there will need to be an officer in place to administer the applications. To build in flexibility officers could be appointed on fixed term contracts.

Legal implications

65. Officers have sought advice on the potential legal implications in the development of these proposals. The full legal implications of the final agreed scheme will be included in the IDM report.

Consultation

66. A summary of the consultation feedback was included in section 1. This also explained how the consultation feedback has impacted on the plans for the intermediate rent housing list. As this report is not fundamentally altering the proposals for the intermediate rent housing list no further consultation is proposed.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

67. Section 106 of the Town and Country Planning Act 1990 (as amended) (TCPA) allows a local planning authority to impose restrictions on the development or use of land or to require land to be used in a specific way. The delivery of affordable housing is one such use of land, which is commonly secured through the use of agreements between the local planning authority and the developer. Such agreements are enforceable by the local planning authority against the person who first enters into the agreement, and any person deriving title to the land from that person, pursuant to s.106 (3) TCPA. Intermediate rented housing may be secured through such agreements in the same way as other forms of affordable housing.
68. The TCPA does not restrict the terms which may be imposed by the planning authority on eligibility for affordable housing or the terms on which it may be offered: this is a matter which falls to be determined by application of the local authority's housing policies. In relation to housing offered by private landlords, the authority has discretion to set eligibility and allocation criteria in accordance with those policies; to select applicants who satisfy those criteria; and to nominate those individuals to the developer as tenants.
69. However, this is not the case in relation to housing offered by PRPs. Section 159 of the Housing Act 1996 states that a local housing authority "allocates" housing accommodation when it "nominates" a person to be an assured tenant of a PRP: under s.159 (4) this includes requiring that housing accommodation be made available to one of a number of persons put forward by the authority. When this applies, the local housing authority must apply the social housing allocation scheme operated under s.166A (1) of that Act in allocating the housing accommodation, and not any other scheme (such as the proposed "intermediate rent" waiting list proposed for consultation). The proposed method of allowing the PRP to advertise for tenants, but requiring it to apply the authority's eligibility and priority criteria, avoids this issue as the authority is not thereby "nominating" any individual or individuals to be tenant(s) of the PRP.
70. The final design of the scheme is likely to prioritise certain groups of residents' access to reduced-cost rented housing in Southwark. This could have the effect of indirectly discriminating against other residents with protected characteristics under the Equality Act 2010. Officers recommend that a full equalities impact

assessment be carried out before the design is finalised so that the effect on persons with protected characteristics under the Equality Act 2010 can be analysed, and a view taken on whether the impact on particular groups is justified as a proportionate means of achieving a legitimate aim. Further officers propose that the position is reviewed further after the list has been in operation for one year. This will be important for the council to be able to demonstrate compliance with its duties under the Act, but care must be taken to ensure that monitoring is carried out in a way which respects the principles of the Data Protection Act 2018 and the Human Rights Act 1988.

Strategic Director of Finance and Governance

71. The strategic director of finance and governance notes the proposal to introduce an intermediate rent housing list in response to changes in national planning policy framework (NPPF), which enables developers to meet the requirements for 'affordable housing' through private discount market products. This report sets out the results of the public consultation undertaken and outlines the proposed eligibility and priority criteria for the intermediate housing list. Further work is required to finalise the proposals (to form part of the New Southwark Plan), and fully determine the operational requirements going forward. Any resource implications will be identified at IDM approval stage and addressed as part of 2020-21 budget planning.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
New Southwark Plan Proposed Submission Version: Amended Policies 2019	Planning Policy 160 Tooley Street London SE1 2QH	Juliet Seymour 020 7525 0508
Link (please copy and paste into your browser):		
https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/development-plan/local-plan?chapter=4		

APPENDICES

No.	Title
Appendix A	Southwark Intermediate Housing List Feedback Summary Report (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing Management and Modernisation	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Robert Weallans, Housing Strategy Manager	
Version	Final	
Dated	12 June 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	5 July 2019	

Item No. 16.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Southwark Workforce Strategy Refresh 2019-2022	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Kieron Williams, Housing Management and Modernisation	

FOREWORD - COUNCILLOR KIERON WILLIAMS, CABINET MEMBER FOR HOUSING MANAGEMENT AND MODERNISATION

For any organisation, its staff are its greatest asset, and this is particularly true for Southwark council, where so many of our staff deliver excellent frontline services to our residents every day.

We know that the majority of our staff feel Southwark is a good place to work and are proud to work here, understanding and respecting the values of our organisation. We also know there are some improvements we can make. It's also essential that if the council is going to be fit for the future, and operate effectively in a time of government cuts to our funding and growing demand for our services, we need to make some changes to the way we support and manage our workforce.

This update to our workforce strategy pulls together a clear plan for how we can provide staff across the council with a more consistent experience, reduce bureaucracy and communicate to and between staff more effectively. It recognises the need to recruit and retain good staff, and ensure we have the right staff, with the right skills in the right jobs. It considers what those staff need to do their job well, to feel supported and to feel part of a 'One Southwark' workforce. Crucially, it sets out a plan for how we can help our staff offer our residents what they want and need in a changing world, now and in the future.

RECOMMENDATIONS

1. To note progress against the Workforce Strategy as agreed by Cabinet in November 2016.
2. To agree the refreshed vision, outcomes and deliverables contained in the workforce strategy.
3. To note that following the agreement to the workforce strategy refresh that a programme of work phased over the three years of the strategy will be developed, and reported back to Cabinet annually as part of the equalities workforce report reporting cycle.

BACKGROUND INFORMATION

4. Southwark's workforce strategy was agreed by Cabinet on 1 November 2016 as part of the council's modernisation programme alongside the workplace and IT strategies. The programme focuses on the fundamental building blocks for transforming and modernising the council.

5. The workforce strategy set out nine key employment related areas to support delivery of the council's fairer future promises. Each year, Cabinet receives a report highlighting some of the recent and forthcoming activity across the nine areas, illustrated with example data from the annual workforce report. These nine areas are:
 - New ways of working
 - Recruitment and retention
 - Management and leadership
 - Learning and development
 - HR and management policies
 - Pay and reward
 - Equality and diversity
 - Job design and organisational structure
 - Wellbeing and engagement
6. Although these nine areas remain relevant, since the workforce strategy was agreed in 2016, significant progress has been made against the deliverables and our Council Plan has been updated. This means this it is timely to take a mid-point review, and ensure that our workforce strategy remains relevant and valuable to support our staff in the delivery of excellent services to residents. In addition, we have conducted a full staff survey and been re-accredited for Investors in People (IIP) Gold against a more challenging standard.
7. In addition, Southwark has been supporting the GLA on the development of the Mayor's Good Work Standard which sets out some ambitious workforce commitments.
8. This strategy refresh is based on us having a clear understanding of our workforce and service needs, taking into account the drivers for change. Delivering this strategy will provide our productive workforce with the skills and structures that they will need to deliver the council's priority outcomes and to make sure that we are fit for the future.
9. There is a solid evidence base underpinning this strategy refresh, founded on our detailed workforce data. Two hundred staff were involved in the design of the original workforce strategy, and we have taken into the account the views of more than half our staff as heard through the staff survey and our IIP inspection in the design of this refresh. In addition, we have held workshops with HR and Organisation Transformation staff. We engaged our self-organising staff networks (Empower; LGBTQ+; the Women's Network and Spectrum) to take their feedback into account. We also met the Trade Unions and took their feedback on board.
10. In recognition of the fact that it is vital that we meet the needs of our workforce through this strategy, we will go back to all of these groups as well as a sample of wider staff groups when we design the detailed delivery plan for this strategy.
11. The refreshed strategy also continues to meet the requirements of the Public Sector Equality Duty 2011, which requires public bodies to publish relevant, proportionate information annually demonstrating their compliance with the Public Sector Equality Duty. Information will be produced through an annual workforce report, which comprises a range of workforce related data and is presented to Cabinet every autumn and published on the council's website.

KEY ISSUES FOR CONSIDERATION

12. This workforce strategy refresh will help us to be sure that we are putting in place all of the essential elements needed to make sure that our people can deliver our corporate plans and priorities for our borough and as one council. Progress against the strategy over the last two years, has been set out below, grouped against each of the nine strategic delivery areas:

Progress to date against the 2017-2020 workforce strategy

13. **New ways of working:** New technology is assisting us to modernise the way we work and we are piloting remote working, better digital skills and flexible working spaces in Adult Services, Modernise and Children's Services. HR and Organisation Transformation have tested the new working approach which has allowed Housing Solutions to make a much-needed move to the second floor of Tooley Street. We upgraded our HR systems (SAP), recruitment and agency worker systems and implemented a new Learning Management System to improve the learner experience, make accessing our learning offer easier and to better evaluate and report on our learning and development activities. An efficient on-line system for DBS checks is saving the council £138k each year and an ongoing programme of improving payroll employee processes ensures that business as usual activity is easy for staff and managers to undertake.
14. Looking to the future, 79% of staff understand the need for change and 75% believe they understand how much the council will have to change due to ongoing budget pressures. A digital skills framework and self-assessment tool has been launched to support our staff's digital literacy. This is now the reality of the working day, with improved audio-visual resources in meeting rooms and livestreaming of council meetings and events rolled out and embedded.
15. **Recruitment and retention:** New and streamlined recruitment and resourcing systems provide us with the flexibility to attract candidates and to facilitate different needs through our disability confident commitment. We have strong recruitment practice in particular around safe recruitment, with a recent audit of employer vetting being assessed as 'Green'. We continue to innovate with new approaches to executive search and recruitment advertising, as well as the use of Twitter and LinkedIn. Research shows 72% of people apply for jobs via a mobile app and candidates can also now apply for jobs through their mobile device. We have also launched a recruitment Twitter account @southwarkjobs and developed our LinkedIn presence. This led to Southwark winning 'Best social media' for a recruitment campaign at the PPMA awards in May 2019. Our apprentice scheme has placed us in the Top 100 apprentice employers.
16. We continue to develop our employer brand so that we can continue to reach and retain high calibre staff, supported by effective recruitment and retention policies. Of new starters to Southwark, the percentage of BME candidates recruited (52%) continues to mirror our existing establishment. We will continue to monitor this and encourage diversity further up the organisation. The experience for new starters has been transformed with an on-boarding site at the point of appointment, streamlined induction and an induction with the Leader and Chief Executive. Underpinning all of this is better procurement of the systems and services that we use to save the council money, offer a wider choice for managers and attract better quality candidates.

17. **Management and leadership:** We launched our Southwark Manager toolkit and learning programme in 2018 to provide a consistent approach to being a manager at Southwark and a new manager induction has been developed. Our well-regarded Institute of Leadership and Management (ILM) programme has been attended by 375 managers since it started in 2014, and we have launched a new provision consisting of Executive Coaching and Mentoring and Strategic Leadership and Management. Our liP inspector noted the improvement to management that this has engendered, as well as a 'One Council' approach supported by a network of the Top 500 managers across the council, quarterly meetings of the Top 100 managers to discuss strategic priorities and areas of focus and a programme of thematic masterclasses.
18. **Learning and development:** liP noted our employee dedication to the residents, the quality of work and the quality of the services as coming across 'loud and clear', as well as their support for the Council to continue to be a high-performing one. Southwark is one of the last boroughs to continue its investment in a professional qualification scheme to support staff progression. This is on-line for staff who can access it, and a good proportion of frontline staff have accessed the scheme using the paper application process.
19. The council-wide learning programme is monitored to ensure that a representative proportion of our workforce are accessing development opportunities. The coaching, mentoring and reverse mentoring schemes are newly launched to support career progression, and a career development portal to support all staff in taking ownership of their own careers has been launched. We work with Trade Union partners around our induction and as part of our basic skills learning offer for numeracy and literacy for staff, including those with English as a second language.
20. **HR and management policies:** Management and trade unions are working together to review and modernise our suite of employee relations policies and to refresh our **approach** to industrial relations. We have also introduced a new policy to support women experiencing premature births and are working with staff and unions to co-produce guidance on gender identity and transition. The probation policy and fostering friendly policy will be launched shortly and the council will pilot changes to the disciplinary policy as part of its review. Parental leave for members has been reviewed and updated. Our staff working relationships are good - the workforce report shows a relatively low number of disciplinary investigations and actions across the workforce and there are low numbers of staff complaints. Sixty staff have been supported to apply through the EU Settlement scheme. Managers are well informed about their people matters and are able to understand any organisational trends as reporting has become consistent and consolidated.
21. **Pay and reward:** Southwark has generous centrally negotiated terms and conditions and is London Living Wage accredited, including for agency staff, contractors and apprentices. We are able to respond seamlessly to legislative changes such as IR35 and the apprentice levy. National changes to pay scales have resulted in a need to adjust our pay grades to accommodate the changes and we have reached agreement in principle with trade unions on a two-year pay arrangement that they are consulting their members on. We provide a range of staff benefits in addition to pay including salary sacrifice schemes to support with living costs and we provide support with debt counselling via our Employee Assistance Programme. 2018/19 will be the third year of publishing gender pay gap data, which

continues to show that the average pay for female staff is above the average pay for male staff. A review of craft worker terms and conditions is underway.

22. **Equality and diversity:** Southwark has long-standing arrangements for Trade Union consultation and we facilitate self-supporting employee groups for women, BAME and LGBTQ+ staff and those with disabilities, in particular the Autism Spectrum. We have a strong background on equality with regular workforce reports and progressive policies. Our 2017 council-wide staff survey indicated that there were no significant differences in staff satisfaction by equalities strand, that the location in which staff are based is the factor which affects satisfaction levels. We launched a workforce equality plan in 2018 that goes beyond protected characteristics and also looks at socio-economic considerations. We have retained our disability confident status and improved the recruitment and retention of staff with a disability, particularly of our apprentices. We are committed to increasing diversity at the senior levels of the organisation and are working with different groups to improve our approach to career development and in-work progression.
23. **Job design and organisational structure:** We produce quarterly management information reports for managers to ensure a focus on staff demographics and workforce planning, including use of contingent workers, e.g. agency resources. Our approach to designing structures incorporates a 'growing our own' model and has some tangible successes. It is well established within Children's Services, where the Director, Assistant Director and Heads of Service were internal promotions; the new structure sets out clear career progression pathways from newly qualified social worker up and allows us to improve on succession planning. We know that structural change, while necessary for the council to continue to improve, is difficult for staff and we engage closely with TUs to hear feedback and to enable them to support their members. The Place and Wellbeing department was created in 2018 to link our Public Health insight and expertise to our exceptional regeneration efforts, which have supported the borough during a decade of funding cuts.
24. **Wellbeing and engagement:** Southwark's staff survey showed excellent levels of engagement (78% of staff are proud to work for the council and 71% are engaged). Four in five (81%) staff understand the council's vision and values (up 7% since 2015). Nine in ten (89%) staff understand how their work contributes to the success of the organisation. IiP reflected these as real strengths in 2018, as well as people being trusted to make decisions that are right for their department or function and strong teamwork and collaborative working. An engagement programme, in partnership with communications colleagues has been implemented and our senior managers are committed to being visible to staff through conferences, events, blogs and visits to team meetings.
25. An action plan to respond to feedback from IiP and the staff survey, which integrates into our workforce and equalities plans have been developed and agreed. We continue to lead London in the numbers of apprentices in the council and the borough, and a third of our apprentices are studying for higher level qualifications. Against the national trend of a 40% drop out for apprentices during their studies, 91-93% of our apprentices each year complete their qualification and we retain 90% of our apprentices within the council after their studies.
26. We have a health and wellbeing strategy in place, which is led through public health and we have attained the middle level of the Healthy Workplace Charter and successfully signed the Time to Change pledge, aiming to reduce the stigma of

mental health and are training mental health first aiders. Improved management reporting and a review of absence categories has improved our insights, which can be viewed in real time through automated reports for managers.

New areas of focus for the workforce strategy refresh 2019-2022

27. There are a number of drivers for our future focus for our workforce. In line with the commitment in the **Council plan** for residents, we will work to improve the provision for one-to-one support for our lower paid staff to help with basic qualifications in English and maths and digital skills to get the jobs of the future and to progress to better paid work. We will introduce a structured internship scheme, using the best practice that we have honed from our apprenticeship scheme, to allow us to contribute to the wider commitment to make sure that young people from low income backgrounds get paid internships with London's best employers. We will provide a rounded offer of internships, returnships and structured work experience. We will also ensure that we reflect the principles in the **Fairer Future Procurement Framework** for our workforce.
28. The **Southwark Staff survey 2017** indicates that further work seems to be needed to embed a culture where staff of all levels drive change and generate innovation. In 2017, a minority (44%) agree that they would be confident that any ideas they put forward would be considered. Although in line with public sector benchmarks, staff satisfaction is lowest around feeling that change is well managed (37%).
29. The **liP Gold accreditation** in 2018 challenged us to continue to improve how we recognise and reward high performance and noted that the visibility and engagement of all senior managers could be better, encouraging more staff to lead on initiatives in order to increase the level of empowerment. This can be achieved through encouraging more formal and informal networks and maximising collaboration among workers and support our people in taking ownership. We will also retain our focus on succession planning and improving diversity in some management teams. The liP accreditation is a valuable tool for assessing our organisational health, and we will work to retain the accreditation.
30. Having assessed ourself against the **Mayor's Good Work Standard**, although we offer a range of programmes, our more universal approach to career development and progression would benefit from improvement to introduce career reviews for all and we will continue to embed mentoring and coaching. These foundations will better enable us to run positive proactive programmes and provide support for underrepresented or disadvantaged groups.
31. We offer a range of benefits, in particular salary sacrifice schemes but will explore options to support staff to help with housing and living costs through access to loans and advice. Our progressive policies for women and families do not presently have specific named workforce measures in place for menopause or domestic violence although we are looking at these together with our trade union colleagues.
32. Our approach to more strategic workforce planning is in development; we are reducing our use of agency workers where we can and although we do limit the use of non-standard workers, we will carry out further work to ensure that their worker type and conditions are appropriate. We plan to do more to advertise jobs and proactively encourage applications from under-represented groups.

Understanding the requirements of our workforce

33. We have looked at the type of work that people do in the council and have categorised people into four distinct areas by the type of role that they carry out. This has been done to ensure their requirements are thought through and considered. We have identified four types of role:

Role type	Characteristics of the role
Fixed	<ul style="list-style-type: none"> • This role is based in a specific location • The work carried out has to be within a specific building, location or a fixed point within a building • Examples of this type of role are staff within a crematorium or library
Flex	<ul style="list-style-type: none"> • The work undertaken by this type of role can be carried out in a variety of settings within the office e.g. meeting rooms, desks, breakout areas and can also work away from the office. • The majority of interaction for these roles is with other LBS staff or other professional visitors • This type of role is likely to be based at Tooley Street (e.g. Finance, HR)
Free	<ul style="list-style-type: none"> • The work carried out by this role could be in a variety of settings within the office e.g. meeting rooms, desk, breakout areas and work away from the office or at hospitals, courts or schools • The majority of interaction is through face to face customer interaction either at the office, in their homes or elsewhere in the community • This type of role is likely to be based in our Peckham offices (e.g. Adult Social Services, Housing Solutions, Childrens social care)
Front Line	<ul style="list-style-type: none"> • This role is not office based, and could work out of depots, in parks or on the street. • This role is likely to be responsible for maintenance and cleaning of the environment and is a visible presence across the borough • This type of role will not spend large amounts of time in a building, but will be based near the point of service delivery (eg Depots and mess rooms for Waste and Cleansing)

The deliverables for the workforce strategy refresh 2019-22

34. This section sets out the deliverables, which will continue to be grouped under our nine existing delivery areas. Following agreement of this strategy, work will be carried out to establish a three year programme of work, phased with clear measures of success and key performance indicators so that progress can be monitored. As set out at paragraph 10, this will be developed with the full engagement of staff and unions and will be reported annually as part of the equalities workforce report cycle.

Deliverable area 1: New ways of working

35. The promise to our workforce is that: *We recognise that when you work, where you work and how you work are hugely important factors in enabling individuals to perform to their very best and deliver the outcomes we want from them. The expectations and needs of our residents are constantly changing and we need to move with them; that means we need to ensure relevant services are available*

when people need them, that we can work productively and quickly with colleagues across the council and in other organisations, that we make the best possible use of our buildings and that we have the right digital technology to make our employees' jobs as efficient and rewarding as possible.

36. To achieve this, it is important that this workforce strategy operates in tandem with the council's IT strategy and Workplace strategy. We want council employees to be able to make a difference every day and to do that we need to build on what they have told us we are already good at, including flexible working opportunities, and get better at things that have frustrated them, including digital technology and their ability to use that technology.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> Implementing a programme to provide staff with the skills, tools and workplace to maximise activity based working 	<ul style="list-style-type: none"> Develop remote and flexible working protocols to support staff across all of our role types
<ul style="list-style-type: none"> Reviewing our systems and processes to make sure that they are as efficient as possible and help not hinder our workforce in carrying out their work e.g. payroll, employee processes and learning management 	<ul style="list-style-type: none"> Replacement of repetitive manual processes with new automations Introduction of standard operating procedures to ensure consistency Reviewing our starter and leaver processes.
<ul style="list-style-type: none"> Support each of our four worker types in their ability to use technology, undertake research and transactions and consider how digital advances can help them carry out their roles. 	<ul style="list-style-type: none"> Deliver a digital learning and skills programme tailored to each worker type to support the roll out of new ways of working

Deliverable area 2: Recruitment and retention

37. The promise to our workforce is that: *We will develop an employee brand supported by effective recruitment and retention policies. We will introduce pathways into the organisation so that as the council and our services evolve we have the right staff with the right skills doing the right jobs.*
38. To achieve this, the apprentice offer will be expanded to include internships, work experience and returner programmes, offering more opportunities and pathways into work for residents. The conditions for our non-standard worker types will be reviewed and this will enhance our strong employer brand.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> Workforce planning and managing contingent worker usage well and fairly 	<ul style="list-style-type: none"> Reviewing our use of agency workers and reducing numbers where we can. Reviewing our use of casual workers and ensuring that their worker type and conditions are appropriate.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> Ensuring safe and compliant employment checks 	<ul style="list-style-type: none"> Carefully overseeing employment vetting arrangements e.g. DBS Ensure vetting arrangements are compliant with the EU settlement scheme Complying with HMRC requirements on IR35
<ul style="list-style-type: none"> Developing our employer brand so that we are an employer of choice and are able to attract and retain high quality candidates 	<ul style="list-style-type: none"> Develop an employer value proposition that takes account of professional motivations and Southwark's strengths as a borough and an employer
<ul style="list-style-type: none"> Continuing our apprentice programme to provide high quality opportunities and development pathways across the organisation 	<ul style="list-style-type: none"> Developing more higher level apprenticeships Encouraging our manager to recruit and support apprentices to meet our target of 3% of the workforce being apprentices, trainees or first level entry
<ul style="list-style-type: none"> Create opportunities for Southwark residents to start their career in the council 	<ul style="list-style-type: none"> Providing a rounded offer of internships (100 by 2022), returnships and structured work experience and work encounters. Making more entry level jobs open to local residents who are not in work, including those with few or no formal qualifications
<ul style="list-style-type: none"> Extend the reach of our recruitment talent pool and improve representation 	<ul style="list-style-type: none"> Doing more to advertise jobs and proactively encourage applications from under-represented groups. Explore partnerships and accreditations e.g. Timewise

Deliverable area 3: Management and leadership

39. The promise to our workforce is that: *Our success in being a good employer and in delivering on our promises to our residents depends on the support, energy and professionalism of our managers and leaders. We will therefore ensure our managers and leaders have the knowledge, confidence and tools to support and develop staff, make fair decisions, explain our work and are clear what it means to successfully deliver our services in Southwark. This will be part of the day job and not something that people get around to doing after accomplishment of other aspects of their jobs. Leadership opportunities are available for all levels of staff to help bring forward and identify Southwark's next generation of leaders.*

40. To achieve this, the improvements that were noted through the liP inspection will be progressed further, and there will be a focus on supporting and developing middle managers across the organisation, particularly those who are not based in Tooley Street.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> Making sure that managers and leaders are clear in what is expected of them and are confident in carrying out these expectations 	<ul style="list-style-type: none"> Embedding the Southwark ways of working, our behaviours framework aligned to the Fairer Future principles. Introducing 360-degree feedback to managers and staff Promoting opportunities and events for managers and leaders to learn through networks and each other's experience. Challenging poor and inappropriate behaviour and language and under-performance Continue the Top 100 events and the Leadership Insights network Increasing the visibility of senior managers

Deliverable area 4: Learning and development

41. The promise to our workforce is that: *We will create a workplace where you enjoy what you do and have opportunities to develop and share your knowledge with others. Learning and development opportunities will always enable better performance in your existing job and/or help you to progress within the council. The council will develop alternative learning routes to activity support staff in developing their digital skills to support them as we move towards the jobs of the future.*
42. To achieve this, the council will continue to focus on development, and ensure that staff across all role types and locations around the borough have access to learning that supports them in developing and progressing their careers.

We will continue our focus on:	Deliverables
<ul style="list-style-type: none"> Continuing a learning programme in which the majority of learning happens on the job, some through networks, events and coaching and mentoring and a smaller proportion through classroom based learning (the 70:20:10 model) to help people carry out their role to the best of their ability, and to progress their career 	<ul style="list-style-type: none"> Procuring longer term high quality, good value for money learning programmes Working to improve the provision for tailored support for our lower paid staff to help with basic qualifications in English and maths and digital skills including those with English as a second language Embedding our coaching, mentoring and reverse mentoring programmes

We will continue our focus on:	Deliverables
	<ul style="list-style-type: none"> • Promoting professional qualifications and qualifications through the apprentice levy for our staff • Developing and extending our career progression framework to support all staff in developing their careers • Introducing career reviews for all • Reviewing modern slavery and sexual and criminal exploitation learning and training frontline staff in spotting warning signs and enabling them to promote awareness amongst residents

Deliverable area 5: HR and management policies

43. The promise to our workforce is that: *Our HR and management policies will be a means to an end, not an end in themselves. We will therefore only have policies and procedures that add value and improve our management practices which are fit for the future.*
44. To achieve this, management policies will be reviewed, taking into account the need for support for staff as they progress through different stages of their employment pathway and their lives.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> • Researching, engaging, drafting and consulting to modernise our management policies e.g. employee relations and pensions 	<ul style="list-style-type: none"> • Improved approaches to management of disciplinary, grievance and capability matters • Introduction of a probation policy • Developing employer side pension guidance • Equalising the impact of pension legislation changes for our staff. • Reviewing our industrial relations framework
<ul style="list-style-type: none"> • Supporting our staff as the country prepares for the possibility of leaving the EU 	<ul style="list-style-type: none"> • Implement a programme of awareness and support around the EU settlement scheme
<ul style="list-style-type: none"> • Being a family friendly employer 	<ul style="list-style-type: none"> • Introducing a parental bereavement scheme • Continuing communications around premature birth and fostering policies • Measuring retention rates to be sure

We will continue our focus on:	Deliverables:
	<p>that we are retaining our parent returners and providing the support that parents may need</p> <ul style="list-style-type: none"> • Review our parental and adoption leave policies to ensure they are good practice
<ul style="list-style-type: none"> • Supporting our staff when they experience health and welfare issues 	<ul style="list-style-type: none"> • Working with health colleagues to support female-specific initiatives such as menopause and period dignity • Introducing policies or guidance to support staff around domestic abuse and violence.

Deliverable area 6: Pay and reward

45. The promise to our workforce is that: *Our most valued resource is our staff and we will therefore ensure that the rewards of working for Southwark are attractive, modern, and relevant to the aspirations of our workforce. They will be fair to both our employees and residents. Staff will understand the package of pay and benefits that applies to their work and we will regularly review our offer to ensure fairness and value for money.*
46. To achieve this, a review of benefits will take into account our responsibility to support the council's priority to address climate change while taking into account our inner-London location and the challenges that poses for staff around the affordability of living costs.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> • Continuing to improve how we recognise and reward high performance 	<ul style="list-style-type: none"> • Delivering a comprehensive pay and grading review, consulting and involving staff and trades unions • Reviewing craft worker terms and conditions • Carrying out pay audit
<ul style="list-style-type: none"> • Ensuring our benefits package is modern and fit for purpose 	<ul style="list-style-type: none"> • Exploring options to support staff to help with housing and living costs through access to loans and advice. • Reviewing any benefits which encourage car use in line with our priorities around air quality and climate change.

Deliverable area 7: Equality and diversity

47. The promise to our workforce is that: *Southwark is hugely proud of our diverse and vibrant local community and we want to reflect this at all levels within the council. We have talented, compassionate, and creative people in all of our communities and workforce. We are determined to identify and remove any barriers preventing people from enjoying the career they deserve within the council. We will ensure inclusiveness, respect and dignity for all of our workers are key measures in all of the work we do.*
48. To achieve this, the work programmes that have been established to promote inclusiveness and approaches that go beyond the protected characteristics will be further enhanced, taking on board feedback from staff networks and continuing our senior leaderships championing of inclusivity within the organisation.

We will continue our focus on:	Deliverables:
<ul style="list-style-type: none"> • Delivering our workforce equality plan which promotes an inclusive approach to our workforce 	<ul style="list-style-type: none"> • Encouraging and supporting our self-organising staff groups • Introducing guidance on gender identity and transition • Improving diversity in at senior levels across the council • Making clear our zero tolerance approach to discrimination, abuse, hate crime, harassment and bullying • Implementing mandatory learning around unconscious bias • Assigning a senior level diversity and inclusiveness ambassador in each department • Introducing ethnicity and disability pay gap reporting as part of our annual workforce reporting.

Deliverable area 8: Job design and organisational structure

49. The promise to our workforce is that: *We will always ensure we have designed our structures and our jobs to deliver the best possible services for local people and the most rewarding jobs for our staff to do. We will do this with the commitment to support a One Council approach and have structures that support different parts of the council to work well together. We will consult and involve staff and trades unions in shaping the organisational structure.*
50. To achieve this, the council will develop structures that facilitate flexible roles and continue to understand, address and develop creative solutions for professional specialisms which are hard to recruit to.

We will continue our focus on:	Deliverables
<ul style="list-style-type: none"> Designing structures that are fit for the future for staff to have opportunities to progress and achieve their potential 	<ul style="list-style-type: none"> Introducing workforce design principles which support management models and career progression steps and the development of transferable skills and monitoring the progress within the organisation Succession planning
<ul style="list-style-type: none"> Designing flexible job roles to meet the needs of the future 	<ul style="list-style-type: none"> Introducing guidance on more flexible job design for example part time, job share, non-standard working hours and job split Structuring work patterns that are family friendly and support those with caring responsibilities Monitoring take up and usage of flexible job design across the council Using workforce data to inform thoughtful workforce planning to meet future skills gaps
<ul style="list-style-type: none"> Supporting staff when changes to structures are happening 	<ul style="list-style-type: none"> Developing a programme of change support for staff and managers when they go through change. Reviewing our approach to redeployment.

Deliverable area 9: Wellbeing and engagement

51. The promise to our workforce is that: We want our staff to enjoy coming to work and to do a brilliant job. For that we have to provide a working environment that is welcoming, supportive, empowering, professional and safe for everyone. We will therefore create a positive work environment that will support staff in their physical and mental well-being. We want staff to know what is going on and how it affects them as quickly as possible. So we will focus on telling them what they need to know when they need to know it. And as part of a One Southwark workforce, we will ensure messages reach everyone irrespective of where they work or their access to IT. We also want staff to be curious about what is going on outside of their own teams so we will encourage them to network and share information with each other. Managers and staff at all levels will be encouraged to take ownership and engage with the information sent to them.
52. To achieve this, our council-wide approach to health and wellbeing will continue, and progress made on areas such as understanding mental wellbeing will expand to include neurodiversity and staff safety and physical wellbeing in line with our public health agenda.

We will continue our focus on:	Deliverables
<ul style="list-style-type: none"> Embedding a culture where staff of all levels drive change and generate innovation. 	<ul style="list-style-type: none"> Implementing engagement plans (in partnership with communications) to reach and include all staff across the council so that we understand and

We will continue our focus on:	Deliverables
	<p>hear diverse voices at all levels</p> <ul style="list-style-type: none"> • Developing localized plans to act on what staff tell us through our staff surveys and liP • Maintaining liP accreditation • Putting in place a programme of activity to foster a culture of innovation across the council and to build the capability of staff at all levels to innovate
<ul style="list-style-type: none"> • Working with colleagues across the council to deliver the council's health and wellbeing strategy. 	<ul style="list-style-type: none"> • Maintaining our Healthy Workplace Charter accreditation, which will expire in 2020 • Delivering against our Time to Change pledge, aiming to reduce the stigma of mental health • Maintaining our level two accreditation with Disability Confident and working to get to level three through our partnership with the Business disability forum • Supporting staff to cope with stress • Supporting our neurodiverse staff • Training Mental Health First Aiders in our workplace (as part of our wider council plan commitment)
<ul style="list-style-type: none"> • Support staff physical well-being 	<ul style="list-style-type: none"> • Working with colleagues across the council to ensure the safety of staff as they go about their work, particularly for those who work alone • Reviewing ways to reduce sedentary desk time, display screen equipment (DSE) protocols and workplace adjustments • Exploring signing up to the Women's night safety charter. • Promoting active and healthy journeys to and from work and use of sustainable transport for in-work journeys • Work with public health to identify and implement effective actions to improve the health of our workforce

Policy implications

53. The modernisation programme supports our overall priority to be a council that is fit for the future, as set out in the council plan 2018-22. The delivery of the programme is set out in the respective workforce, workplace and IT strategies, and progress will be reported through these and regular annual reporting on the council plan itself.
54. Some action points may require amendments to existing HR policy, or more likely our approach to policies. Where necessary this will be subject to consultation and appropriate governance decision-making.

Community /Equality impact statement

55. Analysis and ongoing evaluation of the equality impact is fundamental to the workforce strategy. Our workforce reporting provides information demonstrating compliance with the Equality Duty and considers how the strategy affects people who share different protected characteristics. The report informs the strategy and analyses the impact upon:
 - composition of the workforce
 - pay equality issues; reporting on profile at different grades;
 - recruitment and retention rates;
 - learning and development opportunities;
 - grievances and disciplinary issues for staff with different protected characteristics.
56. Analysis of the reporting information influences plans and proposals to address equality concerns within the workforce, which is addressed throughout the modernisation programme.
57. A thorough Equality and Health Impact assessment has been completed for the workforce strategy refresh, is regarded as a living document and will be updated as more data and evidence is collated on the impact on people with protected characteristics. It will be a requirement of all major projects established as a result of the strategy, to conduct impact analyses, as led by service areas.
58. The workforce strategy has an internal focus and will therefore impact upon our workforce at the design stage. We will focus on engagement methods, to ensure that the implications of such changes are positive taking into account all protected characteristics.

Resource Implications

59. There are no specific implications arising from this report. Existing resources are already in place to meet the strategic aims. Any actions arising which have resource effects will be subject to separate decision-making process and reallocation within existing budget.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

60. The Director of Law and Democracy notes the content of the report.

61. The report asks Cabinet to note progress against the Workforce Strategy as agreed by Cabinet in November 2016, to agree the refreshed vision, outcomes and deliverables contained in the workforce strategy (contained in appendix 1) and to note a phased programme of work will be developed following that agreement.
62. This is in accordance with Part 3B of our constitution.
63. Cabinet are reminded of the PSED General Duty under section 149 of the Equality Act 2010 to have due regard to the need to:
 - a. Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - b. Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
 - c. Foster good relations between person who share a relevant protected characteristic and those who do not share it.
64. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Marriage and civil partnership are protected in relation to (a) only.
65. Paragraph 55 of the report advises that a documented equality analysis (Equality and Health Impact assessment) has been carried out as part of the requirement to have due regard to the PSED General Duty in these recommendations. Cabinet must read the documented equality analysis (see background papers) and should satisfy itself that the PSED General Duty has been complied with when considering these recommendations.
66. Cabinet should also note that the Equality Act 2010 (Specific Duties) Regulations 2011 impose on public bodies a specific duty (Specific PSED Duty) to annually publish proportionate equality information in respect of their workforce to demonstrate their compliance with the General PSED Duty.
67. In producing and publishing the annual workforce reports referred to in this report the council is meeting that Specific PSED Duty.
68. The PSED General Duty is a continuing one and the refreshed workforce strategy will assist the council in complying with that General Duty.

Strategic Director of Finance and Governance

69. The Strategic Director of Finance and Governance notes the recommendations in this report. Where the updates to the council's modernisation programme have financial implications, these will be managed within the existing agreed budgets for 2019-20 and subsequent years for the council's general fund and housing revenue account (ref: H&M19/025).

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Equality Impact Assessment for the Southwark Workforce Strategy refresh 2019-2022	160 Tooley Street London SE1 2QH	Emma Marinos 020 7525 1791
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6414&Ver=4		
Southwark's Workforce Strategy 2017-2020	160 Tooley Street London SE1 2QH	Emma Marinos 020 7525 1791
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s64599/Appendix%20%20Southwarks%20Fairer%20Future%20workforce%20strategy%202017%20-%202020.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing Management and Modernisation	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Emma Marinos, Director of Modernise	
Version	Final	
Dated	5 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	5 July 2019	

Item No. 17.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Programme to Deliver 500 Paid Internships	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Stephanie Cryan, Jobs, Business and Innovation	

FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR JOBS, BUSINESS AND INNOVATION.

Having a skilled, talented and diverse workforce is essential to the success of our local economy and to meeting our ambition to become a full employment borough. However, those from less advantaged backgrounds remain more likely to be unemployed or when in work get paid less than their peers from better off backgrounds.

One of our Council Plan commitments is to make sure that 500 young people from low income backgrounds get paid internships with London’s best employers and this report sets out our programme to deliver on this commitment. We know that young people face specific challenges in transitioning from education to employment and we want our internship programme to provide a platform for those who need it to be able to embark on a successful career. We want to focus on young people who do not have the family background or social networks to take advantage of the opportunities paid internships can offer. This programme will help ensure that these young people can access opportunities that are not always readily available to them.

We want to ensure that the internships created by this programme will be paid at London Living Wage as a minimum and that opportunities aren’t just provided for graduates but that summer internships are offered for our year 12 and 13 students to help provide them with a strong cohesive boost to their confidence and work readiness.

As an employer, we want to lead by example and we will be introducing our own internship scheme within the Council with a commitment to offer 100 internships to young people from Southwark. These internships can potentially act as a pathway into other Council opportunities such as apprenticeships or a permanent job.

Cabinet approval of this report will allow us to open the door to a wealth of opportunities to many young people in Southwark and will truly transform their life chances.

RECOMMENDATIONS

Recommendations for the Cabinet

That cabinet:

1. Approves the Paid Internship Programme as set out in this report.
2. Instructs that an update on the programme be included as part of an annual

outcomes report on making Southwark a full employment borough.

Recommendation for the Leader of the Council

That the leader of the council:

3. Delegates decision making in regards the various elements of the programme to the cabinet member for jobs, business and innovation.

BACKGROUND INFORMATION

4. The Council Plan 2018-22 contains a commitment under the theme 'A full employment borough,' to *make sure that 500 young people from low income backgrounds get paid internships with London's best employers.*
5. Paid internships can be a great way for young people to gain skills and relevant work experience whilst receiving appropriate remuneration. By supporting young people from low income backgrounds into high quality paid internships, the council is seeking to help address some of the inequalities that still exist with *unpaid or low paid* internships, which continue to act as a barrier to those who are less well off, and improve the social mobility for those who may not have the family or social networks to help them to get a 'foot on the ladder' with high calibre employers.
6. Although this is the first time there have been specific targets for internships within the Council Plan, the council has nonetheless supported internships in recent years through schemes such as Career Ready Southwark, which has been in place since 2015. Career Ready¹ is a Citi Bank founded UK-wide charity that links schools and colleges with employers to help prepare young people for the world of work. To date, the scheme has operated in three Southwark schools – Bacon's College, City of London Academy (Southwark) and St Michael's Catholic College – with a small cohort of around 30 year 12 students from each school accessing paid internships.
7. Other schemes include the Young Vic theatre offers a Young Associate scheme part-funded by the council for local residents to work in the theatre within different departments. The scheme, which is has been running for four years, offers 9-month work placements to four young residents per year. Similarly, the Old Vic theatre, with the support of the council, offers up to two paid internship opportunities to young local residents to support their work on a variety of projects.

Policy context

8. There is no precise definition of an internship, legal or otherwise. However, an internship would generally be regarded as being a longer and more substantial work based placement than work experience. Most internships last between a month and three months although some can last up to a year. For the purposes of the council plan commitment, interns are to be counted as workers² and therefore any internship should attract appropriate remuneration.

¹ <https://careerready.org.uk/>

² <https://www.gov.uk/employment-status/worker>

9. In recent years internships have dramatically increased in number in the UK, reflecting changes in the graduate labour market. It is estimated that each year up to 70,000 internships take place but this figure could be higher still when small businesses, who are less likely to advertise internships, are taken into account.
10. Among the UK's 100 leading employers (*The Times Top 100 Graduate Employers*), three-quarters provide paid vacation internships for penultimate year students and a quarter offer paid internships for first-year undergraduates. Together, the graduate employers featured in the *Highfliers* research offered almost 13,000 paid internships and work experience placements in 2017.³
11. A study by *The Sutton Trust*⁴ found that large employers (over 250 employees) were most likely to offer internships, twice as likely as small businesses (58% compared to 28%).
12. Young people remain at a disadvantage in the labour market. Those aged 16 to 24 in 2016 were 2.6 times more likely to be unemployed than those 25 or older⁵. Those from lower socio-economic groups are also less likely to enter a professional job and people from professional backgrounds are 80 per cent more likely to get into a professional job than their less privileged peers.⁶
13. More students from low-income families are entering university by age 19 than ever before but the Higher Education entry gap by free school meal entitlement in Inner London is 9 per cent. Graduates who were on free school meals also earn 11.5 per cent less than others five years after graduating (*State of the Nation 2018-19*).
14. Despite being highly qualified, many graduates struggle to get a good, well-paid job, and high levels of competition mean that wages are not increasing. In this context, graduates need more than their degree to stand out from the crowd. One way in which they can do this is to undertake work placements – in the form of work experience and internships – to learn workplace skills and demonstrate these skills to potential employers.⁷
15. To substantiate this point, more than a third of recruiters who took part in the *Highfliers* research repeated their warnings from previous years – that graduates who have had no previous work experience at all are unlikely to be successful during the selection processes for the top employers' graduate programmes.
16. With increasing significance placed on graduates having gained work experience to compliment their academic achievements, it is particularly important that those from less advantaged backgrounds are able to access paid internship opportunities. *The Sutton Trust* found that 43% of middle-class graduates had taken an internship compared to 31% of working-class graduates and that 74% of those from working-class households showed signs of social mobility after completion. In income terms, completing an internship was associated with a circa £2,000 pay premium for both those from middle-class and those from working-class backgrounds.

³ https://www.highfliers.co.uk/download/2018/graduate_market/GMReport18.pdf

⁴ <https://www.suttontrust.com/research-paper/internships-pay-as-you-go/>

⁵ <https://www.trustforlondon.org.uk/data/unemployment-age/>

⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/798404/SMC_State_of_the_Nation_Report_2018-19.pdf

⁷ <https://www.ippr.org/publications/the-inbetweeners>

17. While internships are not exclusively for graduates, IPPR analysis shows that 82 per cent of advertised internships require at least a bachelor's degree, which increases to 85 per cent of those advertised in London.

KEY ISSUES FOR CONSIDERATION

18. There are six distinct elements to the internship commitment.
19. First, the term 'young people' is taken to refer to anyone aged 16 to 24, which is consistent with broader classifications for the purposes of education, employment and training statistics.
20. Second, this programme is aimed at young people who are Southwark residents. Therefore, any resident who has a permanent home address in Southwark (domicile - rather than term-time for university students) will be eligible.
21. Third, for low income backgrounds it is proposed that pragmatic socio-economic measures be used as a proxy (as opposed to strict income thresholds). Residents who meet (a) and any one of (b), (c) or (d) below will therefore be eligible:
1. Educated at state school; and,
 2. Have been eligible for free school meals at any point;
 3. OR have been looked after by the local authority;
 4. OR previous generations in your family haven't attended university in UK.

As the programme is delivered we will monitor school and college data as part of an annual outcomes report to ensure that the criteria prioritises support for those from less advantaged backgrounds.

22. Fourth, as interns are to be counted as workers, any internship supported by the council should attract appropriate remuneration. In line with the council's role as a London Living Wage [LLW] champion, internships should be paid at LLW.
23. Fifth, it is essential that the programme supports high quality internships. *The Gateways to the Professions Collaborative Forum*⁸ and *IPPR*⁹ have provided useful best practice guidance for high-quality internships and we would expect employers to follow the principals outlined below:
- **Preparation** – clear description of the projects and tasks that the intern is expected to perform
 - **Recruitment** – fair and transparent recruitment process
 - **Induction** – interns should receive a proper induction
 - **Treatment** – interns should be treated with exactly the same degree of professionalism and duty of care as regular employees
 - **Supervision and mentoring** – regular sessions to track the intern's progress, give feedback and provide support
 - **Certification, reference and feedback** – upon completion of the internship a reference should be provided and feedback sought for reflection purposes.

⁸https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/251483/bis-13-1085-best-practice-code-high-quality-internships.pdf

⁹ https://www.ippr.org/files/publications/pdf/internships-as-opportunity-employers-guide_Apr2017.pdf

24. Sixth, our commitment is to create internships with London's best employers. In addition to the quality criteria, as a starting point, we will target those businesses who align with the council's good work standards, such as being a LLW employer and/or signed up to the Southwark Apprenticeship Standard, but also more generally those London-wide businesses of all sizes who strive to meet the Mayor's Good Work Standard.

Delivery strategy

25. The internship programme will be delivered principally via three schemes:
1. Through schools
 2. Graduates
 3. Within the council
26. The first two schemes will be commissioned services and the third delivered in-house.
27. **Schools** – specialist providers will be commissioned to link up schools and sixth form colleges in Southwark with employers to help a cohort of year 12 and 13 students to develop their employability skills through activities such as mentoring, masterclasses and work visits. Eligible students, studying at Level 3, will then complete a summer internship lasting between 4 and 6 weeks which will provide them with valuable work experience.
28. Southwark's Education Business Alliance¹⁰ will also work in partnership with the school providers so that selected schools receive a complimentary support package offer.
29. Data from the school census in January 2019 shows around 1,600 residents studying in Southwark schools in years 12 and 13. The average percentage of these students eligible for free school meals across all schools is 26 per cent. This is almost double the national average of 13.3 per cent¹¹.
30. **Graduates** – we will commission providers who are able to engage with good employers to secure paid internship opportunities and support Southwark undergraduates and recent graduates (those who graduated no more than 12 months prior) into them. Paid internships are expected to be secured with a range of employers across different sectors. For summer undergraduate internships, placements will generally be expected to last between 6-12 weeks but may be longer for graduates.
31. For 2016/17 there were 2,270 Southwark residents who progressed to Higher Education¹² and this figure has been relatively consistent over the last few years. London Councils analysis suggests that the percentage of those whose parents had not been to university is about 50 per cent.
32. **Within the Council** – at present the council does not offer a formal internship programme. A council internship scheme would make a significant contribution to the successful delivery of the ambitious council plan target and provide a

¹⁰ <https://www.southwarkeba.org.uk/>

¹¹ <https://www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2018>

¹² <https://www.londoncouncils.gov.uk/sites/default/files/The%20Higher%20Education%20Journey%20of%20Young%20London%20Residents%202018.pdf>

number of benefits including:

- Ongoing pipeline of future employees
 - Thorough assessment of candidates
 - Reduce recruitment costs
 - Support students and young people
 - Development of existing staff [through supervising, mentoring etc.]
 - Opportunities for young local talent, including those with barriers.
 - As an exemplar employer, the council could better leverage its influence on external organisations, e.g. contractors, supply chain etc. in an effort to further broaden the internship offer.
33. From experience with our internal apprenticeship scheme, we know that a dedicated resource to support internships, work experience, work trials and returnships will be the most effective option. By having a dedicated resource for apprenticeships, we have bucked the national trend of a 40 per cent drop out of apprentices during their studies each year to an annual drop of rate of between just 7-9 per cent. The retention figure is also positive: 90 per cent of apprentices remain working within the council at the end of their studies.
34. The dedicated officer will design a clear internship scheme, work with senior managers across the council to obtain buy in and funding from the business area for each internship and support the interns during their time with the council. The expectation is that this post would allow the council to deliver 100 internships during the life span of the current council plan. This will sit alongside our existing apprenticeship targets, and the post would also facilitate new work experience and returnship programmes, in line with the Mayor's Good Work Standard, which will be developed as part of the workforce strategy refresh.
35. The internships would be tailored to meet the service needs and to provide a range of opportunities, some being more general career pathways and others being either more professional internships, e.g. in social care, planning, or building surveyors. We can also target young local residents through promoting the scheme to young people who are not in education, employment or training, Southwark School leavers and working with local universities. For current students, internships are likely to last between 6-12 weeks as they will take place over the summer period. For those who have left school / college or have graduated from university, there may be the opportunity for longer internships, up to 12 months, but this will depend on the needs of teams across the council. There may also be opportunities for longer internships in the form of industrial placements as part of a degree course. Internships will be available to non-graduates as well as graduates, though specific requirements will be determined based on the role and projects being recruited to.
36. The three schemes in combination will ensure that young people are able to access paid internships opportunities at a range of points within their educational journey. It is important that internships are offered to young people who have yet to go or do not intend to go to university so that they are not the preserve of graduates. It is anticipated that at least 50 per cent of internships supported will be for non-graduates, offering greater accessibility and bucking the general trend.
37. The following table shows the anticipated delivery outputs over the council plan period:

Internships delivered by year					
Programme	2018/19	2019/20	2020/21	2021/22*	Estimated total
Schools	23	60	65	65	213
Graduates	0	40	50	50	140
Council	0	0	50	50	100
Other**	15	12	12	12	51
Total	38	112	177	177	504

*given the nature of internship schemes, with many placements delivered over the summer period, the total number of internships includes those to be delivered in summer 2022.

** Other – includes paid internships delivered via Young/Old Vic, the Education Business Alliance and emerging partnerships.

Supported internships

38. Supported internships are structured study programmes intended to enable young people with learning difficulties and/or disabilities to achieve sustainable, paid employment by equipping them with the skills they need for work through learning in the workplace. These type of internships normally last for a year and include unpaid work placements of at least six months. As these are not paid they do not fall within the council plan commitment.
39. Given their clear benefits and linkage to the wider ambition of the commitment, we will nonetheless continue to explore how best to deliver supported internships to meet the specific needs of this population. We will also monitor delivery as part of the wider internship programme.

Policy implications

40. The delivery of the paid internship programme set out in this report aims to meet the specific commitment within the Council Plan 2018-22 to *make sure that 500 young people from low income backgrounds get paid internships with London's best employers*. Progress will be reported as part of the outcomes report on making Southwark a full employment borough, planned for March 2020 and annually thereafter.
41. The council's Economic Wellbeing Strategy (2017-22) sets out the ambition to offer residents a comprehensive support offer that supports their transition into employment. This internship programme will form part of that support offer and provide a valuable pathway for young people into the world of work.
42. In delivering Southwark's Skills Strategy (2018-22) we are engaging with employers to provide more employment opportunities for local people and increase access to high quality careers. Paid internships contribute to this ambition by developing local talent, widening access to high quality opportunities, whilst helping employers to meet their skills needs.
43. The internship programme forms part of the refreshed Workforce Strategy which contains further detail on the council's in-house internship scheme.

Community impact statement

44. As set out under the Equality Act 2010 and the Public Sector Equality duty (PSED) an equalities impact assessment was carried out during the development

of the strategy. (Appendix 1)

45. The delivery strategy aims to improve the social mobility of young residents (aged 16-24) from low income backgrounds by supporting them into paid internships which will develop their employability skills and provide a platform for their future careers.
46. As the programme is implemented, project monitoring will follow the council's equalities monitoring guidance to ensure it captures key information about the young people who are being supported.
47. There are no anticipated detrimental impacts to any group or protected characteristic as outlined in the Equalities Act or the PSED.

Resource implications

48. Programme Management of the internship programme will be absorbed within existing resources in the Local Economy Team (LET).
49. The school and graduate schemes will be commissioned services following a procurement exercise. Subsequent contracts will be managed and monitored by LET.
50. The council scheme, to deliver an in-house internship programme, will require 1x FTE post for a fixed three-year period. This post will be managed within the Council's HR service.

Financial implications

51. Delivery of the paid internship programme requires a budget of £150,000 per year, which will be drawn from Youth Fund allocation. The breakdown of these costs will be split between the three schemes broadly as show below:

Programme	2018-19	2019-20	2020-21	2021-22	Total
Schools	0	£50k	£50k	£50k	£150k
Graduates	0	£50k	£50k	£50k	£150k
Council	0	£50k	£50k	£50k	£150k
Total	0	£150k	£150k	£150k	£450k

52. The £50,000 per annum cost of the council scheme relates to the 1x FTE post referred to in paragraph 50.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

53. This report seeks the cabinet's approval to agree the proposed Paid Internship Programme. The proposed programme is consistent with the Council's Plan for the period 2018-2022 which sets out the council's specific commitment to *make sure that 500 young people from low income backgrounds get paid internships with London's best employers*. This report further seeks the cabinet approval to agree the delegation of the decision making (in respect of the various elements of the programme highlighted in paragraphs 25-39) to the cabinet member for jobs,

business and innovation.

54. The cabinet's attention is drawn to the Public Sector Equality Duty (PSED) under the Equality Act 2010, and when making decisions to have regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct, and to advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to the elimination of discrimination. Paragraph 44 of this report advises that a documented equality impact analysis has been carried out as part of the requirement to have due regard to the (PSED) General Duty in these recommendations. Cabinet must read the documented equality analysis (see background documents) and should satisfy itself that the PSED General Duty has been complied with when considering these recommendations.
55. Any procurement arising from the delivery of the programme must be in accordance with the council's Contract Standing Orders and the procurement rules. Any resultant services contracts must be in a form approved by the director of law and democracy.

Strategic Director of Finance and Governance

56. This report is requesting cabinet to approve the Paid Internship Programme, as set out in this report.
57. This report is also requesting cabinet to delegate decision making in regards the various elements of the programme to the cabinet member for jobs, business and innovation.
58. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report and the cost of the implementation of the recommendations will be funded by the Youth Fund Allocation.
59. Staffing and any other costs connected with this report are to be contained within existing business unit revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Equality Analysis Report, June 2019

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Jobs, Business and Innovation	
Lead Officer	Stephen Gaskell, Head of Chief Executive's Office	
Report Author	Matthew Little, Principal Strategy Officer	
Version	Final	
Dated	4 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		4 July 2019

Paid Internships Programme Equality analysis

July 2019

Section 1: Equality analysis details

Proposed policy/decision/business plan to which this equality analysis relates		Paid Internship Programme 2018-22			
Equality analysis author		Matthew Little			
Strategic Director:		Eleanor Kelly			
Department		Chief Executive's	Division	Chief Executive's Office	
Period analysis undertaken		2018/19			
Date of review (if applicable)		The Programme will be monitored throughout its delivery cycle and an update will be provided as part of an annual outcomes report on making Southwark a full employment borough.			
Sign-off	Stephen Gaskell	Position	Head of Chief Executive's	Date	July 2019

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan

This equalities analysis relates to the decision to approve a paid internship programme to deliver the Council Plan commitment to *make sure that 500 young people from low income backgrounds get paid internships with London's best employers.*

Young people (16-24) remain at a disadvantage in the labour market and have higher levels of unemployment than those aged 25+. Those from lower socio-economic groups are also less likely to enter a professional job than more privileged peers.

In this context, the paid internship programme will support our young residents to access fairly paid and high quality internships, improving the social mobility for those who may not have the family or social networks to help them to get a 'foot on the ladder' with high calibre employers.

The Programme will be delivered through three separate schemes to target support at young people at different ages and stages in their educational journey:

- (1) The Schools scheme will support Southwark school children at Years 12 and 13 to complete summer internships to gain valuable work experience and help inform future career decisions;
- (2) The Graduate scheme will support Southwark students at university and recent graduates into internships that help them to 'stand out from the crowd' in what is a highly competitive graduate market;
- (3) The Council scheme will support a range of young residents including those who are not in education, employment or training, in addition to school leavers and university students / graduates.

The three schemes in combination will help to ensure that internships are offered to young people who have yet to go or do not intend to go to university so that they are not the preserve of graduates. It is anticipated that at least 50 per cent of internships supported will be for non-graduates, offering greater accessibility and bucking the general trend.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	<p>The paid internship programme will support young people (16-24) who are Southwark residents from low income backgrounds. Specific criteria is proposed to target those from lower social-economic groups including:</p> <ul style="list-style-type: none"> a) Educated at state school; <u>and</u>, b) Have been eligible for free school meals at any point; c) OR have been looked after by the local authority; d) OR previous generations in your family haven't attended university in UK.
Key stakeholders were/are involved in this policy/decision/business plan	<p>A range of key stakeholders have been engaged in the development of the paid internship programme including:</p> <ul style="list-style-type: none"> • Southwark Education Business Alliance • School internship providers • Undergraduate / graduate internship providers • Universities • Employers with internship schemes • Local authorities with internship schemes

Section 4: Pre-implementation equality analysis

<p>Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>The paid internship programme is aimed specifically at young residents – those aged between 16 and 24. Studies have shown that young people remain at a disadvantage in the labour market. Those aged 16 to 24 in 2016 are 2.6 times more likely to be unemployed than those 25 or older.</p> <p>Data from London Councils shows that for the academic year 2015/16, 6.7 per cent of Southwark Higher Education graduates were unemployed 6 months after graduating. Only 2.7 per cent were on internships.</p> <p>In 2018, graduates aged 21-30 had an unemployment rate of 4 per cent, compared to 1.5 percent for graduates aged 31-40.</p> <p>The current proportion of 16 and 17 year olds in Southwark not in education,</p>

employment or training (NEET) is 2.3 per cent.
Equality information on which above analysis is based
https://www.trustforlondon.org.uk/data/unemployment-age/ https://www.gov.uk/government/statistics/graduate-labour-market-statistics-2018 https://www.hesa.ac.uk/news/28-06-2018/sfr250-higher-education-leaver-statistics-activities
London Councils - The higher education journey of young Southwark residents – December 2018
Mitigating actions to be taken
The programme will be targeted through Southwark schools, universities, employment support programmes and other local networks to ensure that the offer is accessible to young people at various points within their education journey.

Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.
Possible impacts (positive and negative) of proposed policy/decision/business plan
<p>Supported internships are structured study programmes intended to enable young people with learning difficulties and/or disabilities to achieve sustainable, paid employment by equipping them with the skills they need for work through learning in the workplace. These type of internships normally last for a year and include unpaid work placements of at least six months.</p> <p>In 2015, disabled graduates had lower employment rates, higher unemployment rates and higher inactivity rates, across both working age and young populations. The gap in both the employment rate and inactivity rate was narrower across the young population. However the unemployment rate disparity was wider for the young population, with the unemployment rate of young disabled graduates 2.8 percentage points higher than young graduates that are not disabled.</p>
Equality information on which above analysis is based
<p>Department for Education – Supported internships</p> <p>https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/518654/bis-16-232-graduate-labour-market-statistics-2015.pdf</p>

Mitigating actions to be taken
Although supported internships are not paid and do not fall within the programme, given their clear benefits and linkage to the wider ambition of the commitment, we will nonetheless continue to explore how best to deliver supported internships to meet the specific needs of this population. We will also monitor delivery as part of the wider internship programme.

Gender reassignment - The process of transitioning from one gender to another.
Possible impacts (positive and negative) of proposed policy/decision/business plan
None identified at this stage.
Equality information on which above analysis is based.
n/a
Mitigating actions to be taken
n/a

Marriage and Civil Partnership - In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couple. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination).
Possible impacts (positive and negative) of proposed policy/decision/business plan
None identified at this stage.
Equality information on which above analysis is based
n/a

Mitigating actions to be taken
n/a

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Possible impacts (positive and negative) of proposed policy/decision/business plan
None identified at this stage.
Equality information on which above analysis is based
n/a
Mitigating actions to be taken
n/a

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.
Possible impacts (positive and negative) of proposed policy/decision/business plan
For the academic year 2016/17 the highest percentage of Southwark students progressing to Higher Education was Black British / African at 38.3 per cent. Second was White at 27.7 per cent.
White graduates had the highest employment rates and lowest unemployment rates in 2018. Black graduates had the highest unemployment rates; their unemployment rate was over three times higher than for White graduates and more than double that of Asian graduates, across the working age population.
White graduates had the highest nominal median salaries, earning £1,500 more than Asian graduates and £9,500 more than Black graduates, across the working age population.
A higher percentage (8 per cent) of Black and Minority Ethnic (BME) UK domiciled Higher

Education leavers were unemployed compared with the sector average of 5 per cent.

Black African qualifiers are 14 per cent less likely than their white peers to be in professional work 6 months after graduation.

White and ethnic minority individuals from working class backgrounds are equally likely to end up in professional occupations (34 per cent).

White individuals from privileged backgrounds are slightly more likely to end up in professional roles than privileged ethnic minority individuals (60 per cent versus 56 per cent), meaning privileged ethnic minority individuals are more likely to experience downward social mobility (are more likely to end up with lower incomes or in lower skilled jobs than their parents) than their white counterparts.

Only 35 per cent of working class, mixed race people were in a professional job, compared to 61 per cent of mixed race people from a professional background, a gap of 26 percentage points.

Overall, ethnic minorities also face a double disadvantage in earnings: people from professional and ethnic minority backgrounds earn 11 per cent less than white professionals, while ethnic minorities from working class backgrounds earn 25 per cent less than individuals from white professional backgrounds.

The high skilled employment rates were highest for White graduates and lowest for Black graduates across both the working age and young populations; however this difference was wider across the young population. Only 40.9 per cent of young Black graduates were working in high skilled employment; this was much lower than White (58.9 per cent) and Asian (54.5 per cent) graduates.

Equality information on which above analysis is based

<https://www.gov.uk/government/statistics/graduate-labour-market-statistics-2018>

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/596945/The_class_pay_gap_and_intergenerational_worklessness.pdf
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<https://www.ippr.org/publications/the-inbetweeners> (page 7)

<https://www.hesa.ac.uk/news/28-06-2018/sfr250-higher-education-leaver-statistics-activities>

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/545822/The_Professions_factsheet.pdf

<https://www.gov.uk/government/publications/social-mobility-in-great-britain-state-of-the-nation-2018-to-2019>

London Councils - The higher education journey of young Southwark residents – December 2018

Mitigating actions to be taken

The paid internship programme will be targeted at helping all young residents who meet the eligibility criteria to make a successful transition from education into work and a successful career. Equalities monitoring will take place across the three schemes to ensure that it is accessible to young residents from all racial backgrounds, and be cognisant of the borough's ethnicity profile.

Religion or belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

Possible impacts (positive and negative) of proposed policy/decision/business plan

None identified at this stage.

Equality information on which above analysis is based

n/a

Mitigating actions to be taken

n/a

Sex - A man or a woman.

Possible impacts (positive and negative) of proposed policy/decision/business plan

In 2016/17 the median salary for UK domiciled first degree female leavers was £22,000 compared to £23,000 for males. This difference is shown further by the mean salary, £22,000 for females compared to £24,500 for males.

Amongst full-time first degree leavers, 7 per cent of males were unemployed compared with 4 per cent of females.

There were no significant differences in internship take-up by gender (41 per cent of men to 39 per cent of women), nor in the number undertaken by each.

Men from all backgrounds are more likely to enter professional occupations than women from the same background, meaning working class women face both a class and gender penalty. More advantaged women face the biggest disadvantage against their male peers; they are seven percentage points less likely to end up in a professional occupation.

The gender gap statistics for progression into Higher Education in Southwark for academic year 2016/17 was Male 45.1 per cent versus Female 54.9 per cent.

In 2018, male graduates earned £9,500 more than female graduates, on average and across the working age population. This difference still existed for the young population (aged 21-30), but the gap in salaries between young male and female graduates was much narrower at £3,500. It is possible that this gap was partially explained by the fact that male graduates had greater high skilled employment rates, typically associated with higher average salaries, than female graduates.

Equality information on which above analysis is based

<https://www.hesa.ac.uk/news/28-06-2018/sfr250-higher-education-leaver-statistics-employment>

<https://www.suttontrust.com/research-paper/internships-pay-as-you-go/>

<https://www.gov.uk/government/publications/social-mobility-in-great-britain-state-of-the-nation-2018-to-2019>

<https://www.gov.uk/government/statistics/graduate-labour-market-statistics-2018>

London Councils - The higher education journey of young Southwark residents – December 2018

Mitigating actions to be taken

The paid internship programme will be monitored to ensure that it is targeted at both sexes in equal measure.

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes

Possible impacts (positive and negative) of proposed policy/decision/business plan

None identified at this stage.

Equality information on which above analysis is based

n/a

Mitigating actions to be taken

n/a

<p>Human Rights</p> <p>There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol</p>
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>No specific Human Rights impacts have been identified.</p>
<p>Information on which above analysis is based</p>
<p>n/a</p>
<p>Mitigating actions to be taken</p>
<p>n/a</p>

Item No. 18.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Response to recommendations from the Reducing Health Inequalities Through Council Services and Partner Organisations from the Healthy Communities Scrutiny Commission	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Evelyn Akoto, Safety and Public Health	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH

This report responds to the recommendations set out by the healthy communities scrutiny commission on reducing health inequalities through council services and partner organisations. This paper outlines what we are currently doing, and plan to do, to implement these recommendations and reduce health inequalities in the borough.

We are committed to making Southwark a fairer place to live where all residents have the opportunity to fulfil their potential. Improving estate health and wellbeing requires a whole system, health in all policies approach and this is reflected in the responses in this report.

We commend the commission's choice to explore health inequalities at a local estate level, particularly the initiative to undertake community research on the Bells Gardens Estate.

There are a number of exciting initiatives and programmes in place or coming forward shortly which will help to take forward the commission's recommendations and contribute to reducing health inequalities. For example the public health division is leading on the development of a loneliness strategy which will consider the findings of the commission's report. The introduction of the new Empowering Communities Programme is also a good opportunity to explore how we can work in a more systematic and joined up way to harness the resources available at a local level to work with TRAs on initiatives and activities to improve the health and wellbeing of our residents.

We look forward to continuing to work with local communities, our council services and partner organisations to further reduce health inequalities.

RECOMMENDATION

1. That cabinet agree the proposed response to the healthy communities scrutiny commission's report on Reducing Health Inequalities Through Council Services and Partner Organisations and note the progress in taking forward the recommendations.

BACKGROUND INFORMATION

2. The healthy communities scrutiny commission undertook a review into health inequalities at a local estate level. The review focused on the Bells Garden Estate which is located in a relatively deprived area. There is good engagement through the TRA in this area which enabled a small piece of community research to take place. In addition the estate is undergoing a redevelopment programme as part of the new

homes delivery programme which will involve re-providing the community hall and the Multi Use Games Area (MUGA).

3. The review covered the following Health and Wellbeing issues:
 - Encouraging social cohesion and combating isolation
 - Estate maintenance: security, rubbish disposal, damp & mildew, noise
 - Air quality
 - Active play for children
 - Cycling & walking
 - Green space
 - Poverty and food insecurity
 - Healthy, nutritious and affordable food
 - General practice, health checks, long term conditions
 - Use of leisure centres and Free Swim and Gym.
4. The methodology used to undertake this review involved collecting data (wherever available) on the health and wellbeing issues outlined above and information on uptake of council services including leisure centres, libraries and health checks. Residents completed a survey on their health and wellbeing at a drop in consultation event and a health and wellbeing session with TRA members on health and wellbeing in the estate.
5. A report of the committee's findings was received and endorsed by the overview & scrutiny committee on 8 April 2019:
<http://modern.gov.southwark.gov.uk/ieListDocuments.aspx?CId=308&MId=6185&Ver=4>
6. There were in total 17 recommendations presented to cabinet on the 30 April 2019. This report provides the proposed responses and an update on the progress in taking forward the recommendations.
7. Improving estate health and wellbeing requires a whole system, health in all policies approach and this is reflected in the responses in this report.

KEY ISSUES FOR CONSIDERATION

Recommendations from Healthy Communities Scrutiny Commission and proposed Cabinet responses

Encouraging social cohesion and combating isolation

8. Recommendation 1: When re-providing community centres, multi-use game area (MUGA), children's play areas and building new housing through the Great Estates programme ensure:
 - The architects use the Sport England active design guidelines
 - The green and public space, including pathways, promotes and provides for social interaction and community gatherings, and the permeability of the estate is improved e.g. signage, wayfinding and lighting.
 - That any changes to green space means an enhancement of biodiversity and amenity
 - That the community centre caters to the needs of local residents, providing opportunities for healthy activities to take place which promote social cohesion.

Response

9. The new homes programme being delivered on this estate provides the opportunity to design the community hall and MUGA to encourage and promote sport and physical activity in residents. The Sports England Active Design guidelines draw on urban design practice and practical examples to develop a set of principles to develop environments that offer people the greatest potential to lead active and healthy lifestyles. Some of these principles are more relevant to this project, such as designing facilities that are accessible for all users and support physical activity across all ages and providing multifunctional spaces.
10. The housing team working on this project have sent the Healthy Communities Scrutiny Report to the architects delivering the designs for the Bells Garden estate. The Public Health division will be meeting with the architects to discuss the recommendations from this report and how they will be incorporated into the designs for the estate. This will include discussions about the active design principles, the design of the green and public space and biodiversity.
11. The architects doing the Bells Gardens Estate started consultation prior to drawing up any plans and have asked residents their views on the MUGA and the community centre. This information will be used to inform the architect's design for the community centre and the MUGA. In addition, there will be resident project groups set up to inform the design of the new spaces. The resident involvement at every stage of the project will help develop spaces that cater to the needs of residents and are suitable for running the events and community activities.
12. Recommendation 2: Commit to support and empower resident groups to organise public health related activities & events, which bring residents together.

Response

13. A community council review has recently taken place, with the recommendations due to be implemented in Autumn 2019. A recommendation of the review is to replace community councils with a more flexible, devolved Empowering Communities Programme. The new programme will introduce ward meetings and a new Democracy Fund that local people can bid for to organise events. The aim of the Empowering Communities Programme is to increase opportunities for residents, particularly those who are less confident and assertive, to take part in the local political and communal process and for it to better reflect the diversity of local communities. The new system should make it easier for residents to come together to organise events and activities. The introduction of the new Empowering Communities Programme is a good opportunity to explore how we can work in a more systematic and joined up way to harness the resources available at a local level to work with TRAs on initiatives and activities to improve the health and wellbeing of our residents. In addition, the Great Estates pilot is gathering information on what the priorities are for residents on our estates and provides the opportunity to improve the way estate resources are used to better cater to resident's needs.
14. The public health and housing divisions are supporting Housing colleagues with embedding health into a refresh of Southwark's Housing Strategy. Public health and HACT are organising a workshop for health and housing colleagues to discuss how and where there is scope for a closer working relationship around housing, health and wellbeing. The outputs of this workshop will inform the development of the housing

strategy which will outline strategies and actions to empower resident groups and improve health through housing focused initiatives.

15. The Public Health division is leading on the development of a loneliness strategy which will outline the council's approach to reducing social isolation and loneliness in the Southwark population. A partnership approach is crucial to this work, which is being delivered in partnership with other essential stakeholders including CVS organisations, representatives from Southwark CCG and the Primary Care sector and other council's departments, including representatives from Housing and Community Engagement. Although this work has only just started, it is envisaged that the strategy will explore options to tackle isolation and loneliness at all levels, including tools such as [social prescribing](#) and possibly other place-based approaches to reduce isolation. The strategy is due to be produced by the end of 2019/20 financial year.
16. Recommendation 3: Introduce innovative methods to communicate to residents what health and wellbeing services and activities are on offer.

Response

17. Partnership Southwark (which brings together local health, care and voluntary sector partners to more effectively integrate health, care and wellbeing for Southwark residents) is in the early stages of developing a social prescribing model for Southwark to provide more coordinated and streamlined access to different services and activities to improve their health and wellbeing. Initially focused on supporting people with long-term conditions, this model will be co-produced with the voluntary sector, health and care professionals, people with lived experience and their carers/families and will align with the development of community hubs for older people and people with disabilities as well as the existing Wellbeing Hub. Public Health is involved in this programme and will keep a watching brief on it as it develops to ensure it is linked in to what is happening at an estate level and our wider work around place and wellbeing. More information on this programme of work can be found here: <https://communitysouthwark.org/get-involved/southwark-social-prescribing-network>
18. The public health division recently launched their digital programme. A key element of this is will be an online platform with all health and wellbeing information in one place including on the services and activities on offer for residents in the borough. The platform aims to target communications at different groups using social marketing to help reach out to residents that we struggle to engage with. There is also an ongoing piece of work in the council to map out all the health, wellbeing and community services and activities available across the borough. This will enable us to develop a comprehensive offer that can be easily communicated with all residents.
19. TRAs are responsible for organising and running their own events and activities, including for promoting them. Following the introduction of the new Empowering Communities Programme, the Public Health division will work with housing to explore what innovative methods can be used to improve the way we communicate with our residents, including options such as health and wellbeing champions, promotion of events through local schools and digital boards on estates.
20. Recommendation 4: Investigate the capacity in partnership with other providers, like Health, to embed local health workers in local estates and for Residents' Services Officers (RSO) to work in collaboration to combat social isolation.

Response

21. As outlined in recommendation 2, the new Empowering Communities Programme and the refresh of the housing strategy provides the opportunity to develop a strategic approach to public health, housing and resident involvement with teams working together to tackle health and wellbeing issues at an estate level. Through this work we will explore how to work with RSOs and harness the information they have about residents on local estates to identify and target interventions to socially isolated people.
22. The cabinet member for housing and modernisation has presented proposals to Cabinet on the future of resident involvement in the borough. The process of reform of this service provides an opportunity for the Tenant and Homeowner Involvement Team to become a significant partner in delivery of the council's strategy for healthy communities, especially in terms of working with place-based communities, such as those represented by tenant and resident associations.
23. Public Health is developing loneliness JSNA to inform the loneliness strategy. The JSNA will identify which groups are most at risk of being socially isolated to help develop targeted interventions for at risk groups in the loneliness strategy.
24. We do not have a community health promotion service with posts such health trainers to embed into communities but there are opportunities at a strategic level to identify opportunities to train staff across health and housing on key topics. Public Health has commissioned Mental Health First Aid training for council staff that will run from July to December 2019. This training offer has been targeted at front line staff and the resident's services team have been encouraged to take part. This will enable staff to identify when someone is suffering from mental health issues and gain skills in how best to assist them.
25. Public Health will work with the CCG and [Partnership Southwark](#) as part of the developing neighbourhood programme of work to better join up care and support for people with emerging and complex health, care and wellbeing needs. Public Health will work with the CCG to facilitate linkages between residents on the estate and local GP practices and the CCG's engagement structures.

Estate maintenance: security, rubbish disposal, damp and mildew, noise

26. Recommendation 5: Identify present estate problems that impact on health through the Great Estate programme (e.g. noise, security, rubbish disposal, damp & mildew) using the HHSRS and resident feedback to prioritise. If these are minor issues they can be addressed through the repair programme, with the support of the estate officer. If these require major works then investment ought to be made available through the Great Estates programme.

Response

27. The Great Estates Programme is a key commitment in the Council Plan and the aim is to guarantee that every estate is clean, safe and cared for. As part of this programme the aim will be to improve the health and wellbeing of residents. In March 2019 Cabinet approved the approach to establishing a number of estate improvement pilots to test out new ways of working. The Great Estates Pilot Call for Ideas engagement has been launched and residents have been invited to share what their priorities are for their estates and make suggestions for improvement. Following this engagement, residents on the pilot sites will work with the council to develop estate improvement

plans to outline what investment will be spent on and how the priorities they identified will be addressed.

28. We will review and consider how to improve the way issues on estates are reported and dealt with to ensure that problems that impact health and wellbeing, such as those that have been highlighted above, are dealt with in a timely manner and the residents who raise these issues are provided with feedback and updates.

Air quality, active play, and cycling / walking and green space

29. Recommendation 6: Conduct detailed air quality monitoring of sites undergoing estate regeneration and share the information with residents so they are able to make informed decisions on retention / reduction to parking, gating access and turning roads into play streets.

Response

30. Environmental protection team monitor air quality across Southwark. At present there are two continuous air quality monitoring stations in the borough at Old Kent Road and Elephant and Castle. Data on these can be found on the London Air Quality Network-<http://www.londonair.org.uk/LondonAir/Default.aspx>. It is proposed to add a further three Continuous Air Quality Monitoring stations to the network in 2019. Across the borough there are 88 Nitrogen Dioxide diffusion tubes monitoring NO₂. We will ensure that residents are aware of how they can get air quality information so they can use it to inform decisions and funding bids.
31. Residents can access the Cleaner Greener Safer funding to manage their own projects and take an active role in transforming their local areas. In the past CGS grant funding has been used to monitor air quality at Grove Vale School.
32. Recommendation 7: Review and strengthen the Council's #onething campaign aimed at increasing awareness about the risks of poor air quality and what we can do to help improve it.

Response

33. The environmental protection team has been running the #OneThing campaign which encourages people to commit to just one thing to help improve air quality. The #OneThing campaign includes three key messages:
 - Leave your car at home
 - Use click and collect
 - Switch off your engine.
34. Residents are asked to sign up to Southwark Council's clean air pledge. Once residents have registered they receive updates on how they can improve air quality.
35. The Borough also introduced a Road Traffic Management Order in May 2017 which allows for the civil enforcement officers to issue a Penalty Charge Notice if the driver refuses to switch off the vehicle engine when requested and is parked in a restricted area. This forms part of the anti-idling campaign, which includes awareness raising events around schools at pick up times.
36. Environmental Protection and Public Health fund airTEXT - an air quality forecasting and alert service that sends alerts to subscribers when the forecasted pollution levels

are higher than usual, aiming to help people better prepare for high pollution episodes. A recent survey of the service found that most Southwark residents who use the text service found it useful. Over the next year the teams will be working on improving access and awareness of the service for BAME and deprived communities. Southwark also has its own cascade system in place when the forecast is high or very high air pollution. Southwark is due to undertake a review of its cascade process in Autumn 2019.

Alongside the borough's alert service, the GLA (with support from Kings College London) also provide an air quality alert to schools, care homes and GP surgeries when the air quality has been forecasted to be either Moderate or High or Very High.

37. Recommendation 8: Introduce a low emission zone across an area of Southwark while increasing cycling and walking provision.

Response

38. Part of Southwark is now covered by TfL's Ultra Low Emission Zone so cars travelling in those areas will need to meet a minimum emissions standard or pay a charge. The ULEZ will be extended to include most of the borough in October 2021. In addition, the GLA have committed to a low emission bus corridor on the A202 (Camberwell to Peckham).
39. Southwark's bid for Mayors Air Quality Funding to implement a low emission neighbourhood (LEN) in Walworth was successful. The LEN bid proposes to reduce 'rat-running' traffic through residential areas and past schools around Walworth Road, to encourage active travel and cleaner vehicles and to implement public realm improvements. Officer meetings have begun to plan the implementation.
40. The draft New Southwark Plan commits to improving walking and cycling provision, as outlined on the strategic policy on healthy, active lives. This policy commits to delivering a safer cycling network, improving green space and introducing the concept of active design which makes using stairs an attractive alternative and encourages use of bikes for local trips.
41. This commitment is mirrored in Southwark's Movement Plan which outlines our approach to promoting movement that benefits both mental and physical health through a number of measures to increase active travel in the borough including creating simple and clear streets, reducing noise pollution and delivering infrastructure that makes active travel easier and more attractive such as clear and connected walking and cycling routes and cycle hire schemes.
42. Recommendation 9: On the back of the Great Estates programme, secure investment for car share and electrical charging points for electric vehicles, actively provide more cycle storage, and invest in footways.

Response

43. As outlined in recommendation 5, the great estates pilot will develop estate improvement plans for pilot sites based on the issues and priorities that residents have identified. Therefore, if car sharing, electric charging, walkways or cycle facilities are identified as priorities for residents on the pilot sites then the programme may be able to help bring in or provide investment to improve these facilities. The Cleaner, Greener, Safer fund is another source of funding that is available for residents to improve these facilities on their estate.

Poverty and food insecurity

44. Recommendation 10: Prioritise food initiatives for children in the holidays as part of the Food Security Action Plan, which is being drafted in collaboration with the Southwark Food Action Alliance.

Response

45. There is a network of providers who will be running summer programmes for children in the borough. The Southwark Food Action Alliance will be raising awareness about these programmes through local estate and services so people can be referred, and supporting the providers to work more collaboratively as a network.
46. Recommendation 11: Actively explore the potential for introducing food initiatives into community spaces. Given the space, cooking groups, such as those making community meals using surplus food for batch cooking, would potentially thrive and address some of the poor dietary nutrition in “food deserts” found in more deprived areas. (This is in line with the recommendation in the Food Security Action Plan to focus on building resilience as a more sustainable, preventive approach to food insecurity).

Response

47. Southwark’s Food Security Action Plan will be launched at the beginning of July 2019. Work coming out of this will map out which estates have community kitchen facilities and which run cooking classes. This work will inform a plan to take forward more food initiatives on estates. A year long pilot programme of cooking classes has been trialled on 5 estates over 2018/19, results of which will be shared in July with housing and wider colleagues to help inform future thinking on this type of initiative.
48. The Public Health & Food Safety teams are currently working on a Good Food Retail Project following a successful bid for funding from the GLA. This project is identifying food swamps and piloting actions to improve access to healthy, good quality, low cost food and drink. In addition, GSTC are currently funding the Alexander Rose voucher scheme, which gives low income families vouchers to purchase fruit and vegetables. It is currently running in the Faraday ward and will be expanding it to North Walworth and Camberwell Green. They aim to work with 1000 families over the next three years.
49. Recommendation 12: Housing officers to signpost to resources in the area that will help residents with food security – for example: (i) promoting the Government’s free Healthy Start vouchers for low-income pregnant women and young families, (ii) directing people towards emergency financial support for white goods for cooking, and if experiencing fuel poverty.

Response

50. The Food Security Action Plan outlines the SFAA’s ambition to bring together information on programmes and initiatives to address food security in a coherent way so it can be used as a resource for frontline staff. This resource will make it easier to work with housing colleagues to develop a system for signposting residents to initiatives and services in the area to address food security. As outlined in recommendation 4, this would require a shift of focus for the role of RSOs. This would

need to be considered as part of any future RSOs reviews to consider how best to take this forward.

51. There is currently an emergency fund available for residents who need white goods for cooking but it would be beneficial to work with housing colleagues to understand if this fund is promoted and used and how much of an issue lack of white goods are on our estates.

Healthy, nutritious and affordable food

52. Recommendation 13: Map 'Food Oases', like community gardens and kitchens, in order to develop and build on community assets to address food insecurity and nurture a healthy food culture.

Response

53. The Council is committed to enhancing the food growing facilities in the borough. SP6: Cleaner, greener, safer of the draft New Southwark Plan includes a section on protecting and improving green and open space in the borough for food growing opportunities, as well as other important community uses .
54. All community gardens and allotments on estates will be mapped as part of the Great Estates Programme.
55. As outlined in the recommendation 12, the SFAA will be putting together a resource on food security initiatives in the borough which will include community gardens and kitchens. This can then be communicated to resident's through housing services to encourage them to get involved in these initiatives.
56. Recommendation 14: Actively promote funding for community gardens and food growing projects through Cleaner, Greener Safer, and Neighbourhood Fund led activities, particularly targeting community engagement programmes working with economically deprived residents.
57. There are a number of funding schemes available for residents that could be used to develop community gardens and growing initiatives. The new Empowering Communities Programme will change the way the CSG and Neighbourhood funding is allocated so that decisions are made at a local, ward level by ward councillors. The programme will also see the introduction of Community Champions who will be figureheads for their area, working to encourage maximum participation from the community. This devolved decision making process together with new councillor positions dedicated to promoting community funds and community involvement should increase awareness of available funds and hopefully bids from a more diverse range of residents.
58. There are a number of different food growing initiatives in the borough that can benefit people facing food insecurity. There is a map available through Capital Growth that shows where community gardens are in the borough and gives information on how residents can get involved in them. Garden Organic is an organisation that works with deprived families in the borough. The project works with families at risk of food poverty or who have accessed a food bank in the past. They to teach a variety of organic growing techniques to support residents throughout the growing season and ensure new growers have access to the information and resources they need. As outlined in recommendation 12, the SFAA will be collating food security information into a more

accessible, coherent way which will make it easier for colleagues working on estates to signpost people to these initiatives.

General practice, health checks, long term conditions

59. Recommendation 15: Explore what hyper local health data and anecdotal evidence can be used to drive service provision and improve disease prevention, management and peer support for people with long term health conditions.

Response

60. Public Health produced a Long term Conditions JSNA in 2018. This JSNA identifies which long-term conditions are most prevalent in the borough. The JSNA identifies hypertension, depression and diabetes as the long-term conditions priorities in the borough. This information has been used to identify opportunities to reduce the burden of long term conditions in the borough through early diagnosis and better management. Public Health has also produced a multiple long-term conditions JSNA which analyses and compares prevalence of different conditions in the long-term conditions in different GP neighbourhoods. This JSNA summarises that each diagnosed condition has a different demographic profile and there is a variation in terms of prevalence across Southwark. This information has been used by GPs to help with planning services.

Care coordination of people living with multiple long term conditions has been a priority of the [Southwark Local Care Network](#). The CCG and other partner organisations engaged directly with people living with multiple long term conditions to inform this work. [The outcomes of this engagement can be seen here](#). This work continues to be developed through the [Partnership Southwark](#) programme of work.

61. Multiple long-term conditions are one of the Guy's and St Thomas' Charity's priorities. They have produced research - [From One To Many](#)- which looks at the data and also interviewed local people living with MLTC to better understand what contributed to developing them and what solutions can slow down progression. This research has shaped their approach to tackling MLTC in the borough. The information they have collected is also informing the Partnership Southwark work to support the development of emerging local care networks which aim to reduce fragmentation and improve coordination between health care services at a local, neighbourhood level.
62. Recommendation 16: Explore asking about income at sign up for Free Swim & Gym (FSG).

Response

63. The physical activity and leisure team are currently reviewing the outcomes of the FSG scheme to understand what impact it has had and what adjustments could be made going forward to improve the programme. They have done analysis on age group, ethnicity, gender and ward of users but do not have data on income. However, they plan on doing a detailed postcode analysis to understand more about the socio-economic status of FSG users and will then explore asking about income at FSG sign up.
64. From September, the leisure team will be piloting some programmes to extend the FSG scheme, including free swimming lessons for adults who cannot swim and people with learning difficulties.

65. Recommendation 17: Involve public health in Great Estates programme and as part of one of the pilots, ideally with a TRA (or TMO), undertake a local research project to better understand resident concerns and how to best address them (including a community profile mapping out health data, local air quality, and current community assets, activities and gaps). Key is to work with residents and local community organisations to develop an active involvement on the social regeneration being undertaken.

Response

66. The great estates pilot provides the opportunity for residents to undertake initiatives such as a local research projects to better understand residents health and wellbeing concerns. The pilots are being promoted on estates and residents are encouraged to respond to the consultation with ideas for estate improvement. If residents are interested in organising a local research project, then Public Health will work with the great estates team and the TRA to plan the research.

Community impact statement

67. This paper responses to a healthy communities scrutiny commission which made a number of recommendations with the aim of improving health and wellbeing of our communities experiencing multiple social and economic disadvantage and reducing health inequalities in Southwark. This paper responds to the scrutiny commission report by outlining what we are currently doing, and plan to do, to implement these recommendations and reduce health inequalities in the borough.
68. In taking forward the recommendations, equality of opportunity and assessment of potential impacts, in line with the Equality Duty, at section 149 of the Equality Act, will be considered and an Equality Impact Analysis will be done before any changes are made to policy or services.

Policy implications

69. There are no specific policy implications currently arising from the recommendations. In taking forward the recommendations, should any changes to policy arise, they will be further considered at Cabinet.

Resource implications

70. Wherever possible the proposed responses and implementation will be carried out within existing resources. Any additional resource required will be funded within existing budget arrangements.

Legal implications

71. There are no legal implications for the report.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

72. Section 2B of the National Health Service Act 2006 places a duty on the council to take such steps as it considers appropriate for improving the health of the people in its area. The steps that may be taken under subsection include—

- (a) providing information and advice;
 - (b) providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way);
 - (f) providing or participating in the provision of training for persons working or seeking to work in the field of health improvement;
 - (g) making available the services of any person or any facilities.
73. The responses set out in the report indicate things that the council is already doing and is looking at doing in order to assist it in carrying out this duty.
74. Under section 149 of the Equality Act 2010, in making this decision, the cabinet must comply with its public equality duty which requires it to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. It is noted that this duty will be considered in the context of any specific future proposals that are recommended arising from this commission.

Strategic Director of Finance and Governance (FC19/007)

75. This report is requesting cabinet to agree the proposed responses to the healthy communities scrutiny commission's report on Reducing Health Inequalities through council services and Partner Organisations and note the progress in taking forward the recommendations.
76. The strategic director of finance and governance notes that the responses and implementations will be contained within existing budgetary resources and Officers will be exploring any external funding available where appropriate to supplement current resources.
77. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Scrutiny report considered by Cabinet	Scrutiny Team Southwark Council, 160 Tooley Street, London SE1 2QH	Julie Timbrell 020 7525 0514
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=308&MId=6185&Ver=4		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Community Safety and Public Health	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Tizzy Keller, Public Health Policy Officer (social regeneration and inequalities)	
Version	Final	
Dated	4 July 2019	
Key decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer title	Comments sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	4 July 2019	

Item No. 19.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		The implementation of Free Healthy Nursery Meals	
Wards or groups affected:		All	
Cabinet Members:		Councillor Evelyn Akoto, Community Safety and Public Health; and Councillor Jasmine Ali, Children, Schools and Adult Care	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH, AND COUNCILLOR JASMINE ALI, CABINET MEMBER FOR CHILDREN, SCHOOLS AND ADULT CARE

Southwark Council is one of the first boroughs to provide Universal Free Healthy School Meals to all our primary schools. We know this makes a difference to our young people and our families. We are proud that all our primary age children are entitled to a free nutritious lunch and over 92% of our pupils take up this offer.

Building on this success, we are now extending the meal offer to all maintained nurseries and school nursery classes. We want to support families in Southwark, at a time when we know many are struggling. A healthy meal supports concentration and attainment. We also know that good habits start young. In addition to a free nutritious meal, we will be working closely with nurseries and schools to promote water only schools and fruit and low sugar yoghurt, instead of sugary desserts. This is part of our wider commitment to creating a healthier Southwark.

RECOMMENDATIONS

That the cabinet:

1. Agrees the implementation model for free healthy nursery meals (FHNM) in all maintained nurseries and nursery classes within primary schools in Southwark.
2. Notes that work will be taking place alongside the introduction of free healthy nursery meals to support nurseries and schools to provide a healthier offer. This will include the introduction of water only policies and a reduction in sugary desserts.
3. Requests a report back in twelve months time to provide an update on free healthy nursery meals (FHNM) and the impacts.

BACKGROUND

4. There is evidence that the provision of meals within early years settings can promote healthy eating, improve behaviour and increase educational attainment and school readiness.
5. Early years is an important time for healthy weight interventions and to establish good behaviour, preventing children becoming overweight or obese as adults.

6. One in four children in Southwark are already overweight or obese by the time they start school in reception (National Child Measurement Programme 2017-18). The introduction of healthy meals within nurseries will be part of a whole systems approach in addressing childhood obesity within the borough.
7. In Southwark, 1 in 4 children live in low income families and one in three London children have problems concentrating at school because of hunger. The provision of free, healthy meals within nursery classes will further reduce childcare costs for families as well as helping to tackle food insecurity within the borough.
8. The council's successful free healthy school meals (FHSM) programme was first piloted in January 2011 and has been a universal offer since September 2013. Free healthy school meals (FHSM) are for all primary school students in Key Stage 2, supplementing the state-funded free school meals.
9. The Council Plan 2018-2022 commits to extending FHSM to school nurseries. This is part of the council's approach in supporting all children in the borough to have a healthy and active start in life.
10. Southwark will be one of the few boroughs in the country to provide free healthy meals in nurseries. Through working with local and national early years dietitians, we aim to set a high standard for early years meal provision.

Delivery of the Free Healthy Nursery Meals (FHNM) programme

11. A total of 62 nurseries will be part of the free healthy nursery meals (FHNM) programme. The 62 nurseries comprise of the five maintained nursery schools and the 57 nursery classes that are part of a primary school within the borough. The primary schools include academies and free schools.
12. There are over 2,800 children currently attending the 62 nursery settings in Southwark and will all benefit from a free, healthy meal offer. These children will then continue to benefit from free meals, as once in reception class all children will be in receipt of universal infant free school meals.
13. Schools, finance and local and national early years dietitians have been engaged to develop the principles and assumptions of the FHNM programme.
14. The FHNM programme is based on five key principles:
 - Nutrition and quality of the meals
 - Positive meal times (child-focused)
 - The eating environment
 - Food sustainability
 - Achieving best value.
15. The nurseries will have flexibility to implement the FHNM model, to best meet the needs of their children. The model has been developed to maximise the number of free meals a child receives in a week, whilst reflecting attendance, portion sizes and funding patterns. The model include the following assumptions:
 - If a child is receiving 15 funded hours per week they will be entitled to three meals per week
 - If a child is receiving 30 funded hours per week they will be entitled to five meals per week

- School nursery classes and maintained nurseries are only open during term time, 38 weeks of the year
- Calorie consumption for nursery aged children

The above assumptions will be tested throughout the phased implementation year.

16. We know that every nursery will provide healthy and good quality food differently, to best meet the needs of their children, attendance patterns and on-site facilities. It is the responsibility of each nursery to decide how this funding is used for lunches, breakfasts or to provide healthy snacks throughout the day.
17. The '91% rule' of free healthy school meals will be tested and applied to free healthy nursery meals. This takes into consideration the setting's average attendance, factoring in sickness and those who choose to opt out of meals.
18. There will be a phased implementation of the FHNM offer. This will allow for best practice and learning to be shared across the different settings, whilst providing support to address any challenges in delivering FHNM meals.
19. The five maintained nursery schools are the first in the borough to pilot free healthy nursery meals. This began in the summer term (April 2019). Learning from the maintained nurseries will support the wider roll out.
20. FHNM will be implemented in school nursery classes in three waves during the academic year September 2019 to July 2020 (Appendix 1). Schools have been prioritised based on levels of excess weight and deprivation, as well as ensuring that each wave is representative of the borough geographically and in terms of the different school types, for example academies and community schools (further information is provided in Appendix 1).
21. To support the sharing of best practice, Cookwise Ltd is conducting a study of the quality of free healthy school meals and any meals already provided to school nursery classes. The study is across a sample of schools.
 - Best practice identified will be shared with all schools to support the implementation of free healthy nursery meals and to ensure that free healthy school meals are even better.
22. Support will be available to all maintained nurseries and school nursery classes during the implementation year. This will be provided by the public health division and the education department. Support will include:
 - Provision of clear guidelines and the evidence-base on early years nutrition and creating positive meal times. This will incorporate the food and drink guidelines for early years settings and recommendations from the healthy early years London awards, soil association and early years nutritionists from Evelina London
 - Support all schools and nurseries to be water-only settings, with only water or milk provided as part of the free healthy nursery meals offer
 - Some nursery classes are already engaging in best practice and providing healthy alternatives to desserts. Work will take place to develop clear dessert policies with schools, that reduce the amount of cake and sugary options in a week and instead promotes fruit and low sugar dairy options

- Provision of funding opportunities for equipment and resources to support the delivery of the FHNM. This is being made available through the Southwark healthy pupils capital fund (sugar levy) and through the support of Guy's and St Thomas' Charity
- Development of a staff training offer to ensure a whole nursery approach to positive meal times
- Exploration of and support for the establishment of voluntary clusters for the commissioning of caterers and procurement of ingredients. This is to increase schools' purchasing power.

Engagement with schools

23. A workshop for Headteachers was held on Thursday 21 March 2019. Early years nutritionists from Evelina London and the Soil Association presented evidence on meal nutrition and how to create positive meal times within nurseries. All schools with nursery classes and maintained nurseries were invited to attend the meeting. At the workshop:
 - The five key principles of FHNM were developed
 - Best practice was explored among those who attended and the challenges settings identified in implementing FHNM.
24. Ongoing engagement and the sharing of learning and best practice will be essential for maximising the education and health outcomes of FHNM. We will continue to hold workshops with nurseries, catering teams and national experts, prior to each implementation wave.
25. Free healthy nursery meals was presented at the headteachers' breakfast briefing on 8 May 2019, to ensure all schools are kept informed.
26. We have discussed FHNM and the evaluation process with the national Public Health England team and the London childhood obesity taskforce, to further develop and share best practice.

Policy implications

27. Free healthy nursery meals supports Southwark Council's fairer future commitment of a great start in life.
28. The free healthy nursery meals programme operates within and supports the delivery of the health and wellbeing strategy, the healthy weight strategy, the food security strategy and the early years foundation stage framework.
29. Free healthy nursery meals has been developed and will be jointly implemented by the public health division and the education department. This has ensured that policy implications across both departments have been considered.
30. The procurement of the meals is the responsibility of each school. It is highly likely that nursery classes not already providing meals will source these as part of the school's current catering arrangements. The public health division and education

department will test the procurement and commissioning of meals and where possible provide support to schools to enhance quality and efficiencies.

Community impact statement

31. It is envisaged that this policy will have a positive impact on the youngest and most social – economically disadvantaged residents in Southwark who are also most likely to be from BAME groups. This policy will provide positive impact regardless of age, disability, faith, gender or sexual orientation. There are no specific equality implications arising directly from free healthy nursery meals.
32. School catering teams already ensure that meals meet special medical, dietary and religious requirements. The public health division and education department will support schools, where necessary, to ensure this is the case for nursery meals too. The flexibility of the free healthy nursery meals programme means that nurseries can tailor meal provision to best meet the needs of all their children.
33. Free healthy nursery meals aim to improve the health, wellbeing and educational attainment of Southwark's children by providing nutritious meals and setting good food habits from an early age.

Financial and legal implications

34. To ensure the long term sustainability of the free healthy nursery meals and free healthy school meals offer, schools and the council work collaboratively to increase the uptake of the government's statutory free school meals.
35. Pupil roll forecasting will be essential to ensuring long term financial provisions.
36. A £200,000 contribution from the public health free healthy school meals (FHSM) allocation has been earmarked for this proposal in the 2019-20 financial year.
37. It should be noted that the phased implementation of the policy in waves means that actual costs in a full financial year are yet to be fully determined but this will be closely monitored and captured as part of the departmental revenue budget monitoring process.
38. BDO, an accountancy and business advisory firm, who work very closely with Southwark Council, are conducting a review of the finances, contracting and procurement arrangements of free healthy school meals within each primary school in Southwark. The findings will be essential to understanding how as a council, we can continue to support schools with the delivery of free healthy school meals and develop the free healthy nursery meals programme.
39. There will be an ongoing evaluation, using the work of BDO and Cookwise Ltd, to ensure best practice. There is the potential for a wider studies and evaluations with Guy's and St Thomas' Charity.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

40. Section 512 of the Education Act 1996 empowers the council to provide meals at schools maintained by them including for children who receive relevant funded early years education.
41. Section 513 of the Education Act 1996 empowers local authorities to provide meals at schools not maintained by them – i.e. in this case at academies and free schools.
42. These powers also include a power to charge for these meals except for children eligible for free school meals- and this includes all children in reception classes i.e. classes where the majority of the children will attain the age of 5 during the school year.
43. However, this new policy establishes that the power to charge will not be exercised for any nursery children in all those schools and nursery schools referred to in this paper who are being provided with school lunches.
44. Exercise of these powers is an executive function of the council which the cabinet will determine in accordance with the council's scheme of delegation.
45. Under section 149 of the Equality Act 2010, in making this decision, the cabinet must comply with the public sector equality duty which requires it to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
46. The community impact statement set out in the report indicates the positive impacts arising from this policy and also refers to specific matters potentially affecting those with particular protected characteristics that need to be taken account in discharging the Equality Act duty.
47. Whilst the council will fund the provision of free lunches, it is noted that individual schools will be responsible for procuring and providing the meals in accordance with this policy, and will need to do so in accordance with the requirements for School Food Regulations 2014, which include specific provisions relating to meals at nurseries. There is also Government advice relating to the exercise of these regulations that was updated in March 2019.

Strategic Director of Finance and Governance

48. This report is requesting approval of cabinet of the implementation model for free healthy nursery meals (FHNM) in all maintained nurseries and nursery classes within primary schools in Southwark.
49. The strategic director of finance and governance notes the £200,000 contribution in support of this model from the free healthy school meals budget in 2019-20.
50. It is further noted that this will be closely monitored and captured as part of the departmental revenue budget monitoring process.

51. Staffing and any other costs connected with these recommendations to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Healthy Weight strategy: Everybody's business 2016-2021	Public Health 160 Tooley Street London SE1 2QH	Jin Lim Jin.lim@southwark.gov.uk 020 7525 0281
Link (copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s63091/Appendix%201%20Healthy%20Weight%20Strategy%202016%20-%202021.pdf		
Eat Better Start Better Voluntary guidelines for food and drink in early years settings	Action for Children 3 The Boulevard Ascot Road Watford WD18 8AG	Action for Children
Link: https://www.actionforchildren.org.uk/resources-and-publications/information-guides/eat-better-start-better-pack/		

APPENDICES

No.	Title
Appendix 1	Implementation waves for the academic year 2019-2020

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Community Safety and Public Health; and Councillor Jasmine Ali, Children, Schools and Adult Care	
Lead Officer	Nina Dohel, Director of Education, and Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Georgia Pritchard, Early Years Advisor, and Becky Steele, Public Health Policy Officer (Obesity & Physical Activity)	
Version	Final	
Dated	26 June 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	
Date final report sent to Constitutional Team	5 July 2019	

APPENDIX 1

Implementation waves for the academic year 2019-2020

Wave 1	Started summer term (April 2019)	5 maintained nurseries
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Wave 1 settings:

- Ann Bernadt
- Dulwich Wood
- Kintore Way
- Nell Gwynn
- The Grove

Summary of five maintained nurseries:

- Already all providing meals (3 of the nurseries charge for the meals)
- A proven commitment to early years and children's health
- Schools are geographically across the borough
- The first five nurseries highlighted in the performance plan

Wave 2	Start autumn term (September 2019)	15 school nursery classes
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Wave 2 school nursery classes:

- | | |
|--|--|
| <ul style="list-style-type: none"> ▪ Southwark Park ▪ Tower Bridge ▪ Snowfields ▪ Charlotte Sharman ▪ St Francis Catholic ▪ Crawford ▪ Robert Browning ▪ Goose Green | <ul style="list-style-type: none"> ▪ Pilgrim's Way ▪ Rye Oak ▪ Camelot ▪ John Ruskin ▪ Ivydale ▪ Bellenden ▪ Cobourg ▪ Harris Academy Peckham Park |
|--|--|

Criteria for selecting the 16 school nurseries:

- All types of primary schools in the borough are represented
- Prioritised schools with higher obesity levels
- Schools are geographically across the borough

Wave 3	Start summer term (January 2020)	18 school nursery classes
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Wave 3 school nursery classes:

- Alfred Salter
- Brunswick Park
- Comber Grove
- English Martyrs
- Friars
- Grange
- Heber
- Peter Hills
- Phoenix
- Rotherhithe
- St Anthony's Catholic
- St Francesca Cabrini
- St James the Great
- St Joseph's Catholic Borough
- St Joseph's Catholic (Gomm Road)
- St Jude's Church of England
- Townsend
- Victory

Criteria for selecting the 18 school nurseries:

- Prioritising schools with higher levels of childhood obesity
- Schools with currently greater financial challenges
- Ensuring across the first three waves there is a balance across the wards

Wave 4	Start summer term (April 2019)	24 school nursery classes
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Wave 4:

- Albion
- Angel Oak
- Ark Globe
- Bessemer Grange
- Charles Dickens
- Cherry Garden
- Dog Kennel Hill
- Goodrich Community
- Ilderton
- John Donne
- Keyworth
- Lyndhurst
- Michael Faraday
- Oliver Goldsmith
- Redriff
- Riverside
- St James' Church of England
- St Johns
- St Joseph's RC
- St Paul's Church of England
- St Peter's Church of England
- St George's Cathedral Catholic
- Surrey Square
- The Cathedral School of St Saviour at St Mary Overy

Item No. 20.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Acquisition of Site for New Affordable Housing: former Boys Club Hawkstone Road Rotherhithe SE16 2PE	
Ward:		Rotherhithe	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	

FOREWORD – COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES

At the time of writing, more than 11,000 households (comprising over 25,000 people) were recorded on Southwark's housing register in need of rehousing - behind these figures are stories of families living in overcrowded homes, delaying key life due to extortionate housing costs, health problems linked to housing, children's educational attainment and younger people's ability to invest in themselves and their futures thwarted. In this context, Southwark is resolved to maximise the overall social rented stock in our borough, including through developing the most ambitious pipeline of new council rent and council managed homes of any borough in the country for over 30 years, as part of our generational commitment to deliver 11,000 new council homes by 2043.

A key constraint we face is this task is in the availability of land to build the next generation of new council homes and to this end the council is committed to identifying and where possible acquiring new sites in the borough, as well as lobbying to reform the national Land Compensation Acts to strengthen councils' land assembly powers for the purposes of building affordable housing.

The former Red Lion Boys club site not only creates an opportunity for significant numbers of new council homes but also creates the opportunity for the re-provision and expansion of the community hall for the benefit of the estate TRA as well as the wider community, which we will require as part of any brief for the site.

RECOMMENDATIONS

That cabinet:

1. Authorises pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985, that the council acquires the freehold interest in the property shown edged red on the plan at Appendix A.
2. Authorises the principal purchase terms set out in full in paragraph 4 of the closed version of this report and substantially in paragraph 15 of this report.
3. Delegates to the director of regeneration authority to agree detailed terms of the acquisition.

BACKGROUND INFORMATION

4. The subject property is shown edged red on the plan at Appendix A to this report. It mainly comprises a vacant former (Southwark Park Congregational) church that latterly had been used as a youth facility; this use ceased in 2016. The main building has been vacant since. Next to the main building a local business (house removals) has been permitted on the south-east corner of the site to enclose a recessed paved area (not part of the adopted highway) to use for the sale of used furniture.
5. Upon notification of the proposed closure of the youth facility the local community campaigned to stop this and indeed the building was listed as an asset of community value. However London Youth Clubs, the then owner, was adamant realising the sale proceeds of the building and investing them in other youth facilities was a better use of the asset and proceeded accordingly. London Youth Clubs then offered the building for sale by tender. The council bid to acquire it but was not the highest bidder. It was sold to a company that wanted to develop the property with student housing but on finding out this would not be supported transferred it on privately without market exposure to the current owner Hawkstone Trading Limited (“HTL”) (a special purpose vehicle). As a consequence of these sales, the listing of the building as a community asset has lapsed and it no longer appears on the council’s list of assets of community value.
6. HTL has had an ongoing dialogue with council officers regarding its plans and aspirations for the property. It sought pre-planning advice from the Greater London Authority rather than the council. This indicated the site has potential to accommodate a building of twenty-two stories in height with community use on the ground floor and sixty-nine dwellings above. The difficulty faced by HTL with this scenario is providing the affordable housing. The footprint is very tight and the affordable housing provider whether the council or a Registered Social Landlord would require a separate core for this accommodation. This is on account of management considerations particularly relating to service charges. HTL then approached the council with a view to acquiring its adjacent land comprising a single storey block of lock up garages and a potential accessway shown shaded blue on the plan at Appendix A. This land would enable a two tower development with the affordable housing being in one tower and the housing for sale in the other.
7. On 28 November 2018 council assembly approved the current Council Plan. This sets a number of commitments to our community including *A Place to Belong*; one of the undertakings to meet this commitment is to *Build at least 1,000 more council homes.....by 2022*. In the light of this undertaking, it is appropriate to endeavour to acquire the land edged red rather than to sell the land shaded blue on the plan.

KEY ISSUES FOR CONSIDERATION

8. Whilst the property stands on a busy road intersection Hawkstone/Lower/Rotherhithe Old Roads it is nevertheless considered a desirable location for new affordable housing. Surrey Quays Overground Station is yards away so it enjoys a very high (6a) Public Transport Accessibility Level (P-TAL) rating. Surrey Quays shopping centre is a short walk away and it is located on the fringe of the Canada Water Masterplan area where significant change is planned. In addition, the extensive open space of Southwark Park is

also a short distance away. New housing here is likely to very attractive for potential tenants.

9. If the site is acquired any development including the extent, if any and how much of the council-owned blue land on the plan can be included, will be subject to extensive consultation particularly with residents of the Hawkstone Estate. The acquisition provides an opportunity for a comprehensive Great Estates approach to the wider estate improvements; this again is subject to extensive consultation with residents.
10. As previously mentioned, the site edged red has potential for a tall building and providing a significant number of new dwellings. However, if the blue land is included it will enable a two tower approach and the combined land has the potential to provide around one hundred and fifty new affordable homes. It is planning policy that any redevelopment of the existing building requires the re-provision of the existing D1 planning use classes order (non institution buildings) space so a new community hall on its ground floor will satisfy both the policy and community needs. Such an output will be a significant contribution to the council's new homes undertaking and an enhanced community facility. The cabinet will however note any future consent will be a decision for the planning committee considering any application on its merits against planning policies and prior to this, consultation with stakeholders including estate residents.
11. Delivering the Council Plan commitment of 1,000 new homes by 2022 and the over-reaching ambition to achieve 11,000 new homes by 2043 is extremely challenging especially in the context of an already densely developed area. Much effort has been made in adding homes where possible to existing estates but this in itself will not reach the target. New sites for housing must therefore be acquired but supply is extremely restricted so when an opportunity comes forward as described here it is appropriate for cabinet to give it serious consideration.
12. Section 120 of the Local Government Act 1972 enables the council to acquire land for any of the Council's functions under the Local Government Act or any other enactment, or for the benefit, improvement or development of their area.
13. The acquisition of the property for housing will fulfil the requirements of s120 as the provision of housing is one of the council's functions; in addition the local area will benefit from the new homes and the enhanced environment around the homes, and from the construction jobs created through its development.
14. Section 9 of the Housing Act 1985 provides that a local housing authority may provide housing accommodation by erecting houses or by converting buildings into houses or by acquiring houses. The Housing Act therefore gives the council powers to convert existing buildings into houses or to build houses itself on land acquired for that purpose.

Principal purchase terms

15.
 - a) The council pays the consideration set out in the closed version of this report.
 - b) On exchange of contracts, the council pays a deposit of set out in the closed version of this report.

- c) The purchase to be completed on or before 8 August 2019.
- d) On completion, the property to be provided with vacant possession.
- e) The parties to meet their own costs of the transaction.

Commentary on principal purchase terms

16. a)-b) Refer to closed version of report.
- c) This is a challenging timescale agreed by the parties. The benefit to the vendor is an early capital receipt and for the Council mitigation of the risk of another party submitting a higher offer.
 - d) If the property is purchased, there will be an inevitable lag between then and a scheme being prepared, planning consent secured and construction works being commissioned. A meanwhile use will be considered for the main building for this period. This will mitigate holding costs namely empty business rates, insurance and management charges. Paragraph 4 refers to a business occupying a small part of the site. The terms of that occupation are not known so it is essential the vendor ensures any actual or rights of occupation for that business are terminated prior to the Council's purchase. Acquiring the site subject to the occupation risks an inhibition to future plans for the site. Once the property is acquired with vacant possession a meanwhile use for the business can be considered on its merits and properly documented.
 - e) A standard provision.

Rationale for recommendations

17. a) To assist in providing new homes for person's on the housing waiting list.
- b) To further a commitment within the new Council Plan.
 - c) To enhance the council's asset base.
 - d) To accelerate the council's decision making process and thereby delivery of new housing.

Community impact statement

18. The new Council Plan was the subject of extensive community consultation. The recommendations herein further the delivery of the *A Place to Belong* commitment set out in the Plan.
19. The Equality Act 2010 requires the council in the exercise of its functions to have due regard to the need to:
- a) eliminate discrimination;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and

- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

20. Relevant protected characteristics for the purposes of the Equality Act are:

- Age
- Civil partnership
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex and sexual orientation.

21. In considering the recommendations herein the cabinet must have due regard to the possible effects them on any groups sharing a protected characteristic in order to discharge its public sector equality duty. This is an ongoing obligation.

22. If the recommendations set out are approved, the council will purchase a vacant building that will ultimately be demolished and new council homes erected in its place. The new homes will greatly improve the quality of life of its residents some of which may have protected characteristics.

23. If the council acquires the property and moves ahead with the intention to redevelop it for council housing it will be necessary to carry out an equality impact assessment.

Financial implications

24. The acquisition of the property represents capital expenditure and will form part of the council's housing investment programme. It will be part funded from retained Right to Buy receipts (30%) or government grant, with the remaining balance funded from other housing revenue account (HRA) resources, including borrowing where appropriate.

25. Paragraph 16d) recognises there are potential holding costs between acquisition of the property and handing the property over to builders for redevelopment and sets out means of eliminating/mitigating these costs. If any costs are incurred, they will be met from existing budgets.

26. Submitting the bid for the property and processing the legal documentation necessary to complete the purchase, has and will incur revenue costs but these will be met from existing budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Housing and Modernisation

27. The site provides the opportunity to provide much needed new council housing as part of the programme to deliver 11,000 new council homes by 2043 and 2,500 by 2022. Once purchased, an options appraisal will be carried out to identify the most appropriate delivery route and redevelopment option.

Director of Law and Democracy

28. As set out in this report the property will be acquired pursuant to s120 of the Local Government Act 1972 which gives the council power to acquire land by agreement for the purposes of (a) any of the council's functions under the Local Government Act or (b) the benefit, improvement or development of the area. The report sets out at paragraph [13] how these requirements are met.
29. Section 9 of the Housing Act 1985 states that a local housing authority may provide housing accommodation by erecting houses or converting buildings into houses on land acquired by them for the purposes of the Housing Act.
30. Section 120(2) of the Local Government Act 1972 further provides that where land is acquired for a purpose and it is not immediately required for that purpose, it may be used for the purpose of any of the council's functions until it is required for the purpose for which it was acquired.
31. Taken together these provisions give the council adequate legal powers to acquire the property for housing and to use it for other temporary uses in the interim period prior to construction of housing.
32. The report confirms that although the property was at some point in the past included in the council's list of assets of Community Value, it has now been removed from the list so that the provisions of the Localism Act 2012 relating to disposals of assets of community value will no longer apply.

Strategic Director of Finance and Governance [H&M 19/034]

33. The acquisition of this property will provide the council with much needed land to support its commitment to build new homes. Both the acquisition and subsequent development costs will form part of the council's housing investment programme and will be funded from HRA resources, which may include borrowing, as set out in the financial implications section of this report. The strategic director of finance and governance is satisfied that officers have taken sufficient measures to ensure as far as is reasonably possible that the council's bid represents fair value and is competitive. Any revenue costs arising from this transaction are to be contained within existing budgets.

BACKGROUND DOCUMENTS

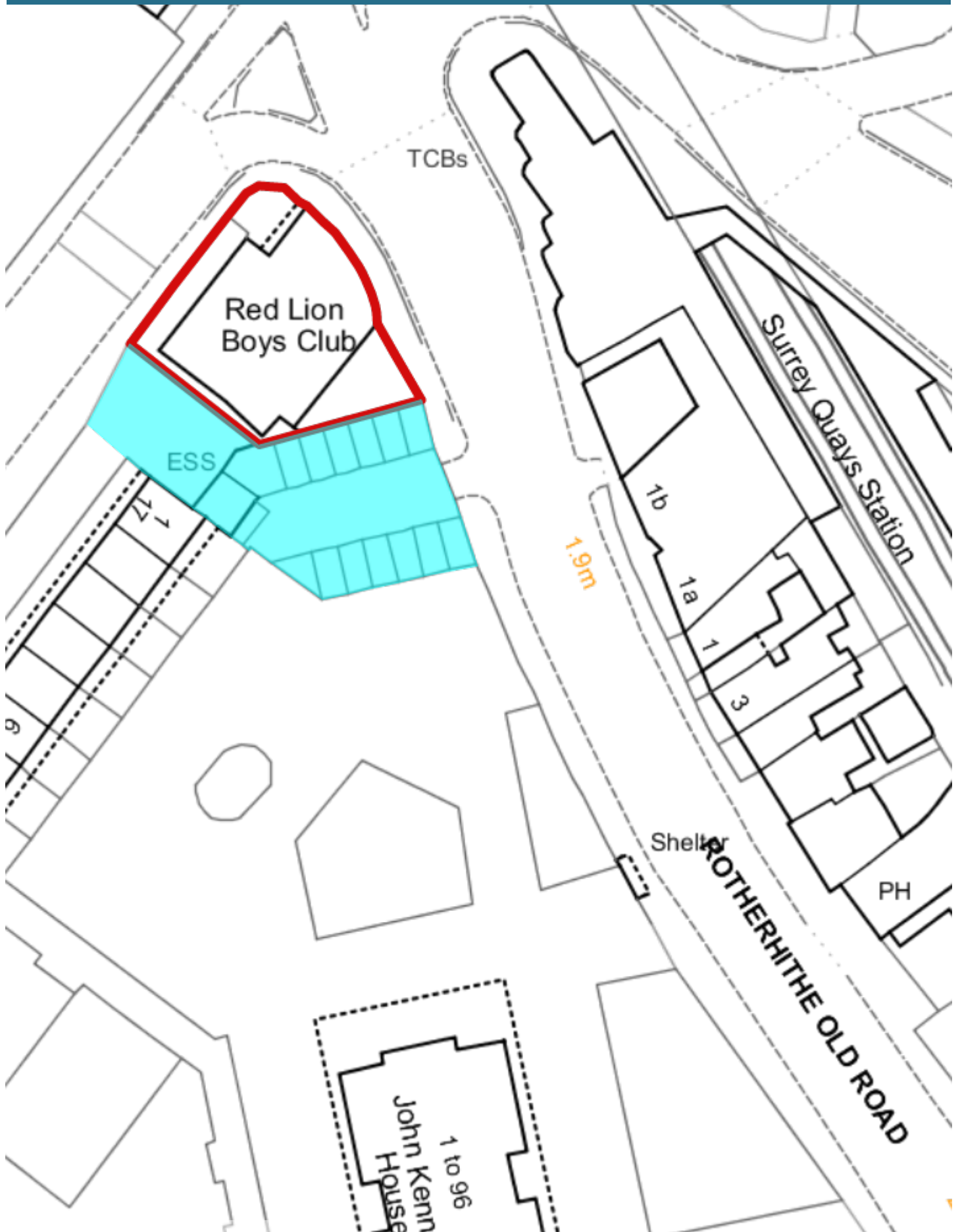
Background Papers	Held at	Contact
Council Plan 2018-19 – 2021-22	160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
Link (copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s78763/Report%20Council%20Plan.pdf		

APPENDICES

Appendix	Title
Appendix A	Plan of Former Boys Club Hawkstone Road Rotherhithe

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes		
Lead Officer	Kevin Fenton, Strategic Director Place and Wellbeing		
Report Author	Patrick McGreal, Regeneration-North		
Version	Final		
Dated	26 June 2019		
Key Decision?	Yes		
CONSULTATION WITH OTHER OFFICERS/ DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments included	
Strategic Director of Housing and Modernisation	Yes	Yes	
Director of Law and Democracy	Yes	Yes	
Strategic Director of Finance and Governance	Yes	Yes	
Cabinet Member	Yes	Yes	
Date final report sent to Constitutional Team	26 June 2019		



Item No. 21.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		Old Kent Road Planning and Regeneration Update	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Johnson Situ, Growth, Development and Planning	

FOREWORD – COUNCILLOR JOHNSON SITU, CABINET MEMBER FOR GROWTH, DEVELOPMENT AND PLANNING

The Old Kent Road Area is home to creatives, makers, shapers and a diverse community, all of which the plan will seek to celebrate and enhance. However as someone who grew up nearby I recognise the challenges facing the area, we quite rightly celebrate the diversity but far too many are feeling the pressure of a housing crises facing the capital. There are close to 10,000 people working on the Old Kent Road but we know that to deliver on our ambition to become a full employment borough we will need to see an increase in jobs being created, and to respond to the climate emergency we will need to ensure we deliver a healthy high street on one of the most polluting roads across London. This is why we are committed to shaping growth that works for local people following the designation of the Old Kent Road as an opportunity area in the London Plan.

The vision for the Old Kent Road is to build on its unique creative character, a place where industry can thrive alongside new homes for local people and quality open spaces but also one that ensures the local community is at the heart of and benefit from those new opportunities. One of the key measures of success for the Old Kent Road is ensuring plans can demonstrably improve the quality of life of people who live, work and visit the Old Kent Road. So I am delighted to bring forward a report which highlights the council's response to the recent engagement programme, the planning and regeneration update also highlights the new social homes, new jobs and new open spaces consented so far.

Since the last round of consultation the council has gathered feedback on the detailed plans for the Old Kent Road, including how it will change and develop over the next 20 years. There have been over 35 consultation events and over 750 responses, which will help to develop the final draft Area Action Plan. We relaunched the Old Kent Road Forums, opened a dedicated consultation hub at 231 Old Kent Road and launched a dedicated website for the Old Kent Road. Included in the report is the finding from the consultation events and how we've incorporated it into the response.

Finally the report also commits the council to setting up a pilot Community Review Panel on the Old Kent Road, truly placing the community at the heart of the plan delivery stage as well as the plan making process. I believe the leadership shown by the Council and the success of the recommendations will ensure we deliver the outcomes that we all can be proud of.

RECOMMENDATIONS

That Cabinet agrees

1. To pilot a Community Review Panel in the Old Kent Road.
2. That the Design Review Panel will review the Old Kent Road AAP

That Cabinet notes:

1. The progress of community engagement and responses to the evolution of the Old Kent Road Area Action Plan (AAP) and Old Kent Road Community Forums
2. The Consultation Summary (Appendix A) and Consultation Report (Appendix B)
3. Progress on a public realm strategy for the proposed linear park and Frensham Street park
4. That officers will establish the Old Kent Road Community Review Panel for reviewing planning applications in the Old Kent Road opportunity area
5. That officers have instructed Hale Architecture to review and advise the council on proposed industrial development design and specifications
6. That officers will update and include more detailed guidance in the AAP and develop a ground floor strategy, and further detail on tall buildings and industrial workspace design specifications
7. Progress on making the Old Kent Road a Healthy Street and addressing the Climate Change Emergency

BACKGROUND INFORMATION

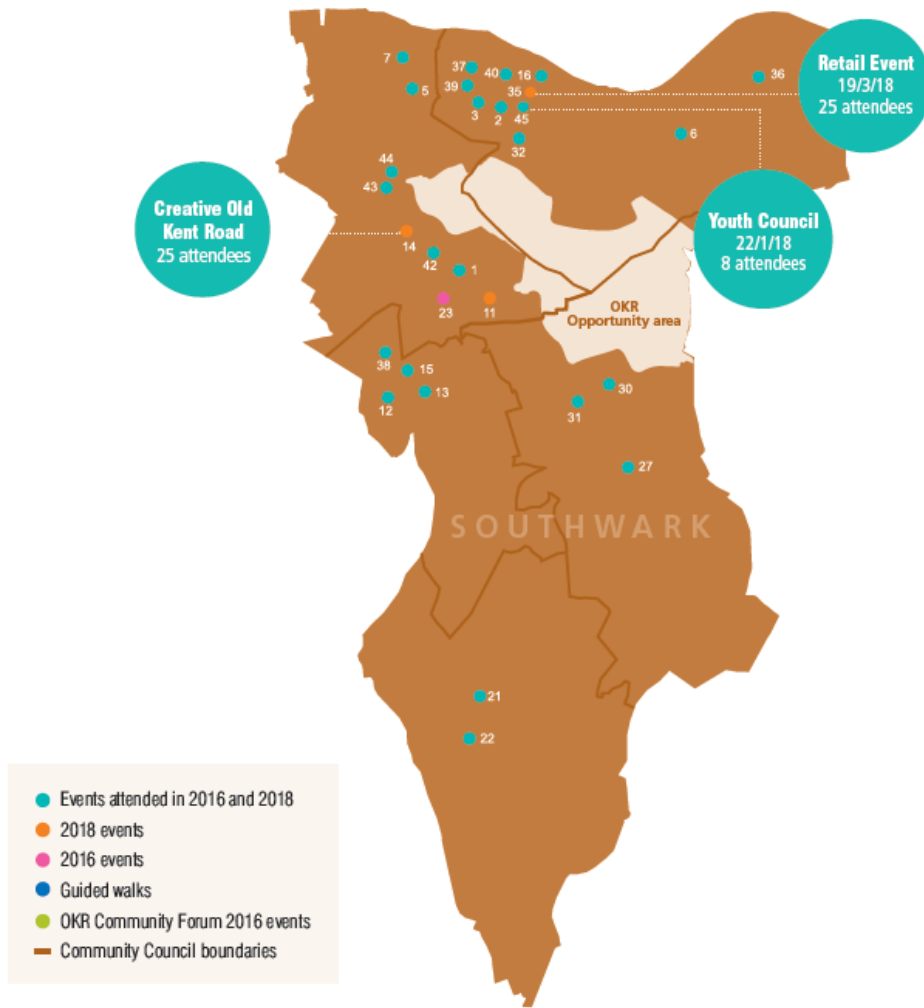
8. The council is preparing the Old Kent Road Area Action Plan (OKR AAP) which sets out an ambitious growth strategy for Old Kent Road and the surrounding area which is designated as an opportunity area by the London Plan. Over the next 20 years the opportunity area will be transformed, including the provision of new underground stations as part of the Bakerloo Line Extension, 20,000 new homes, including affordable homes and 10,000 additional jobs. Extensive consultation on the plan has taken place on two formal drafts of the AAP.
9. Once adopted, the OKR AAP will form part of Southwark's Local Plan and be used alongside the New Southwark Plan to determine planning applications and focus investment. It will also be endorsed by the Mayor of London as an Opportunity Area Planning Framework. As a part of Southwark's Local Plan it is required to be consistent with the borough-wide New Southwark Plan and must be in general conformity with the London Plan.
10. The New Southwark Plan Proposed Submission Version has recently concluded a final round of consultation on amended policies in May 2019. The New Southwark Plan sets out a vision, policies and site allocations for the Old Kent Road which are applicable to development in the Old Kent Road and includes the strategy for mixed use for industrial and new homes, doubling the number of jobs and providing affordable housing. The New Southwark Plan is reaching its final stages and will shortly be submitted to the Secretary of State and undergo a public examination later this year. As the New Southwark Plan includes the overarching strategy for the Old Kent Road, including the vision, policies and site allocations the adoption of this strategy will give greater weight to the approach set out in the AAP in relation to the determination of planning applications.
11. The Old Kent Road AAP sets out further detail with additional policies and a masterplan with specific land uses and place making of areas that will change along with improvements to transport and the entire AAP area.
12. One of the key drivers for change in the Old Kent Road area is the delivery of the Bakerloo Line Extension and improvements to surface transport on the Old Kent Road itself. TFL

announced two preferred options for BLE station locations to include sites near the Tesco at the northern end and Toys R Us at the southern end. Southwark have continued to campaign for a third station at Bricklayers Arms.

CONSULTATION

13. The council has been consulting on the future of the Old Kent Road and the Area Action Plan since early 2015. Over 2,000 people have responded and overall the plans for the area are supported, with particular support for the Bakerloo Line extension. Around 18,000 people have supported the campaign to 'Back the Bakerloo' online. In the first round of consultation on the draft plan in 2016, the council received over 1,000 responses which helped shape the second draft of the plan.
14. In the second round of consultation we gathered feedback on the detailed plans for the Old Kent Road, including how it will change and develop over the next 20 years. There have been over 35 consultation events and over 750 responses, which will help to develop the final draft Area Action Plan. The maps below in Figure 1 show this consultation to date and we continue to update the interactive map on our website.
15. The Council has continued to engage with the community over the last 3 years. Information about the plans for the Old Kent Road and questionnaires have been made widely available, including at local libraries, posters and adverts and on the council's website.
16. Email updates have been sent to 7,000 residents through My Southwark accounts and letters to 15,000 homes in the Old Kent Road area. There have been two major consultations on the draft Old Kent Road Area Action Plan, including over 70 events and community meetings.
17. A summary of the consultation events and locations is included in the published Old Kent Road Consultation Summary (You Said/We Did) – Appendix 1. This document was prepared to show how the views of the community have been taken into account and the ways in which the council has responded to them. It provides an interim update to progress on the AAP in response to consultation and explains how residents and businesses can stay in touch and stay involved.
18. The consultation summary includes a summary of all consultation responses and events. More detailed feedback from the formal consultation from stakeholders is reported at Appendix 2.

Figure 1 Old Kent Road consultation map



19. We have set up a new website for the Old Kent Road with all the information about the regeneration plans, and the area, easily accessible (<https://oldkentroad.org.uk/>). The website includes an interactive planning map which makes it easier to see which new planning applications are in the system, and how to comment. The consultation events attended and planned for are also available on the Old Kent Road website in the form of an interactive map.
20. Engagement with residents and businesses has been ongoing including reopening the Old Kent Road Forums, on every third Saturday of the month for 7 months. These including topics as wide ranging as housing, workspace, tall buildings, CIL and open space and valuable community feedback was given.

231 Old Kent Road

21. This is a flexible space that is shared for exhibitions about plans for the Old Kent Road and is available for communities to hold their own exhibitions or events about the Old Kent Road and its many businesses. The council will use this space as an ongoing forum to monitor and provide dialogue between the regeneration plans as they unfold from the developers and the daily lives of existing residents. It is for everybody to meet, greet and share their concerns about future developments in a similar manner to the Community Forums. 231 Old Kent Road was launched with the 'Museum of Us' exhibition earlier this year.

Southwark Conversation

22. The Southwark Conversation was held in 2017, where nearly 3,000 residents took part in our largest ever borough-wide consultation. Through the Southwark Conversation we asked people about their perceptions and experience of regeneration in the borough. While most people who took part in the Southwark Conversation said that they felt positive about change in Southwark, some felt that they had not personally benefitted from change in their area. We want to ensure that all residents feel part of the changes happening in their areas, with no one left behind. A number of key themes emerged from the Conversation, including housing, education, employment and training, environment, and community, which have been used to shape the council's new social regeneration framework.

Social Regeneration Charter

23. As a result of the consultation on the AAP and as part of the Southwark Conversation the council has also committed to creating to a Social Regeneration Charter for the Old Kent Road.
24. The structure of the Social Regeneration Charter is that it falls under the Developers Consultation Charter which sets out expectations on developers in Southwark to involve local communities through the development process. It also feeds into the Old Kent Road Place Plan which provides commitments for the developers to action plans of implementing the key priorities outlined in the Social Regeneration Charter.

Development Charter

25. The council has also created a Development Charter which sets out the consultation that is expected from developers when preparing an application scheme. This is a validation requirement for developers apply to build in the OKR Opportunity Area. This is for developer to identify community priorities in achieving social integration in the OKR AAP. The Development Consultation Charter requires the submission of an Engagement Plan in order for the planning department to consider a new application in pre-application stage and an Engagement Summary for any Planning Application. In this Engagement Summary it is expected to explain with evidence to how the community has shaped the

proposed development. Any detail why community consultation was not taken into consideration requires further evidence and backing.

PLANNING APPLICATIONS

26. Between 2015 and 2018 the council approved 1,919 new homes in the Old Kent Road with S106 agreements. Of this total 740 were affordable, with 496 at social rent and 244 at intermediate tenure. This averaged to a total of 40% affordable housing which includes grant funding from the GLA on the Ruby Triangle scheme and direct delivery council schemes at Sylvan Grove, Varcoe service station and Ivy Lane Garages. These schemes are now complete contributing to 158 social rented units.
27. In addition these approved schemes contributed to around 9,500sqm of new public space, 29,500sqm of new workspace and 1,200sqm of new retail space. Over £32 million is committed in Southwark and Mayoral CIL and an additional £4.7million in Section 106 contributions.
28. To date the council has received a further 25 major planning applications for the regeneration of Old Kent Road. 9 of these applications have resolutions to grant consent from planning committee recently (subject to S106 agreements) which will contribute to the delivery of 5,084 new homes and 48,203sqm gross new floor space for jobs.

KEY ISSUES FOR CONSIDERATION

29. The draft OKR AAP is an ambitious plan for the regeneration of Old Kent Road and through the range of consultation and engagement it is important feedback is reported throughout the plan-making process. The Old Kent Road Forums raised a number of key considerations that will be incorporated and taken forward as the AAP develops. These include:

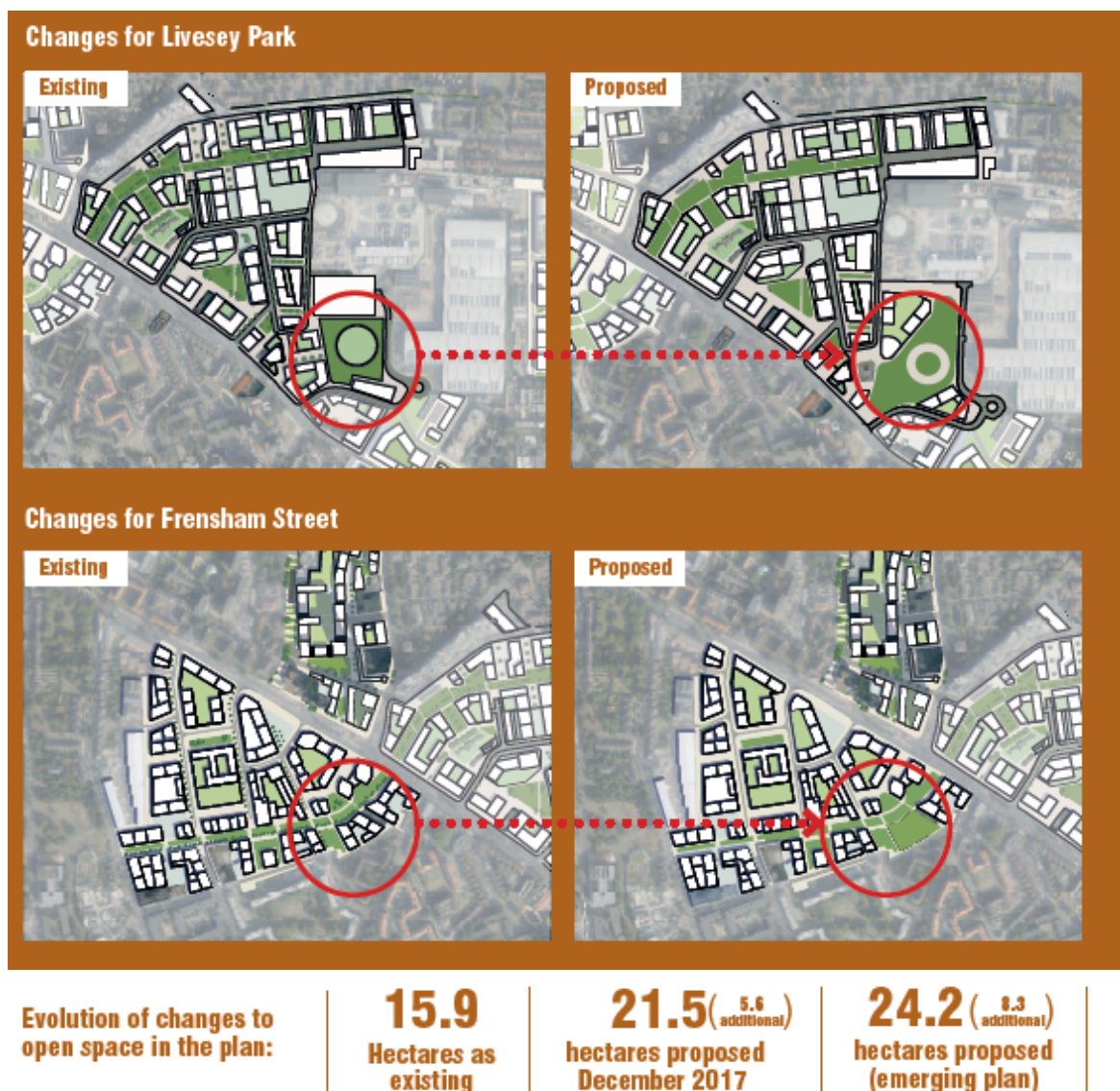
Public realm and open space

30. Since the publication of the Old Kent Road AAP the council has been working on a series of masterplan adaptations that will increase the amount of open space available. These include a larger area of park space on the listed gasholder no 13. This was a key piece of feedback from the consultation. The council is keen to hear and develop ideas for suggested uses for the gasholder including as an outdoor swimming pool or performance space. The two smaller gasholders have been dismantled. However some of the materials from these structures have been retained and will be incorporated into the new park as part of the Ruby Triangle development.
31. The council will also be providing additional park space on the current Frensham Street depot to create a larger south facing park which adds 1.5ha on to the linear park proposed to follow the Surrey Canal historical route. This would be about the size of the Bird in Bush park. This is a key change from the Old Kent Road AAP consultation version (December 2017) and involves the council using its own land ownership to increase the size of the park helping to create a fantastic new public amenity for communities living and working around the Old Kent Road. There are opportunities for allotments and sports facilities.
32. The council have also been working on management arrangements of the linear park. It is anticipated that around 30% would remain in council ownership or under council management. Through s106 agreements the council is working developers to establish a park management company. The park company will have responsibility for managing the park as a single space. It will be required to meet green flag standards and the Mayor's emerging Public London Charter which aims to establish key principles around

how privately owned open spaces should be managed for public benefit. As a landowner in the park the council will have a place on the board of the park company.

33. Policy 10 of the AAP requires 5sqm of public open space to be delivered per new home proposed. If this cannot be delivered on site, a financial payment is required to contribute to the open spaces masterplan strategy and maintenance. The council is also looking into opportunities to shift the alignment of the linear park on the north side of Old Kent Road to Verney Road. This would create additional space around the Canal Grove cottages. The council is preparing a public realm strategy with particular reference to the guidelines for landscaping and design of the linear park. The council will consult on this informally in the autumn and it will be included with the next version of the plan for formal consultation and submission with the plan.
34. In all, there is currently 15.9ha of open space in the Old Kent Road opportunity area and the regeneration will create an additional 8.3ha. The changes proposed above have added an additional 2.7ha of open space above the previous consultation version. The diagram below in Figure 2 shows these masterplan change in detail and are also included in the Consultation Summary (Appendix 1).

Figure 2 Old Kent Road open space



Tall buildings

35. There have been concerns from residents about tall buildings ranging from the visual impact and clustering of tall buildings, impacts on nearby parks and views, fire safety and affordability of new homes. The AAP includes a comprehensive tall buildings strategy (“the stations and the crossings”) which is focused around the new tube stations and new parks, preserving important views in Southwark and London. The strategy includes three tiers of tall buildings which are identified on the 3D map. These are Tier 1 (over 30 storeys), Tier 2 (16-25 storeys) and Tier 3 (up to 16 storeys).
36. There are benefits associated with tall buildings, including to help deliver affordable housing and securing the delivery of the Bakerloo Line extension. Other benefits of the schemes that include tall buildings have included replacement workspace, including industrial accommodation, new shops, parks, community and leisure spaces. In the future new schools and a health centre will also be provided to benefit the growing population.
37. As a result of consultation, the heights of buildings on the boundaries of existing residential communities are being reviewed for the next iteration of the AAP. Council officers and members have met with various residents groups including Canal Grove cottages, Page’s Walk, Stephenson Crescent, Friary and Unwin estates, Ledbury Estate, Tustin Estate and Glengall Road residents. The council has committed to changing the plan to reduce the building heights on Ossory Road to ensure they do not exceed 8-10 storeys and has reduced heights of buildings adjacent to Pages Walk. It is also aiming to create more public park space around Canal Grove cottages and move buildings to the north of the cottages further from them.

Community Review Panel

38. The Mayor and Southwark both have Design Review Panels which have reviewed the Old Kent Road AAP. DRP will be renewing their understanding of the AAP and reviewing it again following the progress of planning applications and suggested amendments to the plan.
39. The council is also going to pilot an Old Kent Road Community Review Panel which will enable engagement from residents to review planning applications and community infrastructure and feedback on concerns and benefits of major proposed development schemes. This will empower local people to have their say on the design of the area and will ensure that new developments serves local needs both now and in the future. The group will review development proposals from the perspective of those living, working and spending time in the area and the outcome of these discussions will influence planning decisions.
40. The Old Kent Road Community Review Panel will reflect the diverse community that makes up the Old Kent Road area. The members will either live or work nearby and span multiple generations. In return for valuable local knowledge members will gain skills in reviewing planning proposals, learn about their area and take an active role in creating change.

Affordable housing

41. The Council’s policy (NSP Policy 1) is to require all development to deliver at least 35% affordable housing on site of which 25% are social rent and 10% are intermediate tenure. In the Old Kent Road, there is capacity for up to 20,000 new homes, which will create 7,000 new affordable homes within this total which includes 5,000 new social rented units, going a long way to meet the needs of families on the council’s housing register.

42. This policy is applicable to developments in the Old Kent Road and current planning applications are delivering at least 35% affordable housing on site in all schemes. Due to council direct delivery schemes in the opportunity area and the availability of grant funding, the total amount of affordable housing approved between 2015 and 2018 reached 40%. Policy P1 in the New Southwark Plan now includes a fast track approach whereby developments offering 40% affordable housing with a policy compliant tenure mix can follow a fast track route and will not be subject to a viability appraisal.
43. The AAP will make clear the expectations of policy in terms of the delivery of affordable housing including a greater emphasis on providing as much affordable housing as possible. This will include encouraging developers to seek grant funding where appropriate and viable. The fast track policy approach will also be applicable to Old Kent Road developments when adopted, and further encourage a higher proportion of affordable housing to be sought.
44. We recognise the progress of permissions for 1, 2 and 3 bedroom housing , however we will be looking to strengthen the policy in the AAP to provide more 4 bedroom properties. .

Ground floor strategy and industrial workspace design

45. The AAP includes detailed design guidance for each sub area in the Old Kent Road opportunity area. This includes specific advice on required uses, design and location of tall buildings, design guidance for mixed use development typologies and access and servicing requirements. As a result of consultation and engagement, it is anticipated that further design guidance will need to be included in the AAP to respond to site specific considerations. This could include the location and access to residential and commercial waste storage, substations and plant, heating and cooling, sprinklers in commercial development, fit-out requirements including toilets and kitchens, floor loadings and finishes, good lifts specifications, service door specifications, access and servicing arrangements in mixed use schemes and shopfronts. This guidance would also be read in conjunction with the public realm strategy.
46. Further design guidance will also include the specific design features and specification of industrial workspace. The council has instructed Hale, an architectural practice specialising in industrial accommodation to review major mixed use development schemes.
47. The Council continues to secure the delivery of affordable workspace in new schemes through the plan policy and S106 process. In addition the Council has purchased a number of sites in the Old Kent Road as strategic investments to enable service and policy delivery. This includes investigating the potential to intensify the use of those sites by providing additional workspace (including affordable space) and the delivery of workspace where the council has purchased sites with planning permission for mixed use development. As privately owned sites come forward for redevelopment, particularly larger phased sites, the opportunity exists to provide meanwhile space within existing buildings. The council has been working actively with non-profit workspace providers to deliver this space. Given the relatively long term nature of the areas redevelopment, and the councils own land holdings it should be possible to ensure that decant or move on spaces are available for existing business uses during redevelopment. Officers are currently setting out the likely phasing or redevelopment in more detail in order to inform this process, and this is something that will be shared with the wider business community to assist with business relocation.

Sustainability

48. The council has declared a climate emergency and it is vital that the regeneration includes measures to tackle environmental issues. The council is committed to achieving high environmental standards on all new development and development need to be as carbon efficient as possible. Where policy requirements cannot be met on site, a financial contribution is sought for the carbon offset fund which recent planning applications are committing to in S106 agreements. Together with the GLA and Veolia the council has commissioned an emergency strategy which is assessing the feasibility of connecting new and existing development around the Old Kent Road to SELCHP. Initial findings suggest there is an economic case for this network which would also result in huge CO2 savings and very significant air quality improvements.
49. The council is commissioning air quality and microclimate studies to look at the impacts of development and designing proactively to improve the environment. It is proposed to close roads next to schools, to help improve safety and ease pollution. The plan shows the closure of Marlborough Grove next to Phoenix Primary School to include more play space and landscaping. Integrated Water Management Strategy for the entire area, one of the first of its kind in London, which will manage the flows of surface water through new raingardens and green roofs which will free up room in the sewers and contribute positively to a greener environment.

Education

50. The Old Kent Road AAP commits to the expansion of 9 primary schools in the local area to provide the equivalent of 9 new forms of entry. In addition 2 new primary schools will be provided providing up to an additional 6 forms of entry. A new secondary school is also planned including a new 6-8 form of entry at the Sandgate Street site. Nursery places, a new sixth form and other forms of further education are planned for expansion and regeneration as opportunities arise for partnerships with Universities. These recommendations for primary and secondary school capacity planning emerge from the Pupil Place Planning findings that are reported to Cabinet annually.

Bakerloo Line extension

51. Essential to the development potential is Bakerloo Line extension. TfL have progressed this to a two phase delivery.
- Phase 1 extends the Bakerloo line from Elephant and Castle to Lewisham
 - Phase 2 extends from Lewisham to Hayes.
52. For Phase 1 TfL are seeking to:
- Build a new Bakerloo line ticket hall and improve the current interchange with the Northern Line at Elephant and Castle
 - Take the route from Elephant and Castle along the Old Kent Road where new stations are proposed at Humphrey Street and Asylum Road
 - Create a new station at New Cross Gate to provide better connectivity to National Rail, Overground and buses
 - Improve the interchange station at Lewisham linking National Rail, DLR and buses.
53. TfL's indicative programme for this is:
- Sept – Dec 2019 : BLE public consultation
 - Mar 2020: Response to consultation published
 - 2022: Submission of Transport Works Act Order (TWAo)
 - 2023 TWAo consent following

- 2024 works commencing
- 2029/30 BLE operational.

54. The council is currently exploring potential approaches to funding of the Bakerloo Line extension and together with TfL and Lewisham has commissioned KPMG and Savills to assess potential local sources of income such as the community infrastructure levy and business rate increment to contribute towards the funding package. If the business rate uplift over the entire Bakerloo Line were factored in it could make a significant contribution to London's local tax base. CIL and S106 contributions would also play their part. Funding is identified in TFL's current business plan to upgrade the signalling and rolling stock on the current Bakerloo Line to improve reliability. Additionally, the council is still lobbying for a third station at Bricklayers Arms.

Surface transport

55. To complement Southwark's emerging Area Action Plan (AAP) for the Old Kent Road area, an Old Kent Road Movement Plan will support the AAP and the council's recently adopted Movement Plan for the borough. By 2032 there will be two new town centres at the locations of two new BLE stations and radiating from both of those will be healthy high streets and a safe network of pedestrian and cycle routes. Providing a plan to balance the constraints and challenges successfully manage the movement of this quantum of people into an area previously dominated by retail warehousing, light industrial and traffic will be essential.

56. TFL have committed to making the Old Kent Road a Healthy Street as part of the new Healthy Streets initiative. The A2 corridor is heavily congested and the capacity of the existing traffic lanes is barely adequate. The air quality is poor and traffic levels intimidating so that walking and cycling are both unpleasant and in certain locations dangerous. It will be vital as part of the regeneration to improve road safety, air quality and mode share of the Old Kent Road. TFL are preparing a draft design incorporating segregated cycle lanes, continuous bus lanes, and wider pavements, better and safer crossings. Planning applications are also helping to facilitate this.

The strategic road network (TLRN)

57. The council will be working with TfL surface transport team to deliver healthy streets along the A2 corridor with road safety the highest priority. All changes will be subject the highway authority normal consultation and reporting procedure. The following junctions are the most likely to be prioritised for improvements:

- Mandela Way junction with Old Kent Road
- Dunton Road, Humphrey Street and Albany Road
- Trafalgar Road
- Rotherhithe New Road and Peckham Park Road
- Asylum Road
- Ilderton Road Junction with old Kent Road.

The local road network

58. The following areas will be reviewed throughout the development period and any changes to the traffic management, waiting and loading arrangements and cycle and bus facilities will be subject to normal highway consultation and reporting requirements:

- Mandela Way, Dunton Road /Humphrey Street area
- Rotherhithe New Road and St James Road area including Marlborough Grove
- Verney Road area and Bramcote Park Liveable Neighbourhood
- Devonshire Grove

- Hatcham Road area (Ormside Road, Record Street, Penarth Road and Manor Grove)
- Ilderton Road
- Cantium area from Glengall Road to Peckham Park Road
- Asylum Road.

Parking

59. The AAP includes a commitment to car free development for new residential development. New commercial development will need to commit to the use of electric vehicles. Some off street blue badge parking will be available for disabled residents.

Cycle access opportunities

60. The bicycle is going to be of critical importance in the movement of people throughout central London therefore the provision of cycle parking and other cycle enabling opportunities is a significant part of the pre-application negotiations in the OKR AAP area. A balance is sought between the London plan cycle parking standards, quality of infrastructure and other cycle opportunities. The council is seeking innovative ways to support maximum cycle usage. For example:

- Cycle parking provided equivalent to 1 space per residential unit design to be agreed by condition
- Brompton style cycle hire lockers equivalent to 1 locker per 10% of residential units (10% of which a EV lockers)
- Cycle parking for non –residential equivalent to 75% of London Plan Cycle Standards
- Brompton style cycle hire lockers equivalent to 1 locker per 10% of proposed jobs (10% of which a EV lockers)
- Visitor cycle parking compliant with London Plan but locations to be agreed by condition
- Sustainable transport lockers to accommodate tricycles, scooters, prams, possible cargo bikes to suit families and encourage more active travel
- Work to extend the cycle hire scheme.

Delivery and Service Plan (DSP) Bond

61. In order to ensure that on-street servicing and deliveries do not negatively impact on the highway network, the Council is recommending that applicants in the Old Kent Road Opportunity Area enter into Delivery Service Plan Bonds against their baseline figures for all daily servicing and delivery trips. These bonds would be calculated at £100 per residential unit and £100 per 500 sqm non-residential floorspace. In accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010 and helps to mitigate any harmful impacts from the proposed development and ensuring a better quality of life for current and future residents.
62. The bond with the council against the developers own baseline of motorised vehicle daily trips for the servicing and delivery of the development. The bond will require the management of the new development to monitor the daily motorised vehicular activity of the site both commercial and residential, quarterly for a period of 2 years from 75% occupancy.
63. If the site meets or betters its own baseline target the bond will be returned within 6 months of the end of the monitoring period. If the site fails to meet its own baseline the bonded sum will be made available for the council to utilise for sustainable transport projects in the ward of the development. The council will retain £1,600.00 for assessing the quarterly monitoring.

64. Resolutions to grant planning permission have been made in following strategic applications in the last year. It is the intention to secure S106 obligations to ensure improved sustainable transport improvements. There are 11 bus services currently operating on the Old Kent Road.

Planning ref	Location	Bus contribution	Land gain for healthy streets and public realm. Improved pedestrian and cycle permeability	Off street / basement servicing and disabled parking	DSP Bond	Cycle Parking plus public cycle hire
17/AP/2773	MALT STREET REGENERATION SITE	✓	✓	✓	✓	✓
17/AP/3757	62 HATCHAM ROAD AND 134-140 ILBERTON ROAD,	✓	✓	✓	✓	✓
17/AP/4508	6-12 VERNEY ROAD,	✓	✓	✓	✓	✓
17/AP/4596	NYES WHARF	✓	✓	✓	✓	✓
18/AP/3246	LAND AT CANTIUM RETAIL PARK,	✓	✓	✓	✓	✓
18/AP/3551	SOUTHERNWOOD RETAIL PARK,	✓	✓	✓	✓	✓
18AP0897	RUBY TRIANGLE SITE, OLD KENT ROAD	✓	✓	✓	✓	✓

How the planning system will help deliver the Movement Plan Missions

Movement mission	Plan	How they are addressing this?	Benefits		
			Healthy streets	Vision zero	Air quality
M1	Equality	The development should provide a range of benefits to encourage active transport for all. Good pedestrian permeability, access to a range of cycling, good public transport. The movement from the public highway to a home or business should be seamless. Development will provide some off street blue badge parking.	✓	✓	✓
M2	Mental wellbeing	Public realm space should be set back from the Old Kent Road providing a quieter sheltered space for resting.	✓	✓	✓

M3	Physical wellbeing:	The development should set back their ground floor to provide an optimum pedestrian experience and the introduction of good quality cycling infrastructure. The development should improve pedestrian permeability through their site The development will contribute to publically accessible cycle hire and cycle+ parking storage Developments should be marketed as car free living with clear information for the residents and businesses on access active travel	✓	✓	✓
M4	Manage space:	The development will enter into a Delivery and Service Plan (DSP) Bond to monitor their vehicular trips and allow for mitigation to be considered over the monitoring period	✓	✓	✓
M5	Support business:	The development should be provide off street servicing that will accommodate the servicing needs of the non residential space, The location is well served by public transport for employees to access work using sustainable modes of transport. Developments should provide access to cycle hire and cargo bikes to enable businesses to be less motorised vehicle dependent.	✓	✓	✓
M6	Neighbourhoods:	The Development will provide off street servicing to reduce the impact on their existing neighbours. The development will contribute to publically accessible open space for good pedestrian permeability and space to dwell and rest. The development will contribute to publically accessible cycle hire	✓	✓	✓
M7	Positive experience	The development should be car free to reduce the impact on air quality. The DSP bond will help to manage traffic reduction	✓	✓	✓
M8	Change management	A development will provide a Transport Assessment including a Construction management Plan	✓	✓	✓
M9	Sharing information:	Developers should ensure all new occupants realise the benefits of a car lite lifestyle and what the development they move into will provide to ensure they will feel confident to be less car dependent.	✓	✓	✓

Next Steps

65. It is recommended the council continue the community conversation and report on changes proposed as the AAP develops in a further You Said/We Did consultation summary document. This will help evolve the next version of the AAP which is anticipated to be ready for consultation towards the end of 2019. The AAP adoption will follow the timetable of adoption of the New Southwark Plan which is expected to be subject to public examination in Autumn 2019. The Community Panel will be set up as a pilot in the Autumn 2019.

Community impact statement

66. The OKR AAP has the aim of promoting regeneration that benefits existing communities in Southwark and provides new and improved facilities for residents, businesses and accommodates much needed growth in housing and transport infrastructure. In preparing the draft OKR AAP the council has completed an integrated impact assessment and equalities impact assessment. The integrated impact assessment found that the AAP/OAPF has strong objectives for improving the quality of the environment in the opportunity area including fostering community cohesion, improving health and equal opportunities for all.
67. Policies reflect the aim of achieving revitalised neighbourhoods with new community facilities, healthcare, education, cultural, business, leisure and arts space. The AAP provides many opportunities to replace, enhance and expand community, business and cultural functions, which will be an integral part of the place-making strategy. The implementation of the AAP will ensure high quality development is delivered across the opportunity area, encouraging sites to consider wider considerations to achieve the aspirations of the plan, including new green spaces, improved transport infrastructure, connecting routes and high quality new buildings.

Financial implications

68. Continued engagement and preparation of planning policy is accounted for in existing council budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

70. Considerable work is necessary in order to produce an Area Action Plan for an area. This will ultimately be subject to an examination in public by a planning inspector before returning to the Council for adoption. As outlined in paragraph 66 of the report, the examination for the Old Kent Road AAP will come after adoption of the New Southwark Plan and is therefore still some months away. In the meantime, the proposal is to continue with the community engagement. Of particular importance is the commitment from the Council to create a Social Regeneration Charter for the area.
71. Ever since, the Old Kent Area was designated as an Opportunity Area, there has been considerable interest from developers due to the potential for the rise in property values. This has led to a marked increase in the number of planning applications as identified between paragraphs 26 to 28 which are considered by the Council's Planning Committee in accordance with section 38(6), Planning and Compulsory Purchase Act 2004 which provides for the local authority to have regard to their development plan unless material considerations indicate otherwise.
72. Of the planning applications listed at paragraph 65, only the Ruby Triangle and 62 Hatcham Road sites have to date led to the grant of planning permission. Planning agreements for the other sites are still in the course of negotiation but the parameters for the agreement have been set out in the report to Planning Committee.
73. At this stage, Cabinet is merely being asked to the proposed pilot for the Community review panel and also that the Design Review panel has the opportunity to review the Old Kent Road AAP. There are no legal issues arising from this decision.

Strategic Director of Finance and Governance

74. The report is requesting Cabinet to agree to pilot a Community Review Panel in the Old Kent Road and that the Design Review Panel will review the Old Kent Road AAP. The report is also requesting Cabinet to note the recommendations as reflected in paragraphs 3 to 9. Full details and background are contained within the main body of the report. The strategic director of finance and governance notes that there are no resource implications associated with the recommendations, as mentioned in financial implications. Staffing, subsequent maintenance and any other costs connected with this project to be contained within existing parks and leisure division revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Link (please copy and paste into your browser):		
https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/development-plan/area-action-plans?chapter=2		
Draft Old Kent Road AAP	Southwark Council 5 th Floor Hub 2 160 Tooley Street London SE1 2QH	planningpolicy@southwark.gov.uk
Old Kent Road website: www.oldkentroad.org.uk		

APPENDICES

No.	Title
Appendix A	Old Kent Road Consultation Summary Report (You Said/We Did)
Appendix B	Old Kent Road Consultation Report (detailed)

AUDIT TRAIL

Cabinet Member	Councillor Johnson Situ, Growth, Development and Planning	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Juliet Seymour, Planning Policy Manager	
Version	Final	
Dated	8 July 2019	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	8 July 2019	

Item No. 23.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		The Old Vic Annex	
Wards or groups affected:		All wards	
Cabinet Member:		Councillor Rebecca Lury, Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities	

FOREWORD - COUNCILLOR REBECCA LURY, DEPUTY LEADER AND CABINET MEMBER FOR CULTURE, LEISURE, EQUALITIES AND COMMUNITIES

Culture is at the heart of everything that we do in Southwark; in the last year we have hosted nearly 1500 cultural celebrations, engaging 500,000 residents from Southwark and beyond.

It was only a few months ago that we formally signed off on our plans to ensure that every primary school child has a trip to theatre every year, and it is hugely exciting to be able to enter this partnership with a world-renowned theatre.

The Old Vic already makes a great contribution to Southwark, with 24% of participants in Old Vic outreach programmes being drawn from our Borough. The loan being made to the Old Vic through this report will enable them to achieve their vision to further enhance the educational and cultural space and provide even more opportunities for our residents to engage with them.

From mentoring, to work experience and apprenticeships – the community benefits programme will help us to deliver on our ambitions for our residents, opening the door to new and exciting opportunities. It will also support our priorities around providing youth opportunities, being an age-friendly borough, and enabling primary school theatre visits.

This opportunity to work with the Old Vic demonstrates the outstanding position that Southwark is in, leading the way and further supporting the creative industries to thrive, helping to secure our position as the cultural hub in London.

RECOMMENDATIONS

1. That the Cabinet approves the draft Head of Terms and finance arrangements for the loan of £3,750,000 to enable The Old Vic to expand their footprint to build a new community cultural hub for the theatre called The Annex, to open in 2022 that will provide a permanent home for the community to train, learn, connect and enjoy.
2. That the Cabinet notes the community benefits programme offered by The Old Vic and the anticipated positive impact on Southwark residents.
3. That the Cabinet notes that in recognition of the geography of The Old Vic building and its catchment area The Old Vic are in parallel discussions with Lambeth Council about a similar arrangement due to the associated social value.

4. That the Cabinet notes that to protect and oversee the Council's financial investment in the Annex, Southwark will seek a nomination to the Old Vic Board of Trustees. The Council has nominated the Cabinet Member for Culture, Leisure, Equalities and Communities. The nomination will be reviewed on an annual basis.
5. That the Cabinet delegates to the Strategic Director of Finance and Governance in consultation with the Cabinet Member for Finance, Performance and Brexit and the Cabinet Member for Culture, Leisure and Communities powers to negotiate and agree the final terms relating to the financial arrangements.

BACKGROUND INFORMATION

6. The Old Vic, a registered charity, is a Grade II* listed, 1,000-seat, not-for-profit producing theatre, located on The Cut, opening in 1818 as the Royal Coburg Theatre and renamed in 1833 the Royal Victoria Theatre. The theatre that began life as a music hall and an opera house went on to become the home of great acting, dance, musical extravaganzas, vaudeville and spectacle. Many of our great actors have appeared here, including Laurence Olivier, Sybil Thorndike, John Gielgud and Ralph Richardson. Others, like Judi Dench, Michael Gambon and Maggie Smith, first made their names here.
7. The theatre is now under the stewardship of Olivier and Tony Award-winning theatre and film director Matthew Warchus (selected credits include: Matilda, A Christmas Carol, Groundhog Day, Art, PRIDE). Following its bicentenary in 2018, the theatre is on a new adventure: to make it a sustainable artistic powerhouse and an indispensable part of the nation's theatre for the next 200 years.
8. To achieve this, the theatre has embarked on a £21million transformational programme of investment. This involves the restoration and renewal of the historic theatre building, and the creation of a new annex to transform the audience experience, educate and inspire the next generation and unlock new audiences. This bold plan will secure The Old Vic's future as an independent theatre with a social mission for the next generation to enjoy.
9. Southwark Council has been a supporter of The Old Vic for many years, funding two paid annual resident internships and making a £500,000 donation to The Old Vic Endowment Fund in 2015. £100,000 of this paid for an immediate, significant employability project (Stage Business and INSPIRE), and the remainder was placed in a permanent fund which generates approximately £12,000 of income annually that contributes to the education and community provision in Southwark by The Old Vic.
10. As a result of Southwark's endowment and internship funding and an additional £111,000 of funding which The Old Vic raises itself each year to carry out projects in Southwark. Southwark residents, schools and community groups are represented across 100% of all their outreach projects and are given priority place on all. Out of 4,927 direct participants in 2018/19 1,178 or 24% live in Southwark. This is the largest single beneficiary group of any borough with whom they work.
11. Across the year they engage with 31 Southwark schools, primary and secondary,

as part of their outreach programmes and also support them through access to free professional rehearsal space for drama exams and school performances.

12. The Old Vic has shown leadership in enshrining the organisation's values and workplace culture to help reassure people they have a voice. As part of this they have created a Guardian scheme. The Old Vic Guardians are a group of trained staff who offer a confidential outlet for colleagues to share concerns about behaviour or the culture at work. Additionally the Guardians Network has been formed to bring together the group of organisations from all sectors (not just the arts) who have implemented the principles of a Guardian Programme. Currently with over forty organisations, the network is designed to help them go further in their commitment to creating a safe and secure working environment for all.
13. The Old Vic is a London Living Wage employer and follows union rates. Where its rates of pay differ from LLW, this is in accord with union guidance, with whom The Old Vic work in partnership to ensure that all staff are paid appropriately.
14. The Old Vic's bi-centennial investment plan has two phases.
 - Phase one upgraded the façade of the building including the restoration of the Emma Cons plaque in October 2017, renewal of all external signage and replaced the front doors to enhance accessibility and security in line with MET recommendations. The remainder of this phase will see the development of a new entrance on Waterloo Road with a platform lift allowing disabled access to the basement café-bar for the first time. Wheelchair spaces in the auditorium will increase from the current two, to up to 10. It also provides much needed extra female toilets by doubling the number of cubicles available. A technical upgrade of the auditorium and a restoration of the roof will follow.
 - Phase 2 will be the development of a whole new wing on the adjacent site to The Old Vic which will create a dedicated education studio inside the theatre to transform the opportunities and creative experience that can be offered to young people and the local community, together with a new cafe-workspace to bring a contemporary dimension to the historic theatre.
15. The Annex, a newly built community hub, will present The Old Vic the opportunity to deepen, expand and evolve its community cultural offer and pioneering work in arts education, talent, skills and training. The hub will be a purpose built, civic resource from which to run community programmes in perpetuity, further enhancing the cultural capital of the borough, enhancing the lives of our residents today and the prospects of their children tomorrow.
16. The proposal will enable The Old Vic to construct an Annex to provide educational and cultural space at the rear of their existing building. The building will be a brand-new Annex to the Grade II* main theatre building. It will have its own entrance but also be integrated with the existing historic theatre through the back of house areas of the theatre. The Annex will consist of four key areas; the third floor Clore Learning Centre that will enable the expansion and creation of new education and community programmes with integrated education offices and a library of play texts, the second floor education & meeting pod, the basement, ground & first floor café – workspace and the third floor rehearsal room and studio.

17. The Old Vic purchased the freehold of the building, situated on Waterloo Road, in 2013 with the long-term vision to redevelop the site to create a community hub with an education and learning space. The building is currently on a flexible short-term lease to a pop-up restaurant. The Old Vic has already had planning permission granted in April 2013 by Lambeth Council for a more ambitious scheme. Planning for the new scheme will be sought in early 2020 once the design stage has been funded and completed.

KEY ISSUES FOR CONSIDERATION

18. The proposal will enable The Old Vic to construct an Annex to provide educational and cultural space at the rear of their existing building. The £11.5m project will expand the total area of The Old Vic by 15%. The £11.5m costs will be funded from the £7.5m loan from the two Boroughs, subject to Lambeth's decision making process being completed and income from external fundraising after the acquisition costs of the site that have been incurred. Planning for the new scheme will be sought in early 2020 once the design stage has been funded and completed, to enable completion and a fully operational new space by the end of 2022.
19. The Old Vic is a significant undertaking with annual income of around £14m arising from box office income, front of house spend and external fundraising. The Annex is not scheduled to make a profit until its third year of operation. The Old Vic is not a National Portfolio Organisation of Arts Council England and therefore is not able to apply for lottery funding. A commercial loan, even if available, would be at a high rate of interest given the covenant of The Old Vic and the repayments would not be affordable.

Positive community impact

20. The Old Vic's social mission is to give access to theatre to as broad a group of young people and community members as possible, not just through attending a production but giving them insight into the creative process and life of a working theatre.
21. In theatre there are many more people working off stage than on. Opening access to the variety of careers available to Southwark residents is of vital importance if we are to demystify the perception that you can only work in a theatre if you enjoy performing on stage. The next generation of school leavers need to understand this more than most.
22. There are now more than two million jobs in the creative industries, accounting for one in eleven jobs across the UK. This is 700,000 more people than in the financial services¹ — and it is one of the fastest growing parts of the UK economy.
23. We need to raise awareness of the variety of roles that exist and equip school-leavers for them. More broadly than that, we know that participating in theatre offers a range of soft skills (communication, resilience, confidence, creative imagination, empathy) that are additive no matter what sector you ultimately work in as well as to your home life and personal growth. Given that 85% of

¹ Creative Industries Federation, <https://www.creativeindustriesfederation.com/statistics>

available job types in 2030 don't exist yet², offering training in these soft skills will equip Southwark's young people for any eventuality in the workplace and life in general.

24. Working with The Old Vic to deliver The Annex will allow the theatre to deliver training and widen access to 10,000 more young people and community members a year. The Annex will provide the space to open access to the range of opportunities that are available, from finance to marketing to technical support and administration, and offer training and employment routes in for those who need it most. It will enable The Old Vic to develop strong and long-lasting relationships with the local Southwark community participants through having a permanent base in which they can engage. It will allow them to create more projects that can travel across the borough and activate partnerships with smaller cultural and community organisations, broadening access to world class theatre, training and skill development. Overall, it will embed their work in the broader work Southwark carries out as a centre for creative business innovation, as a pioneer in culture, health and wellbeing, and as a place to nurture and grow your creative skills and talents.
25. The Old Vic plans to deliver a series of new and expanded projects in and out of their new space for the principal benefit of Southwark residents and school children in response to local need and supporting the delivery of the council strategic priorities.

KEY ISSUES FOR CONSIDERATION

Community benefits programme

26. The council have worked with The Old Vic to develop a substantial community benefit programme that responds to the council priorities and Fairer Future Promises. This programme also supports the delivery Creative Southwark, the council's cultural strategy. As part of the loan partnership, The Old Vic will deliver of each of the projects set out below. If the council's priorities change over the period of the ten year loan payment or the needs of the community the projects can alter in response. The Old Vic will seek to deliver the following projects:

Creative economy - new programmes

27. Drop-in skills & training sessions and mentoring: In furtherance of our shared objective to develop cultural skills and more generally employability each month The Old Vic will open the doors of The Annex to local residents, offering regular drop-in after school skills and development training. This training will be delivered through theatre-based workshops that support social mobility and build on five core employability skills: communication, self-management, self- belief, teamwork and problem solving. This project is Annex dependent.
28. Attendees at the drop-in sessions can also apply to The Old Vic for a mentor, who will give them six half hour sessions of mentoring with a member of The Old Vic existing staff and freelancing team, corporate or individual supporters, suppliers, or audience members. 15 mentoring opportunities will be ring-fenced for Southwark residents. A dedicated youth worker will access hard to reach

² Realizing 2030: A Divided Vision of the Future, Dell Technologies, p.3, <https://www.delltechnologies.com/content/dam/delltechnologies/assets/perspectives/2030/pdf/Realizing-2030-A-Divided-Vision-of-the-Future-Summary.pdf>

groups, excluded students engaging with colleges, estates and community groups. This project is Annex dependent.

29. Work experience weeks at The Old Vic: Each year The Old Vic will offer two periods of a week's work experience for up to nine Southwark participants each week, aged 16 to 18 years old, in an Old Vic Takeover (30 participants in total). No area of the theatre will be out of bounds – the idea is to showcase the variety of roles available within a working theatre that exist off-stage. During their week, participants will work directly with key departments within the front and back of house of the theatre, gaining insight and developing skills in specific areas of work. The Annex will enable The Old Vic to run an enhanced 'bespoke for Southwark' version of the project, enabling participants to engage in a more practical experience utilising the Annex space and equipment.
30. Apprenticeships: A new apprentice scheme will be introduced focusing across technical, creative, facilitator, operations and events areas. The Old Vic would be interested in partnering with other cultural organisations across the borough to offer participants a broader learning experience. The Old Vic would be interested in partnering with other cultural organisations across the borough to offer participants a broader learning experience.

Creative economy – expanded existing programmes

31. Front Line: Giving 16 to 25 year olds the opportunity to discover more about careers in theatre and develop key transferable skills through paid placements with the Front of House team. Participants watch a production, shadow various members of staff and take on important roles welcoming patrons to the theatre. There is also a CV workshop to explore the skills they have developed and to reflect on the scheme.
32. Front Line Facilitators: This highly successful creative practitioner programme is for young people aged 18+, offering advanced hands-on experience in creative facilitation and the chance to develop key transferable skills.
33. Take the Lead: Working with up to 1,000 16 to 18 year olds per year, offering high quality theatre based workshops that will support social mobility and build on five core employability skills: communication, self-management, self-belief, teamwork and problem solving. These skills can be immediately transferred to interviews, future jobs and further education, and are also key to building a theatrical company and staging a production. Workshops explore these skills through the framework of creating a production, drawing on The Old Vic's extensive experience as a theatrical institution.
34. Southwark Internship: Each year The Old Vic will continue to offer up to two paid internship opportunities across a variety of projects. 55% of past participants have been employed by The Old Vic on completion of their internship.
35. The Old Vic 12 - An opportunity for Southwark residents to apply to join eleven other exciting theatre artists to explore their creative potential and take the next step in their careers through a year-long attachment with The Old Vic. Participants expand their networks, receive first class mentorship, deliver masterclasses to other emerging artists and collaborate with each other to create three brand new pieces of work.

36. [Connect at The Old Vic](#) - Connect brings together The Old Vic programme and production alumni, inviting them back for ongoing artist development, £10 tickets to shows, access to bespoke panel talks, debates and creative insights, new work development and collaborative platforms. This scheme is open to Southwark residents.

Creative growth – new programmes

37. Partnership space: A huge barrier to making connections is the lack of space through which to do it. The Annex will have protected time on the two floors of café/workspace where local groups can come and use the space for a free or discounted rate, including: local schools performing GCSE and A-level exam pieces; project alumni rehearsal space; community activity groups. They will offer priority hires to groups from Southwark and Lambeth.
38. The Annex will provide a publically accessible café for more informal work and meetings, a free-to-access play library for students and regular patrons to use, and ad hoc cabaret performances for emerging performers.
39. The Old Vic will look to partner with local organisations such as Theatre Peckham, Mountview Academy, London Bubble and Blue Elephant Theatre on a commercial basis for the use of their rehearsal and development space.

Creative people – new programmes

40. 2,000 free tickets each year towards the Primary School in to Theatre programme, accounting for 10% of the pledge that Southwark has made. Visits will be accompanied by resource packs which include exclusive interviews, photographs, and production insights and follow up activities for the classroom.
41. Additionally, there may be times during the year when other age-appropriate productions have unsold capacity within the auditorium (this could include adult productions e.g. Shakespeare or other syllabus productions which would appeal to secondary school pupils). In these instances, a 'Southwark Family' offer will be made available to all schools within Southwark on a first come, first served basis to give access to free tickets.
42. Touring community performances: Providing a free, accessible and unthreatening first experience of theatre, The Old Vic would produce an annual two-week tour of Southwark, rehearsing in the Annex and visiting up to two venues per day totalling twenty shows. Welcoming the immediate local community venues might include cultural centres, libraries, TRA halls, youth centres, a park, a local event or hospital ward. A further two performances will take place in The Annex so the space is regularly opened-up to those who may walk past every day, and need to feel encouraged to come in and connect with us and each other. This project is Annex dependent.
43. Free Christmas Community Concerts: Each December, The Old Vic will bring together older people and young performers from Southwark through a series of free intergenerational Christmas Concerts by residents, for residents. Connecting to the council's loneliness strategy, twelve schools will be matched with local care homes to take part in joint rehearsals in their schools and care homes led by an Old Vic music director, before performing live at The Old Vic in front of an invited community audience. Residents young and old will have the chance to meet, connect and enjoy a shared experience and improve their

mental health and wellbeing. It has been found that singing in a group makes people feel closer to others. The Annex will enable The Old Vic to expand this intergenerational project making it more regular, sustainable and impactful in reducing isolation and loneliness issues.

44. New Old Vic Community Choirs: In the new community hub The Old Vic will provide a home for two singing groups, one daytime and one evening for participants aged 16+ referred by GPs, Guy's and Thomas' NHS Foundation Trust outpatients, social workers and local charities who work with those who would benefit most. Using this social prescribing methodology, the programme aligns with the thinking around the council's emerging culture, health and wellbeing programme. Classes will run weekly each term in ten-week blocks with a sharing at the end of each term and an annual voluntary concert each year in July. There will be no auditions to join, and no one will be rejected from this group. The choirs will be relaxed, inclusive and fun. This project is Annex dependent. Community Drop-in Sessions - Bi-monthly drop in sessions will use theatre to facilitate conversation and debate whilst giving participants an opportunity to meet new people and a space to discuss important social issues. This project is Annex dependent.
45. Adult Learning programme: Termly classes for adults offered at a subsidised community rates, including playwriting, storytelling and technical skills. Potential partners include Morley College, Blue Elephant Theatre, Theatre Peckham and Mountview Academy.

Creative people – expanded existing programmes

46. Southwark Presents: The Old Vic will continue to offer all year-round discounts and special access to Southwark residents alongside access to The Old Vic's PwC £10 tickets available for 500 people a night for the first five performances of every show.
47. Schools Club: Providing bespoke workshops, theatre tickets, backstage tours and diverse educational resources for staff and students. Supporting the curriculum, The Old Vic will work with more Southwark schools and students especially those with poor arts provision.
48. Summer School: Free workshops for up to two local people with industry professionals in July. The programme is for people aged 16 to 25 from any backgrounds who want to learn new skills and gain confidence, as well as find out about a career in theatre.
49. Curtain Up: Offers community groups, in Southwark and London, the opportunity to see a main stage show and take part in a pre-show workshop. The pre-show workshop introduces participants to the story and themes of the production and is designed to increase confidence, creativity and well-being through drama.
50. Matinee Idols: For people aged 60+: Open to anyone aged 60+, the scheme is free to join and includes ticket discounts for matinee performances, pre-show events and an opportunity to socialise, meet new people and learn more about The Old Vic. Currently 200 people benefit from the scheme. With the new community hub, this can increase the number of benefits for the current participants and inspire more Southwark residents to join as a result.

Value of a community benefits programme

51. The value of the community benefits programme, both new and existing programmes is demonstrated below.

New project	Value
2,000 tickets for the Primary schools in to theatre programme	24,000
Touring community performances	40,000
Free Christmas community concerts	10,000
New Old Vic community choirs	10,000
Monthly drop-in skills & training sessions and mentoring	6,500
Work experience weeks	4,000
Adult learning programme	10,000
Community drop-In sessions	15,000
Partnership space	10,000
Apprenticeships	24,000
Total	153,500
Existing project	Current Cost
Front Line	4,569
Front Line Facilitators	923
Take the Lead	10,000
Southwark Presents	10,000
Schools Club	8,750
Southwark internships	21,375
Summer School	2,000
Curtain Up	1,300
Matinee Idols	2,000
The Old Vic 12	9,600
Connect at The Old Vic	4,000
Total	74,517
Minus £12k endowment funding and £21k internship funding	32,000
	42,517
Total value per annum	196,017
Total over ten years loan period	1,960,170

Additional new projects

52. The new community hub in the Annex will also allow The Old Vic to develop the following additional projects that are available to all Southwark residents:
53. New crime reduction programme: In partnership with Mayors Violence Reduction Unit (VRU) The Old Vic are looking to pilot a scheme that takes a public health approach and targets young people in the danger zone hours between 4pm to 6pm. The community hub will provide a dedicated building from which to deliver projects to tackle violence and its root causes.
54. ZooNation Academy of Dance: The Old Vic is in discussion with ZooNation to be

the newest and only South London location for ZooNation's Academy of Dance (ZAD) Saturday morning workshops. ZAD brings together young people of all ages 4 to 21 years old, of all abilities, and backgrounds to build relationships and develop skills through a shared passion for dance and music. Over 250 students are based at ZAD's Hammersmith and Islington locations. The Annex will bring this amazing hip-hop dance company to South London for the first time for Southwark residents to enjoy.

55. The School for Wise Children summer workshops: The Old Vic is in discussion with Wise Children to deliver holiday workshops for 16+, alternative, ensemble theatre makers. Wise Children's current unique three-week courses offer an intensive grounding in the skills needed to create and perform as an ensemble — and to make theatre magic. The current model Wise Children run is that 50% of places are available for free.
56. Studio performances: The community hub Studio will host a four to six-week studio theatre season. The Studio would generally house work from emerging talent (short, new work, lo-fi fringe or festival style offer), for family programming, music and comedy try-outs, readings, One Voice monologues, and Voices Off talks, debates and conversations.

Measuring success

57. The Old Vic routinely undertakes a robust evaluation process for all of its programmes, and it will be no different for the new programmes outlined above; drawing together quantitative and qualitative data and ensuring that all learning feeds into the future success of projects.
58. Monitored by the council's culture and events team key performance indicators will reflect the outcomes of the cultural strategy and associated programmes such as Primary Schools into Theatre programme and culture, health and wellbeing programme. Details monitoring and evaluation programme will be developed and will include:
 - The participants' assessment of how they have grown in confidence, the skills they have developed, attainment in other subjects, improvements in wellbeing, enjoyment of the project, and progress with independent projects.
 - The opportunities that open-up as result of taking part in an Old Vic project, whether that's employment at The Old Vic or elsewhere, increased awareness of the jobs available in theatre, inspiring a love of theatre, seeking out further opportunities or achieving personal goals.
 - Diversity of participants (age, gender, social-economic background, race and ability).

Policy implications

59. The project directly delivers a number of themes and objectives set out in the councils' fairer future plan and cultural strategy. The community cultural hub will continue to revitalise the borough especially the neighbourhoods of North Southwark, and provide a new community hub in the heart of the cultural quarter. The project will also help give residents the best start in life through direct access

to a world class theatre productions with a dedicated community programme. The proposal will also promote new opportunities for health & wellbeing, education, employment training and talent development in the new building.

60. The project will directly deliver objectives and policies set out in national planning guidance, the London Plan and the New Southwark Plan, including social regeneration to revitalise neighbourhoods, create the best start in life, and have healthy active lives.

Community impact statement

61. The new community cultural hub will create a valuable new facility for Southwark, with a range of opportunities for the local community to access training, an outreach programme across Southwark, and local employment opportunities in the new building.
62. The new spaces will also be available for the community to hire at discounted rates which will further assist the council perform its public sector equality duty by providing new cultural and community meeting space which can advance the equality of opportunity and foster good relations between those with protected characteristics (e.g. gender, disability) and those without.
63. The Old Vic is committed to a comprehensive policy of equal opportunities for their participants.

Timetable

64. The timetable to practical completion of the build is set out below:

Completion of loan agreement	September 2019
Final RIBA design stages, planning permission ³ , prelims and procurement	September 2019 to August 2020
Drawdown of loan commences	January 2020
Start works on site	September 2020
Practical completion target date	September 2022
Annex fully operational	October to December 2022
Loan repayments commence	2023
Repayment of loan principal and interest complete	2033

Legal implications

65. The loan is for £3,750,000 and for a term of up to 10 years. By way of security the Council, along with London Borough of Lambeth, will have a first charge on the freehold of the Annex as security for the loan. This will grant both Councils security over the Annex on a side by side basis.

66. The loan will be drawn down on an annual basis over 3 years. The purpose of the loan is exclusively to provide money for the works to the Annex. The drawdown will be set out in the loan agreement broadly corresponding with the cash requirements of the development. The drawdown arrangements will be simplified as far as possible to prevent unnecessary bureaucracy, the incentive being on the Old Vic to draw down as late as is possible in order to reduce their costs of debt.
67. There will be a requirement post agreement to secure the community obligations to which the Old Vic will continue to commit to and expand where appropriate.
68. The Old Vic are aware of the Council Fair Futures Procurement Framework and are committed to support this strategy in all aspects of Old Vic activity, including the development of these new facilities.

Financial implications

69. Under a loan agreement, Southwark Council, together with the London Borough of Lambeth, will each loan to the Old Vic Theatre Trust 2000 a sum of £3.75m (total £7.5m) as a contribution towards the cost of construction of the Annex including fees and associated project costs.
70. The loan is for a term of up to ten years at an agreed rate of interest (4.5%), with principal repayment scheduled upon maturity. The arrangement includes a limit on the amount and profile of the funds draw down and includes the option to make principal repayments over the term or repay the loan early, which would have the impact of reducing the overall financing cost to the Old Vic Theatre Trust 2000.
71. The draft Heads of Terms attached in Appendix 1 remain subject to final negotiations to conclude the detailed financial arrangements between the parties.
72. The Old Vic Theatre Trust 2000 will procure all relevant services and works to complete the development. The loan will count as capital expenditure in the council's accounts and be consolidated into the general fund capital programme at the earliest opportunity. Given the extent of commitments on the council's capital programme over the medium term, this may increase the council's underlying need to borrow externally, in which event the repayment arrangements allow for the Council to recover costs for reinvestment in the capital programme.
73. The current forecast spend profile against the capital loan to practical completion is as set out below, although this will remain subject to review in line with the Old Vic's programme of works.

£m	Year
0.750	2019-20
2.350	2020-21
0.650	2021-22

74. The financial position regarding release of funds and borrowing requirements will be reported as part of regular capital monitoring and treasury management reports to Cabinet and Council Assembly.
75. The Old Vic Theatre Trust 2000 is responsible for all legal fees in connection with this arrangement.

Identified Risks

76. The risks associated with this arrangement are set out in the table below.

Risk	Mitigation	Status
Financial: Risk of escalating build costs and building not being completed	<ul style="list-style-type: none"> • The Old Vic has dedicated significant senior resources from executive and trustee level to progress the development. • The Old Vic has a good track record of successfully delivering construction projects. • The Old Vic have appointed professional project managers for the build contract • The Council will take up a place on the capital committee overseeing the contract. 	Med
Financial: The Old Vic Theatre Trust 2000 are unable to pay interest payments, are unable to raise the balance of match funding for the project and/ are unable to fully repay the capital sum	The Old Vic Theatre Trust 2000 has submitted financial projections showing income and loan repayments. The total turnover of the organisation is £14m pa. The Old Vic Theatre Trust 2000 has a good track record of external fundraising as evidenced by the £27m raised between 2015 and 2018. Significant fundraising for the project has already taken place. London Borough of Lambeth are considering a similar loan for agreement this month.	Low

Risk	Mitigation	Status
Planning: The proposals may not secure planning approval	Planning for a more ambitious scheme was granted by LB Lambeth on 2013. LB Lambeth are aware of the revised proposals and it is understood that they are supportive. The majority of the loan drawdown is associated with the construction contract and would therefore not be drawn down if works do not proceed.	Low

Consultation

77. The design of new community cultural hub was consulted upon as part of the approved planning process with Lambeth in 2013; a refreshed application will be made following release of loan funds and final design stages completed during 2019-2020.
78. Consultation and engagement on the charity's fundraising strategy has been linked to the development of the council's cultural strategy and various events have been held in the new space with councillors, officers, and the local community to build awareness about the fundraising campaign.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

79. The loan must be considered in the context that Old Vic is a non profit making limited company that runs a theatre and the related risks this brings. By way of security for the loan the Council will have a legal charge over the Annex jointly with Lambeth Council. The Annex was purchased by the Old Vic Theatre Trust 2000 in March 2013 for £2,450,000. Security over the Annex is useful while the theatre is operating and solvent and should assist Old Vic to be focused on repayment and ensure co-operation. However if there is an issue with the theatre generally which causes the theatre as a whole not to be viable then the security over the Annex may itself be less viable.
80. The loan must comply with EU State aid rules relating to investments in facilities for the purposes of cultural and artistic education activities. Compliance will require a positive community benefit from the investment and may also require that commercial use of the facility funded by the loan is restricted.
81. So far as the Council's power to grant the loan is concerned, section 1 of the Localism Act 2011 grants a general power of competence which is very broad and allows a local authority to do anything that an individual can do.
82. There are exceptions to this general rule contained within sections 2 and 4 of the Act. Section 2 is not relevant to the circumstances here as it relates to the action not infringing any restrictions contained in other statutory powers whilst section 4

introduces a limitation where the proposal (here the loan) is done for a “commercial purpose” in which case the loan would need to be made through a company. However, “commercial purpose” is interpreted as the authority’s principal motive or dominant purpose being profit –making. Paragraph 14 of the report refers to the ability for the Old Vic to repay before the loan period of 10 years and clearly they will want to do so if the loan is at a higher interest rate than they could obtain elsewhere. Whilst paragraph 29 of the report refers to an initial margin above the cost of the Council borrowing the monies the overall position is assessed as broadly neutral as confirmed in paragraph 32.

Strategic Director of Finance and Governance

83. This report requests approval to the draft Heads of Terms for a loan agreement as set out in Appendix 1.
84. The financial and budgetary implications are set out in the financial implication sections in the main body of the report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft Heads of Terms

AUDIT TRAIL

Cabinet Member	Councillor Rebecca Lury, Deputy Leader and Cabinet Member for Culture, Leisure, Equalities and Communities	
Lead Officer	Rebecca Towers, Director of Leisure	
Report Author	Neil Kirby, Head of Regeneration (South) , Paul Cowell, Culture and Events Manger	
Version	Final	
Dated	8 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		8 July 2019

APPENDIX 1

[26 June] Heads of Terms (Subject to Contract/Cabinet approval)

	Terms
Address	The Old Vic Theatre Trust 2000 ('OV')
Parties	<p>The Mayor and Burgesses of the London Borough of Southwark ("LBS") Property Development Chief Executive's Department 160 Tooley Street London SE1 2QH</p> <p>Contact: Neil Kirby Telephone: 020 7525 1878 Email: Neil.Kirby@southwark.gov.uk</p> <p>AND The Old Vic Theatre Trust 2000 The Cut London SE1 8NB</p> <p>Company no._06753149</p> <p>Contact: Kate Varah Telephone: 020 7981 0911 Email: kate.varah@oldvictheatre.com</p>
LBS Solicitor	<p>Dentons UK & Middle East LLP One Fleet Place London EC4M 7WS</p> <p>Contact: Emma Frost Telephone 020 7320 3833 Email: emma.frost@dentons.com</p>
The Old Vic's Solicitor	<p>Hogan Lovells International LLP Address: Atlantic House Holborn Viaduct, London EC1A 2FG</p> <p>Contact: Philip Brown Telephone: 020 7296 5876 Email: Philip.Brown@hoganlovells.com</p>
Dispositions	<p>LBS to loan to OV part of the monies required for building the Annex up to a maximum of £3.75m. OV to pay interest on the loan over a term of 10 years, with the right but with no obligation to make prepayments of principal of the loan during the term without penalty. Early repayment is permitted without penalty. Early repayment incentive to be agreed.</p> <p>Before the end of the 10 year term LBS and OV agree to discuss in good faith how to enable the OV to finance the repayment.</p> <p>OV to develop out the site shown edged red on the attached plan (the "Annex") as an arts hub together with commercial space. Any material variations to the overall scope of the project will require the consent of LBS.</p> <p>The loan is to facilitate OV to procure pre-construction development activities and to let the construction contract and shall include an obligation on OV to</p>

	Terms
	provide a community offer.
Payment structure	<ol style="list-style-type: none"> 1. Under a loan agreement LBS will loan to OV a sum to reflect a proportion of appropriate building costs to be agreed including development fees and associated costs. 2. The loan will be for a period of 10 years, interest only. OV will require the ability to reduce the principal of the loan by capital payments during the build and thereafter, early repayment will be permitted-terms to be agreed. 3. Loan availability will commence at a date on or after signing of the Loan Agreement when the conditions precedent to drawdown have been satisfied. 4. The loan will be available to draw so an initial amount is available (following compliance with initial CPs) from 1 September 2019 and then (following compliance with construction CPs) during the construction period on a quarterly basis until the date that is 36 months after the first drawdown. 5. The loan is to be used in payment of Annex build cost and associated development and services fees only 6. Interest to be paid annually in arrears from September 2022 onwards. Interest will accrue unpaid prior to that date and will be capitalised in addition to the amount expressed to be available to draw under "Dispositions", above. A fixed interest rate of 4.5% pa will apply to the loan.
VAT	No VAT will be payable in respect of the Loan
Legal Costs	OV will be responsible for their own and the Council's pre-agreed reasonable and proper legal fees in connection with this transaction up to a maximum of £.
Due Diligence	OV will provide LBS with the customary site investigations and archaeological surveys that are carried out in relation to the project for review.
Legal interest	Security to be a first ranking charge on the Annex. LBS to share the security rights pari passu with Lambeth Council.
Insurance	OV to insure.
Specification	OV to fit out.
Timetable	<p>Completion and signing of loan agreement: September 2019</p> <p>Start on site x</p> <p>Completion on site: x</p> <p>Practical completion longstop date: X X</p>
Warranties	Collateral warranties must be transferrable to the lender (LBS) and include architects plans and consent from other contracted professionals to use their plans and specifications.
LDs	Not applicable
Conditions	<p>Agreement and initial drawdowns are subject to:</p> <ol style="list-style-type: none"> 1) LBS approval of Valuation / cost of project / payment structure 2) Any board or committee approvals of each party <p>Drawdowns during the construction phase are subject to:</p> <ol style="list-style-type: none"> 3) A planning and building regulations consent

	Terms
	4) A signed building contract 5) OV to provide confirmation to LBS of how they are taking account of Southwark Council's Fairer Future Procurement Framework 6) OV to identify any other conditionality issues arising out of their agreement with LBS.
Disputes	English law. English courts to have jurisdiction, subject to the below. In the event of a dispute the Parties will first aim for senior dialogue followed by recourse to third party determination by arbitration or mediation.

Signed on behalf of LBS

Name

Position

Date

Signed on behalf of The Old Vic Theatre Trust 2000

Name

Position

Date

Item No. 25.	Classification: Open	Date: 16 July 2019	Meeting Name: Cabinet
Report title:		New Homes Site purchase, SE15	
Ward:		Old Kent Road	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	

FOREWORD - COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES

With over 10,000 households waiting for relief from overcrowding and exorbitant housing costs, and still over 2,000 children growing up in temporary accommodation in our borough, the imperative to build high quality new council homes has never been greater. As part of our generational push towards building 11,000 council homes we need to take an assertive stance to acquiring new sites for future council homes projects.

This is why I am really pleased that we are using our resources to expand our land holdings for this purpose at several sites across the borough, including here. The existing proposals for the site give an indication of a significant number of new council homes for local people, and there remains great potential to improve further the range of potential employment uses on the ground floor to help retain the industrial footprint of the Old Kent Rd, as well as elevations that properly engender the pride of place we are striving for in our borough.

It should be always be reiterated that while we should remain purposeful in seeking new council homes development opportunities, we must in parallel continue our campaign for Affordable Land for Affordable Housing. A reform of the 1961 Land Compensation Code that removes the 'hope value' recognised in market valuations of such sites would enable the council to better assemble land, secure infrastructure contributions and build the kinds of genuinely affordable housing that meet the housing needs of our population.

RECOMMENDATIONS

That Cabinet:

1. Authorises, pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985, the acquisition of the freehold interest in the site identified in the closed version of this report.
2. Authorises the principal purchase terms and negotiating parameters set out in paragraph 14 of the closed version of this report and outlined in paragraph 14 of the open report.
3. Delegates to the director of regeneration in consultation with: the strategic director of housing and modernisation; the strategic director of finance and governance; and, the cabinet member for social regeneration, great estates and new council

homes, authority to agree the final terms of the acquisition provided they are not inconsistent with the principal terms and negotiating parameters and satisfy the council's fiduciary duty.

BACKGROUND INFORMATION

4. From time to time the council becomes aware of land holdings being offered for sale that would be suitable for its needs, but where, for a variety of reasons, the sale timetable does not fit with our reporting processes. In June cabinet agreed the recommendations in a report to deal with a time limited commercial opportunity to buy a site in SE15. This report deals with a similar situation and recommends the same approach to the purchase.
5. An opportunity has arisen where there is a narrow window of opportunity to agree terms to purchase a site that is suitable to be developed to provide new homes. Terms for a purchase have not been finalised, and at this time it would not be to the council's advantage to make public its interest in the land. Waiting to report final terms during the next cabinet cycle is not likely to be the council's commercial advantage.
6. The site is situated within the Old Kent Road Action Area that aspires to transform the area with substantial new housing, an improved public realm, employment opportunities and enhanced transport infrastructure including an extension to the Bakerloo Underground Line.
7. On 28 November 2018 council assembly approved the current Council Plan. This commits the council to build or start on site at least an additional 1,000 homes; so that by 2022 the council will have built or started on site 2,500 new homes.
8. The council does not have sufficient sites to satisfy its ambitious house building target. Purchase of this site would provide an opportunity to make a significant contribution to the delivery of new council homes in line with both the housing strategy and the council plan.

KEY ISSUES FOR CONSIDERATION

9. The version of this report on the closed agenda includes the full address and a site plan, along with the full principal terms and negotiating parameters for a deal to buy the site.
10. The principal recommendation of the report is that authority be delegated to the director of regeneration, in consultation with other senior officers and a cabinet member, to agree the final terms for a purchase – provided these are not inconsistent with the principal terms and within the negotiating parameters approved by Cabinet.
11. Section 120 of the Local Government Act 1972 enables the council to acquire land for any of the council's functions under the Local Government Act or any other enactment, or for the benefit, improvement or development of their area.
12. The acquisition of the site for housing will fulfil the requirements of s120 as the provision of housing is one of the council's functions; in addition the local area will benefit from the new homes and the enhanced environment around the

homes and from the construction jobs created through its development.

13. Section 9 of the Housing Act 1985 provides that a local housing authority may provide housing accommodation by erecting houses or by converting buildings into houses or by acquiring houses. The Housing Act therefore gives the council power to build houses itself on land acquired for that purpose.

Principal purchase terms

14. The principal purchase terms are:
 - a. The site is identified in the closed version of this report.
 - b. The council pays the consideration set out in the closed version of this report.
 - c. The sale is conditional on the vendor providing vacant possession of the site.

Community impact statement

15. The public sector equality duty (PSED) as set out in section 149 of the 2010 Equality Act requires public bodies to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation and to advance equality of opportunity and to foster good relations between people when carrying out their activities.
16. In considering the recommendations herein the cabinet must have due regard to the possible effects on any groups sharing a protected characteristic in order to discharge its PSED. This is an ongoing obligation.
17. If the council completes the purchase of this site it will be cleared and developed to provide new council homes. The homes will improve the quality of life of residents, some of whom may have protected characteristics.

Resource implications

18. Work to negotiate terms for the purchase of land for house building purposes is considered to be part of the normal work load for various officers within the council and will be contained within existing budgets.

Legal implications

19. These are included within the body of the report.

Financial implications

20. The acquisition of the property represents capital expenditure and will form part of the Council's Housing Investment Programme. It will be part funded from retained Right to Buy receipts (30%), with the remaining balance funded from other Housing Investment Programme (HIP) resources, including borrowing where appropriate.
21. There are likely to be holding costs associated with the site whilst it is prepared for development, which will be met from existing budgets.
22. Negotiating the purchase will require support from external specialists and will incur costs but these will be met from existing budgets.

Consultation

23. There have been consultations within the council between officers in housing, finance, regeneration, and legal services.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of housing and Modernisation (H&M 19/041)

24. The site provides the opportunity to build much needed new council housing as part of the programme to deliver 11,000 new council homes by 2043 as well as the opportunity to provide desperately needed temporary accommodation for homeless families for whom the council has a duty to provide interim accommodation.

Director of Law and Democracy

25. As set out in this report the property will be acquired pursuant to s120 of the Local Government Act 1972 which gives the Council power to acquire land by agreement for the purposes of (a) any of the Council's functions under the Local Government Act or (b) the benefit, improvement or development of the area. The report sets out at paragraph 12 how these requirements are met.
26. Section 9 of the Housing Act 1985 states that a local housing authority may provide housing accommodation by erecting houses or converting buildings into houses on land acquired by them for the purposes of the Housing Act.
27. Section 120(2) of the Local Government Act 1972 further provides that where land is acquired for a purpose and it is not immediately required for that purpose, it may be used for the purpose of any of the council's functions until it is required for the purpose for which it was acquired.
28. Taken together these provisions give the Council adequate legal powers to acquire the property for housing and to use it for other temporary uses in the interim period prior to construction of housing.

Strategic Director of Finance and Governance

29. This report seeks cabinet approval for the acquisition of the freehold interest in a site identified in the closed version of this report in accordance with proposed purchase terms and negotiating parameters set out in the report. The financial implications section of the report sets out how the acquisition and other associated costs are intended to be met. Should the council be successful in its negotiations, acquisition of the site would provide the council with an opportunity to build much needed new council homes in line with the housing strategy and the council plan.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council Plan 2018 – 2022	160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
Link: https://www.southwark.gov.uk/council-and-democracy/fairer-future/council-plan		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	
Lead Officer	Kevin Fenton, Strategic Director Place and Wellbeing	
Report Author	James Oates, Regeneration North	
Version	Final	
Dated	8 July 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Officer Title	Comments Sought
	Director of Law and Democracy	Yes
	Strategic Director of Finance and Governance	Yes
	Strategic Director of Housing and Modernisation	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	8 July 2019

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