

## Cabinet

Tuesday 11 December 2018

4.00 pm

Ground Floor Meeting Room G02C - 160 Tooley Street, London SE1  
2QH

## Supplemental Agenda No. 3

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	Members to consider the recommendations in the report.	

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Date: 7 December 2018

<b>Item No.</b> 8.	<b>Classification:</b> Open	<b>Date:</b> 11 December 2018	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Policy and Resources Strategy 2019-20	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Cabinet member for finance, performance and brexit	

## **FOREWORD - COUNCILLOR VICTORIA MILLS, CABINET MEMBER FOR FINANCE, PERFORMANCE AND BREXIT**

*This report sets out in detail the council's budget position for 2019-20 and our proposals to balance the budget. Yet again Southwark Council faces significant funding cuts with a further loss of £8.6m of general government funding. These funding cuts come at a time of continuing demands and pressures on our services, particularly social care, children's services, education, homelessness and welfare support.*

*Whilst we welcome the additional one-off social care grant of £4.3m announced as part of the Autumn Budget and the previously announced growth in the Improved Better Care Fund of £3.2m, this only goes part way to meeting the growing demands on children's and adult's social care services. We still await the promised Green Paper on the long-term funding of Adult Social Care and remain concerned that the Government's Budget statement made no mention of any long-term plan for social care funding.*

*The indicative budget proposals include £5m of Adult Social Care savings in 2019-20 offset by commitments of £4.7m. This demonstrates the investment of the increased Improved Better Care Fund (£3.2m) in protecting homecare, reablement and bed-based care packages and transformation work to improve the health, wellbeing and resilience of vulnerable residents.*

*We also face significant challenges in Children's Services and Education. Children's Services provide vital support for vulnerable children in our borough and we face great pressures in terms of the cost of placements, particularly residential care for looked after children. Thanks again to the work of our Budget Recovery Board we are able to propose £1.1m of efficiency savings in this area, but to make the budget sustainable we will also inject a further £3.3m for a net growth in the Children's Services budget of £2.2m.*

*In Education, reduced grant and funding continue to impact on the budget, as well as the increasing demand for statutory SEN education and home to school transport. There are significant pressures on schools funding via the Dedicated Schools Grant. Demand and cost pressures are particularly acute on the High Needs Block where government funding is insufficient. As at 31 March 2018 there was an accumulated deficit of £4.1m, which is forecast to increase to £11m by the end of 2018-19. The council continues to work with the Southwark Schools Forum on a deficit recovery plan, which includes proposals for reductions in central retentions, block transfers as well as reductions in funding to settings. This will be subject to full consultation and equalities impact assessment.*

*Whilst Southwark is recognised nationally as a leading authority in homelessness prevention, statutory and policy obligations, increasing demand and restricted housing supply mean that temporary accommodation remains a particularly challenging area. Based*

*on current policy, cost pressures are projected to continue to rise during 2019-20. Efficiency savings and policy changes in relation to the discharge of duty into the private sector and out of borough (along with other initiatives being developed with London Councils) would assist in mitigating this budget pressure. Net growth in Temporary Accommodation budget of £2.7m has been included in the budget proposals.*

*Local government pay is now the lowest in the public sector. Whilst the government has removed the 1% pay cap, they have not provided any resources to local authorities to help us give our staff the pay rise that they deserve. The budget presented today reflects a 2% 2019-20 pay award which is estimated to increase the pay bill by £4.5m in 2019-20.*

*All these pressures, alongside other growing costs such as inflation mean that as well as having to cope with £8m of cuts, we also need to fund £23.9m of additional budget pressures and growth.*

*We have also set out in this report £18m of savings, a combination of efficiency savings (£14.005m), additional income from fees and charges (£3.050m) and other savings of (£0.900m). These proposals will be consulted on with staff, affected residents and other stakeholders and partners.*

*However, despite these savings and the additional income from our continuing growth in homes and the local economy, a budget gap of £3.9m remains and of course, unlike government, the council is legally required to set a balanced budget. Officers have been asked to continue to work to explore whether any further income and savings across departments can be realised. Cabinet will need to consider these alongside the option of a council tax increase, which could raise up to £3.2m (2.99% increase).*

## **RECOMMENDATIONS**

That cabinet:

1. Note that the government's Budget Statement was presented by the Chancellor of the Exchequer on 29 October 2018, key headlines being set out in this report (paragraphs 26 - 27)
2. Note that the provisional local government finance settlement, due to be announced on 6 December 2018, has been delayed until after the Brexit vote on Tuesday 11 December (paragraphs 28 – 29).
3. Note, as reported to cabinet in September 2018 and recognising the continued uncertainty for local government funding, that the intention remains for the Council to prepare a balanced one-year 2019-20 budget for approval by cabinet in advance of council assembly in February 2019 (paragraph 19)
4. Note the current budget options proposed to help achieve a balanced budget 2019-20 (Appendices C to F).
5. Note that the budget proposals for 2019-20 contained within this report include:
  - Estimated general grant resources likely to be available arising from the provisional settlement (Appendix A), a reduction of £8.647m from 2018-19;
  - Improved Better Care Fund resources totalling £15.752m, an increase of £3.168m from 2018-19;

- Additional one-off social care grants of circa £4.254m announced in the Autumn 2018 budget;
  - Retained business rates growth of £25.0m (paragraph 41 to 44), an increase of £3.250m over 2018-19 arising from proceeds generated by continued regeneration in the borough; plus an estimated surplus brought forward of £1.158m;
  - Estimated council tax revenue of £107.322m, including £2.476m additional income arising from growth in the tax base and £0.4m from increased premium on long-term empty properties; an estimated collection fund surplus of £3.500m;
  - Planned contingency to be maintained at £4m to mitigate underlying budget risks. (paragraph 74).
6. Note that the following savings, commitments and pay and price pressures have been proposed to help ensure the delivery of a balanced budget in 2019-20 (Appendices C – F):
- Efficiency savings of £14.005m;
  - Income generation of £3.050m;
  - Savings impacting on services of £0.900m;
  - Commitments and growth of £14.236m
  - Pay Award and contractual inflation of £8.450m
  - Debt financing costs of £3.809m
7. Note that, in order to ensure that the base budget is on a secure financial footing a number of commitments are proposed for 2019-20 totalling £14.236m, including:
- £8.072m for Children's and Adult's Services funded principally from the growth in the Improved Better Care Fund (£3.168m) and additional social care funding (4.254m);
  - A net increase of £2.7m to further support spending pressures on Temporary Accommodation and £0.7m No Recourse to Public Funds (NRPF);
8. Note the ongoing negotiations regarding the continuation of the London Business Rates Pool arrangement into 2019-20 (paragraphs 45 - 48) and to:
- Delegate authority to the strategic director of finance and governance in consultation with the cabinet member for finance, performance and Brexit to agree the operational details of the pooling arrangements with the participating authorities;
  - Authorise the strategic director of finance and governance, in consultation with the head of legal services, to make any amendments as may required by the Secretary of State, and to enter into the final Memorandum of Understanding on behalf of the council.
9. Note the updated budget gap for 2019-20 of £3.853m and notes that this budget gap would reduce by £3.2m should the council decide to increase council tax by 2.99%, in line with the government threshold. Officers will complete further work to present a fully balanced budget position for Cabinet on 22 January 2019.
10. Note the Departmental Narratives (Appendix B) and the equality analyses provided for the budget proposals.
11. Note the consultation that took place prior to agreeing the indicative budget options for 2017-18 and 2018-19 and to instruct officers to undertake further consultation for new

budget options where necessary or appropriate (paragraphs 75 - 76).

12. Note that the report to cabinet on 22 January 2019 will be considered by overview and scrutiny committee on 28 January 2019 and that any recommendations arising will be incorporated into the final report to cabinet on 5 February 2019 for recommendation to council assembly on 27 February 2019 (paragraph 77).

## **BACKGROUND AND PURPOSE**

13. In September 2016, the cabinet approved the Fairer Future Medium Term Financial Strategy (FFMTFS) and Integrated Efficiency Plan noting the relationship to the Council Plan and the new theme to be fit for the future. The council accepted the four-year finance settlement in line with the final local government finance settlement (February 2016). 2019-20 is the fourth and final year of that four-year settlement. The offer covered the revenue support grant and confirmed that tariffs and top-ups would not be altered for reasons related to the relative needs of local authorities.
14. The Council Plan for the period 2018-2022 contains a range of promises and commitments, which the council will work towards delivering over the coming four years. Financial appraisals will be undertaken as new plans are developed and the financial implications of any approved commitments will be reflected in the 2019-20 budget, refreshed MTFS and capital programme.
15. In 2018-19, London Councils entered into a one-year pilot arrangement for the retention of business rate growth through pooling. Subject to final agreement with the government, it is expected that the pooling arrangement will continue in 2019-20, albeit on less generous terms and with more risk passed to the council.
16. Despite the consistency of funding given by the four-year settlement, there remains continued uncertainty with regard to a number of elements of government funding. These include the New Homes Bonus, Public Health grant, Better Care Funding and Social Care grants. In addition pay and price inflation and demand pressures need continual review to ensure that budgets set each year are sustainable.
17. The government has expressed a continued commitment to give local authorities greater control over the money they raise locally. Since 2013-14, when the new funding arrangement commenced, the council's reliance on local taxation as an income source has increased, with council tax and business rates now representing 40% of funding estimated for 2019-20. Therefore, a key part of the budget process is for officers to reassess the estimated income from council tax (driven in the main by the number of new homes, council tax banding of these homes, the council tax relief scheme) and Business Rates (driven by the rateable value, appeals and businesses coming into/out of the rating lists).
18. At cabinet on 18 September 2018, the financial remit was considered which included known and estimated resources available at that time, and assumptions regarding the costs of pay awards and inflation. The report concluded with a budget gap of £17.956m. Officers were asked to prepare indicative savings and commitments for 2019-20 in order to balance the budget. This report provides an update on the work undertaken to both reflect the latest information on available resources, updated estimates on council tax and business rates and to consider budget savings and commitments proposed for 2019-20.
19. As set out in September 2018, the budget will be prepared on a one-year basis for 2019-20, recognising that the settlement is indicative and a range of other significant

uncertainties relating to the council's financial position. A one-year budget is considered by the section 151 officer to be the most appropriate strategy at this time given the significant uncertainties and complexities regarding the future funding of local government beyond 2019-20, including:

- Government Spending Review during 2019
- A new local government needs based funding formula, the Fair Funding Review,
- Redesign of the Business Rates Retention System for 75% retention from 2020-21
- Resetting of the business rates baseline from 2020-21,
- The future of the London Business Rates Pool,
- An anticipated Green Paper on funding of adult social care
- Economic uncertainty regarding the outcome of Brexit negotiations and wider economic pressures on inflation, interest rates and area costs within London (especially housing)

### **Updated Financial Remit**

20. In accordance with instructions from the September 2018 cabinet, this report provides updated budget proposals for 2019-20. These proposals, together with updated estimates of government funding, business rate and council tax income reduce significantly the budget gap to £3.853m. However, the remaining gap still presents a challenge, not least in the context of the savings that the council has had to make throughout the austerity period since 2010 and the increased ring fencing of a large element of resources available for adult social care.
21. Further work is being undertaken by officers to present a fully balanced 2019-20 budget for the 22 January 2019 cabinet meeting in advance of February council assembly. A summary of the 2019-20 proposed budget can be found at Appendix A.
22. The indicative budgets were set at an assumed level of government funding as set out in the February 2016 four-year settlement. The council accepted the government's offer of a four year funding settlement for 2016-17 to 2019-20 and received confirmation of this from the government on 16 November 2016.
23. This report outlines all major variations from the 2018-19 budgets. It itemises changes in resources available (e.g. government grant and council tax income) and provides a high-level summary of efficiencies and improved use of resources, income generation and savings that impact on service levels. It also itemises new and emerging growth and commitments that may arise from issues such as price, demand pressures and costs arising from the delivery of council plan priorities.
24. Separate schedules are provided that give details of each element of these variations. Responsibility for each element is retained by the cabinet member responsible for the portfolio and operationally managed by the strategic director for that service (Appendices C, D, E and F).
25. The Policy and Resources Strategy 2019-20 underpins the work of all council departments, ensuring financial sustainability and the best possible level of service for residents. The council remains committed to promoting efficiency as the key driver to reducing costs and minimising the impact of budget decisions on front line services. The Fairer Future promises commit to spending every penny as if it were our own. This promise is reinforced with the Fairer Future Budget Principles. Inevitably, as total resources available continue to reduce, demands increase for services and planned efficiency improvements are delivered, protection of these valued front line services

becomes increasingly difficult.

### **Government Budget Statement – 29 October 2018**

26. On 29 October 2018, the Chancellor of the Exchequer delivered the Budget. As well as the usual updates on the public finances and overall economic outlook, the Budget included a number of policy announcements, the key headlines are set out below (source: London Councils' on the day briefing):
- £240 million of new funding was announced for Adult Social Care funding in 2019-20 (Southwark allocation is £1.571m).
  - A further £410 million will be made available to support both adult and children's social care in 2019-20 (Southwark allocation £2.683m).
  - The Budget committed to "putting social care on fairer and more sustainable footing" in the forthcoming ASC green paper, although the date of the green paper is yet to be announced
  - The immediate removal of the HRA borrowing cap was confirmed (from 29 October 2018)
  - £420 million of new funding for potholes, allocated based on DfT's need based formula (Southwark allocation £0.558m)
  - Small business retail relief was announced for retail businesses with a rateable value less than £51,000 for two years – this will cost government £900 million and local government will be "fully compensated".
  - £675 million of co-funding will be awarded to local authorities over the next 5 years to help them draw up plans to revitalise high streets.
  - £400 million of capital funding was announced for schools to invest in equipment and facilities in 2018-19.
  - £84 million will be invested over five years to expand programmes for children in care.
27. Not mentioned in the Budget:
- Any long term plan for children's social care funding
  - No extra funding was found for schools High Needs pressures
  - No recognition of homelessness funding pressures
  - The date or timetable for next years Spending Review

### **Provisional Local Government Finance Settlement**

28. In response to the Hudson review into local government finance, governance and processes, the government had indicated that they would publish the provisional local government finance settlement on the 6th December. However, on the 5<sup>th</sup> December the Secretary of State for Housing, Communities and Local Government announced that the Settlement would be delayed until after the Brexit vote on 11 December 2018.
29. The 2019-20 provisional settlement will consult on the final year of this four year deal, and is expected to confirm:
- no change to the Settlement Funding Assessment agreed as part of the four year settlement;
  - that the council tax referendum threshold in 2019-20 will remain at 3% with no changes to the adult social precept arrangements
  - the additional resources provided at Autumn Budget 2018, Southwark's allocation being £4.254m;
  - the continuation of the London Business Rates Pilot in 2019-20

- the Public Health Grant at £26.744m, as previously announced
- Improved Better Care Fund of £15.752m, as previously announced
- New Homes Bonus of £12.318m, subject to an announcement on baseline funding

## **Local Taxation**

### **Council Tax**

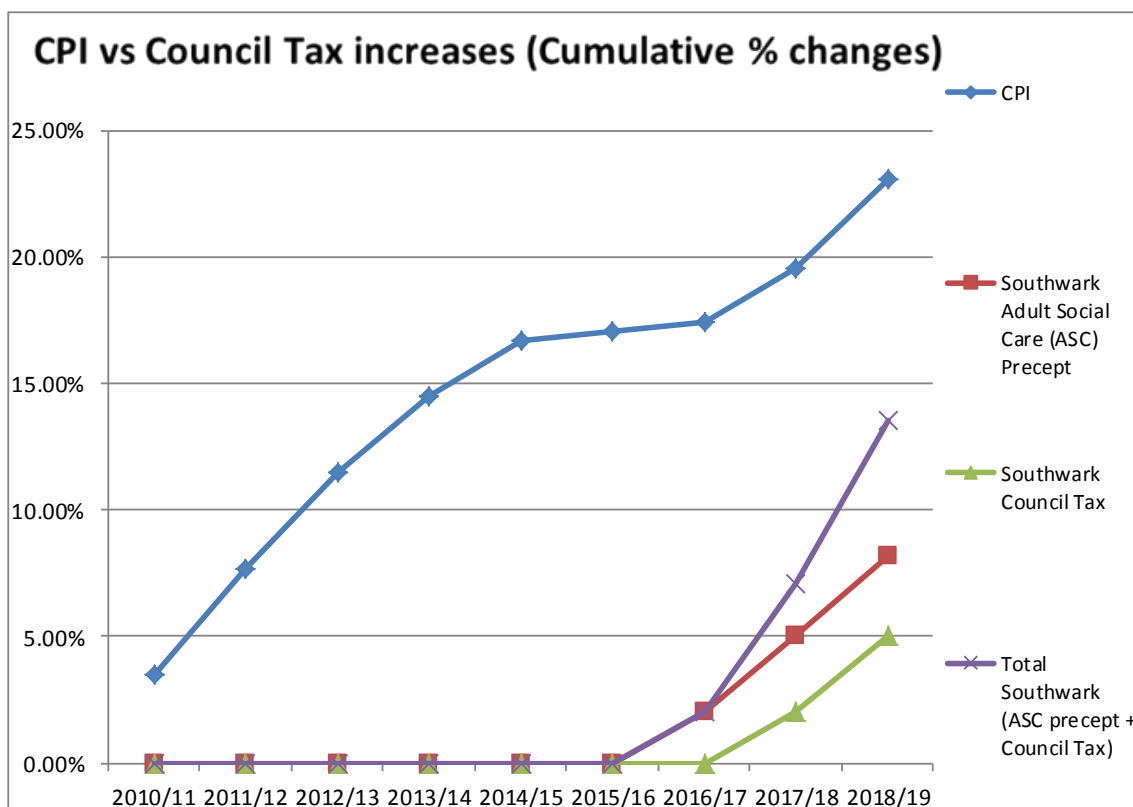
30. The council is committed to the fairer future promise to “keep council tax low”. The Southwark element of council tax was frozen from 2008-09 until 2017-18 when financial pressures and the cumulative impact of reduced government funding meant that it was no longer sustainable to hold this position.
31. The authority has been able to maintain the eighth lowest level of council tax in London in 2018-19, despite having incurred the largest reduction in government grants. Throughout this period, the government applied a cap on any council tax increases. The purpose of this cap is to ensure that ‘excessive’ council increases occur only where councils have a clear mandate from local people. This level has not been exceeded by Southwark to date and the cap remains in place for 2019-20.
32. Council tax has remained below the charge it would have been if CPI had been applied each year since 2010-11.
33. The Council Tax Relief Scheme continues to provide support for our financially vulnerable residents and the Council has committed to making no changes to the scheme for 2019-20.

### **ASC precept**

34. In 2016-17, and in line with government guidance, the council applied a 2% precept to help fund adult social care. Of the 33 London boroughs, 26 took advantage of this precept. For 2017-18, government extended the adult social care precept to allow for 6% over 2017-20, with no more than 3% in each of the first two years. A 3% precept was applied in 2017-18 and 2018-19, providing a contribution towards the significant financial pressures within the Adult Social Care budget. No further increase in the precept is permitted.

### **Southwark Element of the Council Tax**

35. 8 of the 13 inner London Boroughs increased their council tax in 2018-19, 23 out of 33 across London, including Southwark. This is indicative of the cumulative impact the financial stress across local authorities in London.
36. In the context of pressures on council finances, the resilience of reserves and the continued year on year reductions in spending power, council tax remains a key source of income for the council. An increase of 2.99% (with no increase for adult social care precept) in council tax amounts to £3.2m income. This is one of the options that it will be necessary to consider to close the budget gap to protect services.
37. As demonstrated in the graph below, increases in the council element of council tax remains below the charge it would have been if CPI inflation had been applied each year from 2010-11.



38. The impact of an increase in council tax of 2.99% will mean that:

- Residents in Band C properties and below will see a council tax bill rise of 41p per week (over 60% of residents in the borough live in Bands A-C)
- 12,000 of the residents continuing to receive support through the local council tax relief scheme (CTRS) will pay no more than 9p extra per week
- The council tax reduction scheme will continue to ensure that 6,900 eligible pensioners will continue to receive 100% relief and will see no rise in their council tax bills.

### Council Tax Collection

39. As reported elsewhere on this agenda the council tax base is growing in the borough – a direct reflection of the regeneration and investment in new homes. This report recommends that the collection rate is maintained at 97.2%, reflecting current performance and in consideration of the increased collection risk as universal credit is rolled out.
40. The 2018-19 collection fund forecast outturn position is a surplus of £3.500m and this has been accounted for in the council tax calculations for 2019-20.

### Business Rates Baseline

41. The government agenda is for local authorities to move towards self-sufficiency and away from dependence on central government. As a step towards this reform, in 2013-14, government changed the funding system to increase reliance on local taxation. Revenue support grant allocations reduce over the period 2013-20, whilst the level of retained business rates increases.

42. If the council remains part of the London Business Rate pool pilot, Revenue Support Grant is substituted with a baseline business rate funding level. As set out in Appendix A, the council will be funded via business rate baseline of £149.793m (£156.346m less a tariff deduction of £6.553m).
43. The 2019-20 budget includes a forecast assumption that the council's Business Rate Retention income will exceed the baseline funding level by £25.0m (i.e. in total the retained business rates total of £174.793m; consisting of the baseline of £149.793m and £25.0m in excess of this baseline). This is after appropriate provisions have been made for appeals. Furthermore, it is estimated that £1.158m of Business Rate collection fund surplus will be available to support the budget.
44. This ongoing move to self-sufficient local government demonstrates the importance of Southwark's capital investment programme within the borough, either as the lead authority or with partners. Regeneration is the key to ensuring sustainable budget sources as we move closer to reliance wholly on local taxation, either through business rates or through council tax as well as increasing opportunities across the borough for quality of life, jobs and environmental improvements.

### **Business Rates London Wide Pool**

45. In 2018-19, London Councils entered into a one-year pilot arrangement for the retention of business rate growth through pooling. Although the first year of the pilot relates to business rates generated during 2018-19, the available distribution will not be finalised until September 2019. Latest indications are that the Pool is on track to deliver the forecast growth, which is over and above that included within the 2018-19 budget. In accordance with the budget strategy, and recognising that any additional income will be one-off, these receipts will be ring-fenced for one-off initiatives, which will include the Positive Futures Fund announced on 28 November 2018 and almost certainly the Southwark Pioneers Fund which was agreed in the recent Council Plan.
46. The Government has recently issued an updated prospectus for the continuation of the pilot devolution pooling arrangement into 2019-20, albeit on less generous terms than 2018-19, and with more risk passed to the council. Negotiations are ongoing with the Secretary of State. This report seeks agreement to delegate any decisions necessary to continue the council's participation in the Pool in 2019-20 to the strategic director of finance and governance in consultation with the Cabinet Member for finance, performance and brexit.
47. As in 2018-19, the first call on any additional resources generated would be used to ensure that each borough and the GLA receives at least the same amount as it would have without entering the pool. Given the increased risk and the fact that any growth will not be known until September 2020, any additional pooled business rate income will not form part of the 2019-20 budget setting process.
48. The 2018-19 London Business Rates pilot agreement set out the principles and method for distributing any net financial benefits generated by the pool. This included facilitating collective investment through a 'Strategic Investment Pot' designed to promote economic growth and lever additional investment funding from other sources. Almost £47 million has been awarded to eight major projects that will benefit London's businesses, with a particular focus on digital infrastructure to boost economic growth, including an £8m allocation to the South London innovation corridor to provide workspace, business support and talent development.

### Updated financial remit

49. Through the council's budget cycle, savings and income generation options are presented for consideration to close the budget gap which, should these proposals be agreed, closes the gap to £3.853m.
50. The 2019-20 proposals for each Directorate are summarised in the table below and detailed in Appendices C, D, E and F.

	<b>Commitments £000</b>	<b>Efficiencies £000</b>	<b>Income £000</b>	<b>Savings £000</b>	<b>Net impact £000</b>
Adults Social Care	4,739	(4,213)	-	(800)	(274)
Children's Services	3,333	(1,010)	-	(100)	2,223
Education	-	(337)	-	-	(337)
Total Children's and Adults' Services	<b>8,072</b>	<b>(5,560)</b>	-	<b>(900)</b>	<b>1,612</b>
Environment and Leisure	812	(860)	(3,000)	-	(3,048)
Place and Wellbeing	200	(1,207)	(50)	-	(1,057)
Housing and Modernisation	3,400	(776)	-	-	2,624
Chief Executive's	-	(5)	-	-	(5)
Finance and Governance	252	(997)	-	-	(745)
Corporate	1,500	(4,600)	-	-	(3,100)
<b>Total</b>	<b>14,236</b>	<b>(14,005)</b>	<b>(3,050)</b>	<b>(900)</b>	<b>(3,719)</b>

\*Commitments within Children's and adults' Services include £7.422m funded from Improved Better Care Fund and additional grant to support adult's and children's social care.

### Pay Award

51. The current budget plans for 2019-20 are based on a projected 2% pay rise for all staff. Significant work is currently underway both nationally and within London to reach agreement on pay awards moving forwards. In part, negotiations will be considering the arguments that local authority pay has been disproportionately suppressed because of the pay cap and that this situation needs rebalancing. Further, there are concerns to ensure that the lower graded staff are adequately paid and that pay differentials remain appropriate. A provision has been included within the budget plans. The position will continue to be monitored and a further update will be included within the report to cabinet in January, including any relevant financial implications.

### Inflation

52. The Consumer Price Index (CPI) 12 month rate for September was 2.4% with domestic inflationary pressures expected to build over the coming months. This budgetary pressure is recognised in the budget with a £3.950m allocation for contractual

inflationary pressures in 2019-20.

### **Efficiencies and Improved Use of Resources**

53. The fairer future promises contain a commitment to keep council tax low by delivering value for money across all of our services. In part, this is met through ensuring that the council is focussed on meeting the budget gap with proposed efficiency savings. The total budget proposals include efficiency savings of £14.005m (detailed in Appendix C).
54. The indicative budget proposals include £5m of Adult Social Care savings in 2019-20 offset by commitments of £4.7m. This demonstrates the investment of the increased Improved Better Care Fund (£3.2m) in protecting homecare, reablement and bed-based care packages and transformation work to improve the health, wellbeing and resilience of vulnerable residents.
55. In Education Services there are savings and efficiencies of £0.337m as the school improvement service moves towards a fully traded model.
56. Environmental and Leisure Services are proposing total efficiency savings of £0.860m by rationalising litter picking schedules to focus effort where it is most needed; reviewing library operations consistently with the new library strategy and council plan commitments to keep libraries open when people need them; by moving to more environmentally friendly lights and proposed changes in highways sweeping services.
57. Place and Wellbeing directorate are proposing savings of £0.282m through realignment of staffing resources and other efficiencies in service provision and commissioning arrangements and £0.925m savings within the Public Health ring-fenced grant from a combination of efficiencies, service design and economies in commissioning arrangements across the service areas.
58. Finance and Governance are proposing efficiency savings across the department mainly made up of staffing-related savings totalling £0.852m, which reflects the fact that over 70% of the overall expenditure budget is staffing costs. Savings from staffing costs will be achieved through increased efficiency, reduction in caseload and changing what we do and how we work, to become an organisation that is fit for the future. In addition to the staffing related savings, £0.145m of other savings are proposed relating to modernising council and committee meetings, reductions in printing and postage usage and savings arising from external audit contract procurement.

### **Income Generation**

59. As the council looks for ways to protect front line services, consideration is given to maximising the council's income generation by seeking income streams in line with council policies and priorities. The council will seek to generate additional income by reviewing fees, charges and contributions and seeking further opportunities to provide commercial services. This may include introducing charges for some discretionary services and ensuring that we maximise the recovery of our costs. The schedules at Appendix D set out a number of proposals totalling £3.050m generating additional income.
60. The additional income principally relates to £0.7m on the leisure management contract; £1.2m from the introduction and extension of controlled parking zones; and £0.37m from expanding the car club permit scheme, street advertising; and introducing a nighttime levy and paid subscription for green waste collections.

### **Savings Impacting on Service Delivery**

61. Wherever possible, the aim is to continue to protect front line services from saving reductions. However, the extent of the government austerity measures means that after careful consideration, it is inevitable that some service reductions will be required to balance the budget. The schedules at Appendix E propose savings of £0.9m with potential to impact on service delivery.
62. The significant savings relate to the review of the re-ablement service saving £0.8m.
63. Comprehensive equalities analysis of the impact of these savings will be considered as part of the proposal considerations.

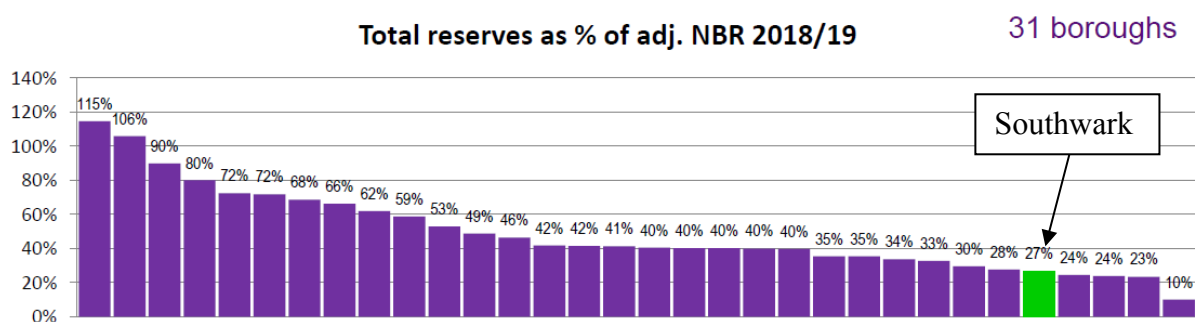
### **Commitments**

64. The commitments within Children's and Adults' services are funded in part from the increase in Improved Better Care Fund allocation of £3.168m and additional grant announced in the governments October Budget of £4.254m.
65. Within Children's Services, commitments include funding of £0.35m for asylum seeking children and £0.3m and the extension of leaving care responsibilities to age 25.
66. Temporary Accommodation and No Recourse to Public Funds continue to be areas of financial pressure. Net commitments of £2.7m and £0.7m are proposed here to ensure these areas of budget risks are sustainable in 2019-20.
67. Other commitments include £0.3m to tackle tree maintenance and inspection work and £0.05m for community toilet scheme.
68. The council of course remains ambitious to deliver a fairer future for all residents and set out comprehensive plans for expanded and new services in its Council Plan for 2018-22, agreed by Cabinet in October and Council Assembly in November. It will be possible to begin delivering on several of these commitments during 2019-20 and this draft budget includes commitments totalling £0.425m to begin the roll-out of Free Healthy School Meals to children in our council nursery schools and school nurseries, to ensure every primary school child is able to see a theatre performance and to offer free swimming lessons to local residents.
69. A detailed list of all commitments can be found in Appendix F. The overarching theme of these commitments is to ensure that service budgets are sustainable, particularly in the context of the reduced availability of reserves to support budget pressures.

### **Use of Reserves and Balances**

70. The council retains a level of earmarked reserves and these are reported each year within the annual statement of accounts. These reserves are maintained to fund:
  - invest to save opportunities, which form part of the modernisation agenda and are expected to deliver future ongoing revenue savings;
  - investment in regeneration and development where spend may be subject to unpredictable market and other factors;
  - exceptional items or pressures which are difficult to predict and which are not included in revenue budgets or within the capital programme.

71. For a number of years previously, the council had planned for the use of reserves to help smooth the impact of government funding reductions and other budget pressures especially during the period of austerity. Not only did this help to protect council services but it has also allowed time to transition towards new ways of working, productivity improvements and efficiencies.
72. The level of balances remains subject to the scrutiny of the section 151 officer who must ensure that any one off contributions to the budget is appropriate and affordable. In previous years, this judgment has been facilitated by the availability of unused contingency funds as budgets have met their targets. The budget proposals for 2019-20 do not include a planned release of reserve.
73. London Councils conducted a financial stress survey across London which included reviewing the levels of reserves. As demonstrated by the below graph, the council levels of reserves are low relative to the councils budget requirements and other councils. This remains a concern in the context of Southwark's ambitious programme for regeneration and revenue cost pressures across services.



### Planned Corporate Contingency

74. It is proposed that the planned corporate contingency of £4m be maintained to support emerging budget pressures during the year. In the current and previous years, this contingency has been essential to manage in year demand and cost pressures.

### Consultation

75. High-level consultation was conducted on the three-year budget proposals for 2016-17 to 2018-19. The consultation responses received were consistent with prior years' consultations, and were used to inform the budget proposals. A substantial majority of those who responded to this consultation agreed that the council should continue to focus on being more efficient, protecting frontline services and directing resources to those most in need and this is reflected in the budget proposals.
76. Since then consultation on the Voluntary and Community strategy was conducted to ensure that all sections of the voluntary and community sector could contribute to the development of the strategy, and a series of four open invitation listening events was held which attracted over 200 people. The listening events took place in an atmosphere of goodwill. There was also recognition of the need to find new ways of making the most of diminishing budgetary resources. There has also been consultation on the development of the policy and policy drafts through the Health and Wellbeing Board, Children's and Adults' Board, the Forum for Equalities and Human Rights, the council's departmental commissioning network and the council/VCS Liaison Group.

### Next Steps

77. The next main governance steps to establishing the 2019-20 general fund revenue budget are outlined in the table below:

Date	Meeting	Report	Purpose
22/01/2019	Cabinet	P&R strategy	Select proposed solutions for meeting the budget challenge
28/01/2019	Overview and Scrutiny	P&R strategy	Comment on and make recommendations in respect of the cabinet's proposed 2019-20 budget
05/02/2019	Cabinet	P&R strategy	Recommend a balanced budget for 2019-20 to Council Assembly
27/02/2019	Council Assembly	P&R strategy	Council Tax setting and approve a balanced budget for 2019-20

### Community impact statement

78. The council works in accordance with the single public sector equality duty contained within section 149 of the Equality Act 2010. This means the council must have due regard to the need to eliminate unlawful discrimination, harassment and victimisation, and advance equality of opportunity and foster good relations between different groups.
79. Transparency and fairness form part of the seven budget principles and are an underlying principle in the Council Plan. As with the budget for 2018-19 and for previous years, each department will undertake equality analysis/screening on its budget proposals ahead of the final decisions being taken. Where screenings identify potential impacts, more detailed analysis is being carried out.
80. Undertaking equality analysis helps the council to understand the potential effects that the budget proposals may have on different groups. The analysis also considers if there may be any unintended consequences and how any of these issues can be mitigated. Analysis is also undertaken to consider any crosscutting and organisation-wide impacts.
81. For many services the budget proposals will include efficiencies which have staffing implications. As specific proposals are brought forward, and at each stage of implementation thereafter, the different impacts on different categories of staff will be assessed in accordance with the council's reorganisation, redeployment and redundancy procedures.
82. Equality analysis will continue through the cycle of planning and implementation of these budget proposals. In line with our Public Sector Equality Duty, any changes to services arising from these proposals will be implemented in such a way to not impact disproportionately on any specific section or group in our community. Where necessary, consultation will be undertaken alongside mitigating actions where necessary. In line with the process across the council, information on the equality analysis will be shared with the relevant cabinet members so it can be considered when decisions are taken. The equality analyses will be collated across the council to look for any cumulative impacts.

83. To date no cumulative impacts have been identified through the analysis. However, this process will be completed in time to be reported on in the final budget report in January 2019.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Democracy**

84. The constitution determines that cabinet consider decisions regarding the strategic aspects of the regulation and control of the council's finances. The council has a legal obligation to set a balanced budget on an annual basis as prescribed in the Local Government and Finance Act 1992 and associated Regulations. The issues contained in this report will assist in the future discharge of that obligation.
85. The council is required under section 149 of the Equality Act 2010 to have due regard to the need to:
- Eliminate unlawful discrimination harassment and victimisation
  - Advance equality of opportunity between people who share protected characteristics and those who do not
  - Foster good relations between people who share protected characteristics and those who do not.
86. Decision makers must understand the effect of policies, practices and decisions on people with protected characteristics.
87. Equality analysis is the mechanism by which the council considers these effects. The report sets out how it is proposed equality analysis will be undertaken in relation to the budget proposals.
88. It is essential that cabinet give due regard to the council's duty under the Equality Act 2010 and the implications for protected groups in the context of that duty in relation to this decision and future decisions on the budget proposals.

## **REASONS FOR URGENCY**

89. The council is committed to publishing budget proposals at the earliest possible opportunity to ensure they are available to the public for comments and questions. Presenting this report to cabinet on 12 December 2018 gives the opportunity for debate prior to presentation of budget figures to cabinet on 22 January 2019. Under the council's constitution, there is a requirement for the overview and scrutiny committee to review and challenge budget proposals and this is due to take place on 28 January 2019.

## **REASONS FOR LATENESS**

90. The Report was delayed to incorporate information arising from the Provisional Local Government Finance settlement, which was due to be announced on 6 December 2018. As set out at paragraph 28, the Government has now deferred the announcement and advised that it will not be published before 12 December 2018 (date to be confirmed).

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Policy and Resources Strategy: 2019-20 Updated Financial Remit	160 Tooley Street PO Box 64529 London SE1P 5LX	Rob Woollatt 020 7525 0614
<a href="http://moderngov.southwark.gov.uk/documents/s77446/Report%20Policy%20and%20Resources%20Strategy%20revenue%20monitoring%20report%20including%20treasury%20management%202018.pdf">http://moderngov.southwark.gov.uk/documents/s77446/Report%20Policy%20and%20Resources%20Strategy%20revenue%20monitoring%20report%20including%20treasury%20management%202018.pdf</a>		
Council's Fairer Future Budget Principles approved by cabinet (September 2015).	160 Tooley Street PO Box 64529 London SE1P 5LX	Rob Woollatt 020 7525 0614
<a href="http://moderngov.southwark.gov.uk/documents/s56454/Report%20and%20appendices%202016-17%20PR%20Scene%20setting.pdf">http://moderngov.southwark.gov.uk/documents/s56454/Report%20and%20appendices%202016-17%20PR%20Scene%20setting.pdf</a>		

## APPENDICES

No:	Title
Appendix A	Indicative Budget Proposals 2019-20
Appendix B	Departmental Narratives 2019-20
Appendix C	Proposed Efficiencies and Improved Use of Resources 2019-20
Appendix D	Proposed Income Generation 2019-20
Appendix E	Proposed Savings Impacting on Service Delivery 2019-20
Appendix F	Proposed Commitments 2019-20

## AUDIT TRAIL

Cabinet member	Councillor Victoria Mills, Cabinet Member for Finance, Performance and Brexit		
Lead officer	Duncan Whitfield, Strategic Director of Finance and Governance		
Report author	Rob Woollatt, Interim Departmental Finance Manager		
Version	Final		
Dated	7 December 2018		
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			7 December 2018

## Indicative Budget Proposal 2019-20

	2018-19 Budget Agreed Feb 18 £m	2019-20 Budget Proposals Sep 18 £m	2019-20 Budget Proposals Dec 18 £m
<b>Resources</b>			
Retained Business Rates	(164.617)	(156.155)	(156.346)
Business rates top-up	6.177	6.362	6.553
Revenue Support grant			
<b>Total Settlement Funding Assessment (DCLG)</b>	<b>(158.440)</b>	<b>(149.793)</b>	<b>(149.793)</b>
Public Health Grant	(27.469)	(26.744)	(26.744)
Section 31 Grant	(2.320)	(4.114)	(4.281)
New Homes Bonus	(11.398)	(11.818)	(12.318)
Additional Social Care Grants (Autumn Budget announcement)			(4.254)
<b>Specific grants</b>	<b>(41.187)</b>	<b>(42.676)</b>	<b>(47.597)</b>
Improved Better Care Fund (note 1)	(8.088)	(13.529)	(13.529)
Supplementary IBCF (March 2017)	(4.497)	(2.223)	(2.223)
<b>Improved Better Care Fund</b>	<b>(12.585)</b>	<b>(15.752)</b>	<b>(15.752)</b>
<b>Total Government Funding</b>	<b>(212.212)</b>	<b>(208.221)</b>	<b>(213.142)</b>
Business Rate Retention growth	(21.750)	(23.000)	(25.000)
Business Rate Retention collection fund surplus	(3.970)	(1.158)	(1.158)
Council Tax baseline	(98.543)	(105.831)	(107.322)
Council tax change - 2018-19	(2.947)		
ASC Council Tax precept - Nil in 2019-20	(2.956)		
Council Tax Collection Fund surplus	(5.663)	(1.596)	(3.500)
<b>Total revenue from council tax</b>	<b>(135.829)</b>	<b>(131.585)</b>	<b>(136.980)</b>
<b>Total funding before contribution from balances</b>	<b>(348.041)</b>	<b>(339.806)</b>	<b>(350.122)</b>
Current contribution (from)/to balances			
<b>A . Total Resources</b>	<b>(348.041)</b>	<b>(339.806)</b>	<b>(350.122)</b>
	<b>(294.269)</b>	<b>(281.378)</b>	<b>(286.773)</b>
<b>Previous Years Budget</b>	<b>325.478</b>	<b>348.041</b>	<b>348.041</b>
<b>Inflation</b>			
Employees pay award, 2% per annum	4.200	4.500	4.500
Contractual inflation	3.947	3.950	3.950
Existing inflation provision		(2.606)	(2.606)
Capital financing		3.809	3.809
<b>Commitments &amp; Contingency</b>			
Growth and Commitments	32.625	3.168	14.236
<b>B . Budget before savings and efficiencies</b>	<b>366.250</b>	<b>360.862</b>	<b>371.930</b>
<b>Net Shortfall before Savings and efficiencies (Current year A+B)</b>	<b>18.209</b>	<b>21.056</b>	<b>21.808</b>
<b>Savings</b>			
Effective use of resources and efficiencies	(10.928)	(4.600)	(14.005)
Income Fees and Charges	(7.281)	0.000	(3.050)
Other Savings		0.000	(0.900)
<b>C. Total Savings</b>	<b>(18.209)</b>	<b>(4.600)</b>	<b>(17.955)</b>
<b>D. Total budget (Current Year B + C)</b>	<b>348.041</b>	<b>356.262</b>	<b>353.975</b>
<b>E. Funding Shortfall / (Surplus)</b>	<b>0.000</b>	<b>16.456</b>	<b>3.853</b>

## **APPENDIX B**

### **CHIEF EXECUTIVE**

#### **Overview**

- B.1. The Chief Executive's department comprises the Chief Executive's Office and External Affairs Team.
- B.2. The Chief Exec's Office supports the Chief Executive and chief officer leadership team in translating political vision into projects and programmes across the council as well as supporting effective scrutiny function and management of the opposition office. The division also includes the emergency planning and resilience team, therefore creating a direct line between the Chief Executive as the council's most senior responsible officer and the team.
- B.3. The External Affairs division comprises policy and public affairs; media; marketing; and cabinet support. As well as this, we manage internal communications for the council and the administration's political assistant. Our services are responsible for managing and enhancing the standing of the council through the development of external and internal communications, public affairs, policy projects and initiatives. The total general fund net budget for the department for 2018-19 is £3.2m.

## CHILDREN'S AND ADULTS' SERVICES

### Overview

- B.4. As reported to Cabinet in September 2018, Children's and Adults' services are forecasting balanced budgets in a context which remains very challenging. Despite ever-increasing demand and cost pressures and uncertainty surrounding the future of funding for social care, the department's transformative approach to prevention, early help and effective support is paying dividends, both in budgetary terms and importantly through quality outcomes for service users.
- B.5. Whilst a break-even position is forecast for social care services and core education in 2018-19, the ring-fenced Dedicated Schools Grant (DSG) continues to be of concern. A strong lobbying stance has been taken with Government with regard to the inadequacy of funding (including for 16-25yr olds) and also the need for flexibility on DSG block transfers, however even this will become challenging, noting the worsening position for our schools from the National Funding Formula (NFF) and falling rolls. The council is working closely with Southwark Schools Forum to develop a DSG budget recovery plan for the medium to long term and within the council the Budget Recovery Board will bring oversight, challenge and support to this process.
- B.6. The indicative budget to be agreed at Council Assembly in February 2019 proposes Adult Social Care efficiencies for 2019-20 of £5m offset by commitments of £4.7m. This demonstrates the investment of the increased Improved Better Care Fund (£3.2m) in protecting homecare, reablement and bed-based care packages and transformation work to improve the health, wellbeing and resilience of vulnerable residents. It also reflects the allocation of £1.6m one-off funding for Adult Social Care announced in the Autumn Budget statement.
- B.7. Children's services continue to manage within budget despite demand and cost pressures, building on the progress already made through practice and service transformation. Rising demand and cost pressures such as unaccompanied asylum seeking children and leaving care responsibilities contribute to a significant challenge as these new duties have been inadequately funded by Government. Recognising these issues, a net budgetary increase of £2.2m is proposed comprised of £1.1m of savings offset by £3.3m of commitments.
- B.8. In Education, reduced grant and funding continue to impact upon the budget, as well as the increasing demand for statutory SEN education and home to school transport. In 2019-20 for Education there are savings and efficiencies of £0.3m as the school improvement service moves towards a fully traded model.
- B.9. With regard to the Dedicated Schools Grant (DSG), which funds schools, special needs education, early years and some central education functions, the final grant for 2019-20 for the Schools Block is expected in December 2018. There have been very modest increases to both schools and high needs funding in 2018-19.
- B.10. There are significant pressures on the high needs block in 2018-19 due to demand and cost pressures across settings and there is insufficient funding from Government to recognise this. As at 31 March 2018 there was an accumulated DSG deficit of £4.1m, which is forecast to increase to £11m by the end of 2018-19. The council continues to work with the Southwark Schools Forum on a DSG deficit recovery plan which includes proposals for reductions in central retentions, block transfers as well as reductions in funding to settings. This will be subject to full consultation and equalities impact assessment. We will concurrently lobby Government for fair funding.

### **Equalities Analysis**

- B.11. Initial equalities analysis has been undertaken for each proposal. Consultations have been and will be undertaken for proposals relating to service changes where appropriate. Impact is mitigated by alternative offers of services, support or personal budgets as per service user choice in line with Care Act eligibility, national legislative thresholds and Government guidance; other services are discretionary and universal.
- B.12. Further equality analysis is under way and will be collated to look for any cumulative impacts. In line with the process across the council, information on equality analysis will be shared with decision-makers for consideration before any decisions are taken.
- B.13. Southwark Council's Fairer Future Promises are reflected in the proposals set forth as is a shift upstream to prevention and early help, recognising the evidence base and the outcomes that can be achieved by offering our residents the right support at the right time, and working in their best interests.

## ENVIRONMENT AND LEISURE

### Overview

- B.14. The Environment and Leisure department delivers services that make a real difference to the everyday lives of all residents and visitors. The majority of the operations are frontline services: they physically improve the environment; they provide opportunities for health and enjoyment, support knowledge and learning or help improve safety and confidence. The department comprises two directorates, Environment and Leisure.
- B.15. The department aims to make Southwark's neighbourhoods great places to live, places that are clean, safe and vibrant and where activities and opportunities are accessible to all. We work with our partners to improve health and wellbeing for all our residents.
- B.16. The 2018/19 net general budget for the department is £65.6m. The department over the last seven years has achieved savings of £30.2m. The savings options would be delivered alongside the considerable capital spend across the department.
- B.17. For the forthcoming year, 2019/19, the department has identified a number of savings options amounting to £3.86m:
- Efficiencies and Improved Use of Resources      £0.86m
  - Income Generation      £3.0m

### Efficiencies and Improved Use of Resources

- B.18. Efficiency savings of £0.34m are being proposed in our cleansing operations by rationalising our litter picking schedules to focus effort where it is most needed. We are also reviewing our library operations, consistently with our new library strategy and the council plan commitments to keep libraries open when people need them. We expect to save £0.1m on our street lighting budget by the move to more environmentally friendly lights and savings of £0.17m are proposed in overnight sweeping as services are being reconfigured with early morning hot-spot cleaning to minimise the impact on service provision.

### Income

- B.19. The council, like a number of other councils, is adopting a more commercial approach to its activities and is proposing to generate additional income of £3m in 2019-20.
- B.20. The department will seek to expand its income streams in a variety of ways which includes additional income expected of £0.7m on our leisure management contract. The introduction of controlled parking zones which have already been agreed will bring in £0.5m and meeting the predicted future resident demand for controlled parking zones is expected to generate a further £0.7m. The department also expects to generate additional income of around £0.370m by expanding car club permit scheme and street advertising. The department is also proposing to follow the example of many other London boroughs, by introducing a night time levy and paid subscription for fortnightly green waste collections.

### Commitments

- B.21. Several initiatives arising from the council plan commitments totalling £0.325m are proposed for 2019-20. These will enable us to set up a community toilet scheme, protect Southwark's biodiversity, re-open the Blue Youth Club, introduce free swimming

lessons while we work to develop the expansion of free swim and gym, and start to roll out free visits to the theatre for primary school children.

- B.22. In addition, we have carried out a thorough review of our tree stock and the regime for maintenance and inspection. The number of trees that we are responsible for has now been more accurately recorded as 82,000, and to ensure the correct frequency of inspections and maintenance, we are increasing the budget for trees by £0.3m.

## **PLACES AND WELLBEING DEPARTMENT**

- B.23. The department consists of four divisions: Regeneration, Planning, Public Health and Community Engagement.
- B.24. The department leads on the council's major regeneration schemes, social regeneration and is responsible for developing policies to guide land use and long-term physical development in Southwark.
- B.25. The department also aims to improve the health and wellbeing of Southwark's residents and to reduce health inequalities by working closely with local communities, CCG, NHS and the Voluntary Sector and promoting asset based community development in partnership with the voluntary and community sector.
- B.26. The total general fund net budget for the department for 2018/19 is £6.2m and savings of £282k are proposed for 2019/20 across the department (excluding the Public Health areas). Savings totalling £212k are delivered through realignment of staffing resources and other efficiencies in service provision and commissioning arrangements. The remaining £70k is being achieved from increased income on planning fees and property leases.
- B.27. The Public Health service is funded from a ring-fenced grant of £27.4m and savings of £925k are proposed in line with the expected reduction in grant for 2019/20. These savings are being achieved from a combination of efficiencies, service design and economies in commissioning arrangements across the service areas.

## **FINANCE AND GOVERNANCE**

### **Overview**

- B.28. The Finance and Governance Department includes the Director's office which provides strategic leadership for the department and s151 responsibilities; Exchequer Services which encompasses revenues and benefits and housing rent collection, as well as the financial transaction processing teams; the Law and Democracy division responsible for electoral, constitutional and legal services; Professional Financial Services (finance, audit and procurement teams); and the Financial and Information Governance Team.
- B.29. In supporting the Fairer Future promises of the council, the department's vision is to "make a positive difference everywhere we engage" and to be "efficient and effective in all that we do". Specifically, Finance and Governance endeavours to help the council to "manage every penny as carefully as local families look after their own household budgets". This budget proposes efficiency savings of £0.997m and commitments of £0.170m.

### **Efficiencies and Improved Use of Resources**

- B.30. The efficiency savings across the department are mainly made up of staffing-related savings totalling £0.852m which reflects the fact that over 70% of the overall expenditure budget is staffing costs. Savings from staffing costs will be achieved through increased efficiency, reduction in caseload and changing what we do and how we work, to become an organisation that is fit for the future.
- B.31. In addition to the staffing related savings, £0.030m of the savings proposed relate to efficiencies from modernising council and committee meetings; £0.030m from reduction in printing and postage usage from Elections and Registration services; £0.030m from reduced business support provision to legal services; and £0.055m savings arising from external audit contract procurement.

### **Commitment**

- B.32. Professional Finance Services is proposing a commitment of £0.095m to re-create a technical financial planning and accounting resource to improve understanding of, and planning for, the changing environment for local government funding and £0.075m to increase resources in the anti-fraud team in order to better detect and prevent fraud.

### **Equality Analysis**

- B.33. As specific proposals are brought forward, and at each stage of implementation thereafter, the impacts on different categories of staff will be assessed in accordance with the council's reorganisation, redeployment and redundancy procedures.

## **HOUSING AND MODERNISATION**

### **Overview**

- B.34. Housing and Modernisation (H&M) delivers a diverse range of services funded from both the general fund and the ring-fenced housing revenue account (HRA) for landlord services. In delivering the council's vision, as outlined in the Fairer Future Promises, the department aims to maximise investment in its housing stock, build new council homes at council rents and improve performance in all core service areas. The aspiration is to work closely with residents to deliver consistently high quality services, achieve better value for money and continue to support the most vulnerable residents, particularly those in need of temporary housing or who have no recourse to public funds (NRPF).
- B.35. Budget proposals are set in the context of the department's continued commitment to protect frontline services as far as possible. For 2019-20 greater efficiency and improved use of resources will deliver savings of £0.6m, plus a further £0.1m impacting on service provision. However, commitments total £3.4m net (£5.4m gross) in respect of temporary accommodation and NRPF specifically. Further detail on the principal budgetary proposals for 2019-20 is outlined below.

### **Asset Management**

- B.36. Services comprise aids and adaptations, handypersons and private sector housing renewal and empty homes. Savings achieved through the rationalisation of management across these functions were delivered in 2018-19 without impacting on service delivery but there are no opportunities to deliver further savings at this juncture.

### **Communities**

- B.37. The division is responsible for consultation and community engagement with council tenants, homeowners and residents, the civic office, community safety, Prevent and child sexual exploitation and No Recourse to Public Funds (NRPF), which is a persistent budgetary pressure.
- B.38. The council has made good progress in managing caseload, but determination of a client's status rests with the Home Office and while cases are proactively escalated, the process is protracted and ultimately not directly within the council's control. Demand remains volatile and the cost/availability of suitable accommodation challenging. The outturn forecast for 2018-19 has been revised following recent procedural changes which have impacted the rate of case resolution and this upward pressure is expected to continue into 2019-20 requiring a further commitment of £0.7m to maintain the budget at a sustainable level going forward.

### **Resident Services**

- B.39. Services comprise travellers' sites and supported housing management, which has shared funding arrangements with the HRA. The realignment of the base budget requirement for the Devonshire Grove temporary traveller's site means the saving of £62k can be achieved without any detrimental service impact.

### **Modernisation**

- B.40. The modernisation division incorporates information technology and digital services (ITDS), human resources (HR), corporate facilities management (CFM) and organisation

transformation (OT). These services are of a corporate nature and underpin the modernise agenda.

- B.41. Facilities management are responsible for ensuring the council's operational estate is both compliant with health and safety regulations and fit for purpose for staff and service users. Cabinet approved a commitment in the current year in order to address inherent budget pressures and stabilise the position going forward. The two existing service provider contracts will co-terminate in June 2020, and a procurement strategy report detailing options for the future delivery of FM services will be considered by Cabinet imminently, which could potentially cost more than the existing arrangements due to external market conditions. Overall there is little scope for savings to be made in this area, other than two small-scale initiatives expected to deliver £0.147m in 2019-20.
- B.42. The ICT shared service is still at a relatively early stage of development and there remains a huge amount of work to do to realise the material service benefits and potential efficiencies that a stable, resilient and quality ICT service can bring to the organisation. This has been underpinned by significant capital and revenue commitments and whilst the underlying financial model remains robust in terms of business as usual, there are some additional one-off pressures coming through in the current year which may not be containable within the contingency sum built into the I model. Looking forward, there is currently no expectation that any cashable savings will materialise in 2019-20.
- B.43. Reorganisation and rationalisation of the HR and OT services during 2019-20 will deliver savings of £0.272m without impacting service delivery.

### **Customer Experience**

- B.44. The division is responsible for a diverse range of functions including the customer service centre (CSC), customer resolution, concessionary travel, registrars and citizenship, coroners and mortuary services and housing solutions/temporary accommodation. Over time the proportion of HRA related activity delivered by the customer service centre has increased and following a detailed review, primary accountability for it moved to the HRA. The general fund proportion of savings arising from the CSC and other jointly funded activities across the division is £0.195m for 2019-20.

### **Temporary Accommodation (TA) and Housing Solutions**

- B.45. Southwark is recognised nationally as a leading authority in homelessness prevention, but this remains a particularly challenging area as a result of statutory and policy obligations, increasing demand, restricted housing supply and the impact of Universal Credit (UC) on collection performance.
- B.46. Current cost projections indicate a budget shortfall of £3.3m in 2018-19, rising to £4.7m in 2019-20 predicated on the number of households supported in temporary accommodation increasing at a similar rate as the current year. Notwithstanding these cost pressures, cost reductions can also be achieved. These may be addressed through the restructuring of the Housing Solutions service to deliver operational efficiencies and through changes in policy and procedures which will be subject to review. New initiatives, currently being developed through London Councils may also assist in mitigating the position going forward. Overall, subject to the actions described above, the minimum net commitment required for 2019-20 is £2.7m.

- B.47. The availability of HRA estate voids (predominantly on Aylesbury) is key to alleviating the current budget pressure for TA, which would otherwise be much greater, but as regeneration progresses the number and incidence of properties will decline adding additional pressure to find suitably affordable housing.

### **Equalities Assessment Summary**

- B.48. The department undertakes equality analysis/screening on its budget proposals ahead of final decisions being taken. This helps to understand the potential effects that the budget proposals may have on different groups and whether there may be unintended consequences and how such issues can be mitigated. Analysis is also undertaken to consider any cross-cutting and organisation-wide impacts and continues through the cycle of planning and implementation of these proposals
- B.49. In line with our Public Sector Equality Duty, any changes to services arising from these proposals will be implemented in such a way so as to not impact disproportionately on any specific section or group in our community. Where necessary, consultation will be undertaken alongside mitigating actions where necessary. In line with the process across the council, information on the equality analysis will be shared with the relevant cabinet members so it can be considered when decisions are taken. To date no cumulative impacts have been identified through the analysis.

## **CORPORATE**

### **Overview**

- B.50. The Corporate budgets include technical accounting budgets such as Minimum Revenue Provision (MRP), treasury income and costs, pension related costs and budgets which impact across the wider council. The £4m contingency budget also sits within corporate to support the wider budget risks.
- B.51. For 2019-20, revenue savings of £4.600m have been identified from improved use of resources and commitments of £3.809m.

### **Efficiencies and Improved Use of Resources**

- B.52. In accordance with the approved Minimum Revenue Provision policy it is proposed to utilise the flexibility to apply capital resources to fund MRP, reducing the charge to the revenue budget by £4.600m.

### **Commitments**

- B.53. As indicated in capital monitoring and treasury management reports, the council has an underlying need to borrow in order to fund the council's capital investment programme. A commitment is included to reflect the additional interest and minimum revenue costs of this for 2019-20, totalling £3.809m.

### **Equality Analysis**

- B.54. There are no equality analysis implications for these proposals.

	2019-20
	£000
Children's and Adults' Services	(5,560)
Housing and Modernisation	(776)
Environment and Leisure	(860)
Places and Wellbeing	(1,207)
Finance and Governance	(997)
Chief Executive's	(5)
Corporate	(4,600)
	(14,005)
Adults' Social Care	(4,213)
Children's Services	(1,010)
Education	(337)
Total Children's and Adults' Services	(5,560)
Public Health	(925)

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
a	b	c	d	e	£000	
Children's and Adults' Services	Adults' Social Care	101	Cllr Jasmine Ali	Bed-Based Care rationalisation - contract management, joint work with NHS and earlier help and community support and reablement	(2,500)	Any impact to be mitigated by reviews of care packages.
Children's and Adults' Services	Adults' Social Care	102	Cllr Jasmine Ali	Care at Home reviews in line with Care Act and enhanced community provision via Hubs	(1,213)	Any impact to be mitigated by reviews of care packages.

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Children's and Adults' Services	Adults' Social Care	103	Cllr Jasmine Ali	Workforce - last phase of re-structure delivered through vacancies and turn-over	(500)	See comments. Any formal change to structures would address EA issues as a part of standard council procedures.
Children's and Adults' Services	Children's Services	104	Cllr Jasmine Ali	Management restructure full year effect	(500)	
Children's and Adults' Services	Children's Services	105	Cllr Jasmine Ali	Implementation of Sufficiency Strategy to increase in-house fostering and thereby reduce reliance upon agency fostering	(250)	
Children's and Adults' Services	Children's Services	106	Cllr Jasmine Ali	Reduction in subsidy for the non statutory Clinical Service due to undertaking more assessment work in-house, commissioning less and NHS funding	(260)	
Children's and Adults' Services	Education	108	Cllr Jasmine Ali	Management restructure in Education Service – phase II of agreed organisational change	(50)	
Children's and Adults' Services	Education	111	Cllr Jasmine Ali	Reduction in subsidy as a further step towards fully traded school improvement service in line with strategy	(100)	
Children's and Adults' Services	Education	112	Cllr Jasmine Ali	Ceasing the subsidy for day nursery provision following an earlier reshape of service provision in the light of changing need	(100)	
Children's and Adults' Services	Education	113	Cllr Kieron Williams	Adult Learning College contribution to management overheads in Education service	(87)	
Housing and Modernisation	Communities – Community Councils	114	Cllr Rebecca Lury	Changes in operational and administrative support consequent on review of Community Council's	(100)	

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Housing and Modernisation	Customer Experience – excluding Temporary Accommodation/ Housing Solutions	115	Cllr Stephanie Cryan	Cumulative General Fund savings arising from rationalisation of customer services provision	(195)	No impact on service users, savings in back office costs. Potential impact on staff.
Housing and Modernisation	H&M Councilwide	116	Cllr Stephanie Cryan	Council-wide postage contract with Royal Mail – default to second class postage, cease franking and move to pre-paid	(92)	No/minimal impact on staff or service users
Housing and Modernisation	Modernise – CFM	117	Cllr Stephanie Cryan	Invest to Save – accelerate installation of LED lighting in Tooley Street complex (part year effect year 1)	(55)	No impact on service users.
Housing and Modernisation	Modernise – HR	118	Cllr Stephanie Cryan	Rationalisation of equipment, supplies and services budget	(35)	No impact on service users.
Housing and Modernisation	Modernise – HR	119	Cllr Stephanie Cryan	Realignment of temporary staffing fee income budget to reflect projected activity	(100)	No impact on service users.
Housing and Modernisation	Modernise – OT	120	Cllr Stephanie Cryan	Realignment of apprentice training budget, costs now recoverable through Apprentice Levy	(35)	No impact on service users.
Housing and Modernisation	Modernise – OT	121	Cllr Stephanie Cryan	Rationalisation of equipment, supplies and services budget	(35)	No impact on service users.
Housing and Modernisation	Modernise – OT	122	Cllr Stephanie Cryan	Planned expiration of two fixed-term posts as part of previous restructuring proposals	(67)	No impact on service users.
Housing and Modernisation	Resident Services	124	Cllr Stephanie Cryan	Devonshire Grove temporary travellers' site – realignment of base budget requirement	(62)	No impact on service users.

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Environment and Leisure	Culture	125	Cllr Rebecca Lury	Complete a total review of the library service to streamline and modernise service provision without closing libraries	(250)	
Environment and Leisure	Traded Services	126	Cllr Victoria Mills	Lower maintenance costs arising from investment in new efficient and environment friendly street lighting	(100)	
Environment and Leisure	Waste and Cleaning	127	Cllr Richard Livingstone	Review litter picking and permanent presence to ensure service is delivered where needed and at the right frequency	(340)	
Environment and Leisure	Waste and Cleansing	128	Cllr Richard Livingstone	Cease the use of mechanical sweepers overnight in our town centres and main roads where this duplicates daytime activity	(30)	
Environment and Leisure	Waste and Cleansing	130	Cllr Richard Livingstone	Replace overnight manual sweeping with early morning hot-spot cleaning	(140)	
Places and Wellbeing	Community and voluntary sector engagement	132	Cllr Rebecca Lury	Reduction in IAG (Information Advice and Guidance) contract - offset by new commitment in Exchequer Services to reflect increase in demand for support regarding Universal Credit	(82)	
Places and Wellbeing	Planning	133	Cllr Johnson Situ	Reduction in staff costs	(50)	
Places and Wellbeing	Property Services	134	Cllr Victoria Mills	Ongoing review of commercial rents/leases and savings in running expenses	(75)	
Places and Wellbeing	Public Health	135	Cllr Evelyn Akoto	Efficiencies in funding the Southwark Exercise on Referral Programme through better administration and digitalisation	(25)	
Places and Wellbeing	Public Health	136	Cllr Evelyn Akoto	Realignment of the work of Southwark Smoking Cessation Service to focus on hard to engage smokers and align with NHS funded activities	(70)	
Places and Wellbeing	Public Health	137	Cllr Evelyn Akoto	Efficiencies in the delivery of the Southwark Free Healthy School Meals programme due to declining school rolls and promoting greater uptake of the national free school meal programme	(250)	

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Places and Wellbeing	Public Health	138	Cllr Evelyn Akoto	Savings from the roll out of the integrated sexual health tariff across London trusts.	(300)	
Places and Wellbeing	Public Health	139	Cllr Evelyn Akoto	Redevelopment of the healthy schools programme with increased integration of activities into existing and enhanced school health offers and infrastructure	(100)	
Places and Wellbeing	Public Health	140	Cllr Evelyn Akoto	Efficiencies in substance misuse budget allocation across a range of service areas due to changing population profiles and improved commissioning of services	(180)	
Places and Wellbeing	Regeneration North, South, Capital Works & Development	143	Cllr Johnson Situ	Ongoing review of Business Unit forward plans and related commitments including reduced running costs	(75)	
Finance and Governance	Exchequer Services	144	Cllr Victoria Mills	Reduction in need for manual processing and administration due to improvements in functionality from recent changes to SAP and associated systems	(92)	No/minimal impact on staff or service users
Finance and Governance	Exchequer Services	145	Cllr Victoria Mills	Rationalisation of requirements for staffing resources following improvements and efficiencies in working practices and digitalisation of customer contact and engagement	(310)	
Finance and Governance	Exchequer Services	146	Cllr Victoria Mills	Reduction in Benefits staffing due to caseload reduction from ongoing Universal Credit transition	(200)	

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Finance and Governance	Financial and Information Governance	147	Cllr Victoria Mills	Reduction to staffing budget following completion of service restructuring (Completed in 2018/19)organisation	(30)	No impact on service users, savings on back office costs. Potential impacts on staff. As specific proposals come forward and at each stage of implementation thereafter the different impacts on different categories of staff will be assessed in accordance with the council's reorganisation, redeployment and redundancy procedures.
Finance and Governance	Financial and Information Governance	148	Cllr Victoria Mills	Reduction in external audit contract budget in line with revised fee structure	(55)	No impact on service users.

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Finance and Governance	Law and Democracy	149	Cllr Victoria Mills	Implement a post-reorganisation review to deliver a more efficient structure and processes within the Elections Team	(20)	The review will contain a baseline Equalities Impact assessment.
Finance and Governance	Law and Democracy	150	Cllr Victoria Mills	Reduction in printing and postage usage and cost from Elections and Registration services	(30)	No/minimal impact on staff or service users
Finance and Governance	Law and Democracy	151	Cllr Victoria Mills	The digitalisation and other efficiencies in the operation of council meetings has led to a reduction in the budgetary requirement for support costs	(30)	Support and training has been provided to all members where requested to develop their digital skills. Live streaming of meetings is more inclusive.
Finance and Governance	Law and Democracy	152	Cllr Victoria Mills	Review of staffing resource required within Constitutional Team	(40)	
Finance and Governance	Law and Democracy	154	Cllr Victoria Mills	Reduction in the requirement for legal advice in relation to contracts and employment as well as use of specialist external solicitor frameworks	(110)	
Finance and Governance	Law and Democracy	155	Cllr Victoria Mills	Reduced business support provision to legal services	(30)	

Department  a	Division  b	Reference  c	Cabinet Member  d	Description  e	2019-20	Equalities Analysis Information
					£000	
Finance and Governance	Professional Finance Service	156	Cllr Victoria Mills	Following completion of structural review of PFS, further reduction in available staffing resources to be mitigated by enhanced business partnering approach and necessary improvements to financial management system	(50)	
Chief Executive's	Chief Executive Office	157	Cllr Peter John	Reduction in member expenses budget	(5)	
Corporate	Strategic Finance	158	Cllr Victoria Mills	Review of funding of provision for debt repayments (MRP) in accordance with Regulations and the Council's approved MRP Policy. Regulations provide flexibility for authorities to choose to fund MRP from capital and/or revenue resources.	(4,600)	
<b>Total</b>					<b>(14,005)</b>	

	2019-20
	£000
Children's and Adults' Services	-
Housing and Modernisation	-
Environment and Leisure	(3,000)
Places and Wellbeing	(50)
Finance and Governance	-
Chief Executive's	-
Corporate	-
	(3,050)
Adults' Social Care	-
Children's Services	-
Education	-
Total Children's and Adults' Services	-
Public Health	-

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Environment and Leisure	Parks and Leisure	201	Cllr Rebecca Lury	Expected increase in leisure management contract income	(700)	
Environment and Leisure	Parks and Leisure	202	Cllr Rebecca Lury	Introduce parking charges in parks across the borough	(200)	
Environment and Leisure	Regulatory Services	203	Cllr Richard Livingstone	Introduction of CPZs in Denmark Hill and Thorburn Square	(500)	
Environment and Leisure	Regulatory Services	204	Cllr Richard Livingstone	Predicted extension of CPZ's in other parts of the borough in response to local resident demand	(700)	
Environment and Leisure	Regulatory Services	205	Cllr Richard Livingstone	Expansion of car club bays and operations	(220)	
Environment and Leisure	Regulatory Services	206	Cllr Richard Livingstone	Increase in income generated by on street advertising	(150)	
Environment and Leisure	Regulatory Services	207	Cllr Victoria Mills	Introduce Night Time Levy subject to consultation	(200)	

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Environment and Leisure	Waste and Cleansing	208	Cllr Richard Livingstone	Introduce paid subscription for Green Waste collections in line with majority of London boroughs	(330)	
Places and Wellbeing	Planning	209	Cllr Johnson Situ	Growth in planning application fee income arising from increases in fee rates set by government	(50)	
<b>Total</b>					<b>(3,050)</b>	

	2019-20
	£000
Children's and Adults' Services	(900)
Housing and Modernisation	-
Environment and Leisure	-
Places and Wellbeing	-
Finance and Governance	-
Chief Executive's	-
Corporate	-
	(900)
Adults' Social Care	(800)
Children's Services	(100)
Education	-
Total Children's and Adults' Services	(900)
Public Health	-

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Children's and Adults' Services	Adults' Social Care	312	Cllr Jasmine Ali	Reduced costs to be realised through transition from the old model to new model, joint work with NHS, rationalisation of premises, e.g. the move to Castlemead and the All Age Disability Service	(800)	Any impact to be mitigated by reviews of care packages.
Children's and Adults' Services	Children's Services	313	Cllr Jasmine Ali	Realignment of Special Guardianship Order fees to Department for Education (DfE) level	(100)	
Total					(900)	

	2019-20
	£000
Children's and Adults' Services	8,072
Housing and Modernisation	3,400
Environment and Leisure	812
Places and Wellbeing	200
Finance and Governance	252
Chief Executive's	-
Corporate	1,500
	14,236
Adults' Social Care	4,739
Children's Services	3,333
Education	-
Total Children's and Adults' Services	8,072
Public Health	200

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Children's and Adults' Services	Adults' Social Care	401	Cllr Jasmine Ali	Support the total commitment in protecting homecare, reablement and bed-based care packages for our most vulnerable residents, funded partly through the Improved Better Care Fund	3,168	
Children's and Adults' Services	Adults' Social Care	402	Cllr Jasmine Ali	Support the total commitment in protecting homecare, reablement and bed-based care packages for our most vulnerable residents, funded partly through the additional Social Care Grant	1,571	
Children's and Adults' Services	Children's Services	403	Cllr Jasmine Ali	Impact of increasing numbers of unaccompanied asylum seeking children and insufficient grant funding	350	
Children's and Adults' Services	Children's Services	405	Cllr Jasmine Ali	Impact of increase in statutory duties to support care leavers and insufficient grant funding	300	

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Children's and Adults' Services	Children's Services	406	Cllr Jasmine Ali	Support the total commitment in Children's Services such as unaccompanied asylum seeking children and leaving care responsibilities, funded partly through the additional Social Care Grant	2,683	
Housing and Modernisation	Communities - NRPF	407	Cllr Victoria Mills	Impact of increasing demand and price pressure from those eligible for support from No Recourse to Public Funds and the rate of case resolution.	700	
Housing and Modernisation	Customer Experience – Temporary Accommodation/ Housing Solutions	409	Cllr Stephanie Cryan	Net impact of cost and demand pressures on temporary accommodation budgets subject to efficiency measures and review of TA policies and procedures.	2,700	
Environment and Leisure	Culture	410	Cllr Rebecca Lury	Re-open the Blue Youth Club and Community Centre in Bermondsey	50	
Environment and Leisure	Culture	411	Cllr Rebecca Lury	Ensure that every primary child gets a free visit to the theatre every year	100	
Environment and Leisure	Environment	413	Cllr Richard Livingstone	Rent increase at Sandgate Depot	82	
Environment and Leisure	Highways	414	Cllr Richard Livingstone	Creation of a Community Toilet Scheme to incentivise local businesses to make their facilities available to the public.	50	
Environment and Leisure	Parks and Leisure	416	Cllr Rebecca Lury	Protect Southwark's biodiversity and make nature accessible for all	50	
Environment and Leisure	Parks and Leisure	418	Cllr Rebecca Lury	Make swimming lessons free for all residents	125	
Environment and Leisure	Parks and Leisure	419	Cllr Rebecca Lury	Trees increased maintenance and inspection	300	
Environment and Leisure	Traded Services	420	Cllr Victoria Mills	Electricity costs resulting from installation of lamp column vehicle charging points at locations designated across the borough	55	
Places and Wellbeing	Public Health	421	Cllr Evelyn Akoto	Introduction of Free Healthy School Meals for children in nursery schools and school nurseries.	200	

Department	Division	Reference	Cabinet Member	Description	2019-20	Equalities Analysis Information
					£000	
Finance and Governance	Exchequer Services	422	Cllr Victoria Mills	Transfer of funding to Rightfully Yours Team from the Information and Advice contract for additional demand in needs of those moving to Universal Credit	82	
Finance and Governance	Professional Finance Service	423	Cllr Victoria Mills	Re-creation of technical financial planning and accounting resource to improve understanding of, and planning for, the changing environment for local government financing and funding and impacts of changes in demand and price in London and with Southwark in particular	95	No/minimal impact on existing staff
Finance and Governance	Professional Finance Service	424	Cllr Victoria Mills	Increase resources in the anti-fraud team in order to better detect and prevent fraud.	75	No/minimal impact on existing staff
Corporate	Corporate	425	Cllr Victoria Mills	Provision for costs arising from London review of remuneration for lower paid staff and implications for spinal points	1,500	
<b>Total</b>					<b>14,236</b>	

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Victoria Mills		Louise Neilan	1
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