

Cabinet

Tuesday 29 October 2019

4.00 pm

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

Supplemental Agenda No. 1

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Date: 25 October 2019



NOTIFICATION OF CLOSED BUSINESS FOR URGENT CONSIDERATION BY AN EXECUTIVE DECISION MAKING BODY

The required 28 days notice relating to a decision likely to be considered in closed session has not been given on the forward plan in respect of the decision detailed in this document. The matter is considered to be urgent and cannot be reasonably deferred for a further 28 days to enable the required notice to be given. Details of the issue are set out below.

Note: This notice applies to meetings of the cabinet, cabinet committee or community councils considering an executive function.

DECISION MAKER

Name of decision maker: Cabinet

Date of meeting: 29 October 2019

LEAD OFFICER DETAILS

Name and contact details: Kevin Fenton, Strategic Director of Place and Wellbeing
Kevin.Fenton@southwark.gov.uk

DETAILS OF THE REPORT

Title and brief description of the nature of the business to be considered:

Gateway 3 Variation Decision: Extension of contract - Adult Integrated Drug and Alcohol Treatment System (AIDATS)

Approval of the extension of the AIDATS contract with change, grow, live services limited (cgl; a wholly owned, non-charitable, trading subsidiary of change grow live; a registered charity delivering health and welfare services) for a maximum period of fifteen (15) months commencing on 4 January 2020 at a maximum contract value of £4,298,023.

What is the potential cost to the council if the decision is delayed?

Three month contractual notice period equates to a quarterly cost proposed in GW3 report from January 2020 = £859,605.

Cost primarily exists in the form of risk of treatment system instability due to provider uncertainty about the council's intentions from 4 January 2020, hence the urgency and inability to defer the decision for 28 days.. Any instability will adversely impact on approximately 1,000 of the borough's most vulnerable residents with drugs and / or alcohol issues with subsequent potential risks to health, wellbeing and life.

How long has the department known the decision required a closed report?

Since the contract was awarded on the basis of performance data being restricted under the Official Secrets Act 1989.

Paula Thornton
For Proper Constitutional Officer
Dated: 25 October 2019

Item No. 7.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Deputation requests	
Ward(s) or groups affected:		All	
From:		Proper Constitutional Officer	

RECOMMENDATION

1. That cabinet considers whether or not to hear deputations from:
 - Southwark Group of Tenants Organisation (SGTO)
 - Southwark Disablement Association (SDA).
2. That cabinet considers whether or not to hear a late deputation from:
 - The Ledbury residents' project group (RPG).

BACKGROUND INFORMATION

3. When considering whether to hear the deputation request, cabinet can decide:
 - To receive the deputation at this meeting or a future meeting; or
 - That the deputation not be received (if the matter is not dealt with by cabinet, the matter shall be referred without debate to the relevant cabinet member who shall after consideration, respond with an open reply to the sender); or
 - To refer the deputation to the most appropriate committee/sub-committee.
4. A deputation shall consist of no more than six people, including its spokesperson. Only one member of the deputation shall be allowed to address the meeting for no longer than five minutes. After this time cabinet members may ask questions of the deputation for up to five minutes. At the conclusion of the questions, the deputation will be shown to the public area where they may listen to the remainder of the open section of the meeting.

KEY ISSUES FOR CONSIDERATION

5. The deadline for receipt of deputation requests for this cabinet meeting was midnight 23 October 2019. Two of the above requests were received within this constitutional deadline.
6. One request, from the Ledbury RPG, was received after the deadline.

Deputation requests

Southwark Group of Tenants Organisation (SGTO)

7. SGTO wish to address cabinet about the energy strategy being delivered. There are some key points they would like highlight from experts living in Southwark properties based on their experiences of claimed heating and hot water outages.

Southwark Disablement Association (SDA)

8. SDA have submitted a number of comments in respect of Item 17: Gateway 1 – Procurement Strategy Approval: Additional Care at Home Provision for Adults summarised as follows:
- The view that the care for vulnerable people is best met by local small and medium sized enterprises (SME). It is felt that as part of the procurement process local organisations tend to lose out to larger organisations
 - Query on how the council expect providers to offer permanent contracts to its care workers
 - Supplementary providers and the view that this is essential in maintaining the require level of provision of care in Southwark
 - Request that the council consider contracting the additional care at home provision in the same way it has already successfully commissioned four supplementary providers, subject to annual review of performance before renewing the contract the following year.

Late deputation request

Ledbury residents' project group (RPG)

9. The Ledbury RPG wish to offer comments in respect of Item 19a: Ledbury Towers Arup Structural Survey Report and how this will affect residents living on the Ledbury Estate.

Community impact statement

10. The Southwark Constitution allows for deputations to be made by groups of people resident or working in the borough.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet procedure rule 2.12 on deputations:	160 Tooley Street London SE1 2QH	Paula Thornton 020 7525 4395
Link (copy and paste into browser): http://moderngov.southwark.gov.uk/documents/s80630/Cabinet%20procedure%20rules%20November%202016.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Lead Officer	Chidilim Agada, Proper Constitutional Officer	
Report Author	Paula Thornton, Constitutional Officer	
Version	Final	
Dated	25 October 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
Cabinet Member	No	No
Date final report sent to Constitutional Team		25 October 2019

Item No. 19.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Gateway 3 – Variation Decision Extension of contract - Adult Integrated Drug & Alcohol Treatment System (AIDATS)	
Ward(s) or groups affected:		All wards; individuals with drug & alcohol dependencies; their families, children, carers and communities	
From:		Strategic Director of Place and Wellbeing / Director of Public Health	

RECOMMENDATION:

1. That cabinet approves the extension of the AIDATS contract with change, grow, live services limited (cgls; a wholly owned, non-charitable, trading subsidiary of change grow live; a registered charity delivering health and welfare services) for a maximum period of fifteen (15) months commencing on 4 January 2020 at a maximum contract value of £4,275,914, and including the revisions noted at paragraph 31.

BACKGROUND INFORMATION

2. A Gateway (GW) 3 report dated 6 September 2018 sought approval to extend the AIDATS contract to cgl, contracted to deliver the services since 1 June 2017, for a period of one year from 4 January 2019 with the remaining option to extend for a further year. Approval was granted by the Cabinet Member for Community Safety and Public Health (attached as a background paper).
3. A subsequent GW3 report dated 4 March 2019 sought approval to vary the contract with cgl in order to novate the same to cgls for a maximum period of 9 months from 4 April 2019, with the option to extend for a further period not exceeding one year commencing on 4 January 2020, and up to a maximum contract value of £6,518,134.
4. The AIDATS service delivers a range of community evidence based pharmacological treatment, including opiate substitution therapy (OST), and psychosocial drug and alcohol treatment interventions, with a strong focus on recovery and supporting service users to build resilience. In addition to treatment, the service facilitates access to support with employment and training opportunities, as well as establishing new substance-free social networks and interests, and working alongside service users and stakeholders to build a visible recovery community in Southwark. This treatment and support contributes to improving outcomes and life chances for Southwark residents with drug and alcohol misuse issues.
5. As at September 2019, the current Tier 3 (structured treatment with a recovery plan)¹ caseload breakdown is as follows:

¹ <http://www.dualdiagnosis.co.uk/uploads/documents/originals/Models%20of%20Care%201.pdf>

Number of Clients in Structured Treatment (Tier 3)	
Opiate	675
(Number of opiate clients prescribed Opiate Substitution Therapy within the community)	476 of 675
Alcohol	106
Non-opiate	59
Non-opiate & alcohol	80
Total in T3 Treatment	920

6. The outcomes and performance of the contract are monitored using fourteen National Drug Treatment Monitoring System (NDTMS) indicators and locally collected service data. 12 of these are the national indicators of successful completion of treatment (all four cohorts), representation rates (all four cohorts), planned exit from treatment (all four cohorts). 2 of these are locally measured: prison release engagement rate; and, outcome star at treatment start, underpinned by a 20% Payment by Results (PbR) performance management framework model.
7. An external case mix audit of Southwark's adult treatment population undertaken in Q1 and Q2 2019-20 evidenced the following profile:

Treatment Profile Demographics

- Male (78%); White British (58%); 63% aged 45+
- Housing need (31%); Rough sleeper (6%)
- Unemployed (78%)
- Current offending (18%); offending history (34%)
- Heroin (63%); Crack (53%); Alcohol (41%); Intravenous (IV) (24%)
- 57% on OST
- 69% using Class A illicitly
- 63% Physical Health conditions (21% problematic)
- 20% attended Accident & Emergency (A&E) in last year
- 50% Mental Health conditions (15% problematic); 35% depression; 19% history of self harm.

Key themes

- Ageing population with chronic co-morbidities
- Extensive physical and mental health problems linked to substance misuse and ageing
- Ongoing, illicit Class A use
- Socially isolated.

Population Clusters

Cluster 1: Problematic unhealthy / depressed heroin and crack misusers, using Class A drugs illicitly (46%)

- Social problems (housing, offending, unemployed)
- Chronic physical health issues (35% Hepatitis C +; 31% attended A&E in last year)
- Extensive mental health issues (30% current self harm; 49% depression)
- More likely to disengage from services.

Cluster 2: Older, but without major health issues, heroin and crack misusers, using illicitly (24%)

- Older (aged >50)
- Lower level health issues due to age and substance misuse (Muscular – Skeletal, Chronic Obstructive Pulmonary Disease)
- Minimal mental health issues
- Managed alongside GPs (shared care).

Cluster 3: New to treatment, mainly alcohol misusers (24%)

- Primarily alcohol (and some cocaine users)
- No or minimal previous treatment history
- Referred via Primary Care
- Problematic mental health.

KEY ISSUES FOR CONSIDERATION

Key aspects of proposed variation

8. The variation recommended in this report relates specifically to a fifteen (15) month extension of contract with the existing provider cgl's to commence on 4 January 2020 with a revised contract completion date of 31 March 2021. There is a proposed revision to the PbR performance management framework when compared to the previous four years of the contract. This will result in a lower maximum contract value, but is offset by guaranteed funding into the contract that is not currently possible under the existing mechanism.
9. In accordance with the original maximum contractual term of five years, it should be noted that, subject to all extension options being exercised, the contract was due to expire on 3 January 2021, with a variation sought in this GW3 report to extend the contract for a further period of three months in excess of this. The rationale for this is detailed in paragraphs 14 to 20.
10. Whilst there are no changes to the specified outcomes and performance as required by the Council, the guaranteed funding into the service's frontline delivery arising from the proposed revision to the performance management framework will create capacity to provide additional support for core groups as detailed in paragraphs 21 to 29. It will also provide additional funding resources for Tier 4 residential rehabilitation where demand has increased in recent months.
11. The estimated maximum value of this proposed variation is £4,275,914. The maximum value of the original three year contractual period (4 January 2016 to 3 January 2019) is £15,202,152, the 12 month contract extension has a maximum value of £3,537,467 (4 January 2019 to 3 January 2020), bringing the total maximum aggregate contract value to £18,739,619. The value of this extension as a percentage is 22.8%.

Reasons for variation

12. This variation has arisen as the fourth year of the contract is due to expire on 3 January 2020 and there is a need to ensure no disruption in continuity of access to stable drug and alcohol treatment service provision for vulnerable residents in the borough who require the services whilst a procurement process is undertaken to

secure future treatment system provision in Southwark (subject to approval of GW0 and GW1 reports to follow).

13. As referenced in paragraphs 8 to 10, there are two key proposals for revision when compared to year 4 of the contract as detailed in paragraphs 14 to 35.

Period of contract extension

14. The GW1 procurement strategy approval report dated February 2015 outlined a maximum contractual term of five (5) years comprised of an initial contractual term of three (3) years commencing on 4 January 2016 with the option to extend for a further period or periods not exceeding two (2) years with a contract completion date of 3 January 2021.
15. Mobilising the AIDATS contract for a commencement date of 4 January 2016 evidenced a number of issues and risks due to the Christmas period and reduced staffing to support service user transition and handover of information. In order to safeguard vulnerable service users at a difficult time of year which often can result in a lapse or relapse into drug and / or alcohol use, and to ensure that barriers to accessing treatment are reduced for individuals identifying a drug and / or alcohol need over the festive period and taking action, as is often the case, officers do not recommend a change of contract at the start of a new year.
16. Consideration has been given as to whether a competitive procurement could be undertaken and delivered before 3 January 2021 with an earlier contract completion date. However, due to the timescales involved in planning for a procurement of this scale and size and officers' awareness of a number of other boroughs undertaking competitive procurements for comparable services at the same, thus creating competition and increasing the risk of less or no bids, it is not possible to implement the procurement project in a shorter timescale.
17. Through discussions with other local authorities, officers are not currently aware of any planned procurements for comparable services in London with aligned timescales for a contract commencement of April 2021. Planning the procurement to align with this timescale increases the likelihood of receiving tender submissions from a wider range of providers on the basis of less competition with other local authorities' procurement timescales.
18. Furthermore, it provides assurance that the successful provider would be able to focus attention on the implementation and mobilisation of a new service contract in Q4 20/21 without the distraction that arises in the event of the successful provider(s) simultaneously mobilising the early stages of other service contracts.
19. In summary, a fifteen (15) month term is proposed for the extension to support the successful delivery of a new procurement process in identifying a suitable provider that can fully focus on implementing the new contract and to safeguard vulnerable residents by reducing the risks associated with a festive period handover and early New Year contract commencement date.
20. The (EU) Public Contracts Regulations 2015 permit modifications to existing contracts of this nature without the need for a fresh procurement exercise in certain limited circumstances and this is confirmed within the concurrent report of the Director of Law and Democracy below.

Enhancing service provision to better address illicit use on top of OST and improve outcomes

21. In June 2019, the council commissioned an external organisation to undertake an independent case mix audit of Southwark's adult treatment population for the purpose of enhancing the council's understanding of the treatment population demographics and needs, thus promoting the development of effective commissioning intentions for future provision. A summary is detailed in paragraph 7.
22. One outcome deriving from the audit was the identification of significantly high levels of continued use of Class A drugs amongst the treatment population receiving OST (69% across service and primary care environments). The Advisory Council for the Misuse of Drugs (ACMD) Recovery Committee Optimising OST Report (2015)² cited that service users that stopped illicit use on top of their OST during treatment were more likely to overcome heroin dependence, become abstinent and complete treatment successfully particularly where the use on top ceases within 6 months of treatment commencement.
23. Furthermore, the ACMD report endorses the position of national guidelines that ongoing 'use on top' is indicative of OST 'not working' or only providing partial benefit. In order to address use on top, the individual's treatment should be reviewed and then optimised with evidence-based optimisation strategies to support this including the correct medication at the correct dose; regular random drug testing and monitoring with contingencies; increased supervised consumption; and increased psychosocial interventions³.
24. On the basis of the information in paragraphs 21 to 23, it is considered of paramount importance that use on top of OST receives priority attention by both the service and primary care to reduce the high levels noted in Southwark's treatment population in order to improve outcomes and it is intended that this will be reaffirmed as a contractual requirement of all providers delivering OST to Southwark residents with an expectation that they will be held to account for their responsibilities in addressing this issue. This is not considered as a change of scope as it was accommodated for in the original contract, but is considered an enhancement of the service to better manage risk and improve outcomes.
25. Due to the risk of harm and impact on outcomes, it is considered necessary for this enhanced activity to be implemented prior to a new service contract being in place and urgent action is needed to expedite the process of improving outcomes and successful completion rates.
26. As part of the focus, there is a need to consider transitional care arrangements between the service and primary care to ensure that risk is effectively managed where service users report use on top of OST. A review process, including agreement of eligibility criteria underpinning the most appropriate treatment setting for service users dependent upon their needs and risk (to be finalised by December 2019), may result in an increase in the number of service users being brought back into the service from

²

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/470399/ACMD_RC_OPTIMISING_OST_REPORT_231015.pdf

³

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673978/clinical_guidelines_2017.pdf

primary care to be stabilised, due to risk, which will require resources to deliver an effective optimisation strategy.

27. However, it is also anticipated that, through an enhanced focus on optimal dosing, increased numbers of service users will evidence treatment stability with the opportunity for their care to be managed in a primary care setting; thus creating a more fluid care pathway between the service provisions.
28. Due to the high reported prevalence of use on top of OST and the known capacity impact of the reduction of budget allocation available to the services, it is perceived that existing treatment system resources are insufficient to effectively target this level of need to the extent needed to maximise impact.
29. As detailed in the financial implications section, provision was made in the GW2 report dated September 2015 for an uplift in years four and five of the contract in the region of £365,000 per annum. However, due to the severe pressures on the Public Health grant allocation, including central government reduction of the allocation for four years, the Council was not in a position to provide a significant uplift in year four, nor is it in a position to provide an uplift in year five to meet this demand. Creative measures must be taken to increase guaranteed funding into the service to better address this priority issue.
30. Additionally, the Public Health grant pressures arising from the extent of central government reductions have resulted in a reduction of budget allocation for Tier 4⁴ residential rehabilitation services (Public Health 50% contribution). The increased demand for this area of provision at a time of budgetary reduction has resulted in a financial envelope for the services that is not sufficient to meet current demand. As there are no additional funds available for drug and alcohol treatment services in 2020-21, officers must consider the reallocation of confirmed budget allocations where possible to ensure service users can access appropriate residential care and treatment support where their circumstances dictate a need for this.
31. It is considered appropriate to implement a revised performance management framework in order to increase guaranteed funding into the service for the fifteen (15) month extension period and to enable the reallocation of funds to the Tier 4 residential budget. The need for this modification has been brought about by circumstances that a diligent contracting authority could not have foreseen: increased demand for Tier 4 services and year on year Public Health grant reductions since the contract was awarded in 2015 were not apparent at the time of procurement.
32. It should be noted that this modification does not alter the overall nature of the contract and the increase in contract value to account for the additional three month delivery period does not exceed 50% of the value of the original contract.
33. The redaction of the PbR element of the contract for the period of the extension will also deliver wider benefits. On the basis of the EU PCR 2015, there is a legal requirement to re-procure the service contract as it approaches the end of its term. Whilst this presents a timely opportunity to reflect upon the achievements and challenges of the service since the contract was awarded in 2015, and to consider how best to commission future provision to meet local need, re-procurement also creates churn in the treatment system resulting in instability, disruption to performance and negative impacts on treatment outcomes.

⁴ <http://www.dualdiagnosis.co.uk/uploads/documents/originals/Models%20of%20Care%201.pdf>

34. This is of particular concern when considered from the perspective of adverse impact upon vulnerable service users who may become anxious about the transition to future provision and its implications, and staff with uncertainties about future employment. A forthcoming GW0 report will detail the council's intentions to manage this within the future provision.
35. In the context of the variation detailed within this report, the Council notes the need to ensure that the service provider is focusing its resources in the final fifteen months of the contract upon ensuring seamless transitional pathways are in place to support vulnerable residents at risk of unplanned exit, and retaining those most at risk within the service during the period of churn and instability. Revising the PbR mechanism and providing guaranteed funding will support this to take place.

Performance of the service

Engagement rate – prison releases (40% of prison releases referred to cgl's engaged with treatment within 21 days)

36. This measure relies on local data and was achieved in all five quarters since Q1 18/19 with an average of 58.28% engagement rate recorded. This is indicative of a strong prison to community transitional pathway, which is of significant importance in reducing risk to life through overdose on release.

Outcomes Star (90% of service users entering treatment have an Outcomes Star)

37. This measure relies on local data and was achieved in all five quarters since Q1 18/19 with an average of 94.66% service users completing an Outcomes Star at treatment start. Of note is the increase in percentage to its highest level in Q1 2019-20 during the period. Outcomes Star is an evidence-based visual tool for helping service users to monitor their own change during treatment. High levels of compliance indicate that service users are being supported to develop skills in mapping their own progress in treatment across a number of domains.

Performance in general

38. As referenced in paragraph 6, the contract has fourteen (14) PbR measures (as detailed in this section) which will continue to apply for the duration of the extension. It should be noted that these measures do not represent the totality of all measures available to the Council to assess the performance of the contract. Due to the nature of the services, delivering a wide range of interventions to meet both the treatment and holistic care needs of adult drug and alcohol users, it is impossible to accurately report every measure, benefit and outcome deriving from the delivery of the contract as these will be highly individualised for each service user.

Performance caveats

39. It should be noted that treatment benefits and gains for complex individuals will not necessarily be evident through traditional NDTMS performance measures used for PbR such as successful completion of treatment and planned exits. It will be more challenging for any provider to achieve the highest levels of performance noted across the London boroughs for certain cohorts of service users (Public Health Outcomes Framework – PHOF), which must be considered in any appraisal of contract performance. This point is of particular pertinence when considering the outcome of the independent case mix audit undertaken this year, and detailed in paragraph 7.

40. Whilst the Council's ambition for all residents using these services is to achieve sustainable recovery in line with the HM Government Drug Strategy 2017, it is recognised that the ability to achieve this will vary between service users and there is no expectation of the provider to pursue recovery and successful completion of treatment where this would result in increased risk to service users.
41. As such, the ambition for these residents may relate to reducing harm and keeping them safe through treatment engagement and retention as opposed to pursuing an end goal of abstinence and successful completion of treatment, the benefits of which will not be reflected in the PHOF data, but which will have a potentially adverse effect on the borough's successful completion rates.
42. It is also important that consideration of NDTMS data pertaining to PbR measures is not undertaken in isolation as this does not provide a holistic picture of the overall performance and benefits of the service, which is demonstrated through locally collated data and service user feedback.
43. NDTMS and locally collated data demonstrates the continued progress that the borough's treatment system has made over the course of the contract, as well as providing assurance to the council that the service is meeting the needs of a wide range of residents, that cgl's are delivering the services in line with current guidance and legislation, and that efforts are being made to deliver innovative approaches to treatment to engage with as wide a range of residents with drug and / or alcohol treatment needs as possible. Examples of service activity and highlights over the past 5 quarters are illustrated in the table below (not an exhaustive list).

CGL Southwark Service Highlight	Details
Conversion rates	93.74% (868/926) of new presentations to the service in 2018/19 went onto commence structured treatment demonstrating a high level of engagement.
Treatment naïve entrants	454/926 of new presentations to treatment in 2018/29 were treatment naïve (no treatment history / not known to services) equating to 49% of all new presentations during the period; this indicates an attractive and appropriate treatment system offer.
Outreach	Between September 2018 and March 2019, 167 outreach contacts were made with 33 assessments undertaken and 30 individuals entering structured treatment; this was a new offer in 2018/19 and considered successful given the complexity and difficulties in engaging 'hard to reach groups' into treatment.
Psychosocial interventions	In 2018/19, 618 groups and 15,273 1:1 appointments were delivered to residents engaged in treatment.
Pharmacological interventions	On average in 2018/19, 732 service users received OST per quarter of which 551 were case managed by the service.
Alcohol Community Detox (ACD)	ACD commenced as a new service offer in 2018/19 with 15 undertaken and this has further increased in Q1 2019-20.
Naloxone	371 offers of naloxone were made in 2018/19 with an uptake rate of 35.85%; this continues to be a key focus with a revised approach that sees naloxone given as a mandatory part of treatment engagement.
Carers and family support	In 2018/19, 57 people/families received support from the service with 100% receiving overdose prevention training. 49 people were held on the Hidden Harm caseload.

44. Service user feedback can be observed in the consultation section of this report.

Future proposals for this service

45. Future options are currently being considered and are the subject of a GW0 report to be considered for decision in Q3 2019-20.

Alternative options considered

46. The following options have been considered and discounted.
47. **Cease to commission the services on 3 January 2020 when the fourth year of the contractual term ends:** The services are funded from the Public Health grant allocation. As detailed in paragraphs 53 and 54, there is a condition attached to the payment of the Public Health grant to the council with the AIDATS contract representing the major vehicle for meeting this condition.
48. In addition, the contract represents the only adult community specialist drug and alcohol treatment service provision in the borough and is the primary vehicle for reducing demand for drugs and / or alcohol in adult residents. The service supports 90% + of all service users engaged with specialist drug and alcohol treatment in Southwark. Loss of access to treatment would result in significant risks to health and wellbeing and in some cases to life, for some of the borough's most vulnerable residents.
49. **Seek approval of a new procurement strategy for an AIDATS contract to be in place by 4 January 2020:** there is not sufficient time to undertake a procurement of the scale and size to deliver a new service contract for commencement on 4 January 2020.
50. **Exercise the option in the current contract to extend for a further period of one year only as opposed to fifteen months:** The reasons for not recommending this option at this stage are detailed in paragraphs 14 to 19.
51. **Extend the current contract for a period of fifteen months:** This is the preferred option for the reasons detailed in paragraphs 14 to 19.

Identified risks for the variation

52. The identified risks for the variation are detailed in the table below.

Risk	Risk level	Mitigation
Southwark's 20/21 Public Health grant funding is not yet formally confirmed nor is the funding allocation for substance misuse services.	Low	The HM Government spending review announcement in September 2019 detailed the retention of the Public Health grant ring-fence in 2020-21 and a real terms increase. Due to wider financial pressures, there will be no additional funding available for the services in 2020-21. As previously, steps will be taken to mitigate financial risk with a three month break clause stated in the terms and conditions. The contract will reflect the degree of uncertainty of funding and will contain caveats to allow for changes of volume and quantities of activity. Where funding allocation is reduced during the extension period, cgl will be informed at the earliest opportunity

Risk	Risk level	Mitigation
		and officers will liaise closely with the provider in order to limit the impact on frontline service delivery.
Delays to the new procurement process results in the requirement for a further extension period	Low	Projected procurement timescales provide sufficient time to undertake a formal tender process with some flexibility built in.
Risk of legal challenge due to revisions to performance management framework and additional three month extension period	Low	The council proposes to commence a procurement exercise for a new service contract which is expected to operate from April 2021. A short term (3 month) contract is unlikely to be attractive to the market.

Policy implications

53. Public health services aimed at reducing alcohol and / or other drug misuse are non-mandated functions, but have been a condition affecting the payment of the Public Health grant to local authorities since 2015/16. Pursuant to section 31(4) of the Local Government Act 2003, the Secretary of State stipulated: "A local authority must, in using the grant: 'have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services.'"
54. The drug and alcohol treatment provision detailed within this GW3 report represents the Council's major vehicle for adhering to the Public Health grant condition. It should be noted that it has been proposed that services currently funded by the Public Health grant will be funded in the future through a retained business rates model; however, at the time of writing, the future intentions in this regard are not clear nor are the timescales should it be implemented. It has been confirmed that it will not take effect in 2020-21 before the end of the proposed fifteen month extension.
55. The contract offers a range of benefits and impacts on cross council priorities as well as playing a key role in the successful delivery of the Southwark Council Plan 2018-19 – 2021-22 in relation to the following Fairer Future promises:
 - *The best start in life* – offering intensive specialist support for parental drug and alcohol users to address dependency improves the life chances of their children and reduces the likelihood of harm with decreased impact on Children's Social Care services
 - *A healthy borough where your background doesn't determine your life chances* – tackling dependency and associated ill-health helps to reduce health inequalities and support people to improve their lives with contribution to a wide range of Public Health Outcomes Framework (PHOF) indicators.
 - *A great place to live with clean, green and safe communities* – engagement of drug and alcohol users in effective treatment reduces substance related crime and antisocial behaviour as well as reducing the discarding of drug related paraphernalia in public places
 - *Full employment, where everyone has the skills to play a full part in our economy* – achieving stability in treatment and sustained recovery enables drug and alcohol users to find work, access training and achieve their goals as well as contributing to the local economy.

56. The services are also of paramount importance to delivering the overarching vision and all six strategic ambitions of the Southwark Health and Wellbeing Strategy 2015 – 2020:

“Every child, family and adult has improved health and wellbeing and has access to high quality local services that meet their needs. Together we will invest to make a difference earlier in the lives of local residents, promoting resilience and self-management of health and giving everyone the best and fairest start. Working together to build a healthier future, we will tackle the root causes of ill health and inequality”

- *“Giving every child and young person the best start in life*
- *Addressing the wider socio economic determinants of health which we know determine our life chances: we will maximise opportunities for economic wellbeing, development, jobs and apprenticeships, and make homes warm, dry and safe.*
- *Preventing ill health by promoting and supporting positive lifestyle changes and responsibility for own health and improving people’s wellbeing, resilience and connectedness.*
- *Helping people with existing long term health conditions to remain healthier and live longer lives by improving detection and management of health conditions including self-management and support.*
- *Tackling neglect and vulnerabilities by supporting vulnerable children and young people and ensuring positive transition, ensuring choice and control for people with disabilities and supporting independent living for older people in an age friendly borough.*
- *Supporting integration for better health and wellbeing outcomes by integrating health and social care that is personalised and coordinated in collaboration with individuals, carers and families and by shifting away from over reliance on acute care towards primary care and self care.”*

57. The Southwark Joint Mental Health and Wellbeing Strategy 2018 – 2021 is focused upon improving the mental health and wellbeing outcomes of Southwark’s residents which is of paramount importance to the drugs and / or alcohol treatment population due to the high prevalence of these needs. The Strategy details five strategic priorities, the following of which are relevant to residents using the services detailed in this report:

- Prevention of mental ill health and promotion of wellbeing
- Increasing community-based care and supporting communities
- Improving clinical and care services
- Supporting recovery
- Improving quality and outcomes.

58. The HM Government Drug Strategy 2017 detailed two overarching aims: “to reduce all illicit and other harmful drug use, and increase the rate of individuals recovering from their dependence.” The service contract supports the delivery of both of these aims with a focus on both *reducing demand* and *building recovery* in Southwark’s communities as follows:

- *Reducing demand* – the services prevent the escalation of drug use in all adults including targeted intervention and support offers for the most vulnerable individuals.
- *Building recovery* – commissioners and provider(s) work closely together throughout the duration of the contractual term to improve the quality of treatment and outcomes for a range of user cohorts; there is a focus on working collaboratively with partners and other commissioning bodies to ensure

integrated care pathways and access to a range of services are in place to support all adults in Southwark to live a life free from drugs.

59. The HM Government Serious Violence Strategy 2018 identifies four key themes, one of which is *'tackling county lines and misuse of drugs'* operating from a premise of strong evidence that illicit drug markets are a driver of serious violence. There is an identifiable overlap between this strategy and the Drug Strategy 2017 in relation to the need for an enhanced understanding of the cohorts that are using drugs and the need for access to high quality treatment provision to support individuals with addressing their misuse which is delivered through the AIDATS contract.
60. Additionally, in 2019, the council has committed to implementing the recommendations from an Extended Learning Peer Review undertaken by the Home Office's Violence and Vulnerability Unit which identified key linkages between the violence, vulnerability and exploitation of children and vulnerable adults in drug market activity; the AIDATS contract's key premise is to reduce demand for drugs, thus helping to reduce the criminal exploitation of vulnerable people in drug supply chains, through the provision of high quality treatment services.
61. In 2017, the Southwark Safeguarding Adults' Board (now Southwark Safeguarding Adults' Partnership) published the statutory Community Safety Partnership Plan 2017 – 2020 of which there are eight priorities, one of which relates to *'reducing substance misuse'* which is supported by the delivery of the service contract:

"To protect individuals, families and communities from the negative impact of drugs and alcohol misuse by:

- Reducing the number of individuals misusing alcohol, illegal and other harmful drugs and increasing the number of individuals who successfully recover from alcohol and / or drug dependence
- Identifying children and young people affected by parental or sibling substance misuse and taking action to reduce harms and improve life chances
- Increasing the number of individuals who successfully engage with Southwark treatment system following release from custody
- Working collaboratively with partner agencies to prevent or reduce drug related deaths and to reduce the transmission of blood borne viruses
- Restricting the supply of drugs and identifying and prosecuting those involved in the drug trade."

Contract management and monitoring

62. Comprehensive information concerning the management and monitoring of the contract is detailed in the GW3 report dated 6 September 2018. Additionally, it should be noted that continued performance reporting will be in line with Contract Standing Orders (CSO's).
63. Although there is a proposal to revise the performance management framework, thus ending the application of PbR for the extension period, the existing monthly PbR meeting will continue as a monthly performance meeting between the council and provider for the purpose of scrutinising activity undertaken to achieve the former PbR indicators as well as other performance measures. This enables the Council to identify concerns early and to direct cgl's, where appropriate, on actions required by the council to drive improvements. The contract contains appropriate remedies in the event of default.

64. By way of further mitigation for any non-compliant performance observed which could suggest service user needs are not being met, service user feedback will continue to be sought from the Recovery Support Service (RSS) on a monthly basis to enable the council to assess service user views of the provision and to identify any changes required to best meet needs. The RSS Manager also attends the quarterly formal contract review meetings for the purposes of service user scrutiny of the service and input into service development.

Community impact statement

65. The use, misuse and dependency of alcohol and / or other drugs are complex issues and are rarely just about use alcohol and / or other drugs. Simply providing alcohol and other drugs treatment services is not enough to address the treatment needs of some service users as for many, this will not be enough to prevent crisis or address wider factors and inequalities. Many individuals will have a long history of use of substances and periods of treatment engagement before they are able to break this cycle with some individuals requiring prolonged treatment engagement, in some cases throughout the life span, for the purposes of reducing harm.
66. There is significant evidence that effective drug and alcohol treatment reduces the harm arising from use, misuse and dependency and is effective in improving a range of outcomes for individuals, families, carers and communities. Positive outcomes do not arise from the successful completion of treatment alone, but are evidenced through treatment commencement and engagement in improved health, stability, social functioning and reduction in crime.
67. Absence from treatment engagement, of which there are high levels in Southwark evidenced by the high prevalence estimates of unmet need⁵, imposes significant economic and social costs on the borough. These costs are primarily reflected in costs to the NHS associated with the treatment of acute and chronic drug and alcohol related conditions, and in the costs of crime committed by individuals using substances. People with substance misuse issues are less likely to be in education, employment or training and leave school without qualifications, which has a cost to the local authority in relation to welfare and to the individual in terms of lower wages and poorer employment prospects.
68. Additionally, the services detailed in this report have a key role to play as a demand reduction mechanism within a community resilience and partnership approach to reducing the violence and vulnerability perpetrated towards children, young people and adults through drug markets and supply; commissioning effective and high quality drug treatment which is targeted towards key groups and meeting unmet need will support the borough's efforts to reduce demand for drugs, thus potentially impacting on drug supply and associated harms.
69. The absence of the provision detailed in this report would adversely impact Southwark's communities through: an increase in unmet treatment need; an increase in ill health for over one thousand vulnerable residents; an increase in crime due to drug and alcohol use; an increase in hospital admissions and public use of substances including injecting in public places; a rise in drug and alcohol related mortality; and, a lack of perceived community safety and satisfaction for the residents of the borough.

⁵ <https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates-for-local-populations>

70. Pursuant to section 149 of the Equality Act 2010, due regard has been given to the Council's decision making processes to the need to:
- Eliminate discrimination, harassment, victimisation or other prohibited conduct.
 - Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not.
 - Foster good relations between those who share a relevant characteristic and those that do not share it.
71. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The Public Sector Equality Duty also applies to marriage and civil partnership, but only in relation to (a) above.
72. Officers have taken steps to ensure compliance with the Public Sector Equality Duty imposed by the Equality Act 2010 as detailed in this section in particular:
- An updated Needs Assessment undertaken in 2017-18;
 - A new Joint Strategic Needs Assessment in development currently and due for publication in Q4 2019-20;
 - Detailed consideration of service level data in relation to treatment access and engagement for individuals with protected characteristics on a quarterly basis;
 - Priority given to investigating and resolving any equalities based issues that arise on a day to day basis to ensure that the service is inclusive for all;
 - Consideration of monthly feedback received from the Recovery Support Service pertaining to all aspects of the treatment service;
 - The consultation exercise, which took place as part of the original tender process in 2015, influenced and informed the drafting of the service specification (so that it covers the range of issues and needs identified by needs assessment and the consultation) and;
 - An updated Equality Impact Assessment was completed in December 2016; this was reviewed and updated in July 2018. The report recommendations are informed by the outcome of the EQIA.
 - The most recent EQIA will not be updated for this GW3 report as there is no change to the service provision; whilst the maximum contract value will reduce for the proposed period of extension when compared to year four, there is no perceived negative impact on service users due to an increase in guaranteed funding as an outcome which will be positive.

Social Value considerations

73. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing any procurement process, how wider social, economic and environmental benefits that may improve the well being of the local area can be secured. Social value considerations and how the delivery of these services can benefit the local area are detailed below:

Economic considerations

74. The services will continue to be located and primarily delivered within the boundaries of the borough, providing local economic benefits for residents employed as staff and for service users who are supported to contribute to the local economy through addressing their alcohol and / or other drug use and seeking employment where appropriate.

75. There will be a continued requirement for the provider(s) to pay London Living Wage (LLW) to all employees involved in the delivery of the contract during the extension and this has been confirmed by the provider.
76. The service contract brings additional economic value to the borough as follows:
- Creating skills and training opportunities – the service currently works in close partnership with the council's commissioned Recovery Support Service (RSS) which provides service user involvement and peer mentoring to service users in treatment by individuals with lived experience of alcohol and / or other drugs who have first hand experience of Southwark's treatment service provision and are further along their recovery journey.
 - As part of integrated working arrangements and creating capacity within the treatment system, the current provider trains RSS peer mentors and supports their skill development in knowledge of alcohol and / or other drugs treatment and delivery to enable them to deliver interventions and co-facilitate groups.
 - Creating employment opportunities for the long term unemployed or those not in education, employment or training – the service provides routes into volunteering and employment for ex-services on completion of their treatment or as part of their long term recovery journey.

Social considerations

77. The service contract in itself is about social value – funding high quality alcohol and / or other drugs treatment and support brings significant benefits to the local area, economy and health and wellbeing of Southwark's residents, some details of which are outlined in the community impact section of this report.
78. The key priority for service provision is to improve the health and wellbeing of Southwark residents with alcohol and / or other drugs use, their families, carers and communities. Extensive local, regional and national wide-ranging performance measures are in place to monitor service benefits and outcomes. These include physical and mental health, employment, training and education, service pathways and conversion rates, waiting times and completion of treatment.
79. Additionally, the service contract provides additional opportunities for individuals or groups facing greater social or economic barriers; as detailed in paragraph 67. Engagement in treatment reduces social and economic costs to the borough and, through a robust case management approach, supports service users to be more stable and less chaotic and provides them with an opportunity for recovery from dependence, helping them to navigate a wide range of services to meet their needs and improve their health, wellbeing and social functioning.
80. Service users are encouraged to engage with the local treatment recovery community in order to establish meaningful use of time to fill the periods that would have previously been focused upon alcohol and / or other drugs use and related activities. This engagement also helps to improve social connectedness and reduce loneliness and isolation in some of the borough's most vulnerable residents.
81. The Council places a high level of emphasis on treatment community engagement within this service to ensure that the voices and views of service users in both the design and development of the services; opportunities for treatment community engagement are well publicised and utilised and enhanced by the RSS.

82. Southwark evidences high prevalence rates for unmet need. It is recognised that a more assertive outreach approach is necessary to engage with individuals that are hard to reach or for whom services are difficult to access. The ring-fenced outreach post, funded since August 2018, and which will continue throughout the duration of the extension, has delivered significant benefits in engaging with these individuals and groups and assertively bringing them into treatment.
83. Additionally, the current provider has identified the benefits of outreach for the service and has committed to enhancing outreach provision with increased capacity within the existing contract value above and beyond the ring fenced outreach post for the duration of the period of extension.
84. Whilst the provision is predominantly focused upon adults aged 18 years or older, there will be a continued presence of hidden harm provision delivering a structured support service for children and young people affected by parental or sibling drug and / or alcohol use in order to promote emotional health, wellbeing, protective factors and resilience. This will add social value to enable vulnerable children affected by alcohol and / or other drugs to receive support and be protected.

Environmental/Sustainability considerations

85. The service supports and promotes responsible behaviour initiatives such as encouraging injecting service users to not discard drug related litter and paraphernalia in public spaces.

Financial Implications

86. The maximum annual contract values for each of the four years of the contract to date are as follows:

Contract year	4 Jan 2016 – 3 Jan 2017	4 Jan 2017 – 3 Jan 2018	4 Jan 2018 – 3 Jan 2019	4 Jan 2019 – 3 Jan 2020
Maximum annual contract value	£3,913,104	£3,513,667	£3,499,467	£3,537,467

87. The contract values for the first three years were not index linked and did not increase year on year. Whilst provision was made for a possible uplift in contract value in years 4 and 5, for the purpose of possible contract extension negotiations to account for potential increased activity (up to an additional £365,567), this was not exercised in full in year 4 due to the severe and enduring budgetary pressures on the council's Public Health grant and cannot be exercised in the last fifteen months of the contract on the basis of the same rationale.
88. The proposal to revise the performance management framework for the fifteen month extension proposed in this report presents an opportunity to guarantee funding that is not possible under a PbR framework, thus increasing capacity and resources within the service to focus on reducing use on top of OST which is a priority issue.
89. As such, officers recommend that a maximum contract value of £4,275,914 is allocated to the fifteen month extension period, aligned with contract periods, as follows:

Contract period	4 Jan 2020 – 3 Jan 2021	4 Jan 2021 – 31 Mar 2021	Total
Maximum annual contract value	£3,420,731	£855,183	£4,275,914

90. The GW2 report dated September 2015 detailed a maximum contractual value available for the 5 year possible term as £18,656,306. Based on the maximum contract values in years 1 – 4 and the proposals for year 5 (+3 months), the revised maximum contract value will be £18,739,619; this is due to the additional 3 month period sought at the end of the contract due to the reasons stated in paragraphs 14 to 19.
91. In order to safeguard the Council's funding into the service, invoices will continue to be generated and paid on a monthly basis throughout the duration of the extension. VAT will also continue to be paid by the Council against the contract value, generating additional income for cgl's that will be invested into frontline service delivery, as detailed in the GW3 report dated 10 April 2019.

Legal Implications

92. Please see legal concurrent.

Consultation

93. No formal consultation processes are proposed in relation to the recommended variation of contract. Significant processes are underway to inform the new service provision.
94. Officers, in conjunction with cgl's and the Recovery Support Service, offer a range of mixed methods for feedback opportunities to service users in addition to the standard engagement and feedback processes that take place as part of contract monitoring and review.
95. Service user feedback is considered at the monthly meetings of the Council's commissioned RSS delivered by Janus Resonance Factor Limited with the following observations provided to commissioners:
- Access to treatment is good with minimal waiting times. The provider has increased open access for assessment enabling any resident with a treatment need to receive a comprehensive initial assessment five days per week, thus taking advantage of the window of opportunity for recovery. There is also an offer of limited, but useful evening assessment slots to employed residents offering them a pathway into treatment.
 - Rapid access to a formal assessment with a keyworker and specialist doctor, prompt availability of OST and easy access to a host of specific group opportunities is also reported as positive.
 - The service is viewed as inclusive with particular reference to females. A women's and families support group hosted by the service is popular and well attended supporting females and their families throughout the recovery journey.
 - Service users have commented that the provider is responsive when identifying unmet need; a specific male only group has been set up following feedback from men for an opportunity to discuss their specific needs in a safe and sensitive environment, thus allowing them the opportunity to address pertinent issues and strengthen their recovery
 - The service is considered to offer inspirational treatment incorporating both recovery and harm reduction approaches with simple pathways to access

specialist internal and external clinical support as well as positive partnership working with other agencies such as housing, social services, mental health and Jobcentre Plus who are accessible to service users within the treatment hubs.

- The service staff work productively with service users to create a strong therapeutic alliance which is further supported by the development of a full range of specific group programmes, aligned with service user need.
 - The Cambridge House hub location is community based, alongside a nursery and solicitors, and service users have reported feeling de-stigmatised and, therefore, less isolated. This has positively impacted on self-esteem and their recovery.
 - The types of treatment that are offered are individualised and varied and aligned, with relevant clinical guidelines.
 - Offering an integrated system service offer has decreased segregation between different cohorts of service users encouraging engagement with others, regardless of substance of choice, and it has been observed as inspiring as more recovery is exposed.
 - Recovery is visible and the system has progressed from a predominantly harm reduction (which was useful but had limitations) model (pre 2016) to a more focused and inspirational system of recovery.
 - Overall, the service is considered to be dynamic, flexible and responsive to the needs of residents.
 - Outreach has been invaluable in supporting chaotic and vulnerable groups to access treatment and increasing this aspect of treatment, within financial constraints, would be useful.
 - Groups are well attended and organised at a staged approach to recovery.
96. When asked about areas for improvement, the popularity of the group work offer and high levels of attendance would indicate a need to offer more groups which are limited by space; this will be explored further during the extension.
97. Feedback received from a range of partners, including NHS Southwark CCG and Primary Care providers, indicates a high degree of satisfaction with cgl's.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

98. This report is seeking the approval of Cabinet to extend the AIDATS contract for a period of 15 months commencing 4 January 2020 at a total maximum contract value of £4,275,914.
99. The report details the rationale for this extension, essentially to ensure service continuity for vulnerable residents and promote stability in the treatment system whilst a new procurement exercise is undertaken.
100. Paragraphs 47 to 51 of the report sets out the alternative options for the delivery of this service and advises that approval for a service design and procurement strategy will follow.
101. Paragraphs 62 to 64 outline the contract management arrangements that will be established for the final 15 months including revision of the performance management framework to reflect changing priorities for this service.

Director of Law and Democracy

102. This report seeks approval of an extension of an existing contract with change, grow, live services limited (cgls) for the delivery of an integrated adult drug and alcohol treatment service, for the reason set out in paragraph 12.
103. The (EU) Public Contracts Regulations 2015 permit contract modifications in certain limited circumstances, including (i) where the modifications, irrespective of their monetary value, have been provided for in the initial procurement documents in clear, precise and unequivocal review clauses (which applies in relation to the original contract term expiring on 3 January 2021); and (ii) where the modifications, irrespective of their value, are not substantial within the meaning of Regulation 72(8). The proposed further (3 month) extension not originally provided for is not considered to fall within any of the conditions set out in Regulation 72(8) – for example, the modification would not:
- render the contract materially different from the one initially concluded;
 - change the economic balance of the contract in favour of cgls;
 - extend the scope of the contract considerably.
104. The report advises that steps are to be taken being taken to procure a new contract which is expected to commence from April 2021.
105. The proposed contract variation is also consistent with the council's Contract Standing Orders and the decision to approve the report recommendation is one which is reserved to Cabinet.

Strategic Director of Finance and Governance

106. The Strategic Director of Finance and Governance notes the recommendation of the report to extend the AIDATS contract for a period of fifteen months to March 2021. The contract values presented in the report are within the current public health allocations to the DAAT service, allocations are expected to remain at existing levels into 20/21.
107. The amendments to the payment mechanism described in the report allow the service to redirect existing resources to other treatment programmes experiencing pressure due to increasing demand.

BACKGROUND PAPERS

Background Papers	Held At	Contact
GW1 Procurement Strategy Approval	DAAT, CS&P, Communities, Housing and Modernisation, 160 Tooley Street, SE1 2QH	Donna Timms DAAT Unit Manager 0207 525 7497
GW2 Contract Award Decision		
GW3 Variation Decision x 2		

AUDIT TRAIL

Lead Officer	Professor Kevin Fenton, Strategic Director of Place and Wellbeing / Director of Public Health	
Report Author	Donna Timms, Unit Manager – Drug & Alcohol Action Team	
Version	Final – Open	
Dated	25 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Head of Procurement	Yes	Yes
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Head of Home Ownership	N.A	N.A
Cabinet Member	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		25 October 2019

Item No. 19a.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Ledbury Towers Arup Structural Survey Report	
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

We have now received an important report on the work required to give the Ledbury Estate tower blocks a fifty plus year life. This update for cabinet sets out the findings of that report, the steps we have already taken to share the findings with residents and the next steps we will take to work with residents to secure the future of the estate.

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 to confirm the work needed to give the towers a further 50 plus years of life.

Arup's report was received on Thursday 24 October 2019 and was shared with residents and homeowners on the same day and I attended a public meeting on the estate at which Arup were present to present their findings and respond to questions raised by residents.

As the works identified by Arup are more extensive than those previously proposed, it is recommended that the work required is costed and that the results are used to reopen the options appraisal process in full consultation with both current residents of the estate and former residents of the towers who have the right to return to them.

RECOMMENDATIONS

1. That cabinet note the latest position with the Ledbury Towers.
2. That cabinet note that as agreed at their meeting on 16 July 2019 the final report due from Arup on the investigations was published upon receipt.
3. That cabinet agree that the options appraisal process on the future of the

Ledbury Towers be reopened and receives a further report setting out the outcome of the resident consultation on the options appraisal process.

BACKGROUND INFORMATION

4. Cabinet received reports on the response to the emergency situation on the Ledbury Estate on 19 September 2017, 12 December 2017, 6 February 2018 and 16 July 2019.
5. 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.
6. 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 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; subject to further investigations into the strengthening solutions.
7. Of the 190 council tenanted homes, 165 are now empty homes as a sizeable number have taken the option to be re-housed. 13 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 – All the properties are now vacant
 - Peterchurch House – eight properties remain occupied as we have 48 voids
 - Sarnsfield House – 19 properties remain occupied as we have 37 voids. Three properties are occupied by residents temporarily moved from Bromyard House
 - Skenfrith House – 19 properties remain occupied as we have 37 voids. Three properties are occupied by residents temporarily moved from Bromyard House.
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. Bromyard House was chosen for these pilot works as it was the block with most empty properties. Seven households have been moved temporarily from Bromyard House to allow this work to take place.
9. 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. Similar works have taken place in the communal areas of Bromyard House. In addition to these works, Arup have also undertaken checks to the foundations of Bromyard House. Additional reports into the drainage, sound insulation and location of services has been undertaken.

KEY ISSUES FOR CONSIDERATION

10. The Arup report on the works required to strengthen the blocks to give them at least a 50 year life was received on Thursday 24 October 2019 and is attached as Appendix 1 to this report.
11. The recommendations in the Arup report include:
 - A new frame for the block from the 8th to 13th floor, held together by a new structure on the roof. The frame will be made up of steel columns and beams built inside the flats, and this would mean that rooms would be smaller when residents return to their homes after the refurbishment works are completed.
 - The floors of each flat are strengthened, which will reduce the ceiling height in each property.
 - A new foundation is cast over the existing foundation to the block.
 - The external panels have their outer leaves replaced with a lighter version and at the same time replacing the polystyrene insulation with a different form of insulation.
 - The non loading bearing partitions (for example the walls between the kitchens and living rooms) will need to be replaced with lighter partitions.
 - The stair and lift tower will need to be demolished and replaced.
12. These recommendations for extensive works have been made to give the blocks a further 50 year life. The blocks currently remain safe for residents due to the mitigations that have been put in place, which include the removal of gas, the presence of the 24 hour waking watch, and the physical protection around the block.
13. The recommendations from Arup will have to be costed and it is clear that this will have a negative effect on the current estimated costs of around £8 million per block.
14. It is therefore recommended that the options appraisal process is reopened for the Ledbury Towers with the options informed by the revised costings of the recommendations from the Arup Report.

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 council's 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 modelling 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 councillors 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 was held with the Ledbury Resident Project Group; a newsletter has been issued to all residents of the Estate and those tenants who have moved and have the right to return; a visit took place on 25 October 2019 to all the vulnerable residents in the blocks to explain the recommendations from the report; the report has been published on the Ledbury webpage; printed copies of the report are available in the Ledbury Team for residents who do not have access to IT; and a public meeting was held on 24 October 2019.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

23. The reopening of the options appraisal will engage the council's consultation duties in section 105 of the Housing Act 1985 in respect of its secure tenants likely to be substantially affected by a matter of housing management and, under general administrative legal requirements, in respect of others likely to be affected by the outcome.
24. To meet legal requirements consultation must be undertaken when proposals are still at a formative stage. The consultation must include sufficient reasons for the proposals to allow interested parties the opportunity to consider the proposals and formulate a response; it must allow adequate time for interested parties to consider proposals and formulate their response and the outcome of consultation must be conscientiously taken into account when the ultimate decision is taken on the proposals. The consultation plan should be reviewed at key stages of development of the proposals.
25. The cabinet's attention is drawn to the Public Sector Equality Duty (PSED) in section 149 of the Equality Act 2010 which requires the council when carrying out its functions and when making decisions to have regard 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 duty also applies to marriage and civil partnership but only in relation to (a). The cabinet is referred to the community impact statement in this report setting out the consideration that has been given to equality issues which should be considered when approving the recommendations in this report.
26. Officers will need to keep the PSED in mind during the consultation process, during development of plans on the future of the Ledbury and when formulating recommendations to cabinet for final decision making. Members must have due regard to the duty when the matter is referred back to cabinet following consultation.

Strategic Director of Finance and Governance

27. The strategic director of finance and governance notes the contents of this report. The recommendations proposed do not give rise to any financial implications as this stage, pending completion of the options appraisal process on the future of the Ledbury Towers. All costs associated with the Ledbury Estate continue to be met from the Housing Revenue Account.

REASONS FOR URGENCY

28. The report from Arup, the structural engineers working on the recommendations to strengthen the Ledbury Towers was received on Thursday 24 October 2019.
29. The cabinet had made a previous commitment to residents of the Ledbury Towers that all such reports will be shared with residents on receiving them. The report was shared with residents on 24 October 2019 and residents would want to know what action the council will now be taking following its receipt.
30. The recommendations from Arup have significantly changed since their November 2017 report and this will require the options appraisal to be reopened. Delaying the reopening of the options appraisal process until after the next cabinet meeting, will in turn delay the opportunity for residents to be consulted about the future of their homes.

REASONS FOR LATENESS

31. It has not been possible to circulate this report five clear days in advance of the meeting because the report from Arup was only received on Thursday 24 October 2019, and this was the first opportunity.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet reports: Appointment of Keepmoat for emergency works at Ledbury Estate. 19 September 2017	Constitutional Team, 160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
Web link: http://modern.gov.southwark.gov.uk/ielistdocuments.aspx?CId=302&MId=5751&Ver=4 (Item 19)		
Ledbury Estate – next steps update. 6 February 2018	Constitutional Team, 160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
Web link: http://modern.gov.southwark.gov.uk/ielistdocuments.aspx?CId=302&MId=5755&Ver=4 (Item 8)		
Ledbury Estate – Arup structural survey report. 12 December 2017	Constitutional Team, 160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395

Background Papers	Held At	Contact
Web link: http://moderngov.southwark.gov.uk/documents/s72761/Report%20Southwark%20Councils%20Buy-Back%20Offer%20for%20Ledbury%20Towers%20Leaseholders.pdf		
The way forward: Ledbury Estate high rise blocks. 30 October 2018	Constitutional Team, 160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
Web link: http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=302&MId=6085&Ver=4 (Item 14)		
Ledbury Towers Update. 16 July 2019	Constitutional Team, 160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s83830/Report%20Ledbury%20Towers%20Update.pdf		
Overview and Scrutiny reports – Ledbury Estate update. 15 November 2017.	Overview and Scrutiny Team. 160 Tooley Street	Shelley Burke 020 7525 7344
Web link: http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=308&MId=5794&Ver=4 (Item 6)		
Ledbury Estate – Management Responses to recommendations of the Independent Review of the Ledbury. 23 July 2018	Overview and Scrutiny Team. 160 Tooley Street, London SE1 2QH	Shelley Burke 020 7525 7344
Web link: http://moderngov.southwark.gov.uk/ielistdocuments.aspx?CId=308&MId=6162&Ver=4 (Item 4)		

APPENDICES

No.	Title
Appendix 1	London Borough of Southwark – Ledbury Estate Tower Blocks. Pilot Investigation and Strengthening Study

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing Management and Modernisation		
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation		
Report Author	Mike Tyrrell, Director for Ledbury Estate		
Version	Final		
Dated	24 October 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
	List other officers here		
	Cabinet Member	Yes	Yes
	Date final report sent to Constitutional Team		24 October 2019

London Borough of Southwark
Ledbury Estate Tower Blocks
Pilot investigation and strengthening
study

Issue 1 | 24 October 2019

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 245112-05

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ARUP

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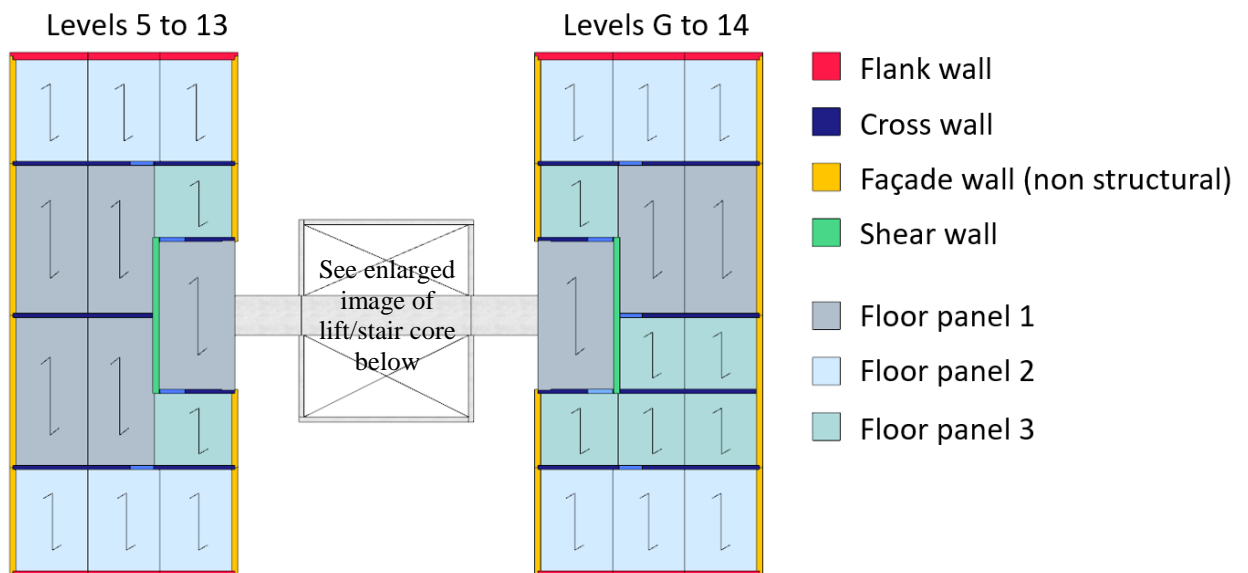
1 Introduction

1.1 Background

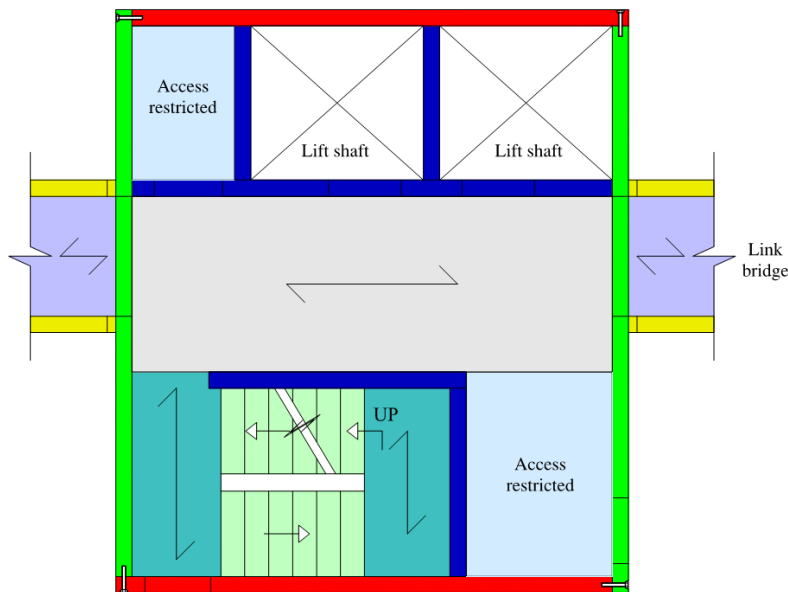
The Arup report ‘Ledbury Estate: Structural Assessment of Bromyard, Peterchurch, Sarnsfield and Skenfrith House’ dated 24th November 2017 noted that the four tower blocks on the Ledbury Estate did not comply with the Ministry of Housing and Local Government Circular 62/68 published 15th November 1968 and the 2012 BRE/DCLG Handbook for the assessment of Large Panel Systems (DCLG – Department of Communities and Local Government). Following this, Arup has been appointed to carry out further intrusive investigations to fully understand the existing construction and to develop a strengthening scheme. This report describes the findings to date of the ongoing investigations and outlines the proposed strengthening scheme.

1.2 Description of the original structural design of the buildings

Blocks on the Ledbury Estate were constructed using the Taylor Woodrow Anglian (TWA) large panel precast system (i.e. they were built from precast concrete panels that were assembled together on site). Each block consists of two residential towers and a lift/stair core in-between the two towers which provides access to the towers. It is likely that each of these three structures was designed to resist wind loading independently.



The residential towers are constructed with one-way spanning floors that span between cross walls and flank walls. On the long faces the façade panels are non-structural. Lateral stability against wind loading on the broad face is provided by the cross and flank walls. Lateral stability against wind loading on the narrow face is provided by the single shear wall.



The stair core tower is constructed from four outer walls that have bolted connections in each corner and a reinforced coupling beam above the link bridges (the bridges that connect to the residential towers). The main floor panel spans towards the residential towers and the connecting link bridges. The stair landings are oriented 90° to the main floor panel and are supported on ‘ledges’ which project from the wall panels. Due to the floor panel orientation and the support conditions, all the outer wall panels (shown in red and green) and also the two inner walls around the stair (shown in blue) are considered structural. Lateral stability against wind loading is provided by the box geometry of the outer wall panels.

1.3 Requirement to check the resistance of the buildings to both disproportionate collapse and wind loading

A building which is susceptible to disproportionate collapse is one where the effects of accidents and situations where damage to small areas of a structure or failure of single elements could lead to collapse of major parts of the structure. In addition to checking the tower blocks for disproportionate collapse, the Ministry of Housing and Local Government Circular 62/68 requested a wind resistance check, suggesting that the wind codes at the time were out of date.

After comparing with modern codes, the actual wind loads are significantly higher than the blocks were originally designed for. This report therefore includes strengthening measures to the foundations for wind loading as well as to the superstructure for disproportionate collapse.

1.4 Overall purpose of this pilot stage

In summary the purpose of this pilot stage is to:

- To carry out intrusive investigations of the superstructure of one of the residential blocks (Bromyard House) to confirm details from previous limited intrusive investigations;
- To carry out intrusive investigations of the lift/stair core and foundations of Bromyard House; such investigations were not possible previously while the building was still occupied;
- To develop an approximate scheme design of proposed strengthening measures for both disproportionate collapse and wind, for costing purposes.

Since Bromyard House has now been vacated, the investigations described in Section 2 have been carried out in Bromyard House. As a result, the pilot strengthening scheme has been developed for Bromyard House but due to the similarity of the blocks, it is assumed that the cost of strengthening schemes for the other three blocks would be similar.

Arup is not appointed to assess the structure in the event of a fire or to assess the fire safety strategy of the buildings.

2 Pilot investigations

2.1 Residential tower investigations

The following tests and intrusive investigations have been carried out in 13 flats at various levels of Bromyard house:

- Intrusive investigations to confirm the connection details between the panels;
- 42 concrete cores were taken from the structural panels (10 each from floor panels, shear wall panels and flank wall panels and 12 from cross wall panels). Compressive strength and ‘petrographic’ tests were undertaken on the cores;
- Carbonation tests to check the risk of future corrosion of the steel reinforcement in the panels.

2.1.1 Condition

Given the age of the building, both the concrete and steel reinforcement was found to be in good condition

Concrete slowly ‘carbonates’ with time and once the depth of carbonation reaches the embedded steel reinforcement, it is at a greater risk of corrosion where sufficient moisture is present. Carbonation tests showed that the depth of carbonation was typically found to be only 5-25% of the depth of concrete covering the reinforcement. This means that the reinforcement is only at low risk of corrosion.

2.1.2 Panels

Flank wall panels

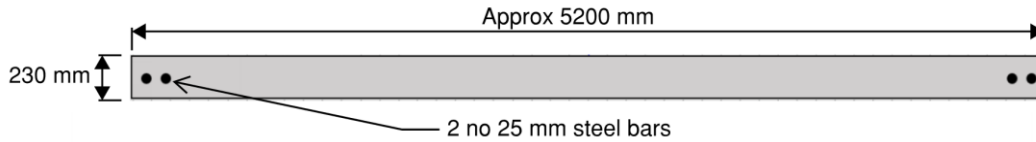
The flank wall panels were confirmed to be made of 2 leaves - a 165mm thick inner leaf and 80 mm non-structural outer leaf. The structural inner leaf was found to have a grid of 6mm smooth round steel reinforcement at 150 mm horizontal and vertical centres. A polystyrene filling was found in between the inner and outer leaves of the panel.

Cross wall panels

The cross walls were confirmed to be 150 mm thick. Intrusive investigations and scanning showed that there was no reinforcement mesh in the cross walls.

Shear wall panels

The shear wall panels were confirmed to be 230 mm thick with steel reinforcement as shown below:



Floor panels

Typical floors investigated were found to be 180 mm deep hollow core planks with a 40-50 mm screed. The hollows in typical floor panels were 110 mm diameter and had a spacing of approximately 150 mm. The panels had bottom reinforcement of 10 mm bars at 150 mm centres as shown below:



The voids in the kitchen panel were irregularly spaced and did not seem to follow any pattern.

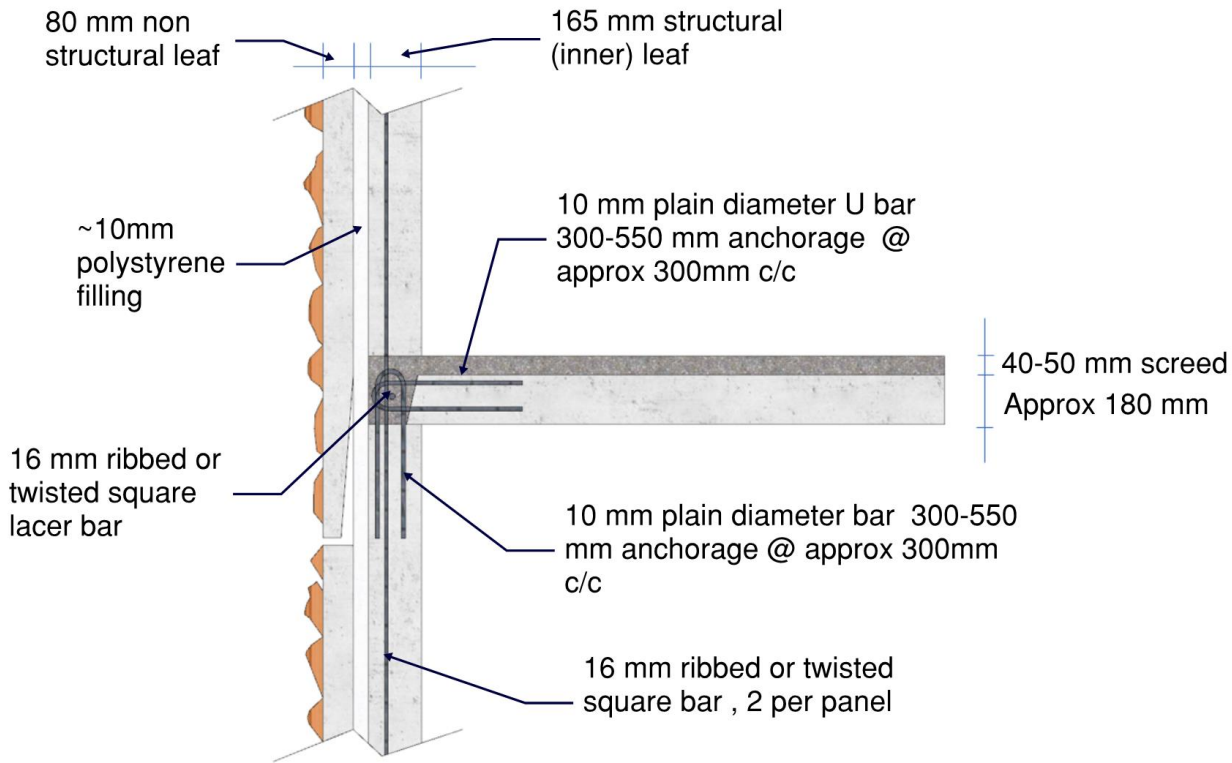
In general, the concrete covering the bottom reinforcement was found to be quite variable ranging from 10 to 32 mm.

Façade panels

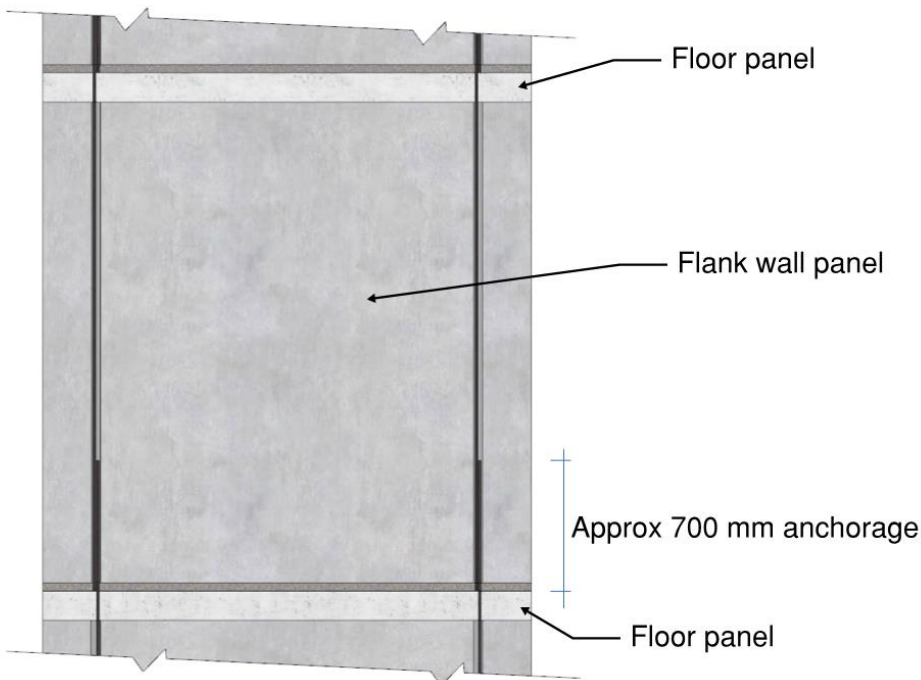
The façade panels were found to have a 100 mm inner leaf and an 80 mm outer leaf. A polystyrene filling was found between the inner and outer leaves.

2.1.3 Panel connection details

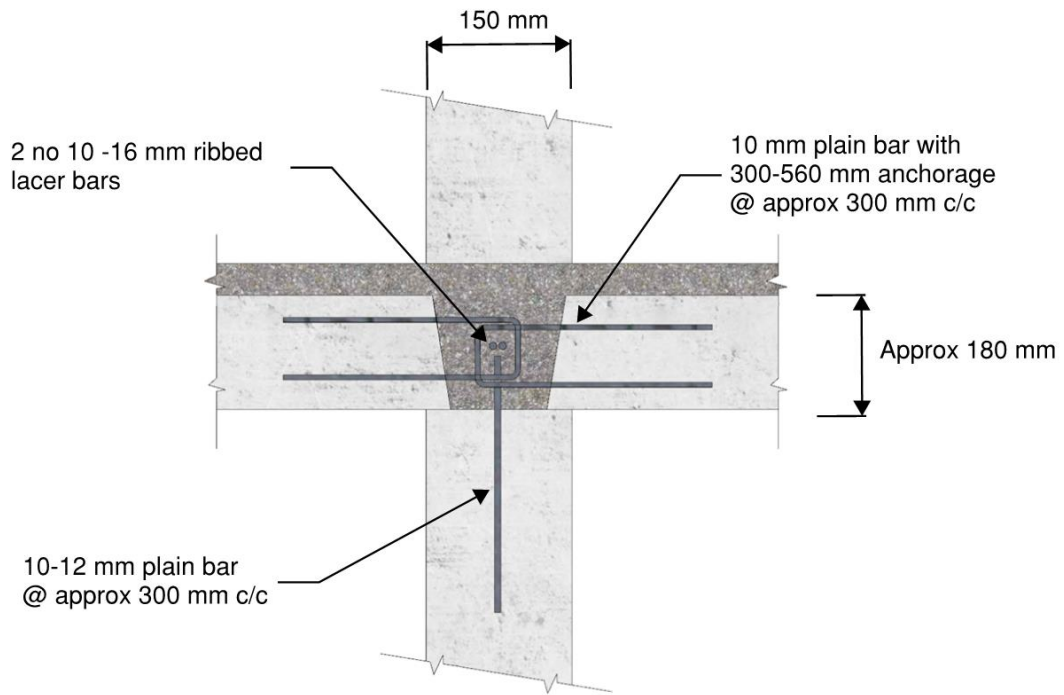
Flank wall/floor/flank wall connection



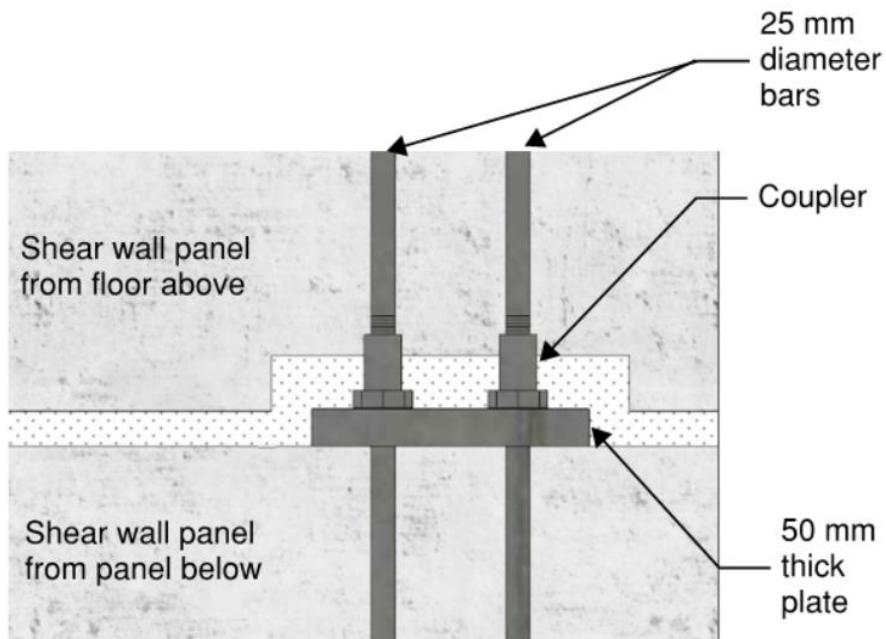
Flank wall to flank wall connection



Cross wall/floor/Cross wall connection



Shear wall/shear wall vertical connection



The connections in Large Panel Systems are known to be vulnerable to the quality of the site workmanship. Evidence of poor site workmanship was found during the investigations with sand instead of grout found in one of the wall to wall connections.

2.2 Stair core investigations

The following investigations have been carried out on the ground floor and levels 7 to 13 of the stair core structure:

- Visual inspection, aiming to identify locations of potential underlying structural issues and the state of materials;
- ‘Ferro-scan’ (specialist radar detection) investigation, aiming to confirm reinforcement distribution within concrete panels;
- Limited intrusive investigations to confirm bolted connections between panels;
- 10 concrete cores from the wall panels to test for compressive strength.

The investigations focused on the structural panels and the connections between them.

While there was not time to undertake full investigations of the stair core, sufficient information was obtained to assess the degree of works required for costing purposes.

2.2.1 Condition

The stair core panels and embedded reinforcing bars and connections, were found to be in good condition based on visual inspection. Carbonation testing was not considered necessary as the results from the residential towers showed low carbonation depths, as discussed in Section 2.1.1.

2.2.2 Panels

Outer wall panels

Ferro-scans of the outer wall panels indicate that they are only reinforced around the connections to other panels. Some reinforcement was detected at the edge of the panels and was confirmed through intrusive investigations around the bolted connections; details are discussed in Section 2.2.3.

Floor panels

Ferro-scans of the floor panels in the lift corridor showed similar reinforcement distributions as the floor panels investigated in the residential towers. It is therefore assumed that the floor panels are similar to those described in Section 2.1.2 with longitudinal reinforcement at 150 mm centres. This also indicates that the central panel spans onto the outer walls as opposed to the inner walls.

2.2.3 Panel connection details

Wall/floor/wall connection

The connections between the floor and wall panels were not investigated. These are assumed to be similar to those in the residential towers, as described in Section 2.1.3. The details of this connection would not change the conclusions of the assessment.

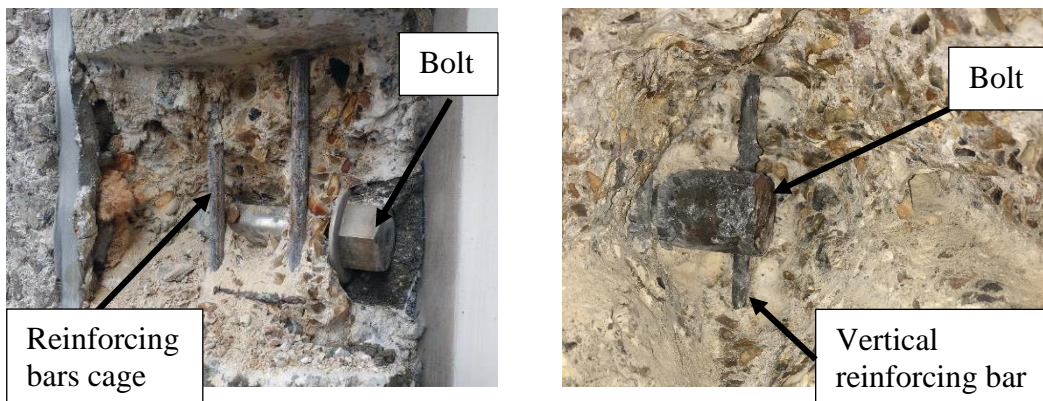
Stair to wall connection

The stairs are supported at each landing by spanning onto ledges in the wall panels known as corbels. These are shown in the photo below. There is a horizontal gap between the stairs and the wall panels along the side of the stairs. It is therefore assumed that the stairs do not provide any lateral restraint to the wall panels.



Outer wall/ outer wall corner connection

The outer wall panels are connected at the corners by stainless steel bolts. The diameter of the bolts was confirmed as 34 mm. The anchorage of the bolts in the connecting wall has been confirmed through intrusive investigation in three locations. The anchorage length was found to be 120 mm and a vertical reinforcing bar was found to be welded to the bar as show in the photograph below. There are four bolts up the height of each panel.



Coupling beam connection

The outer walls on each side of the stair core are connected over the opening for the link bridges by the coupling beam shown in the photograph below. Ferro scans of the beams showed that they were reinforced but they did not confirm the connecting detail. These connections were not investigated intrusively as it could not be done safely as it provides the gravity load path for the floor slab.



2.3 Foundation investigations

No structural drawings of the foundation were available so we conducted intrusive investigations. A trial pit was dug to the base of the foundation from outside one of the residential towers, and a set of vertical cores were taken inside the residential tower.

From the above mentioned investigations, it was determined that the building is on a raft foundation approximately 1m thick founded approximately 3.8 m below ground level.

No investigations were carried out for the foundations of the stair core due to lack of time, but it is assumed at this stage that these are likely to be similar for costing purposes.

3 Assessment

Resistance to disproportionate collapse

The investigations carried out during this phase confirms the findings reported in Arup's 2017 report (referred to in 1.1) that the blocks at the Ledbury Estate do not comply with the requirements for resistance against disproportionate collapse stipulated in the 2012 BRE/DCLG Handbook for the assessment of Large Panel Systems. The resistance of the stair core to disproportionate collapse is further discussed in Section 6.1.1.

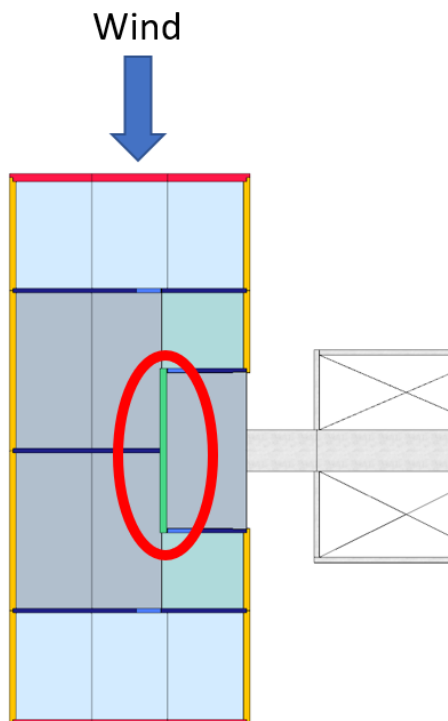
Resistance to gravity loads

It was also found that the hollowcore floor panels do not fully comply with the gravity loading requirements in the current UK concrete code.

Resistance to wind

Whilst the recent investigations confirm that there is a raft foundation and confirm the size of the foundation, it was not possible to safely undertake sufficient investigations to ascertain the steel reinforcement arrangement in the raft. It proved equally difficult to estimate whether the vertical steel tension bars in the main shear wall were adequately anchored into the raft foundation.

The residential blocks have only one shear wall to resist wind on the narrow face:



Since this wall is very lightly reinforced (as shown in Section 2.1.2) it is susceptible to “second order” effects. Calculations show that this shear wall is just strong enough to resist modern wind loads.

Whilst the superstructure is adequate for modern wind loading, the anchorage of the shear walls into the raft foundation was uncertain since very little information about the foundation is known. As a result, it has not been possible to confirm the foundation's ability to resist the wind "overturning" forces at the base of the shear wall.

4 Methods of achieving resistance to disproportionate collapse

4.1 Requirements in the current Building Regulations

The 2012 BRE/DCLG Handbook for the assessment of Large Panel Systems refers to the Building Regulations. The Regulations categorise these buildings to be consequence class 2B and deem them to be sufficiently designed against disproportionate collapse if **any one** of the following criteria are met:

1. Adequate horizontal and vertical tying between elements;
2. Demonstration that upon notional removal of any nominal length of load-bearing wall (one at a time in each storey of the building) the building remains stable and that the area of floor at any storey at risk of collapse does not exceed 15% of the floor area of that storey or 100 m² whichever is smaller and does not extend further than the immediately adjacent storeys.
3. Where notional removal of a loadbearing wall results in damage greater than the limit set out in 2, design that element as a key element (Approved document A of the Building Regulations states that key elements should be designed to withstand 34 kPa. However, the 2012 BRE/DCLG Handbook states that for buildings without a basement and without piped gas the design pressure for key elements can be reduced to 17 kPa).

4.2 Purpose of the Regulations and sources of gas explosions at Ledbury

The Regulations are intended to guard against disproportionate collapse in unknown accidental events (such as a gas explosion). Whilst the piped gas at Ledbury Estate has been turned off, there is still the risk of bottled gas explosions due to residents bringing in oxygen cylinders, camping stoves etc. As noted in the 2012 BRE/DCLG Handbook, this could cause a blast load of 17 kPa.

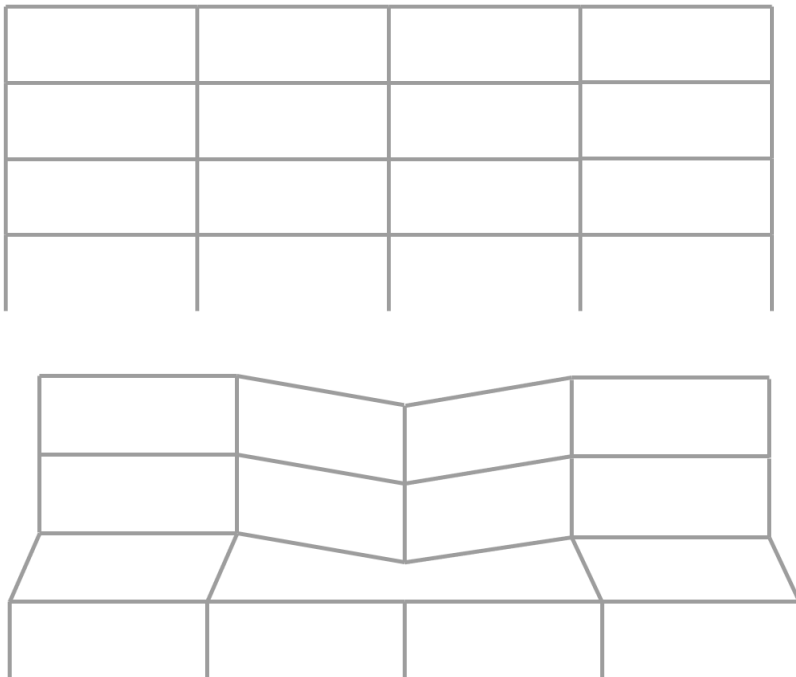
In addition, potential blast loads from nearby sources (such as the proposed new gas boiler house to provide common heating to the blocks) has also been assessed. The blast load from explosions from nearby sources have been has been estimated to be below 17 kPa.

4.3 Technical commentary on the current Building Regulations as they apply to Ledbury

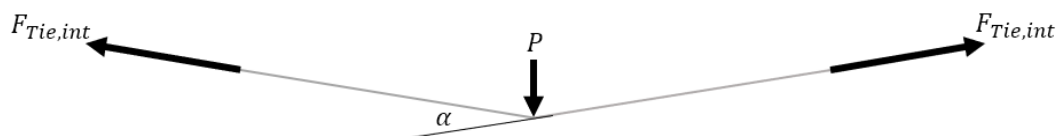
4.3.1 Tying

The tying requirements discussed in 4.1(1) above assume that following the failure of a wall, the floors above are able to develop “catenary” (rope) action and maintain vertical stability as shown below.

This assumes that the floors above the failed wall are able to form hinges that allow for the large rotations required for catenary action.



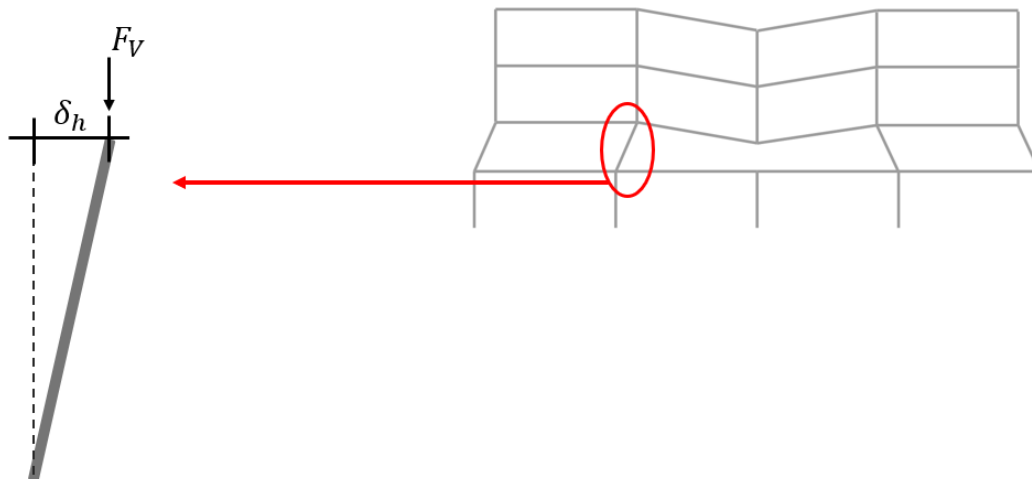
From the diagram below it is clear that the tie force in the floor must be proportional to the force P that the floor must support and inversely proportional to the angle of rotation α . Despite this current Building Regulations only specify the required tie forces with no reference to the “ductility” needed to allow the large rotation α . To achieve the tie forces specified in the Regulations the connections in a building like those at Ledbury would have to be able to accommodate rotations of approximately 30 degrees.



The current UK Concrete Code EN1992-1-1 states that the allowable rotation of concrete elements is approximately 3 degrees which is much lower than the 30 degrees discussed above; The floors at Ledbury are likely to be able to accommodate even less rotation than 3 degrees due to the lack of shear reinforcement in the floor panels.

Further sources such as ‘Blast effects on buildings’ by *Cormie et al* (DCLG, 2011) suggests that the maximum possible rotation achievable in concrete elements provided they have adequate shear reinforcement to prevent ‘bursting’ of the steel reinforcement through the concrete is 4 degrees.

In addition, tying action following the loss of one wall would pull in the adjacent walls as shown below. This would put large additional (“P-delta”) forces into the walls, which again the walls at Ledbury would not be able to accommodate.



Further, the loss of one wall (in the manner shown above) would shed more load onto the adjacent walls. These loads would be further amplified due to the dynamic nature of a sudden wall loss due to an accidental event such as a gas explosion. The connections and elements at Ledbury Estate would not be able to accommodate these large forces.

For the reasons discussed above, tying would not in practice improve the resistance of Ledbury Estate against disproportionate collapse, and therefore it is not recommended to strengthen the buildings by this method, even though this would be sufficient to comply with the current Regulations.

4.3.2 Notional element removal

The notional element removal method discussed in 4.1(2) does also not account for the dynamic effects of sudden element removal during an accidental event.

4.4 Recommended options for Ledbury

Given the facts stated in the above section, only the key element method and notional element removal method, along with the inclusion of dynamic factor of 2

to account for sudden element removal can be considered to genuinely increase the resistance against disproportionate collapse.

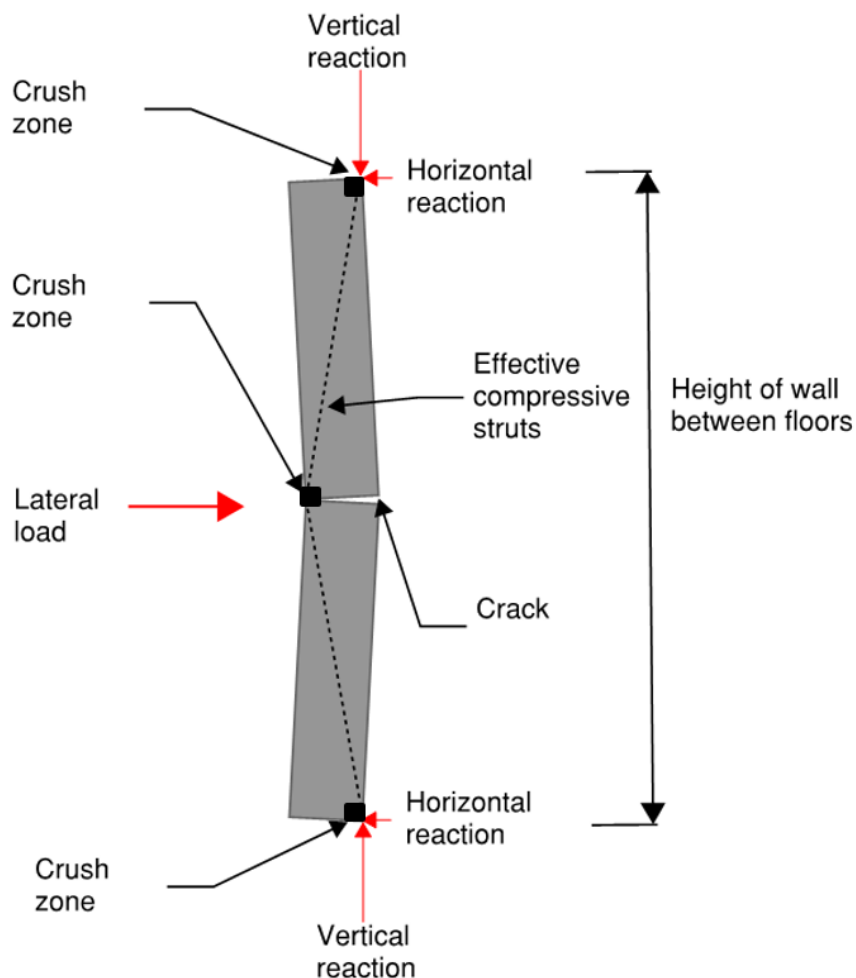
5 Proposed strengthening scheme for the residential towers

5.1 Reasoning behind the proposed strengthening measures

5.1.1 Resistance against disproportionate collapse

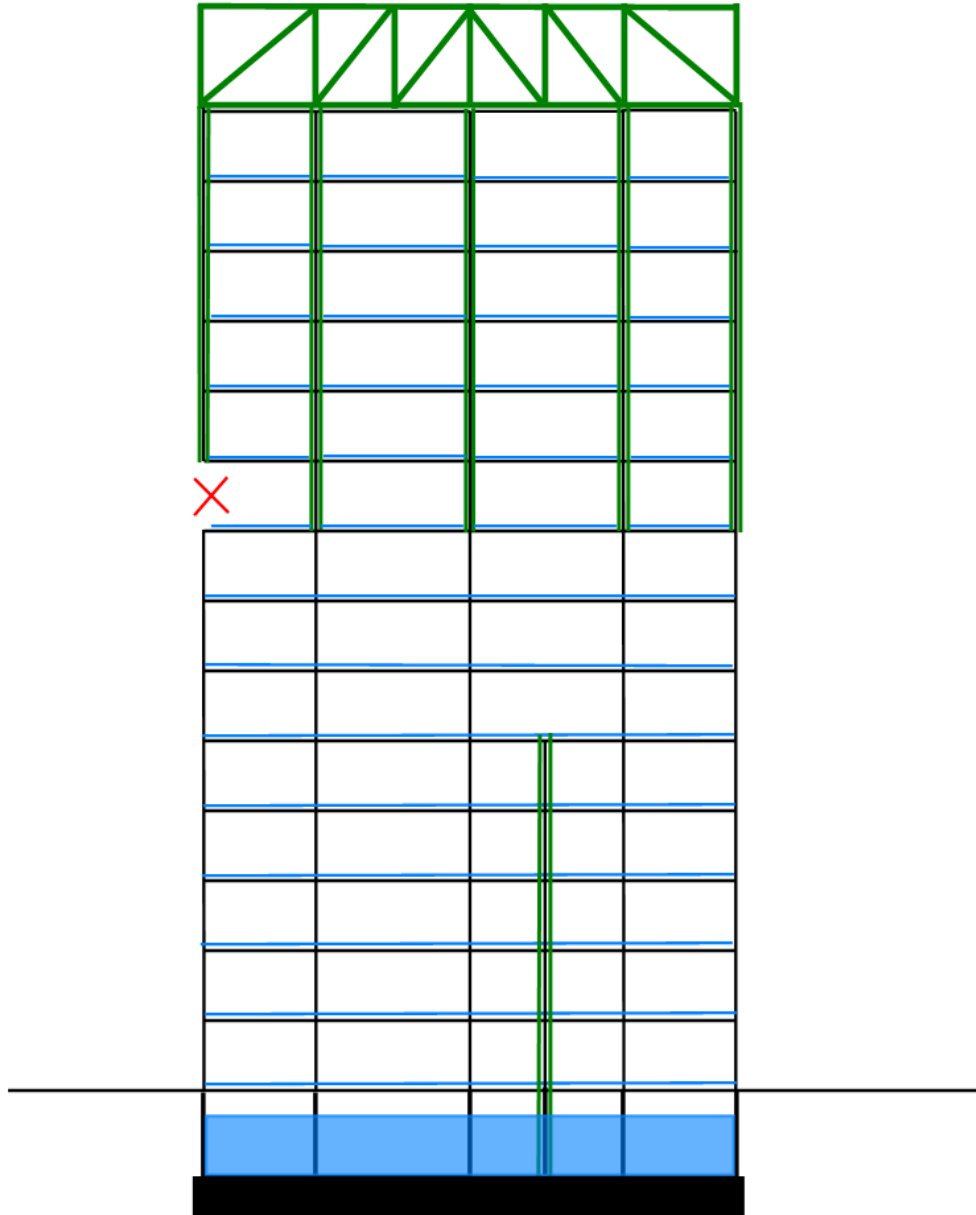
Cross and Flank walls

For typical cross and flank walls on the lower floors arching calculations were carried out to take into account the increased resistance of the walls to a lateral pressure due to the beneficial weight of the floors above. The calculations showed that the walls lower down the building were able to withstand a 17kPa pressure, relying on arching. The principle of arching is shown in the image below.

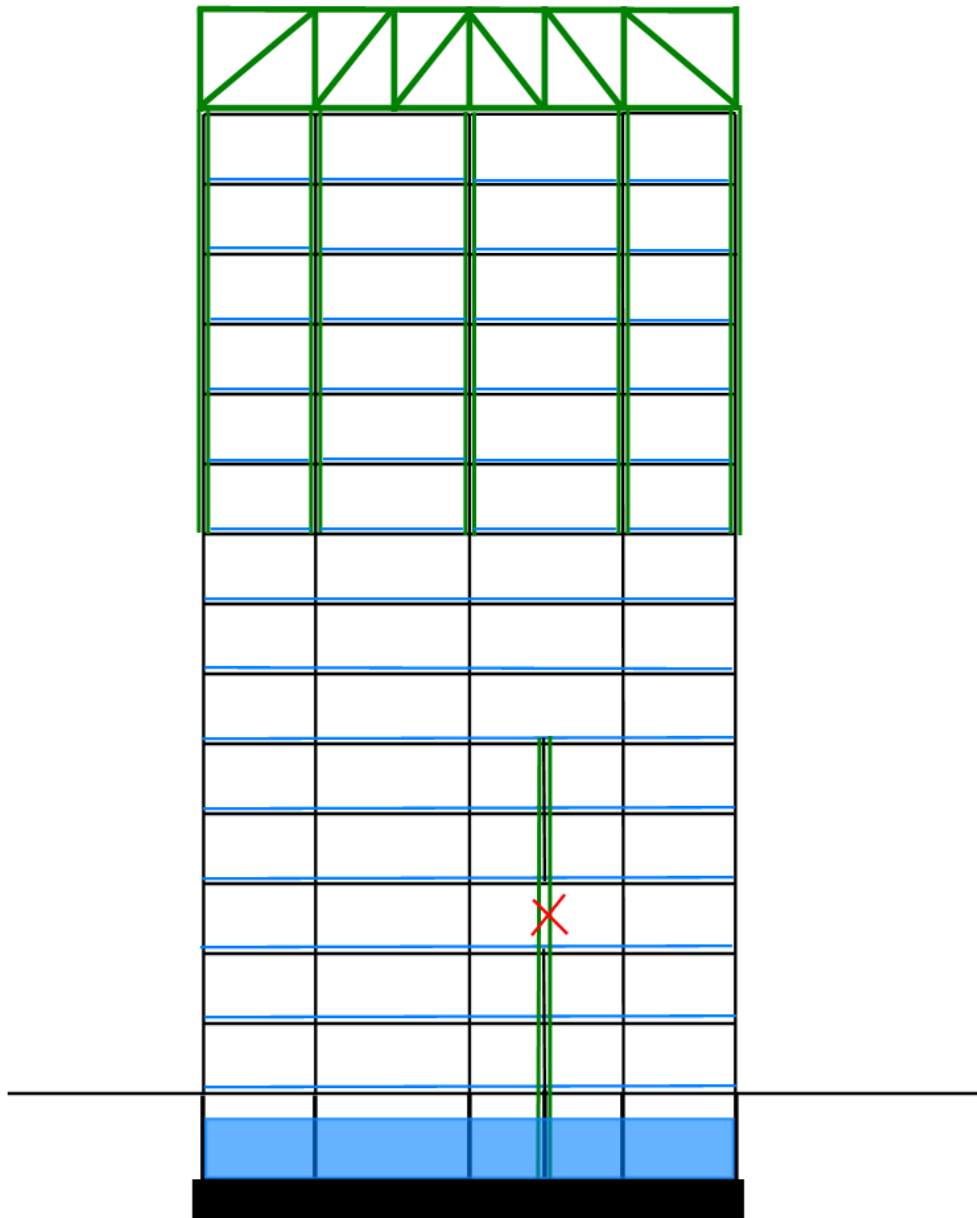


For the upper floors, where the weight from above was insufficient to allow arching, an element removal approach was adopted for the cross walls and flank walls. Since the vertical loadbearing structure has no “redundancy” an alternate vertical load path has been created in the form of steel hanger elements which

connect floors from the 8th floor upwards to a new steel truss on the roof (shown in green in the image below, which shows a diagrammatic vertical cross section through the building). In the event of failure of a wall from the 8th floor upwards, the floors above can hang off the roof truss. Loss of a wall due to a blast is very sudden so, as previously described, a dynamic amplification factor of 2 has been applied to loads of due to walls hanging off the truss due to sudden wall loss.



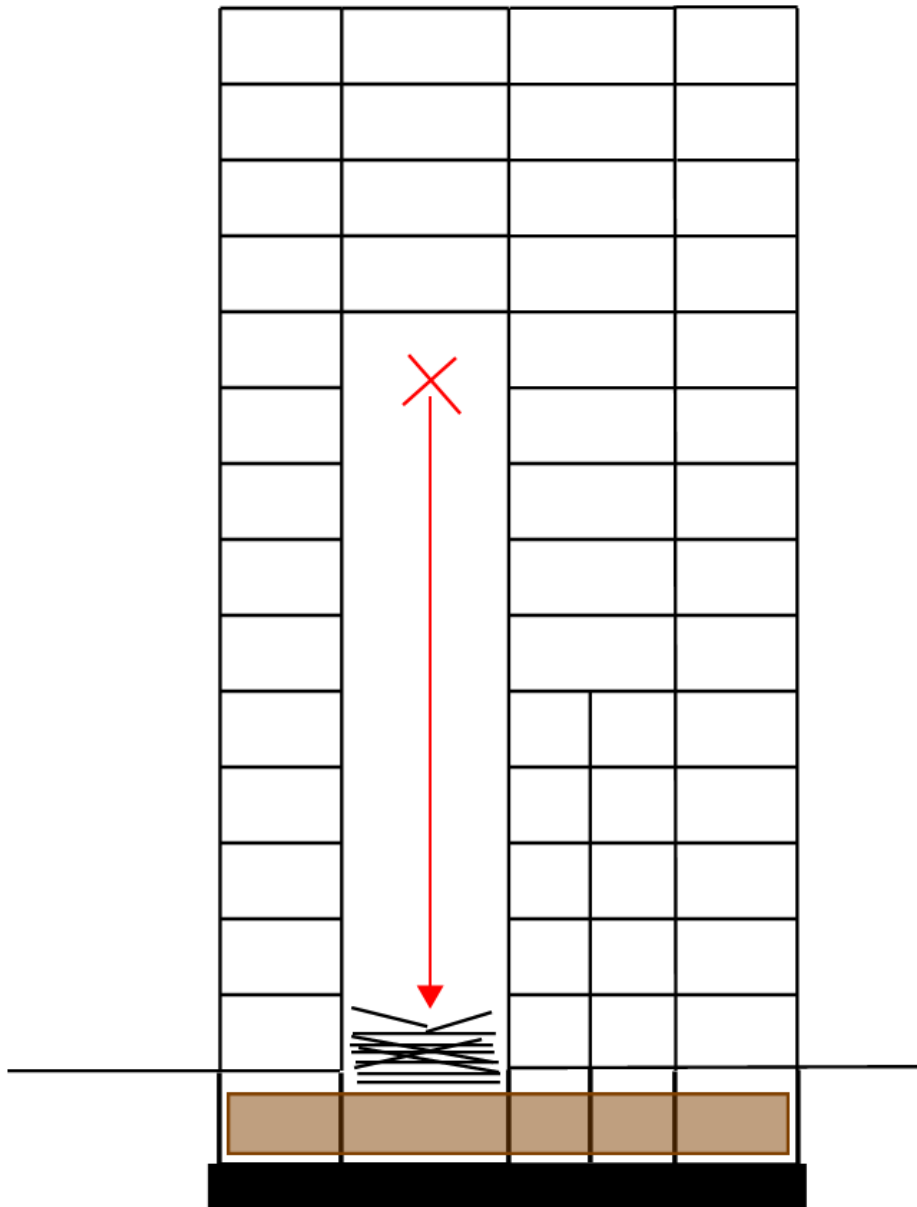
The cross walls separating the 1 and 3 bedroom flats (Floors G to 4) are not able to withstand 17 kPa by arching as they have no load from the floors above. As such it is proposed to install steel columns and beams designed to act as key elements to withstand 17 kPa to create an alternate load paths in the event of loss of this cross wall (see image below).



Floors

It is important to ensure that the building can still stand up following the removal of a *floor*; this is not specifically required in Approved Document A of the Building Regulations, but it would be required to meet the overall performance requirement of the Regulations as discussed below.

The floors in Ledbury not only support themselves and their loads but also provide buckling restraint to the flank walls, cross walls and to the main shear wall. A possible accidental event such as the explosion of a gas canister would cause one or more floor panels to fail. Failure of a single floor could cause ‘pancaking’ whereby the failed panel falls onto the floor below, putting additional weight onto that floor leading to disproportionate collapse as seen at Ronan Point.



Further the loss of floors could also lead to the disproportionate collapse of the structural walls as the loss of horizontal restraint would mean that the walls would buckle. Hence the floors cannot be allowed to fail.

Therefore, it is proposed to strengthen the floors to withstand 17 kPa. Strengthening the floors also usefully means that they would be able to provide lateral restraint to the flank walls in the event of an internal pressure of 17 kPa being applied to the flank walls.

Shear wall

Since there is only one shear wall in the narrow direction for lateral stability, it needs to be designed as a key element (i.e. to resist 17kPa) by “jacketing” (wrapping) it in reinforced concrete.

5.1.2 Resistance against wind loading

Since the anchorage of the shear wall reinforcement into the foundation is unknown (and likely to be deficient since the wind loads the building was designed for are known to have been too low) and the workmanship of the connections in the shear wall at every joint at floor level is unknown (but known to be vulnerable to poor site workmanship; sand was found in one of the wall to wall connections), it is proposed to include enough steel reinforcement for modern wind loading within the new jacketing.

In addition, since it has not been possible to gain sufficient confidence in the capacity of the existing raft foundation or the anchorage of the main shear wall reinforcement into the raft (and again since these are likely to be deficient since the wind loads the building was designed for are known to have been too low), it is proposed to cast a new raft foundation over the existing raft.

5.1.3 Assumptions

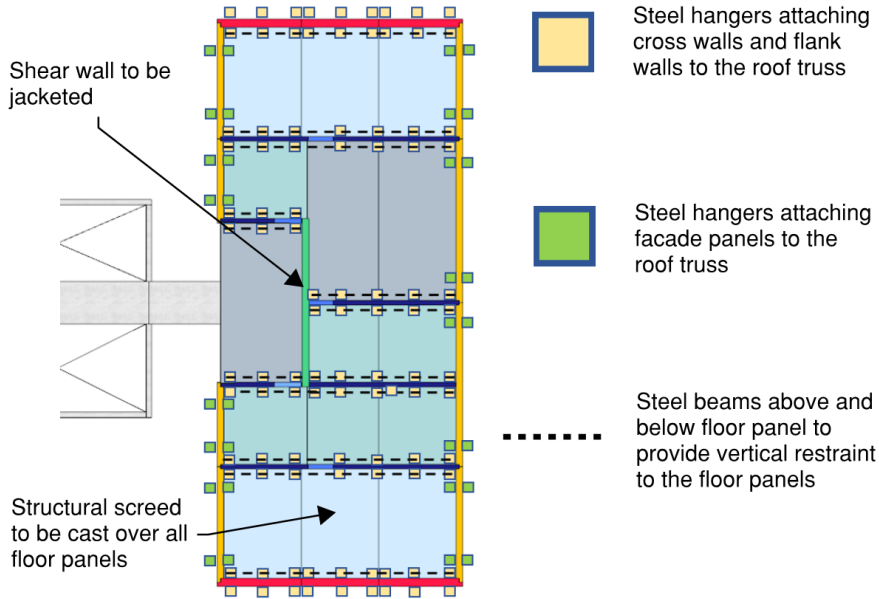
In developing the proposed strengthening concept, the following assumptions have been made:

- That pressure due to a bottled gas explosion is 17 kPa acting on a single panel as recommended in the 2012 BRE/DCLG handbook;
- That the findings at Bromyard House are representative of the other blocks on the estate. This includes layout, panel reinforcement, hollowcores, connections between panels, concrete strength, concrete condition and foundations;
- That the ground conditions at the site are similar to standard soil conditions in this part of London;
- That non-loadbearing partitions (such as the wall between kitchen and living room) will be removed and replaced with lightweight partitions in order to reduce the load on the floors;
- The top floor may need more steel work than typical floors to allow for interfacing between the steel hanger elements on the top floor and the steel truss.
- The ground floor may have lower headroom than typical floors since bracing requirements during construction may dictate floor thickness.
- That the outer leaves of façade panels and the flank wall panels will be removed and replaced with a lightweight façade (as this is required to enable the strengthening scheme).
- That piped gas will not be turned back on.

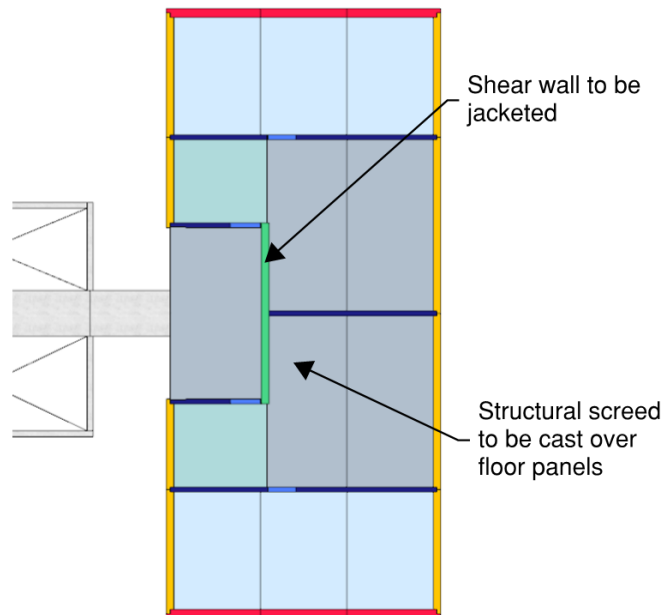
5.2 Description of the proposed strengthening measures

The following images show the various strengthening measures required:

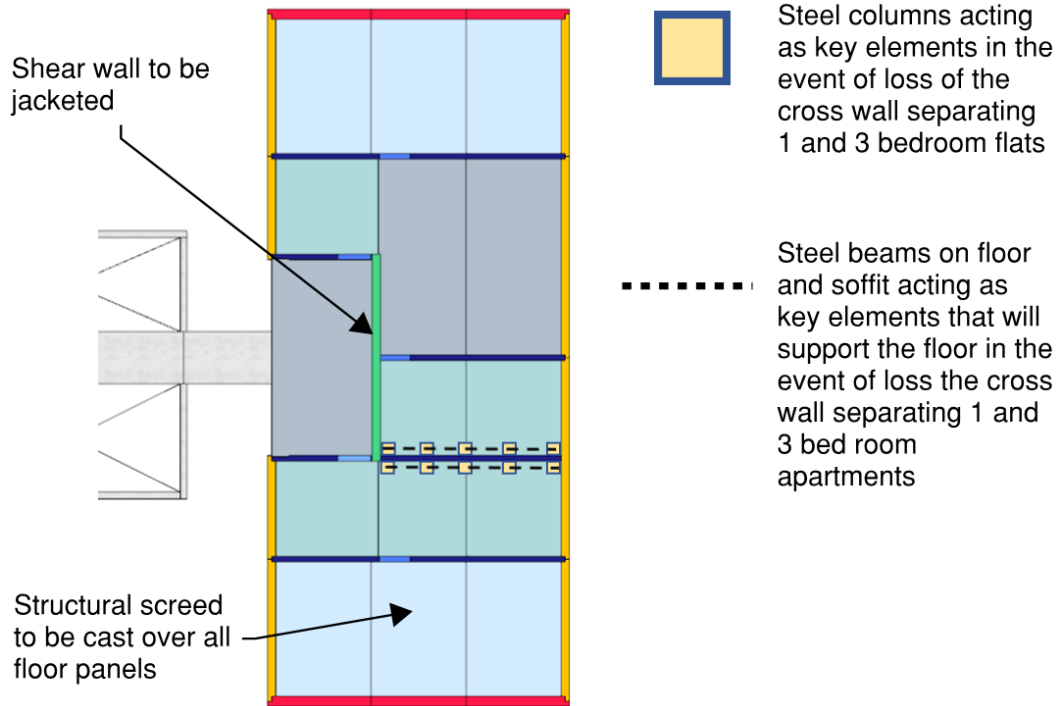
Floors 13 to 8:



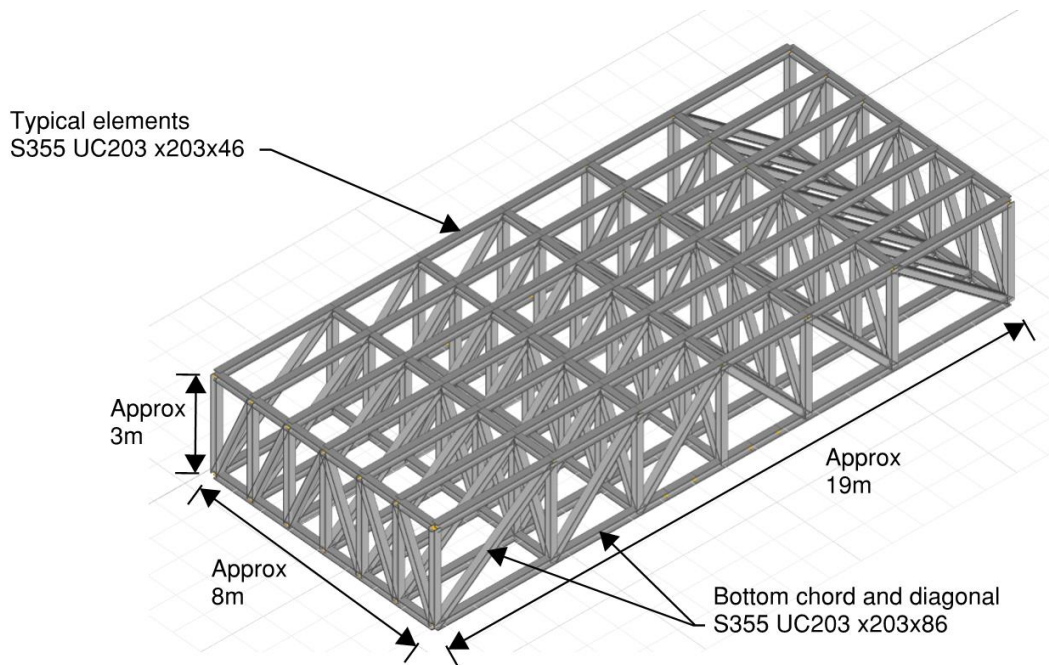
Floors 7 to 5:



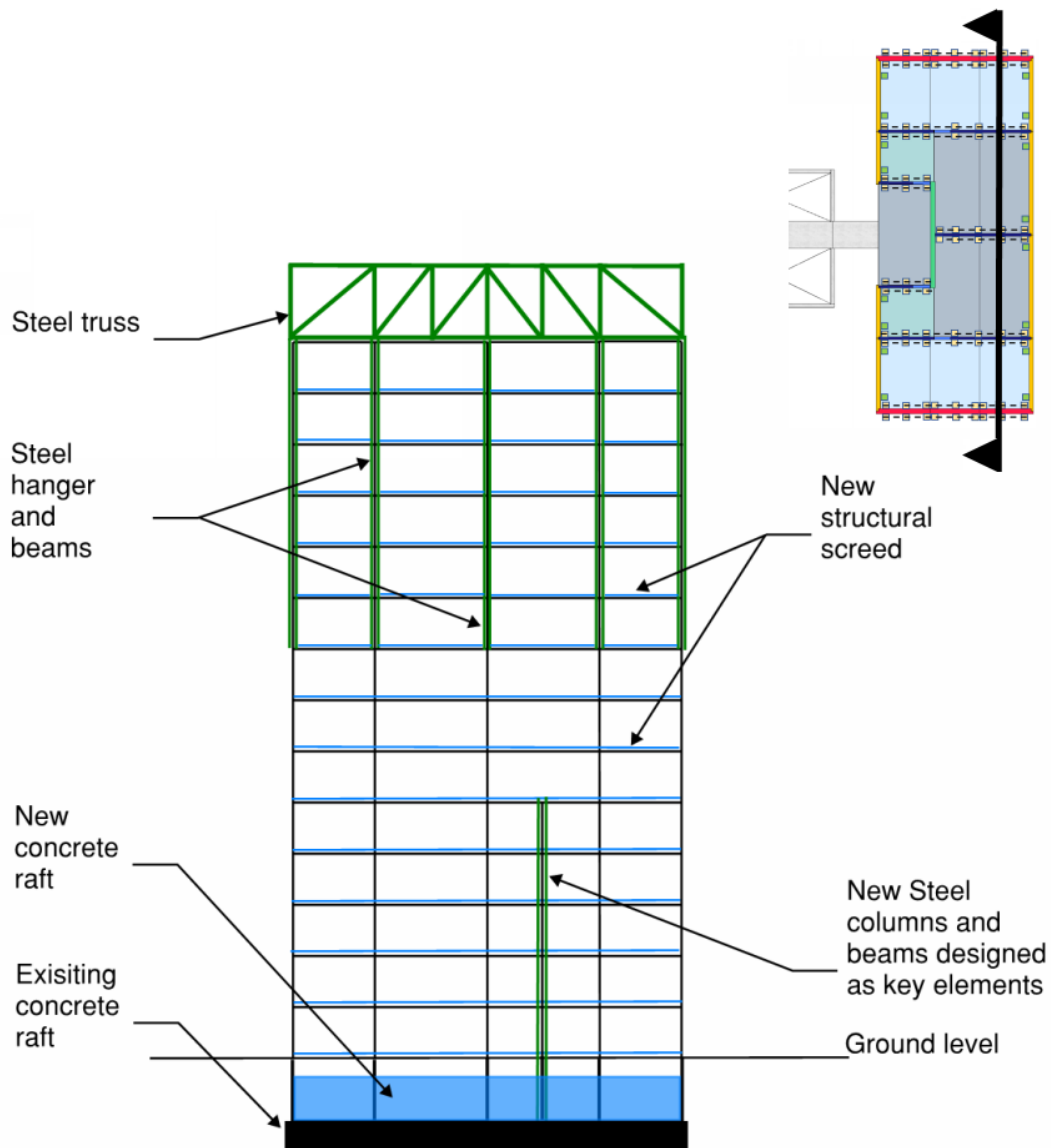
Floors 4 to G:



Isometric view of truss at roof level

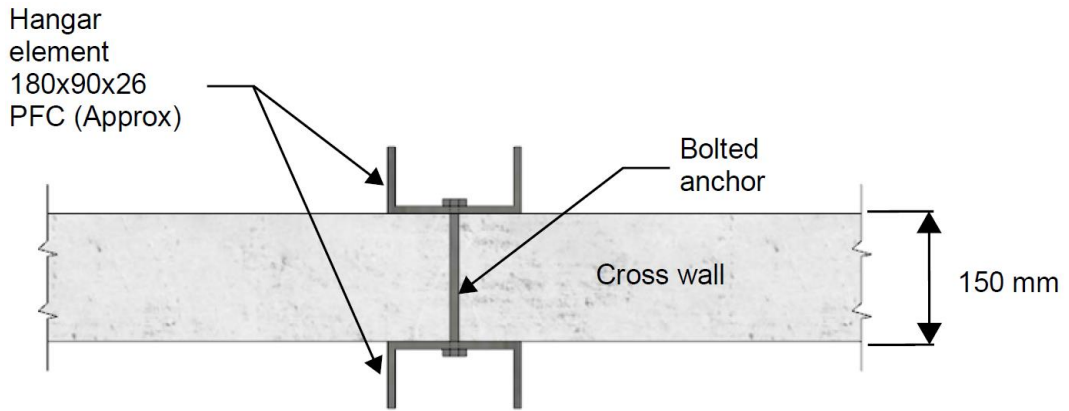


Elevation view of strengthening measures:

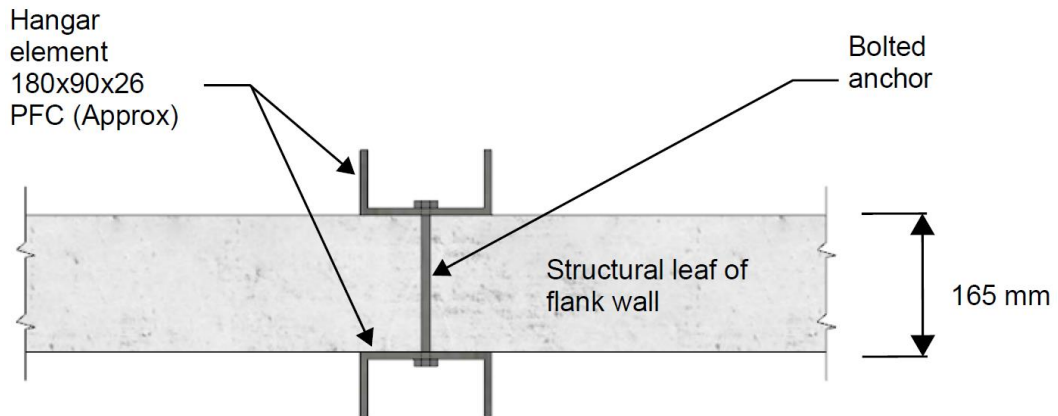


5.2.1 Details of strengthening measures

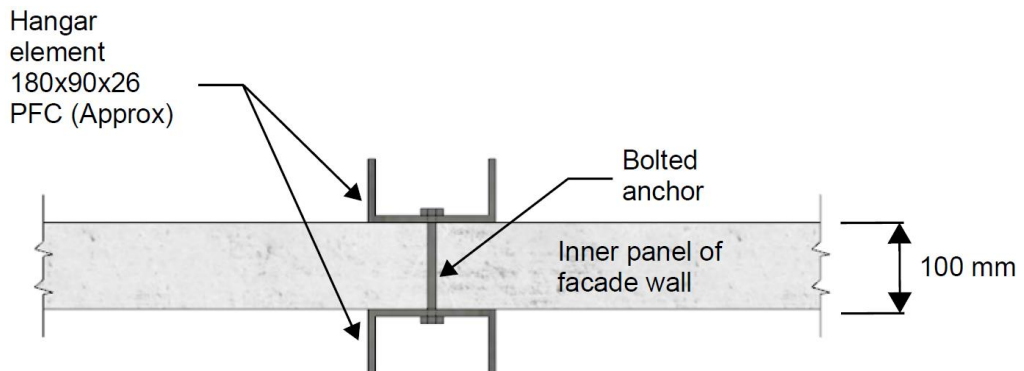
1. Typical Cross walls (floors 8 and above) – Add steel hangers



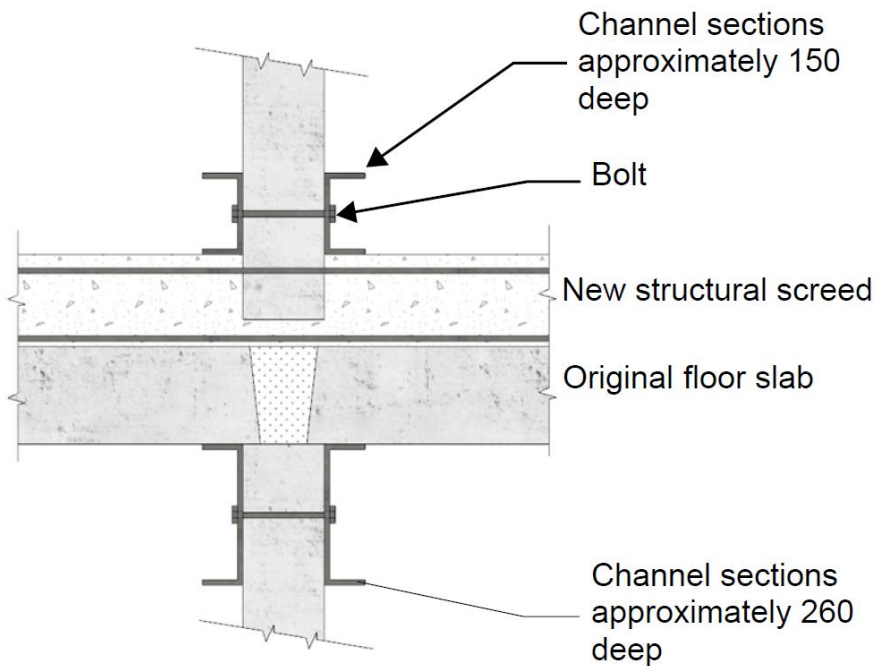
2. Typical Flank walls (floors 8 and above) – Add steel hangers



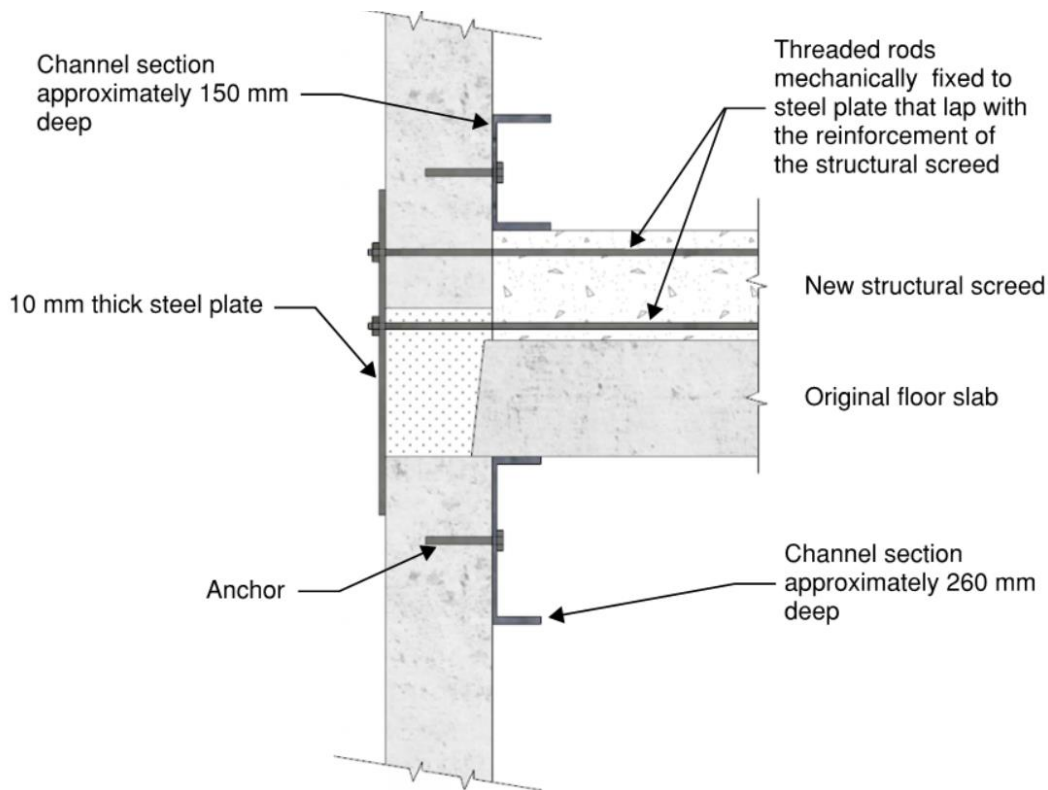
3. Typical façade panels (floors 8 and above) – Add steel hangers



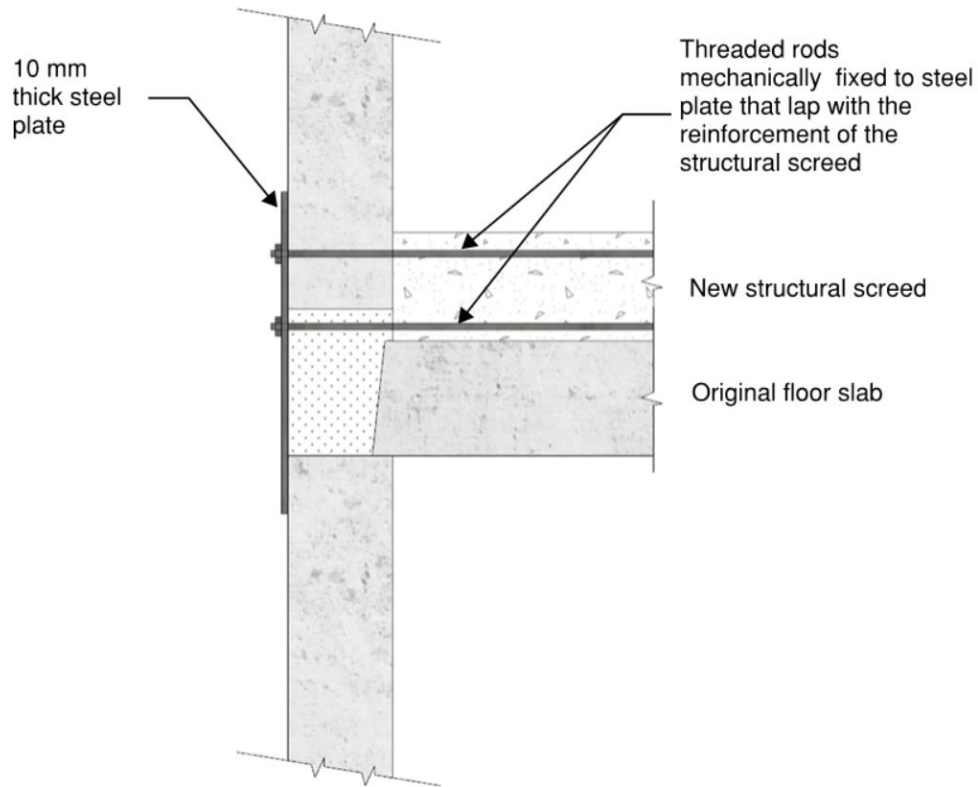
4. Cross wall/floor/cross wall junction (floors 8 and above)



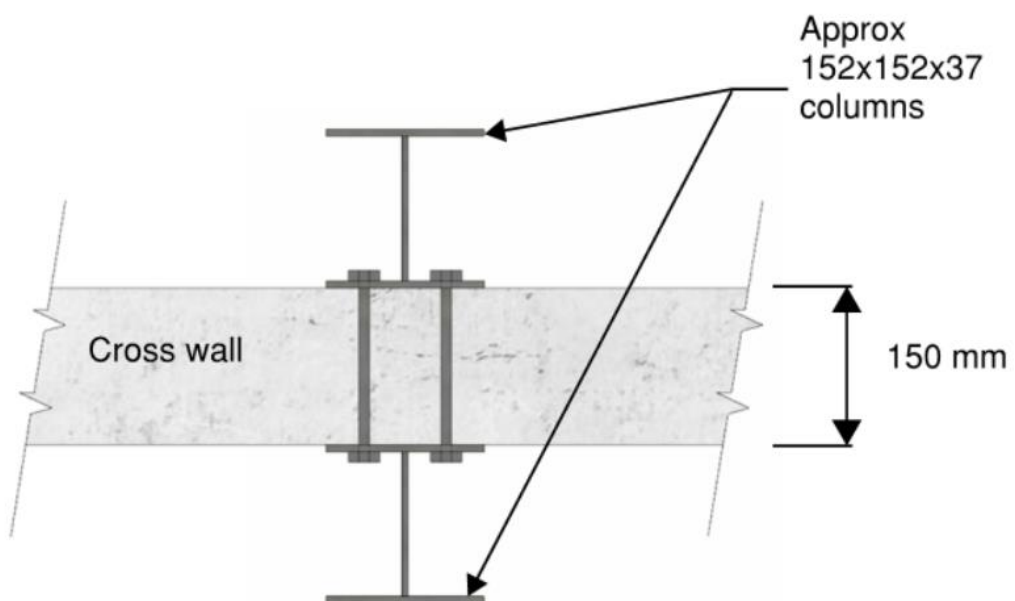
5. Flank wall/floor/flank wall junction (floors 8 and above)



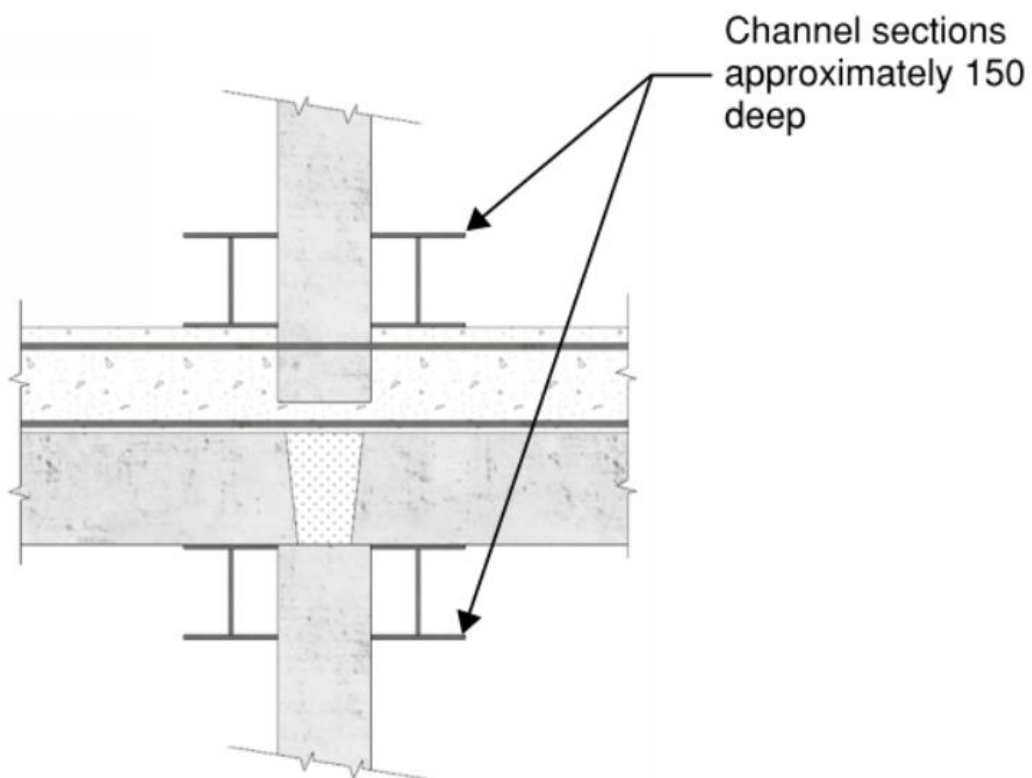
6. Typical flank wall to floor joint walls (Floors G to 7) – Add mechanical connections to connect flank wall back to floor diaphragm.



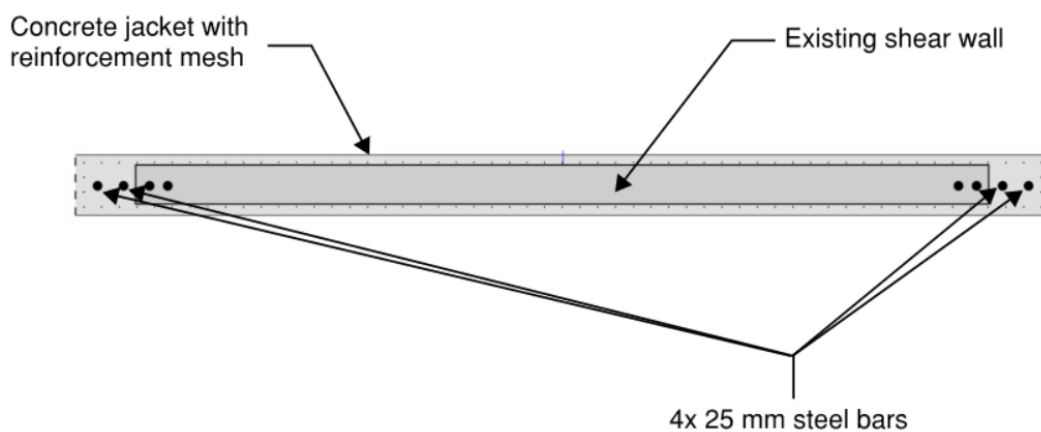
7. Cross walls separating 1 and 3 bedroom flats (Floors G to 4) – Add steel columns.



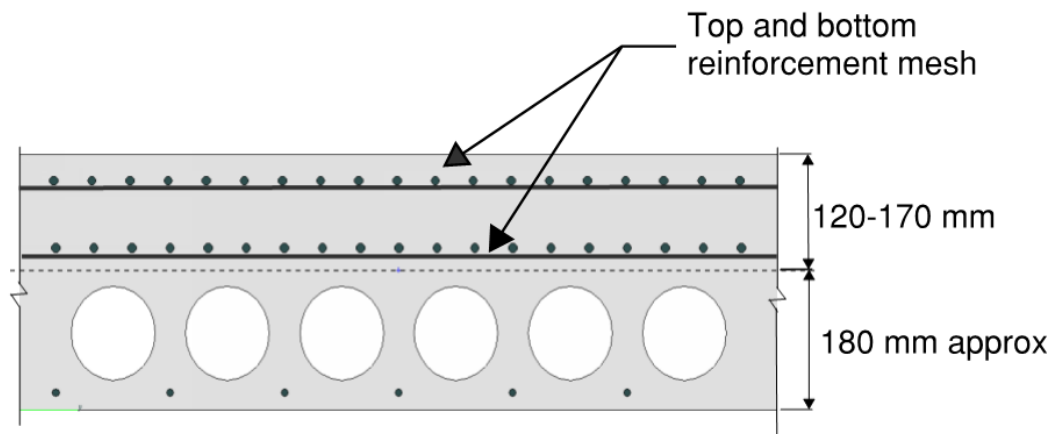
8. Cross wall/floor cross wall junction cross walls separating 1 and 3 bedroom flats (Floors G to 4) – Add steel beams.



9. Shear wall - Add jacketing.



10. All floors – The screed should be removed and a new thicker reinforced screed should be cast.



5.3 Additional information for costing purposes

There are several specific construction challenges to constructing the proposed strengthening for which suitable cost allowance needs to be made:

- The construction of the roof truss requires working at height. Whilst parts of the truss can be assembled at ground level and craned up to the roof, some connections will need to be made at height.
- The roof truss is likely to require welding on site to connect the vertical tension ties to the roof truss.
- Since the tension ties and beams have to be installed inside the building they will need to be made in short enough pieces to be brought into the building via the front door and lift core or through the window, and then spliced together. For example, it is envisaged that hangers and columns would be delivered in 1.2m pieces and spliced at mid-storey height.
- Allowance for a suitable crane to get heavy items up to the roof.

5.3.1 Indicative construction sequence

Because the building currently has little or no resistance to disproportionate collapse and because the floors are very weak, the works need to be carefully sequenced for safety reasons, including temporary propping. The following indicative sequence is envisaged which should be read in conjunction with the sketches below:

1. Remove non-loadbearing façade panels at ground level.
2. Brace all structural walls at ground level with steelwork grillage.
3. Demolish the ground floor slab.
4. Remove fill beneath ground floor.

5. Cast new raft, with raised plinths for shear wall and columns on wall line separating 1 and 3 bedroom flats.
6. Prop floors all the way to the roof.
7. Strengthen roof and install new roof truss

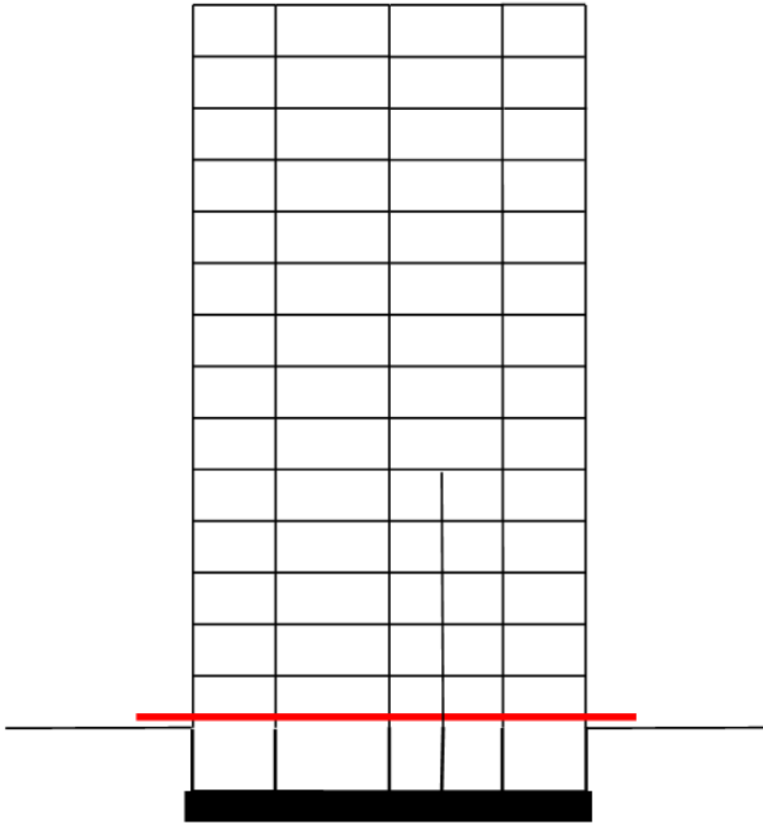
Starting from the top floor:

8. Remove the outer leaves of the flank wall panels.
9. Remove existing floor screed.
10. Cast the new floor slab along with external steel channel fixed to outside face of flank walls.
11. Install steel hanger and beam elements:
 - a. Carefully cut out holes in the slabs in floor above where steel hangers need to go through to floor above.
 - b. Install steel hangers and anchor them to the wall panels.
 - c. Install horizontal steel beams above and below floor slabs.
 - d. Infill holes previously cut for the steels in the floor.

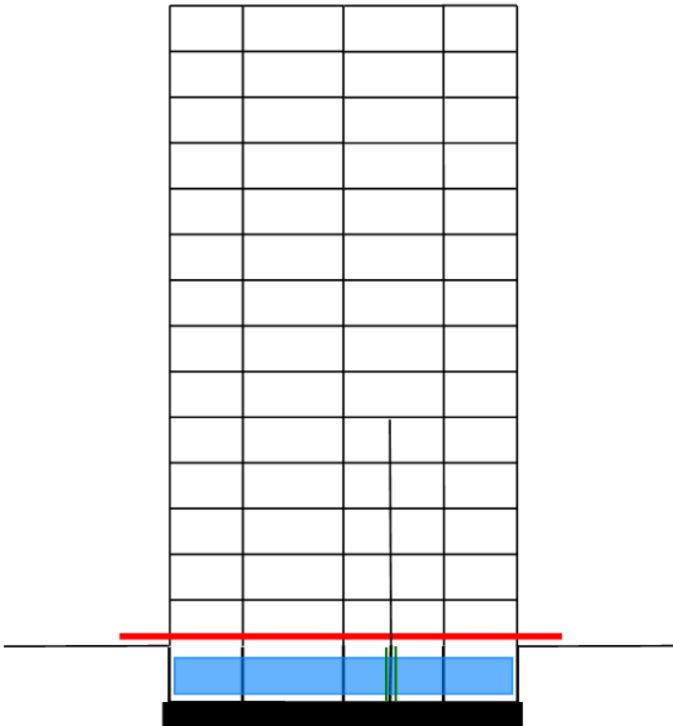
Work downwards to ground floor.

12. Install shear wall jacketing

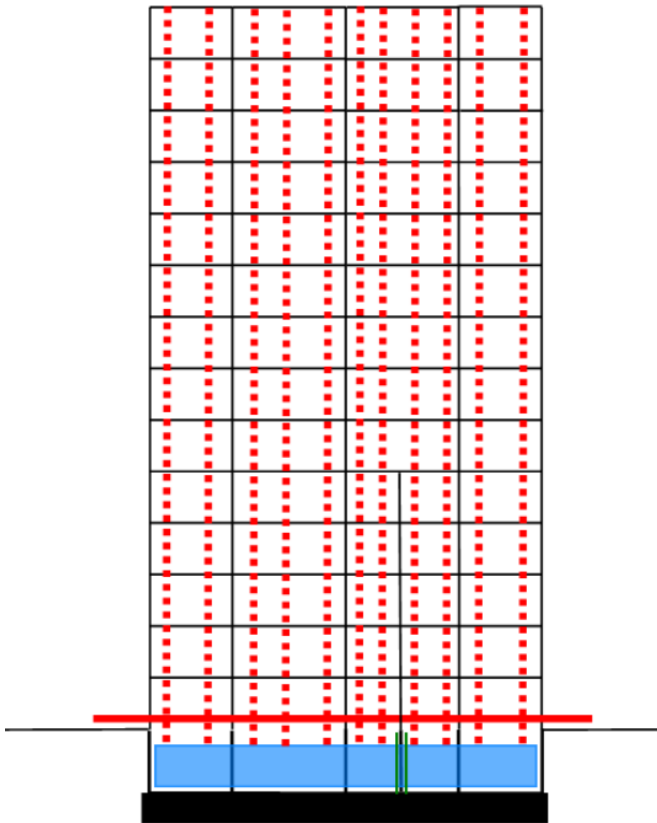
Steps 1,2,3 & 4



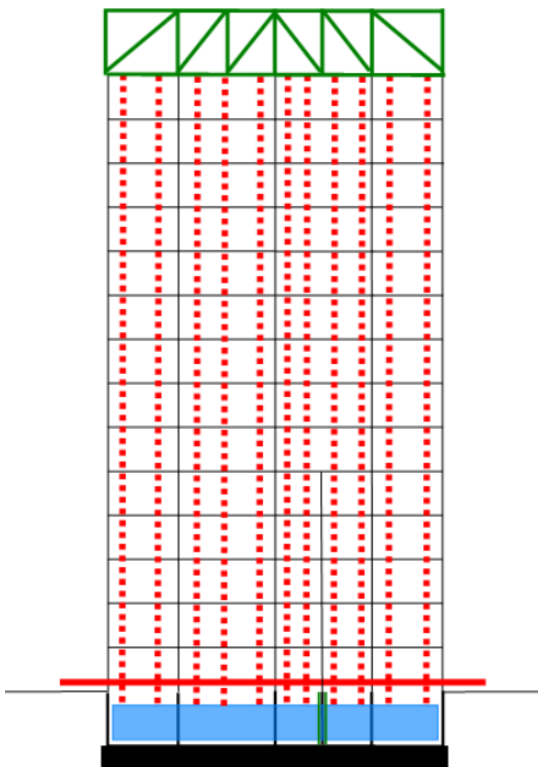
Step 5



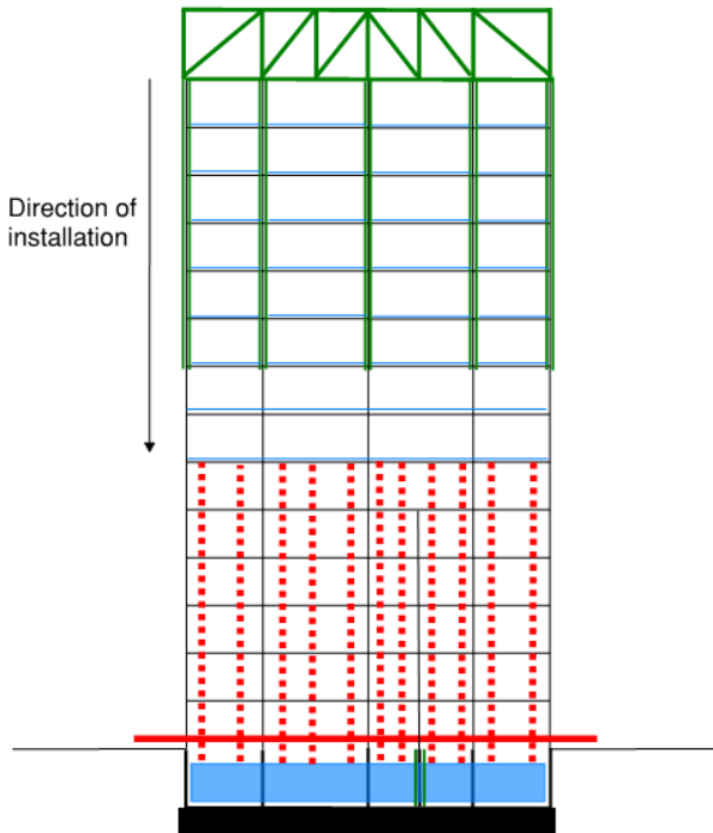
Step 6



Step 7



Steps 8,9,10 & 11



5.3.2 Removal of outer leaf (and polystyrene) from panels

The outer leaf needs to be removed to enable the strengthening works. In addition, it is understood that the Council may wish to remove the polystyrene (used for insulation) sandwiched within the façade and flank wall panels. The steps that would need to be undertaken to do this would be:

1. Carry out a trial investigation of flank wall panel and each type of façade wall panel at ground floor level. This would involve:
 - a. Diagonal propping of the panels to ensure that the outer leaves do not collapse outwards during the investigations.
 - b. Ferro-scanning of the panels to locate the tie connections between the inner and outer leaves.
 - c. Intrusive breakouts to confirm tie positions and character of the ties.
 - d. Once the above steps are complete a trial removal of external leaf and polystyrene can be carried out.
2. Based on the information from step 1, a safe methodology and scaffolding design should be developed for the removal of the outer concrete leaves and polystyrene filling throughout the full height of the building. The

scaffolding design should allow for heavier loads than normal since it will have to support rubble from the removed outer leaves.

5.3.3 Residual safety risks

This section is to assist a contractor in developing a safe method of works.

This should be read in conjunction with 5.3.1 and 5.3 above.

The tower blocks on the Ledbury Estate are vulnerable to disproportionate collapse so great care should be taken during construction to ensure that strengthening measures are installed in a safe and controlled manner.

1. Installing the truss on the roof will involve working from height. Adequate safety measures should be taken to ensure that that the risk from all hazards due to working from height are mitigated.
2. Hanger elements and beam steel elements will need to be brought inside the building in order to install them. It is likely that these elements will need to be brought in, in manageable pieces and then welded together and installed onsite. It is assumed that access into the flats for bringing these pieces in would be through a scaffold lift and then through the living room window.
3. Strengthening of the foundation: in casting the new foundation care should be taken to ensure that any pits dug should be adequately shored to ensure safety of personnel.
4. Strengthening of the foundation: all walls should be adequately braced prior to demolition of ground floor slab

5.3.4 Further work required during the next stage

To develop a full detailed design, the following additional investigations will be required:

- A full geotechnical survey to ascertain the soil conditions at the locations of the buildings on Ledbury estate.
- Sand was found in of the joints of the main shear wall. Further investigations would need to be carried out to be certain that this was only a localised effect at the connections between these panels and that sand was not present all along the panel to panel joint.
- Intrusive investigations into the façade panels as discussed in 5.3.2.
- Developing a safe method of bringing heavy construction materials into the building.
- Some connection tests to ensure ductility of anchors used to attach steel elements to the concrete.

5.3.5 Effect on space planning

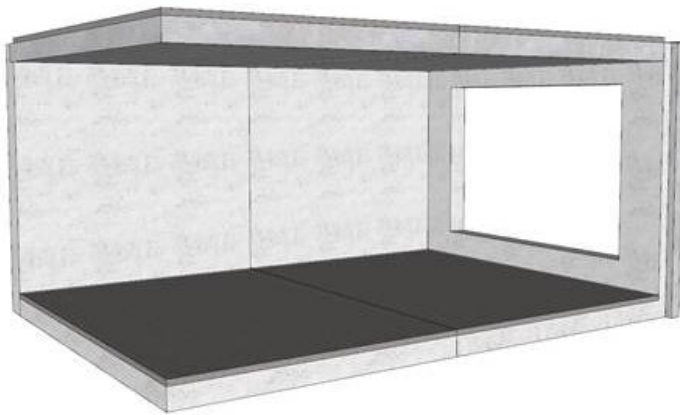
The strengthening works will affect the space planning as follows:

- Reduced headroom of 70-120 mm in all flats due to floor strengthening.
- Size of all rooms above 7th floor reduced in width by about 200mm to accommodate new hangers.
- Reduction in width of the rooms adjacent to the cross wall separating 1 and 3 bed flats at Ground-4th floor by about 150mm.

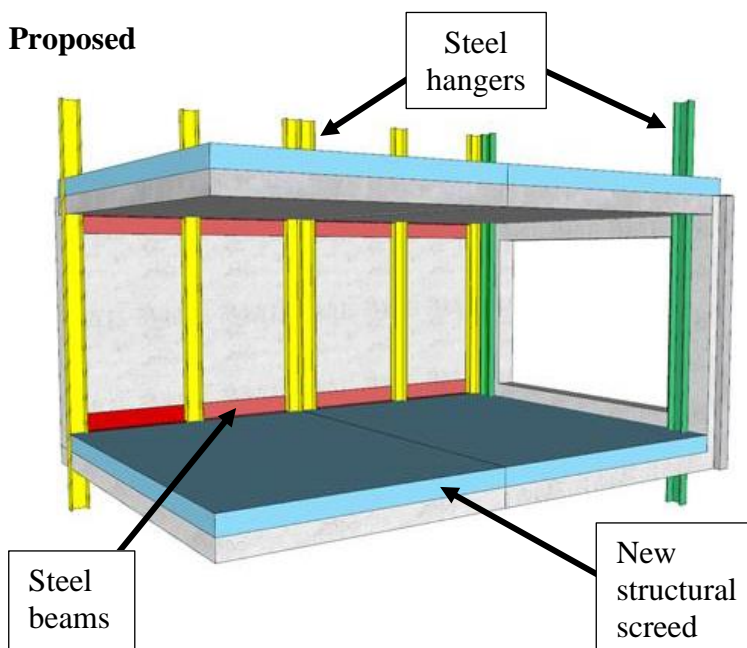
In addition, space allowance should be made for any necessary fire protection, as specified by the Council's Fire Engineers.

The effect of the strengthening works on a flat above the 7th floor is demonstrated in the images below.

Existing



Proposed



6 Proposed works for the stair core

6.1 Reasoning behind new structure

6.1.1 Resistance against disproportionate collapse

The structure of the stair core has been found to fundamentally lack robustness:

The structure could not sustain the notional removal of a wall panel without disproportionate collapse, as there is no alternative gravity load path for the floor panels, stairs or wall panels above. This is clearest with the stairs which are only supported through bearing on the wall panel corbels. If this wall panel was removed the stairs would fall and would likely cause ‘pancaking’, as discussed in Section 5.1.1.

The structure has been found to be insufficient to resist a pressure of 17kPa as required for the key element approach. The wall panels have been found to be largely unreinforced and with little lateral restraint to allow arching. This is clearest with the outer wall panels supporting the stairs which are only restrained laterally by the walls at each side. In addition, the stairs have been found to have insufficient reinforcement to support 17kPa.

It is considered particularly important to provide a robust solution for the structure of the stair core as this forms the only evacuation route for the residential towers. It is therefore proposed that a key element approach is preferred over notional element removal as a method of assessment.

6.1.2 Difficulties of strengthening

It is not considered feasible to strengthen the wall panels to provide adequate resistance to disproportionate collapse due to the lack of reinforcement and lateral restraint. It is therefore proposed that a new gravity system is provided for both the floor panels and stairs that is designed to be robust against disproportionate collapse. It is proposed that the new gravity system is designed to resist all load cases including wind.

It is unlikely that the installation of a new structural system will be viable without removal of the existing stair core structure due to the complexity of construction and the impact on the internal space. It is therefore proposed that a new stair core is constructed that is not limited by the current configuration.

Additional information and further consideration of the following would be required to develop the structural scheme:

- Internal dimensions required to comply with all parts of the Building Regulations.
- Investigation of the existing foundations and assessment to determine whether these can be used to support the new structure.
- Requirements for the cladding that may affect the loading.

- Structural support required for the lifts.

6.2 Proposed new core structure

For the reasons discussed in Section 6.1.2, it is proposed that the existing stair (and lift) core (including the link bridges) is demolished and replaced with a completely new stair (and lift) core. The demolition can be undertaken without affecting the structure of the residential towers as they are completely independent structures.

The new stair core will need to have adequate resistance to both disproportionate collapse and wind. A number of structural solutions could be considered but the choice of structure (most likely steel frame) is not expected to have a significant impact on the total construction cost, as the cost will depend more on non-structural requirements. It is therefore recommended that a typical cost allowance is made based on plan area and external wall area. The development of the final scheme will need to consider all requirements in the Building Regulations which extends beyond the scope of this report.

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