

Cabinet

Tuesday 29 October 2019

4.00 pm

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

Membership

Councillor Peter John OBE (Chair)
Councillor Rebecca Lury

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

Councillor Victoria Mills
Councillor Leo Pollak

Councillor Johnson Situ
Councillor Kieron Williams

Portfolio

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

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Contact

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

Members of the committee are summoned to attend this meeting

Councillor Peter John

Leader of the Council

Date: 21 October 2019



Cabinet

Tuesday 29 October 2019
4.00 pm

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

Order of Business

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MOBILE PHONES

Mobile phones should be turned off or put on silent during the course of the meeting.

PART A - OPEN BUSINESS

1. APOLOGIES

To receive any apologies for absence.

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

In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.

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

To note the items specified which will be considered in a closed meeting.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.

Item No.	Title	Page No.
5.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of a public question is midnight Wednesday 23 October 2019.	
6.	MINUTES	1 - 19
	To approve as a correct record the minutes of the open section of the meeting held on 17 September 2019.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. The deadline for the receipt of a deputation request is midnight Wednesday 23 October 2019.	
8.	DELIVERING A CLIMATE STRATEGY FOR SOUTHWARK	20 - 73
	To note and support the proposals set out in the report for developing a Southwark Climate Strategy 2020-2030 and other actions in response to the council's emergency declaration in March 2019.	
	A report is also included at Appendix 3 from the environment scrutiny commission with recommendations and a request that the relevant cabinet member report back on these to cabinet within eight weeks.	
9.	RESPONSE TO HOUSING & ENVIRONMENT COMMISSION'S COMMUNITY ENERGY SCRUTINY REVIEW REPORT	74 - 81
	To note responses to the housing and environment scrutiny commission recommendations relating to the community energy scrutiny review report.	
10.	RESPONSE TO RECOMMENDATIONS FROM COMMUNITY SAFETY SCRUTINY COMMISSION REPORT, MODERN DAY SLAVERY AND TRAFFICKING SCRUTINY REVIEW	82 - 87
	To note the response to the community safety scrutiny commission recommendations relating to the modern day slavery and trafficking scrutiny review report.	
11.	CYCLE HIRE EXPANSION AND SUBMISSION OF TRANSPORT FOR LONDON (TFL) GRANT APPLICATION (LIP PROGRAMME)	88 - 103
	To agree the content of the council's proposed LIP submission to Transport for London (TfL) that identifies transport projects to be delivered using this funding in 2020-21 and is submitted to TfL before 1 November 2019.	

Item No.	Title	Page No.
12.	THE SOUTHWARK PUBLIC HEALTH APPROACH TO SERIOUS YOUTH VIOLENCE PREVENTION	104 - 111
	To note the overview of serious youth violence in Southwark and accept the recommendations of the joint strategic needs assessment (JSNA).	
13.	GATEWAY 1 PROCUREMENT STRATEGY APPROVAL - ARCHITECTURAL DESIGN SERVICES FRAMEWORK	112 - 135
	To approve the procurement strategy for establishing an Architectural Design Services Framework, which is to be delivered by London Housing Consortium (LHC) in partnership with Southwark Council for a contract period of 4 years.	
14.	HEALTHIER HIGH STREETS FRAMEWORK AND INDICATORS	136 - 156
	To agree the Healthier High Street Framework as Southwark's approach to making our high streets healthier places and embed the healthier high street (HSS) principles in the relevant programmes and agree the borough-wide indicators as the high-level indicators that will be used to monitor the progress of selected high streets.	
15.	PUPIL PLACE PLANNING	157 - 205
	To note the updated forecasts of primary and secondary school places from 2019-2020, the existing supply of primary and secondary places across the council area, and actions to continually monitor to ensure supply matches demand.	
16.	ANNUAL HOME CARE REPORT 2018-2019	206 - 220
	To note the mobilisation of contracts to providers who are compliant with the Southwark Ethical Care Charter (SECC) and that providers and the council continue to work closely together to support improvement.	
17.	GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL: ADDITIONAL CARE AT HOME PROVISION FOR ADULTS	221 - 237
	To agree the procurement strategy outlined in the report.	
18.	APPOINTMENTS TO OUTSIDE BODIES 2019-20 - POTTERS FIELDS PARK MANAGEMENT TRUST	238 - 239
	To agree to the appointment of the council's strategic director of environment and leisure to the Potters Field Park Management Trust for 2019-20.	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING	

OTHER ITEMS

The following item is also scheduled for consideration at this meeting.

19. GATEWAY 3 - VARIATION DECISION: EXTENSION OF CONTRACT: ADULT INTEGRATED DRUG AND ALCOHOL TREATMENT SYSTEM

EXCLUSION OF PRESS AND PUBLIC

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

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

PART B - CLOSED BUSINESS

20. MINUTES

To approve as a correct record the closed minutes of the meeting held on 17 September 2019.

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

Date: 21 October 2019



Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 17 September 2019 at 4.00 pm at Ground Floor Meeting Room GO2C, 160 Tooley Street, London SE1 2QH

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

1. APOLOGIES

There were none.

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

The chair gave notice of the following late items:

Item 7: Deputation requests

Item 10: Policy and Resources Strategy 2020-21 to 2022-23 update

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

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

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

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Evelyn Akoto and Councillor Kieron Williams declared a disclosable pecuniary

interest in respect of Item 13 (New Council Homes Rooftop Development Principles and Programme Update) as they are council leaseholders.

Councillors Akoto and Williams confirmed their intention to withdraw from the meeting and leave the meeting room while item 13 was being discussed.

5. MINUTES

RESOLVED:

That the minutes of the open section of the meeting held on 16 July 2019 be approved as a correct record and signed by the chair.

6. PUBLIC QUESTION TIME (15 MINUTES)

1. Public Question from Jerry Flynn

The council agreed with the Local Government Ombudsman in 2016 that there be an annual audit into compliance with conditions for provision of social housing through S106 agreements.

As the Ombudsman decision was delivered three years ago, can the leader say when the results of these audits will be published?

Response by Councillor Johnson Situ, Cabinet Member for Growth, Development and Planning

Southwark Council is committed to responding to the housing crisis and we are working to deliver as much genuinely affordable housing as possible.

An audit was carried out in 2016 where the council wrote to all the Registered Providers (RPs) requesting details of units held. There are 11,999 units managed by RPs in Southwark and there have been 4,320 affordable units secured by S106 legal agreements since 2001. The audit can be found at:

<https://www.southwark.gov.uk/assets/attach/10526/Southwark-S106-AH-Audit.xlsx>.

The audit contains planning permissions since 2001 and shows the Registered Provider/Registered Social Landlord for each social rent and intermediate unit identified. In some cases the Registered Provider/Registered Social Landlord is yet to be confirmed. It must be noted that this is not a complete list and should be used as guidance only.

We are the leading borough on the work of recording accurately where our affordable units are located both social and intermediate. We recognise this is an area that needs to be worked on and so we are the first borough to create a dedicated digital tool to accurately monitor delivery of affordable housing. More information on the affordable housing monitoring project can be found at:

<https://www.southwark.gov.uk/innovate/collabrative-project/affordable-housing-monitoring>.

2. **Public Question from Charlie Murphy (South Dock Marina Berthholders Association)**

How will the process and proposed resetting of future SDM (South Dock Marina) fees and charges be made more transparent, aligned with both the Localism Act 2011 and Local Government Act 2003 and reconfigured to avoid 'Abuse of a Dominant position'?"

Response by Councillor Richard Livingstone, Cabinet Member for Environment, Transport and the Climate Emergency

Concerns have been raised about berth holder fees in 2019-20 and as a result this was the subject of discussion at scrutiny committee. The committee recommended that:

- the council should strengthen its communication with the berth holders by establishing a standing forum to work through all matters relating to the management of the marina, including the equalities assessment of fee increases and
- a clear and transparent formula for fee increases should be drawn up.

The council has committed to working with berth holders this year to address future fee setting. As such a meeting with berth holders took place in early September and fee setting was discussed. Berth holders are currently considering how they would like to be engaged in the process and a further meeting will be set up specifically to discuss future fee setting.

It is our intention that at the next meeting the timetable and decision making process for fee setting will be clearly communicated with berth holders and they will have an opportunity to discuss this with officers before proposals for next year's fees are submitted. We will continue to work with berth holders to develop a process and framework that can be applied in future years.

Both the Localism Act and the Local Government Act 2003 enable the authority to charge for discretionary services provided that it does so on a cost recovery basis. The total income from the Marina consists of various income streams – some of the income comes from services but a large part from licenses. Taking one financial year with another, the income from charges made from a service should not exceed the cost of the provision of the service, but we are able to take into account the totality of the income streams and the total costs of the service provision in calculating this. Furthermore we are able to look at the costs and income over a combined number of years in order to make this calculation.

Regarding the 'abuse of a dominant position', this is a reference to competition law. Where any price increases are objectively justifiable and are generally equivalent to or even cheaper other comparative providers this will not be an issue. Regular benchmarking exercises will enable the authority to have clear evidence that supports this position.

Supplemental question

Charlie Murphy asked a supplemental question about the status of berthholders in the fee

setting process, including having a transparent view of the accounts in order to see how the fees are set.

Councillor Livingstone confirmed that the ongoing process will include working with stakeholders including berthholders to ensure the process is clear. He also committed to meeting with the berthholders whenever would be helpful.

7. DEPUTATION REQUESTS

The report had not been circulated five clear days in advance of the meeting. The chair agreed to accept this item as urgent as the request had been received in line with the constitutional deadline for the receipt of deputation requests.

RESOLVED:

1. That deputations be heard from the South Dock Marina Berthholders Association and from Southwark Supertram.
2. That the late deputation from Chiltern Tenants and Residents Association (TRA) not be heard. The relevant cabinet member undertook to meet with Chiltern TRA separately.

South Dock Marina Berthholders Association

The spokesperson for the deputation addressed the meeting to strongly recommend Southwark Council look into a redevelopment scheme that contains no residential element.

Cabinet members confirmed that while the council is unlikely to have the capital resources to redevelop the area without a residential element, the consultation to be agreed today will ensure that all stakeholders can offer suggestions for how to improve the process.

Southwark Supertram

The spokesperson for the deputation addressed the meeting to recommend the proposed Southwark Supertram scheme to the cabinet. They emphasised the potential benefits for cutting transport and cutting air pollution, as well as cutting journey times in the local area.

8. POLICY AND RESOURCES STRATEGY: REVENUE MONITORING REPORT, INCLUDING TREASURY MANAGEMENT 2019-20 (MONTH 4)

RESOLVED:

1. That the General Fund forecast outturn position for 2019-20 (Table 1 of the report) be noted.
2. That the key adverse variations and budget pressures underlying the forecast outturn position be noted:
 - The Dedicated Schools Grant (DSG) forecast outturn position of a £6m deficit and the significant pressures on the High Needs Block (paragraphs 25-28 of the report)

- The forecast budget pressures on temporary accommodation (paragraphs 34-36 of the report)
 - The forecast utilisation of £4m contingency to support the General Fund budget (paragraph 51 of the report).
3. That the Housing Revenue Account (HRA) forecast outturn position for 2019-20 (Table 2, paragraphs 52-61 of the report) be noted.
 4. That the forecast movements of General Fund earmarked reserves (paragraphs 62-68 of the report) be noted.
 5. That the update on the London Business Rate pool net financial benefits (paragraphs 69 to 70 of the report) be noted.
 6. That the treasury management activity to date in 2019-20 (paragraphs 71-79 of the report) be noted.
 7. That the interdepartmental General Fund budget movements that are less than £250k as shown in Appendix A of the report be noted.

9. POLICY AND RESOURCES STRATEGY: CAPITAL MONITORING REPORT, INCLUDING CAPITAL PROGRAMME UPDATE 2019-20 (MONTH 4)

RESOLVED:

1. That the outturn and resources for 2019-20 and future years for both the general fund and housing investment programmes as detailed in Appendices A, B and D of the report be noted.
2. That the virements and variations to the general fund and housing investment capital programme as detailed in Appendix C of the report be approved.
3. That the inclusion in the programme of the capital bids set out in Appendix E of the report be approved.
4. That the significant funding requirement of £397.5m which needs to be identified for the general fund programme to be fully delivered over the remaining term of the programme, as detailed in Appendix A of the report, be noted.
5. That the significant funding requirement of £122.8m which needs to be identified for the housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix B of the report, be noted.

10. POLICY AND RESOURCES STRATEGY 2020-21 TO 2022-23 UPDATE

The report had not been circulated five clear days in advance of the meeting. The chair agreed to accept the report as urgent in order to update the 2020-21 to 2022-23 budget planning process and the detailed work on budget proposals following the Spending Review announcement on 4 September 2019. This work continues over the coming months in order to meet the timetable to prepare a budget proposal for submission to

council assembly in February 2020.

RESOLVED:

That the following be noted:

1. The outcome of the Government's 2020-21 Spending Review announced on 4 September 2019, set out in paragraphs 16 to 19 of the report.
2. The Ministry for Housing Communities and Local Government (MHCLG) has confirmed that the Fair Funding Review, 75% business rate retention and business rates reset will be delayed until 2021-22.
3. The updated 2020-21 budget forecast, based on the latest information and the following revised assumptions, indicates a budget funding gap of £7.5m:
 - an inflation increase of 1.84% in the Settlement Funding Assessment
 - additional grant funding announced in the Spending Round for social care, high needs and tackling rough sleeping and homelessness will be passported to those services
 - an index linked increase in Public Health Grant and Better Care Fund allocations
 - that other major grant funding sources, i.e. Improved Better Care Fund, Social Care Grants and New Homes Bonus will continue at 2019-20 levels (as previously assumed)
 - the business rate baseline reset, that will significantly impact those authorities that have experienced the greatest growth since inception of the existing BRR system in 2013-14, will be deferred until 2021-22.
4. The funding gap will reduce by £2.3m should the council decide to increase council tax by 2% for adult social care.
5. The funding gap will reduce by a further £2.3m should the council decide to increase council tax by 2% in line with the proposed referendum principle level.
6. As agreed in July 2019, the strategic director of finance and governance with the support of other strategic directors and their teams will prepare a one year budget for 2020-21 based on cash-limiting departmental budgets at 2019-20, setting out the risks of this approach and how these risks will be managed.
7. The strategic director of finance and governance will seek to prepare with other officers indicative savings options and commitments for 2021-22 and 2022-23 as part of the risk mitigation required to support this approach.
8. Cabinet will receive further reports as further funding information becomes available and as budget plans for 2020-21 are developed.

11. LBS HOUSING RENTS INCOME COLLECTION POLICY

RESOLVED:

Decision by the Cabinet

1. That the rent income collection policy as set out within Appendix 1 of the report be agreed and be implemented from autumn 2019.

Decision by the Leader of the Council

2. That future updates or revisions of the rent income collection policy be delegated to the cabinet member for finance, performance and Brexit, subject to any fundamental changes being brought back to cabinet.

12. CONSULTATION ON THE FUTURE OF SOUTH DOCK MARINA AND BOATYARD AND GREENLAND DOCK

RESOLVED:

Decision by the Cabinet

1. That the key considerations and principles for any future proposals as set out in the report in paragraph 13 and paragraphs 17 to 43 be approved.
2. That the consultation and engagement plan for proposals relating to South Dock Marina, Greenland Dock and the boatyard as set out in paragraphs 44 to 55 of the report be approved.

Decision by the Leader of the Council

3. That authority be delegated to the strategic director of environment & leisure, in consultation with the cabinet member for environment, transport and the climate emergency, to approve the content of the consultation and any other associated details.

13. NEW COUNCIL HOMES ROOFTOP DEVELOPMENT PRINCIPLES AND PROGRAMME UPDATE

Councillor Evelyn Akoto and Councillor Kieron Williams, having declared disclosable pecuniary interests in this item, left the meeting room while this item was being discussed and a decision made.

RESOLVED:

Decision by the Cabinet

1. That the report be noted.

Decision by the Leader of the Council

2. That the agreement of the new housing design review principles, including roof top developments be delegated to the cabinet member for social regeneration, great estates and new council homes.
3. That the offer to be made to residents to mitigate the impact of roof top developments be delegated to the strategic director for housing and modernisation in consultation with the strategic director of finance and governance, the cabinet member for social regeneration, great estates and new council homes and cabinet member for housing and modernisation.

14. REVIEW OF THE COUNCIL'S APPROACH TO COMMUNITY ENGAGEMENT

RESOLVED:

That:

1. The approach to community engagement that sets out the vision and principles that were agreed at the cabinet meeting 30 April 2019 and describes how we will deliver these (attached as appendix 1 of the report) be adopted.
2. The new approach which will inform the way in which the council works with residents throughout the borough on any matters which involve engagement and consultation be agreed.
3. The following objectives for community engagement be agreed:
 - a. Create and nurture relationships with people and community organisations and build better connectivity between the council, and voluntary and community organisations and people in Southwark and each other
 - b. Understand people's experiences of services they use and the neighbourhoods they live in, work in, run a business in, visit and move through and better employ this local intelligence and local expertise to improve people's wellbeing, the quality of our places and the quality of our services
 - c. Enable good governance and fair and informed decision making, through building confident, skilled, active and influential communities and a culture of getting involved.
4. A report be brought back to cabinet next year to ensure we adhere to these principles.
5. That ways of embedding this in the council's decision-making process to measure these equalities and the sign-off process for them be developed.

15. EXTENSION OF THE INTERSERVE FACILITIES MANAGEMENT CONTRACT

RESOLVED:

1. That the variation to extend the term of the consolidated facilities management (FM) contract with Interserve (Facilities Management) Limited (Interserve FM) for a period

of up to 14 months, from 1 February 2020 to 31 March 2021, at an estimated total cost of £11.2m, be approved.

2. That it be noted that from the start date 1 February 2013 to 31 March 2021 the estimated total contract value will be £63m.
3. That it be noted that a break clause will be sought as part of the variation to allow for an earlier end to the contract as further detailed in paragraph 10 of the report.

16. INSOURCED REPAIRS SERVICE - YEAR ONE REVIEW

RESOLVED:

1. That it be agreed that all non-chargeable repairs and associated works (responsive repairs inside council tenants' homes) remain in-house, delivered by the council.
2. That it be requested that a three year improvement plan for this housing repairs service be developed, in consultation with staff, members and residents, and presented to cabinet for approval in March 2020
3. That the need to negotiate with the relevant trade unions of affected staff on pay and reward terms and conditions in Southwark Traded Services be recognised, and that it be agreed to delegate authority for negotiation and implementation to the strategic director of environment and leisure with the aim of reaching agreement.
4. That the cabinet member for housing management and modernisation discuss an action plan on how to deal with mould and damp with officers.

17. HOUSING DELIVERY TEST ACTION PLAN FOR SUBMISSION

RESOLVED:

That the Housing Delivery Test Action Plan attached at Appendix A of the report be agreed for publication.

18. OLD KENT ROAD SOCIAL REGENERATION CHARTER

RESOLVED:

1. That the Old Kent Road Social Regeneration Charter [OKRSRC] attached as Appendix 1 to the report be agreed for consultation.
2. That it be noted that cabinet will agree the final OKRSRC following consultation.

19. 593 OLD KENT ROAD - ACQUISITION OF SITE TO DELIVER NEW COUNCIL HOUSING

RESOLVED:

1. That it be authorised pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985, that the council acquires the freehold interest in the property shown edged red on the plan at Appendix A of the report.
2. That the principal purchase terms set out in full in paragraph 4 of the closed version of the report and substantially in paragraph 19 of the report be authorised.
3. That authority to agree the detailed terms of the acquisition be delegated to the director of regeneration.

20. NUNHEAD ACQUISITION OF LAND FOR HOUSING DEVELOPMENT

RESOLVED:

That:

1. Authority to continue to negotiate the terms of the acquisition of the freehold interest in the property shown edged red on the plan at Appendix A be delegated to the director of regeneration and the strategic director of housing and modernisation in consultation with the strategic director of finance and governance.
2. The council, subject to terms being agreed between the parties, be authorised to acquire the freehold interest in the property pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985.
3. It be authorised that any acquisition will be made from the Housing Investment Programme with the primary focus being the delivery of high quality council housing.

21. MOTIONS REFERRED FROM COUNCIL ASSEMBLY

RESOLVED:

Delivering the transport infrastructure for Southwark's future

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

1. Council assembly notes:
 - a. The Southwark Labour manifesto and council plan commitment to creating a fairer future for Southwark, where every resident has the chance to thrive, and make the most of the opportunities being created in the borough.
 - b. That we want a borough where growth works for all, with high quality employment, healthcare, schools, park and libraries for residents.
 - c. That in order for our residents to be able to access these opportunities being

created in Southwark, there needs to be an accessible, sustainable transport network, right across the whole borough.

- d. That the Southwark Labour manifesto committed to delivering the transport infrastructure needed for Southwark's future by pledging to:
 - i) Campaign to re-open Camberwell train station
 - ii) Make cycling accessible for all, increase cycle hangers where people want them, boost access to cycle hire and double the proportion of journeys in Southwark done by bike
 - iii) Campaign for three new tube stations on the Old Kent Road, including one at the Bricklayers Arms
 - iv) Work with the Mayor of London to build a new pedestrian and cycling bridge from Canada Water to Canary Wharf
 - v) Develop a green walking network
 - vi) Adapt lamp posts to charge electric cars so that every home is within walking distance of a charging point
 - vii) Campaign to reinstate the frequency of the RV1 bus service.

- e. The progress made against these commitments, including:
 - i) Making cycling safer and easier by delivering 7.8 kilometres of cycle ways, and providing bikeability training to 3,484 children and 1,359 adults
 - ii) Creating the 'Back the Bakerloo' campaign, in partnership with Lewisham Council, to which nearly 17,500 local residents and businesses have pledged their support
 - iii) Improving accessibility at Peckham Rye station, as, thanks to the council's lobbying, the government has committed funds to installing a lift in the station
 - iv) Adapting 81 lamp posts into electric charging points, with many more in the pipeline, enabling residents to move away from greenhouse gas emitting petrol or diesel cars
 - v) Working with Network Rail to redevelop London Bridge station, making it a station fit for the future and accessible to all.

2. Council assembly further notes:

- a. That at the March 2019 council assembly, council assembly declared a climate emergency.
- b. That for the council to play its part in addressing the recently announced climate emergency, it will need to continue to promote the shift from driving to walking, cycling and public transport.
- c. That in April cabinet agreed the Movement Plan, committing the council to transport policies that promote walking and cycling, improve air quality and safety, and reduce carbon.
- d. That wherever possible, the council has worked closely with Transport for London (TfL) to enable them to deliver schemes that benefit the borough.
- e. That thanks to Conservative austerity, TfL's budget has been dramatically reduced by £700m a year.
- f. That despite the council's close partnership working with TfL, they have made a number of disappointing decisions, such as the withdrawal of the RV1 bus service, the decision not to include a third station at Bricklayers Arms in their proposals for the Bakerloo line extension, and the recent decision to halt work on the Rotherhithe to Canary Wharf pedestrian bridge, despite widespread

- community and cross-party support for each of these.
- g. That TfL's decisions make it harder for the council to promote walking, cycling and public transport, improve air quality, and tackle the climate emergency.
 - h. That although TfL's decisions are understandably based on their reduced budget, council assembly remains disappointed that they have not done more to work with the council to deliver the transport infrastructure needed for Southwark's future.
3. Council assembly resolves to call on cabinet to:
- a. Campaign for better transport links in Southwark's transport 'not spots', where residents are not within a short walk of a train, overground or tube station (see map).
 - b. Campaign for better accessibility to Southwark's transport, including:
 - i) Calling on the government to continue the work that will be done at Denmark Hill and Peckham Rye stations and ensure lifts and step free access in all stations in the borough
 - ii) Support the improvement of the Canada Water station interchange
 - iii) Calling on TfL to ensure accessible, step free access along bus routes and reinstate the RV1 bus
 - iv) Call on TfL to ensure adequate support available at underground and overground stations for those who need it by keeping ticket offices open.
 - c. Continue to work to ensure that transport in the borough is sustainable, including promoting active travel, in particular, walking and cycling, and continue to work with TfL to deliver the extension of the Santander Cycle scheme in Southwark.
 - d. Continue to lobby TfL to rethink their decision to pause work on the Rotherhithe to Canary Wharf Bridge.
 - e. Review planning policy in the light of the climate emergency to ensure the planning process promotes sustainable, environmentally friendly transport options for the borough.

Promoting equality and valuing diversity

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

1. Council assembly:
 - a. Asserts its pride in Southwark as one of the most diverse and vibrant parts of London, the UK and indeed Europe.
 - b. Recognises the contributions that all communities, classes and cultures have made to Southwark in the past and will continue to make in future.
 - c. Welcomes the promotion and integration of equality and diversity in all that the council undertakes; and in its work undertaken with partners.
 - d. Welcomes its community leadership role and commits to working towards being a borough where all feel safe, included, valued and respected, as well as helping to promote good community relations in the borough so that all feel a common sense of belonging to one Southwark – a borough that welcomes and celebrates its great diversity.
2. Council assembly acknowledges that:
 - a. The level of hate crime in Southwark is still too high, with 788 incidents in 2018.

- b. The levels of hate crime and hate incidents in Southwark and across London have risen in recent years. Race-hate crime across London has increased from 8,000 incidents a year in 2012 to almost 18,000 this year. Sexual orientation hate crime across London has almost doubled in five years, from 1,092 incidents in 2014 to 2,048 incidents this year
 - c. People from minority groups feel less safe as verbal and physical attacks driven by misogyny, homophobia and racism have become more frequent.
 - d. A complacent assumption that hateful attitudes and discrimination will inevitably decline over time has been disproved and needs to be rejected.
3. Council assembly notes:
- a. That in November 2017, council assembly voted unanimously to adopt the International Holocaust Remembrance Alliance (IHRA) definition of antisemitism.
 - b. That both the Liberal Democrats and the Labour party have accepted the All-Party Parliamentary Group working definition of Islamophobia, defined as being 'rooted in racism and [is] a type of racism that targets expressions of Muslimness or perceived Muslimness.'
 - c. The recent acceptance of Conservative party leadership candidates to support an independent inquiry into Islamophobia within the Conservative party, and hopes that the independent inquiry will take place promptly rather than being postponed to an unspecified date.
4. Council assembly also notes the work that the council already does to promote diversity and tackle hate crime, including:
- a. Promoting and taking part in National Hate Crime Awareness Week.
 - b. Providing Hate Crime Awareness materials and resources to community, voluntary, and faith groups across the borough.
 - c. Engaging more than 1,400 young people across over 30 primary and secondary schools with in-school workshops on diversity, tolerance, equalities and tackling prejudice.
 - d. Funding interactive Hate Crime awareness raising workshops in five primary schools in the borough for over 400 primary school children, and securing funding for the "Free to Be" programme which will help 1,900 young people across four schools to tackle homophobic and transphobic bullying and hatred.
 - e. Supporting celebrations of diversity, including Black History Month, the annual interfaith walk, council staff equality forums and networks, as well as community and voluntary organisations in Southwark that promote diversity.
5. Council assembly asserts that:
- a. Discrimination, harassment and abuse in all its forms and manifestations is not only wrong in itself but also corrodes the core pillars of society and undermines attempts to build a secure, prosperous, and decent society that we all want to live in.
 - b. There has been a lack of leadership across Parliament in developing effective strategies to confront discrimination and the causes of these prejudices.
 - c. There has been a generational failure to clearly acknowledge and celebrate the rewards we have reaped from people who have moved to the UK to build their lives here and contribute to our societies and communities as well as those rewards we will reap from people who will choose to move to the UK in the future.
 - d. Southwark should be a leader and serve as a beacon to others in demonstrating how to create the tolerant, open and mutually supportive society

we want to see.

6. Council assembly:
 - a. Adopts the All-Party Parliamentary Group working definition of Islamophobia.
 - b. Affirms its previous adoption of the IHRA definition on antisemitism.
 - c. Commits to standing up against hate and to challenging Islamophobia, antisemitism and all other forms of racism and discrimination, in our own organisations and parties as well as outside them.
 - d. Calls on the civic awards sub committee to create a specific award for those who have made an outstanding contribution to making Southwark a more integrated, plural and tolerant place for us all, as part of the borough's Civic Awards.

7. Council assembly calls on cabinet to:
 - a. Actively ensure that activities and events in Southwark acknowledge and reflect the diversity of life and society in our borough.
 - b. Continue to work with schools to:
 - i. celebrate diversity
 - ii. ensure that young people are educated about hate crime, including how to tackle the spread of hate speech online
 - iii. make all Southwark schools inclusive places for all children and young people.
 - c. Call on the government to make misogyny-driven attacks a hate crime and to commit additional resources to tackling the spread of hate crime.
 - d. Establish diversity champions, drawn on a cross-party or non-party basis, to act as additional focal points for enabling greater integration and strengthening community bonds of belonging, solidarity, tolerance and mutual support.
 - e. Launch an updated equality and diversity standard for Southwark Council.
 - f. Specifically and additionally include those who have made an outstanding contribution to making Southwark a more integrated, plural and tolerant place for us all in the borough's Civic Awards.
 - g. Work with Transport for London on how to make public transport a safe place for all users.
 - h. Promote and protect spaces in the Borough where people from minority groups feel safe, particularly LGBT+ spaces that have declined by 60% in Southwark over the last decade.
 - i. Commit to making Southwark a borough that stands out for its integration, tolerance and mutual cross-community support, which can serve as a model for others to follow.

Supporting the Rotherhithe to Canary Wharf Bridge

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

1. Council assembly notes:
 - a. The 2016 transport motion, in which council assembly called on Transport for London (TfL) to bring forward plans for a bridge linking Rotherhithe to Canary Wharf.
 - b. That since then the Rotherhithe Bridge proposal has received widespread support, with over 90% of local residents backing the plans.
 - c. That local councillors have led the push for the bridge, and that the council has

recognised the importance of delivering the bridge in the most recent Council Plan.

- d. The Southwark Labour manifesto pledge to work with the Mayor of London to build a new pedestrian and cycling bridge from Canada Water to Canary Wharf.
 - e. The Mayor of London's 2016 commitment to "work to break down some of the city's physical barriers, such as by backing the Rotherhithe-Canary Wharf cycle and pedestrian bridge".
 - f. That the Mayor of London had previously expressed his support for the bridge, including by filming a video with local councillors supporting its construction.
 - g. That current river crossings in the area are seriously overcrowded, with serious traffic issues in the approach to the Rotherhithe Tunnel, and Canada Water station having to be closed during rush hour as a result of safety concerns.
 - h. That the current ferry service across the river is both expensive and has a very low capacity.
 - i. That if the cost of ferry tickets were to be subsidised by TfL, or even made free, its limited capacity would not solve the overcrowding issues which the bridge would address.
 - j. That there is no segregated cycle lane across Tower Bridge, making it harder for cyclists to safely cross the river.
 - k. The council's plans to clean up the air and help people make healthy choices of walking and cycling are much more challenging if the bridge is cancelled.
 - l. That the whole of east and southeast London stand to gain from this bridge being built.
2. Council assembly further recognises:
- a. That the significant growth planned in the Canada Water area, including an increase in new homes and job opportunities, will require a significant investment in transport infrastructure.
 - b. That the current plans for the area anticipate the bridge being built.
 - c. That TfL's budget has been cut as a result of Conservative austerity, and that the decision to pause work on the bridge has been made as a result of financial pressures, rather than because TfL consider the bridge to be unnecessary.
 - d. That TfL are continuing to press ahead with the Silvertown Tunnel scheme, despite the significant cost of this scheme, and the concerns that have been raised about its negative impact on the local area and environment.
 - e. That the council has previously publicly stated its support for the bridge, including financial support through the Community Infrastructure Levy.
3. Council assembly believes:
- a. That the recent TfL decision to 'pause' progress on plans to deliver the Rotherhithe to Canary Wharf Bridge is the wrong one and condemns the decision.
4. Council assembly therefore calls on cabinet to:
- a. Continue to lobby TfL to reconsider their decision not to progress with plans for the bridge.
 - b. To ask TfL to share details of the increase in cost with the council and commit to jointly review the cost for the bridge.
 - c. Seek an urgent meeting with Heidi Alexander, Deputy Mayor of London for Transport to relay the strength of feeling within the local community and urge

TfL to reconsider, as well as seek assurances on other major transport infrastructure commitments in the borough, including committing to extending Santander Cycles to Canada Water.

- d. Call on TfL to address in a full and proper manner the concerns and recommendations raised by the council in relation to the proposals for the new Silvertown Tunnel, which will impact negatively on the quality of life of a vast number of people who live and work in the borough.
- e. Work with TfL to deliver on plans to extend the Bike Hire scheme across Bermondsey to Surrey Docks, along the CS4 route to where the bridge is planned to be built, by no later than April 2022.

A permanent memorial to remember the terrorist attacks in London Bridge and Borough Market

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

1. Council assembly notes that:
 - a. 3 June 2019 marks the second anniversary of the horrific terrorist attacks which took place on London Bridge and in Borough Market.
 - b. Eight people lost their lives and a further forty-eight people were injured in the attacks.
 - c. In addition to those directly involved, many in the local communities in Borough, Bankside and London Bridge are still affected by the traumatic events.
2. Council assembly praises:
 - a. The swiftness of those who responded to the attack, who in their speed and bravery saved the lives of many.
 - b. The spirit of solidarity and social cohesion that flourished following the attacks, showing to the world that Southwark stood together against hate.
 - c. The continued support that has been offered to victims, witnesses and those affected.
 - d. Southwark Council staff, both for their work in responding at the time and for the work they have done since the attack, including making appropriate arrangements to commemorate the first and second anniversaries of the attack, and sharing learning from the response to the attack with other local authorities around the country.
 - e. The Humanitarian Assistance Steering Group, which is led by the council and includes representatives from the Metropolitan Police Service, the NHS, charitable bodies, Borough Market, Team London Bridge, Bankside Residents Forum and others, for their ongoing work, including starting to consult the victims and their families on a permanent memorial in March this year, and ensuring support continues to be available for the victims, their families, and all who were affected.
3. Council assembly calls on cabinet to:
 - a. Continue to support the Humanitarian Assistance Steering Group to establish a permanent memorial to commemorate those who were killed and injured. This memorial should provide a fitting tribute to those who lost their lives and offer a place of remembrance, as well as acknowledging those who were injured, and the wider community impact.
 - b. Ensure that the voices of victims, their families, local representatives and the

wider community are heard, respected and taken into account throughout the process of creating a permanent memorial, including on the design, location and nature of the memorial.

Adult social care

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

1. Council assembly notes:
 - a. That social care is in crisis, which puts at risk tens of thousands of older and disabled people who could end up being denied even the most basic personal support such as help with washing or dressing. Yet despite this, the Conservative government has no strategy or plan to deal with this.
 - b. Southwark Council continues to do the very best for our residents by delivering our commitments for a fairer future for all. The council is doing this despite the malign neglect of central government.
 - c. Southwark is having to continually find new ways to ensure that we support people with profound and increasingly complex needs as well as work to transform lives for the better.
 - d. That the coalition government and now the Conservative government have no sustainable plan and are failing to deliver adequate funds to local authorities which risks putting Southwark's current high standard of social care under threat.

2. Council assembly further notes:
 - a. That across the country local council spending on social care has dropped in real terms and is now £700 million below what it was in 2010/11. That this is despite an ageing population and a 2 per cent rise in new requests for adult social care since 2015/16, which reached 1.84 million requests in 2018.
 - b. That a recent study from the King's Fund warns that fewer people are receiving care, with almost 13,000 fewer granted help over the same period
 - c. That the study found it is not just older people who are requesting help, with a rise in the number of adults of working age seeking support as levels of disability rise. Since 2015/16, there has been a rise from 1.31 million to 1.32 million older people requesting help, while among working-age people requests have gone up from just over 500,000 to nearly 524,000.
 - d. That more than 7,000 working-age people are receiving long-term support compared with 2015/16, but there more than 20,000 fewer older people receiving it.
 - e. That failure to address a systematic undervaluing of autistic people, dementia sufferers and disabled people in general make the sort of abuse uncovered by Panorama at Whorlton Hall more likely to occur again in the future.

3. Council assembly recognises:
 - a. That in Southwark, members of our community can access high quality information, advice and coordinated community services that prevent, reduce and delay their needs for social care support.
 - b. That adults with eligible support needs and their carers have access to services which maximise independence and choice, and enable them to live healthy, safe and fulfilling lives in their community.
 - c. That the council's vision and priorities for the period April 2018 to March 2020 flows from the council's vision first developed in 2015. This vision and priorities

are driven by the belief that the council should be “*Empowering and enabling people to live fulfilled and independent lives with dignity and respect*”.

- d. That Southwark council has put these values into practice, and taken a number of important steps to improve adult social care services, including by:
 - i) Implementing the Southwark Ethical Care Charter, which has significantly increased satisfaction rates in the service, meaning the satisfaction rates are now well above the national average
 - ii) Establishing a Reablement Service that works with the NHS to successfully support 82% of adult care service users in their own homes following hospital discharge
 - iii) Protecting funding for adult mental health services.
 - iv) Agreeing plans to open two new nursing homes, one in Burgess Park and one in Camberwell
 - v) Making it easier for people to access mental health services, disability services and older people services through our hub and satellite
 - vi) Working with the NHS, the voluntary sector to create a sustainable, high quality integrated care system locally
 - vii) Developing a Residential Care Charter that will recognise the importance of demonstrating the value of workers in the care system.
4. Council assembly resolves to call on cabinet to:
 - a. Condemn this Conservative government for shamefully abandoning older people and young adults with care needs.
 - b. Call on the government to publish a 10 year social care plan, in line with the 10 year NHS plan, publish a Green Paper on adult social care, and reverse cuts to adult social care funding and expand provision by restoring local government funding.

Monthly leave your car at home days

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

1. Council assembly welcomes:
 - a. The Mayor of London's and the council's commitment to take part in international car free day on Sunday 22 September 2019.
 - b. Southwark's role in the Mayor's centrepiece of this year's event with the closure to traffic of Tower Bridge and most of Tooley Street on that day, along with non-bus traffic across London Bridge, as part of a car free zone that also includes much of the City of London.
2. Council assembly recognises:
 - a. That in addition to the impact on air quality in cities like London, cars are a major contributor to carbon emissions and long term climate change.
 - b. The role that the Fizz Free Feb campaign has had in highlighting the public health risk posed by sugar and to encourage people to make personal pledges to change their behaviour.
3. Council assembly believes that a similar public health approach to car use is important in changing behaviour.
4. Council assembly reaffirms its commitment to take action to tackle the climate emergency and welcomes international car free day as a positive step towards this.

5. Council assembly therefore calls on cabinet to:
 - a. Develop proposals to introduce a Leave Your Car At Home day every month on all Southwark roads, where the council will encourage road users to leave their car at home, and use alternative ways to travel.
 - b. Work with community groups, schools, businesses and our residents to build support across the borough which change habits and get more people out of their cars.
 - c. Work with councils across London and the Mayor of London to follow Southwark's lead to build support for a monthly Leave Your Car At Home days across London.
 - d. Encourage more people to make use of the council's play streets scheme so that more streets are enjoyed by local children and communities.

The meeting ended at 6.05 pm

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 25 SEPTEMBER 2019.

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

Item No. 8.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Delivering a Climate Strategy for Southwark	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	

FOREWORD – COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ENVIRONMENT, TRANSPORT AND THE CLIMATE EMERGENCY

On 27 March 2019, Southwark Council declared the Climate Emergency and committed to do all it can to make the borough carbon neutral by 2030 – twenty years earlier than its previous target.

Some of this will need government and others to change their approach, but this is no excuse for the council not to do all it can to reduce its own carbon and that produced by others in Southwark.

Achieving this will be a massive challenge for the council, and will mean that we fundamentally need to change both the council's and our communities' approaches to many aspects of our lives and activities. But as the work of the Intergovernmental Panel on Climate Change shows, **not** taking such action will have an even greater impact on our lives in the future. It is critical that we act with urgency, and that we bring our communities along with us on that journey so that they too can take action and work with the council to find the best solutions.

This report sets out how the council will rise to meet that challenge. The strategy will be developed through a dozen workstreams to shape how the council will approach housing, planning, energy, transport, biodiversity, waste and many other issues. Crucially, it will also ensure that the council does all it can to engage, consult and empower our local communities in the process.

The challenge we face through the Climate Emergency is massive, but the commitment of the council to pursue this strategy will enable us to meet it.

RECOMMENDATIONS

1. That cabinet notes and supports the proposals set out in the report for developing a Southwark Climate Strategy 2020-2030 and other actions in response to the Council's emergency declaration in March 2019.
2. That the cabinet considers the recommendations in the environment scrutiny commission report (Appendix 3) and request that the relevant cabinet member reports back within eight weeks.

BACKGROUND INFORMATION

3. This report seeks to provide cabinet with a detailed report on the nature and scope of the challenge set by the Climate Emergency Motion passed by Council Assembly in March 2019. The report sets out the plan for the emerging Southwark Climate Strategy 2020-2030 and suggests approaches for engagement, consultation and organisation to support the Council and communities to achieve carbon neutrality by 2030.

A global emergency

4. The global challenge that climate change represents is unprecedented.
5. The warming climate due to human activity and emissions has led to rapid loss of biodiversity and damage to delicate ecosystems that threatens and impacts all life on Earth. This crisis is not something that any of us are insulated from, and the impact of climate change is already being felt across the globe. Meeting this challenge will require fundamental changes to how our societies, systems, and communities are organised, and this will impact on how we all live and work.
6. There is a strong scientific consensus on the need for action. The Intergovernmental Panel on Climate Change (IPCC) special report on Global Warming, published in October 2018, describes the enormous harm that a 2^oC rise is likely to cause compared to a 1.5^oC rise. Limiting Global Warming to 1.5^oC may still be possible with ambitious action from national and sub-national authorities, civil society, the private sector, indigenous peoples and local communities.
7. The Intergovernmental Panel for Biodiversity and Ecosystem Services (IPBES) stated that around 25% of the world's species are now at threat of extinction due to habitat loss and the effects of climate change. The Committee on Climate Change recently reported that there will have to be a quadrupling of low carbon electricity, major scale carbon capture and storage, and a radical change of land use to reach 'carbon net zero' by 2050.
8. There are a range of opinions on the pace required to meet this emergency.
9. The UK Committee on Climate Change, along with the IPCC, both reference dates of 2050 to achieve carbon neutrality which the UK Government announced it would adopt on the 12 June 2019. Extinction Rebellion state that we should aim for carbon net zero by 2025.

Southwark Climate emergency declaration

10. The council declared a climate emergency in March 2019 and vowed to "*do all it can to make the borough carbon neutral by 2030.*"
11. The council knows that this will require urgent action at all levels of government, and that we need to go further, faster and set an example to others and show leadership. The actions the council can take will not only deliver a more environmentally sustainable borough, but also wider social, economic and health benefits.
12. The council committed itself to developing an overarching strategy to deliver

these changes at a much more rapid pace than the rest of London, and to do this with the endorsement and involvement of stakeholders, businesses, experts, residents and all aspects of the community within Southwark, making sure that all voices and views are heard.

The Southwark Climate Summit

13. On 1 July 2019, Southwark hosted its first Climate Emergency Summit in response to the declaration by council assembly of a climate emergency on 27 March 2019.
14. The summit was attended by around 100 representatives from stakeholders, community groups, voluntary sector and environmental groups such as Extinction Rebellion, Friends of the Earth and Greenpeace. Representatives from the GLA and central government agencies were also in attendance.
15. Following presentations, attendees broke into workshops to share their experiences, discuss the key challenges facing the borough and focus on what the next steps towards becoming a carbon neutral borough should be.
16. The Summit agreed that another meeting should be held soon, that an overall strategy and action plan should be developed that covered all activity in the borough and that the pace of change needed to be rapid, and that these changes would be fundamental and would need resourcing.
17. A key message was that action wouldn't be possible without the involvement and engagement of every resident, home and business within the borough and that rapid change would only come from working together. It was agreed that there needed to be extensive engagement and consultation with residents and stakeholders and that officers would develop this as part of the strategy.
18. Officers were asked to develop governance arrangements, and to ensure that a formal consultative group would be formed to shape and steer the development and delivery of the strategy.

The Southwark carbon context

19. The targets set out in the Climate Emergency Declaration are challenging. To deliver these a significant change to the way the Council operates is required and this will affect every business and resident in Southwark. This is also in the context of delivering borough wide carbon neutrality 20 years in advance of the current London wide target of 2050 (London Environment Strategy/1.5C Compatible Climate Action Plan).
20. Southwark, along with similar inner London boroughs, faces some unique challenges. We have a growing population of over 300,000 residents, with the 9th highest population density, and we are the 8th most deprived borough in London.
21. Around 42% of our housing is social housing, and Southwark is the largest landlord in London with over 50,000 properties and 14,000 leaseholders. However, much of the housing stock is in need of ongoing major investment, and there is increasing demand for housing.
22. There are approximately 15,000 businesses in Southwark and our population is diverse and complex in affluence, deprivation, age and mobility. The borough has

major transport hubs and arterial routes within it, and ongoing large scale regeneration opportunities and projects.

23. Based on our previous baseline targets from 2008 and the data available, council activity represents only about 16% of the Carbon emissions in the borough, including from our own housing stock. Operationally the council manages around 500 buildings ranging from the Tooley Street offices with approximately 2,000 staff, to small parks offices.
24. Clearly the implication of this is that whilst the council has limited control of the majority of the carbon emissions within the borough, we do have a central role in mobilising, advocating for change and leading by example to achieve our aims.
25. We have to work with all partners and sectors of the borough to achieve the aims of the emergency declaration. Any climate strategy will only succeed if it's built on strong partnerships, shared agendas, equality, agreed actions and a framework that encourages social and behaviour change.

London wide context

26. Currently 24 London Boroughs have declared some variety of climate emergencies, with a range of targets from making only their own operations carbon neutral, to whole borough plans with end dates ranging from 2025 to 2040.
27. A number of cross-borough groups are focusing on these issues including the London Environment Directors Network (LEDNET), the London Chief Executive Network (CELC) and London Councils who have formed a Climate Change Officers Group. Southwark has engaged with all these forums as well as with the GLA in order to coordinate activity. We have made direct contact with our nearest neighbouring boroughs to discuss coordinating activity, particularly around data collection and analysis.
28. We are currently scoping and unpicking the dense network of technical and specialist forums that exist to help to deliver our aims in key areas such as transport, housing, business and energy.

Existing plans, actions and targets

29. Southwark is not starting from scratch on its journey towards becoming a carbon neutral borough and adapting to climate change impacts. There has been significant progress made towards reducing the Council's own emissions and developing sustainable infrastructure within the borough.

Carbon Reduction Commitment (CRC) and energy

30. Our Carbon Reduction Strategy was based on our 2008 baseline. This was a requirement of the Carbon Reduction Commitment (CRC): this scheme has now ended. The borough wide baseline figures was extracted from existing data published by the department of Business, Energy and Industrial Strategy (BEIS) around energy, climate change, energy efficiency and fuel poverty, as well as the London Energy and Greenhouse Gas Inventory (LEGGI) and other sources.
31. Our current Carbon Reduction Strategy has ended with the CRC scheme and there is a need to refresh and replace this strategy in line with the climate

emergency and our new targets. Although many of the actions within the strategy are likely to be similar to those taken forward, they need to be examined within the context of achieving carbon neutrality across the Borough, and not just across the Council's own operations.

32. We have been working towards the council target of reducing the emissions from our own operations by 50% by 2022, based on our existing CRC baselines. The 2008 CO2 baseline taken for the CRC was 41,306 tonnes per year. Against the same baseline, the figure for 2017-18 was 25,961 tonnes. This is a 36.7% reduction on 2008 and we are on target to achieve a 50% reduction by 2022.
33. Decreasing our energy use is the area where the biggest reductions in emissions can be quickly made. We are in partnership with London Energy Partnership (LEP) which represents the majority of London Boroughs, the Metropolitan Police, LFP, NHS and TFL. Southwark is a board member and working with them to explore moving to 100% renewable energy for our own sites, as well as exploring local generation and energy storage options.
34. Our current contract covers the supply of gas and electricity to the Council's operational estate, parks and street lighting, as well as to the communal elements of the Council's housing estates including supply of gas to the boiler houses and district networks.
35. We have largely achieved this through a mixture of energy efficiency, building improvements and capital investments and the consolidation of accommodation. For example, we are in the process of replacing the lighting in our Tooley Street office with LEDs, which will deliver a 75% reduction in consumption, which equates to a £110K saving and a 572 tonne CO2 reduction per year.

Borough wide activity

36. Significant progress has already been made in respect of carbon reduction and the wider sustainability challenges we face in the borough. We have already been engaging and consulting with the community and local groups to make sure our plans are owned and delivered, and the proposed climate strategy will bring this activity together in order to coordinate it and maximise the benefits for the borough.
37. A summary of this activity is set out in Appendix 2 of this report, but current programmes are broadly focused on:
 - Improving transport and sustainable travel
 - Planning standards and use of space
 - Improving building efficiency
 - Exploring energy opportunities
 - Improving biodiversity and green space
 - Reducing the impact of the council's own activities.
38. Getting **organised**: Although the council itself only has direct control over a small percentage of the emissions in the borough, it can play a vital role in leading, organising, inspiring, coordinating and enabling change across the borough to make Southwark carbon neutral.
39. Current council activities in this area are not as well coordinated as they could be,

and there is no overarching management structure or reporting mechanisms to do this. A proposed internal project structure to address this gap is set out in Appendix 1. This approach should allow us to coordinate our own activity, and provide a platform for engaging with developing networks, stakeholders and partners.

40. There is a growing momentum behind existing and emerging climate action networks and stakeholder groups and they have a key role to play in shaping our strategy and delivery for the next decade. Many of these groups and networks were represented at our summit in July, such as Extinction Rebellion, Greenpeace, Friends of the Earth, Business Improvement Districts, schools and local plastic, air quality, cycling and biodiversity groups. We will continue to work with these groups through the planning stages and they will be represented on the partnership steering group.
41. Engagement **strategy**: We have been given the opportunity to be place leaders and shape the carbon debate for the borough, model good practice and build strong and lasting networks and partnerships to take us to 2030 and beyond. To do this we will need to effectively engage with all sections of our wider community and work together in real partnership: we cannot deliver this alone.
42. We are building on our existing engagement, and developing a strategy to involve as many residents, young people, schools, groups, experts, business, networks, partners and stakeholders as possible in the development of a shared strategy for the borough. We have also been interested in the example of Camden Council's Citizens Assembly on the Climate Emergency and want to consider how a similar approach could work in Southwark. This may potentially be the largest engagement Southwark has carried out, but we have an opportunity to make changes now for the ongoing benefit of future generations of Southwark residents.
43. This engagement will be wide-ranging and ongoing at every stage of the development and delivery of the strategy up to 2030. It will create community ownership of the aims, build a shared view on how we can deliver and make sure that every resident can contribute and do their bit towards become carbon neutral.
44. Legislative **landscape**: Broadly speaking, current legislation does not support, or does not go far enough to help deliver the likely aims of our Climate Strategy. We are working with local networks and partners to establish a view on the key legislative and policy changes that may be required, develop an understanding of the equalities and social barriers that may arise in future delivery, and which potential incentives would be most effective in supporting our aims.
45. **Resourcing and data**: Local government continues to face increasing pressure on its resources and services. The delivery of this strategy will require the utilisation of existing resources, the identification of external funding, and the maximising of match funding arrangements.
46. A realistic appraisal of the resources required for delivering carbon neutrality will be carried out as part of the strategy production, and resources will need to be matched to ambition.
47. We also recognise our current data set is dated, and that since it was produced the borough has changed significantly in terms of population, regeneration,

activity and infrastructure. New baseline data will be collected in order to assess the scale of the challenge, identify the most effective areas to focus on and set effective targets.

Scrutiny Committee comments

48. An early draft “roadmap” for the development of a Southwark Climate Strategy in response to the emergency declaration was presented to the environment scrutiny commission on 1 October 2019. Cllr Livingstone presented, along with officers and the lead member from Camden Council. The discussion was both thoughtful and positive amongst members, and helpful comments were also received from representatives of the Extinction Rebellion movement who were present. Some key comments received are summarised below, and have been incorporated into this document.

Comments from committee members	Proposed action taken in response
There is a need to embed climate considerations in all reports, strategies and procurements	A review is now underway to address this
There is a need to ensure that existing priorities, targets and policies don't contradict each other	A review is now being carried out to address this, including a climate impact assessment of the current council plan.
Can changes be made to the Southwark Plan?	Work is being carried out with the planning department to develop a Supplementary Planning Document for the Southwark Plan to address the Climate Emergency
Can we look at deliveries into our own facilities and consolidate them to minimise impact? Maybe use cargo bikes for local deliveries?	This is currently being discussed and options will be brought forward.
Can the current and new facilities management contracts be made greener?	This is currently being discussed and options will be brought forward.
Can the total number of parking spaces in the borough be reduced as a disincentive to car use?	Data around journeys within the borough and total parking data will be looked at and also forms part of the staff travel strategy.

Comments from Extinction Rebellion	Proposed action taken in response
The pace of change is too slow - this is an emergency and we should all be mobilising as we did for WW2	We recognise that this is an emergency and pace is required. It is not intended to delay any current or planned action whilst developing the strategy.
Carbon rating standard for all services, places and businesses (like food standards)	This is a very helpful proposal. This is being looked into, and proposals will be brought forward.

Comments from committee members	Proposed action taken in response
How do we go about changing behaviours? Engagement can create the possibility for change?	It is intended that the partnership steering group will be central in designing our engagement strategy to maximise its reach and effectiveness.
Develop an idea of climate justice. The council needs to make the moral case, and ideas need to be fair and equitable	This is a key intent of both the development of the strategy and the delivery of action across the borough.

A Southwark Climate Strategy

49. Based on the above areas of focus it is proposed that Southwark develop a single, overarching “Southwark Climate Strategy 2020-2030” to act as a response to the emergency and set out our plan, activities, milestones and targets for the next decade.
50. **Proposed governance:** The development of such a strategy is complex and potentially touches on all aspects of life within the borough. As such, the level of involvement from council departments, partners and all groups involved in the engagement and co-design needs to be extensive. A proposed governance framework is set out in Appendix 1. The board aims of the individual boards are:
- **Partnerships steering group:** this is intended to be a broad, borough wide group which will include key members, external partners, businesses, cultural organisations, national action groups and local groups. It will have a key steering role and be informed and updated by the delivery board.
 - **Strategic steering group:** this is an officer led group, with representatives from across the Council and Cabinet It will have a steering role (jointly with the partnerships group) and be informed by the detailed work of the delivery and coordination group.
 - **Delivery and coordination group:** will deliver the strategic outcomes of the steering group across a series of workstreams – coordinating and bringing together established areas of activity as well as the new and emerging themes within the strategy.
51. **Proposed initial work areas:** In line with the Mayor’s Environment Strategy for London, the 1.5°C plan for London, and our existing strategies for carbon reduction, the likely key target areas have already been broadly identified. However, the delivery and action plan and the identification of where and how we can be most effective will be shaped by our engagement programme.
52. We know that the majority of the change required is not within the Council’s direct control, but we will initially be focusing our activity within these areas:
- Housing and new homes
 - Public realm and adaptation
 - Planning and regulation
 - Social Regeneration and development
 - Waste minimisation and plastics

- Transport
- Energy and facilities
- Businesses, employment and investment
- Green space and biodiversity
- Data, commissioning, procurement and monitoring
- Engagement and consultation
- Communications, information and education.

53. Across the whole borough, there are large sections where the council has little direct control, and we will need to work in partnership and with stakeholders to explore opportunities and effect change. Some general examples would be:

- Borough wide energy infrastructure
- Borough wide waste management and recycling
- Carbon footprints of existing private buildings
- Carbon in commercial buildings and business practices
- Consolidation of local deliveries
- Consumer choice.

54. There are also vital elements of legislation and infrastructure where we need to work together to achieve shared aims.

- Transport for London and public transport networks
- Cross borough energy programmes
- Local and London cycle networks
- Waste legislation and incentives
- Support and legislation around air quality
- Building standards.

Strategy development schedule

55. The indicative timelines for developing the Climate Strategy are set out below, leading to a launch of the strategy in the summer of 2020. It is recognised that a rapid response is required in the face of the current emergency and the following principles are proposed:

- Where there is existing work in this area it will continue, and if possible be accelerated during the development period.
- New developments, where they are assessed as contributing to the aims of the strategy will begin as soon as possible, rather than waiting for the launch.
- Organisational, process and procurement changes will be made during the development period.

Proposed delivery schedule

Date	Proposed activity
September 2019	<ul style="list-style-type: none"> • Draft governance structure proposed to COT for comments - <i>completed</i> • Revision of governance following feedback - <i>completed</i> • Formation of strategic steering group - <i>completed</i> • Drafting of terms of reference and scope for the overall project - <i>completed</i>
October 2019	<ul style="list-style-type: none"> • Climate strategy proposal taken to Scrutiny committee, and feedback incorporated into plan - completed • Initial meeting of strategic steering group - completed • Start of data collection and strategy reviews – in progress • Identification of members for the partnership steering group – in progress • Workstream leads identified and scope produced – in progress • Climate Strategy proposal to Cabinet • Start of network and community engagement • Workstreams set up
November 2019	<ul style="list-style-type: none"> • Initial meeting of Partnership steering group • Design work for engagement • Best practice review
December 2019 - January 2020	<ul style="list-style-type: none"> • Engagement with partners and stakeholders to develop draft strategy
February 2020	<ul style="list-style-type: none"> • Draft performance framework and baseline data • Draft Southwark Climate Strategy
March 2020 – May 2020	<ul style="list-style-type: none"> • Engagement programme and consultation with residents, partners and stakeholders
June 2020	<ul style="list-style-type: none"> • Final draft of Southwark Climate Strategy incorporating engagement and consultation outcomes • Climate Strategy to Cabinet for approval
July 2020	<ul style="list-style-type: none"> • Second annual Climate Summit

Policy implications

56. The implications of this strategy are wide reaching and are likely to impact on every service that the council delivers. It is recognised that existing policies and strategies do not necessarily either address climate issues or do not go far enough towards achieving carbon neutrality.
57. A review of all existing strategies, policy and operational methods will need to be carried out to address this. This will include existing contracts and procurement processes.

58. An amendment to the Fairer Future Procurement Framework may be proposed to address climate issues for future procurements. Equally, changes to the Council reporting and decision making processes will be brought forward to ensure all decisions consider climate criteria.

Resource implications

59. There are likely to be significant future resource implications related to the delivery of this strategy: Carbon neutral is unlikely to be cost neutral, but at this stage of development it is impossible to quantify the likely impact. A new role is being created to lead this work and to deliver this key council priority funded from existing resources. Further resource needs, if any, will be identified during the strategy development. In order to contain and minimise the resources required, it is intended to adopt the following principles:
- Maximise the use of existing resources
 - Reshape and redirect existing delivery where possible
 - Effective use of s106, offset funding and other internal sources
 - Seek external funding on a local and national level
 - Pool and share resources with partners where possible
 - Strategically balance resources against impact.

Community impact statement

60. The fully developed Climate Strategy 2020-2030 will clearly have significant impact on the community. Environmental, community and equality impact assessments will be carried out as part of the strategy development, and then for each of the projects within any future action plan.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

61. The report recommends that cabinet notes and supports the proposals for developing a Southwark Climate Strategy 2020-2030. There are no significant legal implications arising from the recommendation. The director of law and democracy and her staff will provide advice to officers on any legal and governance issues arising during development of the strategy.

Strategic Director of Finance and Governance

62. There are no financial implications arising directly as a result of this report.
63. Any future implications will be contained in existing programmes and any new costs will be incorporated within the council's forward looking policy and resources strategy that makes provision for the approval of revenue and capital budgets. This process will also need to take account of funding considerations.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
London Environment Strategy		
Web link: https://www.london.gov.uk/what-we-do/environment/london-environment-strategy		
London 1.5 Degrees Plan		
Web link: https://www.london.gov.uk/sites/default/files/1.5_action_plan_amended.pdf		
Southwark Carbon Reduction Strategy 2011		
Link (please copy and paste into your browser): https://www.southwark.gov.uk/assets/attach/1945/3.4.6-Energy_and_Carbon_Reduction_Strategy_2011.pdf		

APPENDICES

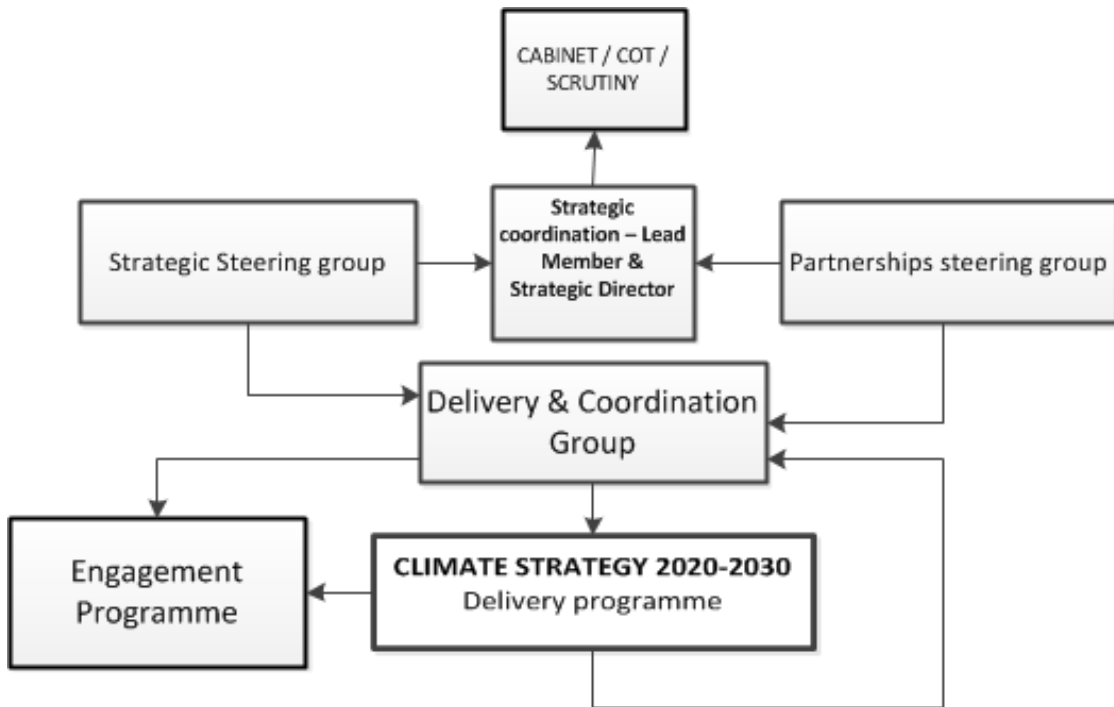
No.	Title
Appendix 1	Proposed governance arrangements for developing a Southwark Climate Strategy
Appendix 2	Summary of current climate activity areas
Appendix 3	Environment and Scrutiny Commission Report

AUDIT TRAIL

Cabinet Member	Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	
Lead Officer	Caroline Bruce, Strategic Director of Environment and Leisure	
Report Author	Stuart Robinson-Marshall, Head of Sustainability and business Development, Environment and Leisure	
Version	Final	
Dated	17 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
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		17 October 2019

APPENDIX 1

Proposed Council governance arrangements for developing a Southwark Climate Strategy



- **Partnerships steering group:** this is intended to be a broad, borough wide group which will include key members, partners, businesses, cultural organisations, national action groups and local groups, and it will have a steering role and be informed by the delivery board.
- **Strategic steering group:** this is an officer and Cabinet member led group with representatives from across the council. It will have a steering role (jointly with the partnerships group) and be informed by the detailed work of the delivery and coordination group.
- **Delivery and coordination group:** will deliver the strategic outcomes of the steering group across a series of workstreams (see paragraph 11.3) – coordinating and bringing together established areas of activity as well as the new and emerging themes within the strategy.

APPENDIX 2

Summary of current climate activity areas

Activity	Benefits
Movement Plan – improving how we move around the borough, encouraging sustainable travel and improving the environment.	<ul style="list-style-type: none"> ✓ Improving health by getting more people walking and cycling. ✓ Reducing traffic ✓ Reducing pollution ✓ Improve safety for those moving and working on our streets.
School travel plans – helping schools and parents travel to school sustainably.	<ul style="list-style-type: none"> ✓ Helping children get to school sustainably and safely ✓ Reducing traffic ✓ Improving air quality
The Southwark Plan – planning for a sustainable future in Southwark	<ul style="list-style-type: none"> ✓ Improving developments ✓ Sustainability standard and planning policy ✓ Supporting environmental improvements ✓ Making better use of the space we have ✓ Meeting housing needs
Carbon Offset Funds	<ul style="list-style-type: none"> ✓ Making developers and polluters pay ✓ Encouraging green developments and innovation ✓ Investing in green infrastructure
LED lighting on estates and in our buildings	<ul style="list-style-type: none"> ✓ Saving carbon by reducing energy use ✓ Reducing maintenance and running costs
Staff travel plans	<ul style="list-style-type: none"> ✓ Reducing staff car use ✓ Managing staff parking and impact ✓ Improving our fleet ✓ Reducing unnecessary travel and emissions
Consolidation of buildings	<ul style="list-style-type: none"> ✓ Reducing emissions ✓ Introducing efficient management systems ✓ Reducing travel impacts
Air quality action plan	<ul style="list-style-type: none"> ✓ Tackling harmful emissions in the borough ✓ Working with developers to improve air quality ✓ Targeting problem areas ✓ Reducing traffic ✓ Working to consolidate deliveries ✓ Working with communities and schools to improve local air quality
Development of a Southwark plastics strategy	<ul style="list-style-type: none"> ✓ Reducing use of plastic within Southwark ✓ Engaging with residents ✓ Personal pledges to reduce use of plastics ✓ Reducing waste ✓ Improving the environment ✓ Protecting biodiversity
South East London Combined Heat and Power	<ul style="list-style-type: none"> ✓ Low carbon heat and power recovery ✓ Delivering decentralised energy to local communities

Activity	Benefits
(SELCHP) and expansion	<ul style="list-style-type: none"> ✓ Heating and hot water supplied to approximately 2,600 properties of nearby Southwark housing estates ✓ Reducing landfill and emissions
Solar panel arrays (Old Kent Road IWMF, estates, local and community energy)	<ul style="list-style-type: none"> ✓ Low carbon renewable energy ✓ Reducing local consumption ✓ Exploring new sites and looking at expanding networks ✓ Supporting community energy initiatives
London Energy Project (LEP) and procurement	<ul style="list-style-type: none"> ✓ Reducing council and estate energy costs ✓ Smart metering (AMR roll out) and reducing consumption ✓ Moving towards 100% renewables
Electric car charging points	<ul style="list-style-type: none"> ✓ Supporting electric vehicles in the borough ✓ Developing a network of charging points ✓ Converting lighting columns to chargers ✓ Improving local air quality
Southwark Nature Action Plan (SNAP)	<ul style="list-style-type: none"> ✓ 7 Local Nature Reserves (LNR's) totalling 50.93ha. ✓ Supporting biodiversity across the borough ✓ Community involvement ✓ Ongoing consultation ✓ Protection and development
Tree Management Strategy	<ul style="list-style-type: none"> ✓ Well-managed and healthy trees ✓ Maximising benefits of canopy cover ✓ Improving air quality ✓ Long-term management and carbon reduction ✓ Developing tree planting programme
Public health strategies and action plans	<ul style="list-style-type: none"> ✓ Working to reduce the impacts of climate change on health ✓ Fuel poverty action ✓ Supporting action on air quality
Investment and improvements in housing	<ul style="list-style-type: none"> ✓ Investing in building improvements ✓ Reducing consumption and emissions ✓ Improving energy efficiency ✓ Education and outreach
Divestment of pension funds from Fossil Fuels	<ul style="list-style-type: none"> ✓ Plans in place for full divestment ✓ Developing climate-friendly investment strategies
Heat mapping and energy networks	<ul style="list-style-type: none"> ✓ Extensive heat mapping around regeneration areas ✓ Identification of alternative and renewable heat sources such as ground and air source heat pumps ✓ Planning for wider decentralised networks
Sustainable fleet improvements	<ul style="list-style-type: none"> ✓ Moving the Council's own fleet to more efficient ULEZ compliant vehicles ✓ Improving air quality

Activity	Benefits
	<ul style="list-style-type: none"> ✓ Reducing journeys through better planning ✓ Trialling larger electric vehicles ✓ Exploring options for using alternative vehicles and fuels
Consolidation of council depots	<ul style="list-style-type: none"> ✓ Developing plans for consolidating three council depots into one location ✓ Reducing journeys for operatives and staff ✓ More efficient fleet and stores management ✓ Emissions and carbon savings
Maintaining high recycling rates and low landfill use	<ul style="list-style-type: none"> ✓ 35% of waste recycled ✓ The highest rate in inner London ✓ Only 3.5% on average goes to landfill ✓ 2,400 tonnes of plastic recycled per year ✓ Reduce emissions from landfill ✓ Education and outreach programme with schools and residents ✓ Energy recovery via SELCHP
Cycling networks	<ul style="list-style-type: none"> ✓ Developing and expanding cycle networks in the borough ✓ Quiet ways and highways ✓ Education and schools programme ✓ Encouraging sustainable transport options ✓ Reducing car journeys ✓ Improved air quality

APPENDIX 3

Draft Environment Scrutiny Commission report on the Climate Emergency road map

1 Background

On 27 March 2019 Southwark's Council Assembly resolved to call on cabinet to declare a Climate Emergency and do all it can to make the borough carbon neutral by 2030.

In order to take this forward a Climate Summit was held in July 2019, attended by councillors, officers and community representatives. The Environment Scrutiny Commission received an update on this event shortly after.

On 1 October 2019 Councillor Richard Livingstone, Cabinet member for Environment, Transport and the Climate Emergency, and Stuart Robinson-Marshall Head of Sustainability & Business Development presented the Climate Emergency Strategy draft road map to the Environment Scrutiny Commission

The Commission discussed the plan and also heard from:

- Councillor Adam Harrison, Cabinet member for a sustainable Camden, who spoke about the wider engagement work of the council, Camden's Citizens' Assembly and their recommendations.
- Extinction Rebellion, who recently gathered views from Southwark residents and will be part of the Climate Emergency Strategy co-design group.

This report is a response to this and intended for the cabinet to consider alongside the expected Climate Emergency Strategy road map which will also come to cabinet on 29 October.

2 Summary of recommendations

Recommendation one

The council must not hold back on green initiatives, until we have a perfect plan. The situation is an emergency and demands urgent action, and as such schemes, such as community energy, must be brought forward at the earliest opportunity. This will help build community engagement and confidence in our resolve and commitment.

Recommendation two

The following are recommendations for better involving people and community organisations across the borough between now, the adoption of the strategy in mid-2020, and its subsequent roll out:

- The engagement process should start with a leadership statement from the council about the Climate Emergency issue and the council's approach to environmental stewardship. How does fossil fuel burning, vehicle emissions, a denuded green environment, loss of species, all contribute to the climate emergency and why does it matter? What position does the council take for our borough, city and planet? This statement, and subsequent distribution and education in the borough, should be implemented before the rounds of engagement detailed below to ensure we have the best input from our communities. The statement should additionally overlay some of the wealth of

information we have (council tax bands, indices of multiple deprivation, car ownership, road causality rates, air quality etc.) to fully understand who in the borough experiences the benefits and who suffers the most from our environmental actions and to integrate the principle of climate justice.

-A borough-wide online engagement process to discover what residents feel about issues relating to the Climate Emergency and the sorts of actions they want the council to take. The OurHealthyStreets approach using Commonplace, an online platform, in Dulwich and now Walworth is a good place to start. The Council should work with a range of groups including environmental campaigners and residents associations to get them to feed into this process. We suggest that in order to bring this survey to life for residents, it is prefaced with a strong, evidence based statement

-Multi-ward meetings across the borough where Councillors and residents come together to discuss issues around the Climate Emergency. This will give a sense of how issues may be viewed differently across the different parts of the borough.

-The use of the Youth Council/Young Advisors to engage in a structured and representative way with young people across the borough. This method of engagement is proving of value in relation to the Walworth Town Hall redevelopment for example.

-Engaging with schools and the growing number of elected eco-councillors in primary and secondary to help children and parents contribute and build momentum.

-A citizens assembly, where a representative sample of Southwark citizens (usually about 50) come together, to first learn about the challenges and possible solutions and then to deliberate and propose recommendations.

-Online testing of emerging themes of the strategy with those who are interested to participate (potentially identified from the original borough-wide survey) to help assess and modify emerging policies.

-A rolling programme of People's Assemblies to discuss the emerging strategy and to help Southwark address the most difficult issues.

Recommendation three

Provide a timetable for reviewing all significant policies and action plans. This should include baseline data and milestones. The plan should go further than just reducing the rate of carbon emissions and instead must look at absorbing carbon, restoring ecosystems and opportunities to fund this.

An example is provided in section 4.3

Recommendation four

Adopt Climate Justice as a key principle.

Recommendation five

Review the all transport and planning policies to drive down total car use and increase provision of play-spaces, Low Traffic Neighbourhoods and enhance sustainable transport options that prioritise vulnerable residents including children, schools, older people, disabled people and those with lower incomes. This ought to

take a holistic approach to traffic management and ensure that the emissions burden is not unfairly moved to those communities least able to bear it.

Recommendation six

Include a review of carbon offsetting with a view to

- a) **Eliminating or drastically reducing its use**
- b) **Ensuring any offsetting fund is used effectively and produces an annual report.**

Recommendation seven

A carbon rating system is recommended for all proposed developments in the borough, which must include embedded carbon.

Recommendation eight

Consider adopting the Circular Economy approach in the Climate Strategy, which also encompasses biodiversity and social justice impacts, as well as carbon emissions.

3 Context

Global

The scale of the challenge that climate change presents us globally is unprecedented. The changing climate due to anthropogenic (originating from human activity) emissions, coupled with rapid biodiversity and ecosystem loss, is combining to create what has been termed the 'sixth mass extinction event', and the ushering in of the Anthropocene geological epoch. This mass extinction event threatens or severely impacts all life on our planet.

The world has already warmed by 1 degree and despite the reductions in emissions in developed countries these have not been significant enough to prevent an overall rise globally. The most recent IPCC report ¹ identified the need for dramatic overhaul of the global economy, including a shift away from fossil fuel, in order to keep below the 1.5 degrees by 2100, which is advisable, and 2 degrees which is imperative. The recent IPCC report said urgent actions are needed to reverse the current trajectory.

Alongside the rise in admissions globally there has been an average 20% loss of the abundance of native species, mostly since 1990, and the rate of species loss is accelerating. The UN Chair of The Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES) chair recently said of their latest report that:

"The overwhelming evidence of the IPBES Global Assessment, from a wide range of different fields of knowledge, presents an ominous picture," said IPBES Chair, Sir Robert Watson. "The health of ecosystems on which we and all other species depend is deteriorating more rapidly than ever. We are eroding the very foundations of our economies, livelihoods, food security, health and quality of life worldwide."

He goes on to advise:

*"The Report also tells us that it is not too late to make a difference, but **only if we start now at every level from local to global**," he said. "Through 'transformative change', nature can still be conserved, restored and used sustainably – this is also key to meeting most other*

¹https://www.globalcarbonproject.org/global/pdf/GCP_2019_Global%20energy%20growth%20outpace%20decarbonization_UN%20Climate%20Summit_HR.pdf

global goals. By transformative change, we mean a fundamental, system-wide reorganization across technological, economic and social factors, including paradigms, goals and values.”

UK and Southwark

The UK is not faring well; the 2016 RSBP State of Nature found that the UK has lost significantly more nature over the long term than the global average. This index suggests that we are among the most nature-depleted countries in the world². In addition UK Ecosystem Assessment in 2011 found that around a third of our natural ecosystems are declining with many others in a reduced or degraded state. Our tree cover is also one of the lowest in Europe.

In terms of climate change one of the biggest risk is flooding and rising sea levels. The majority of Southwark is below 10 metres. If rising carbon emissions are not halted by 2100 rising sea levels could see up to 1-2 metres, in worst case scenarios³.

Government progress and ambition to reduce carbon

The UK's current target is to cut 80% of emissions from 1990 levels by 2050. The government says **greenhouse gas emissions have fallen by 42% since 1990**.

However environmentalists have criticised this figure as it excludes emissions from international aviation, shipping and imports. The UK is not unique in excluding these as it has adopted international standards, however if these were to be included (as the Labour Party proposes) then the current reduction would be more in the order of 10%.

Southwark progress and ambition to go carbon neutral

The council work to date has seen a 37% reduction in carbon from 2008. This is only a measure of the council's output, however, which represents 16% of the borough's total carbon emissions. The new Climate Emergency plan is therefore much more ambitious as the aim is now for the whole borough to achieve zero carbon by 2030. This place setting agenda is welcomed, alongside the plan to incorporate work on biodiversity.

The comments and recommendations below are made in the context of an acknowledgement of the extremely bold and demanding targets that the borough has set for itself in seeking to become carbon neutral by 2030. This has been made particularly acute given the dramatic funding cuts that the borough has experienced in the past decade.

There is overall strong support for the road map but the following recommendations are made to a) make the delivery of the strategy more likely and b) to improve the process of engagement that the strategy proposes.

4 Discussion and recommendations

4.1 Urgency and pace, breadth and depth, and a bold approach.

The revised timescale presented to the Commission now envisages a final plan being formulated and presented in the Autumn 2020, rather than the end of this year. The Commission heard that this is because the Climate Emergency Strategy needs good

² RSPB State of Nature. Page 6

³ <https://www.bbc.co.uk/news/science-environment-48337629> and <https://www.climate.gov/maps-data/dataset/sea-level-rise-map-viewer>

engagement and some areas requiring change are more complex and complicated than anticipated. The council is looking for pace rather than haste.

Extinction Rebellion said the gravity of the situation demands a similar response to that of the Second World War, where the whole country was mobilised within 6 months in order to shift the economy to the war effort.

The Commission received reassurances that the new timescale will not prevent action being taken in the interim to increase efforts to go zero carbon . Officers said that they can revise policies and there will be opportunities under procurement to change these in line with the ambition to tackle the climate emergency.

Members acknowledged that effective partnership, engagement and consultation takes time, which they agreed is crucial to its success. The Commission urged breadth and depth, both in engagement and in order to revise Southwark's policy framework.

In addition the Commission urged the council to develop strategic partnerships with other councils, the GLA, and other strategic partners as the Local Authority will not be able to deliver its ambitions for the whole borough alone.

Recommendation one

The council must not hold back on green initiatives until we have a perfect plan. The situation is an emergency and demands urgent action, and as such schemes, such as community energy, must be bought forward at the earliest opportunity. This will help build community engagement and confidence in our resolve and commitment.

4.2 Co-Development of the Strategy.

What is special and distinct about the declarations of Climate Emergencies by 21 other London Local Authorities is they are a response to issues that communities and citizens have raised. It is vital that the strategies to tackle climate change and biodiversity are created in conjunction with local people.

The process proposed for developing this strategy is too close to the traditional ways in which Southwark develops its strategies. Yes, there was a session with local stakeholders in July and yes, a Partnerships Steering Group is proposed. And, while it is acknowledged just how hard this is for Southwark a) owing to its constrained resources and b) owing to the enormity of the task in hand to develop a robust plan towards a carbon neutral borough by 2030, it is really important that things are done differently.

There is a wealth of interest in this issue amongst residents in the borough and expertise too, with a high concentration of environmental NGOs. Owing to the impact that the changes required will have on residents' lives, it is important that they are able to feel ownership of that task and strategy. Alongside this the scale of the changes demanded will need the council to maintain and build citizen support .

The Commission heard about Camden Council which held a Citizens Assembly with 49 residents. Citizen assemblies comprise of a demographically representative selection of local people. The Camden Assembly produced 17 recommendations, starting with 600 ideas made by residents, school children, businesses and organisations including the Roundhouse, British Museum and University College Hospital. Camden residents made over 250 submissions to the online Commonplace platform, some of which contained multiple ideas.

The Citizens Assembly was assisted by a panel of observers including Councillor Georgia Gould (Leader of Camden Council), Farhana Yamin (international climate change lawyer, Extinction Rebellion and Camden resident), Shana Tufail, (Alan Turing institute - representing Camden businesses and organisations) and Gabrielle Kennedy and Hareta Tesfay (from La Sainte Union school representing 'The Sustainers' – Camden's school sustainability steering group).

Oxford city council, meanwhile, is holding a citizens' assembly to shape its action plan. It is on target to cut emissions by 40% by 2020 and plans to introduce a zero-emission zone in the city centre. It will also be trialling what it believes is the world's largest hybrid battery to power ground-source heat pumps serving around 300 homes and increase electric vehicle-charging capability.

Southwark has a very strong community sector and an excellent track record of bringing people together, particularly at a local level. As such the Commission recommends a rolling programme of Peoples Assemblies, facilitated by ward members utilising the Empowering Communities Programme. Peoples assemblies differ from citizens assemblies in that they are usually self organised communities of interest or locality (rather than a representative sample utilised by citizen assemblies) . Both approaches ought to be employed in complementary ways.

Recommendation two

The following are recommendations for better involving people and community organisations across the borough between now, the adoption of the strategy in mid-2020 and its subsequent roll out:

- The engagement process should start with a leadership statement from the council about the Climate Emergency issue and the council's approach to environmental stewardship. *How does fossil fuel burning, vehicle emissions, a denuded green environment, loss of species, all contribute to the climate emergency and why does it matter? What position does the council take for our borough, city and planet? This statement, and subsequent distribution and education in the borough, should be implemented before the rounds of engagement detailed below to ensure we have the best input from our communities. The statement should additionally overlay some of the wealth of information we have (council tax bands, indices of multiple deprivation, car ownership, road causality rates, air quality etc.) to fully understand who in the borough experiences the benefits and who suffers the most from our environmental actions and to integrate the principle of social justice.*

-A borough-wide online engagement process to discover what residents feel about issues relating to the Climate Emergency and the sorts of actions they want the council to take. *The OurHealthyStreets approach using Commonplace, an online platform, in Dulwich and now Walworth is a good place to start. The Council should work with a range of groups including environmental campaigners and resident's associations to get them to feed into this process. We suggest that in order to bring this survey to life for residents, it is prefaced with a strong, evidence based statement*

-Multi-ward meetings across the borough *where Councillors and residents come together to discuss issues around the Climate Emergency. This will give a sense of how issues may be viewed differently across the different parts of the borough.*

-The use of the Youth Council/ Young Advisors *to engage in a structured and representative way with young people across the borough. This method of engagement is proving of value in relation to the Walworth Town Hall redevelopment for example.*

-Engaging with schools and the growing number of elected eco-councillors in primary and secondary to help children and parents contribute and build momentum.

-A citizens assembly, where a representative sample of Southwark citizens (usually about 50) come together, to first learn about the challenges and possible solutions and then to deliberate and propose recommendations.

-Online testing of emerging themes of the strategy with those who are interested to participate (potentially identified from the original borough-wide survey) to help assess and modify emerging policies

-A rolling programme of People's Assemblies to discuss the emerging strategy and to help Southwark address the most difficult issues

Obviously care has to be taken with engagement owing to the resources available BUT the strategy must not just be a rabbit-out-of-a-hat. The ideas for it and its development must be undertaken hand-in-hand with residents, NGOs, tenants and community groups. Special attention must be paid to engaging with marginalised communities, parents / carers of children in schools (many of which are on major roads and suffer from very poor air quality), those living in poverty, on our estates and on major roads. It is vital that equalities monitoring is robust in this regard and all aspects of our engagement on the issue.

4.3 Aligning Southwark strategies, plans and procurement with the Climate Emergency.

While there is talk of workstreams that cover the key headings, there is a real need to align adopted, emerging and proposed strategies with the goal of a climate emergency. There is also the issue of vision and preparedness to act. While it is important to take time to develop the strategy, this is not about tinkering with strategies; in the light of the Climate Emergency significant changes will be needed.

Examples of this include:

Adopted strategies.

The Movement Plan and the associated Local Implementation Plan 3 were adopted prior to the declaration of a Climate Emergency and will need significant changes to attain the goal of a carbon neutral borough by 2030 (in conjunction with TfL and GLA policies of course).

An example of how a strategy might be deepened relates to the Movement Plan. The Movement Plan is an excellent expression of the need to link wellbeing and health to travel but, in terms of its goals and associated funding bids (eg LIP3 bids to TfL), it has not been devised with the goal of helping Southwark play its part (along with TfL and Mayoral policies) in reaching carbon neutrality by 2030. To address this along with the key issue of air quality, deeper policies are needed. Co-ordinated action with other London boroughs will help Southwark strengthen the arguments for the introduction of bolder car reduction policies. It is positive that Southwark is already working with the other Inner South London boroughs but more still may be achieved working with other potentially like-minded Inner London boroughs such as Camden, Islington, Hackney, Tower Hamlets and Haringey. In the area of transport, key policy areas that can make a real difference to both emissions and air quality. For example the most significant way that motor vehicle use can be reduced is through Congestion Charging/Road User Charging; there are steps that boroughs can take on this either alone or in conjunction with other boroughs but ideally this is something that the Mayor

will bring forward, and the council could play a key role in partnering and advocating for this action.

Another example of a plan that ought to be reviewed if possible is The Aylesbury Area Action Plan, that envisages a maximum of 0.4 car parking spaces per home averaged over the whole masterplan. This appears incompatible with climate emergency goals.

Current consultations. Current and recent consultations such as the Tree Strategy and Biodiversity plan offer a strategy with little or no co-ordination with the role that trees could play to reduce emissions and help mitigate against climate change and the degradation of ecosystems . This strategy (like others) needs to be reassessed and re-visited as regards the potential that trees and biodiversity could play on-street and in open spaces in parks and across estates, now, and in longer term to capture carbon and restore biodiversity and ecosystems.

Developing plans and strategies. The most obvious significant strategy is the recently agreed New Southwark Plan, and associated subsidiary plans, which the Commission understands will be reviewed in light of the new carbon target . A range of issues appear to need review in the light of the Climate Emergency declaration. This review would need to include issue such as building materials and techniques, their life cycle, the value of embedded carbon when demolition or regeneration is considered, the heights of buildings (using wood rather than concrete) and the levels of car parking provision (Camden now mandates car-free development for all developments).

Other significant workstreams in development include the district heating system to ensure it meets best environmental practice, such as the Enfield scheme⁴, and the Great Estates programme. Nottingham is leading the way here, having set a target for the whole city to be carbon neutral by 2028. It has met the previous target of cutting CO2 emissions by a quarter by 2020 two years early. Every new council house built has solar panels while council leaseholders have been offered discounted rates. It is also worth noting that Nottingham was the first UK city to introduce a Workplace Parking Levy and has used the funds from that to invest in public transport and active travel.

Procurement The council renewal of the contract with Interserve offers an opportunity to move towards more climate friendly solutions to the delivery of freight and post. Cargo bikes are now a viable way of delivering post, for example.

Procurement could also be used to promote vegetarian and vegan options and reduce meat and dairy products from office and school canteen menus. According to the Vegetarian Society, 70 per cent of the world's agricultural land is used for rearing farm animals, either as grazing land or to grow fodder. Far less land is used to grow crops to feed directly to humans. The animals themselves are said to emit more damaging gases than the world's entire transport system. There is a concurrent need to cut the amount of food flown in from abroad or driven across the country in lorries, which will require support for local producers by and regional distribution networks

The latest science in the IPCC Land and Climate report identifies that change in agricultural practices and in behavioural change in reducing meat in our diets will be an important part of reducing emissions. "We don't want to tell people what to eat," says Hans-Otto Pörtner, an ecologist who co-chairs the IPCC's working group on impacts, adaptation and vulnerability. "But it would indeed be beneficial, for both climate and human health, if people in many rich

⁴ <https://policy.friendsoftheearth.uk/insight/33-actions-local-authorities-can-take-climate-change>

countries consumed less meat, and if politics would create appropriate incentives to that effect.”⁵

Recommendation three

Provide a timetable for reviewing all significant policies and actions plans. This should include baseline data and milestones. The plan should go further than just reducing the rate of carbon emissions and instead must look at absorbing carbon, restoring ecosystems and opportunities to fund this.

An example is below:

Causes	Council department responsible	Key strategies	Current base-line	Key actions required	Other orgs involved
Burning coal, oil and gas produces carbon dioxide and nitrous oxide.	Planning Highways Environment New Council homes	New Southwark Plan Climate Change Strategy Movement Plan		All new builds to be carbon neutral Reduce driving by X amount Reduce parking spaces by X amount Replace district heating systems with zero carbon alternative	Active travel campaigning groups Tenants & leaseholder groups Southwark Pensioners
Cutting down forests (deforestation). Trees help to regulate the climate by absorbing CO ₂ from the atmosphere. So when they are cut down, that beneficial effect is lost and the carbon stored in the trees is released into the atmosphere, adding to the greenhouse effect.	Parks Housing	Tree policy		Plant X amount of trees/ Consider (through engagement with residents/groups) identifying a proportion of open spaces in parks and housing estates that might be given over to Carbon Sink tree planting programmes	Parks – Friends of Groups
Increasing livestock farming. Cows and sheep	Public Health			Reduce meat served at the council by X	

⁵ Nature news article: Eat less meat: UN climate-change report calls for change to human diet

Causes	Council department responsible	Key strategies	Current base-line	Key actions required	Other orgs involved
produce large amounts of methane when they digest their food.				amount	
Fertilisers containing nitrogen produce nitrous oxide emissions.	Environment Procurement	Biodiversity			
Fluorinated gases produce a very strong warming effect, up to 23,000 times greater than CO ₂ . Thankfully these are released in smaller quantities and are being phased down by EU regulation					
Carbon capture	Environment	Tree and biodiversity strategy Cleaner, Greener Safer		Make sure that grants are available to initiatives that capture carbon	

4.4 Climate Justice: social and intergenerational equity, cars and other forms of sustainable transport

Motor vehicles contribute a significant amount of local CO₂ and other toxic emissions, impacting on both climate change and air quality. The Commission considered that was a strong ethical case for driving down car use. This needs to be aligned to increases in provision of public transport, as well as walking and cycling.

Extinction Rebellion cautioned against the situation in France where higher carbon related taxes hit the rural poor the most. They said that mass engagement and solutions like cheaper or free public transport ought to be pursued, rather than private electric vehicles.

Car ownership is closely linked to higher income, and the harms of traffic fall on those with lowest incomes. In Southwark 69% of Newington households have no car or van access whereas only 28% of Village households do not⁶. Nationally and locally pollution is also most concentrated in areas where young children and their parents are more likely to live. Researchers have found that those communities that are most polluted and which also emit

⁶ Southwark census data 2011

the least pollution tend to be amongst the poorest in Britain, and that this is evidence of environmental injustice in the distribution and production poor air quality.⁷ See appendix 1, Taming car traffic: a social justice issue, a presentation given by Rachel Aldred, Reader in Transport University of Westminster, to Haringey Council.

This presentation is sobering and reminds us of our obligations to all of our citizens. As Dr Mudway said at the first Commission, "it is the people who matter." Addressing this issue requires the council to make its policy crafting far more data-rich, overlaying demographic information - council tax bands, indices of multiple deprivation, car ownership, journeys and more - to fully understand who in the borough experiences the benefits of and who suffers from our actions. Additionally, the council should model the likely impact of proposals such as highways changes and decide what level of harm (if any) in the short-or long-term the council is willing to impose on its residents. Is it 10% more NO₂ a year, 15% more PM_{2.5}? The council has an obligation to tell the people who will be affected and to justify it. All the data suggests the poorest are least equipped to cope with the ill-effects of pollution in particular and extreme caution should be used with any initiatives that make them shoulder that burden.

The Commission considered the approach taken by the Mayor of Tirana, the capital of Albania, which prioritised children in the provision of transport, piloting temporary car free days, followed by banning cars in the city centre. More recently they have decided to mirror the provision of public space to the patterns of car ownership, and are working to ensure that the public realm prioritises disabled and older people. In Tirana 80% of households do not own cars so instead of building roads they have built linear parks with children and adult playspaces, cycleway and pathways. Other European cities have taken a similar approach of prioritising children over car owners:

"The great city is not the one that has highways, but one where a child on a tricycle or bicycle can go safely everywhere." ~ Enrique Peñalosa, former mayor of Bogotá.

The Commission members thought that the assumption of the right to a free parking space should be challenged, given the amount of space and pollution generated by cars. A study on the cost of a car parking space put this at several thousands⁸. This land could be better used to provide playspaces, pathways, cycleways, trees, or even homes.

These are all approaches the Commission believes the Climate Emergency Strategy should address:

- **Reducing Car Use.** The most significant way that motor vehicle use can be reduced is through Congestion Charging/Road User Charging; there are steps that boroughs can take on this either alone or in conjunction with other boroughs but ideally this is something that the Mayor will bring forward. This is key to reducing motor vehicle usage and improving air quality on main roads. Significant policies that can impact of private vehicle use also include a) the potential adoption of a Workplace Parking Levy and b) creating bus and cycle only corridors on key bus routes to improve bus journey time reliability and improve safety (eg Rye Lane).
- **Parking Policies.** Again, this can have a very significant impact of kerbside usage, how our streets are used and levels of car ownership, usage and air pollution. Overall in Southwark around three-fifths of all households do NOT own a car. Key policies

⁷ Mitchell and Dorling 2003:<https://journals.sagepub.com/doi/abs/10.1068/a35240>

⁸ <https://www.eta.co.uk/2018/01/19/what-value-a-parking-space/>

include a borough-wide CPZ, higher parking charges (residential and on-street) and a progressive reduction in parking provision (potentially in favour of street greening and increased cycling and walking provision).

- **Low Traffic Neighbourhoods** have proven benefits for the communities where they have been introduced. Research has shown that casualty levels are reduced, through traffic is removed, air quality is improved and walking and cycling levels have been increased dramatically. One study in Waltham Forest found quantifiable increases in life expectancy.

The implementation of low-traffic neighbourhoods must take a holistic approach; understanding the impact of their implementation on surrounding areas, including potential changes to the rate and flow of traffic on major roads, both increases generated by displacement of through traffic and conversely the effects of traffic evaporation as evidenced after the introduction of the Waltham Forest mini-Holland scheme.

Their roll-out across Southwark ought to be taken in conjunction with the development of policies to monitor their impact and, if needed, to reduce traffic on main roads (in conjunction with TfL) ensuring that there is no worsening of the conditions of residents who live on adjacent main roads.

There must be proper monitoring of traffic flows, air quality before, during and after highways changes for an appropriate period, especially with vulnerable populations like hospitals and schools or in areas of deprivation, and there must be transparency for residents on any increases or decreases in air quality .

The introduction of low-traffic neighbourhoods relies on the introduction of controlled parking zones and this must be recognised.

We recommend the Climate Emergency survey actively engage communities on major roads, including schools which may suffer disbenefits from interventions to tackle both air quality and climate change and take a proactive approach to mitigating any potential disbenefits such changes incur.

- **Work with TFL and the DfT** to improve the provision of public transport.
- **Work with the private and third sectors** to improve the provision of bicycle and e-bike hire including its use for taxi and delivery services and to limit the impact of delivery services and private hire services.
- **Safe Cycling.** Creating segregated cycle routes on main roads. To reduce costs, light segregation can be used.
- **Car free development.** No parking spaces in new developments. Re-assessing existing planning policies that permit more than the minimum parking levels to make provision of people with disabilities.
- **Sustainable Freight.** Moving away from fossil-fuel powered delivery to electric vehicles and cargo bikes.
- **Car free days** ought to be made easier with the presumption towards granting permission

- **Play streets** ought to be factored onto new developments and part of Low Traffic Neighbourhoods.
- **School Streets** again hastening the roll out of Southwark's current programme.

Recommendation four

Adopt Climate Justice as a key principle

Recommendation five

Review the all transport and planning policies to drive down total car use and increase provision of play-spaces, Low Traffic Neighbourhoods and enhance sustainable transport options that prioritise vulnerable residents including children, schools, older people, disabled people and those with lower incomes. This ought to take a holistic approach to traffic management and ensure that the emissions burden is not unfairly moved to those communities least able to bear it.

4.5 Retrofitting , Regeneration and Carbon offsetting

According to the Technology Strategy Board, the construction, operation and maintenance of the built environment accounts for 45% of total UK carbon emissions (27% from domestic buildings and 18% from non-domestic buildings).

Optimising the use of less polluting materials is an important way of cutting embedded carbon in new buildings. Around half of all CO₂ emissions in the industry are from cement production, both in the manufacturing process and as a by-product of the chemical reactions. Low-carbon cements are available which are less energy-intensive to produce as they often include magnesia, enabling the absorption of carbon dioxide during curing. Other 'sustainable' materials such as timber, straw and compressed earth have lower carbon footprints than cement, as well as absorbing CO₂ while growing.

The council planning policies require high environmental standards in new-build homes. However, where it is demonstrated to be not possible to achieve the target on site the council has established a carbon offset fund for cash in lieu contributions from developers to meet the target off site. This money is spent on carbon offsetting projects around the borough to achieve CO₂ reduction savings.

The Commission raised concerns about the rigour of the planning process, and if the council ought to only allow offsetting either not at all, or only in exceptional cases. They also thought the effectiveness of the offset fund ought to be reviewed.

A carbon rating system was discussed for all proposed developments in the borough; this must include both potential emissions and embedded carbon.

Extinction Rebellion raised this as one of their top concerns, because of both the volume of carbon expanded in construction and concerns over empty flats. Regeneration presents some of the most challenging issues given the social need for more affordable housing and austerity.

Many of the council's buildings, including the older housing stock, will need extensive retrofitting. When doing this the Commission sought assurances that the embedded carbon is considered, as frequently up to half the carbon in a component's life is embedded in its manufacture.

In addition to reviewing the carbon offsetting arrangements Southwark ought to look at approaches such as the [Circular Economy](#)⁹ in construction and regeneration. This would look at the lifetime use and value of buildings, including the cradle to cradle life of components. This approach would be able to weigh the value of recycling existing buildings versus new build, measure the long term ecological impacts of the material used, and capture the negative environmental and social impacts of unused 'buy to invest' flats.

Recommendation six

Include a review of carbon offsetting with a view to

- c) Eliminating or drastically reducing its use*
- d) Ensuring any offsetting fund is used effectively and produces an annual report.*

Recommendation seven

A carbon rating system was recommended for all proposed developments in the borough, which must include embedded carbon.

Recommendation eight

Consider adopting the Circular Economy approach in the Climate Strategy, which also encompasses biodiversity and social justice impacts, as well as carbon emissions.

⁹ https://www.lwarb.gov.uk/wp-content/uploads/2015/04/LWARB-London%E2%80%99s-CE-route-map_16.6.17a_singlepages_sml.pdf



Taming car traffic: a social justice issue

Rachel Aldred

Reader in Transport

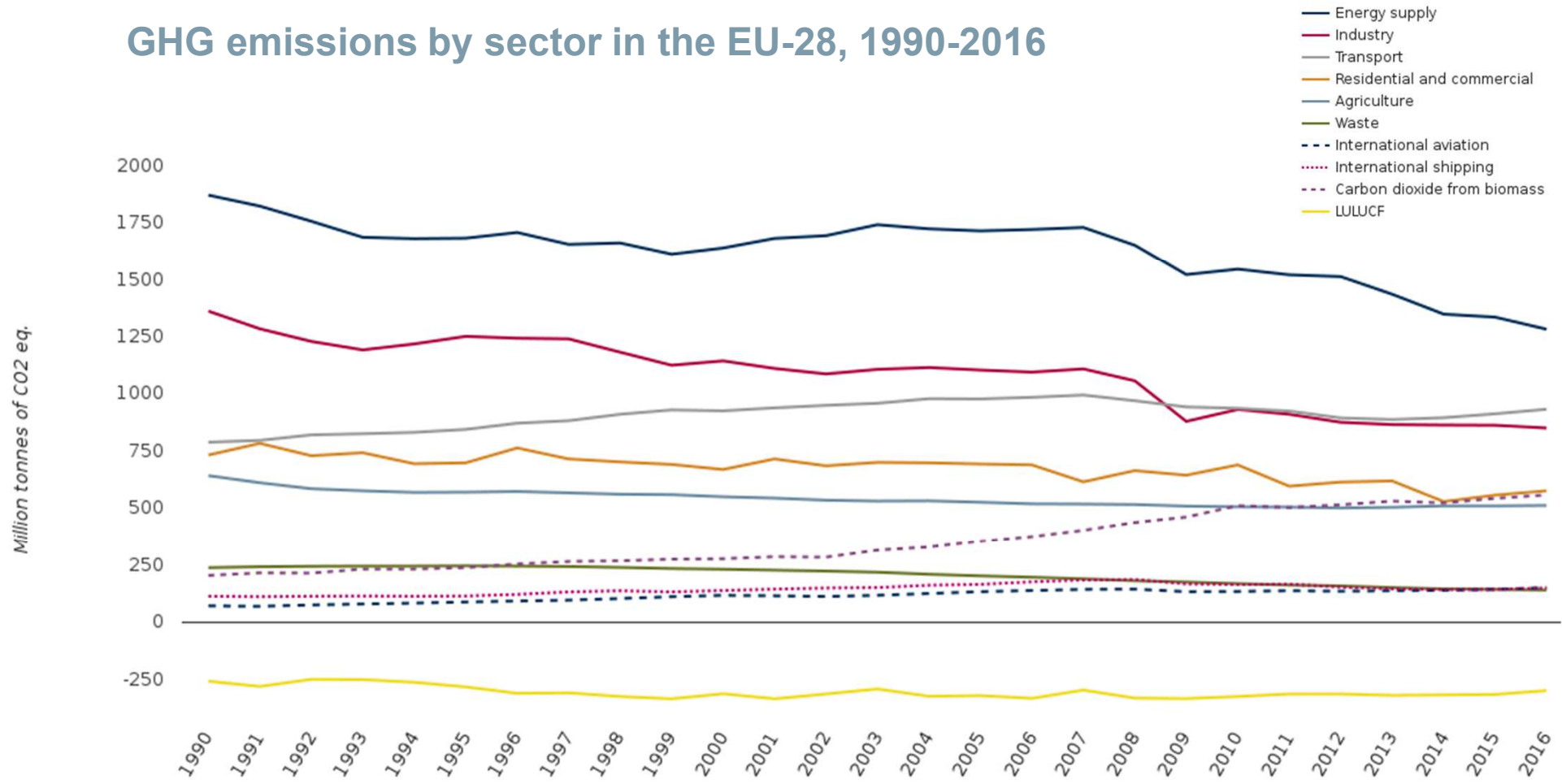
Director of the Active Travel Academy

University of Westminster

rachelaldred.org @RachelAldred

EU-28 GHG emissions from transport have grown since the 1990 baseline, overtaking industrial emissions in 2010

GHG emissions by sector in the EU-28, 1990-2016



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Ditch cars to meet climate change targets, say MPs

By Roger Harrabin
BBC environment analyst

🕒 22 August 2019 📄

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Climate change



People will have to get out of their cars if the UK is to meet its climate change targets, MPs say.



- for pedestrian deaths, the rate in families where parents have never worked or are long-term unemployed (NS-SEC 8) is 20 times higher than in families with parents in higher managerial/professional jobs (NS-SEC 1)
- for cycling deaths it is 27.5 times higher

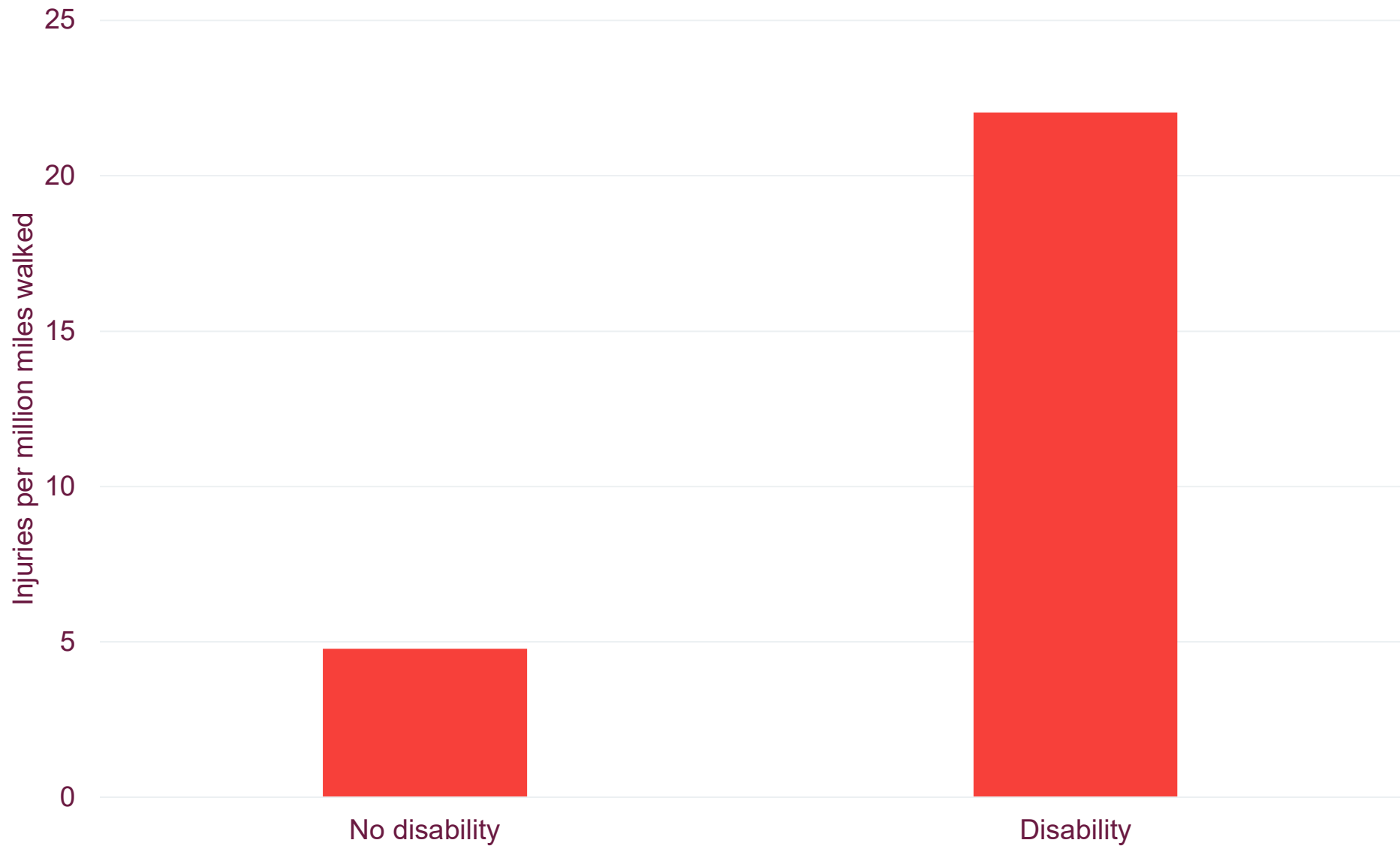
Source: <http://www.makingthelink.net/topic-briefings/inequalities-and-deprivation>

Pedestrian injuries in collisions with a motor vehicle in the past three years, by household income



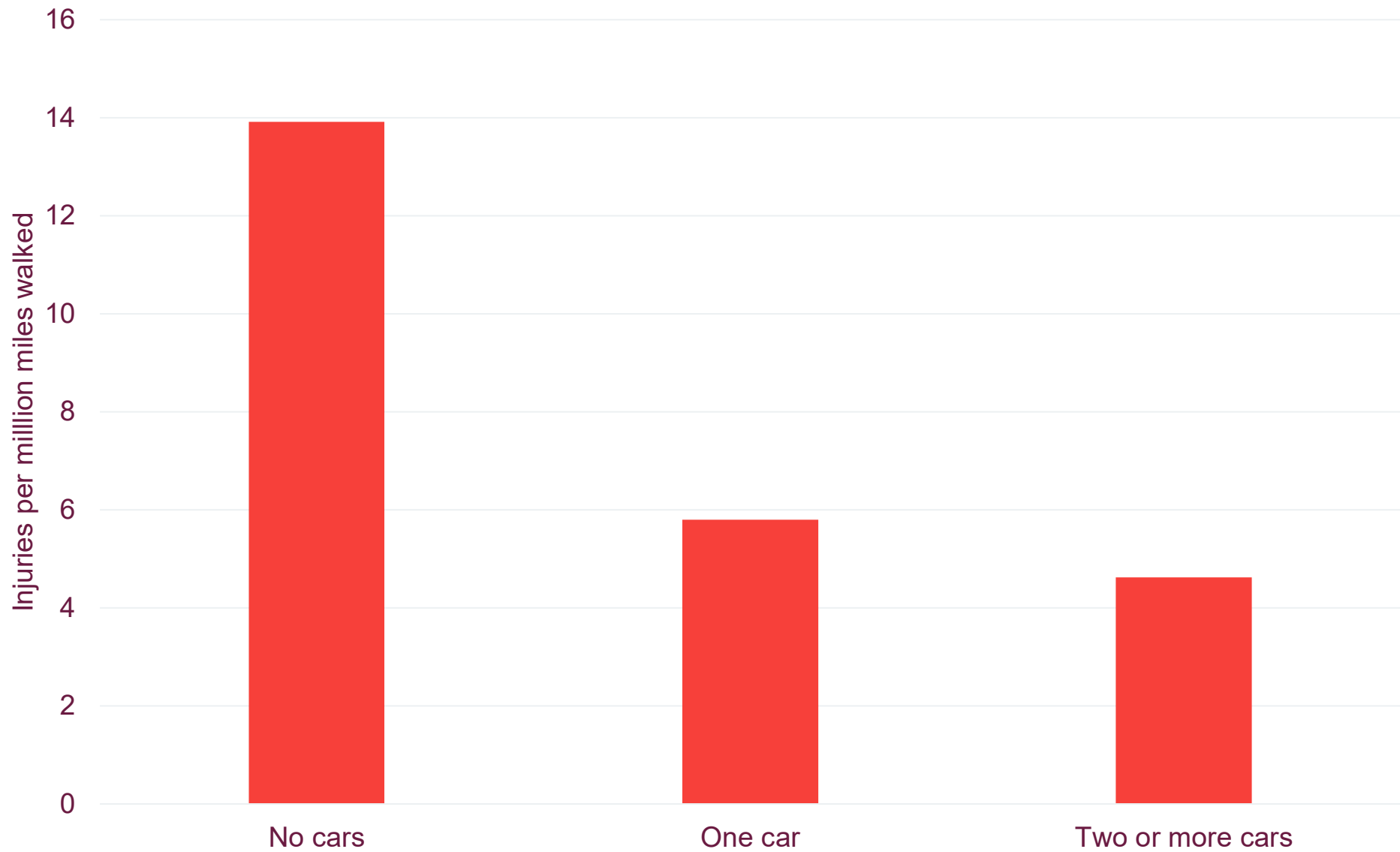
From National Travel Survey data, published in <https://www.sciencedirect.com/science/article/pii/S2214140517306308>

Pedestrian injuries in collisions with a motor vehicle in the past three years, by disability status



From National Travel Survey data, published in <https://www.sciencedirect.com/science/article/pii/S2214140517306308>

Pedestrian injuries in collisions with a motor vehicle in the past three years, by household car ownership



From National Travel Survey data, published in <https://www.sciencedirect.com/science/article/pii/S2214140517306308>



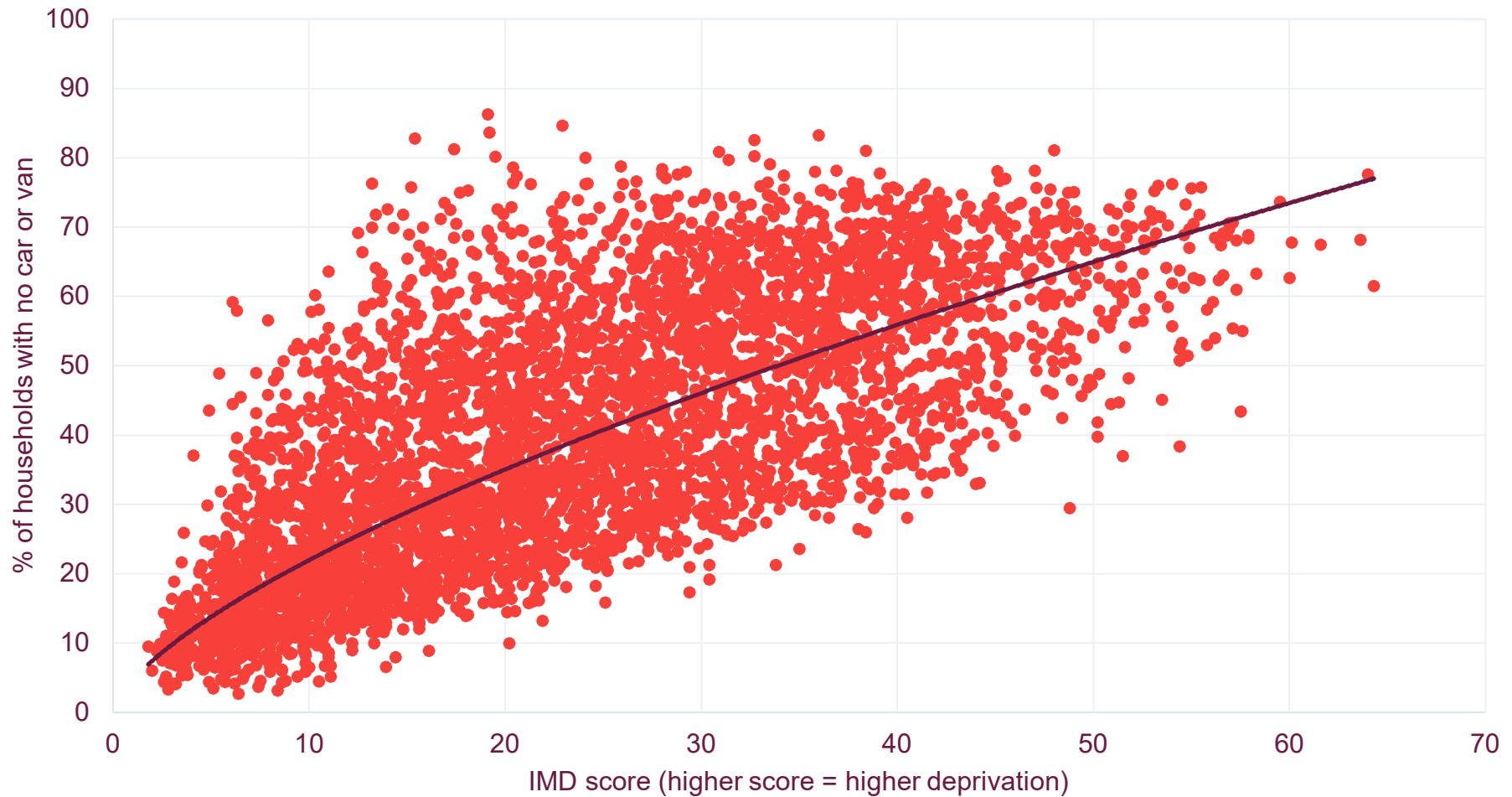
Environmental Injustice

“the communities that have access to fewest cars tend to suffer from the highest levels of air pollution, whereas those in which car ownership is greatest enjoy the cleanest air. Pollution is most concentrated in areas where young children and their parents are more likely to live [...] Those communities that are most polluted and which also emit the least pollution tend to be amongst the poorest in Britain. There is therefore evidence of environmental injustice in the distribution and production of poor air quality.”

(Mitchell and Dorling 2003:
<https://journals.sagepub.com/doi/abs/10.1068/a35240>)

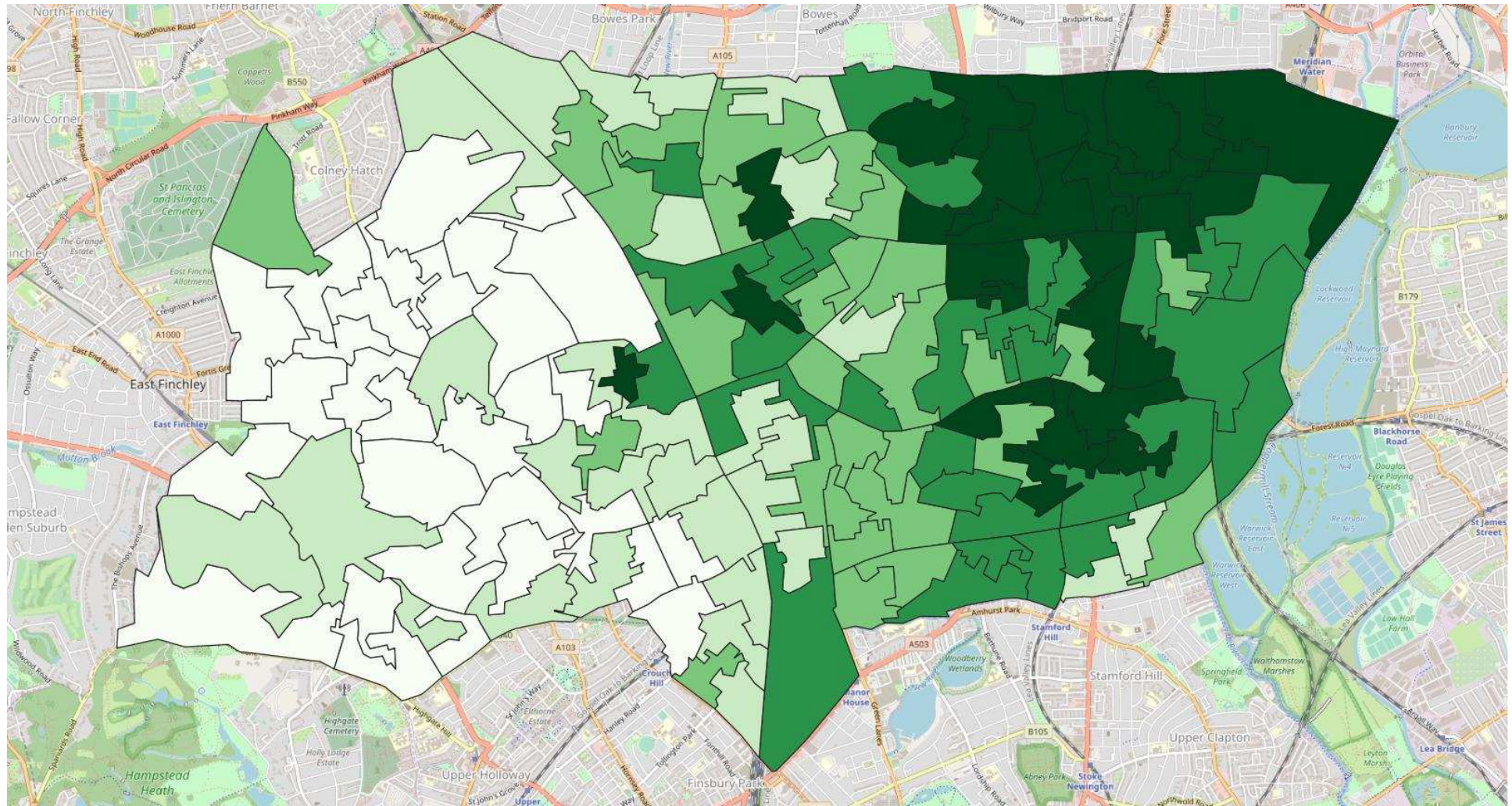
The more deprived the neighbourhood, the higher the percentage of households without cars

Deprivation levels (IMD score) against percentage of households with no car or van (LSOA-level, London)

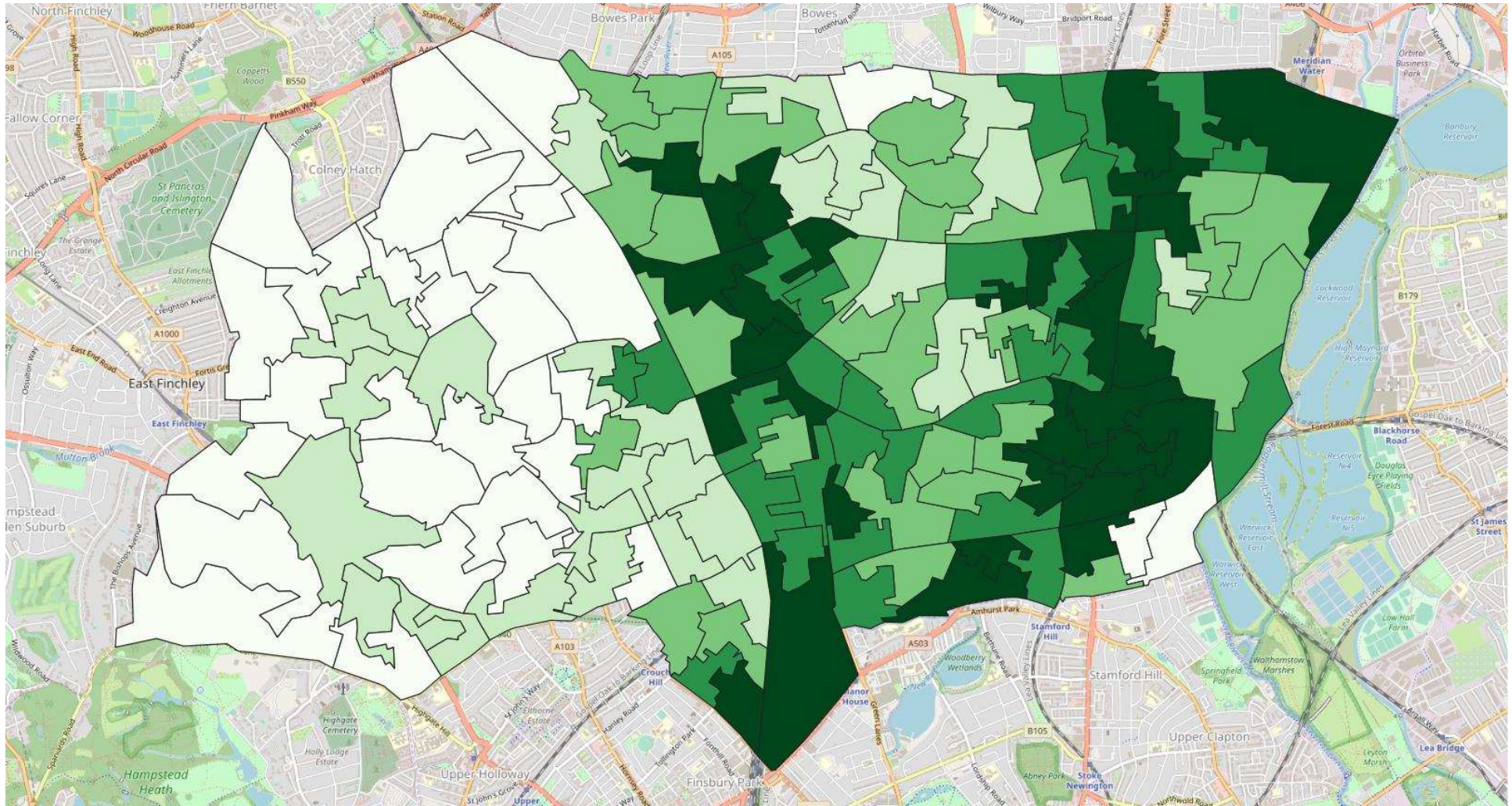


Data: ONS Census data on car ownership, MHCLG/GLA data on deprivation

Index of Multiple Deprivation scores, Haringey, LSOAs by quintile (darker colours = higher level of IMD in that LSOA)

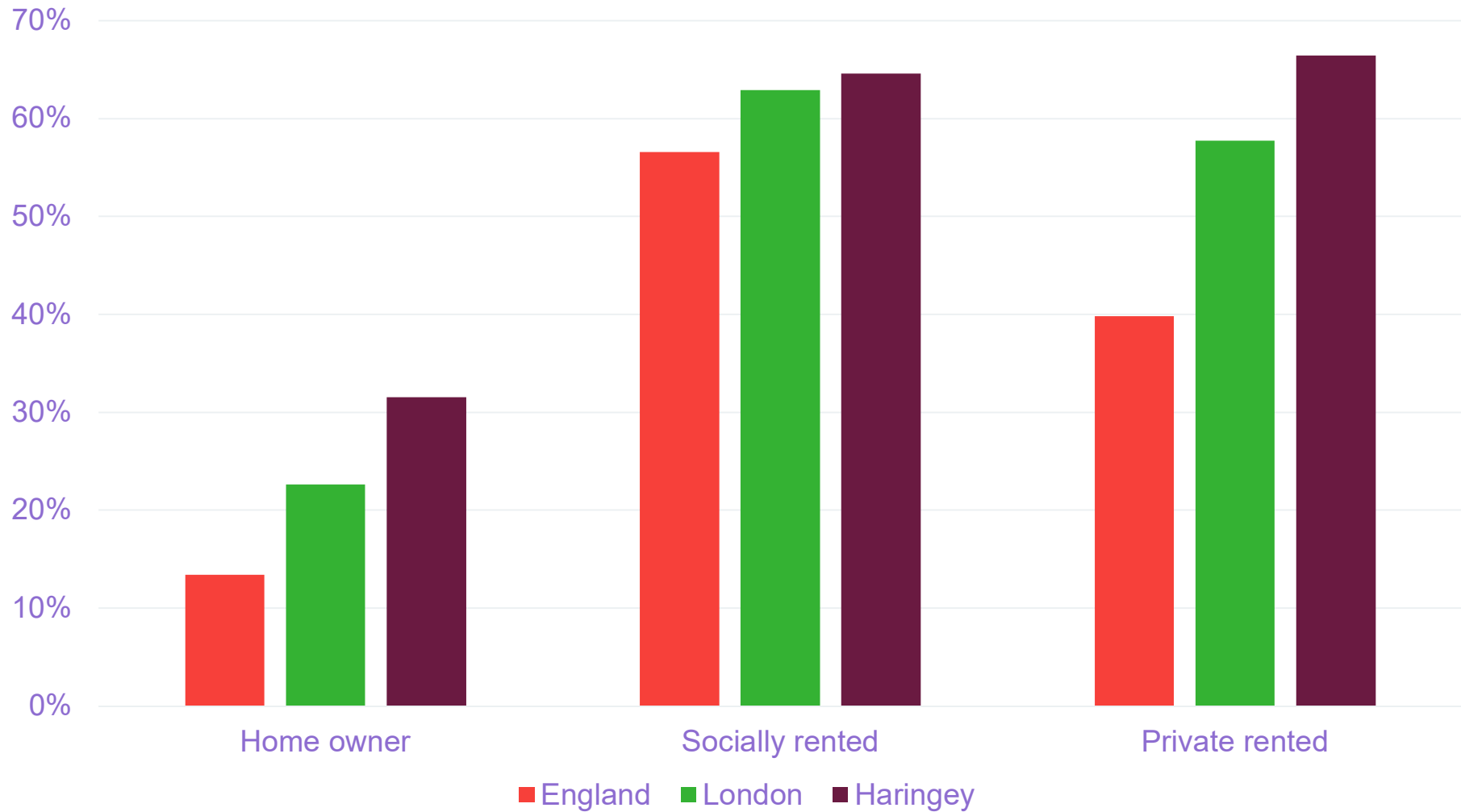


Households living without a car, Haringey, LSOAs by quintile (darker colours = higher % of households living without a car)



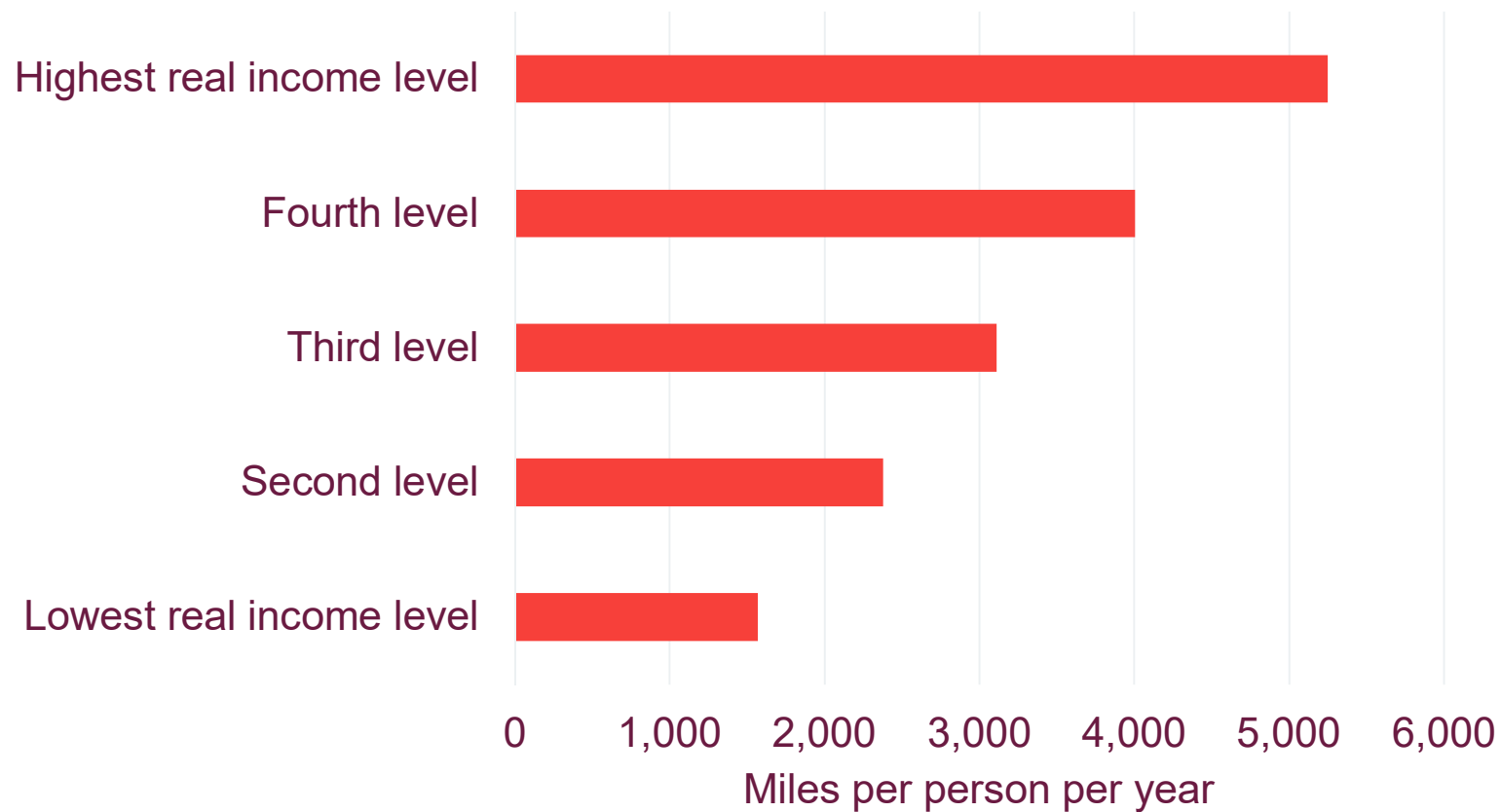
Tenure and car ownership: England, London and Haringey

Percentage of households with no car or van by tenure



Data: ONS Census data

Distance as car or van driver



<https://www.gov.uk/government/statistical-data-sets/nts07-car-ownership-and-access>

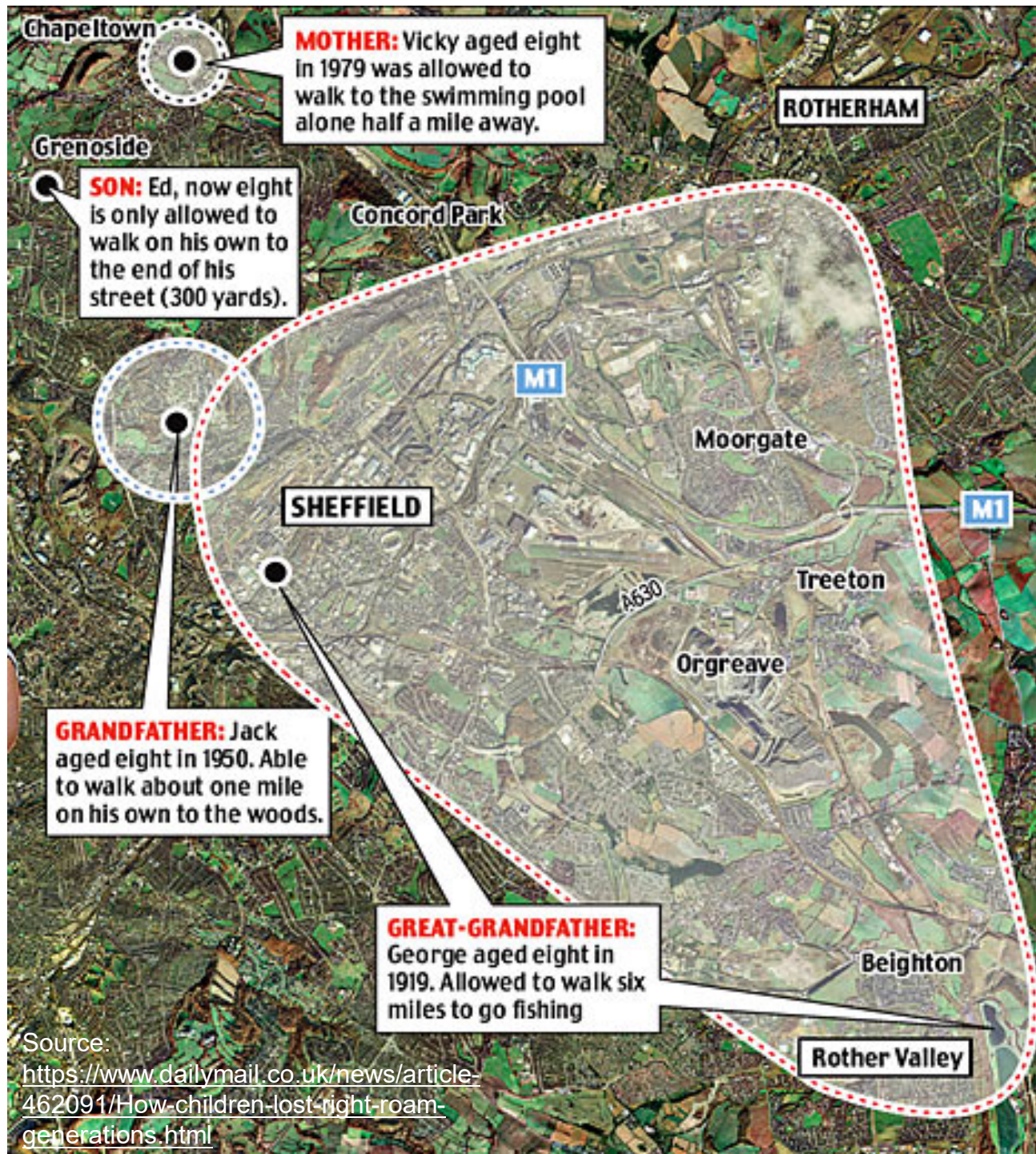


Loss of independent mobility


‘Only 25% of primary school children are allowed to travel home from school alone compared with 86% in 1971, research by the Policy Studies Institute at the University of Westminster found. Figures collected in 1971, 1990 and 2010 discovered a large reduction in the youngsters' independent mobility - the extent to which parents allow them to play and travel around in their local area without any adults. Children have far less independence to get about alone compared to German children. Children from 11 to 15 years old have also been facing greater restrictions.’

<https://www.telegraph.co.uk/education/primaryeducation/9798930/The-decline-of-childrens-right-to-roam-just-one-in-four-primary-school-pupils-are-allowed-to-walk-home-alone.html>, report:
http://www.psi.org.uk/docs/7350_PSI_Report_CIM_final.pdf





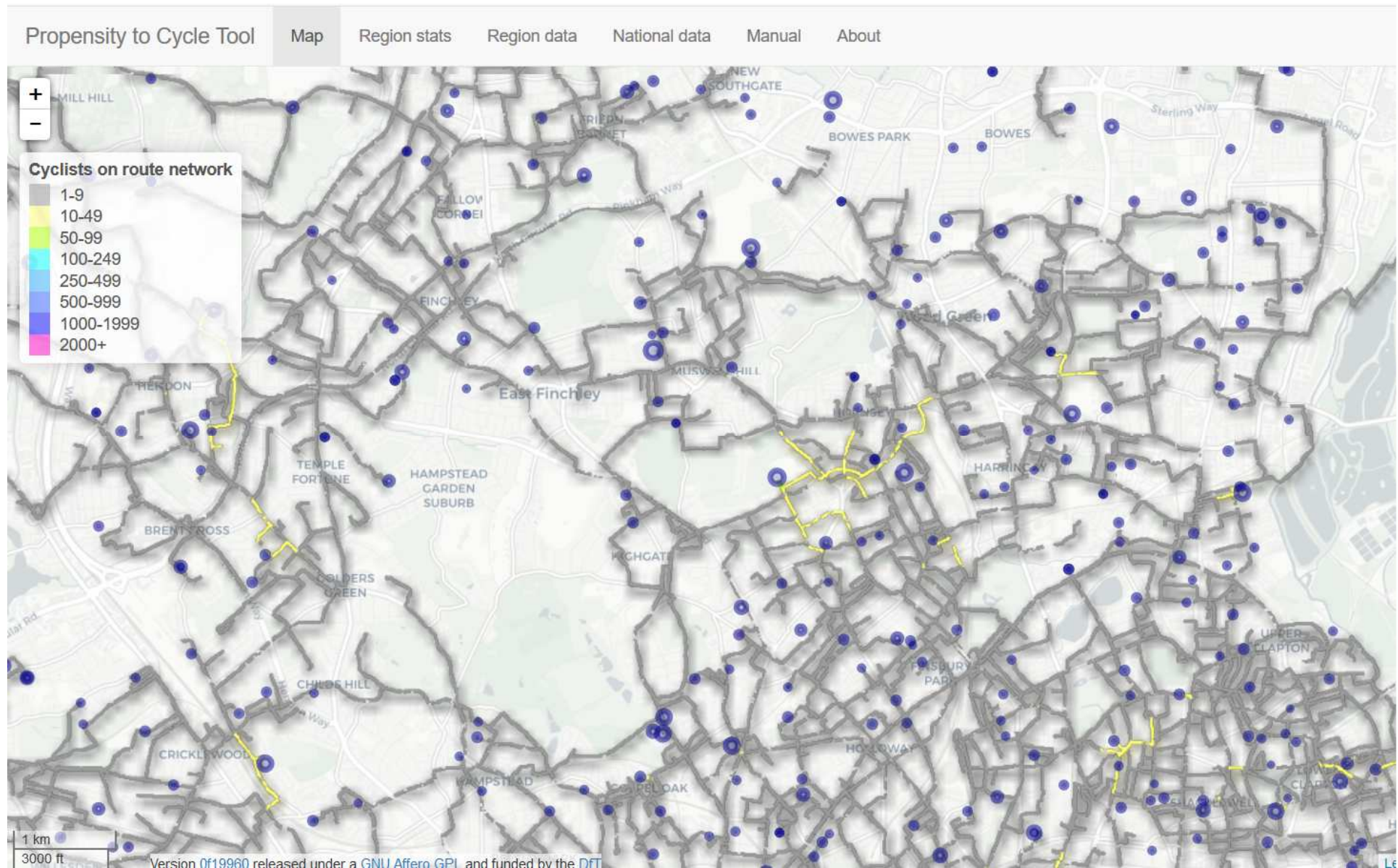
Source:
<https://www.dailymail.co.uk/news/article-462091/How-children-lost-right-roam-generations.html>



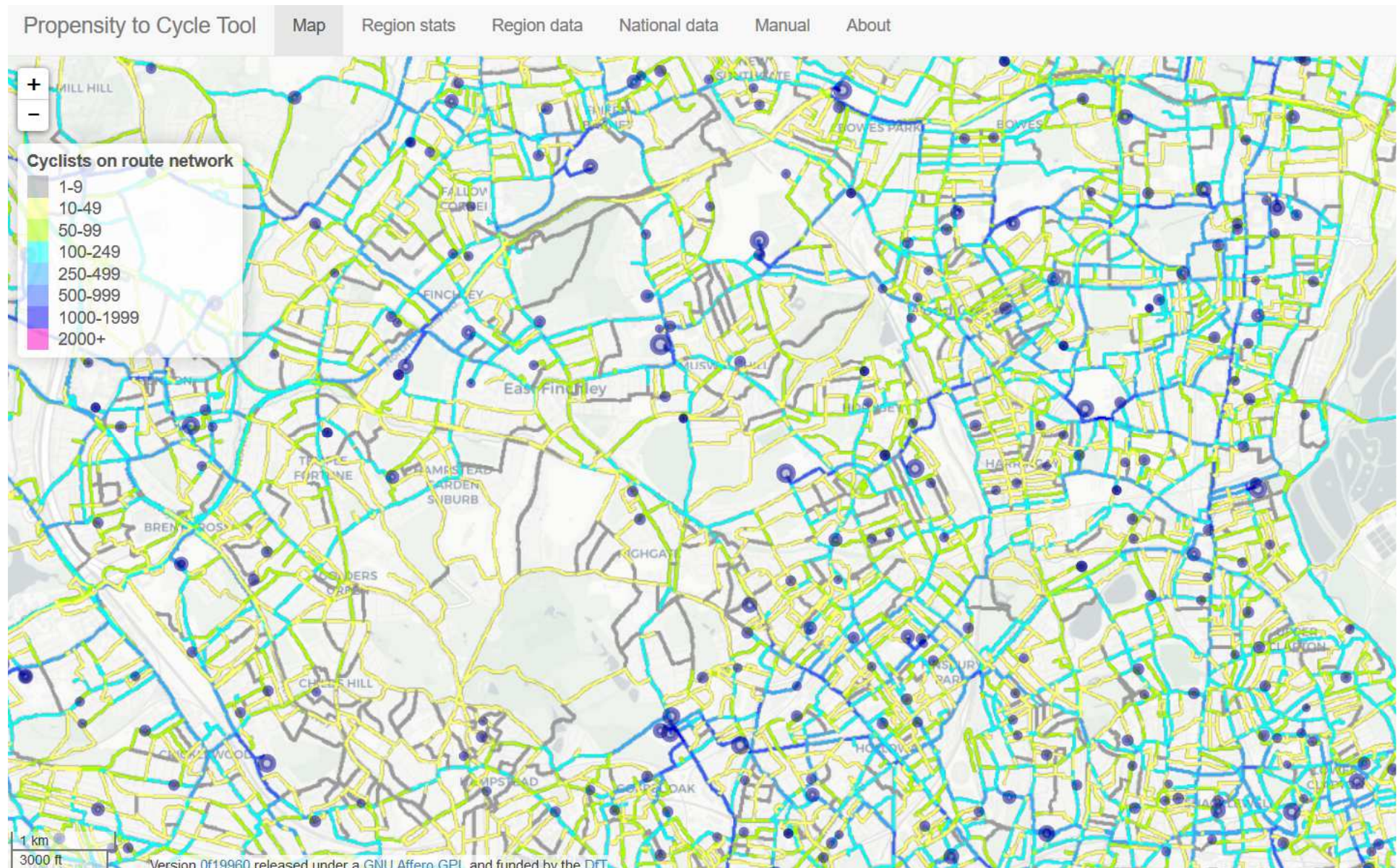
48% of children want to cycle to school, but only 2% actually do.
<http://ccea.org.uk/giro/docs/resources/Sustrans%20Active%20Travel%20Schools%20Programme/Transforming%20Young%20People%27s%20Travel.pdf>

Cycling to school, 2010/11 School Travel Census

From www.pct.bike



With Dutch cycling to school propensities (based on distance and hilliness)





Denmark shows how different things could be. Cycling there is a normal form of transport for all income groups, but most important for the mobility of the poorest. Danes in low-income households make 2.7 trips per day, of which 26% (0.7) are by bicycle. People in the poorest fifth of English households only make 2.2 trips per day.

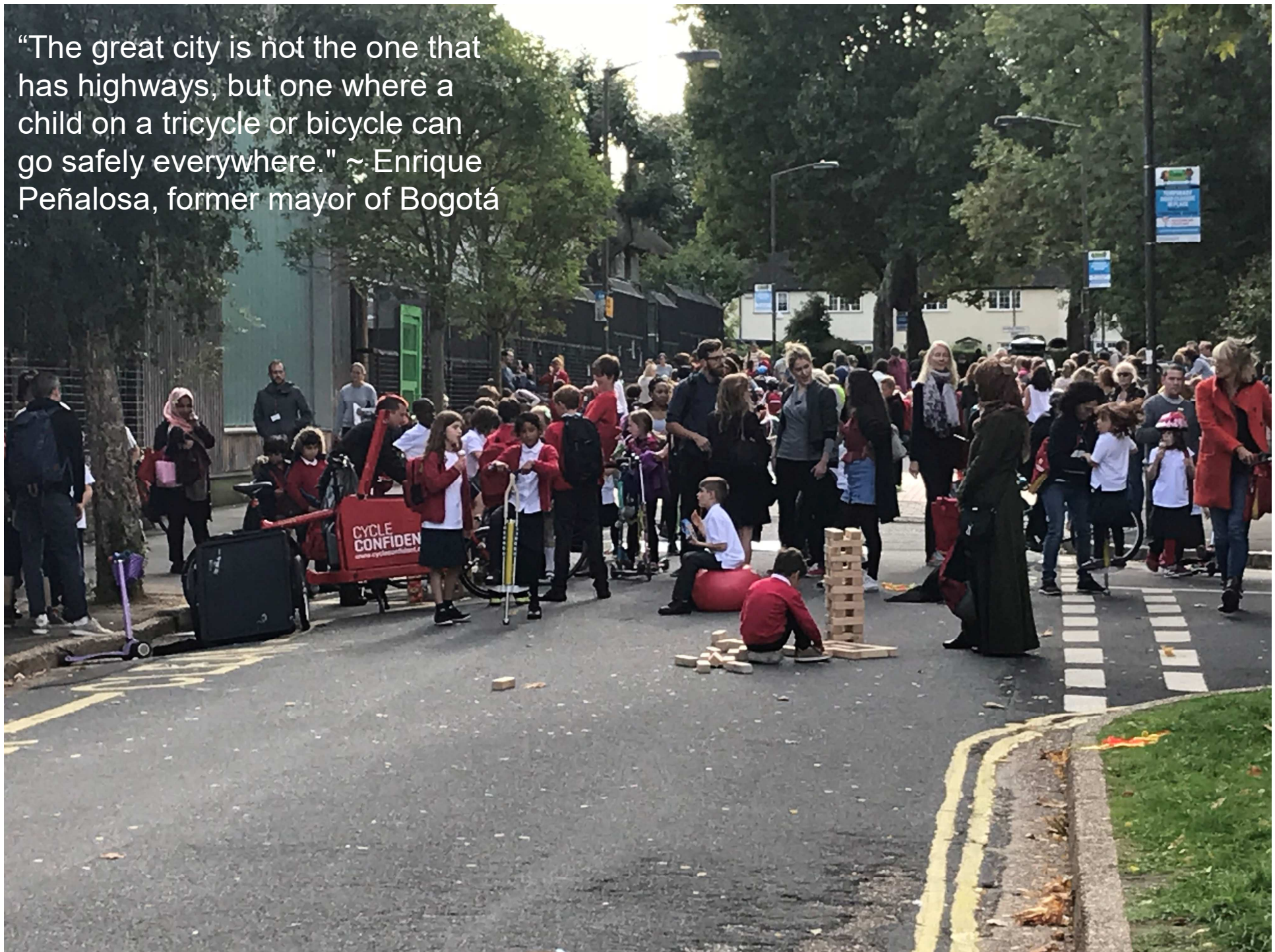
While trip rates in England by other modes are similar to those by lower income Danes, the big difference is cycling levels are much lower here (0.03 trips per person per day). This suggests that if we can get people in the poorest income groups cycling at Danish levels, we could increase mobility by up to a quarter.

https://www.britishcycling.org.uk/zuvvi/media/bc_files/campaigning/BENEFITS_OF_INVESTING_IN_CYCLING_DIGI_FINAL.pdf



How do we get there?

“The great city is not the one that has highways, but one where a child on a tricycle or bicycle can go safely everywhere.” ~ Enrique Peñalosa, former mayor of Bogotá



"In every detail a city should reflect that human beings are sacred and that they are equal." ~ Enrique Peñalosa





Taming car traffic: a social justice issue

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Item No. 9.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Response to Housing & Environment Commission's Community Energy Scrutiny Review Report	
Ward(s) or groups affected:		All wards	
Cabinet Member:		Councillor Kieron Williams, Housing Management and Modernisation and Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	

FOREWORD - COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ENVIRONMENT, TRANSPORT MANAGEMENT AND AIR QUALITY AND COUNCILLOR KIERON WILLIAMS, CABINET MEMBER FOR HOUSING MANAGEMENT AND MODERNISATION

In the council's 2018 Fairer Future Promises, it made a commitment to support the creation of community led sustainable energy projects on estates to help residents reduce their energy bills. In December, the Housing and Environment Scrutiny Commission met with council officers, community energy organisations and local residents groups to consider how to take this forward and subsequently produced a number of recommendations for the council to progress to achieve the commitment. This report considers the outcomes of this work by the Commission and the council's declaration of the Climate Emergency.

Whilst this report recognises the challenges in developing sustainable energy projects on our estates, it maps out how the council will move forward on this through establishing partnerships to support Tenant Managed Organisations and estates engaging through the council's Great Estates programme to provide renewable energy on our estates, as well as exploring how this could also be provided through the council's offices and schools.

The report also describes how the council will engage with London-wide initiatives, such as Octopus Energy and the London Homes Energy Efficiency Programme to reduce our residents' energy bills.

This work will play a crucial role in informing a number of the workstreams described in the Developing a Climate Strategy for Southwark report elsewhere on this meeting's agenda.

RECOMMENDATION(S)

1. To note the responses to the recommendations made by the Housing & Environment Scrutiny Commission.
2. To proceed with the development of the corporate decarbonisation strategy to provide the framework for promoting community-led renewable energy initiatives.

BACKGROUND INFORMATION

3. Following the 2018 elections, the council adopted the commitment to “support the creation of community led sustainable energy projects on estates to help residents reduce their energy bills”. As the Scrutiny Commission report notes, ‘the commitment was carefully crafted to promote community energy projects, in particular, to support the Council’s ambition to decarbonise’.
4. In December 2018, the Housing & Environment Scrutiny Commission held a Roundtable meeting with officers, resident groups and community energy organisations. Subsequently, the council commissioned the Buildings Research Establishment (BRE) to undertake a feasibility study of 3 resident-led renewable energy projects on council estates (Juniper House, Haddonhall TMO, Brenchley Gardens TMO). The study was reported back to the Commission and is the subject of recommendations below.
5. In March 2019, the Council Assembly declared a climate change emergency and called on the cabinet to ‘do all it can to make the borough carbon neutral by 2030’. The proposed Carbon Reduction Strategy will provide the framework for addressing the estate based renewables commitment. The council can draw on resources and expertise through the GLA to plan and deliver decarbonisation and renewable energy goals.

KEY ISSUES FOR CONSIDERATION

6. Southwark currently spends around £14m a year on gas and electricity through our LASER contract. This covers our operational buildings, street lighting and communal areas on our housing sites. We are a board member of the London Energy Partnership (LEP) which works across London boroughs and with the Metropolitan Police Service, NHS and TfL to coordinate energy procurement, achieve value for money and promote sustainability. The council is also working with our contracted suppliers to install smart meters across the entire portfolio to ensure accuracy of billing to help shape the portfolio and make savings where possible.
7. Sites included in our energy contracts are currently saving 38% on gas prices (operational), 41% on gas prices (housing), and 17% on electricity prices (housing) and 11% on electricity prices (operational) compared to individual procurements. We have achieved a carbon reduction of 37% in the last 10 years by consolidating buildings, improved energy management, increasing renewables and capital investments. We are introducing LED lighting for our street lights, and will shortly be replacing the lighting at the Tooley Street office with LEDs which will yield a 75% reduction in consumption, which equates to £110K saving and a 572 tonne CO2 reduction per year.
8. We are currently procuring a new energy contract through the LEP with the aim of further maximising our use of renewables up to 100% as part of our long term carbon reduction strategy.
9. The Housing & Environment Scrutiny report noted that many different teams within the council have sustainability policies that are being brought together and that there are a number of renewable energy generation technologies that might apply on housing estates. Of these, solar is by far the most popular for community development. However, dramatic reductions in subsidy have increased the relative cost of arrays.

10. The Commission considered the 3 community-led solar pilot projects, the BRE feasibility report and different financing and ownership models, including the potential of community benefit energy companies as council partners. The report also discussed a number of energy supply models that could enable the council to meet its commitment to reduce resident energy bills.

Policy implications

11. The Commission made six recommendations, which are set out below along with corresponding actions.

Recommendation 1: *Scope out the possibility for Southwark to develop a SPV and/ or local electricity supply model to support solar and other renewable energy projects, including Combined Heat and Power. Explore the feasibility of engagement in London-wide initiatives through the GLA including through its 'License Lite' supply arrangement.*

12. We are currently developing an overarching borough wide strategy in order to make Southwark Carbon Neutral by 2030. The use of SPVs, local renewables and other sources of CHP and energy recovery will be central to this delivery. The council will actively explore all options to decarbonise and reduce residents' bills through the management of its assets, working with residents, schools and other partners, as well as by building constructive relationships with private, public and community sector organisations that can help us meet the 2030 target.
13. From the end of this year, Southwark residents will be able to sign up to London Power, a new, fair-priced, green energy company, available exclusively to Londoners, established by the GLA in partnership with Octopus Energy. The scheme will allow consumers to have a 12-month fixed tariff for electricity and gas, which will always be within the cheapest 10% of comparable tariffs available in the market. All energy will be from 100% renewable sources and all profits from the scheme will go to the GLA to be used for community projects.

Recommendation 2: *Encourage TMOs and TRAs to explore community energy through the Great Estates programme, in partnership with local Community Energy community benefit companies. This could also directly link with the development and roll-out of electric vehicle charging points.*

14. There is likely to be considerable interest from estate based community groups for renewable energy projects. Such initiatives have additional benefits such as community cohesion and raising climate awareness. An initial call for interest in 2018 produced positive responses from more than 20 TRAs. The council is currently looking to acquire the capacity to undertake renewable energy audits with residents.
15. The Great Estates programme provides a useful framework for community-led renewable energy projects that can be included and developed within individual Estate Action Plans (EAPs). However, of the 388 responses to the initial call for ideas, only 2 mentioned possible solar projects. Currently 20 proposed Great Estates projects are being shortlisted to select those to go forward in the first round to develop EAPs. The Great Estates Board will then consider how community renewable energy initiatives can be included in EAPs.

16. Subject to capacity, the council can undertake community energy audits on all or some of the selected GE projects and develop a process for this that can be applied across the housing stock. More broadly, the council is also able to carry out a desktop survey of the housing stock to identify those blocks with potential for solar generation and taking into account planned major works that could affect solar projects.
17. One of the pilot projects assessed by BRE involved Haddonhall TMO and SELCE. Partnership with an established community benefit energy provider would reduce financial risk and the burden of project planning on the council, while also adding community engagement capacity. The council would still need to have the expertise to evaluate proposals, which would have to conform to planned maintenance schedules. The council would also need to be satisfied with the contractual terms of arrangements that typically last for two decades. Community benefit schemes tend to be shareholder based and might not lead to any reduction in communal electricity costs, so the council would also need to be satisfied that schemes produce an acceptable level of community benefit.
18. Around one-third of the council's homes are supplied by ageing district heating systems, the renewal of which provides a major opportunity to invest in efficient and sustainable replacement. The council is in the process of producing a Heat Network Strategy which will guide investment within the framework of the corporate decarbonisation strategy.
19. Given the complexity, variables and long-term commitment involved and following the development of a corporate decarbonisation strategy, the council can initiate a process of discussion with community benefit energy companies about the parameters for partnership, which can include looking at a range of methods and technologies to achieve strategic goals.
20. To support the take up on electric vehicles for those with no off street parking, the council has a programme of installing charging points within lamp posts within walking distance of people's homes. The new London Plan requires that all residential car parking spaces provide infrastructure for electric or Ultra-Low Emission vehicles and that at least 20 per cent of spaces should have active charging facilities, with passive provision for all remaining spaces. Consideration of the charging infrastructure of electric vehicles can be included in EAPs as part of the Great Estates Programme.

Recommendation 3: Join the Mayor of London's 'London Homes Energy Efficiency Programme' [LHEEP] and use this to plan energy efficiency on estates and assist project planning the best time to fit renewables, where feasible.

21. The London Homes Energy Efficiency Programme began in 2018, replacing the RE:NEW programme. This £3.6m fund will run for three years as part of reducing carbon emissions from London homes by over 90% by 2050. LHEEP provides high level technical advice for 'deep retrofit' initiatives on existing homes. It can also support the procurement of specialists and help with the financing of projects.
22. The council is considering purchasing the Carbon Reduction Options for Housing Managers (CROHM) software, a stock assessment tool for large-scale landlords for designing and implementing strategic retrofit programmes for their housing stock. In addition, the £500m Mayor's Energy Efficiency Fund provides flexible and competitive finance to enable, accelerate or enhance viable low carbon

projects across London, which could be used by the council (or partners) to deliver either energy efficiency or renewable energy generation schemes.

23. The support, tools and finance available through these schemes come at a cost for which there is currently no budget. Any decision to engage with them needs to be taken within the context of the council's wider decarbonisation strategy and associated resources.

Recommendation 4: *In relation to the existing pilot projects, we would encourage the Council to recognize some of the limitations of the BRE studies, and factor in emerging models such as that being proposed by SELCE with Haddonhall. The enthusiasm and desire from residents to make all three projects work must be built upon.*

24. The BRE study focused on the technical and financial aspects of solar proposals on 3 estates. The study provided detailed data about communal energy consumption, the potential power that could be generated and associated income. The report found that in each pilot the amount of savings to the communal energy bill together with anticipated income derived from electricity generation would unlikely cover the capital cost of installations over a twenty year period, even without taking into account the cost of installation and planned maintenance to roofs. The report considered other options, such as switching communal lighting to LEDs, as more cost effective.
25. BRE did not examine capital financing options and the Haddonhall/SELCE project was not at a sufficiently advanced state to assess value/cost to the council. Neither did the report seek to quantify non technical and financial variables, such as community cohesion, behavioral change and increased awareness of climate change that community-led renewable energy projects could deliver.
26. To decide on proposals for solar or similar projects, the council needs to be able to evaluate data against criteria to assess cost and benefit. The BRE feasibility study provides guidance on what criteria and data, which need to be adapted to Southwark's circumstances, including taking into account non financial criteria.
27. Currently, the council does not yet have the technical expertise or capacity to develop an in-house evaluation process and apply this to the three pilots or future projects. The development of an effective process not only requires investment in tools and skills, but also integration into the corporate decarbonisation strategy, a paper on which is going to Cabinet shortly. At present, the council can assess resident-led proposals in terms of compatibility with the QHIP schedule (relating to roofs) and can also, where appropriate, plan decarbonisation actions, such as LED installation, as part of planning major works projects or Estate Action Plans.

Recommendation 5: *Work with other parts of the borough estate, particularly schools, to support the development of Community Energy solar projects, recognising that this support may require a commitment of resources.*

Offices

28. Corporate Facilities Management have looked at the potential for installation within the corporate properties and Tooley Street, Queens Road 1 and 2 and Peckham Library all appear suitable for the installation of solar panels. To date the only location being actively pursued is Tooley Street where a scheme to

replace thermal solar panels with electricity generating ones (Gateway 1 report drafted).

29. Similar feasibility studies can be carried out for other buildings, including installation costs, estimates of energy savings and likely pay back period. Works would be procured by a formal tender process.

Schools

30. Of the borough's 75 primary schools, 34 are Community Schools and 4 Foundation Schools. The remaining schools are a mix of Academies, Voluntary aided or Free Schools and not under the general control of the council. Some schools already have solar panels on their buildings, particularly those that have been rebuilt in recent years. The school estate is a mix of building styles and each one would need to be assessed to determine the suitability of solar panels. Headteachers and governors would need to be incentivised to agree to the installation of the systems and helped with ongoing maintenance.
31. In some of the schools where we have installed renewable energy systems, we have had meter read outs showing how much CO² has been saved and what the energy use of the school is and this can be used as an education resource. All new schemes going forward they will have to meet the new London Plan level of minimum 35% CO² reduction and solar panels could be installed in these situations as part of the solution along with air source heat pumps as the primary heat generation.
32. The legal position of an independent company using the roof space of a primary school for generating income would need be reviewed by the council's legal advisors and a check made with the Department for Education to ensure that this does not breach any school regulations or legislation. The responsibility for the upkeep of the array and the maintenance of the structure supporting the array would also need to be explored to ensure that the schools (and the council) did not carry a commercial risk on this.

Recommendation 6: Ensure that the planning process is rigorous in its promotion of carbon-neutral schemes and that the Council's own developments, in particular, are best in class in relation to energy efficiency. Look at the opportunities provided by any resulting carbon offsets, particularly resulting from regeneration schemes, to invest in community energy.

33. In accordance with national, regional and local planning policies, all major development is required to reduce carbon emissions by at least 35% on a 2013 baseline. Since 2016, all homes built as part of major developments are required to be zero carbon. Where this can't be achieved, the council takes a payment in-lieu. This 'carbon off-set' is secured by S106 legal agreement and allocated to carbon reduction projects in the borough.
34. The priority is for new developments to be zero carbon, however, it is recognised that this can be very costly to developers and would therefore negatively impact their other obligations, such as provision of affordable homes. A payment in lieu is generally more efficient, both socio-economically and environmentally. The carbon off-set payment is calculated as £60 /tonne over 30 years (i.e. £1800/tonne) and follows the recommendations of both the Mayor and Central Government.

35. There is currently over £600,000 in the carbon off-set fund and the first identified project has been the upgrade of internal lighting, to super efficient LEDs, in the communal areas of council housing estates.
36. In addition to the above, the council's own developments must align with the London Plan's energy hierarchy and Southwark Core Strategy. Strategy Policy 13 covers the technical details, such as construction, but on-site mitigation measures include photovoltaic panels, high efficient gas boilers, mechanical ventilation and heat recovery and LED lighting.
37. The planning department are in the process of adopting the New Southwark Plan policy document, but will also be reviewing all supplementary guidance. In the autumn, there will be a draft strategy, outlining the planning department's influence on the climate emergency.

Community impact statement

38. The council is committed to exploring all available opportunities to reduce its carbon footprint, as well as residents' energy bills, by ensuring that the housing stock and associated services are affordable, reliable and sustainable. The council will work with residents and their organisations to raise awareness of climate change and to mobilise communities to identify what will work best on their estates.

Resource implications

39. There are no resource implications arising from this paper. Resourcing needs and allocations for promoting community-led renewable energy will be developed within the framework of the council's proposed decarbonisation strategy

Legal implications

40. There are no significant legal implications arising from the recommendations in this report

Financial implications

41. There are no financial implications arising directly as a result of this report.

Consultation

42. The responses to the Commission's recommendations were produced following consultation with teams across the council including: Sustainability & Business Development, Asset Management, New Homes, Resident Involvement, Place & Wellbeing, Planning, Communities

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

43. Although there are no significant legal implications arising from the recommendations in this report, during development of the strategy, legal and governance issues should be identified and addressed in consultation with the Director of Law and Democracy and her staff.

Strategic Director of Finance and Governance

44. Any future implications will be contained in existing programmes and any new costs will be incorporated within the council's forward looking policy and resources strategy that makes provision for the approval of revenue and capital budgets. This process will also need to take account of funding considerations.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet Minutes 18 June 2019 Item 10		
Web link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6413&Ver=4		
Community Energy scrutiny review report	Chief Executives, Strategy & Partnerships	Shelley Burke, 020 7525 7344
Web link: http://moderngov.southwark.gov.uk/documents/s83196/Community%20Energy%20scrutiny%20review.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Housing Management & Modernisation, Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	
Lead Officer	Caroline Bruce, Strategic Director of Environment and Leisure	
Report Author	Martin Kovats, Community Projects Manager	
Version	Final	
Dated	18 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
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		18 October 2019

Item No. 10.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Response to Recommendations from Community Safety Scrutiny Commission Report, Modern day Slavery and Trafficking Scrutiny Review	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Victoria Mills, Finance, Performance and Brexit	

FOREWORD – COUNCILLOR VICTORIA MILLS, CABINET MEMBER FOR FINANCE, PERFORMANCE AND BREXIT

I welcome the recommendations made in the Modern Day Slavery and Trafficking Scrutiny Review which was extremely timely considering the work underway in developing a Community Harm and Exploitation Hub.

Modern day slavery and child trafficking is an emerging priority for the council and wider safeguarding partnership. Southwark Council signed up to the Cooperative Party Modern Slavery Charter last year and modern slavery is a recently adopted priority for the Southwark Safeguarding Adults Board. Trafficking will also be addressed as part of the emerging Violence Against Women and Girls (VAWG) strategy; the original impetus for this review.

Modern day slavery and trafficking in all its forms is unacceptable. It affects all communities and has an incalculable impact on the lives of those individuals affected, their families and the wider community. The Home Office has described modern slavery as “a serious and brutal crime in which people are treated as commodities and exploited for criminal gain”. In Southwark, those most at risk of modern slavery are people involved in UK drug gangs, who are employing modern slavery methods to exploit people on ‘county lines’, where often vulnerable urban young people are controlled and exploited by drug gangs to sell drugs in towns outside of the city. The council is working with around 200 children at risk from modern slavery through ‘county lines’, directly or indirectly. This is an area of particular focus at the moment.

Modern slavery and trafficking is a complex, serious and often organised crime. Under Section 17 of the Crime and Disorder Act councils have a duty to do all that they reasonably can to prevent crime and disorder in their areas, which will include tackling modern slavery and trafficking. There are a range of crimes where councils may come across victims and perpetrators of modern slavery, including county lines drug dealing, child sexual exploitation, gangs, violent crime, forced labour and begging, amongst others. Tackling exploitation is therefore ‘everybody’s business’. Southwark benefits from the diversity of its statutory, voluntary and community partners whom contribute to tackling exploitative behaviour. We acknowledge that support networks provided by friends, family and faith groups have an important role to play in our response to tackling modern day slavery and trafficking. Through working in partnership and building on the community foundations we already have in place, I am confident that by working together we will achieve our vision, and reduce the harm caused by exploitative criminal behaviours for future generations. I am also clear in my vision that modern day slavery and trafficking

should not be seen in isolation to other forms of violence and vulnerability and thus we require a collective response to all forms of community harm and exploitation.

RECOMMENDATIONS

1. That the cabinet notes the response to the Modern Day Slavery and Trafficking Scrutiny recommendations as set out in Table 1.
2. That the cabinet instructs officers to bring back an annual report on Modern Slavery and Trafficking in Southwark.

BACKGROUND INFORMATION

3. In October 2018 the Community Safety Scrutiny Commission announced it would be conducting a review on Violence Against Women and Girls (VAWG), which included modern slavery and trafficking. Following evidence presented at this meeting, the Commission decided to separate out modern slavery from VAWG and look at it as an area in its own right.
4. The Commission chose to focus on three areas:
 - Child trafficking; nearly half of all victims of modern slavery and child trafficking are children, with a high percentage being unaccompanied minors.
 - Modern day slavery through the exploitation of young people through exploitation by criminal gangs.
 - Targeting business at risk from modern slavery, including rogue landlords.

KEY ISSUES FOR CONSIDERATION

5. The review put forward 12 recommendations for the council. These are detailed in Table 1 below with the considered response.

Table 1. Response to Modern Slavery Scrutiny Recommendations

Recommendation	Response
1. Set up a task and finish Modern Slavery & Child Trafficking group, that would include housing, and would ensure that there is an integrated and comprehensive plan pulling together the current work on modern slavery and child trafficking, including a referral process, reporting to the above recommended CHEB.	Agreed In January 2019 a comprehensive review of all forms of exploitation was commissioned by the SSCP (Southwark Safeguarding Children's Partnership). It was led by the Violence and Vulnerability Unit of the Home Office. A multi-agency project board has been established to implement the principle recommendation that there is a need for strategic leadership and co-ordination of all forms of exploitative behaviour. Modern Slavery and Trafficking intersects with many other types of harm and exploitation and cuts across most front facing parts of the council. A Community Harm and Exploitation Hub is in development.
2. Create specialist council leads on Child Trafficking / Child Sexual Exploitation,	Agreed A CSE and Missing Manager within Children Social Care and a CSE Coordinator post within Community Safety and

Recommendation	Response
and that they are the same person or work together closely.	Partnership.
3. Consistently treat all unaccompanied children as potential victims of slavery	<p>Agreed The local authority's service for unaccompanied children has specialist roles who are well experienced and trained in identifying signs of slavery.</p>
4. Make sure Section 47 is done for all those children	<p>Agreed Full child safeguarding processes are undertaken for any young person where there is a concern about slavery.</p>
5. Ensure that the council flagging and data collection on child trafficked / unaccompanied children meets best practice	<p>Agreed Children Social care uses the Children in Need (CiN) census guidance for trafficked young people as a key data field. which includes -</p> <p><i>“the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”</i></p>
6. Pay particular attention to the risk of Domestic Servitude and link up with AFRUCA, who are doing excellent work to tackle child trafficking	<p>Agreed to pay particular attention to Domestic Servitude and child trafficking AFRUCA's (Africans against child abuse) funding from the Home Office has ended and they no longer operate in Southwark.</p> <p>The Children's Society are working in partnership with the council to engage young people specifically to get their views on how we should be approaching this area of work. Also working in collaboration with Safer London, who have a specialist trauma worker who works with young people who have been impacted by the effects of exploitation.</p>
7. Conduct council wide mandatory training for all staff and members to raise awareness, provide effective support to victims where appropriate; including a protocol advising on the duty to	<p>Agreed Two specific courses are available for all council staff, as well as the wider partnership, including voluntary sector</p> <ul style="list-style-type: none"> • Human Trafficking, Modern Slavery and adults exploitation • Child trafficking and Modern Slavery Level 2 and 3. <p>Both courses include information on the duty to notify and referral process, but are not mandatory.</p>

Recommendation	Response
<p>notify and process to follow, explaining the reporting mechanisms for safeguarding adults and children.</p>	<p>The Children's Society will be delivering training on the National Referral Mechanism which is targeted at social workers.</p> <p>In addition, wider exploitation training is also available, including Barnardos training all night time economy front line staff to recognise Child Sexual Exploitation (CSE), in particular, but also other signs of exploitation, including human trafficking.</p>
<p>8. Create Modern Slavery Champions within the Council (similar the mental health champions) and identify a SPOC in different teams.</p>	<p>Agreed All members of the Community Harm and Exploitation Hub will be Champions for all forms of exploitative behaviours, including Modern Slavery. However, to enable SPOCs to be identified in different teams across the council, support will be required corporately.</p>
<p>9. Create a named lead officer and cabinet lead on slavery</p>	<p>Agreed Lead officer: Stephen Douglas. Director of Communities Cabinet Lead: Councillor Victoria Mills</p>
<p>10. Consider creating an Adult Multi-Agency Safeguarding Hub (MASH)</p>	<p>Working alongside the Children's Multi-Agency Safeguarding Hub (MASH), the Community Harm and Exploitation Hub will develop a referral pathway for criminally exploitative behaviours such as Modern Day Slavery, and will support vulnerable adults and families.</p>
<p>11. Pull together the annual report on the Cooperative Charter by July; ensuring there is an action plan to complete the commitments, with a timeline.</p>	<p>A number of the commitments contained in the Charter have already been completed.</p> <p>In addition, subsequent to the scrutiny commission meeting in May 2019, central government has committed to strengthening section 54 (transparency in supply chains requirements) of the Modern Slavery Act. Southwark responded favourably to the proposed measures intended to increase transparency and compliance, improve reporting quality and extend the scope of the legislation and will comply with the proposed timelines for publicising such information.</p>
<p>12. Review the highest risk industries for modern day slavery as a prelude to running an awareness raising campaign across Southwark on modern slavery with the public, statutory partners, local businesses and the voluntary sector.</p>	<p>Agreed Landlords have been identified as a high risk area, with some flouting Housing Legislation, and engaging in other forms of negligence and exploitation. A Rogue Landlord Partnership Task Force has been set up to investigate landlords who are involved in a number of criminal activities, including tax evasion, trafficking and modern day slavery, abuse of immigration regulations and money laundering.</p>

Implementation

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

Policy implications

7. There are no policy implications arising from this report. A separate report on the Community Harm and Exploitation Hub will also be considered by cabinet and any relevant implications will be set out in this report.

Community impact statement

8. An equalities analysis will be carried out on the Community Harm and Exploitation Hub. Initial consultation undertaken with stakeholders indicates that the Community Harm and Exploitation Hub will have a significant positive impact on the community.

Resource implications

9. There are no resource implications arising from this report. A separate report on the Community Harm and Exploitation Hub will be considered by Cabinet and any relevant implications will be set out in this report.

Legal implications

10. There are no legal implications arising from this report.

Financial implications

11. There are no financial implications arising from this report. A separate report on the Community Harm and Exploitation Hub will be considered by Cabinet and any relevant implications will be set out in this report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Extended Learning Review	Southwark Council 160 Tooley Street London SE1 2QH	Caroline Thwaites 020 7525 0805
Web link: http://moderngov.southwark.gov.uk/documents/s82118/Southwark%20Extended%20Learning%20Review.pdf		

APPENDICES

No.	Title
Appendix 1	Modern Day Slavery and Trafficking Scrutiny Review Web link for report (copy and paste into browser): http://modern.gov.southwark.gov.uk/documents/s83194/Modern%20Day%20Slavery%20and%20Trafficking%20scrutiny%20review.pdf

AUDIT TRAIL

Cabinet Member	Cllr Victoria Mills, Finance, Performance and Brexit	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation Stephen Douglass, Director of Communities	
Report Author	Hannah Edwards, Safeguarding Partnership Manager	
Version	Final	
Dated	21 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
Strategic Director Children and Adults' Services	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	18 October 2019	

Item No. 11.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Cycle Hire Expansion and Submission of TfL Grant Application (LIP programme)	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Richard Livingstone, Environment, Transport Management and the Climate Emergency	

FOREWORD – COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ENVIRONMENT, TRANSPORT MANAGEMENT AND THE CLIMATE EMERGENCY

In April, cabinet agreed its innovative Movement Plan to transform our approach to transport in Southwark.

This report seeks cabinet approval for three important activities to take this work forward.

Firstly, I am delighted that this report sets out how the council will significantly extend the coverage of the Santander Cycle Hire scheme in the borough. Coverage is currently limited to a relatively small part of Southwark in and around the Congestion Charge Zone.

This strategy will extend coverage first to Bermondsey, Rotherhithe and Walworth - reaching Old Kent Road and Burgess Park. In the longer term, it will also bring the scheme to Camberwell and Peckham.

Secondly, this report sets out the council’s annual bid for funding from Transport for London’s (TfL) Local Implementation Plan (LIP) fund. This provides capital funding to deliver projects that meet both TfL’s and the council’s objectives.

Finally, the report sets out the next steps in our Liveable Neighbourhood transport initiatives around South Bermondsey station and the Bonamy and Bramcote estates.

I ask that cabinet, after due consideration, agrees to take these three important initiatives forward.

RECOMMENDATIONS

Recommendations for the Cabinet

That the cabinet:

1. Agrees the content of the council’s proposed LIP submission to TfL that identifies transport projects to be delivered using this funding in 2020 / 21 in Appendix A and is submitted to TfL before 1 November 2019.
2. Notes the progress report on the Movement Plan as contained in Appendix B

3. Notes the cycle hire delivery plan as contained in Appendix C.
4. Notes the progress report on the Liveable Neighbourhood project as contained in Appendix D.

Recommendations for the Leader of the Council

That the leader:

5. Delegates authority to the cabinet member for environment, transport management and the climate emergency to amend the programme for 2020- 21 should any variations to the proposed programme be required.
6. Delegates authority to the cabinet member for environment, transport management and the climate emergency to determine the most appropriate use of the £100k discretionary funding allocated by TfL for 2020-21.

BACKGROUND INFORMATION

LIP funding

7. The Mayor of London revised and published his new Mayor's Transport Strategy (MTS) in March 2018. Section 145 of the Greater London Authority Act 1999 (GLAA 1999) requires each council in London to prepare a Local Implementation Plan (LIP) to detail how the authority will assist in delivering the MTS. In response to this requirement the Council adopted the Movement Plan in spring 2019.
8. TfL provides financial assistance to boroughs, sub-regional partnerships and cross-borough initiatives under section 159 of the GLA Act 1999. All councils within London are able to bid for funding to deliver schemes identified in the LIP (or Movement Plan).
9. Southwark's allocation for 2020 / 21 is £2.149m, comprising:
 - £ 2,049k for corridors, neighbourhoods and supporting measures
 - £ 100k of discretionary funding to be spent on the transport schemes that the council sees fit.

These allocations are the total LIP funding that the borough should expect to receive in relation to the above categories. It should be noted that the borough is able to secure additional funding through separate funding processes for cycle quietways and superhighways and the bus priority and principal road maintenance.

10. It should also be noted that Southwark was successful in last years Liveable Neighbourhood funding that will continue for three years. Appendix C provides an update on the progress of this project.

KEY ISSUES FOR CONSIDERATION

11. Calculated from the formula funding, Southwark's funding allocation is £2.149 million for 2020 - 21.
12. Given the limited amount of funding available and the total number of possible

projects, they require prioritisation. Officers have reviewed the programme and identified the proposed schemes using available data and with reference to strategic priorities reflecting Southwark's Movement Plan and the broader council regeneration objectives to determine the final scheme list in Appendix A.

13. There is a natural link between schemes identified as part of the LIP process; the s106 / CIL project list and other projects identified by the community, such as cleaner, greener, safer (CGS). The schemes identified in this submission complement Southwark's existing proposals, priorities and funding streams.
14. The council is committed to extending cycling within the borough. In September TfL announced that they will extend the Santander cycle hire scheme alongside Cycleway 4 (Jamaica Road) to Canada Water. Building on this, officers have prepared a delivery plan which sets out the potential further expansion of cycle hire. This details how the expansion will be delivered in two phases, the first which extends to Burgess Park will be delivered by 2021 and the second to Camberwell and Peckham by 2023. This is contained in Appendix B.
15. Upon adoption of the Movement Plan the cabinet requested an update on the progress of it's implementation, this is contained in Appendix C alongside a progress update on the Bonamy and Bramcote Liveable Neighbourhood project.

Policy implications

16. The proposed LIP programme of works in Appendix A is consistent with the council's Movement Plan, the Cycle Strategy as well as the council's broader policy framework for its Health and Wellbeing Strategy and the Southwark 2016: Sustainable Community Strategy and various national and regional policies.

Community impact statement

17. The proposed schemes that receive funding from TfL aim to provide a positive benefit for people living and working in Southwark. This is achieved by engaging with local people before the implementation of any scheme.
18. An equality analysis and a strategic environmental assessment on the community impact were undertaken as part of the development of Southwark's Movement Plan.
19. The Movement Plan also addresses the council's responsibilities to eliminate discrimination, promote equality of opportunity and good relations between the different groups. The analysis of the Movement Plan objectives was found to be consistent with these equality objectives.
20. These LIP proposals are in accordance with council policies and should have a positive impact on the majority of our residents. However, the council will undertake ongoing monitoring to ensure there are no unforeseen consequences for communities or that any identified impacts are proportionate to the overall objective of the programme and are minimised where possible. This currently takes place through an Annual Monitoring Report collating all available data on the impacts of the plan. It identifies general travel trends within Southwark and includes an assessment of any variations in the impacts across different groups.

Financial implications

21. As a funding bid to TfL the proposed LIP schemes have no capital or revenue implications for Southwark, except for officer's time to prepare these bids. Details of the proposed LIP schemes together with the indicative costs of these bids are presented in Appendix A.
22. Indicative management and implementation costs for each scheme have been taken into account in the submission.

Consultation

23. This LIP bid was an extension of the consultation carried out during the production of the Movement Plan which allowed more than 12 weeks for the public to comment in late November 2018 and February 2019. The Movement Plan consultation included inviting views via, the council's Consultation Hub, electronic newsletters and social media networks, workshop with the Over 60's, Young Advisors, street interview surveys and via an online survey.
24. Given the extensive consultation noted above, which included the development of the first 3 year funding priorities, we are not required to re-consult until 2022 / 23 or if a change in Mayoral Policy happens in the interim. However, a key element of the evidence base, used to identify possible schemes, is the correspondence and feedback received from the public over previous years.
25. Once TfL have confirmed funding for the proposed LIP bid projects then the council shall conduct separate formal engagement with stakeholders, residents and other interested parties on those schemes prior to their detailed design or implementation.
26. Furthermore, all infrastructure schemes will now go before the community council to allow local people an opportunity to influence the proposals affecting their area.
27. Where schemes are altered, dropped, or where new schemes are proposed, then relevant ward councillors will be consulted.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

28. This report seeks approval of the council's proposed LIP submission to TfL that identifies transport projects to be delivered using the funding allocation for 2020 - 21. As stated in the background information at the beginning of this report, section 145 of the Greater London Authority Act 1999 (GLAA 1999) requires London boroughs to prepare a LIP outlining their proposals and how they intend to implement the MTS in their respective areas. Councils are required to consult various bodies and must include an implementation timetable for the proposals in their plan.
29. Section 146 of the GLAA 1999 provides for the Mayor to approve each LIP, ensuring that they adequately implement the MTS. The Mayor must not approve a LIP bid unless he is satisfied that it is consistent with the MTS, and that the bid proposals are adequate to achieve the MTS within an appropriate implementation timetable.

30. Under section 151 of the GLAA 1999, once a LIP plan has been approved by the Mayor the council must implement it according to the timetable in the plan.
31. Section 152 of the GLAA 1999 states that if the Mayor considers that a council has not carried out any proposal in its LIP satisfactorily and according to the timetable in the plan, he can exercise the appropriate powers of the council, at their expense, to fulfil the strategy. Furthermore, section 153 of the GLAA 1999 provides that the Mayor may give legally binding directions to councils on the manner in which they perform any of their duties outlined in sections 145 to 151, i.e. provisions on the preparation, submission, re-submission, revision and implementation of their LIP.
32. Section 159 allows TfL to give financial assistance (by grant, loan or other means) to any person or body for expenditure conducive to the provision of safe, integrated, efficient and economic transport facilities. This permits TfL to impose conditions on financial assistance it provides.
33. The LIP bid has to comply with the public sector equality duty in accordance with the provisions of the Equality Act 2010. The community impact statement notes that the requirements contained within section 149 of the Equality Act have been duly considered and assessed, and this is evidenced in an equality analysis and a strategic environmental assessment on the community impact undertaken as part of the development of the Movement Plan. During the delivery of the identified transport projects, their impact will be monitored and recorded in an annual monitoring report.
34. Under paragraph 6, Part 3D of the constitution the relevant cabinet member has authority to agree statutory or other strategies in relation to their area of responsibility. In addition under paragraph 4, the individual member has authority to approve the submission of bids for additional resources from government and other agencies in relation to their area of responsibility, where member level agreement is required by the external agency. However, due to the cross-cutting nature of transport projects, the cabinet member has requested that this matter be considered by full cabinet.

Strategic Director of Finance and Governance (FC19/021)

35. This report is seeking cabinet approval to submit the council's proposed LIP annual spending submission to TfL for the 2020/21 allocation of £2.149m as detailed in Appendix A.
36. The strategic director of finance and governance notes the financial implications contained in the report and once the LIP is approved by TfL, expects detailed programme budgets to be set up, for regular monitoring and reporting as part of the council's capital and revenue monitoring arrangements.
37. Staffing and any other costs connected with this recommendation to be contained within existing departmental revenue budgets

Director of Environment

38. The targets and actions contained in the Movement Plan and this delivery plan have been developed in consultation with officers of the environment and social regeneration department, and are consistent with our operational policies and

plans for highway asset management and design, parking, road network management, air quality and public health.

BACKGROUND DOCUMENTS

Background Papers	Held at	Contact
Movement Plan 2019	Southwark Council, 160 Tooley Street, London SE1 2QH	Naima Ihsan 07892 772540
Web link: http://modern.gov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6809		

APPENDICES

No.	Title
Appendix A	LIP Delivery Plan
Appendix B	Movement Plan update
Appendix C	Cycle Hire action plan
Appendix D	Liveable Neighbourhood project update

AUDIT TRAIL

Cabinet Member	Councillor Richard Livingstone, Environment, Transport Management and the Climate Emergency	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Naima Ihsan, Transport Planner, Transport Policy	
Version	Final	
Dated	17 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Director of Planning	Yes	None
Director of Environment	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	17 October 2019	

APPENDIX A

LIP Delivery Draft LIP submission 2020 – 21			
Project	Location	Description	Cost £'000 2020-21
Behaviour change including Smarter travel and Road safety education.	Borough wide	Smarter travel programme including Road Safety, Travel Awareness and School Travel Plans. Cycle Strategy smarter measures programme.	300
Cycle and Scooter Training programme	Borough wide	Cycle and Scooter training programme.	220
Demonstrator Zones for schools	Borough wide	First phase of interventions identified as part of Lighthouse Schools programme.	110
Movement Plan Test and Evaluate	Borough wide	Monitor performance against the Movement Plan.	30
Deliver walking network of quality routes and spaces	Borough wide	Deliver first phase of interventions from Walking Network study/ based on Walking Zone expected feedback and consultation.	230
Increase cycle parking to encourage active travel.	Borough wide	Provide cycle parking.	100
Local environmental improvements	Borough wide	Small scale interventions to address specific issues e.g. dropped kerbs, and match funding to support air quality capital bids.	200
Camberwell Traffic Management enhancements	Camberwell Green	Delivery of enhancements in the Camberwell area.	200
Social Space Modal Filters	Borough wide	Trial of enhanced modal filters that encourage social streets and traffic reduction. Scoping & Principles year 1, and implement year 2.	199
Vision Zero	Borough wide	To reduce collisions on borough roads.	125
Accessible active travel – identify and remove obstacles to active travel	Borough wide	Small scale, quick wins to improve access to the Cycleways and cycle spine.	75
Public Transport Access Improvements - Denmark Hill Station and Kennington Tube Station		Improve active travel to support rail use.	260
Totals			
Corridors and neighbourhoods			2,049
Discretionary funding			100
Principal Road Renewal			
TOTAL £			2,149

Appendix B -Movement plan update

Mission	Action	Why?	You said	We are doing
Mission 1 / Our equity framework	Working with the Centre for London to better understand transport equity and how to deliver change. Report is due to be launched in November 2019.			
	Researching movement and ability to better understand the movement needs of residents in the borough with different abilities. Conducting interviews and mapping various journeys, insight to these travel needs shall give clarity to ways in which we can help those with various abilities travel more independently.			
Mission 2 / For movement to benefit mental wellbeing	Action 1: Reduce noise pollution	Decrease the proportion of people experiencing mental health issues	“Quiet (and quick) with clean air routes away from the traffic.	Southwark is expanding its quietway cycle network using smaller streets, road closures and routes across green spaces, as well as developing its own spine cycle route to reduce pressure on its popular north - south cycle routes.
	Action 2: Create simple and clear streets		Highlighting some of the hidden gems - coffee shops, pubs, grocers, historical sites on the back routes”	
	Action 3: Create things to see and do in our streets	Noise is linked to mental wellbeing	“Prioritise streets for people to be active and promote good mental health.”	Working with LSBU/DARLAB to explore the use of 3D printing in the urban environment
	People enjoy social places more	“Pedestrianised areas of cities are a joy to be in; there is a buzz as people move around freely and democratically. I think most of us have had this experience at some point and can identify with the positive feelings it brings about in ourselves and towards others around us.”	Designing and delivering parklets (small green spaces, providing seating, cycle parking and play). Designing road closures that provide small social and / or green spaces.	

	Less visually intrusive streets are calmer more enjoyable places to be/spend time in.		Delivering calm streets. Undertaking sensory audits in November to better understand where sensory change can be made. For example decluttering the Windsor Walk bridge.
Mission 3/ For movement to benefit physical wellbeing	Action 4: Deliver infrastructure to support active travel	80% of people walking, cycling or taking public transport by 2041. Decrease the proportion of residents who are overweight and inactive	“Biggest challenge of walking at certain times of day (i.e. when it is dark) has been limited street lighting. This has added to me feeling unsafe especially since I live on a council estate where I have experienced anti social behaviour, assault and abuse before and so I can feel quite vulnerable and would rather not walk around.”
	Action 5: Enable people to get active		Developed our approach to delivering cycle hire in the borough
	Action 6: Enable people to stay active		
		Feelings of safety are a barrier to people taking up cycling	
	Activity helps all ages children need 2 hours of active play a day	“Considering my parents, having more benches and places to sit will be of a great help. Since they become tired as they travel and the only place they tend to find to sit are the bus stop benches. Which are of the wrong height and design to help them sit comfortably to regain some energy before they continue their commute.”	Taking a holistic approach to kerbside changes in the East Dulwich, meeting our ageing well ambitions

		Isolation and loneliness are growing and just getting out can help?	“As a person with arthritis, local walking is an important part of staying fit and managing my condition. However the hostile roads (all of the roads are hostile, all the roads are rat runs) make this so unpleasant I simply don't.”	Developing our approach to Inclusive cycle parking and trialling a new approach in East Dulwich.
Mission 4/Reduce traffic	Action 7: Reduce the number of cars owned in the borough	Reduce overall traffic levels. Our aim is to reduce trips made by car/motorbike to 13% by 2041.	“Reduce the number of cars on the roads. They are dangerous both to immediate physical safety of other's but also pollute the air, causing long term damage to thousands of people in the borough. It seems crazy that anyone needs to drive in a city as well connected as London”	Consulted on further parking controls in Rotherhithe.
	Action 8: Use kerbside efficiently and promote less polluting vehicles			Developing the staff travel plan; announced the completion of the review of the council's car leasing scheme to manage their reduction.
	Action 9: Manage traffic to reduce the demand on our streets	Car causes congestion	“Focus on making roads less busy and unpolluted to help people walk more.”	When new properties are advertised they now must clearly promote car free living, this is secured through planning conditions.
Mission 5/Streets as social places	Action 10: Create places that encourage a sense of belonging	Everyone to feel satisfied with their local area as a place to live.	“More closures for play, activity and bringing communities together informally.”	Continuing to deliver school street closures programme
		People need to feel that they 'belong' in a space, that the space is for them	“More festivals for people to gather together.”	Participated in the Reimagine festival, planning further street closures
	Action 11: Introduce time restricted street closures and reallocate	People cite traffic as a barriers to people/places	“Peak commuting times to enable greater footpaths for people to walk	Exploring widening footways outside tube and train stations. For example Kennington Tube station and Denmark Hill.

	space for people	around the city to work, rather than cramming so many people onto small footpaths.”	
	Need a safe communal space to meet neighbours, etc	“The city should be for the people, not for the cars. This is slowly changing but anything to make the area more pedestrian and public transport friendly is more than welcome.”	
Mission 6/Support business to prosper	Action 12: Movement to, within and from town centres is easy, safe and accessible for all	10% reduction in number of freight vehicles crossing into central London in the morning peak.	Implemented deliver and servicing bond for new developments (strategic) in the borough to facilitate and coordinate shared delivery and servicing.
	Action 13: Make town centres attractive, thriving and diverse places for people and businesses	How people spend time in town centres will dictate how they use the town centre	Monitoring changes in traffic and pedestrian flow in Rye Lane.
	Action 14: Reduce the impact of freight on our streets	Town centres need to be managed well (waste) and they need to get goods in and out.	Participating in the Thriving Streets EU project – The aim of the project is to develop tailored policies for sustainable mobility in urban areas at neighbourhood level.
Mission 7/All people to have a positive	Action 15: Reduce exposure to air pollution	Improve bus journey speed by 15% by 2041. Reduce emissions from road transport.	Consulting on changes to Lower Road
	Action 16:		

	Zero people killed or injured on our streets by 2041	Zero people killed or injured on our streets by 2041.	“Safer crossing along Old Kent Road - I walk to work 40 min each way down the Old Kent Road and I still don't feel confident crossing. Even worse when with the children I work with.”	Developing our approach to post collision care.
	Action 17: Improve safety and sense of safety on our streets			
	Action 18: Improve the conditions for people who use our streets as a workplace	People need to feel safe to use our streets	“Educate vehicle drivers about road safety in relation to cyclist. I got knocked down when driver opened her door without looking. I got hurt and shouted at. A scary experience that stopped my cycling in Southwark again.”	Southwark is a follower of the Sustainable Urban Neighbourhoods Research and Implementation Support in Europe SUNRISE project where we will have the opportunity to develop, implement, assess and facilitate new collaborative ways to address common urban mobility challenges at the urban district level through “neighbourhood mobility labs”
		From delivery drivers, street cleaners, etc there are xx people using our streets as a workplace and we have a responsibility to keep them safe	“Safety. As a woman living alone in London, I am acutely aware of how easy it is for me to be a target of crime, or even just bad behaviour by impatient motorists or cyclists.”	Old Kent Road is one of ten city models in the Multi-modal Optimisation for Road-space in Europe (MORE) Project to develop tools to change approach to designing the road network from one that concentrated on single transport modes, user groups or stakeholders to one that takes into account various purposes, such as moving, as well as shopping and socialising and recreational activities.
Mission 8/Manage change on our streets in a positive way for people	Action 19: Make the most of new infrastructure	Everyone can travel independently and spontaneously		Working with rail providers to deliver station access improvements (focus on Denmark Hill Station)
	Action 20: Manage our streets to minimise disruption			Working with technology providers to use live traffic information to improve the management of streetworks on our streets.

Mission 9/Utilise information to deliver better services	Action 21: Ensure people have access to relevant and useful information when they need it	“I would like the council to not just consult but actually to listen to and act on common-good suggestions of the community”	Established the Joint Walking Steering Group and working with this group to deliver on the Walking Network.
	Action 22: Work collaboratively to deliver the movement plan	“Hack tube stations & bus stops to communicate to people the next stations and that they can see something on their way there.”	Establishing the Liveable Neighbourhood project team to co-design the scheme.
		“Advertise more the benefit of walking, and encourage parent to train their children walk to school so it can get into their habit of life <3 Organise a weekend (or day) of walk where Council encourage all take part.”	Southwark is a follower of the Sustainable Urban Neighbourhoods Research and Implementation Support in Europe (SUNRISE) project where we will have the opportunity to develop, implement, assess and facilitate new collaborative ways to address common urban mobility challenges at the urban district level through “neighbourhood mobility labs”

Appendix C - Cycle hire delivery plan

The council has long sought the expansion of the docked cycle hire scheme remains a key ambition in the council plan.

Key considerations

TfL have advised that from an operational perspective that a southern boundary broadly following the rail line through Camberwell and Peckham is the full extent to which an expansion could be considered.

In August, TfL announced funding for the expansion of cycle hire along cycle way 4 (Jamaica Road to Canada Water). This will be delivered alongside the infrastructure improvements which are currently on site.

Officers have continued to seek third party contributions in the proposed expansion areas, with contributions agreed in Walworth, Bermondsey and Canada Water.

Next steps

The following plan sets out how the expansion will be delivered, please note the locations are indicative and will be further developed in discussion with TfL and will be subject to public consultation.

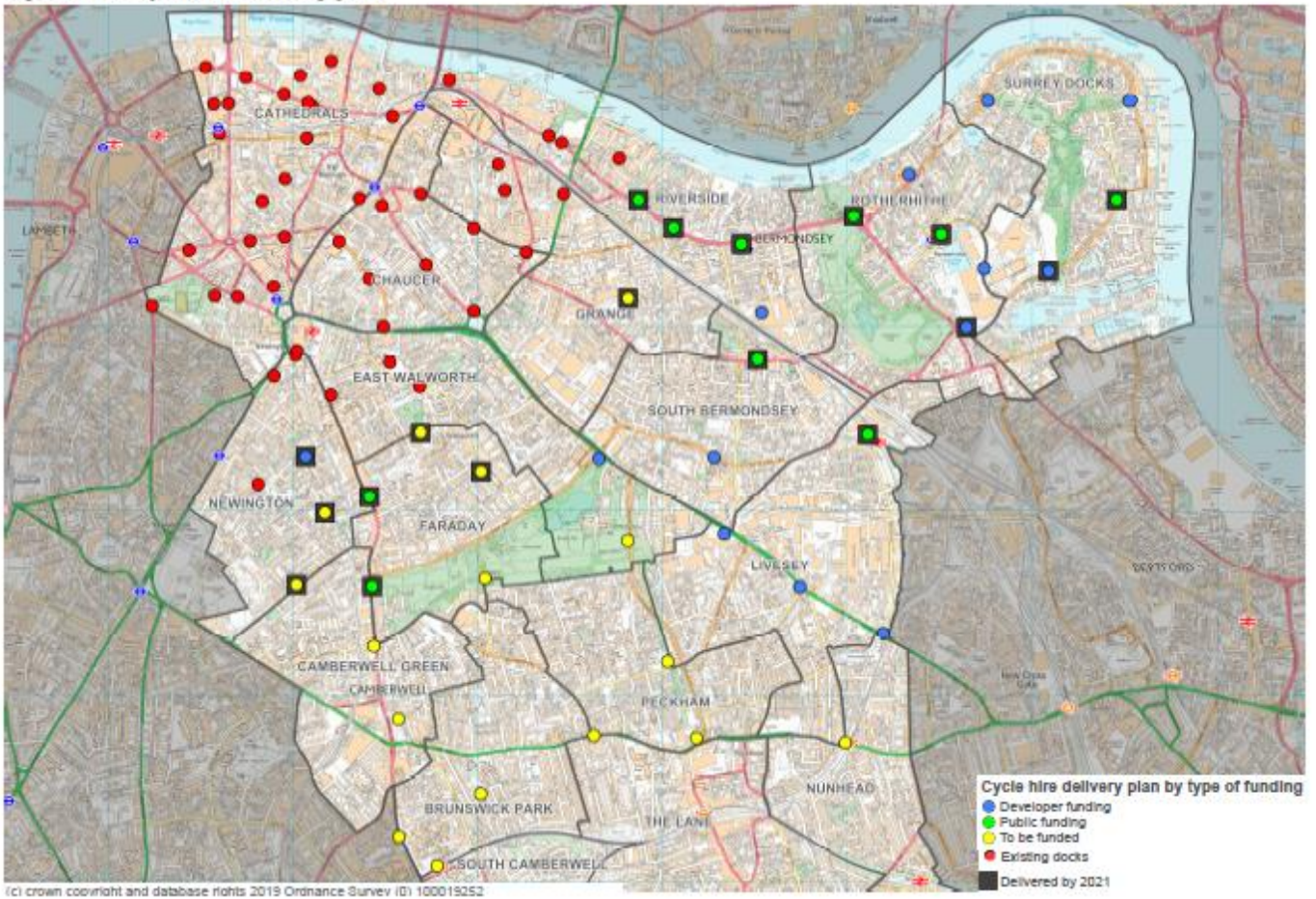
Phase one will be delivered by 2021 and builds on the announced TfL investment in cycle hire along cycle way 4 it is proposed that additional docking stations are pursued in Bermondsey, continued along Lower Road and provided on the Rotherhithe to Peckham cycle route.

As part of the Walworth Road investment is proposed to connect to the existing docking in Kennington.

These two expansion areas will form a substantial increase in access to cycle hire and provide connections to Burgess Park.

Phase two will be delivered by 2023 provide docking stations in Camberwell and Peckham as well as the Old Kent Road to complete the envisaged expansion.

Cycle hire expansion delivery plan



Appendix D - Liveable Neighbourhood update

Work to date

In March 2019 TfL announced funding for Southwark's LN shown in the figure below.



Initial data collection on traffic, parking, and local assets has been undertaken. A topographical survey for Rotherhithe New Road and Ilderton Road is due to be undertaken in November.

Since July officers have been working with residents and businesses in the area including attending Residents Association meetings, held an on street event which has been complemented by engagement forms and questionnaires sent to every household in the project area. To which 28 responses were received.

This phase of engagement ended in early September. Issues are currently being collated to be presented locally in November.

It is proposed that a project team from the community supported by officers will be developed. Through this group the next phase of the project will be co-designed.

Related matters

In August the Government announces funding to the GLA to complete the New Bermondsey train station on Surrey Canal Road. It will connect Peckham to Canada Water and Shoreditch High Street stations by 2023. .

As part of the cycle hire strategy for the borough, a docking station at South Bermondsey Station is proposed.

In October Govia Thameslink Railways (GTR) announce how the £30k compensation will be spent on residents and / or council priorities to improve South Bermondsey train station.

In Autumn / Winter completing the highways improvement scheme on Rotherhithe New Road to provide safer routes to and from John Keats Primary School, the City of London Academy and the Silverlock Medical Centre, and to improve bus flow.

Item No. 12.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		The Southwark Public Health Approach to Serious Youth Violence Prevention	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Evelyn Akoto, Community Safety and Public Health	

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

Tackling serious youth violence is an on-going focus and a key priority for this administration. This is a social emergency and it is crucial to stop the flow of young people becoming perpetrators and/or victims of serious youth violence. Although we have a number of effective existing initiatives in place to support our young people, we continue to challenge ourselves to find new ways of tackling this epidemic, and reduce the impact it has on our young people, families and communities.

I have always been clear that it will take everyone to play their part in preventing and reducing violence; it is a societal issue as opposed to the responsibility of a single agency or group of agencies. We know that ‘county lines’ and the changing drug market are contributing to the rise in serious violence. Criminals are changing the way they operate and becoming more innovative. We therefore have to be equally innovative and adjust our approaches to protecting and preventing children from being exploited, communities being blighted and young lives being destroyed.

The Public Health approach is centred on working collaboratively across organisations, using information and intelligence on violence and its causes to inform action, and put in place evidence-based interventions over several years. On a daily basis it means working with families and young people to remove the issues in their lives that may make them at risk of being victims or perpetrators of violence. It focusses on the immediate crisis and how we can work collaboratively to prevent the next generation of young people from being affected.

I am determined to work alongside young people, the community and the third sector to tackle the long-term social issues that result in serious youth violence.

I have an aspiration that no young person in our borough will live in fear of their lives in their community and neighbourhood. This level of violence can hinder our young people from achieving their goals and aspirations, and creates a cycle of violence that produces new harm in future years. We all have a responsibility to do more to stop this, and change how we work to safeguard our young people from violence. I’m committed to this task and will use all the tools at my disposal to do so.

RECOMMENDATIONS

1. That the Cabinet notes the overview of serious youth violence in Southwark.

2. That the Cabinet accepts the recommendations of the joint strategic needs assessment (JSNA) and adopts the framework proposed herein for a public health approach to youth violence prevention in Southwark.

BACKGROUND INFORMATION

Local context

3. Serious youth violence (SYV) is a particularly pertinent issue in Southwark. Southwark has the fourth highest volume of knife crime among all London boroughs and recognised gang activity, including county lines drug supply.
4. SYV is a complex and multi-factorial manifestation of wider issues, and exposure to violence has significant negative impacts on a young person's mental wellbeing and physical health. Beyond the individual affected, SYV carries a high cost to health and social care, education, communities, police, and the criminal justice system. Young people involved in / at-risk of becoming involved in violence are – principally - vulnerable. In looking to support and safeguard these young people, their wider relationships and environment must be considered. There is clear evidence that the places in which young people live and grow have an important role in determining their risk and vulnerability. Risk for becoming involved in violence also has a strong inequalities gradient, with the most disadvantaged being the most likely to be at risk.
5. The public health approach to any issue relies on a thorough understanding of the data and epidemiology. The public health approach is both upstream (looking at the root causes) and at-scale (looking at the population, rather than the individual). It supports a multi-faceted response that considers underlying risk factors ranging from the characteristics and experiences of the individual, the relationships they have, to the community and society in which they live. The range of factors that affect the likelihood of becoming involved in violence mean that tackling SYV requires a collaborative partnership responsive inclusive of the wider determinants of health. Efforts to prevent SYV should include a range of universal, targeted, and specialist interventions which seek to (1) prevent the development of risk factors, (2) prevent initial involvement in violence, and (3) mitigate the impact of violence and prevent reoccurrence.
6. This JSNA was undertaken to develop our understanding of the determinants of SYV and the epidemiology of violence locally, and to identify opportunities for prevention and improved collaborative working. While recognising the substantial overlap between youth violence and wider vulnerability and exploitation, the scope of the JSNA was limited to SYV, which was herein defined as all incidents of violence against the person involving young people aged 10-24 years. Data were analysed from the Metropolitan Police Service (Met), health, and the Southwark Youth Offending Service (YOS) to develop a picture of the burden of SYV locally. This JSNA is intended to compliment the extensive engagement undertaken as part of both the Cross-Party Youth Violence Panel and the Southwark Extended Learning Review, both of which published recommendations for a local response in early 2019.

Key Findings

7. Southwark has a large population of young people aged 10-24 years. Our adolescents are more deprived and more diverse than the general Southwark population. These characteristics need to be considered when looking at risk of

involvement in violence and when looking to implement preventative interventions. Deprivation in particular tends to cluster with other risk factors for violence, such as adverse childhood experiences. Furthermore, living in a deprived area can also mean that developing and fostering protective factors to overcome adversity can be more challenging.

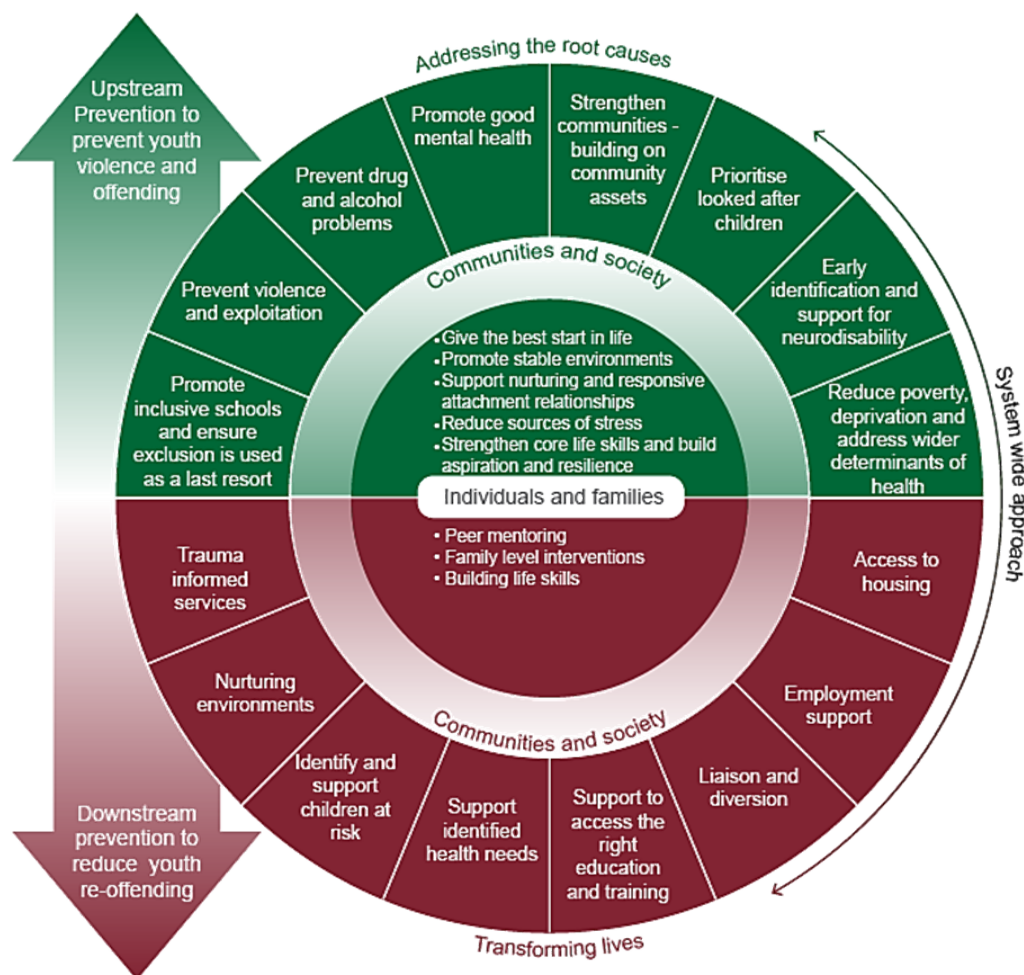
8. Data from the Metropolitan Police Service, health, and Youth Offending Service suggest that SYV in Southwark increasingly involves a sharp object and that the age profile of those involved is getting younger.
 - Southwark has the third highest number of stop & searches among London local authorities. Stop & searches disproportionately affect young people, males, and those of minority ethnic groups. In 14-20% of instances of stop & searches of Southwark young people, further action is taken. Violence against the person (VAP) is the most common offence committed by young offenders in Southwark. Incidents of VAP involving Southwark Young People (YP) have decreased over the past three years but use of an offensive weapon has increased dramatically.
 - There have been no major fluctuations in the overall number of London Ambulance Service (LAS) call-outs to young victims of assault over the last three years. However, the age profile of victims is increasingly younger. Emergency admissions for assault with a sharp object have not reduced in line with assaults overall and are over 5x higher in young people than in those aged over 25 years.
 - Despite high levels of first-time entrants to the youth justice system, Southwark has a low rate of offending and re-offending compared to other London local authorities. Young people involved in the criminal justice system tend to be young males of BAME ethnicity.

9. The JSNA focused on risk factors for violence most commonly identified among Southwark youth offenders. They include:
 - Adverse childhood experiences: local estimates of adverse childhood experiences (ACE) suggest there are more children with > 4 ACEs in Southwark than the national average; prevalence is especially high among young offenders
 - Being a looked-after child, child in need, or subject to a child protection plan: the rate of entry into care as a looked-after child is substantially greater in Southwark than in London or England
 - Having a special educational need or disability: a higher percentage Southwark children are identified as having a special educational need or disability than in London or England
 - Being excluded or having attendance issues at school: Southwark has a higher rate of primary school fixed-period exclusion, secondary school fixed-period exclusion, and secondary school permanent exclusion than the London average
 - Mental and/or physical health concerns: around half of Southwark young offenders had a mental health concern and there was substantial overlap between poor mental health, substance use, and poor physical health.

Recommendations

10. The JSNA makes a number of recommendations derived from the literature, the local epidemiology, and the Southwark Extended Learning Review and Cross-

Party Panel. Recommendations are organised under themes, where within scope, identified by a recent (2019) Public Health England Report *Collaborative approaches to preventing offending and re-offending by children*:



Reference: Public Health England (2019) Collaborative approaches to preventing offending and re-offending by children

Addressing the root causes

Theme(s)	Recommendation	Suggested owner
Promote inclusive schools / Trauma-informed services	Undertake an in-depth review of school exclusions (formal and informal), managed moves, and home schooling in Southwark to understand the profile of young people affected and explore the impact on wider vulnerability	Children's Services

Theme(s)	Recommendation	Suggested owner
	Work with schools to embed a trauma-informed approach (e.g. attachment, regulation and competency) and ACE-awareness, which recognises that disruptive behaviour may be a manifestation of trauma, and clarify support available for those young people	CYP & EI steering group
Prevent exploitation	Undertake needs analysis of vulnerability and violence to develop a fuller picture of vulnerability in the borough	Community Safety
	[See identification and support of children at risk]	N/A
Prevent drug & alcohol problems	Continue to work with schools and school nursing to develop modern and relevant PSHE lessons that promote healthy behaviours	Education / Public Health
	Continue to promote and improve uptake of Healthy Young People (HYP) within schools and youth settings to improve access for young people to substance misuse support services	Public Health
	Further examine the use and impact of cannabis in Southwark adolescents to explore links with offending and exploitation	Community Safety
Strengthen communities	Ensure communities and VCS groups are included in the steering group to take forward the recommendations from this JSNA, the Extended Learning Review, and Youth Violence Panel	LA
Promote good mental health	Support whole-settings approaches to promoting mental wellbeing	LA & CCG
	Support schools (including alternative provision) and school nursing to develop curricula on mental wellbeing and early identification	Public Health
	Develop workstream for the Council on children and young people's mental wellbeing and early intervention, coordinating interventions across children's settings (e.g. children's centres, schools, PRU, etc.)	CYP & EI steering group
	Explore the role of social media in violence, including in inciting violence and transmitting and replaying traumatic events	LA & MPS
	Increase understanding within the Council, CCG, and the community of the impact of ACEs and ways to improve family wellbeing	LA & CCG
	Review support available to parents whose mental health needs do not meet the threshold for clinical support	Children's & Adult's Services / Public Health / CCG
LAC	Review offer of support to care leavers at this critical transition point	Children's & Adult's Services
Relationships /	Review current offer of support available to parents of children	Children's

Theme(s)	Recommendation	Suggested owner
Family-level interventions	of all ages and their families, in a range of settings	Services / Public Health
	Work with schools to develop RSE that is inclusive of vulnerability and exploitation, and of coercive relationships	Public Health / Education
Core life skills	Continue to work with schools and school nursing to develop modern and relevant PSHE lessons that emphasise and support emotional awareness	Public Health / Education

Transforming lives

Theme(s)	Recommendation	Suggested owner
Liaison & diversion	Continue to explore and take up opportunities to trial diversion programmes locally	Youth Offending Service
Support access to education & training	Review support for young people transitioning to secondary education and/or between mainstream and alternative provision	Children's Services / Education
Support identified health needs	Continue to promote and improve uptake of Healthy Young People (HYP) within schools and youth settings to improve access for young people to substance misuse and sexual health support services	Public Health
	Review parental health offers, including pathways into parental mental health and adult substance misuse services	CYP MH Steering Group / Children's Services
	Ensuring strong links between young people's services and young people in alternative provision or being home-schooled	Education / All
Identify and support children at risk	Ensure schools have clear safeguarding pathways and are able to identify and appropriately refer at-risk children	Children's Services / Education
	Ensure a common language around safeguarding is used by parents, schools, and services so that parents are able to identify when a child is at risk / vulnerable and to understand where and how to seek support	Children's Services / Education
	Work with schools to develop RSE that is inclusive of vulnerability and exploitation, and of coercive relationships	Public Health
	Continue with Keeping Families Strong approach, ensuring sustainability and empowerment of families	Children's & Adult's Services
Peer mentoring	Continue to support peer mentoring initiatives, particularly as part of rehabilitation	YOS

Cross-cutting recommendations

Theme(s)	Recommendation	Suggested owner
Coordination	Develop clear governance pathways for SYV work streams across the Council, as per the Southwark Extended Learning review	Southwark Safeguarding Children's

Theme(s)	Recommendation	Suggested owner
		Board
	Develop a directory of services and interventions in place to prevent youth violence (primary, secondary, and tertiary prevention), including Council and VCS initiatives. This directory should be made publically available to improve the accessibility of referrals and should be used as the support offer underpinning the forthcoming community harm and exploitation hub	Community Safety / All
Collaboration	Establish/identify a steering group to take forward recommendations from this JSNA and from the Southwark Extended Learning Review and Youth Violence Panel, ensuring the group is inclusive of a wide range of Council department as well as members from the VCS	ELR board / All
	Encourage steering group members to embed an identification of vulnerable children and young people into all policies	All
	Continue with the wide range of activities currently ongoing to provide early intervention, prevent youth violence, and support those affected	All
Data sharing	Continue to improve data sharing amongst departments involved in serious youth violence and vulnerability, to ensure a shared, complete vision for the borough	All
Dissemination	Develop a communication plan to disseminate the findings of this report more widely alongside reports on the Community Crime and Exploitation Hub and narrative of vulnerability, which will be presented to Cabinet in December 2019	Public Health / Community Safety

KEY ISSUES FOR CONSIDERATION

11. That the Cabinet notes the overview of serious youth violence in Southwark.
12. That the Cabinet accepts the recommendations of the joint strategic needs assessment (JSNA).

Policy implications

13. Future policies should consider the epidemiology and recommendations in this report, particularly policies concerned with young people, youth violence and vulnerability, and mental wellbeing.

Community impact statement

14. The findings of this JSNA may support and help inform community-led initiatives to tackle and prevent youth violence in the borough.

Resource implications

15. There are no resource implications associated with this JSNA.

Legal implications

16. There are no legal implications associated with this JSNA.

Financial implications

17. There are no financial implications associated with this JSNA.

Consultation

18. Primary qualitative engagement with stakeholders was not completed as part of this report as it is intended to be read alongside the extensive engagement carried out as part of the Southwark Youth Violence Panel and Southwark Extended Learning Review.

19. This report complements the 2018 Annual Public Health Report and consultation work carried out as part of this report, which engaged local young offenders on the topic of mental health and wellbeing.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	The Southwark public health approach to serious youth violence prevention (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Community Safety and Public Health	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Talia Boshari (Public Health Policy Officer), Kirsten Watters (Consultant in Public Health) & Caroline Thwaites (Assistant Director Community Safety & Partnerships)	
Version	Final	
Dated	17 October 2019	
Key Decision?	Yes	
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	Yes	Yes
Date final report sent to Constitutional Team		18 October 2019

Item No. 13.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Gateway 1 Procurement Strategy Approval Architectural Design Services Framework	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates & New Homes	

FOREWORD – COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES & NEW COUNCIL HOMES

Next week the council will be hosting an exhibition showcasing the highs and lows of Southwark’s extraordinary council housing history as part of the centenary celebrations of the 1919 ‘Homes for Heroes’ Addison Act. Part of this history has been driven not only by the moral crusade for healthier, lighter, more spacious and sanitary housing for working people, but also by a desire for architectural distinction that engenders pride of place and gives dignity to all.

As Southwark council moves into a phase of expanding and accelerating its delivery of new council homes across over 100 sites, we are eager to match this with a similarly generous and ambitious approach to council housing design, and to underscore our desire to restore the prestige of council housing in this era.

The new Architects framework authorised in this report, developed together with the London Housing Consortium, will create a new pool of architects working on Southwark council housing, as well as other council projects (commercial, social care and educational buildings), with a clear mandate for designers who are attracted to working with a progressive and enlightened design commissioner and client.

Where many procurement frameworks for architects ask onerous, non-design-related questions, set exclusionary thresholds and unnecessary bureaucratic obstacles, this framework takes a different approach. It not only pitches itself to architects of all sizes and experience, but deliberately sets low financial thresholds while maintaining a holistic view of value for money.

It also includes a special lot for new designers to enter into public sector design, with maximum turnovers and a first of its kind method for forward evaluation, based on current work and future commissions. We expect that this will nurture a new generation of designers to start working for Southwark and other London councils, marking a clean break from a design culture prevalent in the 00s that visibly prioritised private gain over public good.

The Stirling Prize victory for Norwich City Council’s new council housing earlier this month is one of many signs that local authorities are now leading the way in creating homes and neighbourhoods that can truly provide for humane and sustainable ways of living. Our hope is this framework will provide a springboard for a new race to the top in public sector design and I would encourage all architects - large and small, young and old - to be a part of it.

RECOMMENDATIONS

That Cabinet

1. Approves the procurement strategy for establishing an Architectural Design Services Framework, which is to be delivered by London Housing Consortium (LHC) in partnership with Southwark Council for a contract period of 4 years, commencing 8 April 2020, with the option to extend 1 year, for a forecast total contract value of £52.5m, and £10.5m annually.
2. Approves entering into a partnership agreement with LHC to govern the framework, commencing 10 November 2019 until a year after the end of the framework for reasons detailed in paragraphs 32 to 33.
3. Approves the process for placing orders up to £2m under the framework once established, as detailed in paragraph 40.
4. Notes that, subject to satisfactory review by the Director of Regeneration, LHC will be responsible for awarding a place on the ADS Framework to successful bidders for the reasons detailed in paragraph 32.

BACKGROUND INFORMATION

5. On 18 July 2017 Cabinet approved a Gateway 0 for the strategic options assessment for professional technical services. On 26 June 2018 Cabinet approved a Gateway 1 for the procurement of two frameworks for consultants by way of an EU restricted process as follows:
 - A Professional Technical Services framework (PTS)
 - An Architects framework.
6. These are two separate frameworks and there are no restrictions on applying for and being on both. The Professional Technical Services (PTS) Framework procurement is still in progress since the publishing of the Supplier Qualification stage in August 2018. It consists of 10 lots and a variety of consultancy disciplines such as Employer's Agents, Quantity Surveyors and Mechanical Engineers. The purpose of the PTS framework was to primarily meet the needs of *existing* housing stock. The PTS procurement is now expected to issue the Invitation To Tender by the end of October 2019. It is anticipated the framework will commence early 2020.
7. It was always the intention for Southwark Council to create a separate Architectural & Design Services Framework. This project has a broader scope, to deliver new homes as well as landscape design, commercial, industrial, social care and other requirements. The objective is to appoint Architects of all sizes and experience who will be committed to working with Southwark and other London councils to create good quality public sector design for the 2020s. The framework will have low financial thresholds to make it more accessible for smaller providers and various sub-lots for lower value fee work.
8. This report replaces the recommendation for a separate Architect Framework in the original Gateway 1 that was approved on 26 June 2018 for the reasons set out below. The proposed framework has now been renamed the Architectural &

Design Services (ADS) Framework and will be developed with the support of the LHC as a procurement partner.

9. The proposed ADS framework is intended to be delivered by April 2020. Its purpose is primarily to provide design services for delivery of new homes and other regeneration schemes. The objectives of this Framework are to:
 - a) Provide an OJEU-compliant means for procuring services to deliver Southwark new homes and regeneration programmes to a high standard;
 - b) To encourage good design and innovation;
 - c) To appoint the very best emerging practices, including smaller and medium emerging London based architect practices;
 - d) To obtain value for money;
 - e) To achieve coherency between new homes and regeneration programmes to deliver on time;
 - f) To achieve effective administration with an experienced partner;
 - g) To be available for other London Councils to access for good design and maintain work through not relying on one London authority.

Summary of the business case/justification for the procurement

10. Officers have met to discuss lessons that could be learnt from the PTS framework (whilst the procurement is still in progress) and a realistic timeline for delivering the ADS Framework and resource requirements. Some key conclusions were:
 - Additional Project Management resource would be required to implement the ADS Framework and monitor performance.
 - At least 2 months would need to be allowed for evaluating a significant number of anticipated bids for the ADS Framework.
 - Time to recruit additional resource, then appoint a project team to take the tender forward, and find resource to evaluate the responses would result in a realistic contract award date of around December 2020, as well as the cost of recruiting 1 full time employee and other project costs.
 - There would be a reputational risk of further delaying the ADS project due to the difficulties faced if the council proceeds to deliver the project internally.
11. Founded in 1966, the LHC has knowledge, technical expertise and a commitment to better buildings and homes. They believe in fast and efficient procurement which delivers financial gains without compromising on quality or delivery. The LHC and Southwark council are united in their commitment to providing value for money, high quality affordable homes and enhancing local communities.
12. The LHC approached Southwark council as they intended to implement their own ADS Framework by early 2020, along with a number of other specialist technical service as individual work streams.
13. To avoid the two organisations competing for providers on the market and duplicating effort and cost, a partnership approach was considered.
14. The LHC have proposed a model whereby their Architect's framework could be designed to meet the council's requirements for high quality design, innovation. It

would be marketed and accessible to local and small architect firms and align to the council's social value priorities. LHC propose it is branded as a Southwark-LHC partnership and made available to other London authorities to access.

15. The cost of market engagement, implementing the framework, evaluating responses, awarding contracts and contract monitoring would all be borne directly by LHC and delivered using their own staff, but with full engagement and input from the council at all stages.
16. The council currently has no formal long term contracts for architect services and instead engages in competitive tendering on a demand led basis using suppliers from the council's approved list or external frameworks such as GLA ADUP and PAGABO.

Market considerations

17. There are significant numbers of large, medium and small consultants (and a high concentration located within the borough of Southwark) which can provide the various service disciplines.
18. Local architect practices were originally engaged with at an event hosted by the Council in September 2018 to inform them of the intention to create a separate architect framework from the Professional Technical Services Framework.
19. Southwark Council and LHC invited interested bidders to an Open Day on 17 September 2019. Feedback on the ADS Framework was gathered and will be used to inform the tender documentation. LHC will publish a Prior Indication Notice (PIN) in October 2019 informing the market of the intention to establish an ADS Framework
20. LHC have expertise in setting up a variety of specialist construction frameworks for access by public sector bodies. This means the framework will be accessible by any London authority. LHC have proposed forming a Steering Committee made up of Southwark Council and other London authorities and Housing Associations interested in sharing design and innovation principles, case studies, best practice and expertise.

KEY ISSUES FOR CONSIDERATION

Options for procurement route including procurement approach

21. The nature and value of these services means that the full tendering requirements of the Public Contract Regulations 2015 and Public Sector Directive 2014/24/EU would apply.
22. **Do nothing** – This is not an option as it would make it extremely difficult for the council to meet its requirement of delivering 11,000 new council homes across Southwark by 2043. In addition to this it would make it extremely difficult to deliver on the council's commitments in the "Southwark Housing Strategy to 2043" strategic report and commitment to provide school and improvement to social care services.
23. **Procure the services required for each scheme individually as now** – This is not an option since it would not achieve the objectives as per paragraph 10 and relies on using external frameworks, see paragraph 29 and 30, which have their

own limitations. Occasionally the council runs individual tenders without using an external framework, but this is very resource and cost intensive.

24. **Deliver the service in-house** – This would involve directly employing a high number of architects on permanent contracts. This would be cost-prohibitive and is not realistic for the same reasons outlined in paragraph 26.
25. **Council-led EU procurement for a framework** – invite the market to tender for the services and run a full OJEU compliant tender to establish a council owned framework. The resource and cost implications of this option have been explored. Whilst it would give the council the ability to design it to fully to meet its own objectives, there is currently not sufficient resource already within the council to run the project due to its size and complexity.
26. Allowing time to advertise and recruit a full time project manager, and form a full project team, ensure a sufficient number of technical evaluators can be appointed to the panel to review what could be over 150 applications in addition to their business as usual responsibilities would result in a contract award date of December 2020. The cost of a project manager, legal and procurement advice, technical advice and engagement events are estimated to be approximately £100k for set up of the framework in year 1, then the ongoing cost of the project manager who would need to contract manage the framework, approximately £50k per annum.
27. **Access the council's PTS Framework Lot 10 (Architect services)** – The PTS Framework was intended to meet the needs of existing housing stock architectural services requirements and therefore the value allowed for Lot 10 was £10m. The intention set out in the Gateway 1 paper was to set up a separate framework for Regeneration schemes, for which forecast spend exceeds £10m over the next 5 years.
28. **Use existing external frameworks** - organisations who currently offer professional service frameworks include:
 - Notting Hill Genesis
 - Greater London Authority – ADUP 2
 - PAGABO
 - South East Consortium
 - SCAPE
 - Crown Commercial Services.
29. Although each framework will be EU compliant, many have the same architect firms on them which are not locally based and not classed as micro SMEs (small to medium enterprises). Existing external frameworks tend to be difficult for micro-SMEs to access as they require significant resource and experience to bid for, and often the same firms who are already experienced in bidding for and delivering government contracts, appear on multiple frameworks. Using an existing external framework would mean the council would seek bids from a limited pool of providers and would not be able to meet all of its own objectives as outlined in paragraph 10.
30. **Enter into a partnership arrangement with LHC (recommended)** – form a partnership with the LHC who can develop, deliver and manage an EU-compliant

framework on the council's behalf and make it accessible to other London authorities. There are many benefits to this approach:

- LHC already have the experience in and resource required to deliver the project by early 2020 and have over 50 years of experience delivering similar projects successfully (see Appendix 1)
- The tender can be designed to deliver the council's objectives and other relevant policies
- Local micro-SMEs can be directly engaged with and supported to apply
- Avoid reputational risks with failing to meet market expectations
- No direct or long term staffing liability (only indirect costs which may be offset by rebates through other local authorities accessing the framework) for establishing the framework and using it
- Benefits of joint working and sharing of expertise.

Proposed partnership

31. It is recommended that the council enters into a partnership agreement with the LHC to deliver the ADS Framework to the council's specifications. The partnership agreement manages the relationship between LHC and the council. LHC will be the contracting authority awarding a place on the framework to successful providers. The council would enter into call-off contracts direct with providers.
32. The partnership would extend beyond the period that the framework exists since both parties will need to continue working together to ensure the success of ongoing call-off contracts awarded by the council.
33. A project plan has been agreed between the parties. The two parties will collaborate on developing the tender documentation prior to publishing, and work together on evaluation, short listing and award, and then will meet every six months after the commencement of the framework to ensure its ongoing success.
34. The cost to Southwark council for using the framework would be 0.25% of actual contract spend, with the potential for a rebate. This offers very good value for money when compared to other frameworks that frequently charge around 1%, sometimes as much as 5%.
35. Other London councils would be entitled to access the framework for a levy of 0.5% of contract spend if they are a member of the Steering Committee, or 1% for all others. However LHC expects no guarantee of spend through the ADS Framework from Southwark or any other council.
36. The method by which this levy is charged is by the framework supplier adding it to the invoice, following the council executing a call-off contract and the provider beginning to deliver services. At the end of the year LHC collect the levy from all framework suppliers and validate figures with the council and other clients. A sum of 20% (proportionate to the council's contract spend) will be returned in the form of a Community Benefit Fund for the council to determine how to spend. Appropriate internal governance arrangements will be put in place for this.
37. The remaining 80% of funds will be used to cover LHC's running costs, with any surplus distributed as a rebate to the authorities who accessed the framework. It

is noted that LHC distributed £1.25m in the form of rebates to its members based on the financial year 2018-19.

Proposed procurement route

38. The proposed term of the framework agreement is 4 years with the option to extend by 1 year. The basis for this exception to the usual EU procurement term of a framework agreement being 4 years is due to the size and scale of the council's housing and regeneration programme which is for a 5 year period.
39. Call off awards (i.e. following mini competition) from the ADS Framework up to an estimated contract value of £2 million will require approval via a bespoke Gateway 2 short form report. These will include concurrents from Procurement, Legal and Finance but will not require review by DCRB before being signed off by the Director of Regeneration. Approval of any proposed call off awards above £2 million will be made in line with Contract Standing Orders (CSOs). Any proposed direct awards to a single supplier without mini competition will follow the CSOs.
40. LHC and the council invited interested bidders to an Open Day on 17 September 2019. The event was an opportunity to market test the proposed partnership and structure of the ADS framework and share best practice and guidance with practices who have never tendered for local government contracts before. The proposal is that LHC will be responsible for publishing the tender and making appointments to the framework. The tender documentation will be published on LHC's procurement portal by 11 November 2019.
41. Officers have identified what demand for architectural services is likely over the next 5 years and in which sectors (see Table 1 below). The framework will be split into lots, with bidders being allowed to apply for (and win a place on) a pre-determined maximum number of lots.
42. Splitting the framework into specialist lots would ensure it gets a good range of providers with the right experience and skills. The lots in Table 1 are still being considered and the final structure, including sub-lots, will be signed off by Head of Regeneration in consultation with LHC.

Table 1: Proposed Lots (to be finalised)

Lot Description	Est. Fee Value (Southwark)	Est. Fee Value (other LAs)
1. Master planning & Feasibility	£10.5m	£6.5m
2. Education, Social Care, Community	£9m	£7m
3. Housing	£12m	£4m
4. Commercial & Industrial	£7m	£4m
5. Conservation & Heritage	£3m	£2m
6. Landscape design	£6m	£2.5m
7. New Design	£5m	£1.5m
TOTAL	£52.5m	£27.5m
Levy	£131,250	£137,500
Community Benefit Fund rebate	£26,250	£27,500

43. The framework will allow for mini-competitions and direct awards for each project, the circumstances for which will be outlined in more detail in the tender documents and subsequent Gateway 2 reports.
44. LHC will carry out a tender in accordance with an EU restricted procedure through its e-procurement portal. Organisations who formally express an interest in tendering for this framework in response to the portal advert and OJEU notices will need to complete an SQ and confirm which lots they would like to bid for. The maximum number of lots allowed for each bidder, value bands within sub-lots and financial threshold requirements (see Table 2) are still being considered and will be signed off by the Head of Regeneration in consultation with LHC.
45. The SQ will contain a set of standard questions which bidders will only need to complete once, irrespective of the number of lots they wish to bid for in the framework. However, there will be additional specific questions asking for case studies of experience in the specialist lot they are bidding for, as well as general skills with design methodology.
46. There will be a Lot 7 for “New Design” which will be less prescriptive in its requirements for previous sector experience and will evaluate on current work and future commissions previously won outside frameworks. It is intended that this Lot would be attractive to smaller practices that would be selected at SQ on recent experience and evidence of design innovation. The intention would be to further encourage new talent to work for London authorities and give the option for a council to use firms on this Lot rather than a specialist Lot, depending on the requirements of the project and the balance of skills required taking account of the need for experience, alongside innovation. This reflects the feedback from recent market testing.
47. The SQ will be evaluated based on agreed criteria in consultation with LHC who will shortlist the bidders against each lot, including any sub-lots. Bidders will then be notified as to whether they have or have not been successful and an ITT will be issued to each successful bidder for their relevant lot(s).
48. At the ITT stage the shortlisted bidders will be required to make a full tender submission. The most economically advantageous tender(s) for each lot will be recommended for a place on the framework, up to the maximum number of places noted.

Table 2: Proposed thresholds and sub-lots (to be finalised)

Lots	Construction Value	No. of appointments	PI Insurance minimum*	Annual Turnover required
1 – Master Planning & Feasibility	N/A	12	£2m	None
2 – Education/Social Care/ Community Provisions	£0-£5m	4/5	£2m	None
	£5m-20m	4/5	£2m	£1m minimum
	£20m+	4/5	£2m	£1m minimum
3 – New Homes	£0-£5m	4/5	£2m	None
	£5m-20m	4/5	£2m	£1m minimum
	£20m+	4/5	£2m	£1m minimum
4 – Commercial & Industrial	£0-£5m	4/5	£2m	None
	£5m-20m	4/5	£2m	£1m minimum
	£20m+	4/5	£2m	£1m minimum
5 – Conservation & Heritage	N/A	12	£2m	None
6 – Landscape Design	N/A	12	£2m	None
7 – New Design	N/A	8-12	£2m	Maximum of £2m

**PI insurance requirement at point of call-off may be higher depending on risk profile of contract*

Identified risks for the procurement

49. The following risks have been explored for this project:

R/N	Risk Identified	Risk Rating	Mitigation
R1	Procurement process is delayed	Low	Awareness of other LHC work running parallel to this, effective project management and good communication.
R2	Bidders challenge procurement outcome	Low	Good up front communication and engagement with the market. Sufficient timescales allowed for submission and evaluation. Audit trails kept of decision making. Robust procurement in line with EU procurement regulations.
R3	Bidders become insolvent or go into administration/liquidation	Low	Appropriate financial checks will be undertaken as part of the evaluation process. Each lot will have a number of specialist providers who can cover in case one becomes insolvent. The LHC framework also allows a "reserve list" of suppliers to be held for the first 6 months of the framework in case of any insolvencies. The first firm on this list (ranked by their overall bid score) would be appointed to the framework to take the insolvent company's place.
R4	Successful providers fail to deliver service	Low	The council will work with LHC to develop an effective and relevant quality evaluation. The framework will have multiple providers against each lot so if one or even two providers fail to deliver there will be alternative providers available. Funds will be withheld until satisfactory completion of each call-off contract. If the provider has a parent company, a parent company guarantee will be required.
R5	The Council's Objectives are not met in the LHC evaluation process and insufficient local micro-SMEs apply	Low	A mailing list of interested parties has been built up by the council over the last year, two Bidders Days have been held, and a communication plan agreed with

R/N	Risk Identified	Risk Rating	Mitigation
			LHC. LHC have also their own means of marketing via website, Twitter and email, and a PIN is to be issued. An Open Day was held to support inexperienced bidders in how to write bids for government contracts.
R6	LHC's levy income is lower than expected as the estimated level of spend for Southwark or other councils fall short of predicted figures.	Medium	LHC have over 20 other frameworks which generate income for them through levies. LHC will not be overly reliant on the ADS framework for revenue. LHC also place no obligation on Southwark Council or any other client to use the ADS framework agreement.

50. A performance bond will not be required for the individual call off contracts from the framework. The contract documentation will include for retention of monies in respects of consultant fees to be withheld until satisfactory completion for each call off contract. An ultimate holding/parent company guarantee will be required for all call-off orders if the successful consultant(s) has a parent company.
51. Each call off contract will contain a break clause to terminate the call-off contract at will with no consideration of any loss or expense at any time.

Key /Non Key decisions

52. This report deals with a key decision

Policy implications

53. This report relates to the delivery of council targets contained in the "Southwark Housing Strategy to 2043".
54. The delivery of the framework fits with the council's objectives as outlined in the Southwark Fairer Futures Procurement Framework to deliver the council's Fairer Future Plan 2018-2022. The Fairer Future Themes and commitments will be incorporated into the terms and conditions of the ADS Framework where they will then form part of the requirements of the council's suppliers.

Procurement project plan (Key decisions)

55. The table below sets out the intended timescales for the ADS Framework. This is subject to the number of expressions of interest received and resources available.

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	30/07/2019
DCRB Review Gateway 1:	10/09/2019
CCRB Review Gateway 1:	19/09/2019
Brief relevant cabinet member (over £100k)	02/09/2019
Hold market engagement day and workshop	17/09/2019
Publication of PIN (by LHC)	11/10/2019
Notification of forthcoming decision – Cabinet	21/10/2019
Cabinet Approval of Gateway 1: Procurement strategy report	29/10/2019
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	10/11/2019
Completion of tender documentation	31/10/2019
Publication of OJEU Notice (by LHC)	11/11/2019
Publication of Opportunity on Contracts Finder (by LHC)	12/11/2019
Closing date for expressions of interest (SQ stage)	12/12/2019
Completion of short-listing of applicants	10/01/2020
Invitation to tender	13/01/2020
Closing date for return of tenders	13/02/2020
Completion of evaluation of tenders	20/03/2020
Evaluation report presented to Director of Regeneration	24/03/2020
Contract award (by LHC)	27/03/2020
Debrief Notice and Standstill Period	07/04/2020
Place award notice in Official Journal of European (OJEU)	08/04/2020
Place award notice on Contracts Finder	09/04/2020
Contract start	08/04/2020
Initial Contract completion date	07/04/2024
Final expiration date if contract extended	07/04/2025

TUPE/Pensions implications

56. There are no TUPE implications for the decision to enter into creation of a Framework agreement in partnership with LHC. A TUPE situation may arise on exit from the partnership with LHC dependant on the practical aspects of allocation of tasks for management of the Framework Agreement between the parties at the time of exit, in the event the Council wishes to access architectural design services in another way.

57. Separate potential TUPE situations may apply in relation to individual call off contracts with suppliers appointed to the Framework Agreement and advice will be sought for those.

Development of the tender documentation

58. A project board has been set up, lead by the Head of Regeneration, to work with LHC and approve the final tender pack. Meetings will be held with internal stakeholders to ensure that the scope and specifications are fully captured ready for the procurement.
59. The SQ will be based upon the government's Standard SQ with some additional sections included and the ITT documentation will be based on a set of Employers Requirements after consultation with the delivery teams.
60. Specifications will be developed based on the council's bespoke requirements. Policy related requirements will be referenced using relevant appendices, links and insertions.

Advertising the contract

61. The contracts will be advertised by way of an OJEU notice and the Contracts Finder website. In addition to this LHC held an Open Day on 17 September 2019 and engaged with providers who have previously expressed an interest in the tender.

Evaluation

62. The SQ and ITT quality questions will be carefully constructed to ensure that outcomes align with the council's objectives for this framework. It is intended to shortlist the bidders against each lot in accordance with the agreed criteria and scoring, with the final outcome being approved by the council project team.
63. A joint panel made up of council officers from the Housing and Regeneration teams and LHC staff will evaluate SQ submissions based on the agreed criteria. There will be a final moderation session facilitated by the council.
64. Following shortlisting at SQ stage, a panel made up of council officers from the Housing and Regeneration teams and LHC staff will evaluate ITT submissions based on the agreed criteria. There will be a final moderation session facilitated by the council.
65. Evaluation criteria will be based on 70% quality (including 15% social value – to be finalised by the Head of Regeneration) and 30% price in order to deliver council strategic objectives and commitments to social value. The higher weighting applied to quality is in line with other similar frameworks (e.g. the ADUP framework) and reflects the nature of the service being procured. The emphasis on quality demonstrates that the council expects a high standard of service and not simply the cheapest, with a view to whole life cost efficiency through good project design work, as opposed to short term up front cost efficiency. The price proportion will ensure the council has affordable suppliers to select from on the framework. The market is currently very competitive and it is expected that a high volume of applications will be received, however the emphasis on quality is a reflection of the well evidenced view that high design standards result in the best whole life cycle value for money.

66. Quality will be assessed based on the following broad areas (to be finalised by the Head of Regeneration):
- a) Design quality
 - b) Mobilisation, management systems and quality of resources available
 - c) Service delivery including stakeholder engagement
 - d) Accountability life cycle costing and defects management.
67. Price will be evaluated based on a financial assessment of each provider and a ranking of their percentage fees for projects, and day rates. LHC will undertake this assessment in consultation with the council's Finance officers. Each quality question will be given a score of 0 – 5. Once each question is scored, the appropriate weighting will be applied to each score. The council is likely to require a minimum threshold criteria for some quality and financial implications.
68. The council will reserve the right to make site visits at ITT stage to clarify tender submissions for Lot 7. Bidders with the highest combined quality and price score will be ranked and used to select a final list of providers for the individual lots.

Community impact statement

69. The ADS Framework will support the council's commitment to providing quality affordable housing and social regeneration.
70. The framework is intended to provide a service of benefit to the local community and support the council's commitment to providing high quality educational and mixed use developments. One of the main objectives of the services will be to ensure the quality of design and innovation whilst minimising the impact on the whole community regardless of age, disability, faith/religion, gender, race, ethnicity and sexual orientation.
71. In addition to this the framework will be of a medium impact to future tenants, homeowners and other stakeholders as these services will provide the design, specification of the council's new housing stock and regeneration schemes.

Social Value considerations

72. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the well being of the local area can be secured.
73. Further details of how social value will be incorporated within the tender are set out in the following paragraphs.

Economic considerations

74. As the council explores ways it can continue to deliver value for money, it is essential that it make even better use of its resources to meet the needs of residents and businesses in the borough. Under promise 8 Education, employment and training of the Fairer Future Promises, the council has made a commitment to create 2,000 new apprenticeships by 2018. This programme will seek providers to employ at least one apprentice for every £1m spent.

75. Suppliers will be evaluated at tender stage on how they intend to attract and support more women and BME residents into these opportunities who are underrepresented in the professional technical services industry.

Social considerations

76. The council can exclude companies who break the law by blacklisting if they are either still blacklisting or have not put into place genuine actions concerning past blacklisting activities. The council can require "self cleaning" which enables a potential contractor to show that it has or will take measures to put right its earlier wrongdoing and to prevent them from re-occurring and to provide evidence that the measures taken by the economic operator are sufficient to demonstrate it has:

"Owned Up": clarified the facts and circumstances in a comprehensive manner by actively collaborating with the investigating authorities

"Cleaned Up": taken concrete technical, organisational and personnel measures that are appropriate to prevent further criminal offences or misconduct, and

"Paid Up": paid or undertaken to pay compensation in respect of any damage caused.

77. The council will include a request for the necessary information from tenderers (using the council's standard documentation in relation to blacklisting). The council's contract conditions will include an express condition requiring compliance with the blacklisting regulations and include a provision to allow the contract to be terminated for breach of these requirements.
78. The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, development partners engaged by the council to provide works or services within Southwark pay their staff at a minimum rate equivalent to the LLW rate. It is expected that payment of the LLW by the successful consultants on these frameworks will result in quality improvements for the council. These should include a high calibre of multi-skilled providers who will contribute to the service and will provide best value for the council. It is therefore considered appropriate for the payment of LLW to be required. The successful providers will be expected to meet the LLW requirements and call-off contract conditions requiring the payment of LLW will be included in the tender documents. As part of the tender process, bidders will also be required to confirm how productivity will be improved by payment of LLW. Following award, these quality improvements and any cost implications will be monitored as part of the call-off contract review process.

Environmental/Sustainability considerations

79. The contract documents will include specifications to ensure that designs incorporate the following:
- i. Low energy use building designs
 - ii. materials from sustainable sources
 - iii. use of high efficiency building services and
 - iv. use of renewable energies.
80. Using LHC's e-procurement portal will reduce the amount of paper used.

Plans for the monitoring and management of the contract

81. Responsibility for managing the partnership with LHC will lie with the Head of Regeneration. The framework shall be monitored by the designated officers in LHC and project manager support from the Regeneration team.
82. LHC will be responsible for overall management of the framework agreement and collection of levies.
83. A Steering Committee (to consist of Southwark Council and other London authorities, to be established by LHC) will manage the set up of the ADS framework and periodically monitor its performance. Southwark council will be a lead member of the Steering Committee.
84. Officer resource from the council will be required in the setting up of the framework by LHC during the marketing, specification, tender development and evaluation stages. These are to be from Housing and Asset Management, Regeneration and Procurement.
85. Performance Management of individual call-off contracts are the responsibility of the contracting authority and will be managed by officers from Regeneration.
86. For all schemes across the New Homes Programme, the architect selection strategy and site brief will be developed in consultation with the Lead Member for Social Regeneration, Great Estates & New Homes, and then delivered in accordance with Contract Standing Orders and the Council Plan for design quality of new homes.
87. Each council project manager will be responsible for recording performance of the provider that has been issued an order under the framework. The financial spend of each provider will also be recorded to ensure:
 - That no provider is overburdened with projects
 - All providers get an equal opportunity to submit tenders as part of the mini competition rules
 - A detailed record of expenditure is maintained for each framework and lots to ensure compliance with contract standing orders and agreed call-off processes.
88. Where performance issues are identified in relation to a call-off contract, LHC will suspend the provider from bidding for new work until it is confident that the service issues have been resolved.
89. Officers will produce six monthly and annual performance reports in line with the contract standing orders.
90. Details will be provided in the Gateway 2 at call off stage on the measures put in place to achieve Social Value, what has been gained, and future monitoring.

Staffing/procurement implications

91. Resource for this project will come from existing teams within the council, including Regeneration, Housing and Asset Management, Procurement, and Legal.

Financial implications

92. The proposed procurement strategy entails working in partnership with LHC to develop a framework through which architectural design services will be procured. LHC will bear the cost of developing the framework, which it intends to recoup by way of a levy on framework suppliers. The council's input will be officer time, the cost of which will be contained within existing revenue budgets. Once established, the anticipated cost to the council of using the framework is 0.25% of contract spend, which is estimated at £131,250 over the five years with the potential for a rebate which is dependent upon LHC achieving a surplus on the operation of the framework. The justification for adopting this approach is set out in the option appraisal in paragraphs 22 to 31 of this report. The only other option that would fully meet the council's objectives would be to run full OJEU compliant tenders. This option would require additional staff resources estimated at £300,000 over five years, which is more expensive than the framework option.
93. The cost of the levy will be contained within the capital cost of the scheme being tendered. For example if a scheme were to cost £10m in total, and 10% of this were design services, this would come to £1m. The levy would be 0.25% of £1m which means a cost of £2,500 for accessing the LHC framework.
94. The estimated cost of the services of £50m over 5 years is indicative at this stage. The framework will support a programme of capital works across a range of services and will be funded by capital resources supporting both the General Fund and Housing Investment programmes.

Investment implications

95. N/a

Legal implications

96. Please see concurrent from the Director of Law and Democracy

Consultation

97. Officers from Legal, Finance, Procurement, Regeneration and Housing departments were consulted in the development of the proposed strategy. Soft market testing with architect practices was also undertaken through two Bidder's Day events, one in September 2018 and one in September 2019.

Other implications or issues

98. N/a

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

99. This report seeks approval for the procurement strategy as outlined in paragraphs 1 to 4.
100. As the forecast contract value exceeds the EU threshold for services, the full procurement regulations apply and a number of options were considered.
101. A partnership with LHC offers the ability to deliver a framework that meets the council's objectives at minimal cost and significantly faster than if the project was delivered in house. LHC will publish the tender on their own e-Procurement platform.
102. Evaluation of bidders will be based on 70/30 quality/price which is in line with other architect frameworks and is expected to achieve whole life cost efficiency by appointing the right providers to the framework who have the appropriate skills and experience. 70% quality will include 15% on social value in line with the Fairer Future Policy Framework, and it will be a requirement that London Living Wage is paid by any successful bidders.
103. Procurement will continue to work closely with LHC and the project team on developing the tender documentation.

Director of Law and Democracy

104. This report seeks the Cabinet's approval to the procurement strategy for establishing the ADS framework (to be delivered by LHC) and associated approvals as further detailed in paragraphs 1-4. As this relates to a Strategic Procurement the decision to approve this strategy is reserved to the Cabinet.
105. The scope and value of services to be procured means that they are subject to the full tendering requirements of the Public Contract Regulations 2015 (PCR15). As noted in paragraph 30, the framework will be established by the LHC following a restricted process in accordance with PCR15, and will be advertised through OJEU. Regulation 22 of the PCR15 sets out specific requirements which must be met when establishing a framework, which will be met. Whilst framework periods are generally limited to 4 years, this period may be extended in exceptional circumstances where a longer period is required relating to the subject matter of the procurement. As noted in paragraph 40, a possible 5 year period is required due to the housing and regeneration programme.
106. The Cabinet's attention is drawn to the Public Sector Equality duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Cabinet is specifically referred to the community impact statement at paragraphs 68-70, setting out the consideration that has been given to equalities issues which should be considered when approving the recommendations in this report.

107. Officers from the contracts team in legal will continue to assist the project team during this procurement and will advise on the terms of the agreement to be entered into with LHC to govern the framework.

Strategic Director of Finance and Governance (H&M 19/092)

108. This report seeks approval for the council to enter into a partnership agreement with the London Housing Consortium (LHC) to establish and govern an Architectural Design Services Framework for the reasons outlined in the business case set out in paragraphs 11 to 17 of this report. The costs associated with developing the framework will be met by LHC. Once established, procurement through the Framework is expected to provide the council with a cost effective means of obtaining design services primarily for new homes and other regeneration schemes, which are expected to cost in the region of £50m over the next five years, as set out in the financial implications section of this report.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Gateway 0 report Professional Technical Services	Housing and Modernisation Floor 3 Hub 4, 160 Tooley St	Gavin Duncumb Tel: 020 7525 0685
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s69810/Report%20Gateway%20%20Strategic%20Options%20Assessment%20for%20Service%20Provision%20of%20Professional%20Technical%20Serv.pdf		
Gateway 1 report Professional Technical Services	Housing and Modernisation Floor 3 Hub 4, 160 Tooley St	Gavin Duncumb Tel: 020 7525 0685
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s75959/Report%20Gateway%201%20-%20Procurement%20Strategy%20Approval%20-%20Professional%20Technical%20Services%20Frameworks.pdf		

APPENDICES

No	Title
Appendix 1	LHC Partnership Proposal

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Homes	
Lead Officer	Kevin Fenton Strategic Director of Place and Wellbeing	
Report Author	Jacqui Flynn, Projects Manager and Shona Snow, Procurement Business Partner	
Version	Final	
Dated	21 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	Yes	Yes
Head of Procurement	Yes	Yes
Director of Law and Democracy	Yes	Yes
Director of Exchequer (for housing contracts only)	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		21 October 2019



Professional Services Framework

Through market research conducted within London, it has become apparent that there is a requirement for a high quality, robust procurement solution for Professional Services and consultancy. Although the requirements of each contracting authority are unique, initial conversations have confirmed that there is a need to share learning and experiences across the boroughs, particularly within Local Authorities. LHC London and South East propose that they take the lead in facilitating a steering committee to inform the specification of the framework and ensure intelligent procurement through collaborative learning. The proposed disciplines are outlined below.

- Architects
- Building Energy Assessors,
- Quantity Surveying,
- Project Management;
- Structural /Civil Engineer Services
- Employers Agent
- Clerk of Works services
- Contract administrator
- Principle Designer Duties
- Health and Safety Advisors
- Building Services Engineer

London Borough of Southwark have agreed in principle to Partner with LHC to deliver the Architecture discipline and it is proposed that Southwark join LHC in marketing this framework as a joint venture in its entirety.

Architectural Services

Summary

It is proposed that London Borough of Southwark and LHC are to partner to create an Architectural Consultancy Framework that is suitable for use by all London Public Sector contracting authorities. Market research has found that finding suitable, highly skilled architectural specialists is challenging in a short procurement period whilst still ensuring best value for money. It is anticipated that the framework will overcome these challenges allowing public sector bodies, quick and reactive access to the best firms available in the market to deliver services at a high standard.

Introduction

Founded in 1966 and with more than 50 of those years working in London, LHC has knowledge, technical expertise and a commitment to better buildings and homes. They believe in fast and efficient procurement which delivers financial gains without compromising on quality or delivery. LHC and London Borough of Southwark are united in their commitment to providing value for money, high quality affordable homes and enhancing local communities.



London Borough of Southwark are at the forefront of providing innovation through quality, well considered and inspiring design standards, leading the way in delivering public sector construction projects in London.

It is proposed that LHC and London Borough of Southwark combine this expertise by creating a robust, highly specified Framework to deliver Architectural Services for London. LHC and London Borough of Southwark will enter a partnership agreement defining the standards, specification and framework mechanism to deliver this as a product accessible to London Local Authorities.

It is proposed that LHC will facilitate the Framework, leading the procurement activity with input from London Borough of Southwark on the technical and performance requirements and the structure of the framework. The requirements will be laid out in the resourcing requirements below.

London Borough of Southwark has a requirement for architectural services to deliver the following over a 4 year period:

- Master Planning
- Feasibility
- Schools
- Social Care
- Housing
- Commercial
- Industrial
- Conservation and heritage

Remaining disciplines

Running concurrently with this, LHC will also release workstreams for the following consultancy services.

- Building Energy Assessors,
- Quantity Surveying,
- Project Management;
- Structural /Civil Engineer Services
- Employers Agent
- Clerk of Works services
- Contract administrator
- Principle Designer Duties
- Health and Safety Advisors
- Building Services Engineer

LHC will aim to facilitate a Steering Committee with other Local Authorities to inform the specification of the consultancy workstreams. It is intended that by inviting local authorities to provide input through the Steering Group, the framework will be more desirable and better suited to meet the relevant criteria, increasing the use across London. There will be a very clear lead on the architectural services from the London Borough of Southwark.



Scope

A framework available to all London public sector authorities, to deliver consultancy services for multiuse buildings, including but not limited to Housing, Schools, Community Buildings, Offices.

Key deliverables

- SME engagement
- Innovative design led by London Borough of Southwark
- Local engagement
- Value for money
- Competition
- Specialists for each design discipline within architectural workstreams.
- Delivering Social Value

Resourcing Requirements- The Project Team

LHC Lead and Coordinator- Jennifer Castle – London Regional Manager

LHC Group Technical Manager, Construction -Tony Woods

LHC Procurement Manager – Danesh Sharma

Required:

- Authority Lead
- Procurement input from authority
- Design and technical requirements from authority

Proposed Format

One Workstream per discipline.

Within the Architectural workstream, there will be subcategories allowing specialists to apply for that workstream where relevant. For example:

Workstream 1 – Architectural Services	Workstream 2- Quantity Surveyors	Workstream 3 – Employers Agent	Workstream 4- project Management
Master planning	Company A	Company A	Company A
Company A	Company B	Company B	Company B
Company B	Company C	Company C	Company C
Company C	Company D	Company D	Company D
Company D	Company E	Company E	Company E
Heritage			
Company A			
Company B			



Company C			
Feasibility			
Company A			
Company B			
Company C			

Etc.

Proposed Timeline (to be finalised, and detailed) for Architectural Services

June – August Project Team Specification Scoping (forming of steering committee, client feedback)

July- August Pre-Tender Engagement with suppliers (issue PIN)

August-September Finalising Specification

September Contract Notice

November Submissions

December/January Evaluation/Standstill

February Contract Award

Cost and Community Benefit Fund

Although marketed at 1%, London Borough of Southwark as the partner authority will access at 0.25%, other authorities on the steering committee can access at 0.5%

LHC will also reserve 20% of the annual income from this Framework to be distributed to the authorities on the steering committee to support their social value and community benefit commitments. LHC will engage with Locality, a community benefit fund to help the authorities measure the social impact of this fund.

Item No. 14.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Healthier High Street Framework and Indicators	
Wards or groups affected:		All	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes; Councillor Evelyn Akoto, Community Safety and Public Health; Councillor Stephanie Cryan, Jobs, Business and Innovation	

FOREWORD: COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES; COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH; COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR JOBS, BUSINESS AND INNOVATION

Southwark’s high streets are an important and vital resource for our communities. They characterise our town centres and neighbourhoods, support small businesses and contribute to making Southwark a vibrant and exciting borough.

Whilst the retail opportunities and economic benefits are clear, it is important to recognise the potential of high streets to support health and wellbeing objectives. High streets are a major community asset, which when well supported and protected can promote and improve health both directly e.g. encouraging physical activity, reducing exposure to poor air quality, reducing noise, and indirectly by helping to make the healthy choice the easier choice. All our high streets must be of good quality inclusive design and provide accessible safe communal spaces so that they can promote healthier, safer and more cohesive local communities. However, our high streets face many challenges, not least the rise of internet shopping, increased pressure on rents and rates, and a polarisation of incomes making it harder to strike a balanced mix of uses that meets the needs of people from all incomes and backgrounds.

The Healthier High Street Framework sets out ten key principles to be used by local stakeholders and partners to align different plans and strategies towards to achieving healthier high streets, that are more resilient responsive and better placed to promote the health and wellbeing of communities that use them. It also identifies a core set of borough-wide programmes - the Building Blocks for a Healthier High Street - that we will promote across our high streets. They include specific programmes to promote healthy catering, improved waste collection, and a stronger coordination of community needs and uses on high streets. However, we also recognise that each high street will face different challenges and reflecting this, the implementation of the framework will include specific actions which may be unique to one street and not another.

We welcome the adoption of this important strategic framework and the set of outcome indicators to measure progress. We look forward to working closely with local communities and businesses to progress and implement this agenda.

RECOMMENDATIONS

That the Cabinet:

1. Agree the Healthier High Street Framework (Appendix 1) as Southwark's approach to making our high streets healthier places and embed the healthier high street (HSS) principles in the relevant programmes, to support both the day time and night time economy of the high street.
2. Agree the borough-wide indicators (Appendix 1) as the high-level indicators that will be used to monitor the progress of selected high streets.
3. Request a report back in twelve months to update on implementation of the Healthier High Street (HSS) framework, how it supports delivery of other relevant strategies including the Economic Wellbeing Strategy and asset management plan, as well as examples of application to key high streets (including the Blue, Borough High Street, Camberwell Church Road/Denmark Hill, Herne Hill, Lordship Lane, Lower Road, Peckham Rye, Walworth Road, and also the high street offer developing at Elephant and Castle and on Old Kent Road).

BACKGROUND INFORMATION

4. Southwark is a borough with a rich and proud history, strong communities and a great ability to transform and renew to improve the lives of our residents. It is also a place of growth, development and opportunity. The council's ambition, as expressed through the Council Plan, is of "a fairer future for all" where everyone can achieve their potential, and be more than the sum of our parts in a borough that they are proud of.
5. It is this ambition and our fairer future values that provide the basis for developing a framework that encourages our high streets to become healthier places. Addressing the wider socio economic and environmental determinants of health is one of the six key objectives of the Southwark's Joint Health and Wellbeing Strategy which sets the direction for health and wellbeing improvement in the borough.
6. This HHS framework adopts a health in all policies approach and builds on the PHE recommendations to 'Ensure that the regeneration and development of high streets focuses on inclusive design for all, and that opportunities to reduce health inequalities are maximised'.
7. Our healthy high streets vision is to provide residents, workers and visitors a gateway to healthier lives through an improved high street offer, good employment opportunities, and through welcoming, accessible places that allow for a range of retail, social and leisure activities that support wellbeing for all. A high street with opportunities for everyone, that is welcoming to people of all ages, cultures, abilities and income levels helps to tackle social exclusion, integration and can help address health inequalities and promote wellbeing.
8. The framework provides a tool for developers, Business Improvement Districts, and officers working in the built environment to have a greater awareness and focus on health, and those officers working in health, to have a greater awareness and focus on built environment interventions. This framework will facilitate more and better collaboration between public health, planning, design,

and, crucially, communities, to support the development of high streets that are financially inclusive and ‘health enhancing’¹.

9. Interventions to improve local high streets also make good economic sense. Evidence shows that for every pound spent in a local independent shop that sources local produce generates twice that for the local economy.
10. Southwark’s Economic Wellbeing Strategy outlines our plans to build a strong local economy for all, working in partnership with residents, businesses and the voluntary sector. The strategy aspires for town centres and high streets in Southwark to be dynamic, diverse, and great places to visit spend time and enjoy. Aims of the strategy include:
 - That every Southwark resident has access to quality, affordable, and healthy food and produce from their local high street or market
 - Payday lenders, betting shops, and outlets specialising in unhealthy food are effectively regulated and controlled
 - Southwark town centres and high streets are accessible and well connected, both physically and digitally.
11. The night-time economy is an important aspect of high street retail, and serves a population that increasingly works and socialises at night. However, it is also associated with a number of negative health impacts including; binge drinking, substance misuse; consumption of “fast food” which tends to be less healthy; increased levels of sexual assault; violent crime and injury; and negative impacts on mental health, including exposure to noise pollution for nearby residents. In developing a healthier high street offer, it would be beneficial to promote a night time economy culture that goes beyond premises licensed to sell alcohol however, both for health reasons and inclusivity. Community assets including outdoor public spaces, museums, libraries, health centres and town halls could also offer more at night, building on the success a number are already having by extending their opening hours.
12. Healthier high streets require the protection of our shopping frontages through planning policy to ensure that we have A1 shops that provide local shops along with the A3 restaurants, B1 offices and D community uses. Without this programme the town centres and high streets will not retain any local shopping and people will lose their local high street. In line with this aim, there will be a review of the application of planning policy for Protected Shopping Frontages, initially starting in Peckham. This will inform how we manage the changing role of our town centres, whilst supporting convenience and comparison goods retailing.
13. The Council’s Asset Management Plan for the Commercial Property Estate is being refreshed for approval by cabinet this year, and amongst other things will extend the IDM excluding payday loan shops and gambling establishments to also exclude new fast food uses. The Council does not own many properties on the high street, with the exception of the Blue where there is a clear opportunity for the Council to help curate a healthier high street environment in collaboration with local people and businesses. This will also present an opportunity to identify and monitor tensions between supporting healthier environments whilst also achieving best value from the estate.

¹ Public Health England (January 2018) Healthy High Streets Good place-making in an urban setting
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/699295/26.01.18_Healthy_High_Streets_Full_Report_Final_version_3.pdf

14. The Regeneration That Works for All framework – adopted in January 2019 - sets out Southwark's approach to social and inclusive regeneration to create places that support people to live healthier lives in stronger communities. This framework includes high level indicators that will be used to monitor the impact of the social regeneration work across the borough, and monitors the vibrancy of our high streets. There is a strong commitment in both the Regeneration that Works for All framework and the emerging New Southwark Plan to developing a borough with local shops, services and facilities that support and are accessible for all residents.
15. The Regeneration that Works for All Framework identifies a number of priorities that support a Healthier High Street framework:
- **Improving life opportunities:** including making the social aspects of regeneration central to our built environment programmes
 - **Promoting good health:** including a system wide approach to health and wellbeing
 - **Improving pride of place for all:** including creating pride of place for all our communities and creating cohesive neighbourhoods.
 - **Investing in communities:** including creating employment opportunities, investing in community resources and infrastructure, developing inclusive and sustainable local services and shops, enabling the benefits of regeneration to extend beyond a geographically defined area and collaborating with the community in creating and protecting places
 - **Reducing inequalities:** including investing in prevention and tackling the wider determinants of inequality, taking a targeted approach to strengthen support for the disadvantaged and vulnerable and creating welcoming and safe neighbourhoods.

This Healthier High Streets (HSS) Framework will complement the suite of documentation supporting Regeneration Works for All, including the Charters and Place Plans for each area.

16. The Movement Plan identifies nine Missions, for streets and spaces with greater equality (M1) and better mental and physical wellbeing (M2 and M3) which can be provided by healthier high streets and providing an excellent opportunity to get out and about and socialise. Other relevant missions are to reduce traffic (M4), create social streets (M5) high streets (M6) safety, and (M7) journey experience. Together these should help to support healthier ways to access to high streets including more active travel (i.e. walking and cycling).
17. TfL's Vision Zero (towards zero road deaths) and upcoming cycle safety initiatives will be complementary to this work, particularly in relation to Rye Lane and Camberwell Green junction.
18. The Council's ongoing project to increase the number of publicly accessible toilets, with changing facilities where possible, will also support this work. Many people rely on these facilities to venture out of the house and can make a particular difference to older people and some with particular health needs, people with children and those travelling by active transport i.e. walking and cycling. The Council is currently consulting widely to determine where there are possible shortfalls in the provision of publicly accessible toilets. See web link: www.southwark.gov.uk/publictoilets.

19. The high street, if designed well, can create an environment to activate communities and provide them with clear ‘building blocks’ for health. The HSS framework will help to ensure that the significant public health, environmental and economic gains afforded by good-quality high street initiatives are realised.
20. We recognise that our local high streets are community assets that can make communities more resilient, and can be used to promote and improve the health of local residents. ‘Healthy’ high streets can support the reduction of health inequalities and promote other desirable outcomes including safety, prosperity and social interaction. In short, high streets can help make healthy choices easier choices.

KEY ISSUES FOR CONSIDERATION

21. High streets have a long and important role in Southwark and for our communities. Thriving Town Centres and High Streets are one of the key pillars in the Economic Wellbeing Strategy for Southwark. Each high street has its own unique character, offer and relationship to the communities which they serve. Southwark has run a number of initiatives to support our high streets, such as the high street challenge grant which has enabled residents, businesses and community groups to help improve their local high streets.
22. Whilst each high street will serve a different community, everyone should feel welcome. This requires the high street to embrace ethnic diversity and difference, and be fully accessible to people of all ages, and with disabilities and impairments. The social and cultural offer can also help to meet this objective.
23. It is widely recognised that our town centres and high streets fulfil many functions other than retail. People are looking for a range of experience on the high street, from shopping to leisure to health services. The Government’s response to the inquiry on High streets and town centres in 2030² stated that “The most successful high streets and town centres will need to change to reflect the communities they serve by transforming themselves into community hubs, playing to their strengths of offering human interaction and unique sense of place and community.”
24. Southwark has a range of different high streets. The London South Bank University undertook a retail audit, footfall observations and interviews on eight highstreets across the borough in 2015. Out of the eight high streets studied, results revealed that each high street has quite different characteristics and that the behavioural patterns established differed. Southwark high street footfalls vary by around ten times between the busiest and the quietest. The highest densities were found in Peckham Rye, Borough High Street and Camberwell, with the quietest at Nunhead Lane and Southwark Park Road (The Blue).
25. While a common framework is used to capture the potential actions to make each high street healthier, the approach will be different for each high street as

² Ministry of Housing, Communities and Local Government (May 2019) Government response to the Eleventh Report of Session 2017 – 19 of the Housing, Communities and Local Government Select Committee inquiry into high streets and town centres in 2030
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800101/Gov_response_select_committee_high_streets_and_town.pdf

each will have unique characteristics reflecting the diversity of the high streets in the borough.

Healthier High Streets framework

26. The HHS framework sets out our vision and guiding principles to encourage our high streets in Southwark to be healthier places. The framework provides a joined up approach across the council to frame, coordinate and monitor projects which are taking place on our highstreets to improve the health and wellbeing of our communities.

27. The HHS Framework sets the three goals based on the three themes identified in the 2017 publication 'High Streets for All' report authored by We Made That and LSE cities– Prosperity, People and Place.

- **Goal 1: Prosperity** To promote a vibrant, resilient and accessible local economy
- **Goal 2: People** To support the health and wellbeing needs of people using the high street
- **Goal 3: Place** To create a physical environment that is inclusive and supports health

28. These three goals are supported by 10 principles forming the HHS framework.

Principle 1: Diversity

Principle 2: Affordability

Principle 3: Resilient and accessible

Principle 4: Choice

Principle 5: Social Interaction

Principle 6: Safe, connected neighbourhoods

Principle 7: Inclusive design

Principle 8: Good design

Principle 9: Sustainability

Principle 10. Identity.

29. The '**building blocks for health on the high street**' include these programmes:

- Full occupancy of units, and coordination of local needs and uses (supported and curated where relevant by a landlord charter and lettings strategy)
- Restricting, in line with the proposed policy in the New Southwark Plan, new high street uses such as hot food takeaways, late night off licenses, betting shops and pay day lenders that relate to public health risks such as obesity, alcohol, unhealthy eating, addiction and poorer mental health
- Relaunching the Healthier Catering Commitment to engage hot food outlets in healthier cooking practices and healthier options
- A new Good Food Retailer scheme for convenience stores to support an improved range and positioning of healthier foods
- Support for the Breast Feeding Welcome scheme
- Ensuring access to public / community toilets and changing facilities
- Ensuring access to free water through a water refill offer or public drinking fountains
- A clear approach to alcohol licensing
- Timed commercial waste collections (synchronised where necessary between different collection operations) to ensure trade waste bins are well

designed, clutter is minimised, and the high street is an attractive place to walk.

30. The framework has been developed with consideration of public health, local economy, regeneration, transport, planning, culture, highways and air quality priorities. The HHS Framework identifies a number of opportunities to apply the framework in different areas.
31. Other tools and frameworks available have been reviewed and built upon such as the Transport for London Healthy Streets tool, however they do not consider the diversity in the retail offer on the high street. Public Health England and the Royal Society of Public Health recognise a diverse and healthy retail offer is important to provide access to healthier produce on the high street to encourage healthier choices. A healthier retail offer can help contribute towards an improved health outcome, for example reducing obesity. The HHS Framework acknowledges this gap and incorporates retail diversity as a one of its ten principles. The HHS Framework also highlights that current tools do not consider how people feel about their high street. This local community perspective is important to understand and is underpinned by Southwark's approach to community engagement and social regeneration.
32. The framework ambitions will guide our approach to healthier high streets but will need to be delivered in a flexible way. For example, the principles of greatest importance will vary for each high street depending on the features of each area and any regeneration plans in place for the area.
33. The HSS Framework provides the opportunity to:
 - Understand how we can make our high streets healthy places
 - Inform and shape future policy e.g. revisions to relevant policies of the New Southwark Plan
 - Build on borough-wide campaigns to promote the proposed 'building blocks for healthier high streets'
 - Develop indicators to understand how residents feel about a place and how they feel about their high street through the residents survey
 - Provide a framework which could be used / embedded in future projects such as the high street challenge fund
 - Monitor selected high streets over a three-year period using the suite of indicators, supplemented by local project evaluation to understand how the health of our high street can be improved
 - Inform the development of future social regeneration charters where high streets are present in an area undergoing regeneration or development
 - Support the implementation of Southwark's approach to social regeneration.

Healthier High Street Indicators

34. The indicators will be used to assist the monitoring of our high streets and will help to inform actions to make our high streets healthier places. The indicators build on existing plans, strategies and indicators in the borough and were developed in collaboration across the council. There are a few indicators which are new and will need to be considered in future work streams such as the resident survey.

35. The Healthier High Street plans will identify programmes taking place on our high streets that contribute to improving the health and wellbeing of our communities. Place specific programmes will have local indicators which will form part of the reporting activity. The local indicators will vary depending on the programmes and initiatives taking place at the local level.
36. These local programmes are important to help understand peoples' experience of the high street. Programme specific evaluations and surveys will provide richer and more comprehensive insights using qualitative approaches including interview, participant observation and focus group interviews.
37. Cabinet will receive an update report on progress of the indicators on an annual basis for the high streets this framework is applied too. Some of the indicators are collected nationally, some locally and some subjective measures will be added to the resident's survey. Benchmark data will be provided where available.
38. The findings can be used to understand the impact of interventions on the health of our high streets. This will help inform future Council policies, plans and programmes.

Community impact statement

39. The Healthier High Street framework puts health at the centre of everything we do. We have used the outcomes of the Soutwark Conversation, the largest engagement exercise ever undertaken by the council, to shape the Council's social regeneration ambition and our healthier vision for our high streets.
40. The Framework aspires to ensure that the high street provides opportunities for everyone, and is welcoming to people of all ages, cultures, abilities and income levels. It helps to tackle social exclusion, promotes integration and helps to address health inequalities and promote wellbeing. To do this there are key policies and ambitions woven through the framework including support for the Breast Feeding Welcome Scheme, availability of free drinking water, access to affordable healthy food, and access to free/public toilets. This will support accessibility for a range of people including those on lower incomes, people with disabilities, older people, those with babies and children.
41. High street design can affect health outcomes indirectly via rundown or inadequate communal areas, shelters, seating and focal points, can deter people from visiting or spending time in high streets and prevent community activities that enable people to integrate socially. This can increase the risk of social isolation and reduce the likelihood of community cohesion. Social isolation and loneliness can impact negatively on mental health, increasing the risk of depression, anxiety, cognitive decline and dementia.
42. Feeling excluded from the high street due to lack of physical or culturally appropriate facilities and messaging can affect a wide range of people and communities including BME, disabled, LGBTQi+, older people, children and young people. This can impact on mental health as well as affecting the social gradient of health, due to access to amenity, job opportunities, and social wellbeing. Another reason people may feel excluded is due to fear of crime, including hate crime. Ensuring we have highstreets that are safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion will also support the health and wellbeing of these groups.

43. Applying the Framework in a local area will benefit from a clear engagement plan to ensure that all the necessary stakeholders are aware of the approach and have the opportunity to discuss the benefits for individuals, communities and businesses, as well as identifying any concerns and tensions, particularly financial implications. Feedback on these conversations will be captured to support an annual review of the Framework.

Policy implications

44. The framework is informed by literature published on what healthier high streets comprise in an urban setting. The framework is developed in a way that captures the work already underway across council services and the learning from our regeneration work so far.
45. The framework will be tested in select locations. Should the framework be an effective tool the opportunities to integrate the approach as part of an early review of the New Southwark Plan (NSP) could be explored. Incorporating Southwark's approach to create healthier high streets also aligns with many other key council strategies to improve well-being such as Southwark's Housing Strategy, Air Quality Strategy, Cultural Strategy, Economic Wellbeing Strategy, Voluntary & Community Sector Strategy and plans around youth and play. The principles and approach could be embedded in future refreshes.

Resource implications

46. This report proposes a framework to ensure that our high streets are health promoting places. It will be used to influence council policies, projects and activities and guide delivery of shorter time milestones in the new Council Plan. Resources for those projects will be delivered within planned budgets. There is no specific resource implication attached to the Framework itself. As the Framework is implemented there may be consequential impacts on how resources are planned and these will be presented to cabinet as required.

Legal implications

47. In the exercise of its functions, the council is subject to the public sector equality duty, in section 149 Equality Act 2010. The work around healthier high streets feeds into social regeneration to create opportunities, promote wellbeing and reduce inequalities so people can achieve their potential. The Framework and consequential work will be delivered with regard given to the public sector equalities duty.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

48. The council is under a duty, imposed by section 2B of the National Health Service Act 2006, to take such steps as it considers appropriate for improving the health of the people in its area. Adopting the framework set out in this report and contained in the appendices contributes to the council carrying out this duty. The framework can be made in accordance with that duty and with the general power of competence contained in section 1 of the Localism Act 2011.

49. Under the public sector equality duty in section 149 of the Equality Act 2010, the council must have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
50. The report does not highlight any specific equality implications of adopting the framework; however, as acknowledged at paragraph 39 above, it will be necessary for the council to consider the equality implications of any decisions taken under the framework and to prepare an equality impact assessment where potential implications are identified.
51. The adoption of the framework is an executive function under Part 3B of the council's constitution and can be determined by the Cabinet in accordance with Part 3B and the Local Government Act 2000.

Strategic Director of Finance and Governance

52. This report requests cabinet approval of the approach to making our high streets healthier places in Southwark as outlined in the Healthier High Street Framework.
53. The strategic director of finance and governance notes there are no specific finance resource impacts at this stage, however this may change as plans proceed and notes this will be considered by cabinet as and when the Framework is implemented.
54. Staffing and any other costs connected with these recommendations are to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Economic Wellbeing Strategy	Southwark Council 160 Tooley Street London SE1 2QH	Nick Wolff 020 7525 5676
Web link: https://www.southwark.gov.uk/business/economic-wellbeing-strategy		
Social regeneration Framework	Southwark Council 160 Tooley Street London SE1 2QH	Tizzy Keller 020 7525 5847
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s79877/Appendix%201%20Social%20Regeneration%20Framework%202018.pdf		
New Southwark Plan	Southwark Council 160 Tooley Street London SE1 2QH	Juliet Seymour 020 7525 0508
Link (please copy and paste into your browser): https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/new-southwark-plan		

APPENDICES

Appendix	Title
Appendix 1	Healthier High Streets: Framework and Illustrative Indicators

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Homes	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Jin Lim, Deputy Director of Public Health Rosie Dalton Lucas, Head of Programme Jo Ellingham, Public Health Policy Officer	
Version	Final	
Dated	18 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 & Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	18 October 2019	

Healthier High Streets

Framework and Illustrative Indicators

Southwark Council

October 2019

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Healthier High Streets

The Framework

Our vision and guiding principles to encourage our high streets in Southwark to become healthier places

Our Ambition We want Southwark's high streets to become healthier spaces and places within our communities. Local high streets are also community assets that can make communities more resilient, and can be used to promote and improve the health of local residentsⁱ. Healthier high streets support the reduction of health inequalities and promote other desirable outcomes including safety, prosperity and social interaction. In short, high streets can help make healthy choices easier choices.

High streets mean more to people than just places to shop. They are social spaces with 45% of people saying they use the high street for other reasons than to shop. Our high streets and town centres are shifting from being retail focused places to a myriad of uses which foster greater social interaction, community spirit and local identity. They also feature as part of a growing night time economy. We want our high streets and town centres to be healthier places both day and night.

A healthier high streetⁱⁱ:

- Helps to reduce health inequalities;
- Increases access to health-promoting goods and services;
- Creates opportunities for social interaction; and
- Generates local economic growth.

Our Vision To provide residents, workers and visitors a gateway to healthier lives through an improved high street offer, good employment opportunities, and through welcoming, accessible places that allow for a range of retail, social and leisure activities that support wellbeing for all. High streets that can provide opportunities for everyone, and welcome all ages, cultures, abilities and income levels can help to tackle social exclusion, promote integration, community wellbeing and can help address health inequalities.

Our Priorities The development of healthier and vibrant high streets reflects commitments set out in the Joint Health and Wellbeing Strategy, the Economic Wellbeing Strategy, the Movement Plan, the Regeneration That Works For All framework, and the emerging New Southwark Plan. The Economic Wellbeing Strategy aims for town centres and high streets in Southwark to be dynamic, diverse, digital centres that are great places to visit spend time and enjoy. Key priorities include:

- Every Southwark resident has access to quality, affordable, and healthy food and produce from their local high street or market
- Payday lenders, betting shops, and outlets specialising in unhealthy food are effectively

- regulated and controlled
- Southwark town centres and high streets are accessible, safe and well connected, both physically and digitally

The Purpose

This HHS framework builds on PHE recommendations to ‘Ensure that the regeneration and development of high streets focuses on inclusive design for all, and that opportunities to reduce health inequalities are maximised’.

The framework provides a tool for developers, Business Improvement Districts and officers working in the built environment to have a greater awareness and focus on health, and those officers working in health, to have a greater awareness and focus on built environment interventions.

The implementation of the framework will be supported by a number of other tools available to the Council including its asset management plan, lettings strategy, advertising policy, powers through licencing and trading standards and planning decisions.

This framework adopts a health in all policies approach to facilitate more and better collaboration between public health, planning, design, and crucially, communities, to support the development of high streets that are ‘health enhancing’.

Our Goals

In line with our ambition to ensure this healthier high street framework reduces health inequalities, we have three overarching goals for our high streets:

Prosperity: A vibrant, resilient and accessible high street economy

People: A high street which supports the health and wellbeing needs of local people

Place: A physical environment that is inclusive and supports health

In order to achieve these goals we have identified 10 principles which form the healthier high street framework. For each principle we have identified indicators to help monitor our progress. These principles are:

Principle 1: **Diversity**

Principle 2: **Affordability**

Principle 3: **Resilient and accessible**

Principle 4: **Choice**

Principle 5: **Social Interaction**

Principle 6: **Safe and connected neighbourhoods**

Principle 7: **Inclusive design**

Principle 8: **Good design**

Principle 9: **Sustainability**

Principle 10: **Identity.**

Key programmes

The ‘**Building Blocks for Health on the High Street**’ include these programmes:

- Full occupancy of units, and coordination of local needs and uses (supported and curated where relevant by a landlord charter and lettings strategy);
- Restricting, in line with the proposed policy in the New Southwark Plan, new high street uses such as hot food takeaways, late night off licenses, betting shops and pay day lenders that relate to public health risks such as obesity, alcohol, unhealthy eating, addiction and poorer mental health;
- Relaunching the Healthier Catering Commitment to engage hot food outlets in healthier cooking practices and healthier options;
- A new Good Food Retailer scheme for convenience stores to support an improved

- range and positioning of healthier foods;
- Support for the Breast Feeding Welcome scheme;
- Ensuring access to public / community toilets and changing facilities,
- Ensuring access to free water through a water refill offer or public drinking fountains;
- A clear approach to alcohol licensing
- Timed commercial waste collections (synchronised where necessary between different collection operations) to ensure trade waste bins are well designed, clutter is minimised, and the high street is an attractive place to walk.

Tracking our progress

We recognise that no two high streets in Southwark are the same, and will work with champions for each area who understand their unique character, challenges and opportunities.

This framework has been developed to set out a borough-wide approach which can be tailored for each place to help identify opportunities presented by policy changes or projects for our high streets to become healthier places.

We have identified an indicator(s) for each principle. The framework and indicators will be reviewed annually.

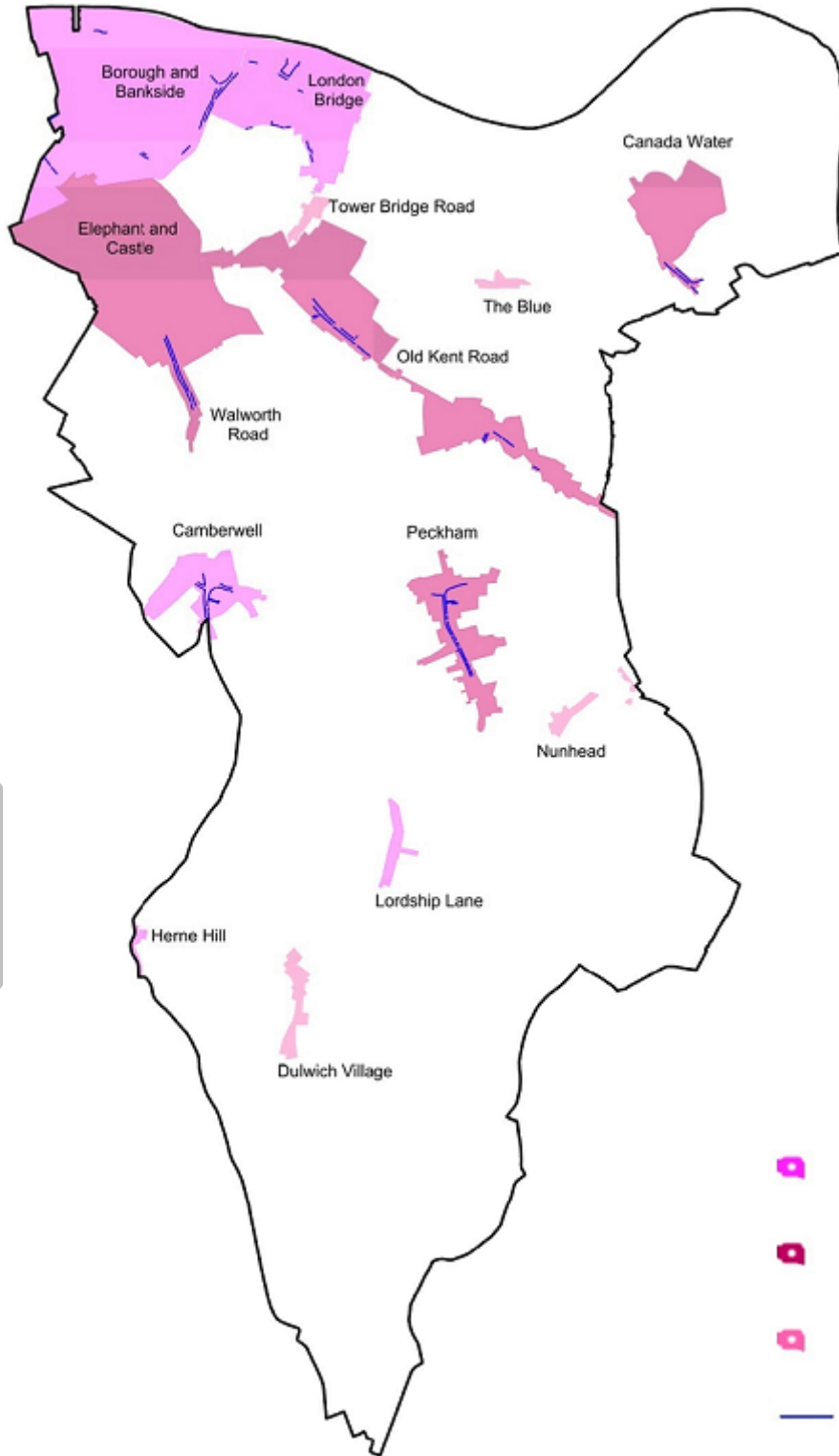
As part of the Planning Policy digital upload, project work will be undertaken to map all town centres and to update and amend planning policies where necessary for each town centre starting with Peckham and then Walworth Road.

The new Statement of Community Involvement and Development Charters will assess impact of developments on local businesses, communities and it will provide an additional equalities perspective and analysis.

We will work with local communities, voluntary organisations, local businesses and developers to align activities to the ambitions and objectives of this framework to achieve the shared outcome – a healthier high street.

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Map of town centres and primary high streets



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Our Framework

<p>Goal 1. Prosperity</p> <p>To promote a vibrant and healthy local economy</p>	<p>Goal 2. People</p> <p>To support the health and wellbeing needs of local people</p>	<p>Goal 3. Place</p> <p>To create a physical environment that is inclusive and supports health</p>
<p>Principle 1: Diversity</p> <p>Promote a balanced range of uses</p>	<p>Principle 4: Choice</p> <p>Improve access to healthier and affordable, food, leisure and shopping opportunities</p>	<p>Principle 7: Inclusive design</p> <p>Deliver attractive, healthy, accessible and safe high streets for everyone in the community (e.g. all age and disability friendly)</p>
<p>Principle 2: Affordability</p> <p>Deliver affordable workspaces in new developments</p>	<p>Principle 5: Social Interaction</p> <p>Create opportunities for people to engage, share and learn from each other</p>	<p>Principle 8: Good design</p> <p>Embed the 'TfL Healthy Streets' to create healthier streets</p>
<p>Principle 3: Resilient and accessible</p> <p>Increase economic resilience and improve local access to the high street through footfall, spend & additional support e.g. digital innovation, new or improved walking and/or cycling routes</p>	<p>Principle 6: Safe and connected neighbourhoods</p> <p>Connect community facilities (libraries, health centres and crèches) to the high street, Promote safe havens and a zero tolerance culture to violent and hate crime.</p>	<p>Principle 9: Sustainability</p> <p>Implement sustainable transport infrastructure to create cleaner and greener environment</p>
<p>Principle 10: Identity</p> <p>Understand how people feel about their high street</p>		

Healthier High Streets

Indicators

Goal 1: To promote a vibrant and resilient local economy

Principle	Measure/Indicator	Source (New / existing)
Principle 1: Diversity Promote a balanced range of uses	1.1 Diversity a) Number of vacant units on the high street b) Number of units in retail use c) number of units in other uses	New Southwark Plan (Existing)
	1.2 The change in the number of properties leased out for specific purposes	Property lettings
Principle 2: Affordability Deliver affordable workspaces in new developments	2.1 Available affordable workspace in m squared	New Southwark Plan (Existing)
Principle 3 : Well used and accessible Improve local access to the high street to increase footfall and spend e.g. digital innovation, new or improved walking and/or cycling routes	3.1 Excess wait times for high frequency bus services	Movement Plan (Existing)
	3.2 How people travel to the high street (walking, cycling and public transport)	Southwark Resident Survey (Adapted from the Movement Plan)
	3.3 How many trips people make to the high street and from where	Southwark Resident Survey (Adapted from the Movement Plan)
	3.4 Public Transport Accessibility Level	TfL
	3.5 Number of vehicle types, cyclists and pedestrians (Borough-wide movement data vivacity)	TfL

Goal 2: To support the health and wellbeing needs of local people

Principle	Measure/Indicator	Source (New/existing)
Principle 4: Choice Improve access to healthier and affordable, food, leisure and shopping opportunities	4.1 Retention of local shops A1	Planning
	4.2 Food environment assessment tool	Feat tool LSOA / ward
	4.3 Number of Healthy Catering Commitment registrations as a % of total number of businesses present	New
	4.4 Breastfeeding welcome scheme registrations	Existing
	4.5 Access to affordable healthy food – basket studies	New (Food Security Plan)
	4.6 Food security prevalence	Survey of Londoners
Principle 5: Social Interaction Create opportunities for people to engage, share and learn from each other	5.1 How strongly people feel they belong to the local area	Survey of Londoners
	5.2 How often people feel lonely	Survey of Londoners
	5.3 Social isolation % of adult social care users who have as much social contact as they would like	Social Regeneration Framework - PHE wider determinants of health profile
Principle 6: Safe and connected neighbourhoods Connect community facilities (libraries, health centres and crèches) to the high street, Promote safe havens and a zero tolerance culture to violent and hate crime.	6.1 Number of offers advertised to library cardholders to promote cultural businesses / activities on the high street through the Southwark Presents programme	Culture & Events
	6.2 A wide diversity of local business that enables everyone to feel part of the community and able to access high street facilities	Southwark Resident Survey (New)
	6.3 Number of cultural celebrations and events supported by the council taking place on the high street	Culture & Events (Council Plan)
	6.4 Number of CitySafe havens being developed to address knife crime on or near the high street.	Southwark Knife Crime and Knife Carrying Action Plan - Revision April 2018

Goal 3: To create a physical environment that is inclusive and supports health

Promise	Measure/Indicator	Source (New/existing)
Principle 7: Inclusive design Deliver attractive, healthy, accessible and safe high streets for everyone in the community (e.g. age friendly, CYP friendly)	7.1 Emergency hospital admissions due to falls in people aged 65 and over	Movement Plan
	7.2 Principal road length in poor condition	Movement Plan
	7.3 Casualties by mode of travel and age	Movement Plan
	7.4 Perception of safety % of people who feel safe when out and about in their local area	Southwark Resident Survey
Principle 8: Good design Embed the 'TfL Healthy Streets' to create healthier streets	8.1 TfL Healthy Street Checklist scores for the 10 Indicators: <ul style="list-style-type: none"> • Pedestrians from all walks of life • Easy to cross • Shade and shelter • Places to stop and rest • Not too noisy • People choose to walk, cycle and use public transport • People feel safe • Things to see and do • People feel relaxed • Clean air 	Movement Plan
Principle 9: Sustainability Implement sustainable transport infrastructure to create cleaner and greener environment	9.1 Air quality monitoring (CO2 emissions, NOX emissions, PM10 & PM3.5 in tonnes from road transport)	Movement Plan
	9.2 How much active travel Southwark residents do a day	Movement Plan
	9.3 Number of public drinking water fountains / 'Refill' app sites in operation	Parks & Leisure Sustain

Principle	Measure/Indicator	Source (New/existing)
Principle 10: Identity Understand how people feel about their high street	10.1 Annual residents survey on how people feel about their local high street	Southwark Resident Survey (New)

ⁱ Ministry of Housing, Communities and Local Government (May 2019) Government response to the Eleventh Report of Session 2017 – 19 of the Housing, Communities and Local Government Select Committee inquiry into high streets and town centres in 2030

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800101/Gov_response_select_committee_high_streets_and_town.pdf

ⁱⁱ Public Health England (January 2018) Healthy High Streets Good place-making in an urban setting

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/699295/26.01.18_Healthy_High_Streets_Full_Report_Final_version_3.pdf

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Item No. 15.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Pupil Place Planning	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Jasmine Ali, Children, Schools and Adult Care	

FOREWORD - COUNCILLOR JASMINE ALI, CABINET MEMBER FOR CHILDREN, SCHOOLS AND ADULT CARE

Southwark is widely seen as a great place to bring up children, with lovely schools where children attain good educational outcomes.

Our recent £200m investment programme of school building and refurbishment has transformed many of our schools into educational landmarks.

Each year our education team help our schools get closer and closer to our target of 100 per cent good or outstanding schools. At the time of writing we are at 93% good or outstanding; with Ofsted currently in the borough, we have high hopes for the remaining 7 per cent.

Southwark Council is successfully meeting demand for primary school places, and is making excellent progress meeting demand for secondary places. We can offer a primary or secondary place to all Southwark applicants and are covered for any late applicants, who we will be able to accommodate.

Up until recently, Southwark was experiencing a gradual, long-term rise in demand for primary places. Then last year we saw an overall drop in primary applications.

Like many other London boroughs, we were obliged to go to the schools adjudicator to bring down pupil admission numbers. In Southwark we successfully reduced these for 12 primary schools.

This means Southwark is more likely to match demand for primary places with supply correctly adjusted for this year.

At the same time we are working with schools to repurpose any spare space they have as a result in their drop in pupil admissions. In some schools places are being made available for children with special educational needs and or disabilities.

We are also working to re purpose space appropriately. For example we have relocated a costume service in one of our primary schools spare classrooms.

This report considers our wider programme of regeneration. The Canada Water and Old Kent Road developments will almost certainly see growth in these areas. School and college strategies will now be considered.

There is capacity for a new education facility in the Old Kent Road 25-year plan. This is exciting, as it will allow us to be creative with the space. The proposed education facility could take a fresh shape: a combined facility that includes a secondary school as well as new further education provision.

At the other end of the spectrum areas like Elephant and Castle have witnessed a steeper decline in demand for school places at primary level. The Council recognises the need for a redesign of schools to meet demand in this area including the repurposing of some of the school estates.

This report shows that we are anticipating that primary demand will continue to decline, before slowly increasing towards the end of the next decade. We anticipate that secondary demand will continue to grow until the mid-2020s and is likely to fall shortly after.

This report also highlights major efforts to expand and enhance Southwark's Special Educational Needs or Disabilities provision. This year we have seen the topping out ceremony for the new SPA school in Camberwell at the old Southwark and Lewisham College site. This will open next year and will provide school places for primary and secondary school pupils. And this September saw the opening of Park College, the new further education offer for young people with SEND at 16 plus.

The forecasts in this report are presented with the necessary proviso that demand for secondary school places is less predictable than for primary places, because of family house moves, housing market volatility and fluctuations in the popularity and provision of schools both within and outside the borough.

Executive Summary for Pupil Place Planning Report

The local authority has a duty to ensure sufficient capacity of school places exist for children of statutory school age. To achieve this, officers carry out rigorous monitoring and analysis of data and trends and produce this, detailed report on pupil place planning which aims to provide Cabinet with a comprehensive overview of school place capacity and planning needs for Southwark. Below is a summary of highlights from the report for 2019/20:

- The authority has sufficient places to meet demand in the primary and secondary phases of education in Southwark. The authority is presently able to offer a primary or secondary school place to all Southwark applicants, and has sufficient provision for 2019/20 to enable late applicants and in year applicants to be accommodated.
- The authority is anticipating that primary demand overall will continue to decline, but will slowly increase towards the end of the next decade.
- The authority is anticipating that secondary demand will continue to grow till the middle of the next decade, but then fall away thereafter.
- There will, however, be areas of growth in the authority area where we will see growth – these will be centred on the Canada Water and Old Kent Road growth areas – strategies are being considered to ensure this anticipated demand is met.
- The authority undertook a programme last year of reducing primary reception provision in areas where this was justified, and the schools concerned supported this – this has allowed Southwark to more closely match demand with supply at a primary level.
- There are areas of the authority where we have seen a steeper decline in primary demand, mainly centred around the Elephant and Castle Shopping Centre. In the medium to long term, the authority may need to redesign provision to meet demand in this area, including the repurposing of some of the schools' estate.

- The authority continues to, where justified, expand and enhance our SEND provision, to ensure that children are, where possible, educated in-borough, and that the authority receives value for money.

RECOMMENDATIONS

1. That cabinet notes the updated forecasts of primary and secondary school places from 2019-2020 onwards set out in Appendices 8 and 10 of this report.
2. That cabinet notes the existing supply of primary and secondary places across the council area, and our actions to continually monitor to ensure supply matches demand.

BACKGROUND INFORMATION

3. The Pupil Place Planning Strategy Update was last reported to Cabinet in October 2018. The annual update describes the demand for primary and secondary school places in the Council area and steps being taken to manage that demand.
4. The council has a statutory duty under the Education Act 1996 (amended by the Education and Inspections Act 2006) to:
 - *“secure that sufficient schools for providing— (a) primary education, and (b) [secondary] education are available for their area”.*
 - *“secure diversity and increase opportunities for parental choice when planning the provision of school places”.*

This duty includes matching projected demand with supply and determining whether an increase or decrease in demand is temporary or permanent. Based on this evidence, the Council will either request schools that have the potential to expand to admit additional pupils or an additional form of entry for a fixed period of time, to expand permanently, or, if demand is falling, to reduce their Published Admissions Number (PAN).

5. The council can monitor and predict demand for school places using a variety of methods. This can be undertaken by:
 - *using projections provided by external bodies for school places and births – in our case, the Greater London Authority undertake this role. This is further explored in paragraphs 11-13, and Appendix 4.*
 - *looking at the numbers of historical applications made for each phase.*
 - *looking at the numbers of preferences made for each type of education.*
 - *looking at the numbers of births in a given area, both boroughwide and in particular localities.*
 - *examining the cross border flow of primary and secondary pupils into and out of Southwark – children resident in other authorities attending schools in Southwark and vice versa.*
6. In this report, each of these are examined in turn and the trends noted and interpreted.
7. In 2008, Southwark and London experienced an increase in demand for primary and secondary places. The Council worked to support existing community schools to expand, as well as working with providers to enable free schools to open to meet demand where expansion of community schools was not possible. As a result, there was a programme of investment of approximately £200 million in Southwark primary, secondary and special schools to increase numbers and address capacity issues. This was funded mainly by Council capital with funding also from Section

106 contributions, capital grants from the Education and Skills Funding Agency (ESFA), and school contributions.

8. A number of factors outside the council's control has meant that demand for primary places has, in certain localities, eased over the last 2 to 3 years leaving a significant surplus of places. To date, some anticipated demand has not materialised, for a variety of reasons. The Council has taken proactive action this year to address areas of oversupply by reducing primary provision where it is no longer needed at schools with identified falling rolls. These actions and their effects are further explored in paragraphs 38 to 42. The council relies on GLA pupil roll projections to track future demand. However, they are an estimate of demand, and it is sometimes unclear whether proposed housing developments taken into consideration by the GLA will complete and deliver within the indicated timescale, and what level of child yield will materialise from them. Unused spare capacity in schools causes financial pressure, and so "rightsizing" of provision ensures that resources are used in the most appropriate areas.
9. For secondary places, we have seen the opposite effect, with a continuing growth in demand for Y7 places across the Council area. The opening of the 4FE Charter School East Dulwich (TCSED) in September 2016 growing to 6FE in September 2018 (8FE in September 2022), and the 6FE Haberdashers' Aske's Borough Academy in September 2019, have ensured sufficiency for the foreseeable future. For September 2019, some schools have taken pupils above PAN at Year 7, details of which are given in table 5 (below paragraph 47). This meant we have been able to accommodate late applicants, and leave a small cushion of additional places to allow for parental choice.
10. The annual School Capacity (SCAP) survey for 2019 was submitted on the 26th July 2019. This survey informs the Department for Education (DfE) and ESFA of areas where there are pressures on school places and where a shortfall of places is anticipated by local authorities. The SCAP return is also used to calculate the basic needs funding local authorities receive to ensure they have sufficient school places to meet future demand. Southwark has not received any basic needs funding from 2016 to 2019, as there is sufficient space within our schools presently to accommodate pupils. We are not expecting any Basic Needs funding for primary schools for the foreseeable future.

KEY ISSUES FOR CONSIDERATION

Approach to primary and secondary pupil place planning

11. Southwark's pupil place planning figures are based on Greater London Authority (GLA) projections, commissioned by the Council annually. These are informed by: current school rolls, birth rates, underlying population projections, migration, and new housing developments. A detailed methodology is outlined in Appendix 4.
12. In primary place planning, the Council is split into 5 planning areas ("PAs") detailed in Appendix 1. These align with the Council's former "Community Council" (now "Multi-ward Forum" areas). A list of primary schools by planning area is included at Appendix 1; a map is attached at Appendix 2. Revision of these areas to a finer level of geography i.e. reduce the size of planning areas, has been recommended by the DfE. The guidance also suggests that a local authority the size of Southwark should have around 10 planning areas. This will be explored for the future with any recommendations presented to the appropriate level of decision-maker.
13. Secondary school planning is carried out on a borough-wide basis because the "catchment areas" for secondary schools extends beyond borough boundaries, and secondary age pupils are able to travel to schools inside and outside the Council

area. A map of secondary school locations is attached at Appendix 3. Consideration is being given to splitting the Council into 2 to 3 planning areas for secondary place planning in line with DfE guidance. Again, recommendations will be presented on options going forward.

Academy freedoms for primary and secondary schools

14. Place planning has been further impacted by the academy presumption outlined in the Academies Act 2010, which requires local authorities to facilitate academies or free schools, rather than providing new schools themselves. A Council can either run a competition to facilitate an academy, or a sponsor/free school group can apply to the ESFA with a proposal for a school for their approval. The ESFA consults with (but does not seek the approval of) the Council when academies or free schools are proposed and agreed. This introduces a further lag and delay in the planning and provision of additional places, as Local Authorities search for an sponsor who agrees on the type of provision needed. In addition to the requirement that new schools be academies or free schools, the 32 schools in Southwark that are free schools or academies (15 primary, 16 secondary and one all through (4-18) schools) are able to increase their PAN simply by notifying the council. These schools are not required to undergo formal statutory processes or to seek the Council's approval, as with community and voluntary-aided schools. This makes long term planning challenging, if the Council is not made aware of academy plans in the short to medium term.

KEY FACTORS AFFECTING PRIMARY SCHOOLS

15. A graph and table of primary reception projections are given at Appendix 8. Some highlights of the figures are given below
- In September 2019, there were 3,760 available primary reception places (the equivalent of 125FE) in Southwark, and 26,995 year R to 6 primary places – the equivalent of 900 primary classes
 - The take up of reception places across Southwark presently shows a vacancy rate for September 2019 of around 461 places (15FE) - 12% overall)
 - This figure was 740 (25FE) last year, and a programme of PAN reductions was proposed and agreed by Cabinet in October 2018 to address this
 - By September 2027, there will be 26,285 R to 6 primary places (876 classes) in Southwark, a reduction of 710 places (3%) on the 2019 figures (23 classes less)
 - Across all schools, there are presently 3,682 surplus school places from years R to 6 – 123 classes (14% of all primary capacity)
 - There has been a significant drop in demand for denominational places, with VA schools showing a 21% drop in reception numbers since September 2014, against a boroughwide (9%) and community school fall (8%) in the same age group over the same timescale. The Council has engaged with the Southwark Diocesan Board of Education (SDBE) and the Catholic Education Commission, in the reduction of PANs, and repurposing, federation, or merger of some VA schools in Southwark discussed with the respective diocesan authorities. More details are given in Appendix 9.
 - This falling population of the area around the Elephant and Castle presents one of the greatest challenges to schools in the planning area. Within a mile of the shopping centre, there are 180 Southwark primary vacancies at reception (9FE), around 19% of 1 primary reception places. We are aware that Lambeth schools in the locality also have numerous reception vacancies, which they are also in the process of addressing by PAN reductions.
 - Despite adding 4.5FE to Planning Area 2 (Bermondsey and Rotherhithe) in September 2016, the planning area analysis for Bermondsey and Rotherhithe

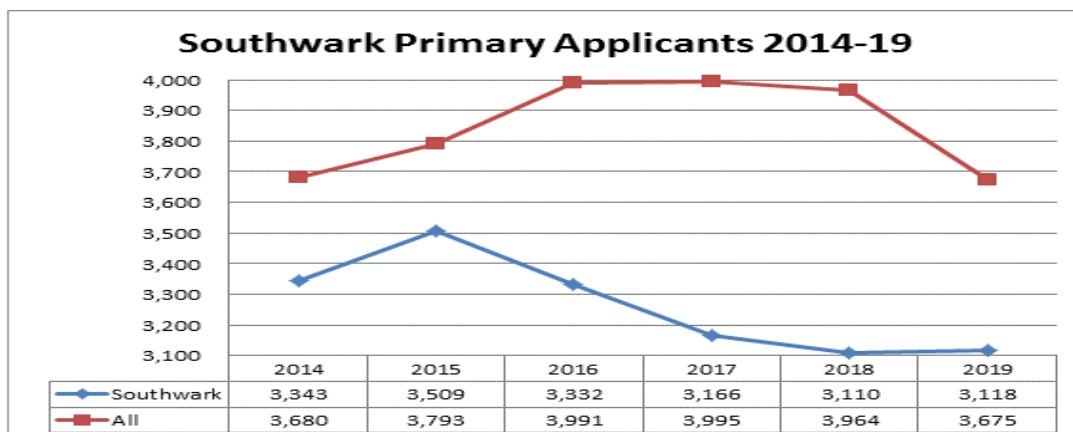
shows there may be unmet need beginning September 2024. In planning areas 3 (Peckham & Nunhead), 4 (Camberwell) and 5 (Dulwich), the picture remains broadly similar to previous years, where supply exceeds demand and no action for new provision will be required for at least the next 10 years.

16. A “planning area” summary for Southwark primary schools is given from paragraphs 38 to 42. We anticipate the greatest need for additional places in the short to medium term to fall into two discreet areas These are mainly located in Planning Area 2 (Bermondsey and Rotherhithe)
 - Around the Rotherhithe peninsula (as part of the Canada Water development)
 - along the Old Kent Road as part of the Bakerloo Line extension (BLE development).
17. Additional provision on the Old Kent Road is likely to be required in the medium to long term (i.e. from 2025 onwards) if the proposed development is delivered. Work has been undertaken to assess the current primary school estate and the potential for expansion of existing schools. Long term, we estimate that the primary capacity, without further action, could potentially exceed the existing local supply by September 2030, but there will be scope to expand, or to reinstate primary capacity recently reduced, should this eventuality arise.

Primary reception place applications

18. The level of demand for a Southwark primary place since 2008 is in line with most London boroughs, showing an increase in demand for primary places from 2008 to 2015. From 2016 to 2018, there has been a drop in primary school applications from Southwark residents (see below, Table 1) – This year numbers of applications have fallen overall, but have plateaued for Southwark residents. There are 7% less applicants overall than in 2018. The proportion of outborough applicants for a primary place has increased – from 7% in 2015 to 15% in 2019.

Table 1 – Graph of Primary Reception Applications 2014-2019 (Southwark applicants and all applicants – including outboroughs)



Applications and expressed preferences to Primary schools by school type

19. A drop of 3% in the number of preferences made in the applications outlined in paragraph 18 has also been noted. Applicants for school places are able to make up to 6 choices, although in practice only around half of applicants do this. Officers continue to monitor primary applications for places and will take appropriate action dependent on the level of preferences. Noting the types of preferences expressed allows us to analyse the relative demand for each type of school.
20. Applications for primary reception places by type are given in Table 2 below. Preferences per place have fallen overall by 0.1 preferences per application, but with a larger drop in Catholic Voluntary Aided (VA (RC)) schools of 0.2 preferences per application. In pure percentage terms, VA (RC) preferences have fallen 9%, almost 3 times the overall drop in preferences across all schools. Church of England Voluntary Aided (VA C of E) schools have also fallen by 5%. This could evidence a fall in the appeal of VA schools.

Table 2 Preferences per reception place, primary schools by type

School type	Pref. 2019	Pref. per place 2019	Pref. 2018	Pref. per place 2019	Pref. (+/-)	%age drop
Community	4,687	2.2	4,861	2.3	-174	-4%
VA (C of E)	1,330	2.7	1,407	2.8	-77	-5%
VA (RC)	1,054	1.8	1,156	2.0	-102	-9%
Free School	1,060	3.7	1,039	3.6	+21	+2%
Academy	1,173	2.2	1,170	2.2	+3	0%
Foundation	373	2.5	331	2.2	+42	+13%
Total	9,677	2.3	9,964	2.4	-287	-3%

Births

21. Birth rates increased from 2002 to 2011, but in 2012 to 2018, there was a gradual decline (14%) in the number of births, which generally feeds into reception places four years later. A small rise in births is projected from 2019-2023 onwards (around 1.8% per annum or 11% over 6 years). However, births will not return to the levels reached in 2011 for the foreseeable future. Detailed figures for this, and projections into the future are given in Appendix 7.
22. Whilst births in Southwark overall have dropped 20% from 2011-2018, births have increased more recently in specific parts of Southwark, notably in the North West from 2016 to 2018 in PA1 (+7%) and PA2 (+4%). This could ultimately lead to localised areas of demand require growth in provision, particularly in PA2, where spare capacity is limited.
23. This uneven distribution of demand means that there remains a (small) risk of under provision of primary places in the north east of Southwark and excess of primary places in the North West, Centre, and South.
24. In 2016 and again in September 2017, enrolment and projections have shown there has been growth in the Bermondsey & Rotherhithe area, and there remains an anticipated shortfall in primary places in this area in the long term.
25. The council only have access to birth data and population data at ward level referring to the old (pre 2018) wards presently. This will, in time, be adjusted to take account of the new political divisions, and references in the planning area analyses therefore refer to wards no longer in existence or with revised borders. This will remain until we have data that is aligned with the new wards.

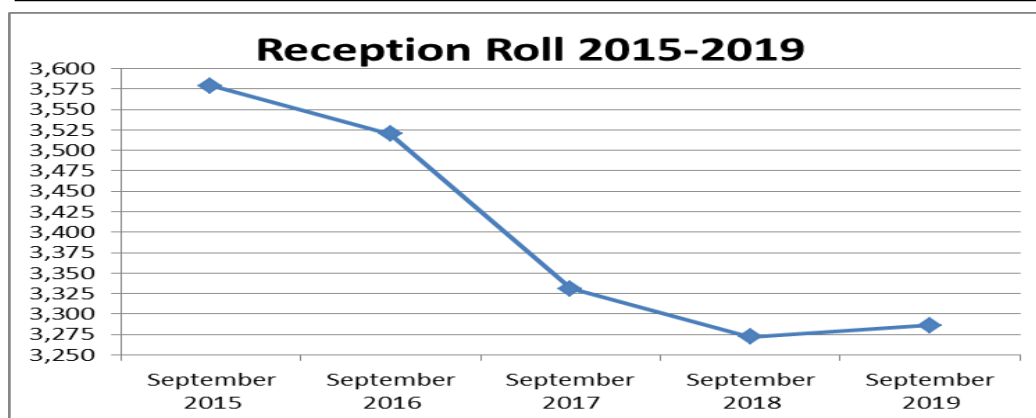
Primary cross border flows

26. Pupil projections presume a similar level of “cross border flows” in and out of Southwark from neighbouring boroughs. Southwark exchanges pupils with up to 30 authorities inside and outside of London at primary level, but the broad effect is marginally positive for Southwark. Around 1,674 Southwark resident state educated pupils attend state funded primary schools outside Southwark - 8% of primary aged pupils living in the LA. Conversely, Southwark educates 2,459 non-Southwark resident pupils in its own state funded schools – around 11% of all Southwark pupils - a net gain of 785 pupils, or around two-2FE primary schools worth of pupils – a 3% gain in percentage terms. This has remained similar for the last few years, and inflows and outflows at a finer level of geography are covered in planning area summaries - a variable percentage of Southwark children of primary school age attend schools out-borough, and out-borough children attend our schools in the 5 planning areas
27. Schools with falling rolls primary schools typically operate in financial difficulties, due to low numbers. It is expected that by reducing the school PAN and encouraging these schools to work together, this will contribute to savings in school budgets and/or can help a schools deficit position. Schools with low recruitment of pupils to reception are likely to experience some level of financial pressure.
28. Schools are also able to merge and/or federate can generate saving by pooling resources for administration and inclusion, which can lend to greater long-term financial stability. In any instance where space at a school is liberated due to a reduced intake of children, officers work supportively to enable this space to be used for income generation or to facilitate alternative provision such as for under fives, SEN/ alternative provision or appropriate community use.

29. Table 3 overleaf shows that the Council has seen a reduction since September 2015 in reception rolls. Reception rolls have fallen by over 13 forms of entry (13FE) and by 8% overall in 5 years since September 2015.

Table 3: Primary reception rolls September 2015-19

Year	Reception Roll	Reduction	Percentage
September 2015	3,579		
September 2016	3,520	-59	-2%
September 2017	3,331	-189	-5%
September 2018	3,272	-59	-2%
September 2019	3,286	+14	+0.4%
Total	-392		-8%



30. An analysis of the roll reduction has shown that there are particular concentrations of roll reductions in certain parts of Southwark. Planning Area 1 (Borough, Bankside and Walworth) where the reception roll has decreased in the last 6 years by 190 pupils or 25% (6.1FE) since September 2013. A substantial amount of development has occurred at "Elephant Park" (the development replacing the Heygate Estate). Planning Area 3 (Peckham and Nunhead) where the reception roll has also reduced by 160 pupils or 21%. The purchasers/lessors of the new properties in this locality in Borough, Bankside and Walworth have generally not been residents with children. Consequently, there has been a considerable drop in enrolment at schools in this area.
31. Prior projected growth borough-wide was predicated on continuing levels of immigration to Southwark, similar levels of economic growth and rent levels remaining affordable. These factors have been subject to fluctuation going forward, and are beyond local control. There is some evidence, much of it anecdotal and difficult to quantify, that some government policies have had an effect on pupil numbers and have had the effect of encouraging residents either to not move to Southwark (or the UK) in the first place, or if already a resident, to move to more affordable areas in and beyond the capital.

32. As mentioned in paragraphs 22 to 25, the Council has also seen a substantial drop (20%) in the number of births boroughwide since 2011, which has also affected the number of pupils attending reception.

Reduction of Primary published admissions numbers (PANs)

33. In 2018, the Council informally approached, and were approached a number of schools with suggestions that their PANs be temporarily or permanently reduced. Southwark sought to amend the PANs of schools it directly administered (i.e. community schools), following procedures based on statutory consultation. In January 2019, Cabinet agreed a package of 10 community schools for PAN reductions, all of which were submitted to the Office of the Schools Adjudicator OSA in March 2019, and 8 of which were approved for reduction in April 2019. A Foundation school and a RC Primary school also approached the OSA and submitted PAN reduction proposals, and these were also approved. This has led to a PAN reduction of 240 pupils for September 2019, which has gone some way to relieving the overcapacity at reception. Appendix 12 outlines which schools reduced their PANs, and in which planning areas they are situated.
34. Consideration also needs be given to the Old Kent Road Area Action Plan (OKRAAP), which was agreed by Cabinet in July 2019. The plan will guide and manage new development and growth in the area over the next 20 years and will provide a vision and objectives on the infrastructure needed to support growth such as schools, open space, health and other community facilities. Suitable sites to provide new schools have been identified, as and when they will be required. The Council will support schemes for schools that are located close to the area of need and offer good quality internal and external teaching areas, in accordance with DfE and Council design guidance. For the primary phase in particular, design guidance will recommend that these should be stand-alone sites, to ensure good quality internal and external areas can be achieved without compromise. The objective is to ensure that pupils attending schools in all parts of Southwark have access to environments for teaching and learning of comparable standard.

Primary expansions in adjacent boroughs

35. Where expansions have occurred in our schools that are on or near Southwark's boundaries, or in schools in neighbouring boroughs, this may have a material effect on recruitment to Southwark primary schools. The appropriate outborough expansions are detailed by borough in Appendix 5.

Home education and private schooling

36. Pupil projections also assume that historically similar proportions of children are home educated or attend private schools inside and outside Southwark. Whilst the number of primary age home-educated children has increased to around 103 pupils, this amounts to less than 0.4% of all primary pupils in Southwark and so is unlikely to materially effect our projections.
37. Similarly, the percentage of privately educated primary pupils (7%) in the Council area in September 2018 at the seven registered private primary schools (or all through private schools with primary provision) has not altered significantly in recent years. This amounts to around 1,776 FTE pupils of all primary ages attending schools in Southwark - the equivalent to 59 classes worth of children. However, we are unable to ascertain how many of these pupils are Southwark residents.

Primary Planning area summary

38. A planning area summary for each of the authority's five planning areas are given below, together with remarks on the factors affecting provision in the planning area – births, existing vacancies, where the planning area takes children from and projections for the future. Planning area 1 has seen the steepest fall in demand, but remains an area where growth is possible in the long term.

PA1 – Borough, Bankside and Walworth	
Births	<ul style="list-style-type: none"> • Births in the planning area reduced by 28% from 2008-16, but increased slightly (3%) in 2017, • Projected to increase by 34% (+3% per annum) by 2029, which could potentially feed through to increased reception rolls from 2021 onwards. • An increase in births has been projected, specifically for the former Faraday (+21%), East Walworth (+28%), and Cathedrals wards (+58%) to 2023.
Reception Vacancies	<ul style="list-style-type: none"> • Presently around 204 spare reception places (7FE) across PA1 – 25% of all reception places. • Reductions in published admissions numbers have reduced the reception capacity of this planning area by 120 (4FE) to more closely match supply and demand of reception places. • The GLA project 91 reception vacancies (3FE) in January 2020 (11%). This is projected to reduce to less than 1FE by September 2023 and to go into deficit in September 2024, reaching a 2FE deficit in September 2026. • As we deleted 120 places (4FE) last year, it would be relatively easy to reinsert the deleted provision at short notice, should this demand materialise. • Presently, across all PA1 schools, there are 1,430 empty places from years R to 6 – 23% of PA1's primary capacity. This is projected to reduce steadily to around 11% in September 2025, nearer to a countrywide average of 'spare' provision.
Pupil intake by area	<ul style="list-style-type: none"> • Approximately 30% of pupils attending schools in this planning area come from outside the planning area. From other planning areas within Southwark is 27% or outside Southwark is 3%. • Conversely, 17% of PA1 resident children attending state schools attend a school in another planning area (14%) or a school outside Southwark (3%). • This means PA1 is a net importer of pupils, gaining just under 800 pupils across all age groups, the equivalent of around two form entry (2FE) primaries. St Joseph's Borough RC Primary (95%) Boutcher (92%) and Cobourg (78%) all schools in PA1, all take a significant proportion of their pupils from outside the PA in which they are situated. John Ruskin Primary School, situated in PA4, takes 65% of its pupils from PA1.
Projections	<ul style="list-style-type: none"> • Projections show that there is sufficient reception capacity for the near future. The graph below shows reception capacity against projected demand up to 2026. • Thereafter, additional capacity <i>may</i> be needed, but we have additional 4FE capacity from the PAN reductions in 2019 in reserve to see us through to at least 2031 in this eventuality. Detailed projections are shown in Appendix 8

39. Planning area 2 remains the only planning area in Southwark where growth is apparent and anticipated for the future. Further details of factors affecting the provision in this area are given below.

PA2 – Bermondsey & Rotherhithe	
Births	<ul style="list-style-type: none"> • Births from 2009-2017 in the planning area have remained more or less static, but are projected to increase from 2018 onward. • By 2029, births are projected have increased by 31% from 2018 onwards (+3% per annum). Increases are projected to occur in most parts of the planning area, particularly the former Livesey (+51%) and Riverside (+11%) wards,
Reception Vacancies	<ul style="list-style-type: none"> • There are presently around 70 spare reception places (2FE) across PA2 – 7% of all reception places - the GLA project 157 vacancies in January 2020 (15%). Projections show that demand will grow, and capacity will exceed supply by September 2025, and grow to a 7FE deficit by 2033. • Across PA2 schools, there are 545 empty places from years R to 6 – 8% of PA2's primary capacity • Unlike in PA1, we are not able to reinsert deleted provision to cope with increased demand; however, we have established that there are at least 4 schools in the planning area with the capacity to expand if additional provision is required, particularly with regard to the Canada Water and Rotherhithe peninsula regeneration area. There are also schools on the PA1 border with vacancies.
Pupil intake by area	<ul style="list-style-type: none"> • Around 19% of pupils attending schools in this planning area come from outside the planning area (14% from within Southwark and 5% from outside Southwark). • Conversely, 22% of PA2 resident children attending state schools attend a school in another Southwark planning area (20%) or a school outside Southwark (2%). • This means PA2 is a net exporter of pupils, losing around 180 pupils across all age groups. Pilgrim's Way Primary, situated in PA2, takes 88% of its pupils from PA3. Snowsfield Primary, despite being situated in PA2, takes 65% of its pupils from PA1.
Projections/Additional Capacity	<ul style="list-style-type: none"> • A total of 4.5FE of additional provision opened from September 2016 onwards. • This included expansions at Albion (+1FE), Phoenix (+1FE), and Grange (+0.5FE) primaries, and the opening of the Galleywall City of London Primary Academy in September 2016 with a PAN of 60 (+2FE). John Keats Primary Academy opened in 2018 with a 1FE reception roll, which increased to 2FE from September 2019 onwards. • With regard to projected future need, the Council determined that Rotherhithe Primary School would be suitable for expansion. Presently the school is a 2FE school housed in a variety of (mostly) temporary buildings in a very poor state of repair. An expansion would take the school to 3FE. Council officers have engaged with the school on potential designs for expansion and a final proposal, together with funding options, will be brought to Cabinet for decision. This

PA2 – Bermondsey & Rotherhithe	
	<p>increase has already been factored into the projections</p> <ul style="list-style-type: none"> Detailed projections are shown in Appendix 8

40. Planning area 3 had a considerable number of vacancies, which the PAN reduction programme addressed. Further details of factors affecting the provision in this area are given below.

PA3 – Peckham & Nunhead	
Births	<ul style="list-style-type: none"> Births in the area have decreased by 14% from 2008-2017 and are projected to remain steady until 2022, and increase thereafter to 2029 (by 15%) to the level they were at in 2008 (the equivalent of +1% per annum). The former Livesey ward (shared with PA2) will see a substantial increase in births (+51%), as well as the former Peckham (+18%) and Peckham Rye (+26%) wards However, birth rates will fall slightly in the former Nunhead ward (-3%) and increase slightly in the former The Lane (+3%) ward, over the same time frame.
Reception Vacancies	<ul style="list-style-type: none"> There are presently around 101 spare reception places (3FE) across PA3 - 14% of all reception places. With the PAN reductions of 120 reception places, the GLA now project 118 vacancies in January 2019 (16%). Across PA3 schools, there are 1,136 empty places from years R to 6 – 21% of PA3's primary capacity
Pupil intake by area	<ul style="list-style-type: none"> Around 19% of pupils in this planning area come from outside the planning area, within Southwark is 16% or outside Southwark is 3%. Conversely, 33% of PA3 resident children attending state schools attend a school in another Southwark planning area (18%) or a school outside Southwark (15%). This means PA3 is a net exporter of pupils, losing around 943 pupils across all age groups, the equivalent of around 2 and a half two form entry primaries. St Francesca Cabrini Primary in PA3 has 47% of pupils from outside the planning area, the majority of which come from Lewisham (30%). Conversely, Pilgrims Way in PA2 (88%), the Belham Primary Free School (PA4) (85%), Harris East Dulwich (PA5) (71%), St George's CE Primary (PA4) (61%), and Oliver Goldsmith (PA4) (58%), all take a majority of pupils from PA3.
Projections/Additional Capacity	<ul style="list-style-type: none"> Projections received from the GLA in May 2019, showed that a previously anticipated (small) shortfall for this planning area is now not scheduled to occur until September 2036 at the earliest. Provision deleted in 2019 could easily be reinserted if there was an unexpected growth in primary place

PA3 – Peckham & Nunhead	
	<p>demand.</p> <ul style="list-style-type: none"> Detailed projections are shown in Appendix 8

41. Planning area 4 had a number of vacancies which the PAN reduction programme addressed. Further details of factors affecting the provision in this area are given below.

PA4 – Camberwell	
Births	<ul style="list-style-type: none"> Births in the area have decreased 19% from 2008 to 2017 and are projected to bottom out from 2017 to 2019, and slowly increase from 2019 to 2029 by 3% (0.3% per annum).
Reception Vacancies	<ul style="list-style-type: none"> As a consequence of falling rolls, PAN reductions reduced the capacity of this planning area by 30 places from 2019 onwards – 1FE. There is presently around 2FE excess of places (67 – 10% of the reception total) this year, with a slow increase of demand thereafter. The GLA project 74 vacancies (2.5FE) in January 2020 (11%). Across PA4 schools, there are 594 empty places from years R to 6 – 13% of PA4's primary capacity. Provision deleted in 2019 could easily be reinserted if there was an unexpected growth in primary place demand.
Pupil intake by area	<ul style="list-style-type: none"> Around 36% of pupils in this planning area come from outside the planning area, with around 6% of pupils in this planning area come from outside Southwark and within Southwark (28%). Conversely, 33% of PA4 resident children attending state schools attend a school in another Southwark planning area (27%) or a school outside Southwark (6%). This means PA4 is a net importer of pupils, gaining around 195 pupils across all age groups, the equivalent of just under a one-form entry primary. Goose Green Primary in PA5 takes 28% of its pupils from PA4. Conversely, of schools in PA4 taking pupils from other planning areas, the Belham Primary Free School accommodates 82% of its pupils from outside PA4, as do John Ruskin Primary (71%), St George's CE (66%), and Oliver Goldsmith (64%) primaries..
Projections/Additional Capacity	<ul style="list-style-type: none"> In September 2015, 60 reception places were added to the area total (+2FE) with the opening of the Belham Primary School (though this school also serves PA3 residents). The Council also added 2FE from September 2016 onwards, with a 1FE increase at Bessemer Grange and Crawford Primary schools. No permanent expansion of places in Planning Area 4 is therefore envisaged to be required until at least September 2042 Detailed projections are shown in Appendix 8.

42. Planning area 5 remains as was in previous place planning reports. Details of factors affecting the provision in this area are given below.

PA5 – Dulwich	
Births	<ul style="list-style-type: none"> • Births in the area have decreased 15% from 2008-17, and are projected to reduce further by 7% from 2018-29 (-0.6% per annum). • Conversely, reception pupil numbers increased by 32% from 2009-16 and have increased a further 5% up to 2018.
Reception Vacancies	<ul style="list-style-type: none"> • There are presently around 18 spare reception places (1FE) across PA5, 3% of all reception places. • The GLA project 25 vacancies in January 2020 (5%). • Across PA5 schools, there are 380 empty places from years R to 6 – 10% of PA5's primary capacity.
Pupil intake by area	<ul style="list-style-type: none"> • Schools in the Dulwich planning area remain popular with applicants from adjoining planning areas. • There is a risk that providing any additional capacity in this area could potentially be abstractive of other planning areas and schools from neighbouring boroughs, and would not be meeting demand from local residents. • Around 29% of pupils in this planning area come from outside the planning area, within Southwark - 27% and outside Southwark - 2%. • Conversely, 27% of PA5 resident children attending state schools attend a school in another Southwark planning area (14%) or a school outside Southwark (12%). • This means PA5 is a net importer of pupils, gaining around 80 pupils across all age groups. Harris East Dulwich (71%) and Judith Kerr Primary Free School (54%) take a majority of its pupils from outside PA5. • Conversely, Bessemer Grange Primary in PA4 takes around 30% of its pupils from PA5 residents.
Projections/Additional Capacity	<ul style="list-style-type: none"> • In September 2014, 3.8FE reception places were added to the area total with the opening of the 2FE Harris Primary Free School East Dulwich and the 1.8FE Judith Kerr Primary Free School.. • There is no permanent expansion of places in Planning Area 5 likely to be required for the near future • Detailed projections are shown in Appendix 8.

KEY FACTORS AFFECTING SECONDARY SCHOOLS

43. The council has worked with the Education and Skills Funding Agency (ESFA) and Free School sponsors to add a total of 14FE to the provision in place in 2016
- A secondary free school, the Charter School East Dulwich received DfE approval to open in 2015, and opened in September 2016 on a temporary site in Camberwell. The temporary school site at LeSoCo's former Camberwell campus did not have sufficient capacity to allow the school to open at its planned 8FE. Therefore, it operated with a smaller intake of 4FE in 2016/17 and 2017/18, and had an intake of 6FE for 2018/19 before moving onto its permanent former Dulwich Hospital site in 2019. The school is

scheduled to operate at 8FE from September 2022, when the works at the permanent site are scheduled to complete.

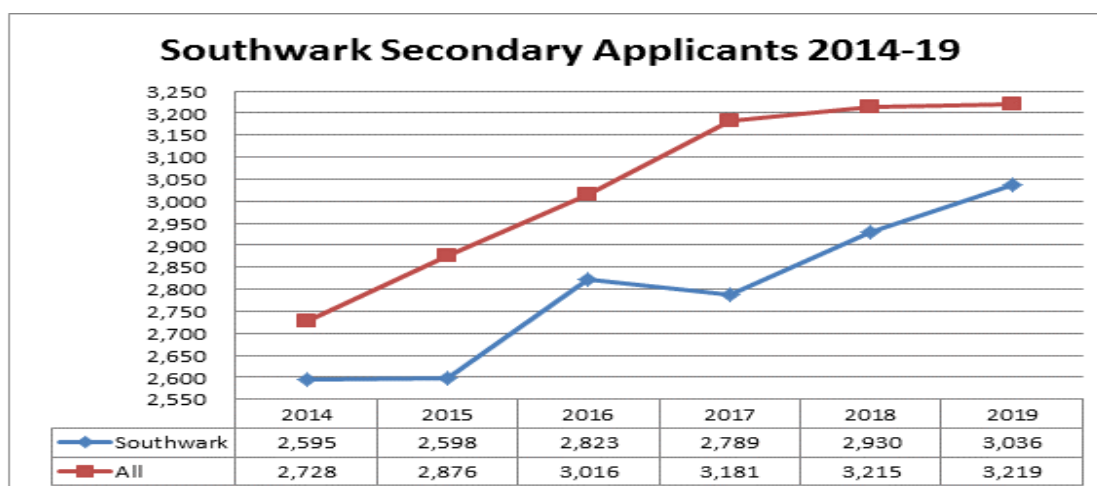
- Another free secondary school, the (6FE) Haberdashers' Borough School on the old Fire Station site on Southwark Bridge Road, opened in September 2019.

44. In the 2018 report, Cabinet were advised that overall there was sufficient capacity within Southwark schools to meet the demand for year 7 for that academic year and a shortage of places was forecast from September 2019 onwards. This year's enrolment and projections (see Appendix 10) show that there is not now a projected shortfall and that demand will fall back from September 2023 onwards, reduce and stabilise thereafter. In these circumstances, it would be inadvisable to commit to expanding secondary provision substantively unless additional demand manifests itself. Indeed, the falling rolls in primary schools would seem to indicate that, in the coming years, secondary demand should ease off.

School place applications (secondary)

45. Whilst school applications have plateaued overall over the last 2 years (an increase of 1.2% over this time), secondary applications from Southwark residents have *increased* over 5 years by 17% - London wide it is 14%. The percentage of non-Southwark residents making applications has decreased from 10% in 2015 to 6% in 2019. The non resident application level is more than the pan-London figure, which has reduced from 5% in 2015 to 1% in 2019.

Table 4 – Graph of Secondary Y7 Applications 2014-2019 (Southwark applicants and all applicants – including outboroughs)



46. In September 2019, 3,476 Year 7 places (the equivalent of 116FE) were available for secondary pupils in Southwark. There was an uptake of around 3,265, leaving 210 places (7FE) a surplus of (6% of Y7 places). Given an anticipated number of late applications, the Council spoke to Southwark schools to ascertain their willingness and capacity to take Y7 pupils over PAN. Two schools were already doing this (Compass and Kingsdale) - and 5 more schools have taken above their admissions limit for 2019/20 - details given overleaf
47. Overall, there are 16,098 11-16 secondary places (the equivalent of 537 classes) with a take up of around 15,211 (507 classes) leaving 887 vacancies (equivalent to 30 classes) across secondary schools years 7-11, a 6% vacancy rate overall.

Table 5 PAN Adjustments for Secondary Schools 2019/20

SECONDARY SCHOOL	PAN 2019	ADDITIONAL PLACES	COMMENTS	STATUS
Kingsdale	300	+60 (+2FE)	+2FE bulge	Temporary
Compass	120	+20 (+0.7FE)	+0.7FE bulge	Temporary
Harris Boys East Dulwich	169	+19 (0.7FE)	+0.7FE bulge	Temporary
Harris Girls East Dulwich	170	+20 (0.7FE)	+0.7FE bulge	Temporary
Walworth	210	+30 (+1FE)	+1FE bulge	Temporary
Ark All Saints	130	+10 (0.3FE)	+0.3FE bulge	Temporary
Charter North Dulwich	192	+12 (0.3FE)	+0.3FE (Additional Pupil Premium pupils)	Permanent
Secondary total			+171 (+5.7FE)	

Secondary cross border flows

48. Around 2,885 Southwark resident state educated pupils attend state funded secondary mainstream schools outside Southwark, equating to 21% of the pupil total. Entry from neighbouring boroughs, (mainly Lewisham and Lambeth) total 3,518 pupils which is around 25%, so there is now a net gain of around 633 (4%) of pupils. This has grown in the last few years, from a previous position of “neutral flow”. The increasing popularity of our secondary schools – all Ofsted rated “good” or “outstanding”, may explain why the Council has slightly underestimated demand by around 4%.

Secondary private schooling and home education

49. Whilst the number of secondary age home-educated children has increased to around 113 pupils, this amounts to less than 0.7% of all secondary pupils in Southwark and so is unlikely to materially effect our projections.
50. Pupil projections also assume that a similar proportion of children attend private schools inside and outside Southwark, and or are home educated. The number of private secondary pupils in the local authority area at the nine registered private secondaries has not altered significantly (3,143 secondary age pupils, or around 105 classes), nor those receiving education at home. Private secondary school places account for approximately 15% of secondary school pupils in the local authority area, a 1% reduction on the figures from 2017/18. The Council are unable to establish, however, how many of these pupils are Southwark residents.
51. Variation in the popularity of secondary schools within Southwark exists. This means that the balance between demand and the availability of places is not evenly distributed across the borough. A map of existing secondary schools is included as Appendix 2.

Secondary expansions in adjacent boroughs

52. Paragraph 48 draws attention to the fact that approximately a fifth of Southwark-resident children of secondary school age attend schools out-borough and conversely out-borough children attend our secondary schools. Where secondary expansions have occurred in schools in neighbouring boroughs, this could potentially have a material effect on recruitment to Southwark secondary schools. The appropriate expansions are detailed, borough by borough, in Appendix 5.

ACCURACY OF PROJECTIONS (PRIMARY AND SECONDARY)

53. A detailed analysis of the accuracy of the GLA primary and secondary projections used by Southwark from 2016-19 is attached as Appendix 11. DfE guidelines aim

for these to be \pm +/-1.5% maximum.

54. An accuracy check on projections show that:
- there has been an average overestimation of primary reception projections since January 2016, of **+2.1%**
 - Overall, for YR-Y6, the Council has *slightly underestimated* by **-0.7%** on average
 - The figure for Year 7 projections at secondary level has been underestimated by **-3.2%** on average
 - Overall, the Council have underestimated secondary demand by around **-3.7%**

SEND Schools Update (Primary, Secondary and 16 plus)

55. The latest figures from the draft Southwark Joint Strategic Needs Assessment (JSNA) show that the number of children with the most complex needs (those with EHCPs), has been increasing. This is particularly true at primary age and the need for specialist provision is therefore greater. Whilst the percentage of children with EHCPs has been stable in recent years, the number of these complex children has increased due to a rising population. Furthermore, the increase in the age range of pupils with statutory plans from 5–19 to 0-25 will also continue to drive up the numbers of young people with EHCPs for the next two years.
56. The number of children attending school in Southwark with SEND is significantly higher in mainstream primary schools compared to secondary schools. There are over 4,100 children in primary school with SEND compared to almost 2,800 children in both secondary school and post-16 combined. The majority of these children have high incidence SEN - schools identify them at SEN Support without EHCPs. The lower number of these pupils in secondary schools is principally because of successful interventions in primary, meaning that between 40% and 60% of SEN support pupils achieve the expected standard by age 11. Consequently, they are no longer identified as SEN when they move to their secondary schools. Also some pupils with EHCPs who attend mainstream primary schools move on to secondary special schools or move out of Southwark.
57. The financial implications of sending children out-borough for SEND education between the ages of 5 to 25, in addition, there has been an increase in the demand for local SEND places creates additional cost pressures. The Council is embarking on a rigorous programme to increase the scope (to meet varying needs) and capacity of SEND places in Southwark.
58. Plans and proposals for the expansion of other SEND provision are given in table 6. Proposals result in an additional 156 SEN places in Southwark, an increase of 22% overall. Southwark has worked with the Spa School Multi-Academy Trust (MAT) to develop local provision for 19 to 25 complex SEND students in a location at a former LA Nursery in Kennington.

Table 6 SEND proposal progress

School	Proposal	Capacity	New Capacity	Status
City of London Academy Southwark(COLA)	Expansion of ASD provision	0	20	Work underway – due September 2020

School	Proposal	Capacity	New Capacity	Status
Cherry Garden School	Increase standard number and relocation to Peckham	46	72	Completed October 2018
Spa Camberwell	ASD 4-16 free school on the former site of LeSoCo, with Spa Bermondsey as the sponsor	0	120	Works underway - Opening September 2020
Beormund Primary	Redevelopment of Beormund site for SILS4 and relocation to former site Bellenden Primary School site	40	50	Gateway 2 approved
Park College	Use of part of former Bishop's House site for 19-25 SEND provision	0	12	Completed October 2018. Run by Spa ET on a temporary lease

Policy implications and Council Plan commitments

59. School place planning and investment strategies are aligned to local planning and policy frameworks, including the Council Plan. These outline the council's commitment to support schools to be outstanding, with children and young people able to achieve their full potential, and parents able to exercise choice in a high-performing schools system. When assessing the demand for primary and secondary places, the Council considers the suitability of all schools in Southwark and the risks and advantages of altering the PAN for each. The risks of overprovision or not meeting demand. The Council has a limited scope to expand existing provision, and not expanding the schools where demand exists leaves the Council vulnerable to legal action for not meeting its legal duty to provide sufficient primary school places.
60. The draft Council Plan for 2018-22 was passed by Cabinet in June 2018 and presents a set of commitments, which will help the Council deliver the Majority Party's manifesto vision of "a fairer future for all". It is a requirement that reports to Cabinet now explicitly refer to the Council Plan and how the report and or the actions outlined will help deliver key aspects of the plan. The Council Plan states: "Southwark schools have improved significantly in recently years and we have been meeting high demand for school places by refurbishing and expanding popular schools and working with local parents to support new schools. We believe every child has the right to a good education, which is why we have campaigned alongside local parents for fair funding and worked with schools to drive up standards". The Council Plan lists a variety of targets and "Fairer Future Commitments" that the Council aims to meet from 2018-22. One of the key commitments for the future is "Open a new secondary school at Borough by 2019" – paragraph 43 states "the (6FE) Haberdashers' Borough School on the old Fire Station site on Southwark Bridge Road, opened in September 2019". The school opened in September 2019 in temporary accommodation opposite the main site - the Council is therefore on track to meet this Council Plan commitment. In the Council's 2018-19 report back of the

Council plan, the Council also reported that they had “...delivered the first phase of the new Charter East Dulwich school buildings”.

Community impact statement

61. The Public Sector Equality Duty, at section 149 of the Equality Act, requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees. Public bodies need to have due regard when carrying out their activities to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. The Council’s “Approach to Equality” commits the Council to ensuring equality is an integral part of our day-to-day business. “Protected characteristics” are the grounds upon which discrimination is unlawful. The characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender and sexual orientation. In this case, the characteristics covering gender reassignment, marriage and civil partnership, pregnancy and maternity, and sexual orientation are unlikely to be issues to consider in reductions in PANs. In terms of age, disability, race, religion or belief, any specific proposals that emanate from the consultations with schools and the respective diocesan boards will be equality impact assessed.

Consultation

62. If statutory proceedings to alter the PAN of non-academy schools are undertaken, consultation will be carried with individual schools, including meetings with parents/carers, staff and governors. At the formal stage, notices will be issued and Southwark councillors and Southwark MPs, neighbouring councils, and the Diocesan Board authorities will all be contacted to elicit their views

Resource and risk implications

63. It is clearly in the interest of the Council to ensure that demand is as closely matched to supply as possible. Reducing the PANs of the schools concerned has therefore potentially contributed to savings in the departmental and Council budget. Although, the reduction of primary rolls would impact on the Dedicated Schools’ Grant (DSG) that authorities receive from central government and would therefore indirectly reduce the amount available for the Council to spend on supporting schools, as the “top slice” the Council retains would proportionately reduce.
64. There is a small risk last year that amending the school’s capacities where there is increased demand could potentially leave the Council vulnerable to legal action for not meeting its target duty to provide sufficient primary school places. Section 14 of the Education Act 1996 places a duty on local authorities to secure that there are sufficient primary and secondary school places in their area as well as working to secure diversity of provision and increasing opportunities for parental choice. Local authorities are also bound by the duty to take into account parental preference in so far as to do so avoid unreasonable public expenditure. However, the large level of vacancies then and now mitigate considerably against this risk.

Legal implications

65. The report clearly states the Council’s duty to provide sufficiency of school places and the Education and Inspections Act 2006 and School Admissions Code 2014 in undertaking any changes to pupil admission numbers.

Finance implications

66. The responsibilities for funding and the sources for that funding pertinent to this report are clearly set out in the relevant funding and grant regulations. A reduction in cost of out of borough placements for children and young people with Special Educational Needs and Disabilities is to be achieved through growth in provision within Southwark.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

67. The council's general duty in relation to securing sufficient school places in its area, the legal issues that inhibit the establishment by a council of new maintained schools, and its functions in relation to altering its existing maintained schools, are described in the body of the report.
68. Where the Council is considering a proposal to alter a maintained school, cabinet is reminded that certain proposals will be subject to statutory notification and consultation procedures under Education and Inspections Act 2006 and regulations and guidance issued under that Act.
69. Cabinet is reminded that the public sector equality duty under section 149 Equality Act 2010, as set out in the Community Impact section of the report, applies to the exercise these functions.

Strategic Director of Finance and Governance (CAS19/009)

70. This report seeks to inform cabinet of the updated forecasts of primary and secondary school places; the potential future shortfall of primary reception from September 2023 onwards; the projected future shortfall of secondary Y7 places from September 2019 onwards; and the intention to work closely with schools and academy trusts to determine a solution in the medium to long term.
71. Paragraph 7 details the budget contained within the council's approved capital programme for school expansion, and explains that the revenue implications surrounding any expansion of schools will be met from the Dedicated Schools' Grant via "growth the fund".
72. The responsibilities for funding and the sources for that funding pertinent to this report are clearly set out in the relevant funding and grant regulations. The responsibility for the sufficiency of places is a statutory duty of the Local Authority and the funding source is a combination of general fund and funding sources that replaced the former Education Services Grant. The admissions function of the Local Authority is funded from the Central Block of the Dedicated Schools Grant.
73. The potential revenue consequences to schools flowing from changes in pupil admissions numbers contained within this report flow to and from the Dedicated Schools Grant and the Schools Block, which is ring fenced for funding mainstream schools. These arrangements are supplemented further within the Dedicated Schools Grant by a growth and falling rolls fund (as noted above) which is set aside by Schools Forum to assist in managing flexibility to variation in pupil numbers and also a Schools in Financial Difficulty Fund (de-delegated from maintained schools and accessible only to maintained schools) which has set criteria for use.
74. Schools governing bodies have a responsibility to manage their delegated budgets in accordance with the Southwark Scheme for Financing Schools, the

latest version of which applies from April 2018. Therefore any revenue consequences flowing from the changes contained within the report to individual schools delegated budgets will need to be managed closely and carefully by schools having due regard to the provisions set out in that document and any existing financial arrangements agreed with the Local Authority set out under those provisions.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Making significant changes ('prescribed alterations') to maintained schools Statutory guidance for proposers and decision-makers October 2018	Children's and Adults' Services, Education Directorate, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/756572/Maintained_schools_prescribed_alterations_guidance.pdf		
Council Plan 2018-2022 and Progress report 2018/9	Children's and Adults' Services, Education Directorate, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser): https://www.southwark.gov.uk/assets/attach/3659/Council-Plan-2018-19-2021-22.pdf https://www.southwark.gov.uk/assets/attach/10191/Council-Plan-2018-19-Progress-report.pdf		
School Admissions Code - Statutory guidance for admission authorities, governing bodies, local authorities, schools adjudicators and admission appeals panels. December 2014 - DfE	Children's and Adults' Services, Education Directorate, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf		
The Essential Guide to the Public Sector Equality Duty – EHRC July 2014	Children's and Adults' Services, Education Directorate, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser): https://www.equalityhumanrights.com/sites/default/files/psed_essential_guide_-_guidance_for_english_public_bodies.pdf		

APPENDICES

No.	Title
Appendix 1	List of primary schools by planning area
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Appendix 3	Map of Secondary Schools in Southwark
Appendix 4	GLA - School Roll Forecast Methodology
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Appendix 6	Primary & Secondary Applications - Southwark/London residents
Appendix 7	Births by calendar year in Southwark
Appendix 8	GLA Primary reception projections (Overall and by PA)
Appendix 9a and 9b	Primary Reception vacancies by school type
Appendix 10	GLA Secondary Year 7 projections
Appendix 11	Accuracy of GLA Primary and Secondary Projections
Appendix 12	PAN reductions for September 2019 and beyond

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Children, Schools and Adult Care	
Lead Officer	David Quirke-Thornton, Strategic Director of Children's and Adults' Services	
Report Author	Ric Euteneuer, Principal Strategy Officer (<i>School Place Planning</i>)	
Version	Final	
Dated	17 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
	Officer Title	Comments Sought
	Comments Included	
	Director of Law and Democracy	Yes
	Strategic Director of Finance and Governance	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	Yes
		17 October 2019

APPENDIX 1

List of schools by Planning Area

Community Schools *in italics*
 Free Schools **in bold black**
 Foundation Schools **in bold red**
 Academies **in bold green**
 VA Schools **in bold turquoise**

Name of Planning area (PA)	(Old) Council Wards	Primary Schools in PA	
1. Borough, Bankside & Walworth	Cathedrals	The Cathedral School of St Mary Overie CE	St Georges Cathedral RC
	Chaucer	Charles Dickens	St Johns Walworth CE
	East Walworth	Charlotte Sharman	St Joseph's (Borough)
	Faraday	<i>Cobourg</i>	St Jude's CE
	Newington	<i>Crampton</i>	St Paul's C of E Academy
		English Martyrs RC	St Peters CE
		Friars	Surrey Square Academy
		<i>Keyworth</i>	The Globe Academy
		<i>Michael Faraday</i>	<i>Townsend</i>
		<i>Robert Browning</i>	<i>Victory</i>
2. Bermondsey & Rotherhithe	Grange	<i>Albion</i>	Redriff
	Livesey (part)	<i>Alfred Salter</i>	<i>Riverside</i>
	Riverside	Boutcher CE	<i>Rotherhithe</i>
	Rotherhithe	Galleywall City of London	<i>Snowfields</i>
	South Bermondsey	<i>Grange</i>	<i>Southwark Park</i>
	Surrey Docks	<i>Ilderton</i>	St James CE
		John Keats	St Johns R.C. Primary
		Peter Hills with St Mary's & St. Paul's CE	St Joseph's RC 014B
		<i>Phoenix</i>	St Joseph's RC 026
		<i>Pilgrims Way</i>	<i>Tower Bridge</i>
3. Peckham & Nunhead	Livesey (part)	Angel Oak Academy	<i>Ivydale</i>
	Nunhead	<i>Bellenden</i>	John Donne
	Peckham	<i>Camelot</i>	<i>Rye Oak</i>
	Peckham Rye	Harris Peckham Park	St Francesca Cabrini RC
	The Lane	Harris Free School - (Peckham)	St Francis RC
		<i>Hollydale</i>	St James the Great RC
			St John's&St ClementsCE
			St Mary Magdalene CE
4. Camberwell	Brunswick Park	Belham	<i>John Ruskin</i>
	Camberwell Green	<i>Bessemer Grange</i>	<i>Lyndhurst</i>
	South Camberwell	<i>Brunswick Park</i>	<i>Oliver Goldsmith</i>
		<i>Comber Grove</i>	St George's CE
		<i>Crawford</i>	St Joseph's Infants RC
		<i>Dog Kennel Hill</i>	St Joseph's Junior RC
5. Dulwich	College	<i>Dulwich Wood</i>	Goose Green
	East Dulwich	Dulwich Hamlet Junior	<i>Heber</i>
	Village	Dulwich Village Infants (CE)	Harris Primary Free
		<i>Goodrich</i>	East Dulwich
			Judith Kerr Free School
			St Anthony's RC

MAP OF PRIMARY SCHOOLS IN SOUTHWARK

Map of primary schools in Southwark

Map of primary schools in Southwark



Community primary schools

- 1 Albion Primary School
- 2 Alfred Salter Primary School
- 3 Bellenden Primary School
- 4 Bessemer Grange Primary School
- 5 Brunswick Park Primary School
- 6 Camelot Primary School
- 7 Cobourg Primary School
- 8 Comber Grove Primary School
- 9 Crampton Primary School
- 10 Crawford Primary School
- 11 Dog Kennel Hill Primary School
- 12 Dulwich Wood Primary School
- 13 Goodrich Primary School
- 14 Grange Primary School
- 15 Heber Primary School
- 16 Hollydale Primary School
- 17 Ilderton Primary School
- 18 Ivydale Primary School
- 19 John Ruskin Primary School
- 20 Keyworth Primary School
- 21 Lyndhurst Primary School
- 22 Michael Faraday Primary School
- 23 Oliver Goldsmith Primary School
- 24 Phoenix Primary School
- 25 Pilgrim's Way Primary School
- 26 Riverside Primary School
- 27 Robert Browning Primary School
- 28 Rotherhithe Primary school
- 29 Rye Oak Primary School
- 30 Snowsfields Primary School
- 31 Southwark Park School
- 32 Tower Bridge Primary School
- 33 Townsend Primary School
- 34 Victory Primary School

Academies

- 35 Angel Oak Academy
- 36 ARK Globe Academy
- 37 Dulwich Hamlet Junior School
- 38 Goose Green Primary School
- 39 Harris Primary Academy, Peckham Park
- 40 John Donne Primary School
- 41 Redriff Primary

Voluntary aided schools

- 42 Boucher Church of England Primary School
- 43 The Cathedral School of St Saviour and St Mary Overie
- 44 Dulwich Village C of E Infants' School
- 45 Peter Hills with St Mary's and St Paul's C of E Primary School
- 46 St George's C of E Primary School
- 47 St James' C of E Primary School
- 48 St John's and St Clement's C of E Primary School
- 49 St John's Walworth C of E Primary School
- 50 St Jude's C of E Primary School
- 51 St Mary Magdalene C of E Primary School
- 52 St Paul's C of E Primary School
- 53 St Peter's Walworth C of E Primary School
- 54 English Martyrs' Catholic Primary School
- 55 Saint Joseph's Catholic Primary School, The Borough
- 56 St Anthony's Catholic Primary School
- 57 St Francesca Cabrini Primary School
- 58 St Francis Catholic Primary School
- 59 St George's Cathedral Catholic Primary School
- 60 St James the Great Catholic Primary School
- 61 St John's Catholic Primary School
- 62 St Joseph's Camberwell Catholic Schools' Federation (Infants)
- 63 St Joseph's Camberwell Catholic Schools' Federation (Juniors)
- 64 St Joseph's Catholic Primary School, George Row
- 65 St Joseph's Catholic Primary School, Gomm Road

Foundation schools

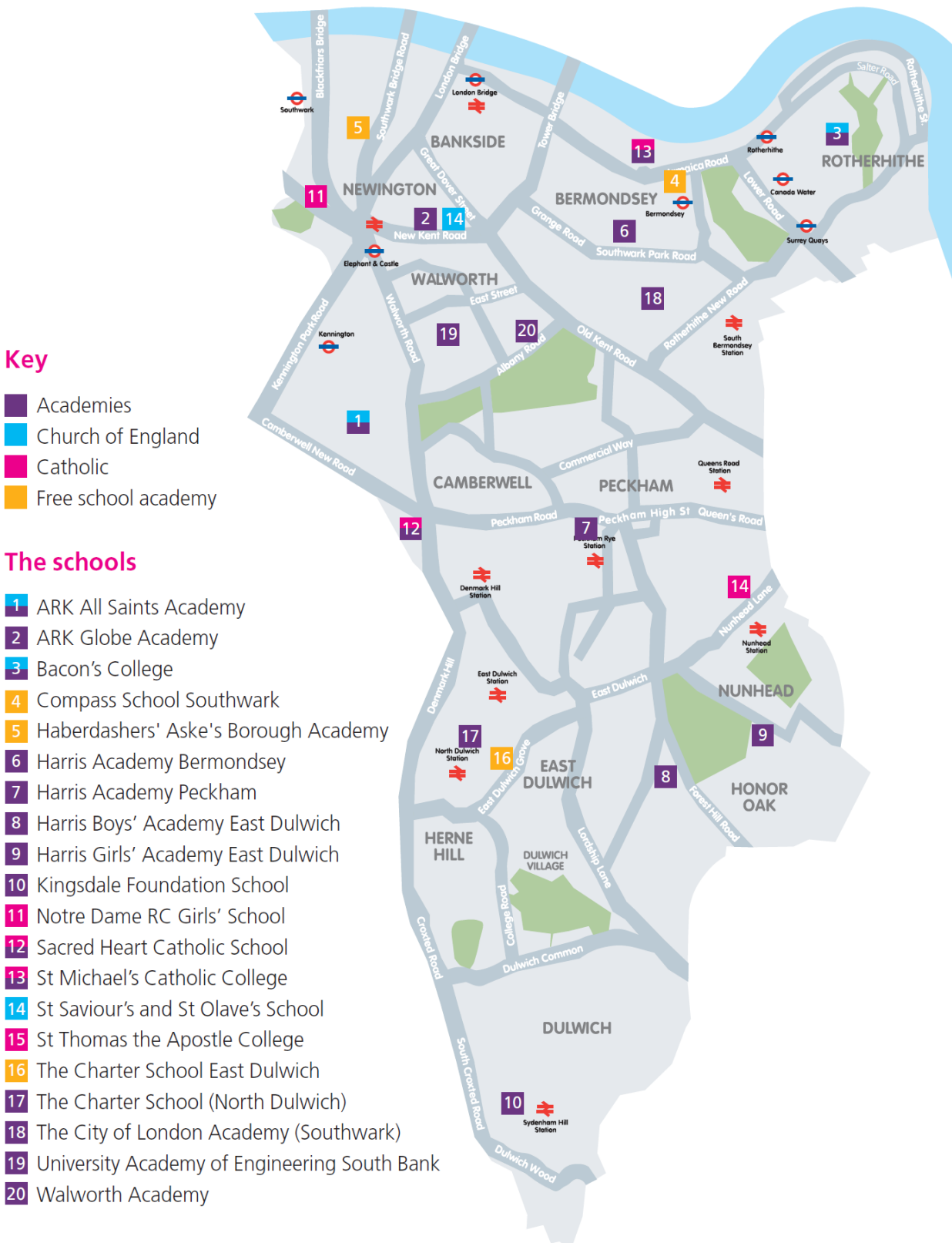
- 66 Charles Dickens Primary School
- 67 Charlotte Sharman Primary School
- 68 Friars Primary Foundation School
- 69 Surrey Square Primary School

Free schools

- 70 Galleywall Primary City of London Academy
- 71 Harris Primary Academy East Dulwich
- 72 Harris Primary Free School Peckham
- 73 John Keats Primary School
- 74 Judith Kerr Free School
- 75 The Belham Primary School

Map of secondary schools in Southwark

Map of secondary schools in Southwark



APPENDIX 4

GLA SCHOOL ROLL PROJECTIONS (SRP) FORECAST METHODOLOGY

What is the SRP process in 2019?

The SRP process in 2019 is summarised below.

- 1) LAs provide GLA with development data as an input to population projections
- 2) GLA provides LAs with csv templates for submitting school level roll data (early March)
- 3) LAs complete and return the data as csv files (starting mid-March)
- 4) LAs complete an optional template containing context information (starting mid-March)
- 5) GLA runs the SRP model and returns school roll projections (starting mid-March)

The GLA envisages that, as before, roll projections are typically returned to LAs within two working days of receipt of roll data in the correct format.

What data do the projections use?

The three key data inputs for the model are:

- *Ward-level population projections*
- *Pupils on roll data for each school*
- *National Pupil Database records with pupils' home wards*

Population projections

The model uses GLA generated population projections. Local Authorities can have school roll projections run based on the following three population projection variants for their borough:

- Borough Preferred Option (BPO) incorporating development data provided by the borough (***This is the option Southwark uses***)
- The latest GLA ward level SHLAA-capped AHS (average household size) population projections for all wards in your LA.
- Zero Development variant

The default population projection used is the BPO - however this is dependent on the Local Authority having provided development data. If no development data has been provided then the GLA will give the option to wait until development data is received, or run the school roll projections with the SHLAA based population projection. Areas other than the wards in the LA take their population projection from the latest GLA ward level SHLAA-capped AHS (average household size) population projections. The population projections incorporate annual birth, death and migration data to mid-2017. Future birth trends in fertility and mortality are based on the principal assumptions from ONS's National Population Projections (NPP) for England. Household formation rates are taken from the DCLG subnational household projections. Past dwelling completions are taken from the London Development Database. Assumed future housing trajectories are derived from the latest Strategic Housing Land Availability Assessment (SHLAA).

School roll data

For 2019, subscribing LAs provided roll data for individual schools split by age of child (at 30th April 2019) and gender for both primary and secondary schools separately. LAs also provided the school DfE number, any previous DfE number that the school has had in the relevant time period, and indicated which planning area each school sits within.

School/pupil related data

The model also uses additional school related data.

- 1) School maximum pupil age – this is taken from Get Information for Schools (GIAS)

2) School minimum pupil age – this is taken from the school roll data provided by LAs because of inconsistencies in GIAS

3) National Pupil Database (NPD) years 2015 to 2019 – a cut from the January school census at pupil level including pupil residence (mapped to LSOA), school attended, age and gender

Overview

For each ward of residence in London and year of age (ages 4 to 18) and sex, the proportion of children attending each state school is calculated. This proportion is carried forward as the children age so that the proportion for a 6-year old living in ward x and attending school y in 2018 is the same as the proportion for a 7-year old living in ward x and attending school y in 2019. Attrition rates are not explicitly calculated except for projections of 6th form – it is assumed that any net loss or gain of pupils as they age through a school is purely due to temporal variations in the population projection of that cohort. For new children entering a school, for example at age 4, there is currently no information on where members of this cohort are resident. In this case the proportions are calculated as averages over past years, with 4 being the default number of years used, but there is the option to use a different number. The same approach is used at ages 11 and 16, even if the school is a through-school as it is assumed that there will be significant changes in the cohort at this point. These proportions are then applied to the population projections to give projections of the number of children on roll by school by age and sex. These are then aggregated to planning areas and borough totals. Projections of pupils aging through 6th form are produced using attrition rates calculated from previous years' data.

Why have the projected rolls changed since last year?

There are many reasons why a LA's projected rolls may have changed when compared to a previous year. LAs should consider the following:

Development

The amount of development projected in a LA will affect that authority's population projections and in turn its school roll projections. More development generally means that the LA will attract more people and its population will therefore rise. If population increases, there will consequently be more children and so school roll projections will also rise. LAs should assume that significant changes in assumed development will be accompanied with corresponding changes in projected rolls. If LAs are unsure what development assumptions have been used in the past, the GLA is able to provide this information. LAs should liaise with their demography and planning contacts within their LA to ensure that the most up to date development data is used.

Births

The number of births in an area will have a direct effect on the number of children on roll four years later. 2012 saw the highest number of births in London with these children starting school in either academic year 2016/17 or 2017/18 depending on when in the year they were born. Many areas have seen a fall in birth numbers since and this has led to subsequent projections of future births and therefore rolls, being correspondingly lower. ONS releases LA level mid-year birth data as part of the mid-year estimates at the end of June each year. Calendar year birth data at local authority level follows in August. The GLA commissions ward-level mid-year birth data from ONS each year which is usually available in November/December.

Migration

In recent years a number of LAs have reported an increase in in-year applications as a result of children moving to the area from both overseas and elsewhere in the UK. Migration therefore could explain why projected rolls have changed. The GLA has created an Excel based dashboard that allows boroughs to see in-, out- and net flow of children to/from their LA from elsewhere in London. It is available to download from the London Datastore and will be updated annually:

<http://data.london.gov.uk/dataset/internal-migration-flows-school-age-children-visualisation>

ONS releases both mid-year international and internal migration data by single year of age and sex at the end of June each year. The former is released as part of the mid-year components of change and the latter as part of the internal migration estimates series.

Cross border mobility

Not all children will go to school in their LA of residence. This is particularly the case in London where the geographic size of local authorities is relatively small and where excellent transport networks mean that children can travel further afield easier than in other parts of the UK. Additionally for children who live close to a borough boundary, their closest school may in fact be in a neighbouring authority. A school's reputation may affect parental preference when applying for schools. This may mean that some schools will see changes in applications and attendance from children outside of the authority resulting in increasing cross border mobility. The SRP model explicitly takes into account cross border mobility as pupil level data is used that gives both home and school locations. A neighbouring borough opening a school could draw pupils from your LA.

APPENDIX 5

EXPANSION/CONTRACTION OF SCHOOLS IN NEIGHBOURING BOROUGHES

Table 7– Out-borough primary school expansions/contractions by borough

Borough	Schools Expanded/Contracted	Remarks
Bromley	Valley Primary School - -1FE (3FE to 2FE)	For 2019/20
	Worsley Bridge Primary School - permanent expansion - +1FE (2FE to 3FE)	
Croydon	ARK Bayes (new school) +3FE	For 2019/20
	Monks Orchard Primary School - -1FE (3FE to 2FE)	
	Norbury Manor Primary School - -1FE (3FE to 2FE)	
	Robert Fitzroy Academy - permanent expansion - +1FE (2FE to 3FE)	
Lambeth	Smitham Primary School - permanent expansion - +1FE (2FE to 3FE)	For 2020/21
	Sudbourne Primary School permanent expansion – +1.5FE (1.5FE to 3FE)	
	Telferscot Primary School (new school) - +2FE	
Lambeth	Wyvil Primary permanent expansion – +2FE (2FE to 4FE)	For 2020/21
	Harris Lewisham Free School – new school (+3FE)	For 2021/22 (earliest)

Out-borough Secondary school expansions/closures by borough

Borough	Schools Expanded/Contracted	Remarks
Bromley	Bishop Justus Church of England School – permanent expansion +1FE (7FE to 8FE)	For 2019/20
	Darrick Wood School – permanent expansion +0.6FE (8FE to 8.6FE)	
	Eden Park High School – permanent expansion +2FE (6FE to 8FE)	
	Harris Girls' Academy Bromley – permanent expansion +0.3FE (6FE to 6.3FE)	
	Langley Park School for Boys – permanent expansion +0.3FE (7FE to 7.3FE)	
Croydon	St Andrews High School – closing -5FE	For 2019/20
Lambeth	ARK Blake Academy – new school - +6FE	Provisionally
Lambeth	Harris Clapham Secondary School – +6FE on	Provisionally

Borough	Schools Expanded/Contracted	Remarks
	Glendale Primary site Woodmansterne School - +2FE (3FE to 5FE)	scheduled to open 2020/21 2019/20
Lewisham	Harris Academy Sydenham – up to 10FE Lewisham C of E Free School – up to 8FE – plans abandoned	Early 2020s

APPENDIX 6

Primary and Secondary Applications from Southwark and London residents

Table 8 – Applications from Southwark/London residents for a primary place

Year	Southwark	Change (+/-)	London	Change (+/-)
2015	3,509	+166 (+5%)	103,251	+788 (+1%)
2016	3,332	-177 (-5%)	103,090	-161 (-0.2%)
2017	3,166	-166 (-5%)	98,972	-4,118 (-4%)
2018	3,110	-56 (-2%)	96,406	-2,566 (-3%)
2019	3,118	+8 (+0.3%)	96,728	+322 (+0.3%)

Table 9 – Applications from all applicants for a Southwark primary place

Year	Southwark places	Change (+/-)	London places	Change (+/-)
2015	3,793	+113 (+3%)	110,697	+1,966 (+2%)
2016	3,991	+198 (+5%)	112,602	+1,905 (+2%)
2017	3,995	+4 (+0.1%)	112,174	-428 (-0.4%)
2018	3,964	-31 (-1%)	110,897	-1,277 (-1%)
2019	3,675	-289 (-7%)	110,071	-826 (-1%)

Table 10 – Applications from non-Southwark/non-London applicants for a Southwark primary place

Year	Non-Southwark	Change (+/-)	Non-London	Change (+/-)
2015	284	-53 (-16%)	7,446	+1,178 (+19%)
2016	659	+375 (+132%)	9,512	+2,066 (+28%)
2017	829	+170 (+26%)	13,202	+3,690 (+39%)
2018	854	+25 (+3%)	14,491	+1,289 (+10%)
2019	557	-297 (-35%)	13,343	-1,148 (-8%)

Table 11 – Applications from Southwark/London residents for a secondary place

Year	Southwark	Change (+/-)	London	Change (+/-)
2015	2,598	+3 (+0.1%)	83,380	+2,634 (+3%)
2016	2,823	+225 (+9%)	86,676	+3,296 (+4%)
2017	2,789	-34 (-1%)	88,410	+1,734 (+2%)
2018	2,930	+141 (+5%)	92,071	+3,661 (+4%)
2019	3,036	+106 (+4%)	95,174	+3,103 (+3%)

Table 12 – Applications from all applicants for a secondary place

Year	Southwark places	Change (+/-)	London places	Change (+/-)
2015	2,876	+148 (+5%)	87,844	+1,067 (+1%)
2016	3,016	+140 (+5%)	90,697	+2,853 (+3%)
2017	3,181	+165 (+6%)	92,435	+1,738 (+2%)
2018	3,215	+34 (+1%)	93,916	+1,481 (+2%)
2019	3,219	+4 (+0.1%)	96,220	+2,304 (+2%)

Table 13 – Applications from non-Southwark/non-London applicants for a secondary place

Year	Non-Southwark	Change (+/-)	Non-London	Change (+/-)
2015	278	+145 (+109%)	4,464	-1,567 (-26%)
2016	193	-85 (-31%)	4,021	-443 (-10%)
2017	392	+199 (+103%)	4,025	+4 (+0.1%)
2018	285	-107 (-27%)	1,845	-2,180 (-54%)
2019	183	-102 (-36%)	1,046	-799 (-43%)

Table 14 Percentage of Non-Southwark applicants

Year	Non-Southwark Primary	Non-London Primary	Non-Southwark Secondary	Non-London Secondary
2015	7%	7%	10%	5%
2016	17%	8%	6%	4%
2017	21%	12%	12%	4%
2018	22%	13%	9%	2%
2019	15%	12%	6%	1%

Births by calendar year in Southwark

APPENDIX 7

Table 15 Births in Southwark (actuals 2002-2018, projections 2019-2029)

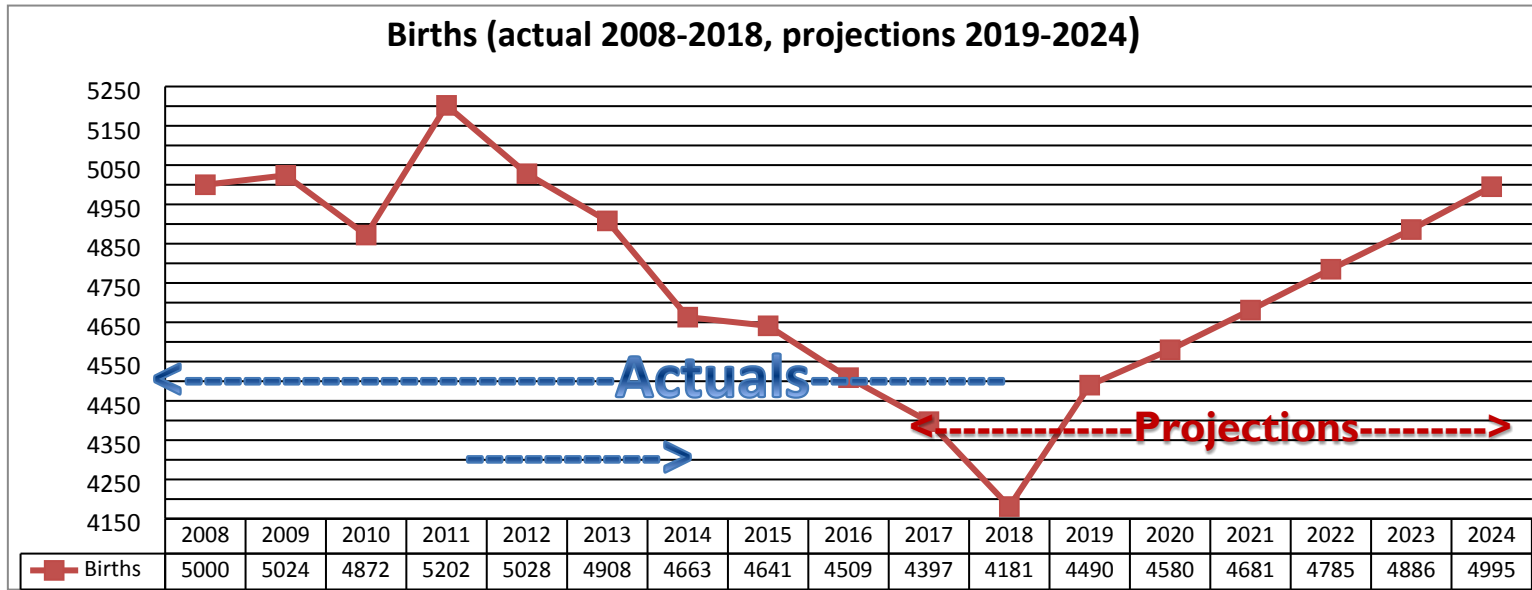
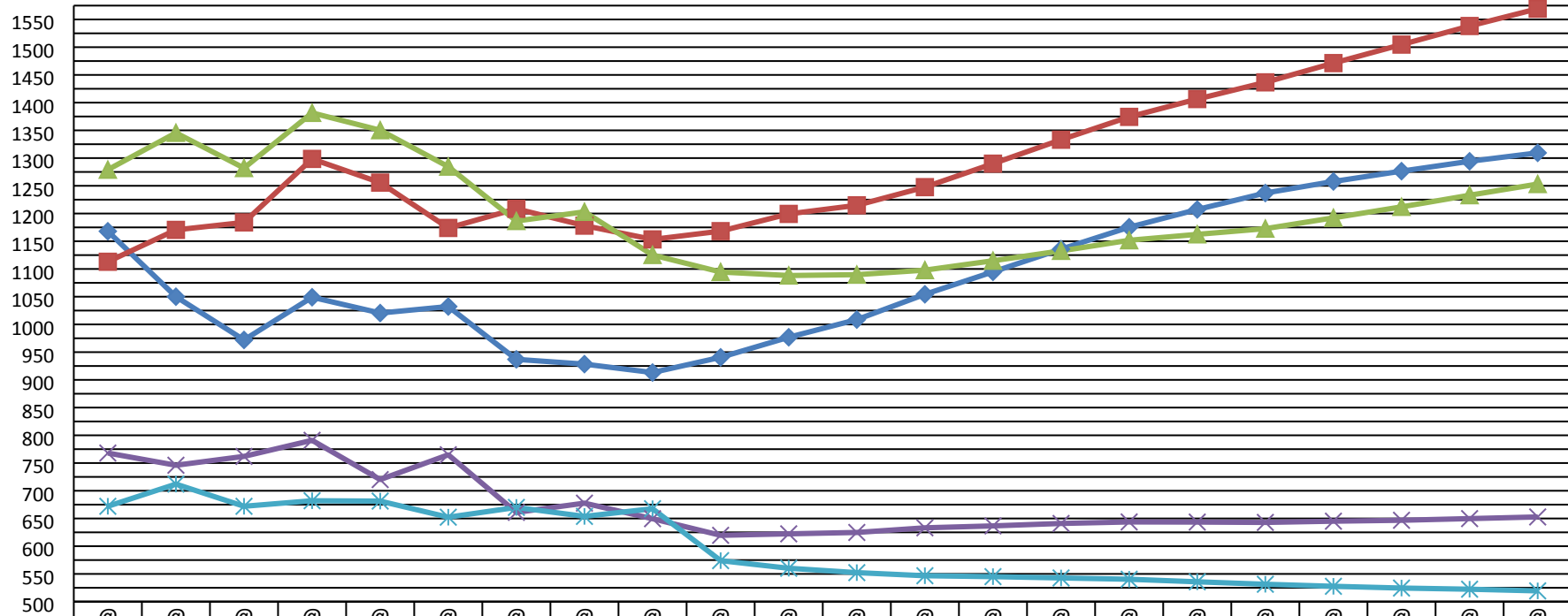


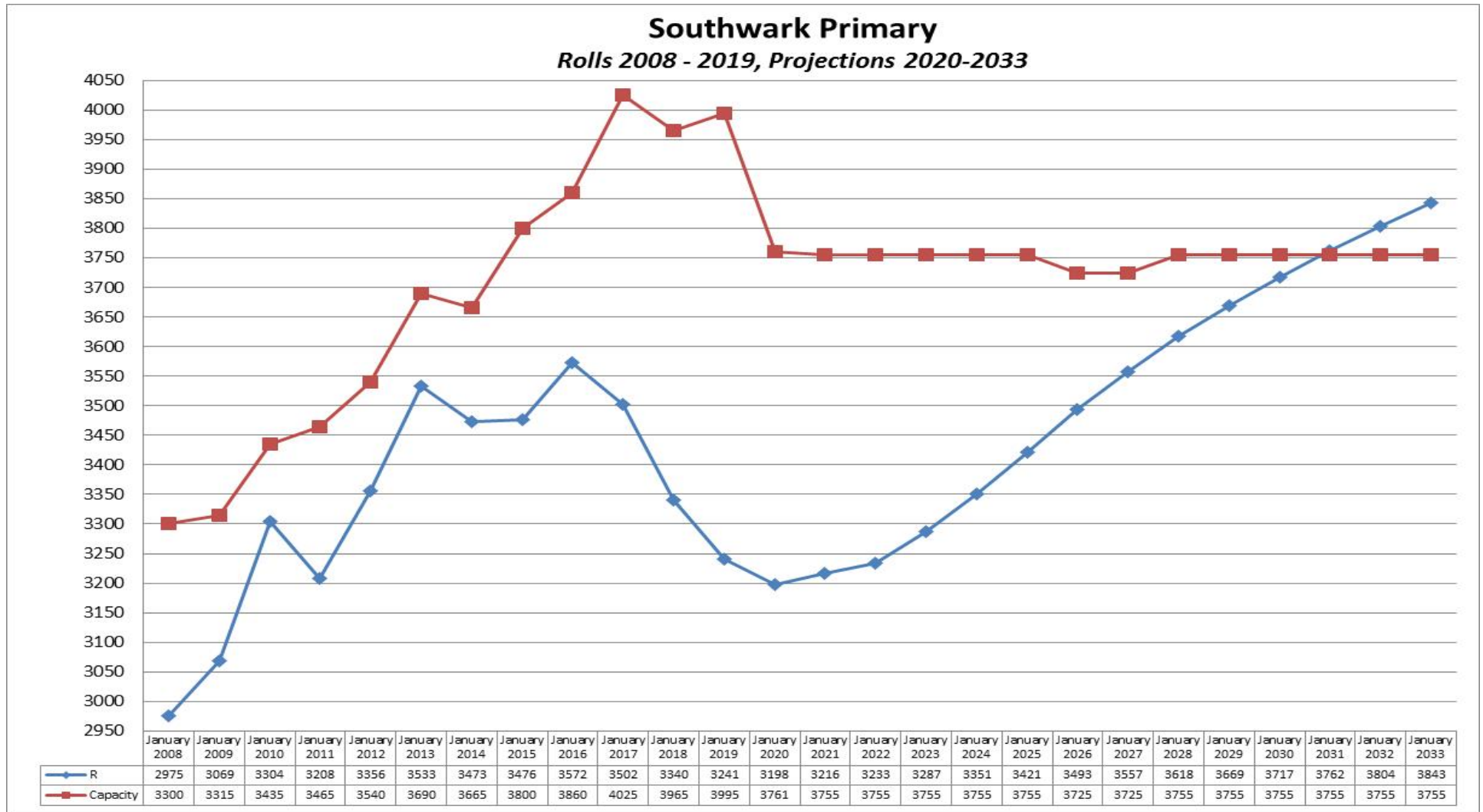
Table 16 Births by planning area (actual and projected) 2008-2029

Births (actuals 2008-2017, projected 2018-2029)



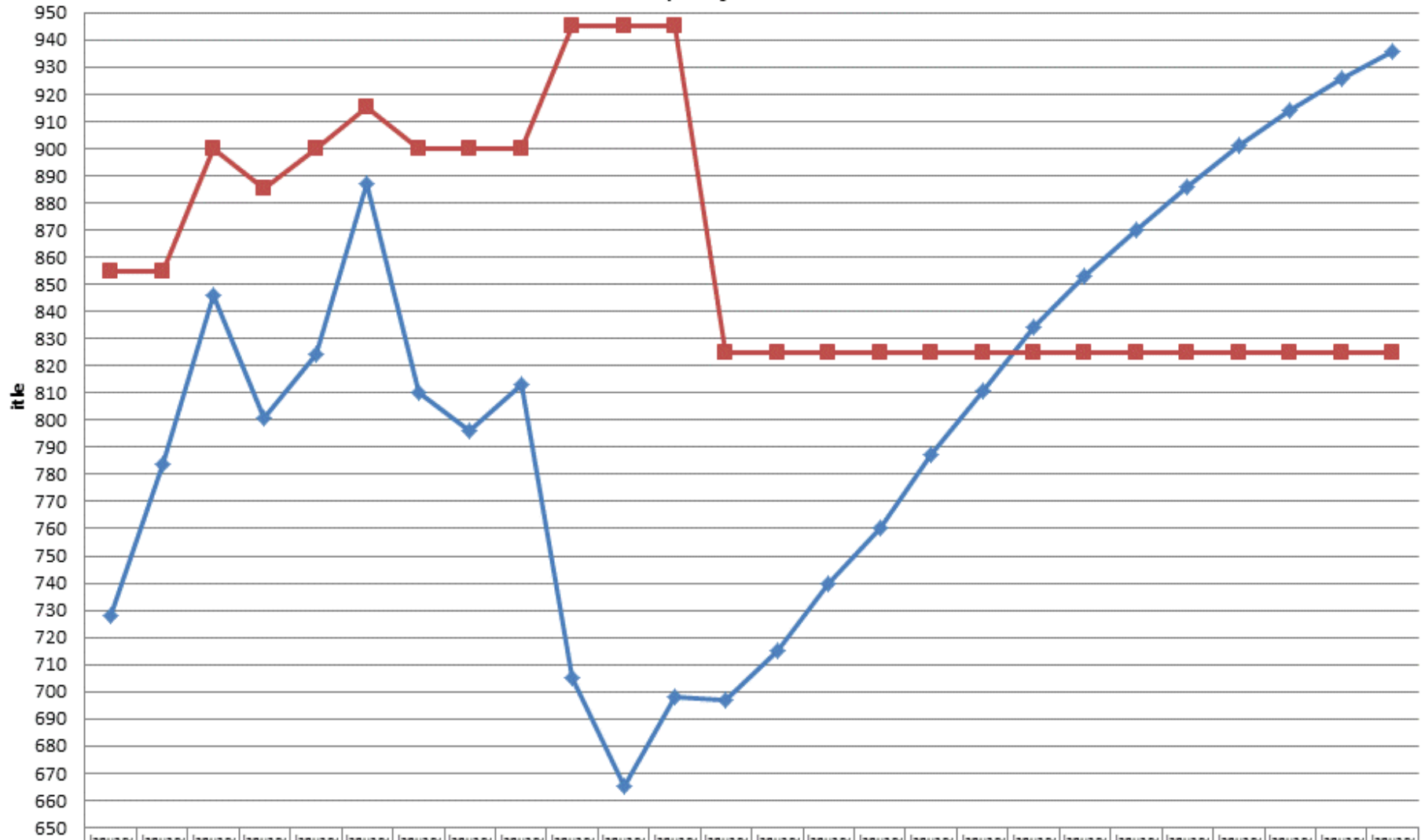
	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	@	
◆ 1	1168	1050	972	1049	1021	1032	937	928	913	941	977	1009	1054	1095	1136	1175	1207	1237	1258	1276	1294	1309
■ 2	1113	1171	1184	1299	1256	1174	1209	1178	1153	1168	1199	1215	1248	1290	1333	1374	1406	1437	1471	1505	1538	1569
▲ 3	1279	1346	1282	1382	1350	1285	1187	1203	1125	1095	1088	1090	1098	1115	1133	1152	1162	1173	1192	1212	1233	1253
✕ 4	768	746	762	791	720	765	661	678	650	620	622	625	633	637	641	644	644	643	645	647	650	653
* 5	672	712	672	682	681	652	670	654	668	574	560	552	547	545	543	540	536	531	528	525	522	519

GLA PRIMARY RECEPTION PROJECTIONS – SOUTHWARK Table 17 GLA Primary Projections to 2029 **APPENDIX 8**



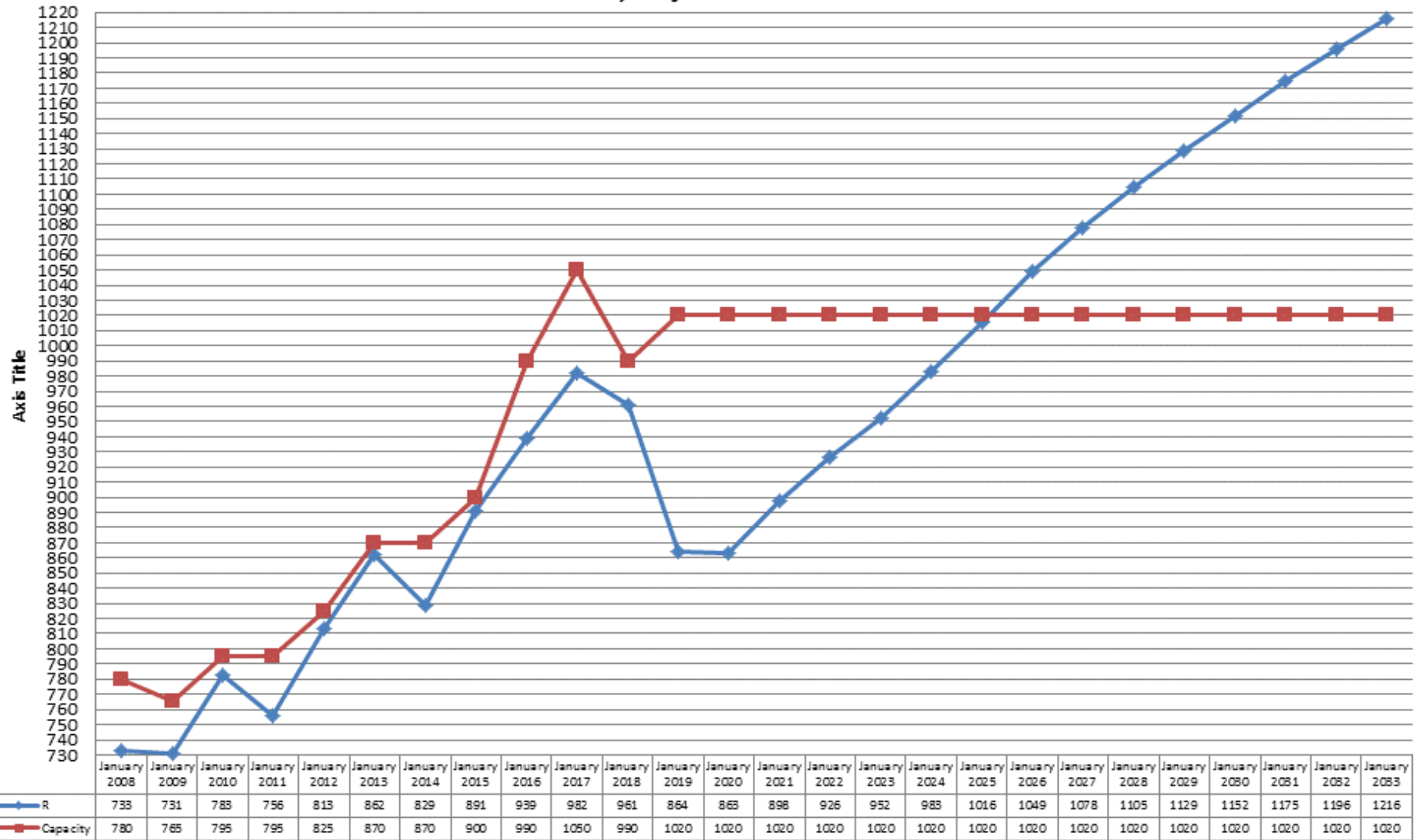
Planning Area 1 - Borough, Bankside, and Walworth

Rolls 2008 - 2019, Projections 2020-2033



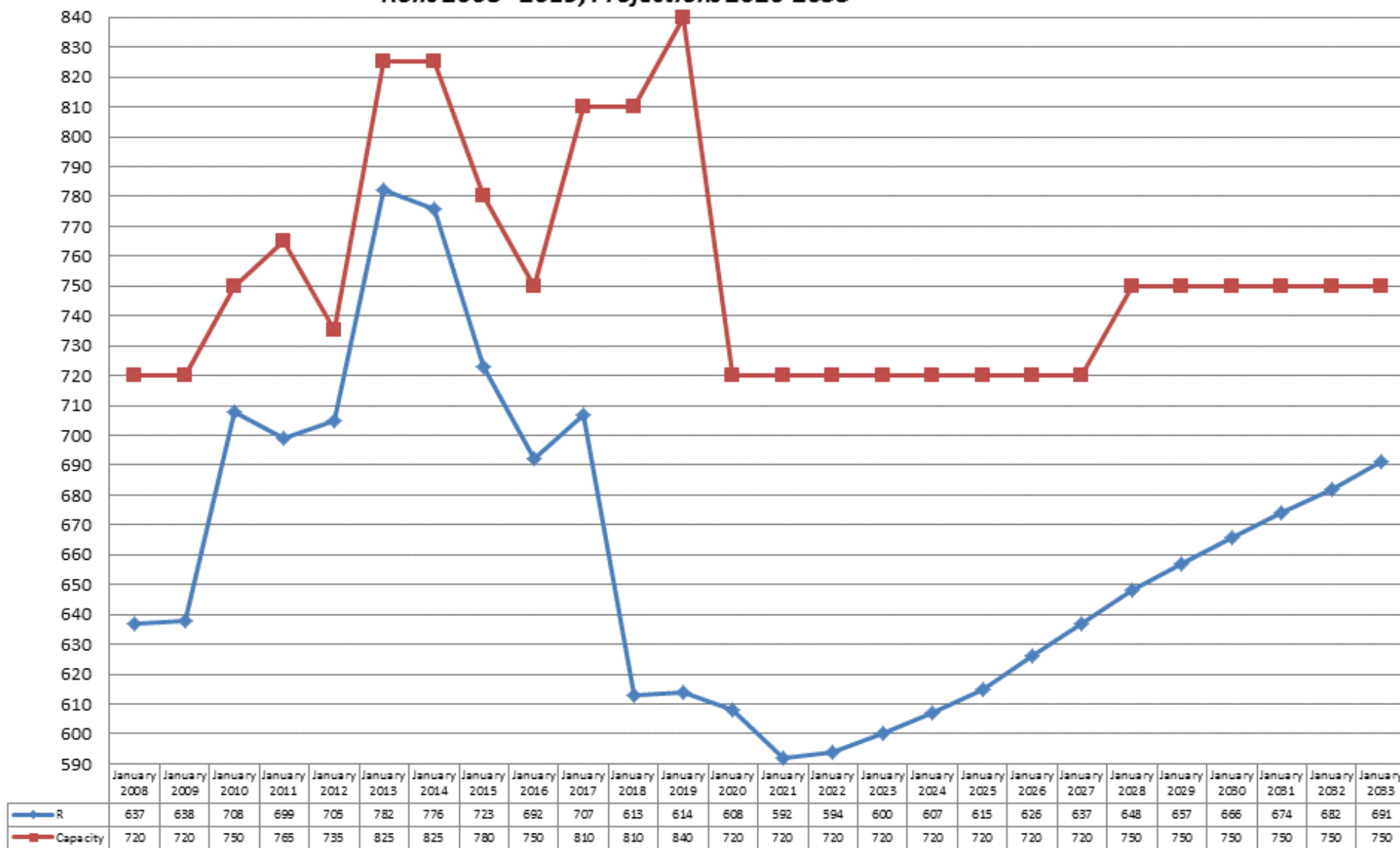
Planning Area 2 - Bermondsey & Rotherhithe

Rolls 2008 - 2019, Projections 2020-2033

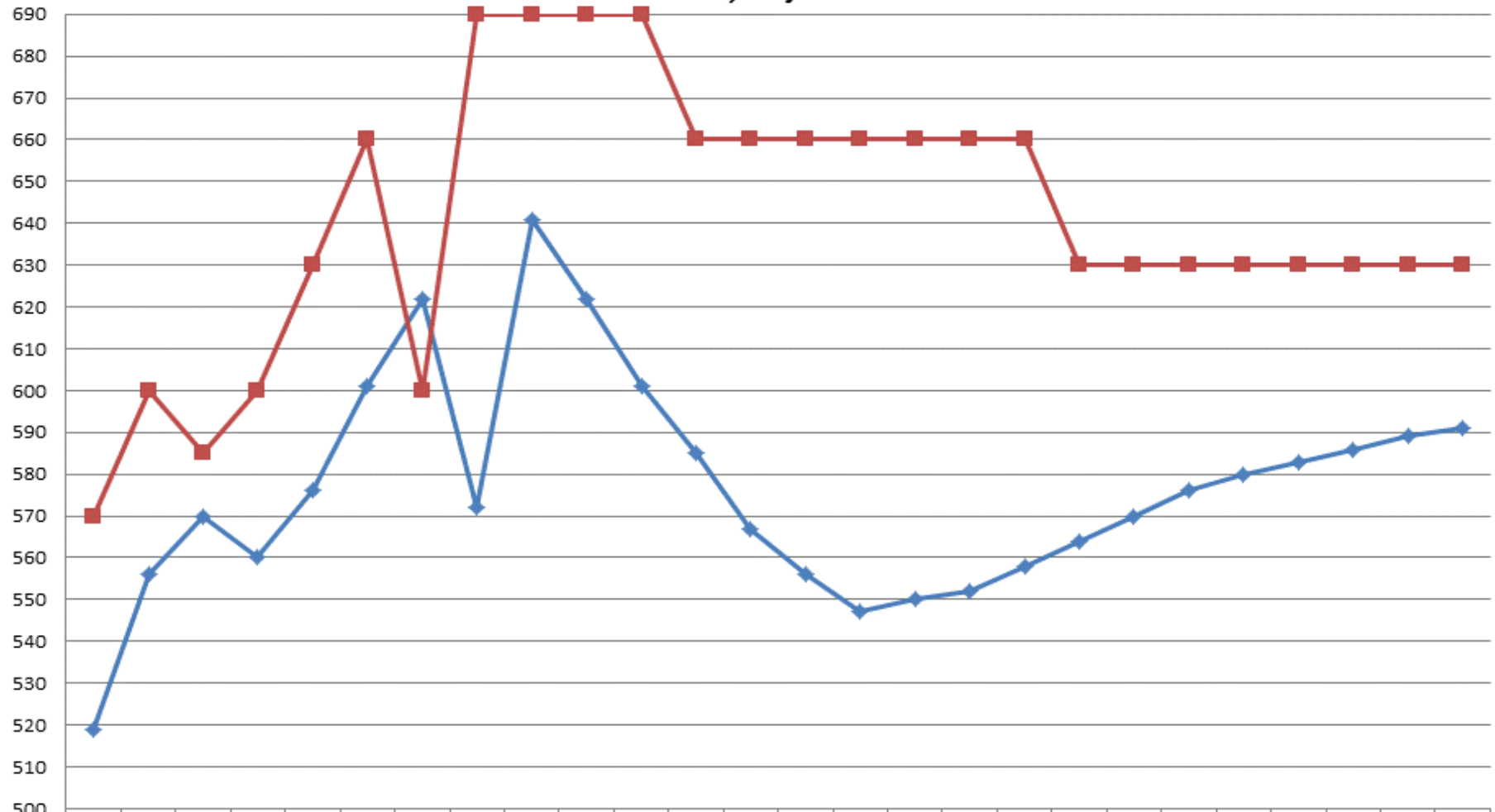


Planning Area 3 - Peckham & Nunhead

Rolls 2008 - 2019, Projections 2020-2033

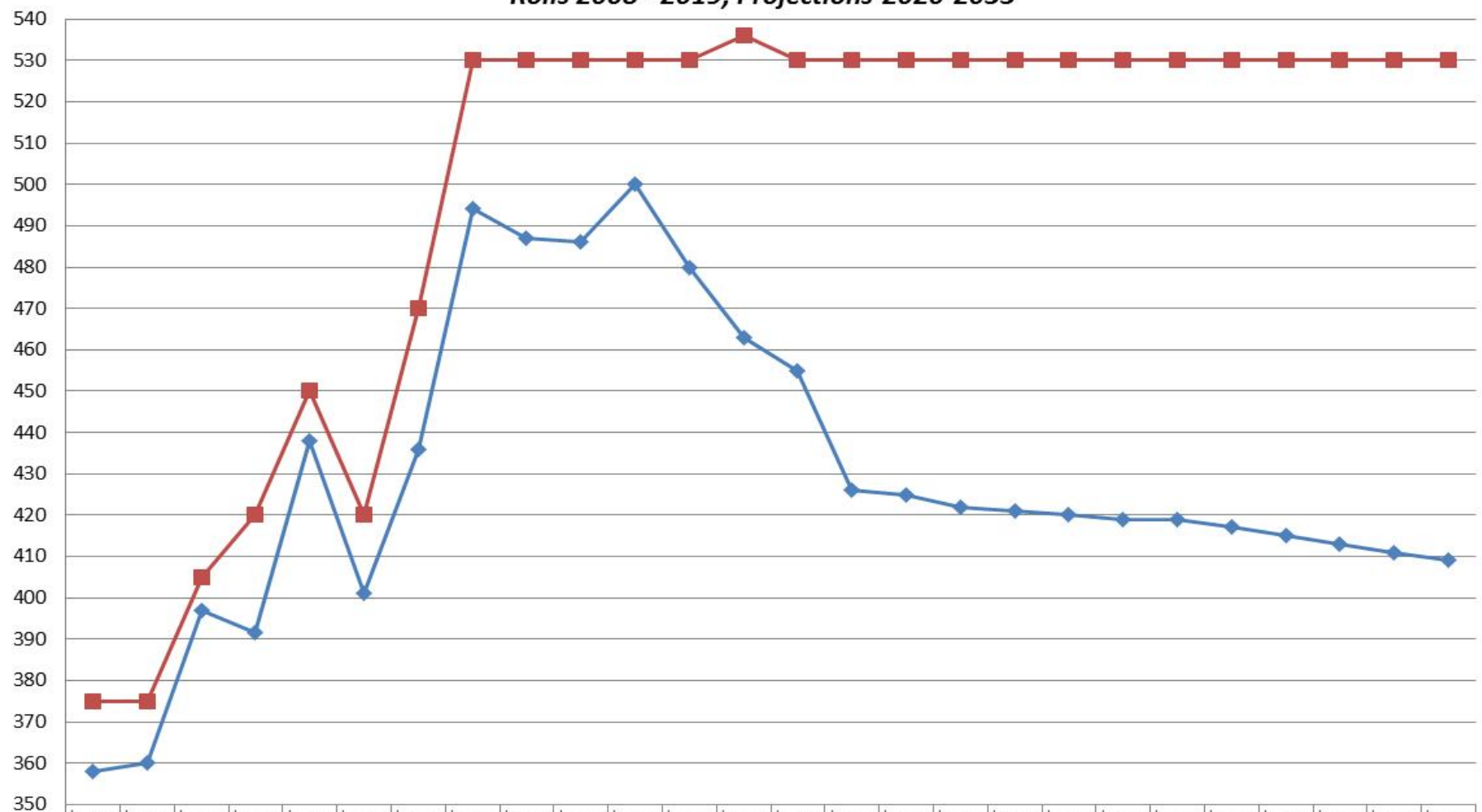


Planning Area 4 - Camberwell Rolls 2008 - 2019, Projections 2020-2033



Planning Area 5 - Dulwich

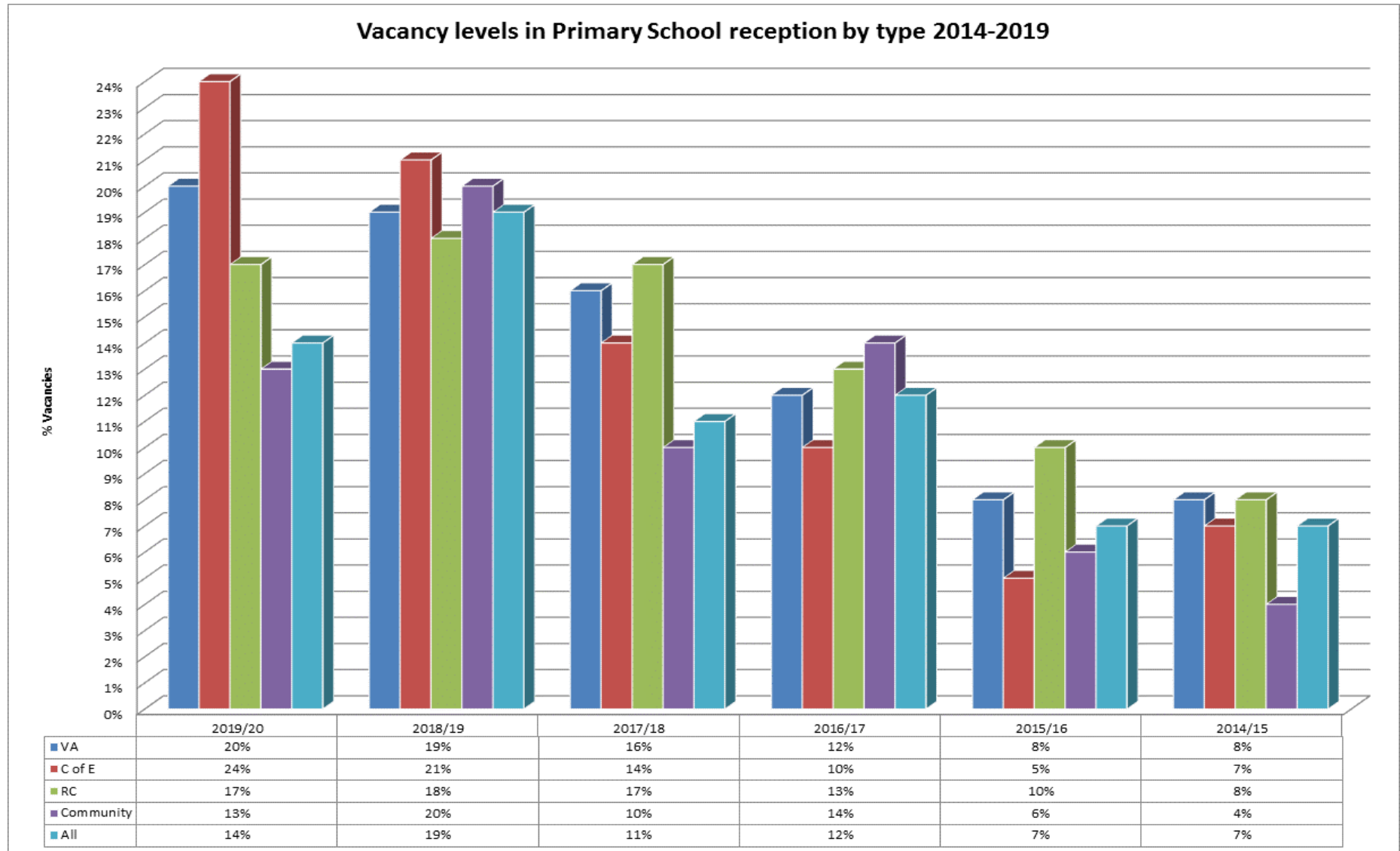
Rolls 2008 - 2019, Projections 2020-2033



—◆— R	358	360	397	392	438	401	436	494	487	486	500	480	463	455	426	425	422	421	420	419	419	417	415	413	411	409
—■— Capacity	375	375	405	420	450	420	470	530	530	530	530	530	536	530	530	530	530	530	530	530	530	530	530	530	530	530

Primary vacancies by school type – at reception
Table 18

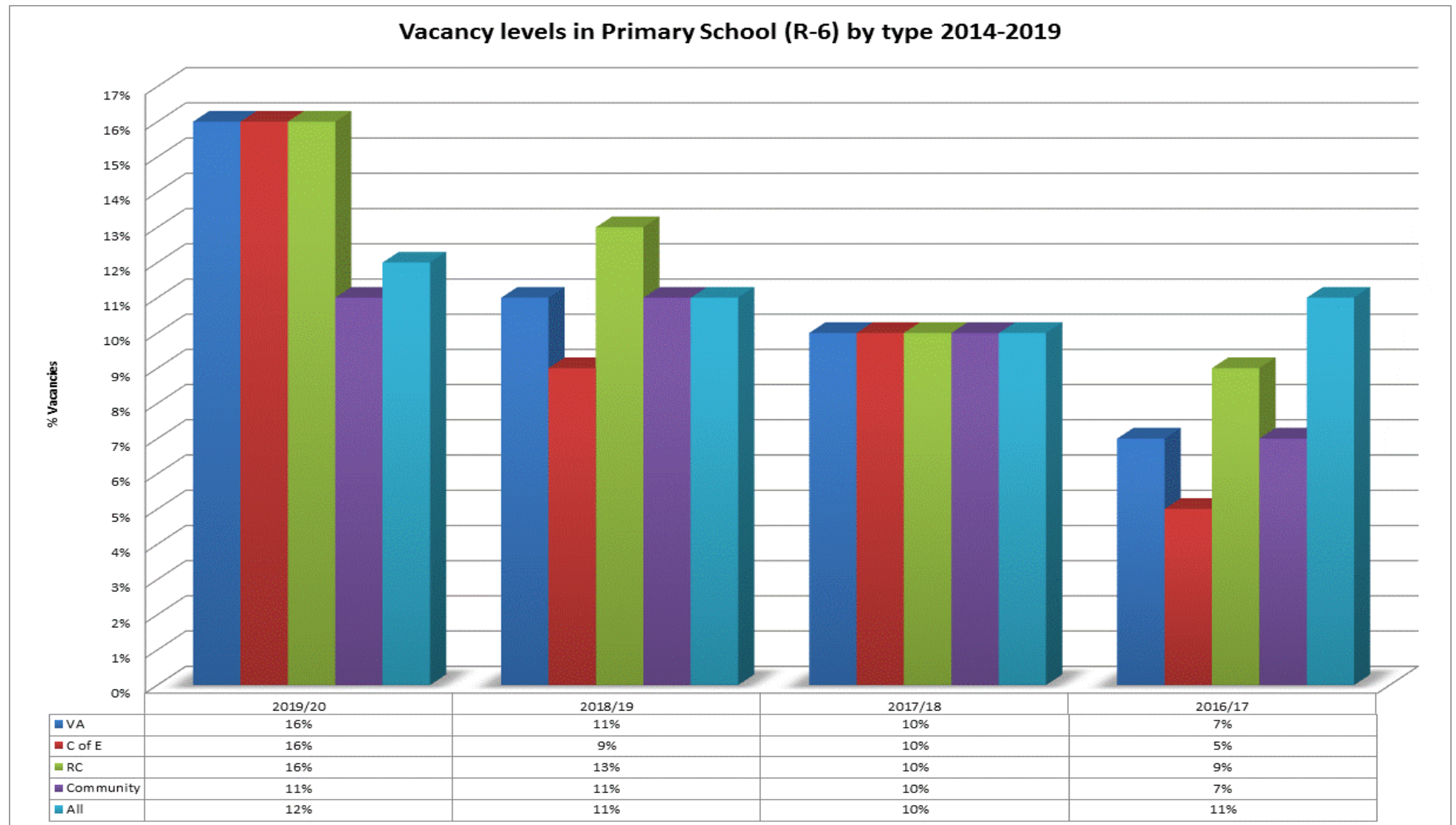
APPENDIX 9a



OVERALL VACANCY RATES BY TYPE OF PRIMARY SCHOOL – WHOLE SCHOOL VACANCIES

APPENDIX 9b

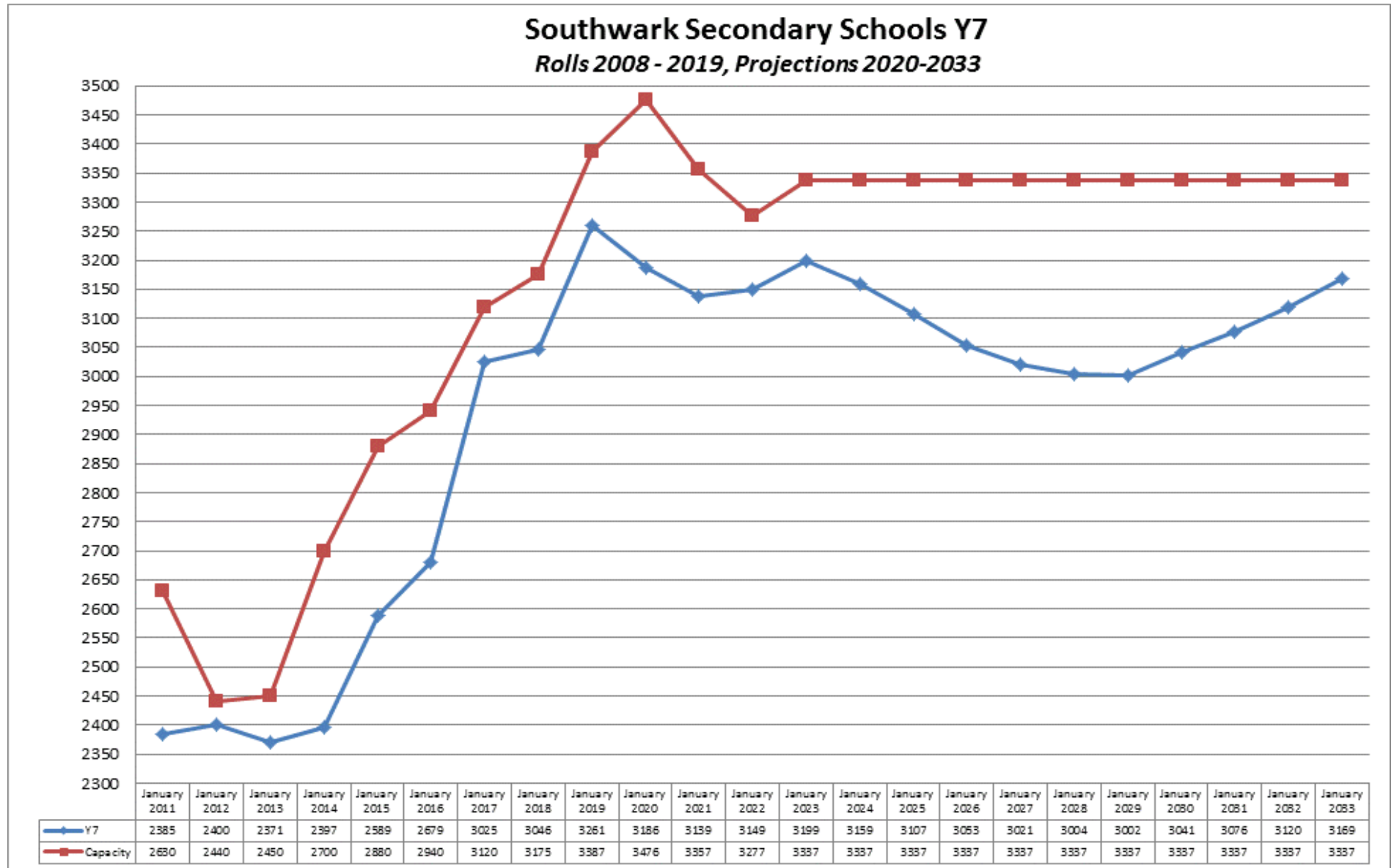
Table 19



GLA SECONDARY YEAR 7 PROJECTIONS

Table 20

APPENDIX 10



APPENDIX 11 – ACCURACY OF GLA PRIMARY AND SECONDARY PROJECTIONS

Table 21 Accuracy of GLA Secondary projections

Jan 2019 Projections	Y7 projections	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-19	3,186	3,265	-74	-2.4%	15,157	15,058	+99	+0.9%
Jan 2018 Projections	Y7 projections	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-18	3,202	3,261	-59	-1.8%	14,349	14,479	-130	-0.9%
Sep-19	3,165	3,265	-100	-3.2%	14,943	15,157	-214	-1.4%
Jan 2017 Projections	Y7	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-17	2,874	3,053	-179	-6.2%	13,160	13,731	-571	-4.3%
Sep-18	3,048	3,261	-117	-3.8%	13,626	14,479	-723	-5.3%
Sep-19	3,337	3,265	+72	+2.2%	14,223	15,157	-934	-6.6%
Jan 2016 Projections	Y7	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-16	2,837	3,033	-196	-6.9%	12,827	13,077	-250	-1.9%
Sep-17	2,874	3,053	-179	-6.2%	13,160	13,731	-571	-4.3%
Sep-18	3,048	3,261	-213	-7.0%	13,626	14,479	-853	-6.3%
Sep-19	3,152	3,265	-113	-3.6%	14,126	15,157	-1,031	-7.3%
Average				-3.2%				-3.7%

Actuals in **green** and projections in **blue**

Underestimation in **red**

Overestimations in **black**

Table 22 Accuracy of GLA primary projections

Jan 2019 Projections	YR Estimates	YR Actuals	Difference	%	R to 6	R to 6 Actuals	Difference	%
Sep-19	3,198	3,294	-96	-3.0%	22,839	23,247	+408	-1.8%
Jan 2018 Projections	YR Estimates	YR Actuals	Difference	%	R to 6	R to 6 Actuals	Difference	%
Sep-18	3,351	3,381	+30	+0.9%	22,585	23,491	-906	-4.0%
Sep-19	3,199	3,294	-95	-0.4%	22,123	23,247	-1,124	-5.1%
Jan 2017 Projections	YR Estimates	YR Actuals	Difference	%	R to 6	R to 6 Actuals	Difference	%
Sep-17	3,582	3,458	+124	+3.5%	23,663	23,537	+126	+0.5%
Sep-18	3,429	3,381	+48	+1.4%	23,584	23,491	+93	+0.4%
Sep-19	3,451	3,294	+157	+4.5%	23,421	23,247	+174	+0.6%
Jan 2016 Projections	YR Estimates	YR Actuals	Difference	%	R to 6	R to 6 Actuals	Difference	%
Sep-16	3,586	3,507	+79	+2.2%	23,574	23,374	+200	+0.8%
Sep-17	3,502	3,458	+44	+1.3%	23,690	23,537	+153	+0.6%
Sep-18	3,408	3,381	+27	+0.8%	23,596	23,491	+105	+0.4%
Sep-19	3,429	3,294	+135	+3.9%	23,395	23,247	+148	+0.6%
Average				+2.1%				-0.7%

Actuals in green and projections in blue
Underestimation in red
Overestimations in black

APPENDIX 12

PAN REDUCTIONS FOR SEPTEMBER 2019 AND BEYOND

Table 23

PA	Primary School	Previous PAN	Agreed PAN	Reduction
1	St George's Cathedral RC	60	30	-30
	Charlotte Sharman	60	30	-30
	Keyworth	90	60	-30
	Robert Browning	60	30	-30
2	Phoenix <i>(*OSA decision pending for 2020)</i>	120	90*	-30*
3	Hollydale	45	30	-15
	Bellenden	60	30	-30
	Camelot	75	60	-15
	Ivydale	120	90	-30
4	Brunswick	75	60	-15
	Comber Grove	45	30	-15
	Crawford <i>(retrospective for 2019)</i>	90	60	-30
Total agreed		690 (23FE)	450 (15FE)	-240 (8FE)
Total (including Phoenix and Crawford)		900 (30FE)	600 (20FE)	-300 (10FE)

Item No. 16.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Annual Home Care Report, 2018-2019	
Ward(s) or groups affected:		All Wards	
Cabinet Member:		Councillor Jasmine Ali, Children, Schools and Adult Care	

FOREWORD - COUNCILLOR JASMINE ALI, CABINET MEMBER FOR CHILDREN, SCHOOLS AND ADULT CARE

This annual report for Care at Home 2018-19 summarises the main events of a big year for Adult Social Care.

We retendered our home care contracts. We rolled out the ethical care charter to our care staff. We seized the opportunity to get greatly enhanced levels of feedback, both from staff and from the people that use our services and their families.

In April 2018 the council began its implementation of a phased mobilisation approach, designed to facilitate smooth transition of care packages to a new set of providers over the period covered by this report.

It is important to note the context to the council’s mobilisation in its Care at Home service. Risks in adult social care are many, including a national care crisis, inadequate funding and high profile provider failures including Allied Healthcare.

Furthermore we have seen persistent abuse and cases of poor care up and down the country together with a failure of regulation. A fragile care system racked by the uncertainty of Brexit as captured in the Yellowhammer Report and detailed in the Council’s own Brexit risk log.

The department has been determined to get the transition of home care right for staff and, crucially, service users. A care and home mobilisation team was established to oversee this process. The council established a dedicated telephone line for staff, service users and their families.

The council received 1,000 queries and complaints. The challenges have been significant and make aspects of the report uncomfortable reading. For example, we read of the mobilisation of contracts taking longer than planned, several providers experiencing delivery issues and unforeseen circumstances resulting in a reduction of overall capacity to take on packages as planned. We saw employment issues where staff didn’t want to transfer under TUPE to new providers.

These cases have been worked through and lessons have been learned by the department. The commissioning, monitoring and social care teams responded positively to complaints by going out and checking issues as they were raised. On page 8 of this report is a range of cases studies illustrating issues and outcomes.

More positively the Mobilisation process has now been translated into a business as usual action plan with the clear aim of whole system improvement. The implementation of the plan will be monitored by the Care at Home Strategic Monitoring Board, jointly chaired by the directors of commissioning and adult social care. The board will continue to meet throughout the lifetime of the contract and be accountable to ensure the benefits of the commissioning strategy will be realised for the council, the staff and crucially the people using the care at Home Service.

As cabinet member for adult care I have spoken to some of the people that use our services. While many of the people I spoke to do not like change they felt that they were happy with their current care.

The overwhelming benefits of the transition of the home care services can be seen in the report. They include:

- The new providers have embraced our ethical care charter
- The implementation of electronic call monitoring where complaints can be seen, dealt with and logged in real time
- A recent staff survey and focus group showed that Southwark had good engagement with staff and the trade unions and wanted to understand all issues
- There is an increased commitment from providers to increase capacity and build resilience with staff going forward
- The overall increase in Southwark Homecare is positive with percentage satisfaction rating going from mid 90s to mid 50s back to 90%.

We trust this report will be helpful to anyone concerned with the planning and delivery of Care at Home provision.

RECOMMENDATIONS

1. That cabinet notes the mobilisation of contracts to providers who are compliant with the Southwark Ethical Care Charter (SECC) at a time of market fragility leading to provider failures and uncertainty about the impact of the EU Exit.
2. That cabinet notes that providers and the council continue to work closely together, to support continuous improvement and the whole system shift to a more inclusive partnership across the whole system and stakeholders.
3. That cabinet notes the launch of the SECC (Appendix 1) Care Worker survey in November 2019 will establish the impact of the implementation of SECC principles on the work satisfaction of individual care workers.
4. That Cabinet notes the proposal to procure supplementary providers as part of applying the lessons learnt from the monitoring of contracts.

BACKGROUND INFORMATION

5. This report sets out the performance of the first year (April 2018 to March 2019) of the Care at Home contract in Southwark. The report will explain how the number of people in the homecare workforce benefitting from the Ethical Care Charter increased; and how officers worked with incoming providers to support vulnerable people in the community whilst managing challenges such as staff not transferring under TUPE, the overall fragility of the homecare market (as evidenced by two national provider failures) and the uncertainties related to Brexit.

6. In June 2014, the council adopted the SECC with the aim of driving up local standards to improve the working conditions for care workers thereby providing more stability in recognising workforce as a factor influencing the quality of care.
7. This commitment shaped the procurement of the new Care at Home providers and all Care at Home providers are required to be compliant with Southwark's Ethical Care Charter.
8. On 31 October 2017, cabinet approved the award of the home care (Care at Home) contracts for a period of five years for general home care with provision to extend for a further two years should the council choose.
9. The council awarded nine contracts to five Care at Home providers to deliver services in Southwark for adults, meeting the criteria for domestic and/or personal care services to enable service users to continue to live independently within their own homes for longer, thus reducing the need for care home placements.
10. This report aims to capture and describe the journey of the first year of the Care at Home contracts and includes performance related to general homecare and excludes reablement, Flexi-care and Night Owls' services.
11. The data contained in this report is a reflection of performance during the first year, taking into consideration the fact that new providers commenced provision of care at different times and with different challenges related to capacity throughout the year.
12. The data provided will also form a baseline for ongoing contract monitoring and management through close working between the providers, social work teams and the commissioning team. Given the inclusion of contract management information, these elements have been anonymised in terms of provider names.

KEY ISSUES FOR CONSIDERATION

Summary of contract mobilisation

13. In April 2018, the council commenced implementing a phased mobilisation approach to enable a smooth transition of the existing packages of care from the incumbent providers to the new providers over the period of one year.
14. The Care at Home Mobilisation Board was established to oversee and steer the mobilisation process.
15. A small project team was put in place to coordinate the mobilisation process and to act as the key contact point for all stake holders.
16. Telephone calls were made to all service users before, and after, their transfer to a new provider to establish that they received their care and to identify and address any issues.
17. A homecare quality survey was developed and sent to all service users, one week after their change of care provider. This provided additional information in relation to the changes of provider. Feedback from the surveys was shared with providers

to review and implement changes to practice, as needed.

18. A dedicated information telephone line, the Mobilisation Information Line, was established and communicated to all service users to provide support and information during the period of significant change for most service users and families. A total of 1075 calls were responded to during the mobilisation period.
19. Regular (initially fortnightly) meetings with providers were put in place and continued throughout the mobilisation process. These allowed for close monitoring of all mobilisation issues, specifically provider recruitment/capacity and any other operational issues.
20. Regular (initially fortnightly) internal working group meetings, involving operational teams were put in place to ensure clear communication lines and to identify and resolve any areas or specific service user concerns.
21. Monthly updates on the service mobilization, following the award of the care at home contracts, were provided to the cabinet member for children, schools and adult care.
22. The providers were actively recruiting new staff throughout the mobilisation period in order to ensure sufficient capacity to take on the planned and allocated packages of care. The impetus to recruit was increased by new providers seeing limited benefits from TUPE, which meant a dependency on recruiting, onboarding and training new staff. Delays in recruitment due to DBS checks, implementation of training and all 5 providers recruiting locally at the same time, meant a delay in getting the increase in staffing numbers, and therefore capacity to meet existing and new needs, such as an increase in double-handed care.
23. TUPE means that staff are entitled to transfer their employment to a newly appointed provider. Outgoing providers declared that many of their staff were entitled to TUPE, however, many of their staff chose to not take up this entitlement. The effect that was that many service users who had expected their care workers to move from the outgoing to incoming providers did not see this happen.
24. This ultimately resulted in a lack of continuity of care and capacity issues for all providers at different times and therefore the mobilisation process was paused more than once to allow time for providers to increase capacity.
25. By September 2018, officers identified a number of areas of concern regarding the quality of care and the capacity in terms of staffing of Care at Home providers to deliver the allocated care packages. A series of announced and unannounced visits were conducted which identified the following:
 - A lack of service infrastructure and management oversight
 - Insufficient care staff at all levels of seniority and branch administrative staff
 - Poorly managed rostering of care staff
 - Inability to provide consistency of care
 - Poor communication with service users, family/carers, the council.
26. Poor performance manifested itself in a significant increase in the number of Quality Alerts and safeguarding concerns raised by operational teams and an increase in complaints made to the council from family/carers. The main areas of concern being:

- Missed calls
 - Missed double handed calls
 - Shortened calls
 - Workers not trained to support the person
 - Inaccurate care records
 - Communication by care staff to service users
 - Communication by branch staff to service users and social care teams.
27. In response to the quality and performance concerns commissioning officers took the following action:
- Commenced the enhanced contract management process for all Care at Home Providers; and
 - Secured additional supplementary Care at Home provision to stabilise the service and ensure continuity of care
28. Additionally, on 17 October 2018, a provider was subject to an inspection by the Care Quality Commission (CQC), the outcome of which was that their rating was revised to 'Inadequate'. Once notified of the indicative CQC rating referrals to this provider were suspended.
29. Another provider approached the commissioners in November 2018, indicating that they were concerned with their capacity and capability to deliver their current volume of care hours and proposed to enter into a voluntary suspension with regard to new care packages.
30. On 10 December 2018, the provider in paragraph 29 was subject to a CQC inspection, the outcome of which was that their rating was revised to 'Requires Improvement' but in the area of delivering services that are safe, this provider had a revised rating of 'Inadequate'.
31. In November 2018, approval was obtained to let contracts for additional supplementary care at home provision as mitigation for the restrictions placed on the first provider, the voluntary suspension by second provider and the difficulties amongst the remaining contracted providers to establish their business as usual obligations such as an inability to accept new care packages.
32. Given the principles of the original tender exercise, it was agreed that care at home provision could increase to include up to an additional five care at home providers. Three additional supplementary care at home contract arrangements have been put in place to ensure that the Council can meet demand for adult social care through the winter and beyond.
33. The supplementary providers are all rated Good by CQC and they are:
- Profad
 - Thames Care
 - Westminster Care

Whereas the current CQC ratings of the core Care at Home providers are:

- Carewatch Good
- London Care Requires Improvement

- Medacs Requires Improvement
- Sage Care Not yet rated
- Supreme Care Good

34. Supplementary providers, like the five Care at Home providers, are delivering services in accordance with the SECC.
35. A number of care packages remain with some providers on a spot arrangement and these packages of care will be transferred on an individual basis as part of business as usual activities by the end of the financial year.
36. The issues emerging during the autumn of 2018, were with a backdrop of a fragile homecare market, where two national providers experienced failure, and the uncertainty of an EU Exit date. Risk of provider failure and/or a No Deal EU Exit persist as risks to the market.

Contract Activity and Provider Performance

37. Below is a summary of the overall activity per provider for the 2018-19, indicating the total number of active packages of care and the total number of complaints received associated with the activity, as on 31/3/19.

Table 1 - Summary of provider activity and performance 2018-19

	No. Packages	Weekly Hours	No. Complaints	% of total no. of packages
Provider E	61	771	0	0%
Provider B	362	4468	14	4%
Provider A	139	1742	9	6%
Provider C	300	3627	27	9%
Provider D	429	5465	21	5%

38. On 31 March 2019 there were 1291 packages of homecare being provided by all five contracted providers, with a total of 16,073 hours of care per week.
39. Taking into consideration the high volume of care packages mobilised between providers the total number of complaints received was 71, reflecting an average of 5% of the total number of packages.
40. Given that complaints in social care are about the care of the vulnerable, officers consider one complaint as one too many. There was a relatively high number of complaints received at a time of significant change and uncertainty for most service users. Since December 2018, the number of complaints has fallen sharply due to the conclusion of mobilising contracts.
41. It is important to note that, in addition to the formal complaints received and responded to during the year, a high volume of Quality Alerts (QAs) were also received from professionals, relating to all providers. These QAs further reflected the feelings of uncertainty due to change that service users and families experienced during the year, more specifically as part of the mobilisation

process, which for most service users resulted in a change of provider and care workers.

42. Alongside the usual quality assurance and formal complaints processes, a high number of calls was dealt with via the Mobilisation Information Line.
43. Further to the feedback received via the Mobilisation Information Line, service users were encouraged to complete the Care at Home mobilisation satisfaction survey.
44. Below summarises the activity in relation to both the information line utilisation and the completion of satisfaction surveys, specifically relating to packages of care mobilised from incumbent to new providers.

Table 2 - Care packages activity in relation to surveys and calls received

	No. packages mobilised	No. surveys received	% of total no. packages mobilised	No. info line calls received	% of total no. packages mobilised
Provider E	63	11	17%	12	19%
Provider B	226	60	27%	145	64%
Provider A	177	42	24%	47	27%
Provider C	380	123	32%	72	19%
Provider D	389	110	28%	84	22%

Quality Assurance Framework (QAF) and individual provider performance

45. In October 2018, towards the end of the mobilisation of contracts, the Quarterly Assurance Framework (QAF) was implemented, as a way to monitor ongoing service delivery. In April 2019, the information for 2018-19 was collated.
46. All five contracted providers submitted the QAFs after Q4. The information from the submissions have informed this report. Future submissions of QAFs will be quarterly.
47. The use of an Electronic Call Monitoring system CM2000, was introduced at the commencement of the new contract with the expectation that all providers be compliant in using the system, meeting at least 90%. CM2000 is a system that monitors the times at which care workers arrive and leave a service user.
48. Providers introduced the use of CM2000 at different stages during the first year of the contract. Provider compliance in the use of the system will be monitored continuously.
49. Full compliance in the use of the system is crucial in monitoring the provision of individual packages of care going forward, as a tool to support proactive action to resolve potential late, or missed, care calls.

50. Due to a turnover of management and office staff experienced by most of the providers, the completeness of the data is not fully assured. Therefore the information was used to highlight the trends for each provider, as summarised below.
51. **Provider E**
- They had 28 packages of care in Q1 and this increased to 62 active packages at the end of Q4.
 - Provider E remains non-compliant in relation to the use of CM2000 and ended the year on 62%. This remains an area of focus as part of ongoing contract management.
52. **Provider B**
- Provider B was an existing provider and commenced the new contract with 410 packages of care in place. By Q3 this had increased to 485, due to a series of complaints and quality alerts, and other systems of failures, the provider voluntary placed an embargo on themselves.
 - The total number of care packages decreased to 362 by the end of Q4. As a result of ongoing improvement work, the embargo was lifted in April 2019 and Provider B started to receive new referrals in a phased approach.
 - As indicated in appendix 1, Provider B's compliance fluctuated throughout the year as a result of staffing and management issues. They ended the year on 88%, indicating improvement in performance.
53. **Provider A**
- Provider A was an existing provider and commenced the new contract with 284 packages of care in place. By Q3 this had increased to 424 packages of care.
 - Due to a range of concerns raised relating to the quality of care provision, an embargo was placed on Provider A by CQC in October 2018. This embargo remains in place with the view of being lifted in the near future following a recent inspection by CQC.
 - There was a drastic reduction in the number of care packages provided by Provider A by the end of Q4, ending on 139.
 - Provider A indicated a gradual progress in CM2000 compliance and ended Q4 on 86%.
54. **Provider C**
- Provider C was a new provider to Southwark and at the beginning of mobilisation benefitted from TUPE-staff transferring from Mihomecare. Provider C received 380 packages of care through mobilisation, but ended Q4 on 300 packages of care.
 - The reduction in active packages of care was partly due to service users requesting transfers to alternative providers, due to their concerns about the quality of care received.
 - Due to concerns raised in relation to the quality of care, Provider C has been in the enhanced contract management process since November 2018.
 - The dedicated contract monitoring officer has been working closely with Provider C management to improve service delivery. Performance has improved and continues to do so, as indicated by the quality assurance framework implemented and monitored by the contract management team.
 - We can report that the providers overall service delivery has improved significantly since they were placed under enhanced contract management.

We are now ready to start bringing them out of the process.

- Provider C showed gradual improvement in their CM2000 compliance, ending Q4 on 74%. This is an area of ongoing monitoring focus, alongside their overall care quality improvement.

55. Provider D

- Provider D ended Q4 with the most active packages of care, 429. This was mainly due to taking on more packages of care in the periods when Provider B, Provider A and Provider C were not taking on packages of care in the areas also covered by Provider D.
- Provider D had a fluctuation in CM2000 compliance throughout the year and ended Q4 on 71%. The explanation for the fluctuation mainly occurred due to the increase in staff numbers to cover the increase in care packages and staff not being compliant in the use of the system at the start of new employment.
- Compliance is improving due to ongoing staff training.

56. Overall, the data reported in the QAFs identified a number of issues which the council was already aware of; which resulted in Provider C, Provider B and Provider A all being managed under the council's Provider Concerns protocol, which includes the enhanced contract management. Contracts officers have issued default notices to all providers as appropriate.

Southwark Ethical Care Charter (SECC) and Staffing

57. All Care at Home providers are contractually expected to adhere to the Southwark Ethical Care Charter (SECC).

58. Provider feedback indicated that all contracted providers are committed to all aspects of the SECC. This will continue to be closely monitored as part of ongoing contract management activity.

59. We carefully monitored care providers with respect to compliance with SECC and have documented evidence supporting compliance with:

- Time allocated will match needs of clients (not limited to 15 mins)
- Local authorities will monitor service providers, including working conditions of staff
- Those homecare workers eligible must be paid statutory sick pay
- Homecare workers will be covered by the occupational sick pay scheme
- Homecare workers will be trained (at no cost to themselves)
- Homecare workers will be given time to meet co-workers to share best practice
- Homecare workers will be paid at least the London Living Wage
- Homecare workers will be paid for travel time.

60. During 2019-20, contracts officers will support the senior contracts officer, dedicated to monitoring homecare contracts to further audit SECC compliance twice a year and report on findings.

61. The launch of a care worker survey and focus group is planned for November 2019 will provide further feedback on the impact of the SECC implementation.

62. In many ways the re-procurement of homecare services with the introduction of the SECC has supported the service delivery to be unaffected by provider failure and relatively protected from the uncertainties of the EU Exit.

Staffing

63. At the end of Q4, the five providers reported a total of 867 care workers. Care worker numbers fluctuated throughout the year for all providers, with Provider D and Provider A reporting the steadiest increase in care worker numbers. Reports indicated that 132 care workers left their employers during 2018-19. It is worth noting that when care workers left, there was evidence that they chose to join other local providers in Southwark. Therefore, there was an overall increase of care worker numbers across the sector.
64. Majority of concerns relating to quality of service delivery during the year across providers were seemingly due to the providers experiencing significant changes in their management structure rather than front care staff at different times.
65. The management structures of all providers have been stabilised and continues to result in improved service delivery.

Care at Home annual service user satisfaction survey

66. Providers are contractually obliged to obtain service user feedback on an annual basis. To support reporting in the Council Plan we are working with providers to move this to quarterly.
67. The surveys of individual providers were conducted at different times throughout the year.
68. There was a low response rate to surveys overall and this will be an area of focus this year.
69. The overall satisfaction at the end of Q4 was 88%, based on the responses received.
70. The question that was asked was – How satisfied are you with your care and support? The ratings used were: Very satisfied, Satisfied, Dissatisfied, Very dissatisfied

71. The table below summarises the data submitted by all providers:

Table 3 - Provider surveys

Providers	Total no. service users as at 22/04/2019	Total no. service user surveys returned	Satisfaction levels (satisfied and above)
Provider E	62	10	7
Provider A	140	10	6
Provider B	357	238	202
Provider C	304	60	53
Provider D	447	132	129
Totals	1248	450	397

Next steps and future areas of development

72. Ongoing regular communication and monitoring to improve the service delivery across all providers. This is facilitated and supported by the dedicated contract monitoring officer.
73. Implementation of the locally developed quality assurance framework to support Provider B, Provider C and Provider A to improve their service delivery.
74. It is evident that providers and the council are working more closely than ever before, ensuring regular two-way communication when issues and concerns are identified. This means that they are addressed more efficiently and effectively, through partnership working. This will further improve to include close partnership working across the whole system and include all key stakeholders.
75. The provider forum meetings will continue as a vehicle for improving communication, relationship building and joint learning.
76. QAF reporting will continue to inform contract management visits and ensure proactive enhanced support as needed to improve and maintain good quality care provision across all providers. Processes are in place to ensure timely submission of data by providers.
77. Improve CM2000 compliance to meet 90% across all providers as a way to ensure good quality care provision through closer, pro-active monitoring of provider activities.
78. To use the information and data from the first year of contract implementation to form a baseline for ongoing contract management activity.
79. Overall, improvement of quality and consistency of care provision resulting in a reduction in complaints and quality alerts received.

80. Launch of the Southwark Ethical Care Charter (SECC) Care Worker survey in November 2019 to establish the impact of the implementation of SECC principles on the work satisfaction of individual care workers.
81. Consider the procurement of additional care at home provision to ensure that the Council has the necessary capacity to meet the care needs of the vulnerable residents of the borough. An increase in the number of providers should give the Council further security and stability to ensure that there are sufficient numbers of providers at any one time to manage the risks that are present within the home care market.

Conclusion

82. The first year of the new Care at Home contract was a challenging year and needed several periods of enhanced provider support to maintain the quality of care for service users in Southwark.
83. The mobilisation of the contracts extended over a longer period than planned, due to several providers experiencing service delivery issues, and some unforeseen external factors, resulting in a reduction of the overall capacity to take on packages of care as planned.
84. Despite the challenges, this was also a year of great learning across the whole system of care provision, including relationship with provider, internal council processes and communication with service users and families, that will inform future contract monitoring of the Care at Home contract and, ultimately, result in consistent, good quality care across all providers.
85. Learning from the mobilisation process has been translated into a business as usual action plan, with the aim of whole system improvement.
86. The implementation of the plan will be monitored by the Care at Home Strategic Monitoring Board, jointly chaired by the Directors of Commissioning and Adult Social Care. The Board will continue to meet throughout the life of the contract to ensure that the benefits from the commissioning strategy are realised for service users and the Council.

Policy implications

87. The Care Act 2014 requires the council to provide care support to meet people's eligible care and support needs. The Care at Home services support people in their own homes to remain as independent, healthy and well as possible.
88. The last Council Plan 2014-2018, introduced the Southwark Ethical Care Charter. The implementation of the charter and delivery of services supports the Fairer Future principles in the 2018-2022 Plan, 'treating residents as if they were a valued member of our own family'.

Community impact statement

89. These services are provided to people affected by all nine strands of the Council's equality agenda which are; Race, Gender, Age, Disability, Faith and Religion, Sexuality, Gender re assignment, Marriage and Civil Partnership and finally Child Care and Pregnancy. The diverse nature of Southwark's population

is reflected in those people needing care and receiving home care services.

90. Under CQC registration, all Home Care providers are required to proactively demonstrate their commitment to equal opportunities and have been assessed to ensure that they have a satisfactory record in relation to diversity.

Resource implications

91. The contracts continue to be managed by the Children Adults and Families Commissioning Service within the Children and Families Directorate.

Legal implications

92. See concurrent comments from Director of Law and Democracy.

Financial implications

93. The total spend on Homecare Service for 2018/19 was £16.8m. Homecare services are part funded from the Better Care Fund and the Improved Better Care Fund. The costs continue to be well managed through Adults Services whilst ensuring the Council's statutory duties are met.

Consultation

94. N/a

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

95. This report for Care At Home for Adults shows the difficulties of mobilisation of the contracts as detailed in paragraphs 13 to 35.
96. This reports show the levels of activities broken out by provider and the enhanced contract management under taken.
This report shows an improvement of quality and consistency of care provision, resulting in a reduction in complaints and quality alerts received.

Director of Law and Democracy

97. This report asks the cabinet to note a number of matters in relation to the annual performance review for care at home 2018/19, and follows a request by cabinet at the point the care at home contracts were awarded (in October 2017) for those contracts to continue to be monitored by Cabinet. This APR has also been considered by CCRB, as required under Contract Standing Order 9.3.
98. There are no specific legal implications in relation to this report. Officers from the contracts team in law and democracy will continue to assist in advising on the contract management process and in relation to the procurement process for additional care at home provision.

Strategic Director of Finance and Governance (27EN1920)

99. The Strategic Director of Finance and Governance notes that this report has no specific financial implications.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Gateway 2: Contract Award Approval - Care At Home Contracts	Commissioning 160 Tooley Street, London, SE1 2QH	Cynthia Davis 020 7525 4227
Link (please copy and paste into your browser):		
http://moderngov.southwark.gov.uk/documents/g5752/Public%20reports%20pack%20Tuesday%2031-Oct-2017%2016.00%20Cabinet.pdf?T=10		

APPENDICES

No.	Title
Appendix 1	Southwark Ethical Care Charter Criteria

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Cabinet Member for Children, Schools and Adult Care	
Lead Officer	David Quirke-Thornton, Strategic Director for Children and Adults	
Report Author	Jemima Strydom, Quality and Performance Manager	
Version	Final	
Dated	21 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
List other officers here	N/a	N/a
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	21 October 2019	

APPENDIX 1**Southwark Ethical Care Charter Criteria**

- 1 Time allocated will match needs of clients (not limited to 15mins)
- 2 No minute-by-minute task-based commissioning or provision
- 3 Domiciliary workers will be paid for their travel time
- 4 Local authorities and service providers will be transparent in their price setting
- 5 Zero hour contracts will not be used in place of permanent contracts
- 6 Local authorities will monitor service providers, including working conditions of staff
- 7 Clients will be allocated the same homecare worker wherever possible
- 8 Visits will be scheduled so that workers are not forced to leave to get to another client
- 9 Those homecare workers eligible must be paid statutory sick pay
- 10 Homecare workers will be covered by the occupational sick pay scheme
- 11 Providers will have a clear procedure for following up concerns about clients
- 12 Homecare workers will be trained (at no cost to themselves)
- 13 Homecare workers will be given time to meet co-workers to share best practice
- 14 Homecare workers will be paid at least the London Living Wage

Item No. 17.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Gateway 1 - Procurement Strategy Approval: Additional Care at Home Provision for Adults	
Ward(s) or groups affected:		All wards	
Cabinet Member:		Councillor Jasmine Ali, Children, Schools and Adult Care	

FOREWORD – COUNCILLOR JASMINE ALI, CHILDREN, SCHOOLS AND ADULT CARE

Following on from the Annual Home Care Report, the cabinet is asked to consider additional care at home provision for adults.

In April 2018, the council awarded five contracts to care home providers to deliver home care services in Southwark.

The council had intended through the original (2017) tender evaluation process to award contracts to up to ten care home providers. Additional capacity has been achieved by securing further Care at Home services with three supplementary providers.

The additional supplementary contracts are not a sustainable option. The council is now seeking to augment current contracted Care at Home provision to the intended level of the original procurement, by undertaking a competitive tender for the provision of a framework for an additional five Care at Home providers.

It is envisaged that additional arrangements will enable small and medium enterprises (SMEs) to bid to join the council's homecare provider market and offer more choice to people using our homecare service.

The proposal is to have the framework in place for four years to align with the contract terms of the agreed five providers. The purpose is to increase capacity of homecare across the borough, with three additional providers in the north of the borough and two in the south.

The procurement process will follow the existing tendering conditions with 70% weighted on price and 30% on quality. Fairer future is 15% social value.

Cabinet are now asked to delegate this to the Strategic Director so that the Commissioning Team can get on with this exercise. The plan is to go to the market before December 2019 so that we can have the new arrangements in place by February 2020

RECOMMENDATIONS

1. That cabinet approves the procurement strategy outlined in this report, with particular regard to:
 - a. Creating a North lot that will comprise of an additional three care at home providers in the area and a South lot that will comprise of an additional two care at home providers. This secures an equitable number of providers (seven) in the

north and south areas of the borough. The proposed lots are to align with the Local Care Network (LCN) boundaries and the Primary Care Network.

- b. The framework is for a period of up to four years until 2024, to align the additional five providers with the current Care at Home contracts. This alignment will provide further investment in the Southwark Ethical Charter at an estimated contract value of £7.4 million.
2. That cabinet agrees to delegate the approval of award decisions (Gateway 2) for this procurement to the strategic director of children's and adults' services.

BACKGROUND INFORMATION

3. In October 2017, cabinet approved the Gateway 2: Contract Award Approval – Care at Home Contracts.
4. The decisions were:
- That cabinet noted the change in the agreed evaluation methodology to a cost/quality weighting of 70:30.
 - That cabinet approved the award the home care (Care at Home) contracts to the providers as detailed in Table 1, for a period of five years commencing from 4 December 2017 for general home care (Lots 1-9) and from March 2018 for the extra care and night owls service (Lot 10) with the provision to extend all contract at the council's discretion for a further two years.
 - That, given the value that cabinet place on the benefits of trade union membership, officers are to write to all the successful bidders to explain those benefits and ask them to go beyond the current requirements of the contract by offering to recognise unions across the workforce engaged on the Care at Home contacts; rather than just those with TUPE protection.
 - Officers to provide regular updates about responses to the trade union recognition request to the lead member as part of the wider briefings received in relation to the mobilisation of the contract.
 - That the homecare contracts continue to be monitored by cabinet.

Care at Home Contract Awards

Table 1 – Care at Home Contract Awards

Service Delivery	LCN/Area	Lot	Area Name	Providers	Approx annual contract value (£s)
General Care at Home	LCN North/A	1	Bermondsey and	London Care	2.82m
		2	Rotherhithe	Sage Care	2.82m
	LCN North/B	3	Walworth and	Supreme	2.13m
		4	Blackfriars	Medacs	2.20m
	LCN South/C	5	Camberwell and Peckham	London Care	2.73m
		6		Sage Care	2.73m
		7		Supreme Care	2.30m
	LCN South/D	8	Dulwich	Medacs	0.86m
		9		Carewatch	0.88m
Extra Care and Night Owls	Borough-wide/E	10	Borough-wide	London Care	1.84m

5. The council had intended through the original (2017) tender evaluation process to award contracts to up to 10 Care at Home providers based upon Most Economically Advantageous Tender (MEAT) principles. The procurement resulted in contracts agreed with only five Care at Home providers.
6. Each provider submitted a detailed mobilisation plan, which covered key aspects of the pre and post contract mobilisation. Commissioners had jointly developed with the Care at Home providers, a Mobilisation Work Programme, which covered the following areas:
 - Governance and contractual requirements
 - Data Cleansing
 - Electronic billing roll out
 - Communications
 - Service user reviews
 - Workforce
 - Service user transfer.

Justification for the procurement

Mobilisation of Care at Home Services

7. In April 2018, the Council awarded five contracts to Care at Home providers to deliver services in Southwark. Mobilisation which commenced in April 2018, concluding in December 2018, proved challenging for providers, initially due to the outgoing providers' staff deciding not to transfer under TUPE to the new providers.
8. As part of the mobilisation work programme, the Care at Home providers attended fortnightly mobilisation meetings with commissioners. Initially, the Council received assurances from each provider that they had sufficient capacity to mobilise and there were no issues or risks to continuity or quality of care.
9. By September 2018, commissioners identified a number of areas of concern regarding the quality of care and capacity in terms of staffing of the Care at Home providers to deliver the allocated care packages, therefore a series of announced and unannounced visits were conducted.
10. These concerns were identified with a backdrop during the autumn of 2018 of providers preparing for the EU exit, due at the time on 29 March 2019, and two national provider failures in the homecare market.

Establishment of supplementary Care at Home Provision

11. In November 2018, the Strategic Director of Children's and Adults' Services approved via emergency CSO provisions, additional supplementary Care at Home services as mitigation for the restrictions placed on Medacs, the voluntary suspension by London Care and the difficulties amongst the remaining contracted providers to establish their "business as usual" obligations such as an inability to accept new care packages.
12. It was approved that care at home provision could increase to include up to an additional five Care at Home providers. Three additional supplementary Care at Home contract arrangements have been put in place to ensure that the council can meet demand for adult social care through the winter and beyond.

13. Details of the supplementary Care at Home providers and the areas covered are detailed in Table 2 below:

Table 2 – Supplementary Care at Home providers

Provider	CQC Rating	Areas Covered
Profad Care	Good	All area across the borough
Thames Homecare	Good (Outstanding in Caring)	
Westminster Homecare	Good	

14. The supplementary services commenced in November 2018. A Gateway 3 report was approved in June 2019 for the purpose of extending the current contracts as follows:
1. Profad Care – to 31 March 2020
 2. Westminster Care – to 31 March 2020
 3. Thames Homecare – No extension required as the contract expires on 31 May 2020
15. A fourth supplementary provider, Southwark Disablement Association (SDA) is in the process of completing the contractual process to provide care at home services up to 31 March 2020.

Market considerations

16. A detailed market analysis has recently been completed to assess the number of care at home providers operating in Southwark and the surrounding boroughs, the analysis assessed the providers in the following areas:
- Analysis on the CQC ratings /dates of inspection
 - Analysis of MINT report for each provider
 - Review of credit score
 - Review of likelihood of failure.
17. The supply mapping exercise identified 70 homecare providers operating in the Southwark and surrounding areas.

Table 3: Analysis of CQC ratings

CQC Rating	No of Providers
Outstanding	3
Good	32
Requires Improvement	11
Inadequate	1
Not inspected	19
Old inspection (Over 24 months)	4

18. Further assessment of providers indicates that potentially 38 providers could be considered for a detailed financial assessment. 13 of the 38 providers currently work with the council delivering Care at Home services.
19. A benchmarking exercise was also undertaken with neighbouring boroughs to understand the level and type of financial checks that are undertaken as part of a

homecare procurement. The responses indicated that other boroughs undertake similar checks to Southwark.

Market Engagement

20. As part of regular market engagement, a soft market testing event was held on 3 July 2019, at which 27 homecare providers attended. The attendees included:

- Large national organisations
- SME providers
- Small and newly formed local care agencies

Seven attendees currently work with the council.

21. A discussion took place regarding the needs of Southwark and this was well received by attendees.

Table 4: Analysis of CQC ratings of attendees

CQC Rating	No of Providers
Outstanding	0
Good	13
Requires Improvement	3
Not inspected*	11

* Generally because they have recently registered as a Homecare provider.

KEY ISSUES FOR CONSIDERATION

Options for procurement route including procurement approach

22. This procurement strategy recommends establishing a framework to call off services from an additional five care at home providers in addition to the five core providers.
23. As per the previous procurement, the additional care at home providers will be required to implement the principles of the Southwark Ethical Care Charter (SECC) including London Living Wage.
24. Southwark Council requires a high quality Care at Home service that delivers locally based services across the borough. The current arrangement for the five core providers is based on four geographical areas.
25. It is proposed to follow the geographical area model which aligns with LCN boundaries by establishing a framework agreement over two lots (North and South). North will combine Areas A and B and South will combine Areas C and D. The volume of demand for new packages of care in each lot (North and South) is approximately 50%.
26. The North lot will comprise an additional three care at home providers. The South lot will comprise an additional two care at home providers. This approach secures an equitable number of providers (seven) in the north and south areas of the borough.
27. The options which have been considered are set out below along with the recommended route.

Do nothing

28. In light of the issues that the Council has managed following on from the outcome of the first procurement, this will not be an option. There is a need to increase the capacity and provide resilience to the Care at Home service, reducing the demand on the five core providers going forward. The current contracts with the supplementary providers that were put in place as an emergency measure will end in 2020 and a solution to replace this provision on a longer term basis is required.
29. If the Council does nothing, it may find in the future that the use of spot providers is needed as it seeks to meet demands for the service. This would result in a fragmented market where the Council has:
- less influence on the cost of the services
 - difficulties in delivering consistently good quality care services and
 - limited assurance that the SECC is adopted by non-care at home providers
30. For these reasons, this option is not recommended.

Bring the service in-house

31. This option would mean that service users would have limited choice if using a direct payment. Care Act legislation prevents the use of direct payments for a council service.
32. It would require significant investment and recruitment of staff to provide the service. As demonstrated during mobilisation there is no guarantee that staff will TUPE over to the Council and could place undue pressure on the current budget.

Undertake a competitive tender process

33. This is the recommended approach; it is prudent to follow this procedure for the additional provision to ensure a fair and transparent process, all contracts are consistent and can be managed/monitored in the same way.
34. In consideration of the options above, it is recommended that a procurement exercise is undertaken on the same scoring criteria as the original procurement.

Alternative options

35. Other options such as joint procurement with other Councils is not feasible due to timescales not aligning and does not fit within existing provision.

Proposed procurement route

36. In line with the previous procurement approach, the proposal is to follow a restricted procedure to establish a framework agreement consisting of two lots (North and South).
37. This procurement exceeds the EU light touch services threshold (£615,278) and is therefore subject to the Light Touch Regime (LTR) under the Public Contract Regulations 2015.

38. The restricted procedure includes a pre-qualification stage, which will use a Supplier Selection Questionnaire (SQ) to shortlist up to 20 bidders (10 per lot). The shortlisted bidders will then be invited to submit a tender.
39. The tenders will be evaluated on 70:30 price and quality weighting. Contracts will be awarded on the basis of MEAT (Most Economically Advantageous Tender).
40. The Fairer Future Framework requirement to include up to 15% Social Value evaluation is not appropriate because it would open the council to challenge as it is a change from the original procurement.
41. The proposal is to have a framework of five providers from which the Council can call off the provision in addition to the five contracted providers. The proposed framework offers the Council a good degree of flexibility, and does not commit the Council to provide a guaranteed volume of activity to any one provider.
42. The proposed number of providers on the framework should encourage SMEs to bid to join the framework, further developing and expanding the care at home market. This is vital to ensure service users can continue to expect high standards of quality care from a wide choice of care at home providers who have adopted the Southwark Ethical Care Charter.
43. The estimated contract value of the framework will be divided between the two lots. This should encourage more SME's to submit a bid as the set minimum turnover threshold will be lower than the previous procurement.
44. The proposal is to have the framework in place for 4 years to align with the contract terms of the five providers including extension periods.
45. The tender process should result in securing three additional care at home providers to operate in the North (Lot 1) and two additional Care at Home providers to operate in the South (Lot 2). The procurement will increase capacity with an additional five individual care at home providers.
46. Bidders will be able to bid for both lots, however bidders will only be able to join one lot on the framework to ensure the council appoints five new providers. Bidders who bid for both lots will be asked to state their preference.
47. This will result in ten care at home providers (five existing core and five new supplementary) operating across the borough to provide care at home services. This arrangement will mitigate the risks relating to managing quality or safety concerns and mitigate the potential impact of provider failure.

Allocation of packages

48. At present, care package referrals are sent to either the two or three contracted providers who operate in the areas they are awarded. The providers are given two hours to respond to indicate if they have the capacity and capability to meet the needs of the person. If the contracted providers decline to take the referral, this is then referred to the supplementary providers. This is known as "First Responder" approach to package allocation.
49. This procurement will continue to utilise the First Responder approach as a call-off mechanism, for the current core providers in the awarded area. The response time for the core provider will be reduced to one hour. Should the referral not be accepted by a

core provider, the referral will no longer be available to the core provider and will pass on and be made available to the supplementary providers on the proposed framework by allocated area i.e. North or South depending on the postcode of the package.

50. In light of the issues related to the core providers an additional assurance process will be completed prior to packages of care being placed with providers, to ensure that each care at home provider has the capacity and capability to deliver the referred care hours.
51. The metrics will be monitored and reviewed on a regular basis by the contracts team and there will be regular communication with the placements team on the status of the providers.

Identified risks for the procurement

52. The following risks have been identified for this procurement:

Risk	Description	Risk Rating	Mitigation
Financial	Financial sustainability of the Care at Home providers.	Medium	This will continue to be monitored. This procurement ensures that there are more providers available to deliver the care.
Capacity of market	There are a range of providers in Southwark and the surrounding area that are keen to have contracts with the Council	Medium	A competitive procedure will ensure providers evidence their ability to deliver the services to the required standard. A soft market testing engagement event has been held.
Timescales not being met	Further delay to the procurement of the additional Care at Home provision could cause reputational risk to the Council	Medium	Commissioning and Procurement staff resource has been brought in to deliver a Programme Management approach to support the project and will be supported by a comprehensive procurement timetable, which is both realistic and achievable.
Lack of bids	A lack of bids could mean the council is not able to award the desired number of contracts	Low	Engagement with the market will ensure that there is a clear understanding of the market in terms of size and strength as well as likely interest in this opportunity.
Lack of quality bids	A lack of quality bids could mean the council is not able to award the contract due to quality concerns	Low	A robust procurement process and a clear service specification that outlines the required standards for the delivery of the service.

Key/Non Key decisions

53. This report deals with a key decision.

Policy implications

54. The Care Act 2014 references that the Council has a statutory responsibility to provide care and support to meet people's eligible care and support needs. The Care at Home services support people in their own homes to remain as independent, healthy and well as possible.
55. The Care Act 2014 requires Southwark Council to:
- Meet eligible care and support needs
 - Promote people's wellbeing and independence
 - Prevent, delay or reduce care and support needs
 - Provide information and advice on the choice of social care available
 - Support people to fully participate in assessing their care and support needs and developing their support plans
 - Join up health and social care services where this will help us do the above.
56. The Council Plan 2018-22 has a commitment to Fairer Future principles and a commitment to treat residents as if they were a valued member of our own family.

Southwark Ethical Care Charter

57. In 2013, Southwark Council agreed the Southwark Ethical Care Charter, through which providers support the commitment to:
- pay the London Living Wage (LLW)
 - include travel time and
 - no zero hours contracts unless this is the preference of the employee.

Procurement Project Plan (Key Decisions)

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	01/05/2019
CCRB Review Gateway 1	08/08/2019
DCRB Review Gateway 1	18/09/2019
Brief relevant cabinet member (over £100k)	01/10/2019
Notification of forthcoming decision - cabinet	07/10/2019
Approval of Gateway 1: Procurement strategy report	29/10/2019
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	06/11/2019
Completion of tender documentation	30/09/2019
Publication of OJEU Notice	11/11/2019
Publication of Opportunity on Contracts Finder	12/11/2019
Closing date for receipt of expressions of interest	13/12/2019
Completion of short-listing of applicants	08/01/2020

Invitation to tender	09/01/2020
Closing date for return of tenders	07/02/2020
Completion of any clarification meetings/presentations/evaluation interviews	24/02/2020
Completion of evaluation of tenders	28/02/2020
CCRB Review Gateway 2:	26/03/2020
DCRB Review Gateway 2:	22/04/2020
Notification of forthcoming decision – despatch of cabinet agenda papers	11/05/2020
Approval of Gateway 2: Contract Award Report	16/06/2020
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	23/06/2020
Debrief Notice and Standstill Period (if applicable)	06/07/2020
Contract award	07/07/2020
Add to Contract Register	08/07/2020
Mobilisation and TUPE Consultation period (if applicable)	18/08/2020
Place award notice in Official Journal of European (OJEU)	08/07/2020
Place award notice on Contracts Finder	08/07/2020
Contract start	19/08/2020
Initial contract completion date	18/08/2024
Contract completion date – (if extension(s) exercised)	N/A

TUPE/Pensions implications

58. This procurement may have TUPE implications if the current supplementary providers do not take part or are unsuccessful in the tendering exercise.
59. There will not be any direct TUPE implications for Southwark Council as the services are delivered by external providers.

Proposed Tender approach

Development of the tender documentation

60. The development of the tender documentation will be overseen through the Care at Home Project Board which has been established to drive the delivery of this work. The Project Board has been in place since March 2019.
61. The Project Board is chaired by the Assistant Director for Commissioning Children, Adults & Families.
62. Regular Board meetings are in place to provide strategic oversight and ensure delivery. The Board includes representation from commissioning, operational social care leads and performance. Additional support, advice and expertise are provided by Finance, Procurement and Legal.

63. The Children, Adults and Families Commissioning Team will be responsible for developing the tender documentation with assistance from legal and procurement. The service specification from the previous procurement will be reviewed and updated following the learning of the last year.

Advertising the contract

64. A Contract Notice will be published in OJEU, Contracts Finder and on Southwark Council's e-procurement portal.

Evaluation

65. A Standard Selection Questionnaire (SQ) will be used to pre-qualify bidders and a short list of up to 10 bidders for each lot will be invited to tender.
66. Providers will be able to bid for both lots and indicate a preference but if successful will only be awarded one contract in the North or South.
67. The evaluation criteria will be based on a 70:30 price/quality ratio. This was the ratio used in the previous procurement of care at home services. The evaluation panel will be set up with representatives from across relevant service areas and will include commissioning and finance officers. The evaluation panel will also include service users/family carers at the bidder presentation stage.
68. The Council is keen to encourage a range of bidders across a fragile market and will undertake a financial assessment that will consider credit score and minimum turnover amongst other financial factors to evaluate financial viability.

Price evaluation - 70%

69. The Council is following the same process as used in the previous procurement that had undertaken extensive benchmarking of unit costs. Providers will be required to submit a full breakdown of their costs which includes:
- The hourly rate of pay for staff
 - Management costs
 - Building and office costs
 - Reasonable operating profit for the organisation.
70. The use of a floor and ceiling price banding will be used to ensure the prices that are submitted are both sustainable and affordable. The same price is to be used as in the previous procurement and will include the increases to the London Living Wage.
71. The use of the price banding means that the supplementary providers on the framework will be aligned with the prices paid to the five core providers.

Quality evaluation - 30%

72. The Project board has overseen the development of the quality evaluation criteria and the method statements.
73. Method statements have been improved to cover the issues identified during the mobilisation of the five core providers and improve process to ensure there is a consistent high quality service delivered across providers.

74. The method statement themes such as service delivery and service outcomes from the previous procurement have been followed. There is the inclusion of a case study and a question on social value.
75. The bidders will be required to demonstrate their commitment to the SECC for their workforce including payment of the London Living Wage and Trade Union recognition.
76. The evaluation panel will include a range of Council stakeholders across operations, commissioning, contracts and placements. This is important in ensuring a diverse range of perspectives when assessing the quality of the bids submitted.

Service user engagement

77. There has been engagement with the public through a local forum held on 30 May 2019. The feedback from the forum was positive to the proposal to have additional care at home providers and more robust management of the providers in operation. Key themes of the discussion were:
 - respect and dignity to each person
 - consistency of care
 - communication by the worker and the branch
 - training and support to the care workers.
 - the care should be enabling – focus on what people can do for themselves.

Community impact statement

78. This service will provide support to enable people to remain safe and well in their own home. The service is provided to some of the borough's most vulnerable residents.
79. Officers are mindful of the need to have due regard to the Public Sector Equality Duty imposed by section 149 of the Equality Act 2010, which requires the Council 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 share it;
 - Foster good relations between persons who share a relevant protected characteristic and those who do not share it.
80. The health and wellbeing of Southwark residents having a protected characteristic under the Equality Act 2010 will be at the core of the work for this service.

Social value considerations

81. The Public Services (Social Value) Act 2012 requires that the Council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the well being of the local area can be secured. The details of how social value will be incorporated within the tender are set out in the following paragraphs.

Economic considerations

82. The procurement of Care at Home services is a cost effective way of ensuring residents are able to remain living in their own homes. The service supports people to remain as healthy as possible and maintain their well being.

83. The successful bidders will be expected to demonstrate social value in their response to a method statement question. The provider will need to consider a range of measures that they can implement to foster social value.

Social considerations

84. The successful providers will be required to pay their staff the London Living Wage (LLW). Given the need to recruit and retain high quality staff, it is considered that best value will be achieved by including this requirement, as well as ensuring that the providers adhere to the requirements of the SECC.
85. As part of the tender process, bidders will be required to confirm that they will be paying LLW and the benefits that this will provide to the council. As part of the tender process, bidders will also be required to confirm how productivity will be improved by payment of LLW. Following award, these quality improvements, adherence to payment of LLW and any cost implications will be monitored as part of the contract review process.
86. As part of the SECC the providers will be required to provide training for the Care workers at no cost to the worker.
87. In accordance with the Fairer Futures Framework, the successful providers will be expected to recognise trade unions.

Environmental/Sustainability considerations

88. The providers will be expected to ensure that the staff are rostered in as efficient a manner as possible to reduce unnecessary travel to service users.

Plans for the monitoring and management of the contract

89. As part of ongoing contract management the quality assurance measures regarding a providers capability and capacity, will include the following metrics:
- capacity of provider
 - electronic call monitoring compliance at 90%
 - monitoring the number of missed calls
 - monitoring the number of missed double handed calls.
90. The contracts will be performance managed by the dedicated contract monitoring officer for care at home in Children's & Adults Services in conjunction with operational service leads from Social Care. Managing and monitoring of the contract will include:
- Compliance with the specification
 - Performance measurement of the provider
 - Service user outcomes
 - Service user satisfaction
 - Stakeholder satisfaction
 - Six monthly report to Departmental Contract Review Board
 - Annual Care at Home Performance Report.

Enhanced Contract Management (ECM)

91. The purpose of the ECM is to capture immediate actions required by the commissioning service to manage service quality where issues have been identified in the services provided by the five core Care at Home Providers. The ECM took the form of:
- Detailed action plans in areas of concern
 - Fortnightly meetings with the contract management and commissioning
 - A series of announced and unannounced visits to provide assurance on the action plan progress.
92. Leadership of the ECM is by Commissioning, the purpose of which was to:
- Co-ordinate monitoring activities, intelligence and concerns
 - Manage provider concerns issues in a transparent and coordinated way
 - Ensure outstanding monitoring actions, complaints, and QAs information is collated and informs both monitoring visits and ongoing provider concerns meetings.
 - To validate provider actions where identified through provider meetings and monitoring visits
 - To determine that criteria/evidence is tested to determine stepping down providers from formal concerns processes.
93. One of the benefits realised from the procurement was the introduction of electronic call monitoring. Whilst the enhanced contract management was in place the go live date for payment by activity via the CM2000 electronic call monitoring was paused. This has operated in shadow form until April 2019; payments are now made based on CM2000 returns.
94. CM2000 will be a requirement for the supplementary providers.

Staffing/procurement implications

95. The proposed procurement will require the involvement of Southwark staff across operational, placements, commissioning and contracts as part of the evaluation panel and will be key to ensuring that Southwark has quality service provision, which complements and supports operational delivery.

Financial implications

96. The total estimated annual value for the proposed framework is approximately £7.4 m which is an estimated contract value based on new packages of care, existing packages of care and expected packages of care which will move on to the framework. This will be monitored and validated through the electronic call monitoring provider returns.
97. Cabinet should note that this is an estimated value, since the contracts are paid on an activity basis. The total homecare budget available for 2019/20 is £16m which funds both existing Care at Home contracts and the proposed framework. There is sufficient budget available for the proposed framework.
98. The homecare budget available is part funded from Better Care Fund funding of £2m and improved Better Care Fund funding of £7.6 m. It is anticipated that the contracted

homecare costs for future years will be subject to annual changes in London Living Wages and related employers' National Insurance and pension costs.

Legal implications

99. Please see concurrent from the director of law and democracy.

Consultation

100. Consultation with operational colleagues has been integral to this work and will be ongoing to ensure that the final specification is fit for purpose and reflects the key requirements for Southwark.

101. Consultation with residents has taken place previously, which informed the commissioning approach. Further engagement with service users has been undertaken to which is detailed in the report.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance (22EN201920)

102. The strategic director of finance and governance notes the contents of this report. Funding for the contract has been identified in the financial implications part of the report.

Head of Procurement

103. This report seeks cabinet's approval for the procurement strategy outlined in this report to undertake the procurement for an additional five Adults Care at Home providers to augment the existing providers. The total expenditure is £7.4m for a period of four years until 2024.

104. The value of the procurement for these services means that they are both subject to the tendering requirements of the Public Contract Regulations 2015 (PCR15) and the council's Contract Standing Orders. The council's proposed strategy of undertaking two restricted procedures for the reasons detailed in paragraphs 36 to 47 will meet these requirements. This procurement route should maximise competition and ensure that the council achieves the best value for money.

105. Paragraphs 65 to 77 in this report detail the proposed evaluation methodology to shortlist five providers at SQ stage to then complete ITT stage.

106. Southwark Council's procurement officers will be advising on the tender documents to be used to ensure that all relevant statutory questions are included and due diligence to ensure the successful supplier is financially stable.

Director of Law and Democracy

107. This report seeks approval of the procurement strategy for additional Care at Home provision for adults.

108. Due to the nature and estimated value of the services that the council requires the procurement of those services will be subject to the application of the European procurement regulations (those relating to "light touch" services under the Public

Contract Regulations 2015) as well as relevant domestic legislation and the council's Contract Standing Orders.

109. The report details a proposal to establish a framework comprising five service providers, following an EU compliant "restricted procedure" procurement.
110. The decision to approve the recommended procurement strategy is one which is expressly reserved to the cabinet under the council Constitution.
111. The community impact statement set out in paragraphs 92 to 94 of this report summarises the effect of the Public Sector Equality Duty contained in section 149 of the Equality Act 2010, and in making procurement decisions the council must consider and have due regard to any effects of the decision on the community at large and on people identified as possessing "protected characteristics", as defined in the Act.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Gateway 2 : Contract Award Approval – Care at Home contracts, October 2017	Children, Adults and Families Commissioning Team 160 Tooley St. London SE1 2HQ	Abigail Garraway 0207 525 7627
Link (please copy and paste into your browser):		
http://moderngov.southwark.gov.uk/documents/g5752/Public%20reports%20pack%20Tuesday%2031-Oct-2017%2016.00%20Cabinet.pdf?T=10		
Title of document(s) Gateway 1: Homecare Procurement Strategy, March 2015	Children, Adults and Families Commissioning Team 160 Tooley St. London SE1 2HQ	Abigail Garraway 0207 525 7627
Link (please copy and paste into your browser):		
http://moderngov.southwark.gov.uk/documents/g4868/Public%20reports%20pack%20Tuesday%2017-Mar-2015%2016.00%20Cabinet.pdf?T=10		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Children , Schools and Adult Care	
Lead Officer	David Quirke-Thornton, Strategic Director for Children and Adults	
Report Author	Abigail Garraway, Strategic Commissioning Manager, Prevention & Inclusion	
Version	Final	
Dated	21 October 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	Yes	Yes
Head of Procurement	Yes	Yes
Director of Law and Democracy	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		21 October 2019

Item No. 18.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Appointments to Outside Bodies 2019-20 - Potters Fields Park Management Trust	
Ward(s) or groups affected:		N/a	
From:		Proper Constitutional Officer	

RECOMMENDATION

1. That cabinet agree to the appointment of Caroline Bruce, the council's strategic director of environment and leisure to the Potters Field Park Management Trust for 2019-20 to the one vacancy that remains for this outside body following the appointment of Councillor Rebecca Lury, deputy leader and cabinet member for culture, leisure, equalities and communities on 18 June 2019.

BACKGROUND INFORMATION

2. Each year the council makes appointments/nominates individuals to outside bodies.

KEY ISSUES FOR CONSIDERATION

Appointments to outside bodies

3. It is for the cabinet to make appointments to outside bodies in connection with the functions which are the responsibility of the cabinet (e.g. housing, education, social services, regeneration etc).

Nomination to Potters Fields Park Management Trust (one vacancy)

4. Potters Fields Park Management Trust leases the park for events, functions and other activities in order to provide funds for maintenance, and to develop programmes which educate and engage with the community. Cabinet appoint to two vacancies on an annual basis, normally the relevant cabinet member and the council's strategic director of environment and leisure.
5. Cabinet at its meeting on 18 June 2019 agreed to the appointment of Councillor Rebecca Lury, deputy leader and cabinet member for culture, leisure, equalities and communities to serve on the Potters Field Park Management Trust. One vacancy remained. The council were awaiting the strategic director of environment and leisure to take up her position before formally appointing to this vacancy (she was not currently in post at the time of the 18 June 2019 report).

Legal implications

6. Appointments to some of the outside bodies may carry risk both corporately and to the individuals appointed. Standards committee at its meeting on 9 November 2011 approved 'Guidance to Members who serve on Outside Bodies' which is intended to help councillors understand their duties when appointed to outside bodies, and how

to handle conflicts of interest that may arise. The guidance is available in the Library on the council website.

Community impact statement

7. The nominations process has no direct impact on the community.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Lead Officer	Chidilim Agada, Head of Constitutional Services	
Report Author	Paula Thornton, Constitutional Officer	
Version	Final	
Dated	15 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
Date final report sent to Constitutional Team		15 October 2019

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Paula Thornton Tel: 020 7525 4395

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Other Councillors		Kevin Fenton	1
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