

Cabinet

Tuesday 7 December 2021

11.00 am

Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

Membership

Councillor Kieron Williams (Chair)
Councillor Jasmine Ali

Councillor Evelyn Akoto
Councillor Stephanie Cryan
Councillor Helen Dennis

Councillor Rebecca Lury
Councillor Darren Merrill
Councillor Alice Macdonald
Councillor Jason Ochere
Councillor Catherine Rose

Portfolio

Leader of the Council
Deputy Leader and Cabinet Member for
Children, Young People and Education
Health and Wellbeing
Council Homes and Homelessness
Climate Emergency and Sustainable
Development
Finance, Performance and Democracy
A Safer, Cleaner Borough
Equalities, Neighbourhoods and Leisure
Jobs, Business and Town Centres
Transport, Parks and Sport

INFORMATION FOR MEMBERS OF THE PUBLIC

Access to information

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Contact

paula.thornton@southwark.gov.uk; constitutional.team@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Councillor Kieron Williams

Leader of the Council

Date: 29 November 2021



Cabinet

Tuesday 7 December 2021
11.00 am

Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
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PART A - OPEN BUSINESS

MOBILE PHONES

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

1. APOLOGIES

To receive any apologies for absence.

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

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

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

1

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

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

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

Item No.	Title	Page No.
5.	PUBLIC QUESTION TIME (15 MINUTES)	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of public questions is midnight Wednesday 1 December 2021.	
6.	MINUTES	2 - 8
	To approve as a correct record the minutes of the open section of the meeting held on 19 October 2021.	
7.	DEPUTATION REQUESTS	
	To consider any deputation requests. The deadline for the receipt of a deputation request is midnight Wednesday 1 December 2021.	
8.	GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL: ALL-AGE COMMUNITY DRUG AND ALCOHOL EARLY INTERVENTION, PREVENTION, RECOVERY AND TREATMENT SYSTEM	9 - 52
	To approve a public contract regulations (PCR) 2015 competitive procurement process for a community illicit drug and alcohol early intervention, prevention, recovery and treatment system for residents of all age.	
9.	ADOPTION OF THE SOUTHWARK PLAN 2022	To follow
	To agree the Southwark Plan 2022 for adoption by council assembly.	
10.	STATEMENT OF COMMUNITY INVOLVEMENT AND DEVELOPMENT CONSULTATION CHARTER	53 - 65
	To agree the Statement of Community Involvement (SCI) and Development Consultation Charter for public consultation for eight weeks from 14 December 2021 to 7 February 2022.	
11.	COUNCIL TAX BASE 2022-23	To follow
	To approve the schedule of discounts and exemptions and agree the council tax base for 2022-23.	

Item No.	Title	Page No.
12.	POLICY AND RESOURCES STRATEGY 2022-23 TO 2024-25 UPDATE	To follow
	To note issues associated with the policy and resources strategy and agree recommendations.	
13.	HOUSING REVENUE ACCOUNT - INDICATIVE RENT SETTING AND BUDGET REPORT 2022-23	To follow
	To note issues associated with the housing revenue account.	
	To instruct officers to provide a final report to cabinet in February 2022 on rent setting after consultation with residents.	
14.	GATEWAY 1 - PROCUREMENT STRATEGY FOR THE BOROUGH'S TREE WORKS PROGRAMME	66 - 91
	To note the retention of the in-house tree maintenance team and proposals to combine it with the in-house client team, to form a single, cohesive and comprehensive in-house team to manage the Borough's significant tree stock and to approve a competitive tender process to establish tree maintenance contract(s) to support in-house provision.	
15.	HEMOCARE ANNUAL REVIEW REPORT 2021	92 - 113
	To note the journey of the care at home contracts since the last report received in October 2019.	
16.	SCHOOL STANDARDS REPORT 2021	114 - 142
	To note the 'Southwark School Standards Report 2020-21.	
17.	VARIATION OF DEVELOPMENT PARTNERSHIP AGREEMENT	To follow
18.	TUSTIN ESTATE LOW RISE REDEVELOPMENT PROGRAMME: UPDATE AND PHASE 1 COMPULSORY PURCHASE ORDER (CPO)	143 - 158
	To note the current position in relation to the delivery of new homes at Phase 1 of the Tustin Estate investment programme.	

Item No.	Title	Page No.
19.	LEDBURY ESTATE TOWERS - FUTURE REDEVELOPMENT UPDATE	159 - 175
	To approve a variation to the housing investment programme for funding to enter into a works contract following approval of a contractor appointment and for funding of on costs required to take the project to practical completion	
	To note project progress since the July cabinet paper along with progress of related processes.	
20.	PROPOSAL TO ESTABLISH 'SOUTHWARK CONSTRUCTION' TO BUILD THE HOMES AND DEVELOP THE SKILLS OUR BOROUGH NEEDS	176 - 195
	To agree to the creation of 'Southwark Construction', an internal arm of the council, that will deliver new council housing and in doing so also create and develop a wide range of benefits that meet the challenging expectations of the council.	
21.	IMPACT OF THE BUILDING SAFETY BILL	196 - 219
	To note the impact of new and emerging legislation - most notably, the Fire Safety Act and the Building Safety Bill and agree related recommendations.	
22.	BARNWELL HOUSE, ST GILES ROAD, CAMBERWELL, LONDON SE5 7RP - DISPOSAL OF FREEHOLD INTEREST	
	To agree terms to dispose of the council's freehold interest in Barnwell House, St Giles Road, Camberwell, London SE5 7RP to Peabody.	
23.	YOUTH NEW DEAL PROGRESS UPDATE	220 - 237
	To note the progress made in delivering the Youth New Deal.	
24.	APPROVAL OF TRANSPORT FOR LONDON (TFL) FUNDING GRANT SUBMISSION FOR 2022-23	To follow
	To agree the content of the council's proposed local implementation plan (LIP) submission to Transport for London (TfL) that identifies transport projects to be delivered using this funding in 2022-23 and that this be submitted to TfL.	

Item No.	Title	Page No.
25.	RESPONSE TO THE ENVIRONMENT SCRUTINY COMMISSION - AIR QUALITY (PART 2)	To follow
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
26.	RESPONSE TO THE ENVIRONMENT AND SCRUTINY COMMISSION - MENTAL HEALTH INEQUALITIES OF BLACK, ASIAN AND MINORITY ETHNIC CHILDREN AND YOUNG PEOPLE	238 - 249
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
27.	RESPONSE TO THE ENVIRONMENT AND SCRUTINY COMMISSION - ENVIRONMENT AND PLANNING	250 - 260
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
28.	RESPONSE TO THE HOUSING AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION: ESTATE CLEANING SERVICES AND ANTI-SOCIAL BEHAVIOUR TO SOUTHWARK ESTATES	261 - 280
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
29.	RESPONSE TO THE HOUSING AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION - REVIEW OF COMMUNITY HUBS	281 - 289
	To consider the responses to the recommendations in respect of the scrutiny commission report.	
30.	MOTIONS FROM COUNCIL ASSEMBLY	290 - 323
	To consider motions referred from council assembly.	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING	

EXCLUSION OF PRESS AND PUBLIC

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

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

PART B - CLOSED BUSINESS

- 31. LEDBURY ESTATE TOWERS - FUTURE REDEVELOPMENT UPDATE**
- 32. BARNWELL HOUSE, ST GILES ROAD, CAMBERWELL, LONDON SE5 7RP - DISPOSAL OF FREEHOLD INTEREST**
- 33. VARIATION OF DEVELOPMENT PARTNERSHIP AGREEMENT**

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

Date: 29 November 2021



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

Cabinet 7 December 2021

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

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

This notice issued in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 is to confirm that the cabinet meeting to be held on 7 December 2021 at 11.00am online/virtual meeting will be held partly in closed session for consideration of the following items listed on the agenda:

- Item 31:** Ledbury Estate Towers - Future redevelopment update
- Item 32:** Barnwell House, St Giles Road, Camberwell, London SE5 7RP
- Disposal of Freehold Interest

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

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

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

Paula Thornton
For Proper Constitutional Officer

Dated: 29 November 2021



CABINET

MINUTES of the Cabinet held on Tuesday 19 October 2021 at 11.00 am at Ground floor meeting rooms, 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Kieron Williams (Chair)
Councillor Evelyn Akoto
Councillor Stephanie Cryan
Councillor Helen Dennis
Councillor Rebecca Lury
Councillor Darren Merrill
Councillor Alice Macdonald
Councillor Jason Ochere
Councillor Catherine Rose

1. APOLOGIES

Apologies for absence were received from Councillor Jasmine Ali.

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

There were none.

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

There were none.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Councillor Darren Merrill disclosed a pecuniary interest in item 9, Driving up standards for the private rented sector, as he owns a rental property in the borough. He withdrew from the meeting for that item.

5. PUBLIC QUESTION TIME (15 MINUTES)

No public questions were received.

6. MINUTES

RESOLVED:

That the minutes of the open section of the meeting held on 14 September 2021 be approved as a correct record and signed by the chair.

7. DEPUTATION REQUESTS

No deputation requests were received.

8. SUPPORTING ACTIVE COMMUNITIES - A VOLUNTEER STRATEGY FOR SOUTHWARK 2021 - 24

RESOLVED:

1. That the following vision for volunteering in the borough be adopted.

We want Southwark to be a place where everyone feels confident to help and support their neighbours and local groups by getting involved in their communities. We want to build a Southwark where everyone has access to volunteering, so individuals and the places where we live, work, worship and visit can thrive.

2. That it be agreed that the priority for change we wish to affect through this work over the next three years are increasing diversity among volunteers, improving pathways to work through volunteering and continuing to focus on young adults volunteering. In particular the following outcomes for the strategy to deliver have been set out:

- More people from our Black Asian and ethnic minority communities engage in volunteering
- The diversity of trustees on voluntary and community sector (VCS) boards increases
- More people accessing employment through the experience gained by volunteering
- More organisations offer opportunities to volunteers
- Improved experience of volunteering through support of host organisations
- Residents feel supported in their neighbourhoods by active communities
- Young adults are active volunteers

3. That the following key objectives for the strategy for the next three years 2021 to 2024 that will enable us together with our key partners to deliver our vision and these outcomes be approved:

- a) **Increase awareness and knowledge of volunteering:** We want to raise the profile of and celebrate volunteering. We know that people cannot take up opportunities if they do not know about them. We want everyone to have access to volunteering, and feel that this is an activity they can take part in, a normal part of life, and gain the benefits from this way of taking part. We want people to feel valued for their contributions to supporting their communities thrive.
 - b) **Provide appropriate support to organisations that host volunteers:** Volunteers are often the backbone to organisations; they provide the much-needed support in so many different areas. Many grass roots organisations and community groups are volunteer led and are only able to function because of volunteers. We want to make sure all groups and organisations who have volunteers are fully supported through best practice and reward and recognition
 - c) **Make volunteering, inclusive, accessible meaningful and valued:** We want to ensure volunteering is open to all. We know that currently the profile of who volunteers does not reflect the profile of the borough and that therefore many people do not access the benefits being a volunteer can bring. We want to change this. People who want to give their time should be able to easily find an opportunity and access volunteering no matter where they are from, live or their protected characteristics. Many look to volunteering to enhance their work skills and we want to support organisations to ensure their volunteering programme can create appropriate pathways into work.
- 4. That the action plan that sets out how the strategy will be delivered set out at Appendix 2 of the report be approved.
 - 5. That it be noted this strategy development has been led by Community Southwark in partnership with the council and other key voluntary sector organisations and passes on its thanks for this collaboration.

9. DRIVING UP STANDARDS FOR THE PRIVATE RENTED SECTOR

RESOLVED:

- 1. That the changes to the existing mandatory licensing scheme set out in Appendix 1 of the report and the new initial fee structure for mandatory licensing as set out in Appendix 7 of the report be approved.
- 2. That the implementation of a borough wide additional licensing designation for 5 years as detailed in Appendices 2 and 3 of the report from 1 March 2022 for Houses in Multiple Occupation (HMOs) not included in the mandatory

licensing definition, under Part 2 of the Housing Act 2004. Including the initial fee structure as set out in Appendix 7 of the report be approved.

3. That the implementation of the selective licensing designation 1 in Champion Hill and Newington wards, for 5 years, as detailed in Appendices 4 and 6 of the report, from 1 March 2022 under the Housing Act 2004 be approved.
4. That the implementation of the selective licensing designation 2 in Faraday, Goose Green and St. Giles wards, for 5 years, as detailed in Appendices 5 and 6 of the report, from 1 March 2022 under the Housing Act 2004 be approved.
5. That the initial fee levels for selective licensing designations 1 and 2 as set out in Appendix 7 of the report be approved
6. That authority be delegated to the strategic director of environment and leisure to make any minor amendments to the schemes as necessary during the 5 year duration, for the effective administration of the schemes.
7. That the final proposals for the council's Gold Standard Charter for Landlords as set out in Appendices 9 and 10 of the report be approved.
8. To authority be delegated to the strategic director of environment and leisure to make minor amendments to the Gold Standard Charter as necessary for the effective success and administration of the scheme.

10. SOUTHWARK EMPTY HOMES ACTION PLAN

RESOLVED:

To the new detailed Southwark Empty Homes Action Plan 2021 in Appendix 1 of the report be approved.

11. GREEN BUILDINGS FUND

RESOLVED:

1. That all secured carbon offset funding is held and consolidated in a carbon offset fund called the Green Buildings Fund to maximise carbon offsetting opportunities.
2. That the Green Buildings Fund is spent to deliver carbon offsetting projects in accordance with the council's climate change strategy and action plan. The initial focus of offsetting projects will be the decarbonisation and retrofitting of community buildings, schools and council housing.

3. That officers prepare recommendations with input from relevant cabinet members on which carbon offsetting projects to fund. The relevant delegated officer or the planning committee will approve the release of the funds for carbon offsetting projects using existing s106 processes.
4. That the funding criteria for carbon offsetting projects to be agreed by officers and relevant cabinet members.
5. That officers seek other sources of co-funding for the Green Buildings Fund, and review options for a new local carbon offset price in parallel to the New Southwark Plan early review, to encourage greater onsite carbon reduction performance and ensure the carbon offset price fully covers offsetting costs.

12. HERITAGE SUPPLEMENTARY PLANNING DOCUMENT (SPD)

RESOLVED:

1. That it be agreed that the Heritage Supplementary Planning Document (SPD) be adopted (Appendix A of the report).
2. That the equalities impact assessment (Appendix B of the report) and consultation report (Appendix C of the report) be noted

13. ANNUAL WORKFORCE EQUALITIES REPORT

RESOLVED:

6. That the Annual Workforce Report attached as Appendix 1 to the report, including the Protected Characteristics and Workforce Profile (Section 1), General Workforce Data (Section 2), Pay Gap reports (Section 3) and the Equality, Diversity and Inclusion (EDI) Action plan (Section 4) and the covering report be noted.
7. That it be noted that officers will continue to develop and deliver the council's Equality, Diversity and Inclusion action plan including the recommendations under Southwark Stands Together – Workforce Work stream to improve EDI across our workforce.

14. APPROPRIATION OF 86, 88 AND 114 VESTRY ROAD SE5 8PQ

RESOLVED:

1. That the land shown edged red on the plan at Appendix A of the report that is currently held for housing purposes be confirmed as no longer required

for those purposes and the appropriation of the land to planning purposes to facilitate the carrying out of the development proposals for the area in accordance with section 226 of the Town and Country Planning Act 1990 and section 122(1) of the Local Government Act 1972. be approved.

2. That following completion of the appropriation at paragraph 1 of the report that the land shown edged red on the plan at Appendix A be confirmed as no longer be required for planning purposes and the appropriation of the land to housing purposes in accordance with section 9 of the Housing Act 1985 and section 122(1) of the Local Government Act 1972 be approved.

15. PUPIL PLACE PLANNING REPORT 2021

RESOLVED:

1. That the updated forecasts of primary and secondary school places from 2021-2022 onwards set out in paragraphs 48 to 53 of the report (primary) and paragraph 58 (secondary) of the report be noted.
2. That the existing over supply of primary and sufficiency of secondary places across the council area, and proposed actions to monitor supply and demand be noted.
3. That the actions outlined in the report to match primary demand with capacity of places be noted and that the decision to request a variation from the Office of the Schools Adjudicator to reduce the published admission numbers at the schools with a trend of vacancy rates referred to in paragraphs 19-21 from September 2022 onwards, be delegated to the strategic director of children's and adults 'services, after consultation with the deputy leader and cabinet member for children, young people and education.
4. That a report be brought back to cabinet within six months on the extent to which changes in the benefit system have led to a reduction in the number of school-aged children in the borough; working if possible with other boroughs and the regional schools officer.

16. GATEWAY 1 SPECIAL EDUCATIONAL NEEDS AND DISABILITY (SEND) TAXI FRAMEWORK

RESOLVED:

1. That the procurement strategy outlined in the report for special educational needs and disability (SEND) taxis for children, young people and vulnerable adults, which is to undertake a competitive tender process for a four year framework agreement commencing on 1 September 2022 until 31 August 2026 for an estimated annual cost of £2m making the total for four years £8m

be approved.

2. That gateway 2 award of contract be delegated to the strategic director of children's and adults' services for the reasons noted in paragraph 29 of the report.

17. RESPONSE TO CABINET REPORT OF THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: EDUCATION: CHILDREN'S EXPERIENCE AND EDUCATION DURING THE COVID-19 PANDEMIC

RESOLVED:

That the response from the deputy leader and cabinet member for children, young people and education to the 15 June 2021 cabinet report from education and local economy scrutiny commission: education: children's experience and education during the Covid-19 Pandemic be noted.

CHAIR:

DATED:

DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 18 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 27 OCTOBER 2021.

THE ABOVE DECISIONS WILL NOT BE IMPLEMENTABLE UNTIL AFTER THAT DATE. SHOULD A DECISION OF THE EXECUTIVE 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: 7 December 2021	Meeting Name: Cabinet
Report title:		Gateway 1 - Procurement Strategy Approval All-Age Community Drug & Alcohol Early Intervention, Prevention, Recovery and Treatment System	
Ward(s) or groups affected:		All wards; residents of all ages with drug and / or alcohol support needs and / or affected by drug and / or alcohol use, their families and communities	
Cabinet Member:		Councillor Evelyn Akoto, Health and Wellbeing	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING

Drug and alcohol misuse and dependence can result in significant economic, health and social harms to individuals, families and communities. There is significant evidence that effective, high quality drug and alcohol intervention and treatment plays an essential role in reducing harm and health inequalities, and supports improvement across a range of outcomes for all in society.

A range of community evidence-based drug and alcohol services are commissioned in Southwark to meet the drug and alcohol support needs of residents of all ages, and to provide support for those affected by someone else's substance misuse. There have been many successes in recent years, including parity of treatment provision for drug and alcohol users, and targeted support for groups that are not engaged in treatment to improve engagement, and to reduce drug related death. Since 2015, changes to the wider drug and alcohol landscape have brought challenges for the borough in how best to prevent an escalation of problematic substance use amongst young people and meet the needs of newer users, whilst continuing to offer appropriate and safe care for an aging cohort of heroin and crack cocaine users with multiple needs against a backdrop of central government reductions to the Public Health grant which funds the services.

Since the onset of the COVID-19 pandemic, a number of factors have combined to create a new opportunity to consider the provision of community drug and alcohol services in Southwark, with the development of a new all-age community model featuring a comprehensive range of early intervention, prevention, recovery, and treatment services to meet the support needs of all residents affected by drug and alcohol misuse.

The new contract comprises four age-defined pathways to capture the critical stages, transitions and settings where large differences can be made in promoting or restoring health from pre-conception to old age, with services targeted to those who need them most, and will amplify the voices and views of people with lived experience of drug and alcohol issues throughout the life course of the provision, ensuring that this is central to informing delivery, design and improvement.

The model will be underpinned by a trauma informed approach. It will reflect the complex interdependencies of drug and alcohol support needs across a range of services, with a high degree of importance placed upon effective partnerships to improve outcomes and reduce inequalities for our residents. Improving access through digital technology will be a priority as well as using our detailed understanding of people who use our services, and bettering our understanding of those who do not, to tailor the provision during the contractual term to meet locally identified need. Delivering services and working as part of the wider health and care system in Southwark will contribute to improving outcomes for people with multiple disadvantage and supporting a whole family approach.

Through our offer of an extended maximum contractual term, Southwark Council is leading the way nationally in demonstrating our responsiveness to the current treatment climate, and our commitment to ensuring we have high quality, safe and stable drug and alcohol service provision available in the borough and accessible to all residents who require it.

This proposal represents an exciting progression not only for the residents who benefit from drug and alcohol services in the borough, but also for their families, communities and the council.

RECOMMENDATIONS

That Cabinet:

1. Approves a public contract regulations (PCR) 2015 competitive procurement process for a community illicit drug and alcohol early intervention, prevention, recovery and treatment system for residents of all ages, with a total maximum annual contract value of up to £3,957,084 for an initial period of 3 years from 1 December 2022, with the option to extend for a period or further periods of up to 9 years in increments with break clauses at the council's sole discretion, making a total maximum contract value of up to £47,485,008 over a maximum 12 year term.
2. Approves a delegation of the Gateway (GW) 2 Contract Award decision to the Strategic Director of Environment and Leisure, in consultation with the Cabinet Member for Health and Wellbeing.
3. Notes the inclusion of the Rough Sleeping Drug and Alcohol Treatment Grant¹ (RSDATG) project, that is hosted within the adult integrated drug and alcohol treatment system (AIDATS) contract, as a requirement of contractual delivery until funding expires at a current future date to to be confirmed, which constitutes a funding award of £93,823, in addition to the funding detailed in recommendation one, for a period of four months between 1 December 2022 and 31 March 2023.

¹ funded by the then Ministry of Housing, Communities and Local Government (MHCLG - now Department for Levelling Up, Housing and Communities; DLUHC) and coordinated by the then Public Health England (PHE – now Office for Health Improvement and Disparities; OHID)

4. Notes the potential implications for the proposed contract in relation to 'Section 31 local authority grant for additional drug treatment crime and harm reduction activity in 2021/22' funding, as outlined in paragraph 19.

BACKGROUND INFORMATION

A: Setting the scene to this Gateway (GW) 1 report, and a new commissioning model for community illicit drug and alcohol service provision in Southwark

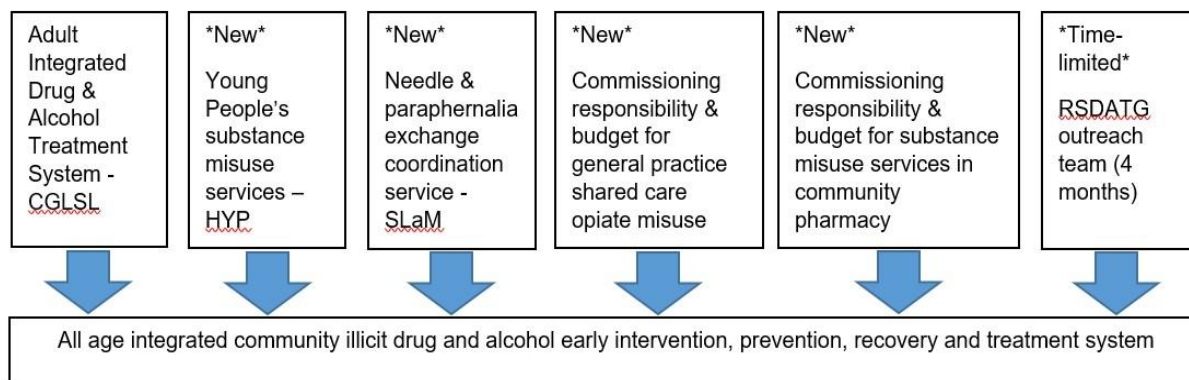
5. On 23 December 2019, the then Cabinet Member for Community Safety and Public Health (Cabinet Member for Health and Wellbeing) approved a Gateway (GW) 0 strategic options assessment report for the provision of adult community specialist drug and alcohol treatment services. The report recommended carrying out an LTR competitive procurement exercise under the PCR 2015 with the aim of seeking a prime provider, or consortium with lead provider, to deliver all of the requirements of the service specification for what was planned to be a re-procurement of the AIDATS contract currently delivered by Change Grow Live Services Limited (CGLSL).
6. The GW0 report detailed the 40% reduction in funding for adult community drug and alcohol services since 2014-15, and the ongoing uncertainty about the future funding of Public Health commissioned services (pending a HM Government spending review decision about the same). The substance misuse sector has seen significant funding reduction and demonstrable impact on frontline delivery. This was evidenced in the 'Independent report – Review of drugs part two: prevention, treatment and recovery' (Review of drugs: part two)² published on 8 July 2021, an independent report for government setting out recommendations for a way forward on drug treatment and recovery.
7. Despite this financial uncertainty, officers considered that it was a timely opportunity for the council to demonstrate its forward thinking and responsiveness to the current treatment climate, to build upon its demonstrable commissioning innovation for drugs and alcohol services, and the known commissioning impact of re-procurement on treatment delivery, and to lead the way nationally by recommending a maximum contractual term of up to 12 years, and this was approved as part of the GW0 report.
8. A longer potential contract term is a more attractive proposition for providers, and it represents a potential opportunity to build sustainability and longer-term partnerships within the service, whilst maintaining best value.
9. Subsequently, on 7 April 2020, cabinet approved a GW1 procurement strategy report for the aforementioned services for a maximum period of up to 12 years. The procurement was scheduled to take place in 2020-21, but was delayed by the COVID-19 pandemic in alignment with national guidance³ which, until 19 July 2021, stated that 're-commissioning and re-

² <https://www.gov.uk/government/publications/review-of-drugs-phase-two-report>

³ <https://www.gov.uk/government/publications/covid-19-guidance-for-commissioners-and-providers-of-services-for-people-who-use-drugs-or-alcohol>

tendering of standard services will likely need to be kept on hold for the duration of the COVID-19 pandemic’.

10. Delayed procurement timescales, sustained financial pressures on the Public Health grant, learning from benchmarking and the contractual delivery of a range of community drug and alcohol services, as well as the end dates for these services coming into alignment has presented a new opportunity for a revised community treatment system commissioning model in Southwark, as well as efficiencies in commissioning practice.
11. The previously approved GW1 report has been updated to provide an overview of the new model, with a return to cabinet to seek approval to procure a new community drug and alcohol early intervention, prevention, recovery and treatment system model for residents of all ages with illicit drug and / or alcohol support needs, and for those affected by the drug and / or alcohol use of a family member, including children. This will represent the first time in the borough that an integrated system approach to community drug and alcohol service provision has been adopted.
12. The new model provides an opportunity to deliver improved outcomes and reduce inequalities linked to drug and / or alcohol use for all residents, particularly children and young people (CYP), in addition to achieving efficiencies of scale through reduced overheads of multiple service contracts. It will pave the way for cohesion and integrated working throughout the life course in the borough’s approach to community treatment system delivery, and will support improved working with the criminal justice system, Partnership Southwark, and a range of other partners, including youth services, and services for older people. It will also release commissioner capacity to focus on service and system development, performance improvement, effective partnerships and strategic oversight.
13. In summary, it is proposed to contractually integrate a number of drug and alcohol treatment service functions into a single integrated community treatment system model for the borough that provides illicit drug and / or alcohol support for residents of all ages. The model proposes to embed delivery in communities and partnerships across Southwark, with the services accessible through defined pathways, dependent upon age and need. As well as the scope of the AIDATS contract, the service areas to be included in the new model are:



14. In some areas, a service for dependence on prescribed medication is included in the scope of the community contract, with funding provided by the NHS. This service is not included in the scope of the proposed contract as, at the time of writing and with consideration given to time constraints, it is not a developed proposal with an identified budget. Should this position change in the future, it will be addressed through the appropriate governance pathway, and in adherence with the council's contract standing orders.

B: RSDATG funded outreach project

15. In autumn 2021, the council submitted a successful bid to the RSDATG, a £23m fund designed to provide extra support for people sleeping rough with drug and / or alcohol needs to help them to recover and to rebuild their lives, and was awarded funding for a drug and alcohol outreach service for rough sleepers to be hosted by CGLSL. Initially, the funding was awarded for fifteen months between 1 January 2021 and 31 March 2022 based on an annual cost of £281,469.08 (pro-rata), but the council has subsequently received confirmation from OHID that the funding will continue until 31 March 2023, with the potential for a further extension beyond this.
16. The aim of the outreach team is to develop a strong drug and alcohol treatment presence on the borough's streets and work with existing rough sleeper services to assertively reach out to people sleeping rough and provide them with opportunities for treatment, including residential care.
17. Based on the proposed start date of the new contract, and the current end date of the RSDATG funding, there is a need to transfer the funding and delivery of the project, comprising a dedicated staffing team, from the AIDATS contract to the new proposed contract to ensure service continuity. This would equate to a funding award of £93,823.03 for the period between 1 December 2022 and 31 March 2023.

C: Section 31 local authority grant for additional drug treatment crime and harm reduction activity (universal drug treatment; UDT) in 2021/22 projects

18. In March 2021, the council was awarded £520k funding from the UDT grant for the purpose of helping to drive down the crime associated with drug markets, particularly acquisitive crime and violent crime, by expanding

treatment capacity for offenders and pathways between criminal justice and treatment services. It is also to be used to reduce drug-related deaths, primarily from overdose but also caused by infections. The funding covers a 12 month delivery period between 1 July 2021 and 30 June 2022.

19. Project funding to support achievement of these aims has been awarded to projects hosted within the AIDATS, Healthy Young People (HYP), and SLaM services detailed in paragraph 13. At the time of writing, the UDT grant funding end date is confirmed as 30 June 2022, and there are no implications for the proposed contract as the funded projects will end before the contract start date. In the event of confirmation of an extension of UDT grant funding beyond the start date of the new contract, this will be addressed in a future report and in line with contract standing orders (CSOs).

D: National policy context

20. Local authorities are required to provide Tiers 2, 3 and 4 drug and alcohol treatment services for adults and children and young people (CYP) as part of their Public Health grant conditions. Tiered services were outlined in 2002 in the then National Treatment Agency's (now OHID) Models of Care. This supports rational and evidence-based commissioning of drug and alcohol treatment in England with services grouped into four broad tiers of treatment:
 - Tier 1 – drug and alcohol interventions provided by generic providers (housing, health etc)
 - Tier 2 – open access interventions (engagement into treatment, pre-treatment support, harm reduction, retention in treatment)
 - Tier 3 – structured, recovery planned interventions, including pharmacological and psychosocial treatment
 - Tier 4 – residential drug and alcohol treatment (detoxification, rehabilitation) or pharmacological treatment for under 18s.
21. As well as preventing deaths from drugs and alcohol misuse, treatment services contribute to a number of council and societal priorities; helping to reduce health inequalities and improve mental and physical ill-health, supporting the reduction of violence and crime, including that arising from drug markets, youth violence and the exploitation of children and young people in county lines, as well as tackling domestic abuse; reducing unemployment, homelessness and rough sleeping; safeguarding children; and reducing the burden on both adults' and children's social care services.
22. Drug-related deaths (DRDs) in England and Wales are at their highest level since records began in 1993⁴, with a 52% increase over the last ten years. Men accounted for more than two-thirds of drug misuse deaths in 2020, with the rate of cocaine-related deaths in women increasing by more than 800%

4

<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsrelatedtodrugpoisoninginenglandandwales/2020>

since 2010 (16 in 2010, 158 in 2020). Rates of drug related deaths are substantially higher in more deprived areas.

23. The number of deaths related to drug misuse in the borough between 2010 and 2020 is outlined in the table below. In 2020, Southwark had the 6th highest rate of drug misuse deaths of all the London boroughs, and this accounted for 4.39% of all drug misuse deaths in London⁵.

2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
8	5	9	10	12	13	13	14	15	18	13

Table 1: DRDs in Southwark between 2010 and 2020⁶

24. Half of opiate-related deaths occur in people who have never been engaged with drug treatment, or who have not been engaged in drug treatment for several years (known as unmet treatment need). Opiate users in treatment receiving an Opioid Substitution Therapy (OST) prescription are less likely to inject drugs, overdose or contract blood borne viruses (BBV), thus demonstrating that treatment engagement reduces harm and improves health outcomes.
25. The most recent prevalence estimates, including unmet treatment need, for opiate, crack cocaine and alcohol users in Southwark are as detailed below.

Cohort	Most recent prevalence estimate (2016-17)		Local unmet treatment need	National unmet treatment need
Opiate	1980		55%	46%
Crack cocaine	1635		59%	61%
Opiate and crack cocaine	2492		61%	53%
Alcohol only	3729		85%	82%

Table 2: Prevalence estimates and unmet need⁷

26. Unmet treatment need has a significant impact on crime, including as a driver of drug markets through creating demand for drug supply, unemployment, homelessness and rough sleeping, safeguarding children and long term health resilience and reducing the risk of drug misuse death. There is a need to address this by actively identifying people that are not in treatment, and making attempts to engage them with the borough's treatment services. This will continue to be a key priority for the new service contract, with a view to reducing risk of drug related death and improving wellbeing.

⁵

<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/dataset/s/drugmisusedeathsbylocalauthority>

⁶ As 12

⁷ PCC support pack 2019/20 – key drug and alcohol data

27. Specialist drug and alcohol treatment for CYP up to 18 years differs to that available to adults aged 18 years and above in relation to factors such as age, maturity, safeguarding, responsibility, legal framework, developmental needs, and patterns of substance use issues. As such, commissioned services provide a range of interventions for resident CYP, from those that are preventative or brief in nature and designed to reduce escalation or respond to intoxication / toxicity harms, to those that are more structured and underpinned by a multi-agency care plan to support young people with more substantial levels of use.
28. The majority of CYP do not use illicit drugs or have significant issues with alcohol. Where a minority of CYP under 18 occasionally use illicit drugs, usually alongside alcohol, most illicit drug use relates to cannabis on a short term basis. Minimal numbers of CYP under 18 evidence regular or dependent drug use, where substances have a harmful effect on their wellbeing. However, some do experience harm; this is usually related to harm associated with intoxication, excessive consumption or toxicity related to certain drugs such as novel psychoactive substances. Dependence, with particular reference to opiates or stimulants, and injecting is uncommon in under 18s⁸.
29. Nationally, most CYP presenting to specialist treatment services cite cannabis and alcohol use as their primary drugs of use. There are very few reports of CYP presenting to services for heroin or opioid dependence, and this has become even more uncommon in recent years⁹. Locally, presentations to the IHSYP service mirror the national trend.
30. Problematic substance use in CYP does not occur in a vacuum, and tends to be evident alongside wider issues such as family breakdown, anti-social behaviour, mental health issues and educational problems¹⁰.
31. In July 2021, the 'Review of drugs: part two'¹¹ report was published. The report noted that 'the public provision we have for prevention, treatment and recovery is not fit for purpose, and urgently needs repair' and that 'we cannot expect a reduction in demand without reversing the recent disinvestment in treatment and recovery services'.
32. The report¹² further notes 'problem drug users need high-quality treatment recovery services, alongside pathways into treatment and away from the criminal justice system. For recreational drug users, we need to find ways to change attitudes and behaviours'. There are a total of 32 recommendations, with an initial response provided by government in August 2021 ahead of a more substantive response later in 2021-22.

8

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

⁹ As 5

¹⁰ As 5

¹¹ <https://www.gov.uk/government/publications/review-of-drugs-phase-two-report>

¹² As 8

33. Preventing the misuse of drugs and / or alcohol is more cost effective and socially desirable than responding to the consequences. The 'Review of drugs: part two' references a 40% plus increase in the use of drugs in 11-15 year olds since 2014 ("Smoking, Drinking and Drug Use among Young People in England" survey), strengthening the case for investment in specialist CYP services to prevent onset of use and to intervene as early as possible.
34. The report recommends that the Department for Education (DfE) and the Department for Digital, Culture, Media and Sport (DCMS) lead investment in age-appropriate evidence-based services, and support all CYP to build resilience and avoid substance misuse with a view that local authorities identify, and provide additional support to, CYP most at risk of illicit substance use or engagement in supply. The implications of this recommendation will be considered as part of the development of the service specification, with flexibility built in to account for different eventualities

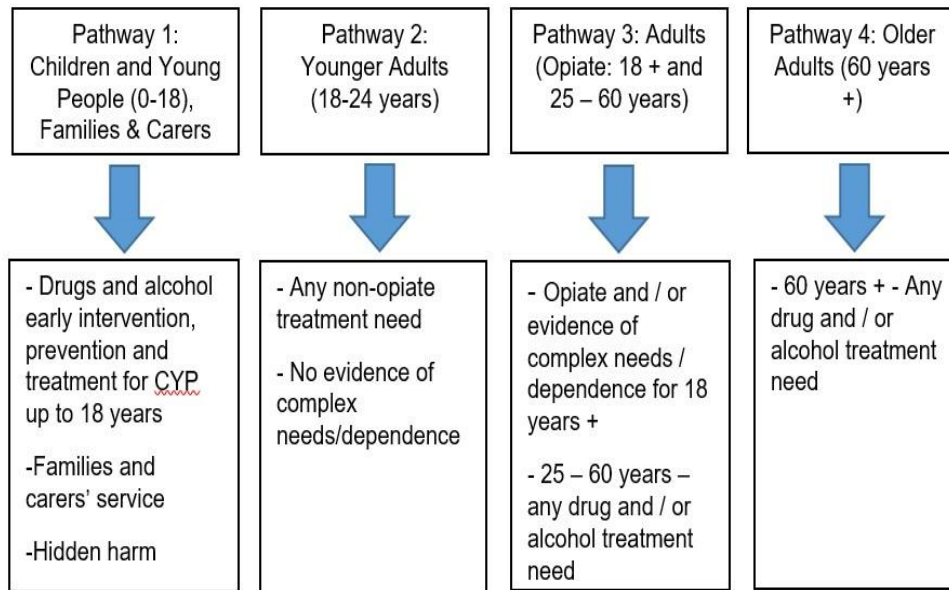
E: Existing services for inclusion in the proposed model

35. A summary of existing service provision, including scope of specification, delivery during the COVID-19 pandemic, benefits and challenges are detailed in appendix 1.

Summary of the business case/justification for the procurement

A: Description of the new model

36. The GW0 report detailed a number of proposals in relation to future adult community drug and alcohol treatment provision. Officers have reviewed and updated these in alignment with the revised recommendations to include additional services in the future specification for community drug and alcohol treatment services as follows:
 - a. New provision will bring together a range of currently commissioned evidence-based services, as outlined in the diagram in paragraph 13, thus becoming the council's major vehicle for meeting the Public Health grant condition.
 - b. A number of features will be maintained under the new provision, including open access and voluntary engagement provision for residents of all ages requiring the services in the borough through an integrated illicit drug and alcohol treatment system offer.
 - c. The model will provide specialist interventions for both drugs and / or alcohol across all four cohorts (opiate, non-opiate, alcohol only and alcohol and non-opiate), and will scope the following four pathways, all of which will be appropriately branded with a view to safeguarding and ensuring no interface between CYP and adults.



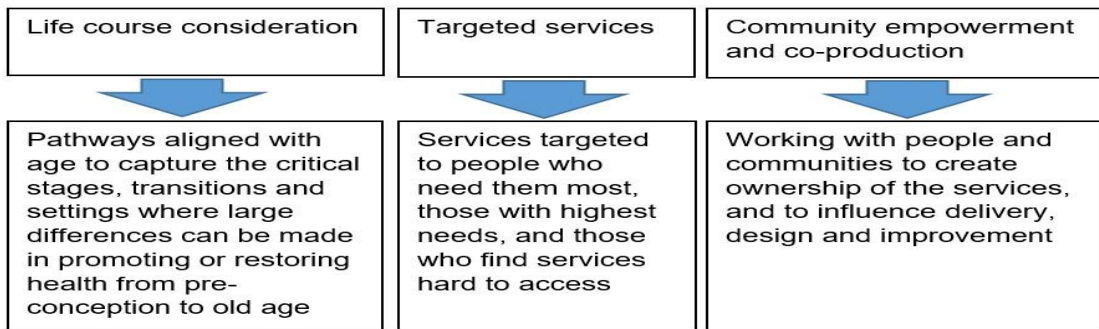
- d. A 'whole person' treatment offer delivered in line with a trauma informed approach, and which considers the complex interaction between substance use, trauma and mental ill-health for people of all ages.
- e. The inclusion of a range of national and local performance measures, that are appropriate to the local population of individuals with drug and / or alcohol support needs including measures of 'in treatment' benefits and outcomes and service effectiveness and quality. Flexibility will be built in to ensure that the new service aligns with the proposed National Outcomes Framework (NOF), that government has committed to this year. Co-production with people with lived experience will also be a key part of establishing robust measures of effectiveness.
- f. Commissioning in alignment with national and local policies, including the most current national drug strategy, the upcoming national addictions strategy, and the recommendations within the 'Review of drugs: part two'.
- g. Enhanced outreach provision to reduce unmet need; creating opportunities for treatment engagement for people of all ages who find hub-based services difficult to access (eg. rough sleepers), or that require a different approach in alignment with age (eg. CYP), and building capacity for CYP engagement through all-age outreach referral pathways, by building upon the success of the ring-fenced adult outreach provision commissioned in 2018, and learning from the DLUHC funded outreach team project. Consideration is being given to minimum time commitments and protected budget within the service specification.
- h. A focus on current and emerging needs, and specific areas outlined in the 'Review of drugs: part two', including collaboration with NHS SEL CCG, criminal justice partners, social care, and commissioned mental health provision (community and residential) to drive improvements in outcomes for people with concurrent substance

misuse and mental ill-health, including CYP, and older people with complex comorbidities.

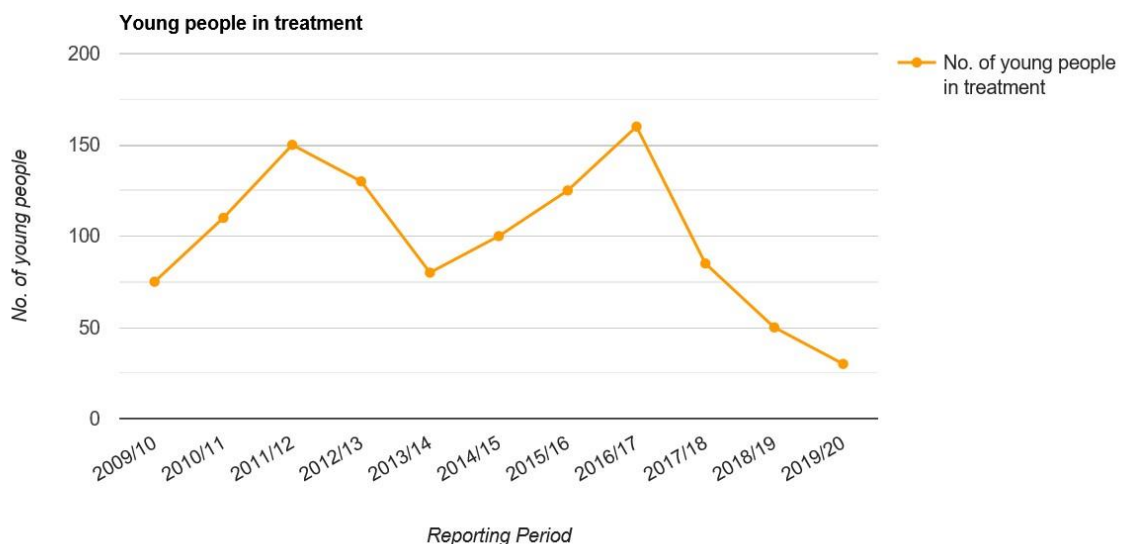
- i. Inclusion of a refreshed digital offer to improve access and engagement, with consideration given to digitally excluded people and how best to engage with them, and supporting virtual access to the service through the provision of digital devices, an early success of the pandemic which promoted inclusion.
- j. A focus on coherent and effective partnerships, through Partnership Southwark and the Community Safety Partnership, with a range of services to contribute to wider council and borough objectives. This includes work with hostels, tenancy and homelessness prevention services, housing, Southwark Works, physical and mental health providers including primary and secondary care, Family Early Help, and the Wellbeing Hub, criminal justice partners including the police, prisons, probation and the courts, educational providers and The Nest wellbeing hub for CYP.
- k. Added value and innovation in the delivery of the services throughout the life of the contract will be sought. The provider(s) will be required to develop relationships with grassroots organisations in the borough to support connections with the people that these organisations serve, and to improve service uptake with marginalised communities; this could potentially involve subcontracting grants from the allocated financial envelope.
- l. A commitment to embedding the equality diversity and inclusion (EDI) principles of the Southwark Stands Together (SST) programme in service delivery, including a proactive and anti-racist approach to stamp out racism and address inequalities.
- m. Amplifying and championing the voices of people of all ages with lived experience of the use, or impact of, drugs and / or alcohol use and involving them in procurement, service development and throughout the delivery of the service. This will include approaching people with lived experience, including those identifying as Black, Asian and Minority Ethnic, and trying to source their participation in tender evaluation processes, and on panels.
- n. Delivering services and working as part of the health and care system in Southwark to contribute to improving outcomes for people with multiple disadvantage (“It takes a village”) and supporting a whole family approach (“think family”).

B: Benefits of the new model, including rationale for change

37. The proposed service model aligns with the new Joint Health & Wellbeing Strategy principles that underpin and guide the new approach to tackling health inequalities:



38. Additionally, the model presents an opportunity for integrated leadership of community drug and alcohol services for people of all ages in the borough, and enables the representation of 'one' community drug and alcohol system voice in local governance structures, such as the Community Safety Partnership and Partnership Southwark. This will help to raise the profile of drug and alcohol services in the borough and enable them to better influence across local systems in order to improve care for people with drug and alcohol support needs, and those affected by someone else's substance use.
39. There is a concern in relation to a decline in the numbers of CYP accessing Tier 3 structured treatment interventions for drug and / or alcohol support needs through the Integrated Health Service for Young People (IHSYP), branded as HYP. Whilst many CYP's misuse of drugs and alcohol can be addressed by a non-structured treatment intervention, the extent of the decline locally¹³ has raised concerns that true need is not reflected in structured caseload rates.



40. Learning throughout the delivery of the HYP service has identified significant challenges in the bringing together of two different market sectors under one contract to deliver an integrated service offer, which have largely stemmed from labour market issues. This inadvertently creates a silo delivery effect under a single contracting umbrella, whereby neither provider

¹³ Caveat: the decline between 2016-17 and 2017-18 is believed to relate to a closure of case files in the previous service where CYP were no longer engaged at contract end, resulting in a higher rate of decrease in numbers for the period.

has the experience, knowledge or skills to backfill delivery for the other at times of staff shortage, and this has been identified as a significant challenge to service delivery.

41. This lack of opportunity to backfill has particularly affected the substance misuse offer which, at times during the contractual term, has led to reduced service activity and coverage and poor visibility to partners and CYP, resulting in a less accessible and efficient service.
42. Consultation took place with CYP in 2021 to ascertain their requirements from service provision; despite best efforts, engagement was very limited with only 19 CYP providing feedback. There was not a strong consensus from participating CYP regarding an integrated service offer, with a view from officers that sexual health support needs for CYP with drug and / or alcohol use are able to be met through effective partnership working between the market sectors, as is the case with the current AIDATS provision.
43. Inclusion of the scope of CYP drug and alcohol services within the HYP service into an integrated community treatment system model brings a range of benefits. It will support improved transitional arrangements for people aged 18-24 years with drug and / or alcohol support needs through a single pathway offer, which will reduce the numbers of younger adults that may 'fall through the gaps' between the current AIDATS and IHSYP services.
44. Integrating all community specialist illicit drug and alcohol service interventions into a single model brings opportunities for achieving more 'bang for our buck' for CYP that is unaffordable under the current model. This will include a requirement for the successful provider(s) to ensure that staff working across the proposed pathways are sufficiently trained in CYP issues to enable backfill into pathway 1 in the event of staff shortages, enabling presence and visibility of CYP drug and alcohol services to be maintained, as well as scoping the potential for CYP access to psychology-based interventions as part of the contract.
45. The new model will offer improved access to treatment through all-age referral routes, and will support a better join up of services and support for drug and alcohol misuse throughout the life course, with partnership working of key importance to address wider needs, such as mental ill-health and sexual health, through effective integrated pathways.
46. Liaison with other commissioners, and consultation with the provider market, has identified that needle and paraphernalia exchange coordination services are largely commissioned as an integrated part of wider adult community drug and alcohol treatment system contracts, and it is unusual for them to be commissioned separately. This presents opportunities for economies of scale in terms of reduced contractual overheads, and a direct relationship between the community provider(s) and participating pharmacies, which assists with awareness and knowledge of the prevalence of injecting drug use in groups of different demographics, and a direct route into treatment for injecting drug users that are not known to the community service.

47. A number of different commissioning and delivery models for general practice shared care opiate drug misuse services are in existence in England, with local areas given the freedom and flexibility to adopt a model that works best for their treatment population. The current model of shared care in Southwark is not operating as effectively as it could be, as evidenced by a decline in numbers of over 70% since 2015-16. There is a recognition that change is needed in order to increase general practice interest in delivering the services, and to offer more choice for stable opiate users in terms of OST prescribing and care.
48. In many areas, the commissioning of these services is integrated into the community treatment service contract, with provider consultation identifying a number of benefits arising from a direct relationship with general practice, and the opportunity to remove barriers to care, such as limited access to IT systems.
49. Additionally, consultation has also identified that the co-production of a shared care specification and delivery model between the community treatment service provider and general practice, as opposed to a commissioner-led specification, is productive in terms of driving innovation and supporting the development of effective partnership working.
50. Commissioning responsibility for substance misuse services in community pharmacy is usually integrated into the community treatment system contract, and this brings opportunities for improved partnership working between the services as well as achieving economies of scale through reduced contractual overheads and commissioning capacity allocated to the management of multiple contracts.
51. The potential for a longer contractual period, whilst maintaining compliance with the Public Contracts Regulations (PCR) 2015, will bring significant benefit by reducing churn in the system from more frequent commissioning cycles, and the associated adverse impacts of instability, and disrupted performance, and engagement and wellbeing outcomes during the transitional periods.
52. This will create the platform for a period of long term stability in Southwark, and a focus on enhancing system partnerships and pathways, assuring effectiveness and quality and aligning treatment provision with partnership services where there are areas of interface, thus improving the service user experience and social value that can be gained from the future contract. Whilst this will maximise the attractiveness of the tender opportunity, it also aligns with the 'Review of drugs: part two' recommendations.

C: Timing of contracts

53. The council's main vehicle for achieving the Public Health duty is through the community services detailed in this report. As the current contracts are coming to an end, it is necessary for the council to procure new

arrangements and ensure treatment system stability for many of the borough's most vulnerable residents, with sufficient time to mobilise and undertake personnel transfers under the Transfer of Undertakings (Protection of Employment) (TUPE) regulations.

54. The current AIDATS and IHSYP contracts currently end on 31 March 2022, with community pharmacy contracts due to end on 31 March 2023. The needle and paraphernalia coordination exchange service and general practice shared care drug misuse service is subject to annual renewal via the Section 75, and has a six month notice period. It is not possible to procure a new service contract to be in place by 1 April 2022, with a need for existing services that are due to end by 31 March 2022 to be extended for a further period of 8 months in separate GW3 reports in order to provide service continuity until a new service contract is ready to start.

D: Service delivery considerations

55. A decision in relation to the sexual health aspect of the IHSYP contract is due to be taken shortly; the outcome of this decision will define whether the IHSYP contract is proposed for extension for 8 months, or if a different arrangement is needed to ensure CYP drug and alcohol service delivery until the new contract is in place.
56. The nature of the services will necessitate a requirement for at least one physical hub in the borough in addition to the delivery of the services in a range of outreach locations. Currently, both the AIDATS and IHSYP service hubs are located at Cambridge House in addition to 146 Camberwell Road (AIDATS). In Q1 2021-22, the council was informed that Cambridge House was to be marketed for sale, with the existing service provider offered a lease to support continued delivery whilst the sale process took place.
57. At the time of writing, there has been no confirmation of sale of Cambridge House. However, as the future is not clear in terms of the future use of the building, or indeed if future provider(s) of the services would opt to deliver the services from this building if an opportunity presented to do so, there will be a requirement for prospective providers to detail their proposed physical location of the services in their tender submission.

E: Outcomes and performance monitoring

58. The government's newly formed Central Drugs Unit has been tasked with developing a National Outcomes Framework (NOF) that covers all aspects of illicit drug use, including measures of relevance to treatment service delivery such as measures of drug-related harm and deaths, the number of people (particularly offenders) engaged in treatment, and the number of people with drug dependence accessing mental health services. There is particular reference to measures of service quality and effectiveness, recovery capital and quality of life being developed for substance misuse services as well as numerical measures.

59. A large proportion of people accessing the services will do so via pathway three, and will require OST prescribing. The services will be tailored to meet individual need, with outcomes along a continuum of prevention and early intervention, reducing substance related deaths, keeping people alive and reducing harm, and an ultimate ambition of cessation of substances and successful completion of treatment and recovery.
60. Reasons for drug and / or alcohol use are often complex, and are rarely experienced in isolation from other aspects of a person's life. For this reason, provision of drug and / or alcohol interventions or treatment alone will not be sufficient to fully address an individual's needs, and a much more holistic approach, working in close partnership with a range of internal and external services, will be necessary to best enable needs to be met. This approach will deliver benefits for the individual, their family and community, as well as for a range of internal and external services.
61. This procurement has been informed by engagement with senior officers from Children's and Adults', Housing and Modernisation, Environment and Leisure, NHS SEL CCG as well as a range of partners, including criminal justice agencies and Partnership Southwark colleagues, the provider market, drug and alcohol service staff, service users and people with lived experience. These stakeholders agree that we need access to high quality, safe drug and alcohol services to meet support needs of local residents, and that service delivery should be well embedded within wider initiatives that work with people with lived experience, a view that is endorsed by the 'Review of drugs: part two'.

Market considerations

62. As part of the planning for a future procurement exercise, and following the council's previous experience of provider financial failure in 2017 (AIDATS contract), officers have undertaken market analysis processes, including substantial engagement with the provider market in relation to the proposed services.
63. These have included the identification of potential prime providers of the services operating in England and Wales in 2020-21, and an analysis of the Financial Analysis Made Easy (FAME) report, credit score and likelihood of failure for each provider.
64. The drug and alcohol treatment market is well developed in England, with a range of third sector and NHS providers delivering comparable services. The extent of funding reductions seen nationally since 2014-15, combined with increasing numbers of people with complex needs and vulnerabilities, and a continued national increase in rates of drug related deaths has adversely impacted on the sector's ability to provide high quality, safe treatment for people with drug and / or alcohol support needs.

65. Bidders' days to engage with the provider market will be facilitated by the council for both stages of the proposed procurement process, with indicative dates detailed in the procurement project plan in this report.

KEY ISSUES FOR CONSIDERATION

Options for procurement route including procurement approach

66. The nature and value of these services means that the tendering requirements of the PCR 2015 and Public Sector Directive 2014/24/EU would apply.
67. The GW0 report approved on 23 December 2019 detailed the options available to the council that were considered as relevant to adult community drug and alcohol treatment services, and recommended the preferred procurement route detailed in this GW1 report.

Do nothing

68. This is not a viable option. Seeking to not commission new provision to replace the existing services when they expire would result in the council being unable to comply with improving and protecting the health of the local population through the provision of services to reduce drug and / or alcohol misuse. It would create unacceptable risk to the health, wellbeing and lives of many of the borough's most vulnerable residents, with an expected increase in health, social and wellbeing inequalities, and an increase in the local rate of drug related deaths, posing significant reputation risk to the council. It would also result in non-compliance with the Public Health grant condition that affects payment of the grant.

In-Source

69. This is not considered to be a viable option. The services sought are highly specialist in nature, and the necessary expertise, governance, knowledge and skills are not available within the council. A review undertaken by commissioners in June 2019, and updated in July 2021, was unable to identify any local authority that was delivering these types of services on an in-sourced basis.

Existing frameworks

70. This is not an option, as there are no existing framework arrangements in place, which the council could purchase the services from.

Shared Service Delivery with other boroughs

71. This is not an option, as officers could not identify any council in London that currently co-commissions or intends to co-commission comparable services of size and complexity with other boroughs. Additionally, neighbouring

boroughs commissioning projects do not align with the council's indicative timescales.

72. Even in the event of timescale alignment, cross-borough commissioning is likely to take longer to explore and to procure than working independently due to a number of complexities to be addressed. These include the need to fully assess need in other boroughs and to ensure that services are commissioned that sufficiently meet the needs of Southwark's complex treatment population as well as any requirements for any partners.

External Procurement, including voluntary / not for profit

73. Short term solution: – this is not considered a viable option because it is perceived that this will significantly reduce market interest in undertaking the extensive amount of work and cost associated with submitting a tender for a service of this risk, scale and size for the potential of only a short confirmed contractual term. This would be contrary to the recommendations in the 'Review of drugs: part two', which makes a strong case for longer commissioning cycles to promote system stability.
74. Long term solution – this was considered the best option for the following reasons:
- External provision of this type of service is common in England, and is currently nationally achieved through a competitive procurement process. Since the transfer of commissioning responsibilities to local authorities, there has been an increase in contracts for similar services principally awarded to registered charities, whilst the number of NHS providers of the services has declined.
 - The services detailed in this report are considered to fall within the LTR. As the services to be tendered are categorised as Schedule 3 services under the PCR 2015, which qualifies them for LTR processes, this gives the council a high degree of flexibility in the proposed procurement route, and enables the design of an appropriate model that provides assurance of high quality and best value, both of which are highly important in the contracting of services for vulnerable people with complex needs. The proposed model is outlined in the evaluation section of this report.

Proposed procurement route

75. The proposed procurement route is for a PCR 2015 LTR competitive procurement exercise to be undertaken, seeking a single provider, or consortium with lead provider, to deliver all of the requirements of the service provision. This will ensure best value is achieved, with local services delivered by a provider or provider(s) with the appropriate governance arrangements in place to ensure high quality and safe early intervention, prevention, recovery and treatment service delivery to people of all ages with drug and / or alcohol support needs, and families and carers and CYP affected by someone's else's misuse.

76. In making the proposals in this report, officers gave due consideration to the most appropriate procurement option for each additional individual service area, and the same preferred procurement option was reached, as set out in the GW0 report for adult community drug and alcohol treatment services. It is considered that the most appropriate procurement route for all service areas is to undertake an LTR procurement exercise under the PCR 2015.
77. On the basis of the need to ensure robust and sufficiently resourced outreach and pathway 1 provision within the new service contract, consideration will be given to stipulating a minimum amount of protected resource to be allocated to these specific areas of provision. Compliance will be monitored as part of formal contract monitoring processes.

Identified risks for the procurement

78. The following risks have been identified for this project;

R/N	Risk Identified	Risk Rating	Mitigation
R1	Poor procurement response could result in no providers submitting a tender for the service contract	Low	The potential for a 12 year contractual term and a financial envelope matched to 2021-22 service budgets, with no performance related pay element, will make the opportunity more attractive. The council is aware of providers that are interested in the opportunity from market engagement in 2021.
R2	Service specification that is not robust enough in detail in relation to sought outcomes could result in poor or unsuitable delivery	Low	The specification will be updated to reflect best practice, guidance, benchmarking and learning from service delivery and consultation. Public Health has undertaken Joint Strategic Needs Assessments (JSNA) for both adults and CYP.
R3	The procurement process is delayed resulting in the need to extend the existing commissioning arrangements beyond the planned extensions	Low	A 12 month project timeline is planned; however, this may be affected by the timescales for the successful bidder to acquire a NHS Pension Direction/Determination, which may take up to 3 months, and supply this to the council 28 days before the transfer date. Should the NHS Pensions Direction/Determination timescales necessitate this, a

R/N	Risk Identified	Risk Rating	Mitigation
			short period of extension at the end of the existing commissioning arrangements is considered unlikely to attract a legal challenge.
R4	Market failure – an appropriately qualified and adequately sized provider may be unable to tender for the services.	Low	There are a minimum of six identified providers that are likely to be interested in the opportunity. Other comparable tenders in London in recent years have not demonstrated an inability to secure a suitable provider.
R5	Potential impact of Brexit on service delivery	Low	Medicine supply chains for the service are all based in the United Kingdom with no identified risk to supply.
R6	Providers become insolvent, go into administration or liquidation	Low	Appropriate financial checks will be undertaken throughout the procurement process.
R7	Abnormally low tender price submission as a methodology for trying to win the contract	Low	Tender price submissions will be scrutinised in great detail, given the known pressures due to the reduced financial envelope available for the services since 2014-15, with a particular focus on those that appear to be abnormally low in accordance with the PCR 2015.
R8	COVID-19 adverse impact on service delivery	Low	The existing services remained open and accessible throughout the pandemic with a transition to a remote delivery model, and a current hybrid service offer. No ongoing effect is expected.

Table 3: Risks for the project

Key /Non Key decisions

79. This is a key decision.

Policy Implications

80. A comprehensive overview of local and national policy implications are detailed in the GW0 report; the policy implications of note at the current time are:

- Public Health grant conditions of funding 2021-22
- Southwark Borough Plan 2020-22

- Southwark Health and Wellbeing Strategy 2015 – 2020
 - Southwark Joint Mental Health and Wellbeing Strategy 2018 – 2021
 - HM Government Drug Strategy 2017 (a new national addictions strategy will be published in 2021-22)
 - HM Government Serious Violence Strategy 2018
 - Southwark Council Extended Learning Review 2019
 - Southwark Community Safety Plan 2017 – 2020
 - Southwark Stands Together
 - ‘Review of drugs: part one’ and Review of drugs: part two’
 - Southwark ‘Tackling the climate emergency together’ strategy 2021
 - Southwark Council’s ‘Fairer Future Procurement Strategy and Framework’ 2019 (includes social value commitments)
 - Southwark ‘Youth New Deal’ 2021.
81. Public health services aimed at reducing alcohol and / or other drug misuse are non-mandated functions, but have been a condition affecting the payment of the Public Health grant to local authorities since 2015-16. Pursuant to section 31(4) of the Local Government Act 2003, the Secretary of State stipulated: “A local authority must, in using the grant: *‘have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services, based on an assessment of local need and a plan which has been developed with local health and criminal justice partners.’*”
82. The contract offers a range of benefits and impacts on cross council priorities, as well as playing a key role in the successful delivery of the Southwark Borough Plan 2020-22 in relation to the following Fairer Future themes:
- *A place to call home* – addressing problematic or dependent drug and / or alcohol use supports people to sustain accommodation tenancies and improves housing resilience within a holistic approach to care planning. Additionally, engagement with effective drug and / or alcohol treatment for people sleeping rough plays a key role in supporting the council’s ambition to end rough sleeping in the borough.
 - *Climate emergency* – the location of the service hubs in the heart of the borough are easily accessible through public transport, cycling and walking. The majority of outreach provision is delivered through non-vehicular means. An enhanced virtual treatment offer, developed through our COVID-19 pandemic delivery model learning, enables service users to engage from home, thus reducing carbon emissions. Engagement with treatment also supports the reduction of the discarding of drug related paraphernalia in public places.
 - *A green and fair economic renewal* – the service supports service users to identify education, training and employment needs and to engage with appropriate services to improve opportunities for sustainable employment. Achieving stability in treatment and sustained recovery

enables service users to find work, access training and achieve their goals as well as contributing to the local economy.

- *Tackling health inequalities* – tackling dependency and associated ill-health helps to reduce health inequalities and support people to improve their lives with contribution to a wide range of outcomes. Addressing substance use helps to tackle health inequalities arising from the same, including supporting people to improve mental health through a reduction in substance use as well as to act as an entry point to facilitating access to BBV testing and treatment.
- *A great start in life* - The service has a key role to play in improving the life chances of children of parental substance users and reducing harm.
- *Southwark Together* – Effective drug and alcohol treatment provides a platform for facilitating opportunities to improve life chances and outcomes for many of the borough’s most vulnerable residents. Where people are supported to address their substance use, to reintegrate with their community, and are able to access opportunities to improve their life chances, a more fair and just borough is created.

83. A summary of a wider range of policy implications can be found in appendix 2.

Procurement Project Plan (Key Decisions)

84. The table below sets out the anticipated timescales for this procurement exercise. However, this may be affected by the time period for the successful bidder to acquire an NHS Pension Direction/Determination, which may take up to three months, and supply a copy to the council at least 28 days before the transfer date. Should these time limits be exceeded, a brief contract extension may be needed, but this will not be known until Q2 2022-23, with appropriate action taken if necessary.

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	30/09/2021
DCRB Review Gateway 1	21/10/2021
CCRB Review Gateway 1	21/10/2021
Brief relevant cabinet member (over £100k)	05/11/2021
Notification of forthcoming decision - Cabinet	15/11/2021
Approval of Gateway 1: Procurement strategy report	07/12/2021
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	17/12/2021
Completion of tender documentation	10/01/2022
Publication of Find A Tender Service Notice	11/01/2022
Publication of Opportunity on Contracts Finder	12/01/2022

Activity	Complete by:
Bidders' event – Suitability Assessment Questions stage	18/01/2022
Closing date for receipt of expressions of interest	17/02/2022
Completion of short-listing of applicants	03/03/2022
Invitation to tender	04/03/2022
Bidders' event – Invitation to tender stage	09/03/2022
Closing date for return of tenders	13/04/2022
Completion of any clarification meetings/presentations/evaluation interviews	11/05/2022
Completion of evaluation of tenders	16/05/2022
Forward Plan (if Strategic Procurement) Gateway 2	17/05/2022
DCRB Review Gateway 2:	08/06/2022
CCRB Review Gateway 2	16/06/2022
Notification of forthcoming decision – despatch of Cabinet agenda papers	02/07/2022
Approval of Gateway 2: Contract Award Report	13/07/2022
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	24/07/2022
Debrief Notice and Standstill Period (if applicable)	03/08/2022
Contract award	04/08/2022
Add to Contract Register	05/08/2022
Place award notice on Find a Tender Service	06/08/2022
Place award notice on Contracts Finder	07/08/2022
NHS Pension Direction/Determination if applicable*	30/11/2022
TUPE Consultation period (if applicable)	30/11/2022
Contract start	01/12/2022
Initial contract completion date	30/11/2025
Contract completion date – (if extension(s) exercised)	30/11/2034

TUPE/Pensions implications

85. On the basis of legal advice provided as part of previous procurements and transfer of services, which was revisited in 2019-20 and 2021-22, it is anticipated that TUPE may apply as follows:
- i. AIDATS service contract - if the current contracted provider CGLSL does not take part, or is unsuccessful, in a competitive procurement exercise;

- ii. IHSYP service contract – the current contracted provider Brook Young People is a sexual health provider, sub-contracting to CGL for the substance misuse delivery which will form part of the new model. It is considered that TUPE may apply to staff that provide substance misuse services employed under this contract.
 - iii. Needle and paraphernalia coordination exchange service - TUPE may apply.
 - iv. There are no TUPE implications for the general practice shared care drug misuse service or substance misuse services in community pharmacy as their inclusion in the proposed service relates to a transfer of commissioning responsibility, and budget, only.
86. In addition to the CGLSL staff delivering the AIDATS contract, TUPE may also apply to the RSDATG funded outreach team staff employed by CGLSL if either potential eventuality in point i (paragraph 85) comes to pass.
87. A number of the current CGLSL provider workforce hold NHS pensions, transferred from previous employment by a NHS provider. Within the tender documentation, a mandatory requirement of the successful bidder(s) (if they are not an NHS body or do not participate automatically in the NHS Pension Scheme) to secure a NHSPS Pension Direction/Determination and supply the council with a copy at least 28 days before the transfer date, will be made explicit.
88. Due diligence work will need to be undertaken and staffing information sought from the current providers. On receipt of this, the full TUPE and pensions implications will be determinable, and this information, as appropriate, will be made available to prospective bidders in the tender pack.
89. There are no direct TUPE implications for the council as the service contract will be delivered by an external provider or providers.
90. The draft procurement timetable has been developed with consideration of TUPE and pensions timescale requirements.

Development of the tender documentation

91. A project team who will be responsible for developing the tender documents and providing governance for the procurement has been convened. The project team comprises Drug and Alcohol Action Team (DAAT) officers responsible for designing and delivering the procurement project with additional advice and expertise provided by procurement, legal and finance officers. The project team will ensure that officers of higher seniority are briefed throughout the process as and when necessary.
92. DAAT officers are working collaboratively in partnership with other colleagues, including criminal justice agencies, Partnership Southwark representatives, social care and housing, and seeking opportunities to consult with people of all ages with lived experience of drug and / or alcohol

use to support the development of a service specification that complements and adds value to other provision in the borough.

93. As the proposed service includes pharmacological interventions, specialist clinical expertise and knowledge will be sought from an independent substance misuse doctor for a pre-agreed fee to assist with the development of the tender documentation and service specification and evaluation of medical aspects of the tender. The doctor already assists the council on a consultancy basis with clinical residential detoxification services as part of the Tier 4 Dynamic Purchasing System procurement.
94. Responses from consultation, including the views of people with lived experience, and market engagement will be considered by the project team to ensure that the service specification meets the necessary requirements in readiness for this procurement. The service specification will also be shaped by the recommendations in the 'Review of drugs: part two', specifically with reference to proposals for a national Commissioning Quality Standard (CQS) to ensure that the full range of treatment services are available to local residents.
95. Key documents for inclusion in the tender pack will comprise of, but are not limited to:
 - Volume 1: Suitability Assessment Questions
 - Volume 2: Invitation to Tender
 - Volume 3: Service Specification
 - Volume 4: Terms and Conditions of Contract
 - Volume 5: Pricing Schedule
 - Volume 6: Project Specific Questions, including method statements
 - Volume 7: Evaluation Methodologies
 - Volume 8: Form of Tender, other required documents and compliance checklist.

Advertising the contract

96. The drug and alcohol treatment field is a well developed market sector with a range of providers of varying size. The council is seeking tender submissions from a provider, or providers via sub-contracting arrangements, of the services with the relevant expertise, governance, knowledge and skills to deliver the full requirements of the service specification.
97. The contract will be advertised via the council's e-portal system, Pro-Contract 3, by way of an official notice that will be published in Find a Tender. After publication of the notice, the council will also publish a contract notice on the Contracts Finder website. An advert will be placed in the Drink and Drugs News (DDN) and known providers of the services, including those that participated in market engagement, will be contacted to advise them of the opportunity.

Evaluation

98. The tender will adopt a staged process, comprising of Suitability Assessment Questions (SAQ) (Part 1) and Invitation to Tender (ITT) stages (Parts 2a and 2b).
99. A bespoke SAQ return will be evaluated by officers, with support from the expert doctor if necessary. The selection process will be an evaluation of each bidder's economic and financial standing, and their technical knowledge, accreditation, experience, ability and capacity to deliver the full scope of services sought. The SAQ will include a number of pass / fail project specific questions as well as mini method statements in order to provide assurance to the council of the bidder's experience of the effective, safe and robust delivery of comparable services to those sought by the tender. This will include a question on equality, diversity and inclusion.
100. Up to six (6) tenders, to be agreed by the project team, will be shortlisted at SAQ stage and invited to tender. The ITT evaluation stage will comprise two parts; quality and price.
101. Part 2a: quality will be assessed by written narrative responses to a range of method statements, including minimum threshold 'pass/fail' requirements for some questions focused on areas where the council requires a high level of assurance as to the provider's expertise, knowledge and skills due to risk (e.g. safeguarding). The outcome of the minimum threshold scored questions will create a short-list of providers that meet the requirements for Part 2b: price evaluation, Price evaluation will only take place after the assessment of quality is finalised for the reasons outlined in paragraph 113.
102. The project team will work with the Recovery Support Service and youth services to provide opportunities for people of all ages with lived experience, including those identifying as Black, Asian and Minority Ethnic, to participate in the evaluation process.
103. The council's standard tender evaluation is a 70:30 price / quality weighted model. However, a different price / quality weighted evaluation model is proposed, which will comprise of financial, quality and social value evaluation - 30:65:5 price/quality/social value weighted model. This differs from the previous procurements of the services on the basis of the price/quality divide, which is due to the inclusion of a 5% social value aspect to the procurement, in line with the council's Fairer Future Procurement Framework.

Price weighting – 30%

104. Since 2015, the funding for the adult services currently commissioned under the AIDATS contract has been reduced by over 40%. A crude estimate of cost on a 'per person' basis for numbers in treatment at a moment in time in 2019-20 identified that Southwark had the lowest treatment cost per person of six bench-marked comparable London boroughs. Whilst crude estimate calculations do not account for differences in service user complexity,

commissioned service model, or individual differences between the boroughs, it does provide an indicative spend per person to make this assessment.

105. The onset of the pandemic, and a reduction in illicit and street drugs in 2020-21, saw a rapid increase in the number of new opiate users presenting for treatment in order to manage their dependence. This cohort are often complex with multiple support needs, and require significant service resources to provide an appropriate level of intervention.
106. Whilst an increase in people presenting for treatment is always positive as it reflects a reduction in the prevalence rates of unmet need in the borough, increased numbers in treatment, particularly higher-risk drug and / or alcohol users with complex needs, impacts on the capacity of the provider to meet the support needs of the caseload within the contract value. Ergo, more people in treatment is excellent for meeting unmet need, but results in a lower amount of service resource per person – this is a particular issue when Southwark has demonstrated a lowest treatment cost per person.
107. Southwark has high prevalence of unmet need. It is essential to address this by actively identifying people with drug and / or alcohol support needs that are not in treatment, and trying to engage them with the borough's treatment provision, but to do so within the existing financial envelope reduces the crude estimate treatment cost per person, thus impacting on provider capacity.
108. From the perspective of CYP service provision, funding has reduced by 41% since 2017. The IHSYP is solely funded by the Public Health grant following the withdrawal of other funding sources when the service was last commissioned in 2017. As outlined previously, there are concerns that the numbers of CYP accessing structured treatment is not reflective of true need, and there is a necessity for the CYP offer to be consistently resourced in order to improve reach and visibility of the service.
109. Whilst inclusion of these services in the proposed integrated model brings new opportunities to boost provision for CYP through all-age referral pathways and other interventions, continued financial pressures on the Public Health grant necessitate that the proposed contract will be subject to the same financial envelope as currently funds the services. Further, the proposed financial envelope will have to account for inflationary increases over the life of the contract as there is no additional funding to supplement this, which increases pressure on service delivery in future years.
110. The 'Review of drugs: part two' recognised the significant reduction of investment in treatment nationally in recent years as budgets have reduced, and the stark impact of this disinvestment on the declining numbers of problem drug users in treatment. Locally, this is reflected in a reduction in the number of opiate users in treatment in recent years, and a high prevalence of unmet need, with the treatment system facing limitations in being able to provide a response that meets the needs of all service user groups.

111. Paragraphs 104 to 110 present a compelling argument in support of a lower price weighting for the overall tender, as the proposed financial envelope for the new service is 39% lower than in 2014-15, and savings have already been realised in previous financial years with very limited capacity in the system to reduce the financial envelope further without being unable to meet people's support needs, and increase uptake.
112. Furthermore, it is considered appropriate to adopt the price evaluation methodologies from the previous procurements of the services, whereby the price evaluation considers both lowest price and the robustness/sustainability of the proposed price. This methodology requires a detailed breakdown of costs allocated against all aspects of the service specification, and provides additional assurance that the lowest price stated is sufficient to deliver a high-quality, safe service to vulnerable residents. This provides the council with an opportunity to test cost allocations as part of a formal clarification process.
113. Consideration of the robustness / sustainability of the cost breakdown requires an understanding of provider proposed delivery models, as captured in method statement responses. In order to safeguard the integrity and transparency of the tender process, and to ensure that lowest price does not influence quality evaluation, the evaluation of the ITT stage will adopt a two-stage process whereby quality will be assessed first, with pass/fail requirements of some method statements used to generate a shortlist of providers that 'pass' the quality assessment and are eligible for price evaluation. Only once the quality evaluation is complete will bidders' price information be made available to evaluators to assess lowest price and the robustness / sustainability of the cost breakdown.

Quality weighting – 65%

114. The quality of a service of this nature, which will support over 2000 per year of the borough's most complex and vulnerable residents with drug and / or alcohol support needs who are often at risk of significant harm to themselves, their families and their communities, is of paramount importance. Low quality of service delivery could result in inappropriate support being provided to highly vulnerable people, which could ultimately result in serious harm to wellbeing or loss of life.
115. On the basis of the information provided in the price weighting section (paragraphs 104 to 110), it is considered appropriate to propose a higher quality weighting for this tender. The overall financial envelope available for the services has seen a significant reduction since 2014-15 (39%), and with consideration given to the range of vulnerabilities and support needs in the resident population, this increases the need for the council to have assurance of provider ability to deliver high quality, robust and safe treatment services within the financial envelope available prior to a contract being awarded. The quality assessment process is outlined in paragraph 101.

Social value weighting – 5%

116. The service contract in itself is about social value – investment in high quality drug and alcohol interventions, support and treatment brings significant benefits for the borough, economy and health and wellbeing of residents, details of which are outlined in the community impact sections of the GW0 report and this GW1 report.
117. Social value will be built into the tender documentation method statements, and weighted at 5%, within the parameters of the Fairer Future Procurement Framework. As providers of these services in England and Wales are primarily funded by local authorities through the Public Health grant, it is not expected that offers of money will be made to the council in lieu of social value, but that the providers wishing to tender for the service contract adequately demonstrate how they will evidence social value in their delivery of the services.

Community impact statement¹⁴

118. Drug and alcohol misuse is a cross-cutting issue that impacts on a wide range of priorities:



15

119. Drug and alcohol misuse and dependence can result in significant economic, health and social harms to users, their families and the community. These include poor physical and mental health, homelessness and rough sleeping, family conflict, involvement in crime and unemployment. The health and wellbeing of family members and friends is often impacted by an individual's substance use and a United Kingdom Drug Policy Commission study identified an estimated annual cost of £2bn for these groups aligned with

¹⁴ <https://www.gov.uk/government/publications/drug-misuse-treatment-in-england-evidence-review-of-outcomes>

¹⁵ <https://app.box.com/s/p52mrjh78yryshd9smogm350s7ougg1>

financial support, lost employment opportunities, health service use and being a victim of crime.

120. The use of heroin and crack is strongly aligned with the majority of societal costs of untreated dependence; this is because addiction to these substances is expensive and provides a motivation to commit crime to fund use. Adult drug users not in treatment typically spent £231 per week on drugs in 2009. The cost of illicit drug use to society is substantial with the Home Office estimating £11.4bn in 2015-16 aligned with enforcement, crime, use of health services and deaths.
121. There is significant evidence that investment in effective drug and alcohol treatment significantly reduces the harms of misuse and dependence, and is effective in improving a range of outcomes for all in society. Positive outcomes do not arise from the successful completion of treatment alone, but are evidenced from treatment commencement and engagement in improved health, stability, social functioning and reduction in crime.
122. OHID estimates that adult drug treatment reflects a return on investment for society of £4 for every £1 invested, and that adult alcohol treatment reflects a return of investment for society of £3 for every £1 invested.¹⁶
123. The service has a key role to play as a demand reduction mechanism within a community resilience and partnership approach to reducing the violence and vulnerability perpetrated towards children, young people and adults through drug markets and supply. Commissioning effective and high quality drug treatment, which is targeted towards key user groups and reducing unmet need, will support the borough's efforts to reduce demand for drugs, thus potentially impacting on drug supply and associated harms.
124. The absence of this service would adversely affect Southwark's communities through an increase in inequalities, unmet treatment need, ill health, crime, hospital admissions, and public use of substances including injecting in public places, a rise in drug and alcohol related mortality, and a lack of perceived community safety and satisfaction for the residents of the borough.
125. An Equality Impact Assessment (EIA; appendix 3), undertaken in 2021, identified a range of people with protected characteristics that have drug and / or alcohol support needs that require careful consideration in terms of the service approach and offer. These include, but are not limited to, females, vulnerable CYP, Black Asian and Minority Ethnic people, older people, people with a range of disabilities, and people identifying as Lesbian, Gay, Bisexual, Transgender +. Some groups of people with multiple vulnerabilities, for example, rough sleepers, comprise a detailed analysis of consideration of protected characteristics, and an appropriate service approach and offer. A separate EIA focused upon rough sleepers was undertaken in 2021 (appendix 4).

¹⁶ <https://www.gov.uk/government/publications/alcohol-and-drug-prevention-treatment-and-recovery-why-invest/alcohol-and-drug-prevention-treatment-and-recovery-why-invest>

126. Analysis evidences that the causes and consequences of drugs and / or alcohol use and dependency for these groups differs, and they experience increased vulnerability and harms from substance use and associated behaviours. Early intervention and facilitation to access appropriate support pathways is critical in terms of reducing the health, social and wellbeing inequalities faced by people using drugs and / or alcohol problematically, and improving outcomes, including reduced premature mortality.
127. The proposed service detailed in this report will be accessible to any person of any age resident in the borough with a drug and / or alcohol support need, including those affected by the use of another person, regardless of protected characteristic or immigration status. It will provide timely evidence-based drug and alcohol interventions and support to reduce inequalities and maximise positive outcomes.
128. The EIA demonstrates that the proposal shows no potential for discrimination and all appropriate opportunities to advance equality of opportunity and foster good relations between people with different protected characteristics have been considered as part of the procurement planning.

Equalities (including socio-economic) impact statement¹⁷¹⁸

129. There are well established links between drug use and socio-economic factors, with a significantly positive correlation between rates of problematic drug use (opiates and crack cocaine) and local authority deprivation levels, and similarly, higher rates of alcohol dependency in local authority areas with higher levels of deprivation. The prevalence of alcohol specific deaths is over twice as high in the most deprived decile (16.7 per 100k) when compared to the least deprived decile (7.1 per 100k), with rates of drug misuse deaths also reflecting a positive correlation against regions with higher deprivation.
130. Rates of admissions for drug or alcohol specific conditions for males and females evidence a positive correlation with deprivation, with much higher incidences of conditions in the most deprived areas. In 2018, OHID reported that around 20% of children in need are affected by drug misuse, and around 18% are affected by alcohol misuse. Parental drug and / or alcohol misuse is present in around 25% of cases on the child protection register. Drug misuse is a factor in 38% of serious case reviews, and alcohol misuse in 37% of serious case reviews.
131. An inter-related range of structural socio-economic factors, including poverty, inequality, insecure accommodation and / or employment, and access to benefits are experienced by many people with drug and / or alcohol support needs. These factors can also be a cause and consequence of wider issues such as rough sleeping, where vulnerabilities are significantly increased due to a poor, unsafe living situation.

¹⁷ <https://app.box.com/s/p52mrjh78vryshd9smogm350s7ougg1>

¹⁸ <https://www.instituteofhealthequity.org/resources-reports/priority-public-health-conditions-task-group-report/task-group-8-priority-public-health-conditions-full.pdf>

132. Access to effective, high quality drug and alcohol treatment services plays an essential role in reducing health and wellbeing inequalities arising from unmet support needs. Factors associated with successful completion of treatment include being in work and education, as well as a younger age at treatment start and good physical health¹⁹. This provides support for the need for the proposed service to work in partnership with services that provide access to employment, training and education, and healthcare provision, as well as the need to intervene as early as possible in a person's substance-using journey to achieve better outcomes.
133. Frequent use of opiates, previous treatment disengagement, injecting, living in the most deprived decile, having housing problems, and being of white ethnicity are all factors associated with a reduced likelihood of successful treatment completion²⁰.
134. Pursuant to section 149 of the Equality Act 2010, due regard has been given to the council's decision making processes to the need to:
- a) Eliminate discrimination, harassment, victimisation or other prohibited conduct.
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not.
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it
135. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The Public Sector Equality Duty also applies to marriage and civil partnership, but only in relation to (a) above.
136. Officers have taken steps to ensure compliance with the Public Sector Equality Duty imposed by the Equality Act 2010, as detailed in this section in particular:
- Drug and alcohol Joint Strategic Needs Assessments (JSNAs) for adults and CYP are being finalised by the council's Public Health division, and are due for publication in line with the tender opportunity (Autumn/Winter 2021);
 - The completion of an updated EIA to inform the proposals in this report, including exploration of people with protected characteristics that are particularly vulnerable in relation to drug and / or alcohol misuse, and actions to improve engagement with these individuals;
 - Utilising available data and intelligence, including JSNA and National Drug Treatment Monitoring System (NDTMS) reports, to underpin the development of a service specification that will support people of all ages

¹⁹

<https://www.local.gov.uk/sites/default/files/documents/P5%20Drugs%20and%20alcohol%20related%20health%20inequalities%20differentials%20in%20harm%20and%20outcomes%20-%20Andrew%20Brown%20amd%20Pete%20Burkinsaw.pdf>

²⁰ As 20

and complexity of needs in the borough, regardless of protected characteristic or immigration status;

- The intention to assess equality, diversity and inclusion as part of the formal tender process in order to provide assurance to the council of the prospective provider in this regard prior to contract award;
- Consideration will be given as to how demographic information that is not routinely captured can be monitored throughout the life of the contract to improve local awareness and service delivery;
- A requirement of the successful provider(s) to develop partnerships with a range of agencies and services that support people from the range of demographic groups detailed in paragraph 125.
- The service will be required to commit to embedding the equality diversity and inclusion (EDI) principles of the Southwark Stands Together (SST)²¹ programme in service delivery, including a proactive and anti-racist approach to stamp out racism and address inequalities;
- The service will amplify and champion the voices of people of all ages with lived experience of drug and / or alcohol use;
- Opportunities to engage with people of lived experience of drug and / or alcohol use will be developed and facilitated via an effective partnership with the RSS;
- Consultation exercises will inform the drafting of the service specification (so that it covers the range of issues and needs identified by needs assessment and the consultation);
- Proposing a lower tender price weighting reduces the likelihood of providers submitting much lower prices for the delivery of the services, with the potential impact of a lower contract value impacting on ability to provide a high-quality, safe service.

Health impact statement

137. The health impact of drug and alcohol misuse is well researched, and is evidenced throughout this GW1 report. As detailed in the previous section, drug and alcohol misuse and dependence is more prevalent in areas of high deprivation, which, in turn, correlates with poorer health.
138. DRDs in England and Wales are at the highest levels since records began in 1993, and are also correlated with areas of high deprivation. People who use opiates are more likely to die prematurely than the general population, and sub-groups of drug and / or alcohol users, such as rough sleepers, have much higher vulnerability to premature mortality than the general population. The proposed service will play a key role in preventing and reducing rates of drug and / or alcohol related deaths, and reducing harm.
139. Substance misuse and dependence not only affects the health and wellbeing of the user, but also has a serious negative impact on the health and wellbeing of their families and carers, including children. Reducing harm to children from parental substance misuse is a high priority for all agencies, and the proposed service has an essential role to play in providing parental users with an effective treatment offer to promote positive benefits for CYP,

²¹ <https://www.southwark.gov.uk/engagement-and-consultations/southwark-stands-together>

as well as providing a service specifically for CYP affected by someone else's substance use.

140. Physical health complications occur from the problematic use of drugs and / or alcohol, including BBV infection, liver conditions, sexual health issues, injecting problems such as abscesses, overdose and death. There are particular risks to the unborn children of pregnant users.
141. Mental ill-health can be both a cause and a consequence of drug and / or alcohol use, including anxiety, depression, personality disorders, abuse and trauma and self harm. Concurrent drug and / or alcohol use and mental ill-health are common, necessitating the need for a coherent, strong partnership between the services and community mental health provision.
142. Some CYP use drugs and / or alcohol to deal with difficult emotions, or to manage mental ill-health. The use of drugs and / or alcohol in CYP can also result in increased risk taking, such as unprotected sex and involvement in crime, as well as the short term acute effects of intoxication. The service will require strong partnerships with wider health, wellbeing, education and criminal justice services to maximise impact. Delivery of early intervention and prevention will be key to reducing the risks of substance misuse to this cohort, and intervening as early as possible to prevent an escalation to problematic use will be essential.

Climate change implications

143. The climate change implications of the proposed contract have been considered. This section should be read in conjunction with the environmental/sustainability section of this report.
144. The contract will require at least one physical hub within the borough to provide the scope of the service specification; invariably, the service hub will generate waste, and will also use energy and consumables. There are a range of options that the council could expect from the successful provider in order to reduce the climate change implications of the use of a physical hub, and associated service delivery, including:
 - the use of building(s) that are as energy efficient as possible
 - the use of sustainable paper options and usage offset by planting of new trees
 - the use of renewable energy
 - reducing carbon emissions in the supply chain of service consumables
 - recycling of service waste into energy and consumables, thus reducing the amount of waste that goes to landfill
 - reducing the use of single use plastics in service delivery
 - options for resourcing the service with recycled items.
145. The service will also be delivered through an outreach model; this will primarily be on foot, with nil generation of carbon emissions, or by public transport, thus minimising transport-related emissions by spreading them out over many passengers.

146. The onset of the pandemic in March 2020 resulted in a rapid transition to a remote delivery model, with service users able to access 1:1 and group interventions via digital technology. This proved very effective for many people, and the future service offer will reflect a hybrid model of face to face and virtual engagement opportunities. This shift from 100% face to face delivery will substantially reduce the number of people travelling across the borough to attend a physical hub, thus supporting the reduction of travel-related carbon emissions.
147. Services of this nature providing care and support to vulnerable people often have 'green' projects linked to supporting recovery through vocational training and skills development as well as promoting wellbeing; examples include gardening projects and community gardens.
148. The 5% social value evaluation will include climate change and environmental/sustainability considerations in order for this to be assessed at tender. Formal contract monitoring will review activities on an ongoing basis throughout the life of the contract, and it is also considered that this could be captured as part of the annual review.

Social Value considerations

149. 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

150. The services will be located and delivered within the boundaries of the borough, providing local economic benefits for residents who may be employed as staff, and service users who will be supported to contribute to the local economy through addressing their drug and / or alcohol support needs and seeking employment, where appropriate.
151. The service contract will bring additional economic value to the borough through a number of ways, as detailed below.
152. **Creating skills and training opportunities** – the proposed service will be required to continue to work in close partnership with the RSS, which provides service user involvement and peer mentoring by individuals with lived experience of drug and / or alcohol use who have first-hand experience of Southwark's treatment service provision, and are further along their recovery journey.
153. It will continue to be a requirement of the provider to work in partnership with the RSS manager to support the training of peer mentors and their skill development in knowledge of drug and alcohol treatment and delivery to enable them to deliver interventions and co-facilitate groups.

154. **Creating employment opportunities for the long term unemployed or those not in education, employment or training** – the proposed service will provide routes into volunteering and employment for ex-service users on completion of their treatment or as part of their long term recovery journey. The service will also coordinate with existing arrangements in the borough such as Southwark Works.
155. The proposed service will be expected to develop partnerships with financial / debt management providers to be delivered within the service, or via a sign-posting mechanism, that offers support to both service users and staff to achieve financial security.
156. **Creating opportunities for apprenticeships and educational placements:** the nature of the services presents opportunities for administrative and health and social care apprenticeships, as well as student placements for counsellors and social workers in partnership with London-based educational providers. The council's target for apprenticeships is acknowledged, but it is not clear what the service can offer at this time, and this will be confirmed in the tender response.
157. **Creating opportunities for volunteering:** this can relate to supporting people with lived experience to access volunteering as well as providing opportunities for volunteers to gain experience through service delivery.

Social considerations

158. The key priority for service provision is to prevent and reduce the prevalence of drug and alcohol misuse and dependence in Southwark, including the rates of younger people developing problematic use, and to reduce the severe health and social inequalities experienced by people with drug and / or alcohol support needs. This will be achieved by a rapid response to referral and direct delivery of interventions as well as facilitated access to appropriate support pathways. Through its day to day delivery, the service will contribute to making Southwark a more equal, fair and just borough.
159. The service will seek to improve the health and wellbeing outcomes of Southwark residents with drug and / or alcohol support needs and their families and carers. Extensive local, regional and national wide ranging performance measures are in place to monitor service benefits and outcomes; these include physical and mental health, employment, training and education, service pathways and conversion rates, waiting times and completion of treatment.
160. The delivery of the contract provides additional opportunities for individuals or groups facing greater social or economic barriers. Engagement in treatment reduces social and economic costs to the person and the borough. Through a robust case management approach, the service will support people to be more stable and less chaotic, providing them with an opportunity for recovery from misuse and / or dependence, with an age

appropriate and robust targeted approach to support CYP to de-escalate risky behaviours and to reduce harm.

161. This will be achieved by helping people of all ages to navigate a wide range of services to meet their needs and improve their health, wellbeing and social functioning. These activities contribute to reducing the economic, human and social costs associated with drug and alcohol misuse and dependence where there is no intervention.
162. A comprehensive outreach offer will be key to the effective delivery of the service to a range of people and groups that find hub-based services difficult to access; this includes CYP and people sleeping rough. Providers will be expected to identify sufficient resource to support engagement and delivery of the service outside of the physical hub(s).
163. With consideration given to age appropriateness, service users will be encouraged to engage with the local treatment recovery community and / or other services in order to meaningfully fill the periods of time that were previously focused upon drug and / or alcohol use and related activities, including crime. This engagement also helps to improve social connectedness and reduce loneliness and isolation for some of the borough's most vulnerable residents.
164. The council places a high level of emphasis on treatment community engagement within this service to ensure that the voices and views of people with lived experience shape both the design and development of the services. Opportunities for treatment community engagement are well publicised and utilised and enhanced by the RSS, and this will be extended to account for CYP.
165. CYP and families will have their support needs met through a defined, separate pathway (1), with no interface with any of the other three pathways. The continued presence of hidden harm provision delivering a structured support service for CYP affected by someone else's drug and / or alcohol use will promote positive emotional health, wellbeing, protective factors and resilience. This will add social value to enable vulnerable children affected by drugs and / or alcohol use to receive support and be protected, thus seeking to reduce adverse childhood experience and trauma.
166. Placing commissioning responsibility for community pharmacy supervised consumption and needle exchange services with the proposed contract provider will assist in supporting pharmacists to deliver effective services. Supervised consumption helps to improve retention in drug treatment, and treatment engagement outcomes, through the provision of instalment dispensing and ensuring that every supervised dose is correctly administered to the individual for whom it was prescribed for. It also reduces the risk to local communities of the diversion of prescribed medicines into the illicit drugs market, risks associated with overuse or underuse of medicines and accidental exposure to controlled medicines.

167. Needle exchange supports safer communities across the borough through the provision of sterile injecting equipment and paraphernalia, which reduces the transmission of blood borne viruses, and, as a consequence, helps to reduce acute costs of treatment at a later stage.
168. The council will require the future provision to demonstrate not only a commitment to improving the health and wellbeing of vulnerable residents, but also to commit to work practices that improve staff wellbeing, reduce absenteeism due to ill health, and recognise mental ill-health as an issue.
169. The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, contractors and subcontractors engaged by the council to provide works or services within Southwark pay their staff at a minimum rate equivalent to the LLW rate. Successful contractors will be expected to meet LLW requirements, and contract conditions requiring the payment of LLW will be included in the tender documents.
170. The council can exclude companies who break the law by blacklisting from public contracts if they are either still blacklisting or have not put into place genuine actions concerning past blacklisting activities. Where a company has been found to be using blacklisting, 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:
- i. "Owned Up": clarified the facts and circumstances in a comprehensive manner by actively collaborating with the investigating authorities;
 - ii. "Cleaned Up": taken concrete technical, organisational and personnel measures that are appropriate to prevent further criminal offences or misconduct, and
 - iii. "Paid Up": paid or undertaken to pay compensation in respect of any damage caused.
171. 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.

Environmental/Sustainability considerations

172. Areas to be explored for inclusion are opportunities:
- to reduce carbon emissions
 - to reduce waste and increase recycling
 - for use of recyclable or reusable products
 - to increase recycling rates
 - to use renewable energy in physical premises

- for greener versions of staff transport
- to underpin environmental activities with membership of accredited schemes.

173. The service will be required to support and promote responsible behaviour initiatives such as encouraging injecting service users to not discard drug related litter and paraphernalia in public spaces.

Plans for the monitoring and management of the contract

174. The contract will be managed and monitored by the council's Drug and Alcohol Action Team (DAAT) in Community Safety and Partnerships (CS&P), with delegated responsibility for the commissioning of the services from the Director of Public Health. Governance is provided by the statutory Community Safety Partnership.

175. Formal contract monitoring processes will take place on a quarterly basis, in alignment with the publication of NDTMS data, with representation from the council, provider(s) and RSS manager to ensure that the voices and views of people with lived experience of drug and / or alcohol use are considered as part of every formal review process.

176. A bespoke contract monitoring report template will provide the council with a range of quantitative and qualitative information about the delivery of the services during the quarter. The council will provide the provider(s) with a quarterly performance dashboard, comprised of NDTMS data, for discussion.

177. In addition, as is currently the case, a monthly meeting will be scheduled between all parties to ensure that the council has current and relevant knowledge of contractual delivery, including highlights, new initiatives and challenges. This will be in addition to the minimum weekly telephone contact between the council and provider(s) to meet business as usual requirements.

178. Due to the time lag with the publication of NDTMS data and the 12 month rolling period for many of the indicators, NDTMS performance against these indicators under the new contract cannot be considered in isolation until the fifth quarter of service delivery following commencement of the contract as the first four quarters will include data from the previous contracts.

179. A more intensive pattern of contact will be established between the council and provider(s) during the mobilisation period (minimum of six months following contract commencement), and until such a time as the council is satisfied that successful implementation of the service specification has been achieved. This will serve to support the development of effective partnerships in the borough, including a strong relationship with Partnership Southwark, and criminal justice agencies, including the police, probation, prisons and courts.

180. Performance reporting will be in alignment with the council's contract standing orders, and will include an annual review.

Staffing/procurement implications

181. DAAT, legal and procurement resource has been identified to deliver this procurement project. Wider council officers and people with expertise and knowledge of the services will be brought in to assist with the evaluation of the tender submissions.

Financial implications

182. A successful procurement process, delivered in line with the proposals in this GW1 report, will result in the award of a single integrated all-age community drug and alcohol services contract. The estimated maximum annual cost made available as a financial envelope is £3,957,084, which reflects 2021-22 budgets for the services to be included:

Service area	Budget 2021-22
AIDATS contract	£3,420,731
IHSYP contract (substance misuse)	£214,253
Needle & paraphernalia exchange coordination service	£120,600
Community pharmacy – supervised consumption and needle exchange	£102,000
General Practice Shared Care Opiate Drug Misuse Service	£99,500
Total	£3,957,084

Table 4: Maximum annual financial envelope for the proposed contract

183. On the basis of the proposal to award an initial contractual term of 3 years with the option to extend for up to a further 9 years in increments at the council's sole discretion, this provides a total estimated maximum contract value of up to £47,485,008, excluding inflation.
184. Inflationary increases will not be a feature of the contract as the council continues to face severe budgetary pressures, and no additional substantive funding for the service has been identified for future years of provision at the time of writing. The successful provider will be required to account for any additional costs, including inflationary increases, during each year of delivery from their proposed annual contract value within the financial envelope, and this will be assessed in the tender financial evaluation.
185. The contract will explicitly detail a commitment to the first year of funding only, and that future funding may be less than the contract value dependent upon financial settlements for Public Health services via the Public Health grant or future funding arrangements. The uncertainty about future funding of Public Health services necessitates these requirements to be built into the contract, with the funding of the services for the duration of the contractual term kept under close review.

186. As outlined in recommendation 2, RSDATG funding of £93,823.03 will also be awarded to the successful provider to cover the period of outreach delivery between 1 December 2022 and 31 March 2023. At the time of the writing, there has been no confirmation of an extension of the funded project beyond this date.
187. The tender includes an evaluation weighting for lowest price. As such, it is expected that the contract will be awarded at a lower price than the maximum financial envelope available for the tender, realising a saving. The extent of any saving will not be known until the tender process concludes.
188. As previously detailed, the intended contract monitoring and management arrangements will be funded through established DAAT staffing costs.

Legal implications

189. Please see concurrent from the Director of Law and Governance.

Consultation

190. Extensive consultation has taken place with senior officers of the council and NHS SEL CCG, the provider market, Partnership Southwark, partner agencies including criminal justice and health services, treatment system staff and people with lived experience, the outcomes of which will be considered in the development of the service specification. This will continue to take place over the coming months as the tender is prepared.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance (FC21/036)

191. The strategic director of finance and governance notes the recommendations of the report including the approval of a competitive procurement process for a community illicit drug and alcohol early intervention, prevention, recovery and treatment system for residents of all ages.
192. The maximum annual contract value is noted in paragraph 1 as £3,957,084 and the procurement period will be an initial 3 years from December 2022 up to a maximum of 12 years at the sole discretion of the council and including appropriate break clauses.
193. The range of services subject to the procurement exercise are entirely funded from the Public Health grant and the commitments included in the report, and the potential amendments to the grant funding figure, should be noted by the services concerned. The report notes this funding uncertainty in paragraph 185.

Head of Procurement

194. This report seeks Cabinet's approval for the procurement strategy for a contract to deliver an all-age community illicit drug and alcohol early intervention, prevention, recovery and treatment system delivery to people of all ages with drug and / or alcohol support needs, and families and carers and CYP affected by someone's else's misuse as detailed in paragraph 1.
195. The procurement strategy proposes to undertake PCR 2015 LTR competitive procurement exercise as the procurement route to be follow, seeking a single provider, or consortium with lead provider, to deliver all of the requirements of the service provision at a total estimated annual cost of up to £3,957,084 for an initial period of 3 years from 1 December 2022, with the option to extend for a period or further periods of up to 9 years in increments with break clauses at the council's sole discretion, making a total maximum contract value of up to £47,485,008 over a maximum 12 year term.
196. The contract value includes the Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG) project, that is hosted within the adult integrated drug and alcohol treatment system (AIDATS) contract, as a requirement of contractual delivery until funding expires at a current future date to be confirmed, which constitutes a funding award of £93,823, in addition to the funding detailed in recommendation one, for a period of four months between 1 December 2022 and 31 March 2023.
197. The council's proposed route is to undertake a PCR 2015 LTR competitive procurement exercise. The procurement route, tender requirements and contract terms and conditions will ensure high quality service is delivered and best value is achieved. The reasons for choosing the proposed procurement route is detailed in paragraphs 75 to 77, which meets both the Council's governance process and PCR 2015 requirements.
198. The procurement process is detailed in paragraphs 84, 91 to 117 and paragraphs 98 to 117 in this report specifies the evaluation methodology to be applied by the Council in selecting the successful bidder for the proposed contract. The report also highlight potential risks and mitigating actions in paragraph 78, impacts for equalities health and climate are detailed in paragraphs 129 to 148, social value commitments are detailed in paragraph 149 and confirmation of the payment of London Living Wage is detailed in paragraph 169.
199. Southwark Council's procurement officers will be advising on the appropriate tender documents to be used to ensure that all relevant statutory questions are included and due diligence carried to ensure that the proposed contract delivers efficiency and sustainable benefits.

Director of Law and Governance

200. This report seeks approval of the procurement strategy for a contract to deliver an all-age community illicit drug and alcohol early intervention,

prevention, recovery and treatment system as further detailed in paragraph 1. In view of the estimated value and potential duration of the contract, this is a strategic procurement under the council's Contract Standing Orders and approval is therefore reserved to the Cabinet.

201. These services are classed as above threshold 'light touch' services as defined in the Public Contracts Regulations (PCR) 2015, which means that their procurement is subject to the full application of the PCR. Paragraphs 75 and 97 confirm that a publicly advertised competitive tendering exercise is to be undertaken, in compliance with PCR procedural requirements.
202. Cabinet should be mindful of the Public Sector Equality Duty (PSED) contained within section 149 of the Equality Act 2010, the details of which are set out at paragraphs 134 and 135 of this report. Cabinet is specifically referred to paragraphs 136 which describes the consideration that has been given to equalities issues and the steps that have been taken to demonstrate and ensure compliance with the PSED, including the production of an Equality Impact Assessment, which forms Appendix 3 to this report, all of which should be considered when agreeing this procurement strategy and at each stage of the process.
203. Cabinet is also referred to the community engagement and wider consultation that has taken place to help design and develop service benefits and outcomes. The report notes that this engagement and consultation will continue as the procurement progresses.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
GW0: Adult community specialist drug and alcohol treatment services	Environment and Leisure / Communities / Community Safety and Partnerships / Drug and Alcohol Action Team (restricted folder)	Donna Timms 0207 525 7497
Link: http://moderngov.southwark.gov.uk/mqDecisionDetails.aspx?IId=50021003&Opt=1		
GW1: Adult community specialist drug and alcohol treatment services	Environment and Leisure / Communities / Community Safety and Partnerships / Drug and Alcohol Action Team (restricted folder)	Donna Timms 0207 525 7497
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s88139/Report%20GW1%20adult%20drug%20and%20alcohol%20services.pdf		

APPENDICES

No	Title
Appendix 1	Overview of existing services for inclusion in the new contract
Appendix 2	Summary of wider policy implications
Appendix 3	Equality Impact Assessment: Community Drug and Alcohol Services
Appendix 4	Equality Impact Assessment: Street Outreach Service for Rough Sleepers

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	Caroline Bruce, Strategic Director of Environment and Leisure	
Report Author	Donna Timms, Unit Manager - DAAT	
Version	Final	
Dated	23 November 2021	
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 Governance	Yes	Yes
Director of Exchequer (For Housing contracts only)	N/a	N/a
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		24 November 2021

Item No. 10.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Statement of Community Involvement and Development Consultation Charter	
Ward(s) or groups affected:		Borough wide	
Director:		Director of Planning and Growth	
Cabinet Member:		Councillor Helen Dennis, Climate Emergency and Sustainable Development	

FOREWORD – COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR THE CLIMATE EMERGENCY AND SUSTAINABLE DEVELOPMENT

Planning can feel like an incredibly complex and technical process, and yet it is everyone's business. How we use our land in Southwark can have a huge impact on our other goals – to promote jobs, provide new affordable homes, develop new parks, protect our historical assets, and to tackle climate change. So in this updated Statement of Community Involvement (SCI), we have tried to clearly describe the different ways in which individuals and communities can play their part in shaping the built environment and the vision around their neighbourhoods, from the local plan process to commenting on individual applications.

The SCI sets out what our residents should expect from consultation, and the associated Development Consultation Charter, goes into much greater detail in relation to major and strategic schemes, as well as the council's own projects. In this final version of the Development Consultation Charter, we have sought to respond to the Council's Climate Emergency declaration, and we have also proposed the submission of a Social Value Statement as part of an Engagement Summary, that is required when a planning application is submitted. Underpinning all of this, is an improved digital planning service that aims to make things easier and accessible for everyone engaging with the council's planning department, whether you're trying to make an application or find out information about S106 contributions or affordable housing monitoring.

It is my hope that more people from a diverse range of backgrounds will feel enabled to participate in our planning discussions and processes going forward, actively bringing their ideas and experiences to the table to shape the environment in which they live and work.

RECOMMENDATIONS

That Cabinet:

1. Agrees the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) 2021 at Appendix A and Appendix B for public consultation for eight weeks from 14 December 2021 to 7 February 2022.
2. Notes the Consultation Report at Appendix C from consultation carried out in early 2020.
3. Notes the supporting documents to the Statement of Community Involvement and the Development Consultation Charter comprising the Consultation Plan at Appendix D and the Equalities Impact Assessment at Appendix E.
4. Delegates authority to the Director of Planning and Growth to finalise the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) in response to the consultation.
5. Notes that a further report will be brought to Cabinet recommending adoption of the final versions of the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC).

BACKGROUND INFORMATION

Background to the Statement of Community Involvement and Development Consultation Charter

6. Section 18(1) of the Planning and Compulsory Purchase Act 2004 requires all local authorities to produce a Statement of Community Involvement (SCI). The SCI is a document which sets out how the council will ensure that local communities, businesses and other stakeholders can be involved in local planning decisions and help to shape the places where they live. This includes the preparation of the Local Plan and policy documents, as well as the process for making decisions on planning applications. The purpose of the SCI is to give people better access to the planning process.
7. The Development Consultation Charter (DCC) forms part of the Statement of Community Involvement. The DCC sets out how our community can expect to be consulted by developers through the three stages of the planning process:
 - Stage 1: Best practice before a planning application is submitted
 - Stage 2: Required steps with the submission of a planning application
 - Stage 3: Best practice after a planning application has been approved

8. This SCI replaces Southwark's previous SCI from 2008. Parts of the council's decision-making process as set out in the SCI has since been superseded by the council's constitution. This includes decisions on planning applications, release of Section 106 funds and designation of conservation areas determined at planning committee and planning sub-committees.
9. The SCI sits alongside the council's Approach to Community Engagement to be clearer on how consultation takes place and to consider the increasing use of technology as a method of engagement.

Consultation undertaken on the SCI

Consultation in 2020

10. The SCI was formally consulted on between 18 January 2020 and 15 May 2020. Due to restrictions put in place relating to COVID-19 the consultation period was extended beyond the original closing date of 8 April 2020 to allow people more time to comment on the SCI.
11. It was considered that this extension may allow for more time to complete the objectives set out in the Engagement Plan. However, it became clear that it would not be possible to carry out all of the events set out in the Engagement Plan owing to ongoing restrictions. The consultation ended on May 15 2020.
12. The SCI Engagement Plan set out a series of actions and groups of people to engage with, with a particular emphasis on engaging with people who do not usually get involved with planning and reaching different groups of people from our diverse communities. These include older people, younger people, the LGBTQ community, faith groups, developers and also those already engaged in planning.
13. To achieve this, the Council collaborated with community groups such as the Regeneration for All Liaison Group to combine resources and reach as many people as possible. The Council has also engaged with the Forum for Equality and Human Rights in Southwark (FEHRS) where representatives at the meeting were asked to let members of their respective community groups know about the consultation. Council officers also attended meetings with community groups and forums to engage with people from diverse backgrounds.
14. Events were formatted and structured differently depending on the target audience. For example, council officers attended coffee mornings/resident meetings to engage with older people living in Sheltered Housing Units (SHU). The Faith Workshops are intended as an introduction to planning as many of these communities have not yet engaged with planning.

15. Some of the events planned needed to be cancelled due to the COVID-19 pandemic and first lockdown in March 2020.
16. The SCI was advertised through Southwark Council's social media with a Twitter update released regularly. Those signed up to MySouthwark (over 16,000 people) also received regular reminders of the consultation. The Planning Department also intended to use a larger council mailing list to promote the SCI after the consultation was extended to 30 April 2020. However, this was not possible as the council's priority at that time was to use publicity to keep residents updated on the situation relating to COVID-19.
17. Council officers participated in leaflet drops in areas where there is a lot of regeneration and development happening such as Old Kent Road. Posters were also put in libraries and leaflets have been put in local businesses and faith centres in the Old Kent Road Opportunity Area. An online survey was published on the Consultation Hub to reach those who would not attend one of the consultation events. A link to this survey was sent to MySouthwark users and was in Twitter posts.
18. The Consultation Report at Appendix C provides further detail on the public consultation that has been carried out to date, a summary of the consultation responses received, as well as an officer response.
19. Despite regular updates on the council's Twitter page and reminders sent out via MySouthwark, the response rate to the Consultation Hub or responses received via email remained low. We received 14 written emails regarding the consultation and 25 responses to the online survey.

Consultation in 2019

20. The council held Planning Workshops on the SCI and Development Consultation Charter on 25 March 2019 (76 attendees) and 1 August 2019 (85 attendees). These events focused on how the public would like to be engaged on planning matters and the feedback received helped to shape the current draft of the SCI. However, it was noted that most those who attended the workshops were already engaged and active in planning.
21. At these events, members of the community highlighted changes that needed to be made to the SCI and the DCC and emphasised key areas of the planning process that needs to be improved, particularly in relation to consultation.
22. The Consultation Report at Appendix C provides a summary consultation responses received.
23. Throughout preparation of the SCI and DCC discussions have been held with council officers to consider how to improve the way the council engages with the public throughout the planning process and how to ensure the DCC is implemented effectively.

24. The SCI and DCC have been amended to take on board the comments received during consultation and also to include information on how consultation will take place when face-to-face engagement is not possible.

KEY ISSUES FOR CONSIDERATION

Statement of Community Involvement

25. The SCI is an important planning document that defines how and when local residents, community groups and stakeholders can be involved in the planning process; both when new planning policy documents are prepared or when consultation is carried out on planning applications for new development.
26. The SCI sets out our commitment to engage the community across all planning issues. The statement outlines consultation methods throughout the plan-making process as well as when dealing with planning applications. It also highlights the Council's digital strategy in relation to planning and how the SCI will be monitored.
27. The SCI clearly sets out the consultation process on planning policy documents, highlighting the stages of consultation, length of consultation and the decision making level at each stage of plan-making.
28. The SCI includes a new section on neighbourhood planning, which includes:
- The process for designating a neighbourhood area and forum
 - The process for preparing a neighbourhood plan and neighbourhood development order.
29. This will supersede the Individual Decision Maker (IDM) report on Neighbourhood Planning – Council Decision Making 2015.
30. The SCI clearly sets out the different types of planning applications and how they will be publicised. It also sets out the stages at which it is possible for the public to get involved and provide consultation responses.

Amendments to the SCI

31. Following feedback from the public consultation amendments have been made to the SCI. The feedback is set out in detail within the Consultation Report at Appendix C. Some of the consultation responses raised the following:
- The SCI is a positive and ambitious document
 - The SCI and DCC need to be simplified and clearer to understand
 - The intentions of the documents are good but they need to be followed up with actions
 - It is important that the council does not fall into a digital only approach

- Equalities duty should be key
 - The council needs to show clearly how public consultation has resulted in changes within policy documents
32. The main amendments to the SCI and the DCC since the version consulted on in January 2020 are set out below. Some of these seek to address the feedback provided during the consultation:
- A 'plain English' rewrite to remove jargon and improve readability
 - Change in the layout to improve readability of the SCI
 - Inclusion of an overview/executive summary of the SCI
 - Clearer diagrams to illustrate the consultation process and level of decision making
 - Amendment to the consultation period for planning policy documents – 12 week period for the initial consultation (Regulation 18 or SPDs), 8 week consultation period if a re-consultation is required at Regulation 18 or SPDs, 6 week consultation period for the subsequent consultation period (s) (Regulation 19) and 6 week consultation period if a re-consultation is required at Regulation 19. The latter consultation period is shorter because the Regulation 19 version of development plan documents is the version required to be submitted to the Secretary of State for Examination following any changes required as a result of consultation. The evidence base prepared alongside the plan needs to remain as up to date as possible for the subsequent Examination. Delays at Regulation 19 stage may result in delays in plans being adopted. The Town and Country Planning (Local Planning) (England) Regulations 2012). and the Procedure Guide for Local Plan Examinations (2021) require consultation to take place for a minimum of 6 weeks. In preparing the recent main modifications consultation for the New Southwark Plan, the Inspectors set the timetable for consultation (6 weeks + 1 week to take into account summer holidays).
 - Amendments to the planning applications section to ensure all planning application types are included and are set out clearly
 - Updated the equalities sections to consider Southwark Stands Together
 - Updated the digital section to include a full list of digital planning projects
 - Added a glossary on key terms in the SCI to ensure terms are clearly defined
 - Amendments to the validation requirements within the DCC for pre-application, planning application and post application stages to ensure they are achievable. These include an Engagement Plan, Engagement Summary (including a statement of social value) and an Equalities Impact Assessment.
 - Requirement added that developers need to reconsult during the planning application process if a period of six months passes since the application was submitted

33. In addition to the above, the SCI now includes alternatives to consultation when face-to-face engagement is not possible. This was added as a result of the Covid-19 pandemic where consultation methods have changed and it is important that residents are aware of type of consultation they can expect in exceptional circumstances.
34. MySouthwark is currently the primary medium through which consultation events are advertised. This is the primary way we provide information to the public on planning consultation events. Members of the public can sign up and opt-in and choose which topics or areas they would like to get information on. This is clearly signposted within the SCI to encourage members of the public to sign up.
35. Members of the public can sign up to a database that will send them a list of applications every week so that they can stay up to date with what is happening in their area. This will help to achieve the Council's engagement principles of providing information at the earliest possible stage to allow for meaningful engagement. This is clearly signposted within the SCI to encourage members of the public to sign up.
36. The Council will provide consultation reports after all stages of plan-making consultation in an easy to read way through a 'You Said/We Did' format that is accessible to the members of the community with different needs as set out within the SCI. To ensure developers take account for consultation responses received to their planning applications, further detail has been added to the DCC to require developers to provide more detail in the Engagement Summary on how they have listened to consultation and how, if necessary, they are changing the scheme as a result (you said/we did format).

Development Consultation Charter (DCC)

37. The DCC sets out how members of the community can expect to be consulted by applicants/developers at different stages of the planning application and depending on the scale of development. This includes minor council-own applications, with the exception of hidden homes (this could include new homes created from unused or underused space within existing estates), major applications and strategic applications. The scope of the DCC has been extended to include all council led development that proposes any new home. This will ensure that we are carrying out our Public Sector Equalities Duty.
38. The DCC sets out the requirement for the pre-application stage to include the submission of a pre-submission engagement plan for each stage of consultation. At planning application stage, an application needs to be supported by an Engagement Summary setting out the consultation undertaken through the pre-submission process including how the developer has responded to the comments received through a 'you said, we did' format. The Engagement Summary must also include a Social Value Statement that describes the economic, social and environmental

impacts of the development and how the development will contribute to the long-term wellbeing and resilience of existing and future residents and businesses. An Engagement Plan will also be required, setting out further engagement to be carried through the planning application process. Templates have been prepared for the pre-submission engagement plan and the engagement summary for developers to complete. This will enable us to monitor the information we receive. An Equalities Impact Assessment will also be a validation requirement for developers.

39. The DCC now includes alternatives to face-to-face engagement in exceptional circumstances. The consultation requirements have also been amended to ensure the requirements are reasonable and achievable.

Consultation to be undertaken

40. Consultation on the SCI and DCC will last for 8 weeks from 14 December 2021 to 7 February 2022. The documents will be available to view in advance of the consultation period from 30 November 2021 or when Cabinet documents are published. They will be available on the website.
41. There is no statutory requirement to consult on the SCI. However, in order to write a SCI that responds to the needs of our local community and to continue to improve the way that we consult throughout the planning process we have carried out extensive consultation and have updated the SCI and DCC to undertake further consultation.
42. The Consultation Plan at Appendix D sets out how consultation will be carried out. We will work with our community and voluntary sector partners and focus on our strengths to undertake effective engagement. We understand the reach the community and voluntary sector have into the community to help encourage and promote the consultation.
43. Because of restrictions relating to COVID-19, this consultation will take place mostly online.
44. We have previously written to many community groups and all Tenants and Residents Associations in Southwark to make them aware of how to sign up to receive email updates on planning policy consultations through MySouthwark. We will continue to encourage new groups to join the mailing list and publicise consultations through our website and where possible through council newsletters, council meetings (where appropriate) and social media. When the SCI consultation opens, local groups are welcome to invite us to join their meetings to discuss the consultation.
45. We will engage with our partner organisations, including Community Southwark and the Forum for Equalities and Human Rights in Southwark (FEHRS) who have good connections with many community groups in Southwark.

46. Local ward Councillors and a community champion in each multi-ward areas of Southwark as part of the Empowering Communities programme have regular meetings where neighbourhood issues can be discussed and residents can voice their concerns. All ward Councillors will be notified of the consultation, and will make announcements at these meetings if they are taking place throughout the consultation period. An announcement will also be made at planning committee about the consultation.
47. We welcome opportunities that the voluntary and community sector groups may take to facilitate engagement using community platforms.
48. Inclusive engagement must be maintained while engaging remotely. Allowing for a mix of voices and perspectives remains important to engagement. To ensure that those who do not have access to the internet can engage with the consultation we will hold phone call and online sessions. Because the council is currently operating a gradual return to the office which means that there is limited in-person staff availability, phone and online methods of communication are the preferred option.
49. We will ensure that the presentations and materials used throughout any consultation event are accessible to all. We will aim to use visuals, graphics and flow charts wherever possible to ensure that the material is as easy to understand as possible.

Next Steps

50. Following this consultation, we will amend the SCI and DCC as required once we have received and considered the consultation responses. Following which, the SCI and DCC will be adopted later in 2022.

Stage	Timeframe
Cabinet to approve for consultation	December 2021
Formal consultation	December 2021 – February 2022
Review consultation responses and prepare final SCI and DCC	Spring – Summer 2022
Adopt SCI and DCC	Autumn 2022

Community Equalities (including socio-economic) and health impacts

Community Impact Statement/Equalities (including socio-economic) Impact Statement

51. The Equality Act 2010 introduced the public sector equality duty, which merged existing race, sex and disability equality duties and extended them to include other protected characteristics; namely age, gender reassignment, pregnancy and maternity, religion and belief and sex and sexual orientation, including marriage and civil partnership. In summary those subject to the equality duty, which includes the council, must in the exercise of their functions: (i) have due regard to the need to eliminate

unlawful discrimination, harassment and victimisation; and (ii) foster good relations between people who share a protected characteristic and those who do not.

52. The SCI and engagement on the SCI are intended to be inclusive and accessible. Planning has a key role to play in supporting the council to promote equality and value diversity. We want to involve as many people as possible from as many communities as possible in the planning process. This aligns with our Public Sector Equality Duty.
53. The Human Rights Act 1998 imposed a duty on the council as a public authority to apply the European Convention on Human Rights; as a result the council must not act in a way which is incompatible with these rights. The SCI to which this report refers is not considered to be contrary to the Act.
54. Assessing equalities impacts and promoting equality is central to SCI and DCC, as set out in the Equalities section of the SCI and the DCC, as well as the requirement for a proportionate equalities assessment and for developers to work with the Council to meet the Public Sector Equalities Duty.
55. The SCI and our additional work on consultation and engagement support the wider objectives of Southwark Stands Together, a council-wide, long-term programme of positive action, education and initiatives working with staff and the community to tackle racism, injustice and inequalities as recognised within the SCI.
56. The SCI and DCC are supported by an Equalities Impact Statement which assesses the impact of the SCI and DCC on people with protected characteristics in our community. It identifies where there will be positive or negative impacts. It also identifies mitigating actions to be taken where necessary.
57. The SCI confirms that an Integrated Impact Assessment will support the preparation of Development Plan Documents assessing the sustainability, equality and health impacts of the Development Plan Document.
58. The DCC confirms that an Equalities Impact Assessment is a validation requirement at planning application stage for minor council-own applications, with the exception of hidden homes (this could include new homes created from unused or underused space within existing estates), major applications and strategic applications which should include evidence that the application has had due regard to the impacts on those with protected characteristics, and promoted equality.

Health impact statement

59. Planning has a key role to play in supporting the council to promote equality and value diversity, through addressing the wider determinants of

health inequalities, and creating inclusive places residents can be proud of.

60. The SCI and DCC are supported by an Equalities Impact Assessment (November 2021) which sets out potential health impacts, both positive and negative, of the SCI and DCC. Where necessary mitigating actions are identified.
61. The SCI confirms that an Integrated Impact Assessment will support the preparation of Development Plan Documents assessing the sustainability, equality and health impacts of the Development Plan Document.

Climate change implications

62. The council has declared a Climate Emergency with the ambition to reach carbon neutrality by 2030. Plan-making will involve preparation and implementation of planning policies to meet this ambition when implemented through development management processes. This is supported by Southwark's Climate Change Strategy which sets out Action Points to meet this target.
63. Planning applications will be required to meet the policy requirements in the Southwark Plan 2022. Climate change considerations for both mitigation and adaptation should be considered in all development as good practice. Major development should deliver carbon reductions on site in line with policy, and take steps to adapt new development to climate change with regard to biodiversity, green infrastructure and air quality.
64. Climate change is a major issue for local residents raised in consultation and applicants should be willing to meaningfully engage and address local resident's concerns through the consultation process.

Financial implications

65. There are no immediate financial implications arising from this report.
66. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

67. The Council, as local planning authority, is required to prepare a statement of community involvement (SCI) in accordance with section 18(1), Planning and Compulsory Purchase Act 2004. The law prescribes the matters that the SCI must contain, including a statement of the Council's policy for involving the public in the planning and plan making functions of the local planning authority. Section 18 was amended by the

Neighbourhood Planning Act 2017 to require an additional provision that the SCI must include policies for providing advice and assistance in relation to neighbourhood planning. The draft SCI complies with this legal duty.

68. The report confirms that the Council's duty under S149 of the Equality Act 2010 (the Public Sector Equality Duty) has been considered and complied with in the preparation of the SCI and the draft Development Consultation Charter (DCC). The Public Sector Equality Duty is reflected in the policies that the SCI and DCC documents incorporate as planning is recognised as a key area in which the Council can pursue the objectives of eliminating discrimination and advancing equality of opportunity. In addition, the Human Rights Act 1998 has been considered and complied with.
69. Members and officers are reminded that the policies and procedures outlined in the SCI create a legitimate expectation and that it will be matter of procedural fairness and reasonableness on the part of the Council to adhere to the SCI in the absence of exceptional circumstances.

Strategic Director of Finance and Governance (CE21/056)

70. This report is requesting Cabinet to agree the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) 2021 at Appendix A and Appendix B for public consultation for eight weeks from 14 December 2021 to 7 February 2022 and to delegate authority to the Director of Planning and Growth to finalise the Statement of Community Involvement (SCI) and Development Consultation Charter (DCC) in response to the consultation and to note other recommendations in the report.
71. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report.
72. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Planning and Compulsory Purchase Act 2004	Link (please copy and paste into browser): https://www.legislation.gov.uk/ukpga/2004/5/section/18	planningpolicy@southwark.gov.uk
IDM Report on Neighbourhood Planning – Council Decision Making 2015	Link (please copy and paste into browser): https://www.southwark.gov.uk/assets/attach/1653/DL-2015-	planningpolicy@southwark.gov.uk

Background Papers	Held At	Contact
	Neighbourhood Planning decision making process-report.pdf	

APPENDICES

No.	Title
Appendix A	Statement of Community Involvement
Appendix B	Development Consultation Charter
Appendix C	Consultation Report
Appendix D	Consultation Plan
Appendix E	Equalities Impact Assessment

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, Climate Emergency and Sustainable Development	
Lead Officer	Juliet Seymour, Head of Policy, Building Control and the Historic Environment	
Report Author	Laura Hills, Planning Policy and Monitoring Innovation Manager	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Item No. 14.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Gateway 1 - Procurement Strategy Approval for the Borough's Tree Works Programme	
Wards affected:		All	
Cabinet Member:		Councillor Catherine Rose, Transport, Parks and Sport	

FOREWORD – COUNCILLOR CATHERINE ROSE – CABINET MEMBER FOR TRANSPORT, PARKS AND SPORT

This report builds on the previous Gateway 0 Report approved by Cabinet on 9 March 2021.

It outlines the additional work and development done to create a new strong, single in-house tree team in terms of strategic policy, oversight and leadership in regards to tree works and renewal of our tree stock. This report sets out how we will create a level of resource and skill to meet the challenges ahead. Trees are a key element to tackling the Climate Emergency, greening our streets and improving the health and well-being of our communities.

It also sets out a robust procurement framework that will tender for and create a contracted level of resource and specialist skills to focus on maintaining trees safely and helping us to maximise public safety, ensuring Southwark meets its duty of care obligations as well as managing corporate exposure to risk. We have a responsibility to develop a long term model of tree maintenance and works that allows us to be agile and responsive to the demands and scale of our ambition for our tree service and tree stock across the whole borough. The nature and characteristics of which are unique in scale, variety and complexity in London. We therefore wish to draw upon the wide variety of skills and specialisms that the industry has to offer and develop a model of delivery and management that is good value to our residents, but also delivers an excellent service, at scale and for the long term.

We continue to work closely with all directly affected staff, unions and stakeholders to ensure that the process of realigning the service is done in an orderly process that allows for the retention of key skills and knowledge. We also have an opportunity to secure a skill base and investment in trees skills in partnership with contractors, within the borough to help support the local economy and wider demand for skilled tree personnel.

The care, management and replenishment of trees forms a key part of our broader approach to tackling the climate emergency agenda.

We are directly responsible for 82,500 trees in our borough, we also seek to ensure the retention of another 30,000 trees that are the responsibility of others. We have

a stated ambition to plant another 10,000 trees by 2022 and develop essential plans that extend beyond that to meet the priorities and concerns of our residents, businesses and other stakeholders that care passionately about the trees in their local neighbourhood, parks, woodland and wider borough.

RECOMMENDATIONS

That Cabinet are asked to:

1. Agree the retention of the in-house tree maintenance team and proposals to combine it with the in-house client team, to form a single, cohesive and comprehensive in-house team to manage the Borough's significant tree stock.
2. Approve a competitive tender process to formalise current externalised works delivery by putting in place longer term tree maintenance contract(s) to support in-house provision. The procurement process will seek up to three providers for a period of four years from October 2022, with an option to extend for an additional period of up to two years, at an annual estimated value of £1.5m, with an estimated maximum total contract cost of up to £9m (with extensions), recognising that final costs will only be determined following the completion of the tender process.
3. Approve the establishment of an additional framework agreement for tree maintenance for a period of four years that will be open for use by all London boroughs from October 2022, subject to business need, as further detailed in paragraphs 62 and 63.
4. Approve tree planting arrangements (as outlined in paragraph 43) to deliver the tree planting programme whilst noting that other delivery methods that optimise the capital resource allocated will be explored including direct employment and working with community interest companies.

BACKGROUND INFORMATION

5. Southwark manages approximately 82,500 trees spanning over 400 species in places such as parks and open spaces, housing estates and highways. In addition, there are approximately 30,000 trees in Southwark which are located on private land and not managed by the council directly.
6. In recent years the council has faced challenges around the resources available to manage the tree stock. This, coupled with the council's commitment to planting more trees, led to a review of the overall tree services with the aim of ensuring the council was meeting its statutory duty of care whilst also being responsible custodians of a valued asset in a challenging urban setting.
7. In March 2021 a Gateway 0 report was presented to Cabinet that explored the options available to the council for reshaping the council's tree services in order to meet those aims.

8. The outcome of that report was to outsource the core tree works. It should be noted that 60% of the tree maintenance work is currently being carried out by external providers through a series of smaller procurements.
9. This report sets out proposals for a new tree model, comprising an in-house tree team to undertake the contract management function and some of the tree works functions (emergency, ad hoc, insurance), alongside the on-going use of external contractors. The report outlines the procurement route for procuring core tree maintenance works to be carried out by external suppliers to ensure the associated potential risks are managed and the tree stock is sustainably maintained for years to come.

Strategic direction

10. Southwark's Tree Management Policy (TMP) sets the strategic aims for the council and other key stakeholders in relation to the security, preservation and enhancement of the council's treescape now and into the future. The policy includes the Tree Risk Management Strategy (TRMS) which sets out the procedures the council is required to carry out in order to meet its statutory obligations.
11. The trees in and around our urban areas are collectively known as the 'urban forest' and are generally recognised and appreciated for their amenity and presence in the cityscape whilst at the same time improving air quality, protecting watercourses, saving energy, improving economic sustainability as well as having many health and wellbeing benefits.
12. The council's biodiversity plan - the Southwark Nature Action Plan (SNAP), 2020 – 2025 sets out the plan for conservation and enhancement of the natural environment and drive for improvements in biodiversity.
13. In March 2019 the council declared a climate emergency and vowed to "*do all it can to make the borough carbon neutral by 2030.*" The Cabinet has formally considered Southwark's response to the Climate Emergency in a cabinet report presented in July 2021. The report set out Southwark's approach to the Climate Emergency and outlined approaches to support the Council and communities to achieve carbon neutrality by 2030.
14. Tree management and planting is an important part of Southwark's Climate Strategy owing to the significant contribution the tree stock makes towards climate change mitigation in terms of pollution removal, carbon storage (and sequestration) and flood alleviation. For these reasons it is important now more than ever, to ensure this valuable asset is protected, enhanced and managed effectively and therefore putting in place a sustainable and effective tree service that can deliver against these policies is a top priority.
15. In light of the council's broader environment and climate change agenda, capital funding of £5m was agreed in April 2020 to increase the number of trees planted annually, to reverse any net loss of trees (more trees removed than planted) and ensure a net increase in trees in the borough for the benefit

of future generations of Southwark residents. The current Borough Plan includes an ambitious target of planting a total of 10,000 trees from 20/21-21/22. In 20/21 8,014 trees were planted, substantially exceeding the 5,000 target for the year.

KEY CONSIDERATIONS

Statutory and legal requirements

16. Public safety is of paramount importance and needs to be balanced with the environmental and amenity benefits trees provide. Southwark has a “Duty of Care” to manage its trees responsibly.
17. As well as mitigating the most significant risk – that of risk against the person - there are also financial and reputational risks, that manifest themselves when trees cause damage to persons or property. The on-going completion of tree inspections and works within specified timescales/dates is considered the absolute corner stone in mitigating risk to the person and thereby maintaining a “defendable risk management system”, which is also used as evidence to mitigate third party claims.
18. There are a number of areas of law that impact the tree service:
 - Wildlife and Countryside Act 1981 - Protection of birds during nesting season
 - Tree Preservation Order & Conservation Areas – Planning protection for trees
 - Highways Act 1980 Section 154 – Trees adjacent to the highway
 - Common Law Entitlement – Trees overhanging boundaries
 - Statute Law – Case law and precedents set in court.

Current service arrangements

19. The current tree service is split between two in-house teams, supported by external contractors. The two in-house teams provide the following services;
 - The Tree Client Team (Parks and Leisure): Six posts including the service manager, responsible for;
 - Strategic, policy and risk management
 - Tree governance
 - Tree inspections and specification of works
 - Contracting out tree planting to external contractors
 - Dealing with insurance claims
 - Procurement of external contractor support for additional tree works required to complement the works provided by the internal tree maintenance team
 - The Tree Works Maintenance Team (Waste and Cleansing); 16 posts including the team manager, responsible for;
 - Tree surgery

- Pollarding
 - Felling
 - Waste storage/disposal
 - Stump grinding
 - Emergency response service.
20. The coordination of tree planting is undertaken by the client team and is currently capital funded and uses external specialised contractors via annually let contract arrangements including three year maintenance and aftercare. The work is seasonal by nature, with tree planting being undertaken in the winter months, and watering and establishment maintenance programmed for the spring and summer period.
21. In addition to the services outlined above, officers in the council's development management team within planning also deal with tree related planning matters such as planning applications (including consultation), planning appeals, court evidence, government guidance and legislation on natural heritage, biodiversity, Tree Preservation Orders (TPO's) and Conservation Areas. This element of the council's services is not within the scope of this report.
22. Currently, the council continues to require significant levels of support from external suppliers to respond to the historic and ongoing backlog of tree works which has built up due to the limited capacity of the current in-house team and the large volume of trees the council is required to maintain. Whilst this work is procured in line with Contract Standing Orders, the nature and length of the contracts means that this approach is not the most cost effective for the council.

Options for procurement route including procurement approach

23. The Gateway 0 report that went to cabinet in March 2021 set out the assessment for various options for the delivery of the future of the tree service which included variations of the following:
- No change: Retain the current split management function and in-house tree work delivery service, supplemented by external contract support, let on a lotted procurement basis.
 - Merge the client and works teams and expand the current in-house provision to undertake all of the tree work.
 - Adopt a mixed economy model merging the client and works teams and providing tree works delivery through a range of four options with varying degrees of internal and external provision.
 - Externalisation of the entire service.
 - Consider how best to deliver the £5m capital funded tree planting programme through either internal or external suppliers.
24. Providing 'no service' or doing nothing was not considered an option owing to the statutory requirements protecting public safety and the council's climate change mitigation commitments, as outlined in the GW0.

GWO Recommended Option & Further Review

25. The cabinet report recommended the approval of the option to externalise the tree maintenance works whilst retaining a small number of staff within a new tree planting team (known as Option 4).
26. Cabinet approved the externalisation of the tree maintenance works but requested that officers explore opportunities to retain any of the in-house works team (16 posts) in addition to any opportunities offered through the new proposed planting team (9 posts).
27. Following this request, officers have reviewed opportunities to retain a greater number of staff in the in-house team, which currently comprises 11 permanent members of staff. This has included early engagement with the tree works team (three staff meetings), where a clear preference was expressed by staff to remain in-house, and for their work focus to predominately comprise of tree surgery. This was seen as beneficial from a career development perspective, commensurate with specialised training investments made to date.
28. In response to the request by Cabinet members to explore any opportunities to retain any of the in-house works team alongside feedback from the tree works team, the recommendations in paragraphs 1 & 4 of this report is for a change to the original GWO proposals. This report now proposes a mixed economy approach to tree service provision, comprising a retained in-house team, alongside on-going, externalised tree maintenance contracts. Under this proposed model, the in-house maintenance team will be combined with the current client team, to form a single, in-house service meaning that Southwark will have one of the biggest in-house tree teams in London.
29. It should be noted that at the time of writing this report, of the 16 tree works maintenance team, there are five vacancies, of which one is being covered by an agency staff member. Under the current proposals the 11 permanent staff now in post continue to provide tree services as part of a re-organised in-house team and are not currently expected to be affected by TUPE (see paragraphs 80-83 of this report). All staff within the in-house team will be given appropriate training and support as required.

Anticipated future service works requirements

30. The following table outlines estimated future works volumes. Core programme and re-pollard figures have been calculated based on works orders relating to the last condition survey. Insurance programmed mitigation works (insurance cycle) figures are calculated from a new programme to be introduced in October 2021. Officers have modelled the estimated works required to be completed on an annual basis in order to determine the required resource to service the works generated.

Table 1. Future estimated work requirements

Tree maintenance element	Work type	Required jobs per annum	Required jobs per month
1	Core programme (incl. emergency call outs)	6,720	560
2	Insurance cycle	1,279	107
3	Re-pollards	1,325	110
Totals		9,324	777

31. Of the anticipated 9,324 jobs annual jobs required, officers anticipate that approximately 7,574 jobs will be undertaken by external providers and 1,750 internally (approximately 19% of all jobs required).

Maintenance works contract

32. The contracted element of tree service provision will provide the capacity required to respond to the significant level of tree works generated, in a timely manner (as set out on the table above), thereby minimising risk. The focus will be on creating a high quality external works service, supporting, wherever possible, locally based, high quality arboricultural practices, which will support and enhance the local economy.
33. The proposed contract term for the externalised tree works is for four years with an extension option of up to a further two years. In line with the Public Contracts Regulations 2015 a competitive tender process using the Open Procedure is recommended.
34. With regard to the procurement route, this report sets out the plan to procure a formal contract of up to three lots, spread across three geographical areas, providing cover across the whole borough. The contract will deliver a high proportion of risk based activities across various work streams which will contribute significantly to ensuring the borough meets its duty of care obligations.
35. As noted above, it is proposed that, alongside the external contract arrangements, an in-house tree works service is retained.
36. This approach, with both an internal team and contracted provision, maximises capacity and realises the benefits of a mixed economy, creating a single, policy-driven approach to manage risk and improve business resilience, thereby minimising the risk of a future backlog. Other associated benefits of this approach include an element of protection against the current economic and industry fragility, in relation to sourcing arboricultural provision, and the associated challenges around both the recruitment and retention of suitably qualified staff.

37. The in-house team will focus on the following work aspects;
- Emergency call outs
 - Fells (tree removal)
 - Ad hoc and high profile sensitive works
 - Insurance cyclical programme maintenance
 - Stump grinding.
38. The external providers will deliver all the remaining core works at volumes generated from the condition survey programme.

The Council Tree Team

39. The existing tree maintenance team will combine with the existing client tree team to form one cohesive team, focused on both the delivery of tree works as well as policy, contract management and in-house works management functions. It may be necessary for some minor amendments to roles and responsibilities, to reflect the new service arrangements and reporting structure.

Framework agreement

40. In line with the recommendation in paragraph 3, and in order to further mitigate against potential backlog of works, a framework agreement will also be established if required for tree works if this meets business needs. This framework will potentially be available to use by all London Boroughs as part of this procurement process. As well as providing the opportunity to introduce an additional contractor, in exceptional circumstances to assist with backlog (e.g. storm damage), this framework approach would have the potential to generate a modest income for the council, with a cost charged if utilised by other contracting authorities. The establishment of the framework incurs little additional work for the council.

Tree planting arrangements

41. The council has committed to planting up to 5,000 trees (saplings through to mature trees) per annum in association with servicing a formal tree planting strategy. This service will also include a maintenance programme in the summer months to ensure successful establishment of the newly planted trees.
42. Following the request for officers to review the in-house staff arrangements (GW0 decision) the tree planting function has also been reviewed. At GW0 it was proposed that tree planting should be undertaken in-house, with the maintenance function externalised. However, as the proposed model is now to retain an in-house works team, with a focus on tree surgery/maintenance, and as it would take time to create an additional, new, in-house tree planting team, it is proposed that the optimal approach to ensure timely delivery of the ambitious tree planting quota continues to be through a procured service route in the short term. This approach will ensure delivery of tree planting at

pace and can also accommodate tree planting seasonality requirements. In view of this, this report seeks authority in the recommendation set out in paragraph 4 to procure tree planting externally, an approach that would be a change to the original GW0 decision to insource tree planting, taken at the 9 March 2021 Cabinet. Future arrangements will be subject to further Gateway reports.

43. Officers will, however, continue to explore other tree-planting options, including opportunities within the in-house works team to enable them to undertake some planting, which could, for example, focus on high profile planting opportunities and community engagement. Longer term opportunities will also be explored.
44. In the interim period existing seasonal planting arrangements will continue to be procured through the appropriate procurement process in line with Contract Standing Orders.

Market considerations

45. Current industry considerations and pressures include:
 - ‘Brexit’ employment impacts
 - Rising London living costs restricting staff availability
 - Post COVID impacts on recruitment
 - Industry struggling to recruit and retain appropriately trained and skilled staff
 - Relatively low industry rates of pay, impacting recruitment and retention.
46. All industry suppliers, whether local authority or external, are impacted by the same pressures therefore competing for an increasingly smaller pool of specialised staff.
47. Due to industry conditions there are only a small number of suppliers servicing local authority contracts. This has the potential to impact not only market capacity, but also a competitive market place.
48. The proposed dual function model seeks to address these challenges by seeking multiple external suppliers through contract lots, therefore reducing resourcing concerns and associated risk. This approach may also prove attractive to smaller local suppliers, an approach that also seeks to support Southwark’s local economy.

Proposed procurement route

Contract period and coverage

49. The contract term will be four years with extension options of up to a further two years. This term is considered optimal, as it is long enough to make it viable for contractors to bid for but avoids the pitfalls often inherent in long contracts. It is designed to be flexible to allow for an extension in the

circumstances that the contract/s is/are performing well and meeting the desired outcomes.

50. It is proposed that the contract will be made up of three tree maintenance lots reflective of the three geographical areas; North, Central and South.
51. The contract(s) will include the provision of an emergency call out service for contingency, storm events and business continuity purposes. However, the main service in this regard will continue to be provided by the in-house team.
52. Suppliers will be able to bid for all three lots, however no single supplier shall be awarded more than two lots. Bidders will be able to express a preference for their preferred lot. This approach will provide choice for the market, and will demonstrate whether best value for money can be achieved by suppliers having more than one lot. Tender returns will be evaluated against the evaluation criteria. This approach will ensure a level of balance between achieving value for money and having a number of available suppliers in place to manage capacity, risk and mitigate the potential for further backlog. This approach is advantageous in providing optimum business resilience and contingency options.
53. This approach seeks to provide maximum flexibility for the market, as it should attract smaller, local providers, as well as larger arboricultural firms.
54. In line with the Public Contract Regulations, the framework agreement would be set up for four years and will provide additional risk mitigation should a service failure occur.

Contract form

Maintenance works and planting contracts

55. The procurement will be for services contracts and let in line with the Public Contract Regulations 2015.
56. The new contracts will include requirements for robust governance, monitoring and KPI's, ensuring quality outputs. A programme of work to include, risk management, customer service, environmental considerations and a proactive approach to social values and innovation.
57. The contracts will be targeted at appropriately sized, specialised tree work and landscape suppliers to maximise market interest.
58. Mechanisms will be put in place in the contract terms and conditions whereby contractors can support each other should the situation arise such as post-storm clear-up support. These mechanisms will also allow the council to act quickly in instances where a contractor fails to perform. The council will be able to either call on one of the other contractors or from the framework. The purpose of this would be to ensure backlogs do not build up and works are

completed in accordance with the timeframes set out in the Tree Risk Management Strategy (TRMS).

59. Suppliers invited to tender as part of the capacity assessment will need to meet an annual turnover threshold set against the estimated lot values, and must demonstrate their financial stability if they are to be included in the tender process. This is part of the usual management of risk within the procurement process.

Contract documentation

60. The contract documents will cover the following key elements;

- Conditions of contract
- Arboricultural specification
- Price, quality and social value evaluations
- Health and safety risk and method statements
- Contract governance
- Financial assessment.

61. A robust performance management system will be put in place.

62. The contract will include if required the establishment of a framework agreement for the same term. The purpose of the framework is for the council to be able to respond quickly to any capacity issues by having an established agreement to call off. This will encourage bidders and provide additional risk mitigation enabling swift access to service contingencies and potentially a facility for other boroughs to use. This aspect will be evaluated broadly in line with the criteria set out for the main contract, with appropriate adjustments for external borough use.

63. The number of providers on the framework is yet to be determined but is being developed ahead of the procurement. Officers are currently exploring the optimum number which will be detailed in the invitation to tender and reported in the gateway 2 report.

Advertising the contract

64. The contracts will be advertised on the Find a Tender Service in line with the Public Contract Regulations (PCR 2015).

Evaluation

65. As this will follow an Open Procedure as regulated by the PCR 2015, tenderers will be asked to submit a Selection Questionnaire (SQ) alongside their tender proposals. The SQ will be assessed prior to the tenderer's proposals being evaluated and the evaluation panel will assess the capacity, capability and experience of the supplier to provide these services.

66. Evaluation of bids will be conducted at 55% price, 35% quality and 10% social value considerations. The establishment of a framework agreement, if carried out, will be evaluated in line with these percentages but allowing for social value to be assessed by boroughs at call off stage.
67. Each tenderer's price will be calculated in accordance with the price evaluation methodology detailed in the tender pack with suppliers completing a schedule in the tender. The lowest sustainable tender price will be awarded the maximum scores for the price evaluation; the other tenderers' scores will be based on a percentage of that score.
68. The quality element of the tender evaluation will be scored against the following criteria for tender evaluation:
 - Proposed management structure
 - Contractor's proposed method statements for carrying out the service, managing work volumes and ensuring professionally qualified staffing capacity, to ensure maximum productivity
 - Quality management and quality control
 - Social value and benefits to local community
 - Compliance with management
 - Equality and Diversity.
69. The questions will require bidders to explain how they intend to deliver the services. The responses submitted by the winning tenderer will become contractually binding.
70. The quality evaluation will be carried out independently by an evaluation panel. Each question will be scored independently by each member of the evaluation panel from 0 to 5. Once each question is scored the appropriate weighting will be applied to each score.
71. A quality moderation meeting will be held. This will be chaired by an officer who has not independently scored the quality submissions and attended by all officers who have independently scored the quality submissions. At this meeting a consensus score will be agreed to ensure consistency in the scoring methods. The consensus scores will then be weighted as defined in the tender documents and will be added together to produce the final quality score for that tender.
72. The price score and the quality score will then be added together to produce an overall score for each lot.
73. Tenderers are invited to bid for any or all three lots but can win a maximum of two lots, which will result in two or three successful contractors. Quality and social value scoring (by lot) will remain constant, but any referential discounts given against pricing for winning two lots will be evaluated to show which combination will achieve best value for the delivery by the council of the contracts. This criteria will then be used to allocate pricing scoring against the evaluation and this information will be used to recommend the award of the

contract(s). The evaluation criteria for the framework agreement will be as set out above.

Development of the tender documentation

74. The project team consists of appropriate officers from finance, legal and procurement departments to assist the Parks and Leisure Teams by providing suitable technical expertise and governance. The project team are responsible for ensuring all documentation has been produced and approved for the final tender packs. The project team meet, as a minimum, on a monthly basis. The documents are reviewed at these meetings. The specification and ITT documents are being developed by the existing tree client team in conjunction with the project team.

Identified risks for the procurement

Table 2 – Identified risks for the procurement

No.	Risk	Risk rating	Description and mitigation
1	Abnormally low bids - There would be a risk of suppliers providing an unsustainably priced bid	Low	Indicative costs have been modelled on the current market costs the borough is paying for arboricultural services. Robust evaluation of the pricing proposals will be conducted to ensure that the successful supplier can deliver sustainable services to the required volumes and desired quality.
2	Exceptionally high bids - There is a risk that bidders will submit unacceptably high bids.	Medium	Indicative costs have been modelled on the current market costs the borough is paying for arboricultural services. Robust evaluation and reviews of the pricing tender submissions Challenge bidders understanding of contract pricing.
3	Insufficient resource - Not having the appropriate resource to deliver this project could result in delays or even stop this project. Not providing this service would leave the council vulnerable	Low	Appropriate resources have been identified to ensure this procurement is resourced correctly.

No.	Risk	Risk rating	Description and mitigation
4	<p>Poor supplier response - A poor response resulting in few suppliers presenting submissions undermines the procurement and limits the council's choice of suppliers.</p>	Low	<p>Workshop sessions for bidders will be held to inform potential suppliers and promote the procurement to the market. These workshops will include messaging about interest in receiving bids from smaller organisations.</p> <p>Lotting strategy set up to be inclusive of both small and large businesses. Establishment of the framework provides the dual benefit of a mechanism to deal with work volume contingency/poor performance to avoid future backlog.</p>
5	<p>Failure of Suppliers (financial security) - Tree maintenance suppliers working within low margins are at financial risk when systemic problems arise.</p>	Low	<p>Tender evaluation methodology will provide reassurance of bidders' financial security, reducing risk to the council</p>
6	<p>Insufficiently robust specification - Poor specification results in contracted services not being fit for purpose to meet the council's requirements.</p>	Low	<p>Development of a clear specification, alongside, effective specialist workshops to identify requirements of the service and mitigate risks in terms of public safety and escalated costs.</p>
7	<p>Delays to procurement programme Procurement programme is delayed</p>	Low	<p>Resources are identified, tender and contractual documentation is in advanced format - this has been built into the timetable.</p>

Key / Non Key decisions

75. This report is a key decision.

Policy Implications

76. The Borough Plan 2020-22 sets out a series of commitments across six themes:

- A place to call home
- Climate Emergency
- A green and fair economic renewal

- Tackling health inequalities
- A great start in life
- Southwark Together.

77. An effective tree service provision is linked to a number of the themes in the Borough Plan through specific commitments set out below.

78. The council will:

- Make Southwark carbon neutral by 2030
- Plant 10,000 new trees
- Make nature accessible to all
- Halve emissions by 2022
- Make council homes greener
- Improve air quality.

Procurement Project Plan (Key Decisions)

Activity	Complete by:
Gateway 1 decision on the Forward Plan	September 2021
DCRB Review Gateway 1	3 Nov 2021
Brief relevant cabinet member (over £100k)	13 Oct 2021
CCRB Review Gateway 1	11 Nov 2021
Deadline for reports to Agenda Planning	15 Nov 2021
Agenda Planning	23 Nov 2021
Deadline for reports submission for Cabinet	25 Nov 2021
Approval of Gateway 1: Procurement strategy report	7 Dec 2021
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	21 Dec 2021
Completion of tender documentation	Jan 2022
Invitation to tender	17 Jan 2022
Closing date for return of tenders	21 Feb 2022
Completion of any clarification meetings/presentations/evaluation interviews	21 March 2022
Forward Plan (if Strategic Procurement) Gateway 2	10 March 2022
Completion of evaluation of tenders	29 April 2022
DCRB Review Gateway 2:	5 May 2022
CCRB Review Gateway 2	18 May 2022

Activity	Complete by:
Notification of forthcoming decision	7 June 2022
Approval of Gateway 2: Contract Award Report	15 June 2022
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	23 June 2022
Debrief Notice and Standstill Period (if applicable)	30 June 2022
Contract award	1 July 2022
Add to Contract Register	1 July 2022
Place and award notice on Find a tender service	1 July 2022
Place award notice on Contracts Finder	1 July 2022
Mobilisation period	1 July – 3 Oct 2022
Contract start	3 Oct 2022
Contract Completion Date- framework agreement and contracts	2 Oct 2026
Contract End Date - (if extension(s) exercised for recommendation 1 and 3 only)	2 Oct 2028

79. As shown in the procurement project plan, award of the contract is expected in July 2022, with an estimated start date of 03 October 2022, subject to any unforeseen variables causing delays.

TUPE/Pensions implications

80. Although currently considered unlikely there is a possibility that The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) may apply to this proposed procurement exercise in respect of now vacant posts (see paragraph 29). TUPE may apply if the appointment of potential suppliers for the existing tree maintenance service amounts to a service provision change under TUPE.
81. The extent of the application, if any, of TUPE and its implications will depend on a number of factors and will be considered during the proposed procurement exercise.
82. Any identified TUPE considerations that come to light throughout the exercise will be reported in the Gateway 2.
83. The procurement will also need to ensure sufficient time to ensure that the council and any affected supplier(s) are able to comply with legal obligations that could potentially arise in respect of TUPE.

Plans for the monitoring and management of the procurement process

84. The project to put the new arrangements in place will be managed by the Parks and Leisure Team with significant input by colleagues from the Waste and Cleansing Team.
85. The project will be monitored by the Tree Management Strategy Board consisting of key stakeholders from across the council including:
 - HR
 - Legal
 - Procurement
 - Finance
 - Marketing and Communications
 - Insurance.
86. The Tree Management Strategy Board will be reporting progress against key milestones and updating on key risks and issues with recommendations for mitigation to the Tree Sponsorship Group which is chaired by the Strategic Director for Environment and Leisure.
87. The contracts will be let and managed by the Parks and Leisure division.
88. Key performance indicators (KPI's) will be set and challenged to ensure the successful contractor's performance is to the required standard and remains consistently so throughout the life of the contract.
89. Poor performance will be identified early and reported to the Tree Management Strategy Board. Strict and swift measures will be included within the contract documentation and specification to make clear the council's expectations on service quality and the implications of not delivering to those standards.
90. The client team will review all applications for payment and monitor and administer defaults and recovery of costs for poor performance.
91. Monthly progress meetings, to be attended by officers, will be arranged and recorded to review performance and compliance.
92. Annual performance reviews will be submitted to departmental contract review board (DCRB) and corporate contract review board (CCRB) in line with Contract Standing Orders.

Community, equalities (including socio-economic) and health impacts

Community impact statement

93. As set out under the Equality Act 2010 and the Public Sector Equality duty (PSED) an equalities impact assessment was considered during the development of the service options and is attached as appendix 1. There is

no clear, detrimental impact to any group or protected characteristic as outlined in the Equality Act or the PSED.

94. Trees benefit our communities and the environment in a number of ways: improving air quality, reducing urban temperatures through shading and evapotranspiration, mitigating climate change, reducing noise and calming traffic, managing flood risks, supporting biodiversity and improving health and wellbeing. The service options present a framework of delivery to achieve the benefits above, minimising risks to Southwark.
95. A clear determination regarding the service's future direction is likely to have a positive impact on communities. By maintaining a healthy, protected and sustainably managed tree stock the service outcomes will contribute significantly to the health, safety and wellbeing of Southwark residents and visitors.
96. It is recognised that trees must be well maintained to ensure they do not have a detrimental impact on the community. Risks and concerns include: falling trees, obstructed pavements and examples of unreasonable tree related nuisance.

Equalities (including socio-economic) impact statement

97. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider socio-economic benefits that may improve the wellbeing 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.
98. The council expects suppliers to consider the additional benefits of social value to be delivered; this must support the social, economic or environmental well-being of Southwark and its residents and specifically support the delivery of the council's Fairer Future commitments and policies. Key areas of social value commitments include:
 - Apprenticeships
 - Job creation
 - Work placement opportunities
 - Payment of London Living Wage where appropriate
 - Environmental and sustainability considerations including the council's climate change strategy
 - Health and wellbeing considerations.
99. Requirement for suppliers to comply with the council's Safer Lorries, Safer Cycling Pledge including the Fleet Operator's Recognition Scheme in line with the council's standards, where appropriate.

Social considerations

100. The successful supplier will be required to demonstrate that they offer their staff and contractors guaranteed hours (and do not employ them on harmful zero hours contracts), they operate an Equal Opportunities Policy, comply with the provisions of the Equalities Legislation and the Employment Relations Act 1999 (Blacklists) Regulations 2010, and make guidance or policy documents concerning how the organisation embeds equality and diversity available to employees / subcontractors, recognised trade unions or other representative groups of employees.
101. An equalities impact assessment has been undertaken (appendix 1). Social considerations are to be built into the process for delivering the recommended option and will be reported in the Gateway 2 reports.
102. However, any supplier appointed would need to:
- guarantee the London Living wage for both its own staff and any subcontractors used
 - follow all relevant standard provisions on blacklisting
 - follow the standards for financial transactions and payment windows for their entire supply chain
 - make every effort to reflect the council's fairer future principle by 'looking after every penny as if it was our own'
103. Apprenticeships/internships
- Suppliers would need to engage with Southwark Council's apprenticeship model.
 - There are potential opportunities to introduce apprenticeship schemes into the in-house team as part of remodelled provision.
 - Apprenticeships can be encouraged with external contractors through the quality assessment criteria of the procurement process.
 - New apprenticeships will soon be available at levels 4 and 6 (ABC) for roles in the client team which should be explored in future recruitment processes.
104. Community engagement- Opportunities for community engagement will be through the delivery of the tree planting programme in terms of consultation, participation, volunteering and education. This approach is complimentary to broader Southwark employment and climate change initiatives, such as the Green New Deal.
105. Officers will also be working with local tree conservation groups and community tree stakeholders to establish how they might want to be engaged with in relation to the new services and contractors and to develop a mechanism by which they are able to hold the council and contractor accountable in relation to performance. Officers would then look to formalise the outcome of those discussions so that the council can share progress with delivering the Tree Management Policy, progress in terms of tree planting

targets and give groups the opportunity to work collaboratively with the council on caring for and protecting the borough's tree stock for the future.

106. Internal staff impacts

- Impacts on the existing workforce will be fully considered at each stage of the Gateway process. This will include a transparent consultation process with both staff and the unions.
- Staff will be supported through the general process to enable individuals to make objective decisions around their future.
- Whilst unlikely, where applicable, staff will be prepared for a potential TUPE transfer
- Staff will have the opportunity to feed into the design of service arrangements through the transition period.

Economic considerations

107. Fairer Future Procurement Framework and the economic and social benefits to Southwark will be considered and weighted as part of the procurement process and the criteria for award in line with this policy.

108. The council is an officially accredited London Living Wage (LLW) Employer and is committed, to ensuring, where appropriate, contractors and subcontractors 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 contractor for these contracts will result in quality improvements for the council. These should include a higher calibre of staff that will contribute to the delivery of services on site and it is therefore considered that best value will be achieved by including this requirement. It is therefore considered appropriate for the payment of LLW to be required.

109. The successful contractors will be expected to meet LLW requirements and 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 contract review process.

Health impact statement

110. Southwark's trees are maintained to reduce incidences of predictable failure ensuring a safe environment for its residents, workers and visitors.

111. Trees intercept and remove polluting particulates from the air and sequester and store carbon.

112. Trees are known to contribute positively to people's mental wellbeing and quality of life.

113. Research demonstrates that trees and other green assets can have a positive influence in recovery rates following ill health.

Climate change implications

114. The new contracts will as far as is reasonable work towards delivering on the aims and objectives of the council's Climate Emergency Strategy.
115. The new contracts and service provision will adhere to industry best practice on sustainability and green waste arising from tree maintenance works will be recycled and re-used in the borough whenever possible.
116. The contracts specifications will demand the latest Euro standard engines on new fleet in this contract, and encourage more sustainable forms of transport where this is feasible.
117. Throughout the tender process the appointed suppliers will be required to agree to adhere to the following:
- not to use single use plastic and to use recycled paper where practical
 - encourage the use of low emission vehicles and the minimisation of journeys
 - report on the suppliers energy use, water consumption and CO2 emissions to ensure the industry standards are adhered to
 - all new equipment will be low energy rated to meet current regulations
 - ensure that all recyclable packaging will be set aside and disposed of via a recycling centre
 - ensure that no hazardous materials will be used
 - proactively assisting the council to achieve its carbon neutral target.

Staffing/procurement implications

118. Resource to deliver this procurement is being contained within existing resources of the Parks and Leisure Team with assistance from the Waste and Cleansing team, legal, finance and procurement teams.
119. In relation to staff members affected by the proposed service changes, officers leading the transition would seek to maximise support for staff through the process.

Financial implications

120. The future tree service will be funded by both revenue and capital, with the tree works contract and client and internal works team funded through revenue budgets, and the tree planting programme funded via capital budgets.

Revenue

121. It is likely that there will continue to be a shortfall in the current approved revenue budget (£1.430m per year). This will need to be addressed as part of

the council's annual budget setting process this winter for the financial year 2022/23 when the external contracts are due to commence.

122. The future additional revenue requirements is estimated to be c. £1.089m. Therefore, the total revenue budget required to deliver the service from 2022/23 will be £2.519m. These figures are based on the anticipated market price for the outsourced provision being in line with estimates, so revenue costs will not become definite until tenders are returned.
123. Although the project may proceed to tendering stage, award of the contract/s will only be done once all the required funding is fully secured. This will be addressed in the council's budget setting process for 2022/23.
124. Staffing and any other costs connected with this contract will need to be contained within existing departmental revenue budgets.

Capital

125. Projected annual capital costs to deliver the tree planting programme are £0.96m. This funding was secured through an ambitious capital bid which contributes towards broader climate emergency objectives and enables the delivery of borough plan tree planting targets.
126. The latest approved council's capital programme has a total provision of £4.6m as at April 21/22 in "Additional Replacement Tree Planting" which provides for a four year planting programme, following 2021-22 forecast expenditure. Projection to spend in 21/22 is £750k leaving £3.850m for a further four years. Beyond this period further funding will be required.
127. Capital element of any arrangement should not be agreed for more than four years unless further funding is secured.
128. The overall expenditure incurred against the capital allocation for the scheme will be monitored and reported as part of the capital programme management.

Investment implications

129. Investment in new plant, equipment, and training will be required for the remodelled tree maintenance team however that will be covered from the revenue tree budget, see paragraph 122.

Legal implications

130. Please see concurrent from the Director of Law and Governance outlined in paragraphs 143-149.

Consultation

131. Pre engagement has taken place with both tree works team staff members and unions leading up to the GW0 and leading up to the GW1.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance (FC21/034)

132. This report seeks cabinet to approve the recommendations and the procurement strategy outlined in this report for the borough's tree works programme.
133. The strategic director of finance and governance notes that the capital costs associated with this contract will be contained within the approved departmental capital budgets as detailed in the financial implications.
134. The strategic director of finance and governance notes that based on the current anticipated market price for the proposed outsourced provision of the service, there is an estimated shortfall in revenue budgets of approximately £1.089m associated with this contract which will need to be addressed as part of the council's annual budget setting process for 2022/23.
135. It is also noted that all required funding will need to be confirmed before the contract is awarded.
136. Staffing and any other costs connected with this contract will need to be contained within existing departmental revenue budgets.

Head of Procurement

137. This report seeks the approval of Cabinet for the procurement strategy of undertaking a competitive tender process to establish a tree maintenance and emergency contract with up to three providers for Southwark's tree stock. The contract period is four years, with an option to extend for an additional period of up to two years. The estimated annual value is £1.5m, with an estimated total contract cost of £9m for the full term of the contract, estimated to start from October 2022.
138. Cabinet are also asked to approve the establishment of a framework agreement for tree maintenance for a period of four years. The framework will be open for use by all London boroughs from October 2022 as further detailed in paragraphs 62 and 63.
139. Cabinet are asked to note the proposed remodel of the current in-house tree maintenance team as part of the re-shaping of the council tree services.
140. The report sets out in paragraphs 25-29 the recommended options, with external procurement detailed in paragraph 28. The procurement is subject to the Public Contract Regulations 2015 and will be let as a single stage, open procedure. The details of the proposed in-house team are set out in paragraphs 36-37.

141. The plans for the management and monitoring of the contracts once let are set out in paragraphs 84 to 92. London Living Wage would be payable under the contracts as confirmed in paragraphs 108-109. Social value considerations are to be evaluated for the main Southwark contracts with 10% of the evaluation criteria allocated to this.
142. The Community Impact and Equality Impact Statements are in paragraphs 97-99 with an EQIA report attached to the report as Appendix 1. The Health Impact Statement and Climate Change Implications are in paragraphs 107-117.

Director of Law and Governance

143. This report seeks approval of the procurement strategy for the borough's tree maintenance and tree planting programmes, as detailed within the recommendations in paragraphs 1 to 4.
144. Due to the nature, scope and estimated value of the services that the council requires their procurement is subject to the full application of the Public Contracts Regulations (PCR) 2015. As noted in the recommendations it is proposed to conduct a publicly advertised competitive tendering process, following the PCR Open Procedure, both for the purposes of procuring one or more contracts for the delivery of tree maintenance and to establish a framework which can be used by the council (and other London boroughs on payment of an access fee) as necessary, and in particular for mitigating the risk of any service failure and clearing any backlog which may arise from time to time. It is also proposed to conduct a publicly advertised competitive tendering exercise in order to procure one or more contracts for tree planting.
145. The process that the council intends to follow in order to procure the contracts and the framework meets the requirements of the PCR 2015 and the council's Contract Standing Orders (CSOs).
146. The procurement strategy described is in relation to a strategic procurement as defined in CSOs, which means that the decision to approve the report recommendations is one which is expressly reserved to the Cabinet, after consideration of the report by the corporate contract review board.
147. This report notes the likelihood that TUPE may apply to the new arrangements for the reasons discussed at paragraphs 80-83 and 119. While the full extent of the application of TUPE is unknown at this stage, further detail will be made available for the Cabinet's consideration in the Gateway 2 report.
148. The report notes that sufficient time will be required to ensure the council and any affected supplier(s) are able to comply with legal obligations that could potentially arise in respect of TUPE.
149. In making procurement decisions Cabinet should be mindful of the Public Sector Equality Duty under section 149 of the Equality Act 2010, and to have regard to the need to (a) eliminate discrimination, harassment, victimisation or

other prohibited conduct, (b) advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to (a). The community impact statement set out from paragraph 93 notes the consideration that has been given to equalities issues and advises that an equality analysis has been undertaken in order to measure the likely and actual effect and impact of the procured services on individuals and groups within the community, in particular those having a protected characteristic under the Act. Cabinet is also referred to paragraph 131 which confirms that affected staff and unions have been consulted about the proposed procurement strategy.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Gateway 0 - Strategic options assessment for the future direction of the tree service	160 Tooley Street, London SE1 2QH.	Julian Fowgies 0207 525 0225
Arboricultural Services Options Appraisal – Options around future service provision.		
Links (please copy and paste into browser):		
https://moderngov.southwark.gov.uk/documents/s94282/Report%20Gateway%20-%20-%20Strategic%20Options%20Assessment%20for%20the%20Future%20Direction%20of%20the%20Tree%20Service.pdf		
https://moderngov.southwark.gov.uk/documents/s94283/Appendix%201%20Options%20Appraisal%20-%20March%20Cabinet.pdf		

APPENDICES

No	Title
Appendix 1	Future Direction of Tree Service – Equality Impact Assessment

AUDIT TRAIL

Cabinet Member	Councillor Catherine Rose, Transport, Parks and Sport	
Lead Officer	Toni Ainge, Director of Leisure	
Report Author	Tara Quinn, Head of Parks and Leisure	
Version	Final	
Dated	24 November 2021	
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
Human Resources	Yes	Yes
Director of Law and Governance	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		24 November 2021

Item No. 15.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Homecare Annual Review Report 2021	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Evelyn Akoto, Health and Wellbeing	

FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING

The council agreed in 2016 to adopt an Ethical Care Charter and phased the introduction of investment in the workforce supporting the most vulnerable to live in their own homes. In 2017, the council awarded Care at Home contracts to five providers of homecare to support over 1000 people.

Cabinet received a report in 2019, which described the mobilisation of the providers to support people funded by the council to live as independently as possible in their own homes. Some of the issues in the 2019 report continue to be reflected in this report. This is within the context of a persistently high percentage of residents reporting that they are satisfied or highly satisfied with the service that they receive and the number of complaints reported being relatively low.

There is widespread recognition that the frontline workforce continued to provide care and support during the pandemic. Whilst the council is grateful for the dedication of the workforce, the council remains focused on ensuring that the service received by our vulnerable residents is safe and ethical. For this reason the continued monitoring, and findings, by officers to ensure that residents receive the service that they deserve, and tax payers receive value for money, are welcomed.

The lessons learnt in the 2019 report are being implemented and the contract management actions related to service improvements are being proactively managed.

RECOMMENDATIONS

1. That Cabinet note the journey of the Care at Home Contracts since the last report received in October 2019.
2. That Cabinet note the impact of the Covid 19 pandemic on Care at Home Providers and the ongoing challenges relating to recruitment and retention of staff.
3. The Cabinet note the performance concerns in relation to Adults Care at

Home contracts and endorse the management action being taken to improve services to residents.

4. Note the recommendation that reporting is developed against strategic outcomes from the 2017 contract award for Care at Home services.

BACKGROUND INFORMATION

5. Cabinet approved the award of Care at Home contracts for adults in October 2017 and in October 2019 received a report of the first year of operation of these contracts which had taken place between April 2018 and March 2019.
6. The first report covered the mobilisation of the contracts and covered:
 - How officers had worked with incoming providers to support residents.
 - How the numbers of people benefitting from the Southwark Ethical Care Charter introduced in 2014 had increased as a result of the Care at Home Contracts.
 - The mobilisation journey over the course of the year
7. The report highlighted some challenges identified during the mobilisation of contracts:
 - A lack of infrastructure and management oversight within providers
 - Insufficient care staff allocated to contracts
 - Poorly managed rostering of staff
 - Inconsistent quality of care
 - Poor communication with service users, families and the council
8. The report also highlighted concerns about performance of Care at Home providers against Key Performance Indicators:
 - Missed visits
 - Missed double handed visits
 - Shortened visits
 - Workers not trained to support the person
9. The report contained two tables in Appendix One which include information from the 2019 Annual report with updated performance, these are:
 - Numbers of packages, numbers of hours, numbers of complaints and complaints as a percentage of packages by provider
 - Number of service users, numbers of survey responses and numbers of those surveys rating satisfied or above
 - A third table related to calls to the information line established during contract mobilisation and is no longer relevant
10. The report also contains four new tables, these are:
 - Table one – customer satisfaction survey results July 2021
 - Table two and three – core provider compliance pre and post action planning period
 - Table four – core provider timeliness data

11. The report did not contain performance data although it did include a narrative of areas of concern. A detailed performance dashboard has subsequently been developed and is shared in this report.
12. The 2019 report referred to providers by the reference Provider A – E. The same references have been used in this report and cross referenced to the relevant provider so that individual performances can be compared.
13. The 2019 report covered the Care at Home Contracts relating to Adults. Cabinet approved Children’s Care at Home and in the Community Contracts in March 2021 and these are currently being mobilised and will be reported on in future.
14. The 2019 report focused on the five core providers A – E and made reference to the three supplementary providers F – H. This report includes the five core providers, and four supplementary providers, and includes details on the use of spot purchasing of Care at Home.
15. Following the award of core contracts in 2017 two providers were temporarily suspended as a result of a drop in their ratings from the Care Quality Commission (CQC). This led to three supplementary providers being commissioned under emergency powers to increase capacity. One additional provider, who was providing resident advocacy services, made a case to provider Homecare to a small number of their existing service users and were added as a supplementary provider.
16. There was no annual Care at Home report for 2019-2020 due to the Covid 19 pandemic. This report covers data for that year, 2020 – 2021 and includes additional information on activity in the early part of 2021-22 in relation to additional commissioning and performance management activity. Data is presented by year for comparison with the previous report.

KEY ISSUES FOR CONSIDERATION

Journey of the Care at Home Contracts since 2019

17. Since the report on the first year and mobilisation of the contracts the providers have continued to deliver under what have been significantly challenging circumstances. There has been an overall increase in the number of packages of around 37% for Care at Home for Adults and additional commissioning activity had been undertaken for adult’s providers.
18. For adults in March 2019 the five core Care at Home providers supported a total of 1,291 residents. In July 2021 these providers supported a total of 1,781 people with an additional 241 supported by four supplementary providers and 135 supported by eighteen spot purchased providers.
19. The commentary in the current performance section of this report provides an update on delivery against performance indicators and, where reported on, provider performance.

20. Despite the relative maturity of the core contracts for adults some of the challenges and performance concerns reported in 2019 remain and have been stubbornly persistent despite periods in intervention and escalation.
21. Whilst some flexibility has been applied, particularly in relation to the impact of the Covid 19 pandemic, contract management enforcement are now being applied to improve the service for residents.
22. Since the report of 2019 there have been some changes within the council in relation to commissioning and management of contracts including creation of a new Assistant Director Post, establishment of Programme Management resources and a proposed restructure of the Contracts Team which has been delayed as a result of the Pandemic. There has also been redeployment of some contract management capacity to welfare calls during lockdown. These things whilst necessary have had an impact on the team's ability to robustly monitor provider performance.
23. Current core provider contracts are let on a five year basis with the option to extend by up to two years. Current contracts would end in March 2023 unless extended to March 2025.

Governance

24. Since mobilisation governance mechanisms for Care at Home have been established.
25. A monthly Internal Monitoring Board receives highlight reports on contracted provision prepared by the Quality and Contracts Team. This board is the decision maker for contract management action against providers and also receives regular reports on complaints, quality and safeguarding alerts. It is currently chaired by the Assistant Director Quality, Performance and Transformation and is attended by Commissioning and Service Representatives.
26. A Strategic Care at Home Monitoring Board meets quarterly and is jointly chaired by the Director of Commissioning and Director of Adult Social Care. This board is also attended by Commissioning and Service Representatives and reviews performance dashboard information for all Care at Home provision. Membership of this group will be adapted to include representatives from All Age Disabilities as those contracts come on stream.

Use of spot purchase and supplementary providers

27. Additional Adults Care at Home Commissioning, as per the Gateway 1 report of October 2019 has recently been completed with supplementary providers due to be in place for January 2022 which should further reduce the use of spot purchase as well as providing additional capacity and choice. It should be noted that existing core providers will have first refusal on any new packages within the terms and conditions of the

contract.

28. Across the existing core and supplementary adults providers around 50 requests for care packages are refused per quarter, this relates to around half that number of residents who are refused by more than one provider. The most common reasons for refusal are language specific or providers unable to provide double handed care when requested. In recent months we have seen an increase in refusals due to lack of available staff.
29. Refusal reasons are being explored in more detail by the Internal Monitoring Board to ensure providers are meeting the expectations of their contracts.
30. Since the mobilisation of the Adults Care at Home contracts there has been a drive to reduce the amount of adult provision which is spot purchased, as per the procurement strategy (GW1). This is in part due to the more robust contractual arrangements in place and also to ensure we maximise use of contracts where we have greater control of costs.
31. The majority of reduction in the use of spot purchase for adults was achieved between July 2019 and July 2020 with the number halving during this period from 99 to 54. Since then spot purchased packages of care have remained static at between 48 and 52.

Impact of the Covid 19 Pandemic

32. The Covid 19 pandemic has had a significant impact across the social care sector. Care at Home staff continued to deliver services throughout periods of lockdown, fast-changing guidance from government, PPE shortages, a general climate of uncertainty and fear; and despite providers having staff shielding, self-isolating or otherwise unavailable. Southwark's Ethical Care Charter supported the workforce to be paid full sick pay when self-isolating and when sick they were paid full sick pay.
33. Southwark Council worked hard to support the sector during this period both through practical support such as financial assistance, access to PPE when required, provision of parking permits for Care at Home staff to enable them to move more quickly and safely around the borough, supporting staff and resident testing and more recently vaccination take up.
34. Southwark Council has supported the financial stability of the Care at Home providers during the pandemic through introducing block payment mechanism or the period of March 2020-August 2020. This process ensured the sustainability of the providers during the uncertainty of the initial period of the pandemic. The council has also distributed infection control funding to homecare providers.
35. We also put in place additional forums and mechanisms for rapid cascade of information, particularly in relation to regularly changing government guidance.

36. Our consultation with the sector as part of the annual price review in 2020-21 also highlighted issues with accessing affordable PPE and additional costs incurred.
37. As we begin to move out of the current phase of the pandemic challenges remain, particularly in relation to staff recruitment and labour market shortages across a range of positions. Our 2022-23 annual price review survey will help us determine if these challenges are partly attributed to other factors such as Brexit. Low unemployment and increasing wages in other sectors means that some members of the workforce will be attracted to expanding sectors such as delivery and logistics.
38. Although currently only applicable to staff working in care homes it is possible the requirement for mandatory vaccination may expand to other parts of the care sector and increase staff shortages.

Current performance

39. Since the report of 2019 we have continued to have concerns about the performance of providers. The performance data tables show consistent failure to meet the target for compliant visits with compliance continuing to fail across the indicators. The issues detailed below are being addressed through robust contract management which includes contract warning notices and default notices.
40. Although identified as challenges in the 2019 report we continue to see performance below target on measures such as late and early visits, missed visits, double handed visits carried out single handed or carers arriving more than 15 minutes apart.
41. In depth analysis of data in CM2000 (Electronic Monitoring System) has also highlighted that one provider is scheduling care workers visits back to back and in some cases overlapping which is a breach of the Southwark Ethical Care Charter.
42. As a result of on-going performance concerns all providers were contacted on 11 June 2021 by the Assistant Director to announce a six week enhanced monitoring period during which performance would be reviewed on a weekly rather than monthly or quarterly basis.
43. At the conclusion of this period there was little or no improvement and providers were issued with formal warning notices under the relevant clauses of their contracts and were asked to produce improvement action plans by the end of August 2021.
44. The warning notices also highlighted poor compliance with the process and deadlines for investigating complaints and quality alerts and this is one area in which improvement has been noted with most complaints now responded to within timescales.
45. Initial responses to the warning letters were, with one exception, challenging with providers feeling they were unwarranted.

46. Each provider was given an evidence file of three months' worth of data for three staff members and three service users per month to review. Although a number of providers pointed out they were close to the 85% compliance target they were reminded that this still represents over 15% over residents impacted by non-compliant service and that the evidence files highlighted the unreliability of the data submitted.
47. Following this deadline one of five providers had submitted an action plan and this was not deemed to be of sufficient quality or give assurance that steps were being taken to resolve the highlighted issue. This was also not evidenced by the weekly performance data over the period.
48. Despite reminders only one additional provider had responded within two weeks of the deadline stating that the relevant officer was on leave until mid-September.
49. This was discussed at the Care at Home Internal Monitoring Board on September 6th and the Board were of the view that this reflects a significant under-estimation on the part of providers of the seriousness of the issues. It is also surprising given that the initial responses to the warning letters.
50. Legal advice has been sought and advised that providers should be issued a final warning to submit their action plans by a revised date and that from that date until plans are received payments would be withheld. Further action would be to move to termination of contracts however this needs careful consideration in the context of availability of alternatives and the impact on 2,171 residents.

Complaints, quality alerts and resident experience

51. Although we receive relatively low levels of complaints through the corporate complaints process we do receive an average of one per month relating to Care at Home providers.
52. Complaints are usually received from family members and common themes are late or missed visits and poor communication from providers. Again this was a theme picked up in 2019 so it is disappointing that it still occurs.
53. In general providers appear to have high levels of staff turnover in back-office functions that should be more actively monitoring visit compliance. This results in many complaints featuring dissatisfaction with providers not being aware when family member visits had been missed under they were alerted by relatives.
54. It is also concerning when taking into account that Care at Home is provided to our most vulnerable residents who may not be able or willing to raise concerns themselves when they are reliant on services for their day to day living. Therefore, the expansion of contract monitoring to include welfare calls (a legacy of the virtual contract monitoring during the

initial lockdown) enables officers to proactively seek feedback from service users and their families.

55. We also receive relatively low levels of quality alerts. Quality alerts are sent from professionals such as social workers and whilst treated in a similar way to complaints are an additional safeguard to ensure the voice of our residents is heard and concerns put to providers for response. The Assistant Director for Quality, Performance and Transformation has recently been attending service management team meetings to remind teams of the quality alert process and encourage more reporting.
56. As part of their contractual obligations providers are asked to complete satisfaction surveys with residents and to report the results. Questionnaires are based on a series of statements with residents asked to rate against a range of response. A target is set for response being satisfactory when the response is “always” or “most of the time”. There is also a target of 35% of service users responding.
57. Although providers are meeting the satisfaction target one is below the response target.

Table 1 – Satisfaction Survey Responses July 2021

Provider	Total SU	Surveys Returned	%	Satisfied	%
Provider E	56	13	23%	12	92%
Provider B	560	521	93%	485	93%
Provider A	141	56	40%	55	98%
Provider C	300	214	71%	202	94%
Provider D	575	328	57%	296	90%

Impact on Staff of the Southwark Ethical Care Charter and introduction of the Residential Care Charter.

58. The 2019 Annual Review Report reported that a total of 867 staff were employed in the five core Care at Home Providers and would therefore benefit from the commitment of the providers to pay the London Living Wage as introduced in the Ethical Care Charter.
59. Since 2019 the amount of packages held by core providers has increased by 37% so it can be assumed that there has been a correlating increase in staff employed and benefitting from the Ethical Care Charter.
60. Southwark Council have recently developed a Residential Care Charter which places the same requirements of providers of residential care as on Care at Home. This will result in a 665 staff employed in care homes benefitting from the London Living Wage.

Performance and Contract Management

61. As outlined earlier there has been some internal changes since the last report on these contracts including a restructure of the Quality and Contracts Function which is due to complete in autumn 2021.
62. Prior to the Covid 19 Pandemic new contract management templates and tools were developed however these were not fully implemented due to key staff being redeployed to the Covid Recovery Team.
63. Contract Monitoring Officers were also partly redeployed to welfare calls and other response tasks and repeated lockdowns made completing face to face visits to providers or residents impossible to complete.
64. Contract monitoring has tended to focus on reviewing individual providers performance against their performance indicators as well as, where relevant, site visits to offices and home visits to residents to check compliance on some indicators such as training records and care compliance with care plans. There has been less focus on reviewing the overall performance across the contracts against the original specification.
65. The service has been working on documenting processes for commissioning and contract management do that there are standardised templates and procedures for induction and quality assurance. These templates and procedures will reflect the recently published Contract Management Toolkit developed by the corporate procurement team and alongside this.

Table 2 – Adults core provider compliance July 2021 prior to action planning period

Provider	Total visits	Compliant Visits	%
Provider E	4,929	4,089	83%
Provider B	33,154	28,002	84%
Provider A	10,396	5,006	48%
Provider C	20,728	17,448	84%
Provider D	44,019	41,338	94%

Table 3 – Adults core provider compliance August 2021 following action planning period

Provider	Total visits	Compliant Visits	%
Provider E	4,703	4,703	83%
Provider B	34,061	34,061	83%
Provider A	10,526	10,526	83%
Provider C	19,959	19,959	78%
Provider D	44,656	44,656	96%

66. Visit compliance measure's visits that are missed, are more than 30 minutes early or late or double handed visits which are carried out single handed or where carers arrive more than 15 minutes apart. Compliance also takes account of visits where either the carers log in and log out are registered from the office rather than the residents address QR code (software visits).

67. Software visits appear to be used more by some providers than others and once these are removed the actual timeliness of visits gives a more accurate reflection of the service to residents.

Table 4 – visit timeliness July to August action planning period – software visits compliance removed

Provider	Percentage
Provider E	87.9%
Provider B	84.7%
Provider A	92.4%
Provider C	78.9%
Provider D	79.4%

Financial Performance

68. The Homecare core contracts are let on an hourly rate basis and there is no overall contract value as such as total costs are based on the demand for care packages.
69. The contracts were let on the assumption of an overall reduction in the cost of packages by increasing those provided through core providers and reducing the reliance on spot purchasing.
70. The tables in Appendix 2 show an overall increase in Homecare packages, particularly since January 2021, where packages have increased from 1,759 to 2,269 per month, an increase of 29.9%.
71. The increase in total spend for the same period from £3.4m per quarter to £4.8m million, an increase of 41% however further analysis would be required to establish the reasons for this increase. For example whether packages were like for like and the impact of factors such as annual increases and introduction of block payments as part of our response to Covid 19. It is recommended this is completed as part of an evaluation prior to extending or re-tendering as outlined below.

Delivery of Care at Home against Service Specification Outcome

72. The specification for the Care at Home Contracts (adults) included outcomes for the individuals, the council and the wider health and social care economy and population, some example are:
- For individuals to live as independently as possible for as long as possible in their own homes, to have regular carers with less frequent changes
 - For the council a reduction in the numbers of people entering residential or nursing care, support for recovery for illness or injury and improved independence
 - For the wider population to ensure the cultural needs of service users are taken into account, to ensure the investment made adds social value to the wider community, to contribute to reducing emergency admissions to hospital

73. The performance reporting dashboard and the KPI performance returns from providers have not been designed to capture evidence of whether these outcomes are being progressed or achieved.
74. It is proposed that a more detailed evaluation is completed prior to any extension or re-commissioning of Care at Home Services. Although they will be required in some form this would enable better assessment of future investment and allow for designing wider performance measures from the outset.

Future challenges

75. Improving the performance of the existing providers is likely to remain challenging, particularly in the context of mobilising new providers in both adults and children.
76. Implementing a step change in the management of contracts requires significant effort and energy but is an important change in having better grip on delivery of this and other contracts, the corporate toolkit will be an opportunity to progress this.
77. The Covid 19 pandemic continues to raise challenges across the health and care sector and it is difficult to predict the long term impact on labor markets and costs in the future.
78. There is a lack of clarity about how the recent National Government announcements on spending increases for Health and Social Care will improve the experiences of individuals, the sustainability of the sector and opportunity for local authorities to invest in the workforce.

Next steps

79. The current concerns are:
 - Visits that are late or early
 - Visits that are missed
 - Visits that should be completed by two carers (double handed) where only one carer attends or the time between arrival of the two carers is too long and care tasks cannot be completed
 - Carers being logged into their visits by the office so arrival and departure times cannot be verified
 - Providers scheduling visits too close together so requirements of the Southwark Ethical Care Charter cannot be met.
80. The actions taken to-date are:
 - Providers issued with warning notices in July 2021
 - Provider performance reviewed on a weekly basis until October 2021
 - Two providers showed improvement and have had warning notices withdrawn
 - Two providers are still subject to weekly review, if performance improvement is not sustained these providers will be suspended and

- will not receive any new packages, this would be reviewed monthly
- One provider has been given a further warning in relation to compliance with the Southwark Ethical Care Charter and has been given until 26 November 2021 to amend their rotas. If they are non-compliant after this date they will be suspended and will not receive any new packages, this would be reviewed monthly
81. The contracts team will continue to manage the performance of the existing providers and take action where required to address the current concerns.
82. The contracts team will also be supporting the process for the new supplementary providers starting to work in the borough.
83. The contracts for new supplementary providers will strengthen the service to residents as it will increase the overall number of providers (and therefore the workforce) available to respond to the referrals from our placements team.

Policy framework implications

84. 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.
85. The 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 Borough Plan, 'treating residents as if they were a valued member of our own family'.
86. The intended introduction of the Residential Care Charter which mirrors the requirements of the Ethical Care Charter means a further 665 employees in Care Homes will benefit from the requirement to pay London Living Wage and this builds on the outcomes reported on in 2019 when Care at Home staff acquired this benefit.

Community, equalities (including socio-economic) and health impacts

87. These services are provided to people affected by all nine strands of the Council's equality agenda which are; age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation. The diverse nature of Southwark's population is reflected in those people needing care and receiving home care services.
88. 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.

89. Skills for Care publish national workforce data, the latest data published in October 2020 reflects information collated prior to the pandemic and shows that Nationally 48% of the Domiciliary Care (Care at Home) workforce were employed on zero hours contracts where Southwark Ethical Care Charters states zero hours contracts will not be used in place of permanent contracts. Nationally 84% of workers were female with an average age of 44 and whilst an ethnicity breakdown is not included 84% are reported as British with 7% non-British EU and 9% non EU.
90. Commissioning have recently worked with Care at Home Providers and Care Workers through a series of meetings and forums to discuss their experience of racism in the workplace as a result of our commitment to Southwark Stands Together and a series of recommendations have been agreed including annual reporting of incidents, regular forums and events celebrating diversity.

Health impact statement

91. In relation to residents a major health impact is the benefit of being able to remain in their own homes and not entering nursing care homes. Data for March to December 2020 showed that in the initial wave of the pandemic deaths were higher in nursing and care settings than in the community however rates in care homes fell more sharply from May 2020 and have remained low. Between September and December 2020 deaths in care homes fell 57% whilst in the community they rose 18% for those resident receiving Care at Home or other services.
92. Care at Home service users have also benefitted from contact with care workers during the pandemic in a context where many day care services they may previously have attend have been reduced or stopped and this can be assumed to have benefitted mental health.

Community Impact Statement

93. Additional health benefits can be assumed for the Care at Home staff through the introduction of the Ethical Care Charter and being paid London Living Wage to reflect fair pay for important work.

Climate change implications

94. Providers generally have overarching policies in relation to sustainability within their organisations but the ability of these contracts to contribute to Southwark Councils Climate Change priorities is limited.
95. There is some opportunity to work with providers to develop sustainable travel policies to encourage walking, cycling and the use of public transport however this can be in conflict with time savings in using private vehicles

when workers have a number of visits to complete within a short period of time.

96. It should also be noted that during Covid 19 Southwark Council were providing parking permits for care workers and Transport for London waived Congestions Charges to encourage staff away from public transport in order to comply with government guidance in relation to social distancing.

Resource implications

97. The restructure of the Contracts Management Team will strengthen the resources dedicated to Care at Home.

Legal implications

98. None

Financial implications

99. Appendix 1 summarises the financial position on a yearly basis, in which there is a clear increasing year on year spend in relation to Homecare cost and volume. There was a 14.7% increase from 2019-20 to 2020-21 with regards to total spend on Homecare cost and volume, which resulted in a budget pressure of £2.12m. This was a result in a surge in demand for Homecare due to COVID, in which Homecare became the preferred method of care, as oppose to care home based services.
100. As a result of this increasing trend, there is a forecasted year on year increase from 2020-21 to 2021-22 of 4.1%. The increasing trend in demand combined with the implemented inflationary uplift of 3% (inclusive of LLW) has resulted in a projected £1.84m pressure on the financial position.
101. Additionally, spend on Homecare spot has experienced a reduction in spend year on year of 0.5% and 6.3% from 2019-20 to 2020-21 and 2020-21 to 2021-22 respectively. This is as result of further utilisation of the Care at Home contracted providers. It is forecasted that there will be a favourable variance in relation to Homecare spot of £172k in 20201-22.

Consultation

102. During the periods of lockdown as a result of COVID 19 staff were redeployed to welfare calls to residents in receipt of Care at Home in order to ensure they continued to receive a good standard of care.
103. More recently consultation has taken place with Care at Home providers and care workers as part of the Care Worker Equality Project developed as part of Southwark Stands Together with seven providers meeting with Commissioners and fifteen care workers taking part in two forum meetings.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**Head of Procurement**

104. Not required, report for information

Director of Law and Governance

105. Not required, report for information

Strategic Director of Finance and Governance

106. Not required, report for information

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Data Tables (included in report)
Appendix 2	Performance Dashboard

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	David Quirke-Thornton, Strategic Director, Children's and Adults Services	
Report Author	Claire Belgard, Assistant Director, Quality, Performance and Transformation	
Version	Final	
Dated	26 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	26 November 2021	

Table 1 Adults – summary of provider and performance

	2018-19			2019-20			2020-21		
	Packages	Complaints	% of packages	Packages	Complaints	% of packages	Packages	Complaints	% of packages
A	139	9	6%	147	3	2.0%	168	1	0.6%
B	362	14	4%	427	18	4.2%	555	2	0.4%
C	300	27	9%	295	16	5.4%	327	1	0.3%
D	429	21	5%	480	20	4.2%	610	5	0.8%
E	61	0	0%	51	2	3.9%	67	0	0.0%

Table 2 – Adults - Provider surveys

	2018-19					2019-20					2020-21				
Provider	Total service users	Surveys returned	%	Satisfied and above	%	Total service users	Surveys returned	%	Satisfied and above	%	Total service users	Surveys returned	%	Satisfied and above	%
A	140	10	7%	6	60%	146	18	12%	15	83%	131	51	39%	49	96%
B	357	238	67%	202	85%	381	150	39%	125	83%	503	457	91%	434	95%
C	304	60	20%	53	88%	274	55	20%	47	85%	298	222	74%	215	97%
D	447	132	30%	129	98%	470	156	33%	154	99%	534	218	41%	209	96%
E	62	10	16%	7	70%	54	13	24%	11	85%	57	12	21%	12	100%

CM2000 Visit Compliance Core Providers

APPENDIX 2

Reporting Month ▼

Multiple selections ▼

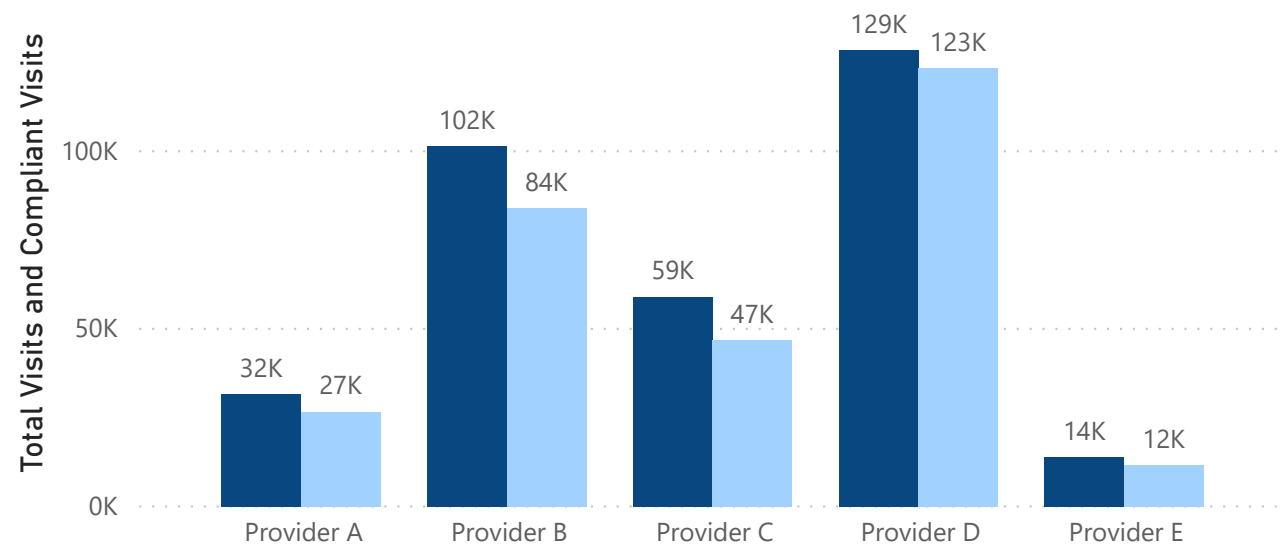
Reporting Period: July 2021 to September 2021

Provider Name	Total Visits	Compliant Visits*	Average Compliance %
Provider A	31,606	26,712	84%
Provider B	101,535	83,886	83%
Provider C	59,074	46,909	79%
Provider D	128,569	123,438	96%
Provider E	13,846	11,561	83%
Total	334,630	292,506	85%

*A compliant visits is counted as when a carer signs in and out of a visit using the contact point at the client's home. Missed visits or partial / full software visits count as uncompliant visits.

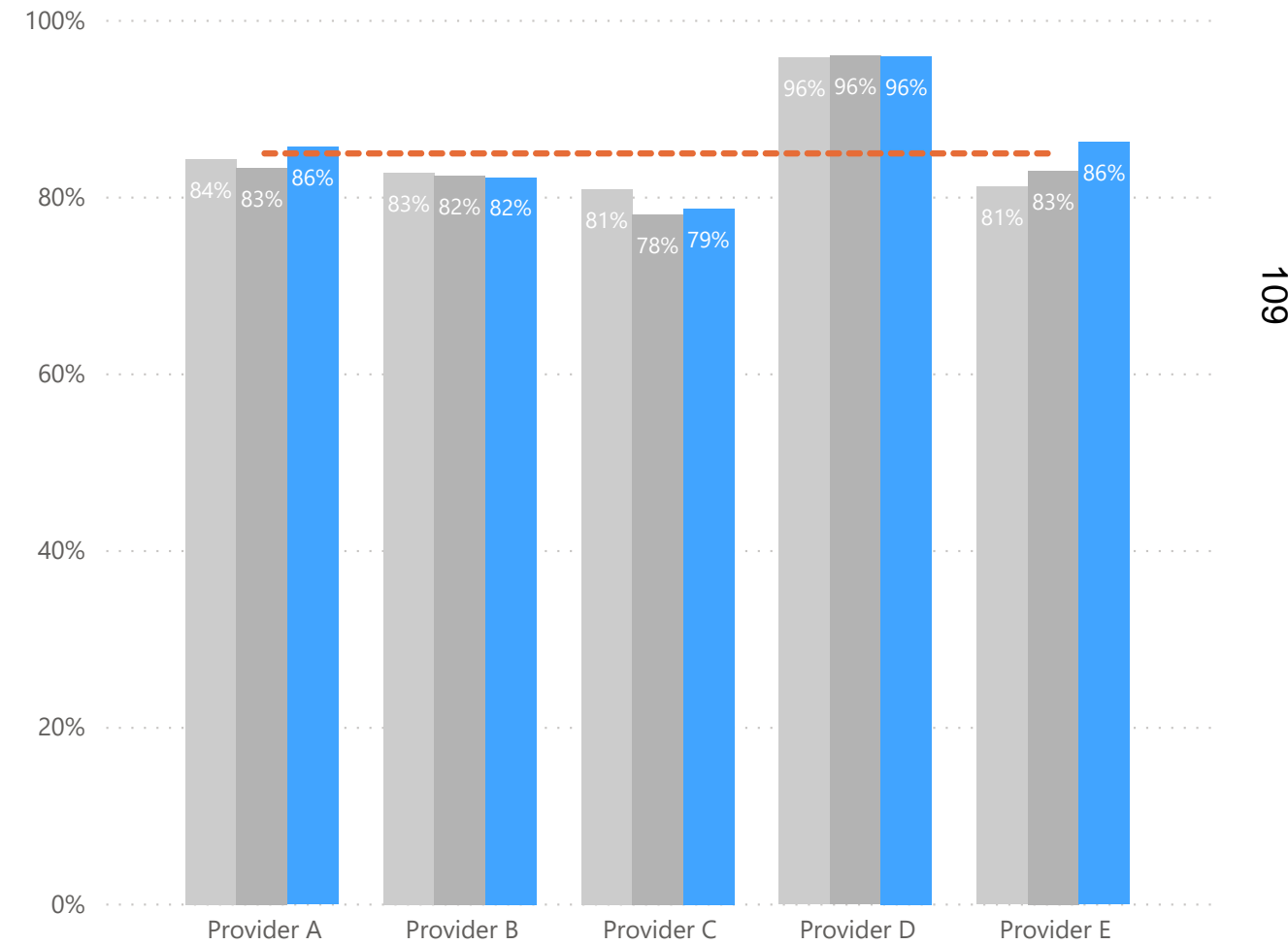
Total Visits and Compliant Visits by Provider Name

● Total Visits ● Compliant Visits



Average Visit Compliance by Month

● July 2021 ● August 2021 ● September 2021 ● 85% Compliance Target



109

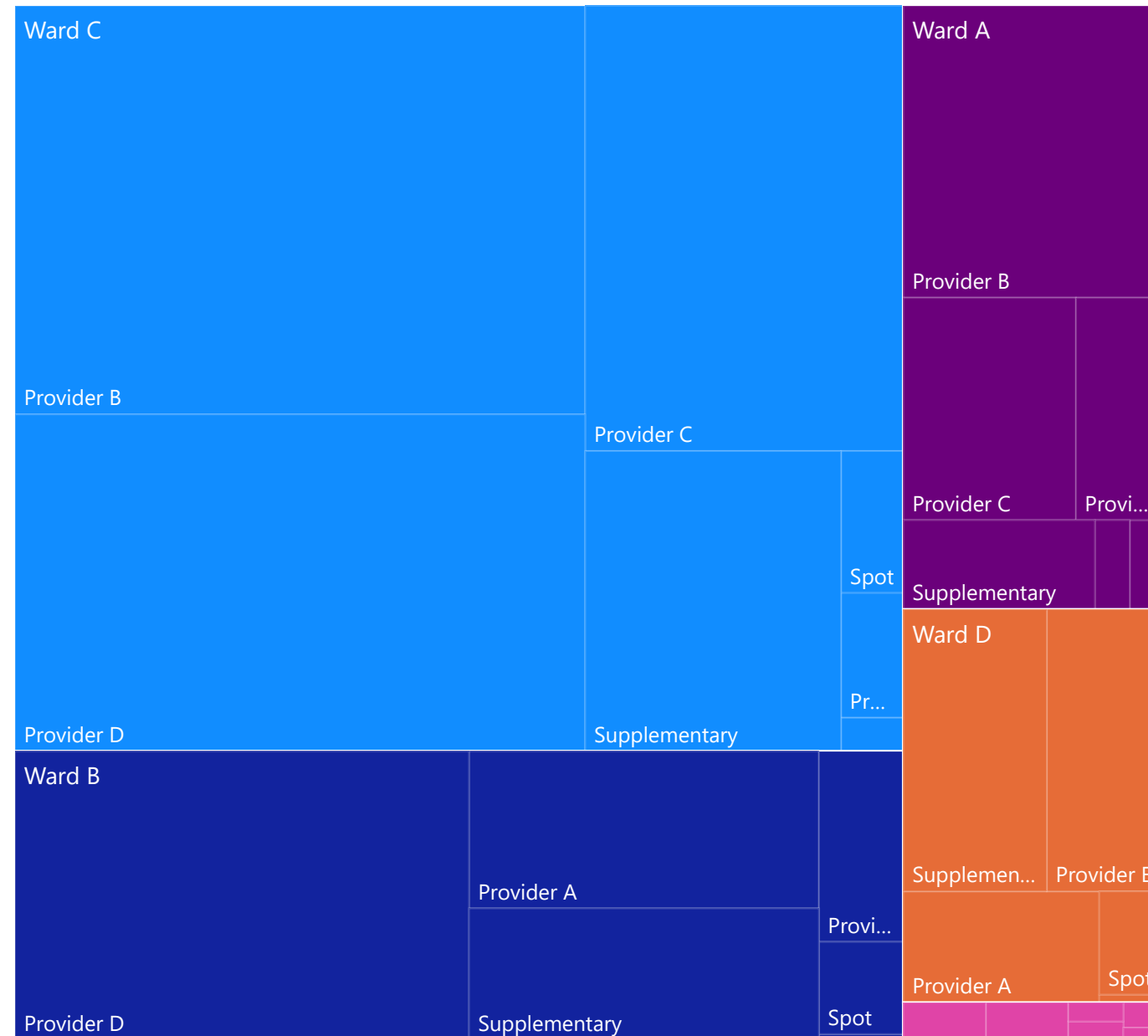
Care Packages by Provider

APPENDIX 2: Reporting Period: July 2021 to September 2021

Contracted Providers	Service Users at End of Period	Change in Quarter
Provider A	167	+13
Provider B	630	+53
Provider C	349	+20
Provider D	655	+46
Provider E	68	+4
Total	1822	+123

Other Providers	Service Users at End of Period	Change in Quarter
Spot	53	+2
Supplementary	347	+59
Total	396	+60

Active Packages at End of Month



Reporting Quar...
2021-22 Q2

Homecare Ward
 Out of Area
 Ward A
 Ward B
 Ward C
 Ward D

Core/spot
 Core
 Spot

Postcode Area
All

110

Number of Suspensions: 107

Number of Service Users with Suspended Packages: 94

Suspensions Lasting 2 or More Weeks: 16

Packages of Care | Past 24 Months

APPENDIX 2
January 2021 to September 2021

Reporting Quarter ▼

All ▼

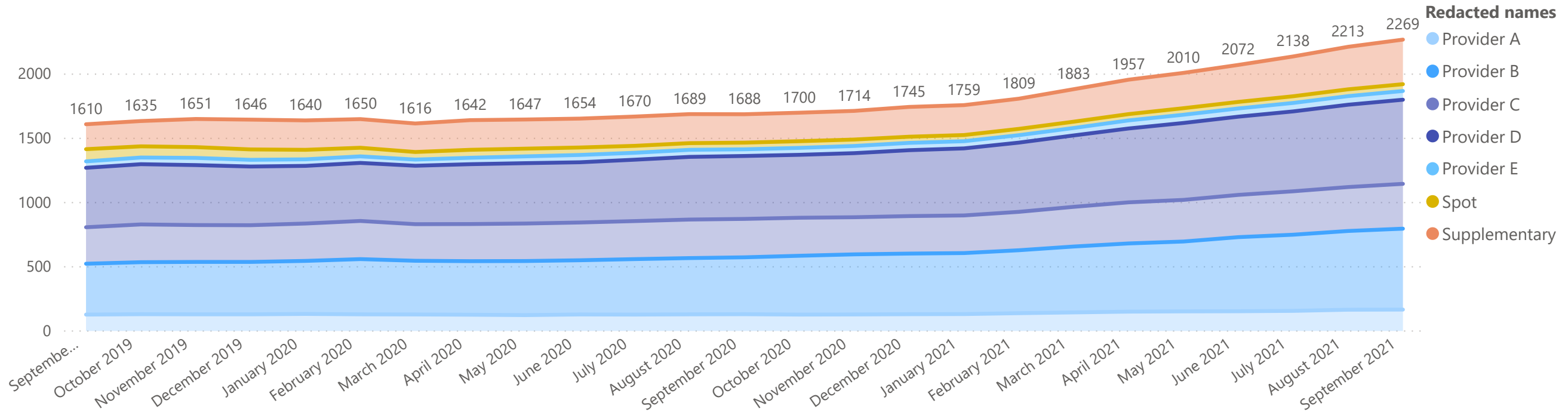
Contracted Providers

Report Month	Provider A	Provider B	Provider C	Provider D	Provider E	Total Service Users
January 2021	132	475	293	522	56	1461
February 2021	139	490	299	539	58	1505
March 2021	145	513	309	556	58	1557
April 2021	151	531	320	575	63	1611
May 2021	153	544	324	599	64	1652
June 2021	154	577	329	609	64	1699
July 2021	157	593	338	622	66	1736
August 2021	166	613	342	641	67	1782
September 2021	167	630	349	655	68	1822

Spot & Supplementary Providers

Report Month	Spot	Supplementary	Total Service Users
January 2021	48	233	279
February 2021	49	235	282
March 2021	49	253	300
April 2021	49	268	315
May 2021	51	275	323
June 2021	51	288	336
July 2021	52	310	359
August 2021	53	331	380
September 2021	53	347	396

Packages of Care at End of Month



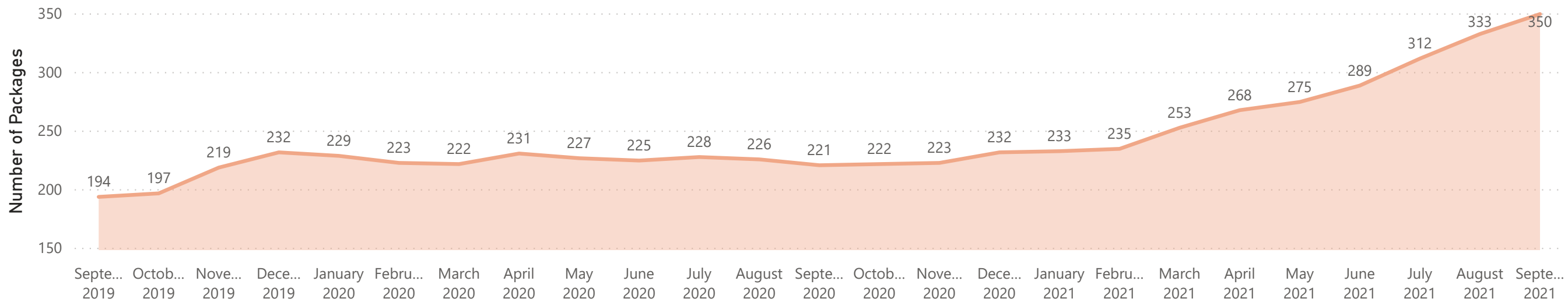
Packages of Care | Spot & Supplementary

APPENDIX 2

Report Month ▼

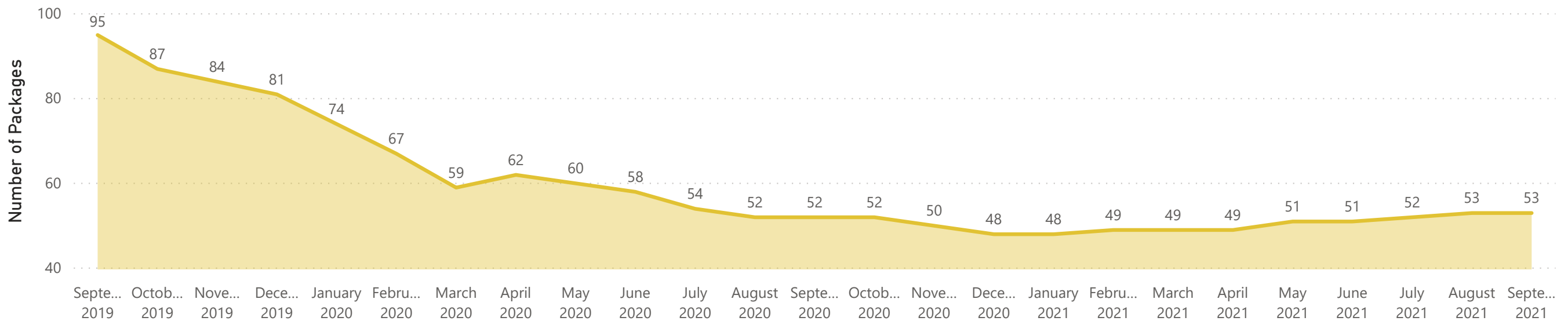
All ▼

Supplementary Providers | Past 24 Months



Spot Providers | Past 24 Months

Spot Providers in use at End of Period: 11



Spend | Core & Spot Providers

APPENDIX 2

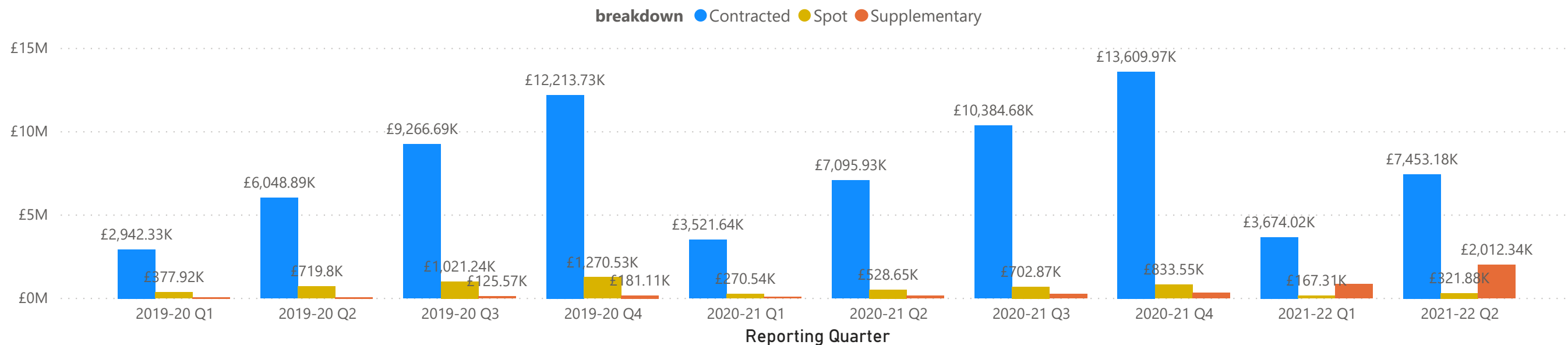
Reporting Quarter ▼

Multiple selections ▼

Core Providers	2020-21 Q3	2020-21 Q4	2021-22 Q1	2021-22 Q2
Provider A	£251.15K	£124.98K	£388.77K	£426.59K
Provider B	£1,044.87K	£1,027.18K	£1,114.00K	£1,433.37K
Provider C	£633.26K	£679.23K	£657.12K	£445.79K
Provider D	£1,223.35K	£1,253.57K	£1,362.72K	£1,310.74K
Provider E	£136.11K	£140.33K	£151.41K	£162.69K
Total	£3,288.75K	£3,225.29K	£3,674.02K	£3,779.17K

Spot Providers	2020-21 Q3	2020-21 Q4	2021-22 Q1	2021-22 Q2
N/a	£1.24K	£5.77K	£9.89K	£7.78K
Spot	£167.24K	£119.50K	£150.34K	£140.54K
Supplementary	£81.60K	£61.66K	£788.40K	£919.31K
Total	£250.08K	£186.93K	£948.63K	£1,067.62K

Core & Spot Cumulative Annual Spend by Quarter



Item No. 16.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		School Standards Report 2021	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Jasmine Ali, Children, Young People and Education	

FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE AND EDUCATION

The annual school standards report marks an important part of the council’s calendar.

Each year the report has shown an improvement in school standards as we move at pace towards our goal of 100% outstanding schools in Southwark.

Last year was of course different. Measurement of standards was put on hold as our schools became our fourth emergency service, shifting to remote learning for most of our children while staying open for our key worker and vulnerable children at the same time.

This year, as the inspections restart, I can report that we are now at 95% good or outstanding. That is up on previous measures as a result of the successful outcome of the latest Ofsted inspection of Robert Browning Primary School.

Nevertheless, even after September 2021, when the schools were open to all pupils, individual schools were still hit by Covid-19 breakouts. The report details the significant impact of COVID on learning and communication, and on social, emotional and physical development across the board. The picture is mixed with some children benefitting from increased contact, smaller class groupings and closer interaction with teachers, albeit with fewer opportunities to develop social and communication skills.

Of course there are some key challenges. Delivering and managing on-site and remote learning, sometimes simultaneously. Developing new ways of assessing progress and attainment. Above all, supporting the mental health and wellbeing of Southwark’s children, families and staff. All this during a time of great financial difficulty for our schools as we see pupil numbers decline.

As a local authority, Southwark has successfully anticipated some of these challenges.

Our joint initiative with the Teaching Schools Alliance and match funding from the community ensured 2,600 children received laptops for learning. Likewise our focus on mental health and wellbeing of all children enabled support to schools in delivering moderated assessments. Our focus on remote and catch

up learning and the recovery of disadvantaged pupils has also been a great support to our schools, pupils and their families. We will continue to focus on these areas.

Unlike pre Covid-19 school standards reports, there is no published data on assessments or attainment available from this academic year at this time, either locally or nationally, for any of the key stages, or for Looked After Children or children with Special Educational Needs and/ or Disabilities.

There is however a widely recognised need for a focus on schools recovery and a programme of support and for those most disadvantaged. Experts tell us that it may well take children from disadvantaged backgrounds at least seven years to 'catch up' on education missed as a result of the pandemic and a loss of face-to-face teaching.

The longer-term work of helping pupils catch up following the disruption of life in the time of COVID-19 has now begun. The council will continue to work with schools on closing attainment gaps for all our pupils, not least for those from disadvantaged backgrounds. We must work together to transform lives and make a difference.

Cabinet are asked to note the report and maintain our commitment for 100% of good or outstanding schools for all and at the same time to redouble our efforts to work closely with schools to close the attainment gap between children from disadvantaged backgrounds and their better-off counterparts.

RECOMMENDATION

1. That cabinet note the 'Southwark School Standards Report 2020/21' attached at Appendix 1.

BACKGROUND INFORMATION

2. This is an annual report setting out information about the achievement and performance of our schools and learners across the borough. The attached report at Appendix 1 contains information on educational achievement ranging from Early Years Foundation Stage (five years old), through to A-Levels, including the achievement and experience of pupils with Special Educational Needs and/ or Disabilities (SEND) and on to Adult Learning.

KEY ISSUES FOR CONSIDERATION

3. The key issues for consideration are included in the report at Appendix 1- 'Southwark School Standards Report 2020/21'.
4. The 2020/21 data contained within this report is provisional.

Policy framework implications

5. The report at Appendix 1 is fully aligned to local planning and policy frameworks including the Borough Plan. These outline the council's continued commitment to supporting schools to be good or outstanding, with children and young people able to achieve their full potential.

Community, equalities (including socio-economic) and health impacts

Community impact statement

6. The impact on communities of the issues and recommendation within the school standards report has been considered in line with Southwark's Approach to Equality. Generally, the recommendations will have a positive impact on communities through the commitment to Best Start in Life to drive up standards across our schools.

Equalities (including socio-economic) impact statement

7. The school standards report at Appendix 1 would usually include detailed information analysing published attainment and equalities data (gender, age, ethnicity and socio-economic: pupil- premium information). However, for the past two years, because of the disruption to education, there has been no published attainment data nationally. This report is therefore unable, this year, to demonstrate any connection between attainment and equalities impact through data.
8. Southwark Stands Together is the programme of work relating to equalities (specifically race) being undertaken by the council and Education has five recommendations sitting underneath it. We would expect, in future reports, to be able to include information about the impact of this work.

Health impact statement

9. The School Standards report at Appendix 1 includes examples of activities, programmes and projects aligned to the council and borough plan and designed to have a positive impact on the mental and physical health and wellbeing of children and young people in the borough.

Climate change implications

10. Whilst the School Standards report at Appendix 1 does not contain specific recommendations in relation to climate change, the Education team is committed to and continues to support and promote activity in schools to tackle the climate emergency.

Resource implications

11. The continued delivery of universal education services and statutory

functions, including early years, school improvement, school admissions, specialist education and special educational needs services will continue to be provided via the existing but diminishing education budgets: both council fund and Dedicated Schools Grant (DSG), the latter of which is in a significant deficit position and is subject to a draft DSG budget recovery plan. There is significant pressure on all budgets but Education remains a key Council commitment ensuring that the most disadvantaged are supported to 'level up' their life-chances, compared to those less disadvantaged.

Legal implications

12. All legal implications are dealt with in the Director of Law and Democracy's concurrent below.

Financial implications

13. All financial implications are dealt with in the Strategic Director of Finance and Governance's concurrent below.

Consultation

14. No consultation was required.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

15. The purpose of this report is to provide an update to Cabinet on Southwark school standards in 2020/21.
16. The council is the relevant authority tasked with carrying out functions in relation to education and childcare in Southwark.
17. The council has a number of general duties in relation to the provision of education, including a duty to contribute towards the spiritual, moral, mental and physical development of the community, by securing that efficient primary, secondary and further education is available to meet the needs of the population of the area. Cabinet will note that the council itself maintains the majority of the schools discussed in the report; however, the council's ability to develop new school proposals is now significantly restricted, and legislation enables existing maintained schools to convert to academy status which are outside of the council's ownership and control.
18. In respect of people aged under 20 (or over 20 if the council maintains an Education, Health and Care Plan for them), the council must also exercise its education and training functions with a view to promoting high standards, ensuring fair access to opportunities for education and training, and promoting the fulfilment of learning potential by every person to whom this duty applies.

19. More generally, in respect of the well-being of children, the council is under a duty to make arrangements to promote cooperation between the council and relevant partners to promote the well-being of children in the authority's area. The council is also under a duty to improve the well-being of young children and reduce inequalities between them. "Well-being" in this context relates to education and training, amongst other things.
20. As such, the preparation of a school standards report is something that can be said to be incidental to the council's functions in these areas.
21. Besides these more general duties, the council has a number of more specific functions in relation to education. Of particular relevance to the subject matter of the report are: the duty to exercise council functions with a view to promoting the effective participation by young people aged 16-18 in education or training; a duty to promote the educational achievement of children looked after by the council; a duty to make arrangements (so far as it is possible) to identify children in Southwark who are of compulsory school age but are not registered with a school and are not receiving suitable alternative education; and powers to instigate legal proceedings for non-school attendance.
22. When making its decision, section 149 Equality Act 2010 requires that Cabinet have due regard to the need to eliminate discrimination and other prohibited conduct and advance equality of opportunity and foster good relations between people who share a relevant protected characteristic and those who do not. Information about the consideration given to equalities issues is set out in the Community Impact Statement.

Strategic Director of Finance and Governance CAS21/17

23. The Strategic Director of Finance and Governance notes the recommendations in this report which sets out information on school standards.
24. As noted in the report this is primarily a retrospective performance report. Future performance is vulnerable to the growing financial stress on school budgets. There are challenges in the budgets of individual settings given the significant falling rolls we are facing, while cost pressures are increasing. The current funding system imposed by central government does not fully recognise this and will be further exacerbated by the new National Funding Formula proposed for implementation between now and 2024/5. There is a real risk to the educational achievement and standards for children and young people in the future.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark Borough Plan	Education, Children's and Adults Services, Southwark Council, 4th Floor, PO BOX 64529, London, SE1P 5LX	Kevin Morris, 07905 605 207
Link: https://www.southwark.gov.uk/council-and-democracy/fairer-future/council-plan		
Section 149, Equality Act, 2010	Education, Children's and Adults Services, Southwark Council, 4th Floor, PO BOX 64529, London, SE1P 5LX	Allan Wells 07908 975603
Link: https://www.legislation.gov.uk/ukpga/2010/15/section/149		
Southwark Scholarship Scheme	Education, Children's and Adults Services, Southwark Council, 4th Floor, PO BOX 64529, London, SE1P 5LX	Sumala Syeda Hassan 020 7525 5207
Link: www.southwark.gov.uk/scholarships		
Ofsted School Inspection Outcomes	Education, Children's and Adults Services, Southwark Council, 4th Floor, PO BOX 64529, London, SE1P 5LX	Kevin Morris 07905 605 207
Link (copy and paste into browser): https://www.gov.uk/government/statistical-data-sets/monthly-management-information-ofsted-school-inspections-outcomes		

APPENDICES

No.	Title
Appendix 1	Southwark School Standards Report 2020/21
Appendix 2	Ofsted Ratings (31 August 2021)

AUDIT TRAIL

Cabinet Member	Jasmine Ali, Deputy Leader and Cabinet Member for Children, Young People and Education	
Lead Officer	David Quirke-Thornton, Strategic Director, Children's and Adults' Services	
Report Author	Nina Dohel, Director of Education	
Version	Final	
Dated	26 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		26 November 2021

Appendix 1: Southwark School Standards Report, 2020/21



Foreword

The annual school standards report marks an important part of the council's calendar.

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Last year was of course different. Measurement of standards was put on hold as our schools became our fourth emergency service, shifting to remote learning for most of our children while staying open for our key worker and vulnerable children at the same time.

This year, as the inspections restart, I can report that we are now at 95% good or outstanding. That is up on previous measures as a result of the successful outcome of the latest Ofsted inspection of Robert Browning Primary School.

Nevertheless, even since September 2021, when schools were open to all pupils, individual schools were still hit by Covid-19 breakouts. The report details the significant impact of COVID on learning and communication, and on social, emotional and physical development across the board. The picture is mixed with some children benefitting from increased contact, smaller class groupings and closer interaction with teachers, albeit with fewer opportunities to develop social and communication skills.

Of course there are some key challenges. Delivering and managing on-site and remote learning, sometimes simultaneously. Developing new ways of assessing progress and attainment. Above all, supporting the mental health and wellbeing of Southwark's children, families and staff.

As a local authority, Southwark has successfully anticipated some of these challenges.

Our initiative with the Teaching Schools Alliance and match funding from the community ensured 2,600 children received laptops for learning. Likewise our focus on mental health and wellbeing of all children enabled support to schools in delivering moderated assessments. Our focus on remote and catch up learning and the recovery of disadvantaged pupils has also been a great support to our schools, pupils and their families.

We will continue to focus on these areas.

Unlike pre Covid-19 school standards reports, there is no published data on assessments or attainment available from this academic year at this time, either locally or nationally, for any of the key stages, or for Looked After Children or children with Special Educational Needs and/ or Disabilities.

There is however a widely recognised need for a focus on schools recovery and a programme of support and for those most disadvantaged. Experts tell us

that us that it may well take children from disadvantaged backgrounds at least seven years to 'catch up' on education missed as a result of the pandemic and a loss of face-to-face teaching. All this during a time of great financial difficulty for our schools as we see pupil numbers decline and resource diminish.

The longer-term work of helping pupils catch up following the disruption of life in the time of COVID-19 has now begun. The council will continue to work with schools on closing attainment gaps for all our pupils, not least for those from disadvantaged backgrounds. We must work together to transform lives and make a difference.

Cabinet are asked to note the report and maintain our commitment for 100% of good or outstanding schools for all, and at the same time to redouble our efforts to work closely with schools to close the attainment gap between children from disadvantaged backgrounds and their better-off counterparts.

Councillor Jasmine Ali

Deputy Leader and Cabinet Member for Children, Young People and Education

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Executive Summary

The academic year 2020-21 was another challenging period for schools, children and families alike, with two periods of pandemic lockdown, including almost one whole term of home learning for many children. Our schools, education settings, parents and carers had to adapt continuously to support our children and young people through this time. Our schools have been at the heart of the community as a trusted source and in signposting support and services beyond education for our families.

Broadly speaking, there has been a significant impact of COVID on learning and communication, social, emotional and physical development across the board. The picture is mixed with some children benefitting from increased contact, smaller class groupings and closer interaction with teachers but there being fewer opportunities to develop social and communication skills.

There were key challenges, which you will find running through this report: providing and managing on site and remote learning, sometimes simultaneously; developing new ways of assessing progress and attainment; and supporting the mental health and wellbeing of Southwark's children, families and staff.

A very significant challenge in achieving a strong and stable recovery is the financial position facing many schools across London and Southwark. The decline in pupil numbers has resulted in reducing budget and less resource at a time when it is needed most.

As a Local Authority, Southwark has been successful in anticipating some of these challenges, with a focus on mental health and wellbeing of all children, its provision of support to schools in delivering moderated assessments, and its focus on remote and catch up learning and the recovery of disadvantaged pupils. We will continue to focus on these areas as we move into a period of recovery.

1. Introduction

Despite enormous disruption to schools and education settings nationally because of the on-going COVID- 19 pandemic, during the last academic year, Southwark's nurseries, schools and college leaders once again rose to the challenge and maintained high quality educational experiences across the borough. This was against a backdrop of a lack of clear national leadership, often resulting in miscommunication and changes in policy discretion with little or no warning.

At local authority level, in partnership with the RSC and DFE, our Teaching and Research school, Governors, Trade Unions, colleagues in SEND, Schools HR, Admissions, Social Care, and Public Health all gave of their time freely and were able to respond to the demands that were unique in scale. It is a

testament to the commitment of partnership working in a borough that puts social justice at the heart of our mission, which translates into purposeful activity that supports all our schools and families. Despite significant financial challenges across the whole of the Education service, with real cuts to school budgets, London- wide challenges around decreasing pupil numbers, most notably in the primary phase, schools and settings have remained open. They have led on key public health directives around bubbles, PCR tests, on line learning, breakfast and holiday clubs, 1-1 tuition, additional support for those with SEND, and ensured that the gap between those in receipt of pupil premium and those more advantaged children and young people does not increase, and, ideally, narrows. Add to this Ofsted's continued monitoring and some online inspection activity where Southwark maintained its grade profile of 93.46% of 'good' and 'outstanding' nurseries and schools and you begin to realise just how special and professional Southwark's education team is. Going forward into the not so 'new normal', or a post- pandemic era, there is still much to be done and with the appointment of a New Secretary of State for Education, Nadhim Zahawi, there is optimism and hope in supporting schools in the 'levelling up' agenda.

Priorities 2021/22

Over the coming year we will build on the strong outcomes we have become accustomed to by:

- Maintaining and improving on Ofsted outcomes so that all settings and schools are at least good or better at their next inspection
- Ensuring that disadvantaged pupils in the most deprived wards are supported to maximize their life chances and schools continue to focus on closing gaps
- Ensuring that our SEND population in mainstream settings are prioritised for support and monitoring, working with our colleagues in early help and social care developing a team around the school model
- Enabling our most able pupils have access to a curriculum that enables stretch and challenge so that outcomes at least match, or exceed, national benchmarks
- Continuing to focus our efforts on safeguarding all young people in the light of Ofsted's sexual case reviews and the 'Everyone's invited' website
- Realising the ambitions of 'Southwark Stands Together' as a key component of our response to Black Lives Matter'

On behalf of my colleagues across the directorate this is a formal 'thank you' for everything you do in whatever role you play in supporting children and young people in Southwark.

Nina Dohel
Director of Education

2. Learning in Southwark's Education Settings

2.1. Early Years

The Early Years Foundation Stage (EYFS) is designed to provide highly valuable opportunities and experiences for children to help them reach their potential as learners as they move through primary school and beyond. The highly social, child centred, hands-on learning experiences that children are usually exposed to in the early years of education were seriously curtailed as a result of the pandemic and schools and teachers were challenged to continue providing high quality experiences to the youngest children without the usual freedoms to engage and respond in a way that meets their needs.

The vast majority of school- based Early Years provision remained open throughout the lockdowns to care for and teach the children of key workers and the most vulnerable in person, and for all others, remotely. This was a vital part of the effort to curb the impact of the virus on children and schools worked tirelessly to ensure that the needs of the youngest children and families were met during this time.

For those children attending on site provision, schools ensured that they met the guidance around COVID and its transmission. Although this presented challenges and children were unable to access the usual social experiences of being with a large group of their friends and peers. For some there were noticeable benefits from the smaller group numbers and the chance for more adult attention. Staff reported that many of these children made good progress and, in some cases, particularly for those children with additional needs, achieved things that they may not have otherwise had the opportunity to do.

For children learning remotely the challenges were pronounced. Remote learning was unfamiliar and appeared not to offer the same opportunities for the engaging, child focused learning that an Early Years environment would usually allow. However, schools worked hard to develop the technology and combine the online world with the children's home environment to create a wealth of learning opportunities. Staff created packs to be delivered to homes with resources for children to use, such as the ingredients for making play-dough. They read stories online that helped children understand the situation and their emotions; invented challenging games that could be played with items found around the home; and posted regular updates on their websites and social media to keep children and families in touch, such as updates on the seasonal changes in the school garden.

Alongside this provision, schools were also focused on supporting children's well-being and that of their families. Schools and staff kept in regular personal contact, provided food parcels and offered much-needed emotional support for families experiencing a range of challenging circumstances, from overcrowded home/ working space, limited access to technology, financial hardship and bereavement.

As the restrictions around COVID changed, Early Years provision was prioritised ahead of primary and secondary for full reopening and schools responded rapidly to put measures in place to facilitate the safe return of all children. This ensured that all children could settle back into the classroom as quickly as possible, minimising the disruption to their education.

Although the impact of the lockdowns on the youngest children is not yet fully known, it is clear that the time that they have missed to develop their communication and language, personal, social, emotional and physical development skills has meant that fewer children are reaching the expected standard at the end of reception. Although the usual measure of attainment at the end of the foundation stage, The Early Years Foundation Stage Profile (EYFSP), was made non-mandatory for two years due to the pandemic, feedback from schools shows that many children are missing key skills that in ordinary circumstances they would have in place.

As we have high-quality school based Early Years provision in Southwark, schools are tuned in to the needs of their children and since the return to the classroom, have ensured, in the first instance, that they are happy and ready to learn, and secondly, that they are re-immersed into the environments and opportunities that they may have missed.

The Early Years sector has also been preparing for the introduction of the foundation stage reforms and the Reception Baseline Assessment (RBA) that become statutory in September 2021.

2.2. Primary

Primary schools remained open throughout the pandemic (including lockdowns) and provided a service both remotely, and, for disadvantaged and/or vulnerable children, on site. Curriculum coverage was inevitably disrupted but teachers made adaptations to support learning and progress.

Primary statutory assessments (EYFS profile, Phonics Screening Check, KS1 tests and teacher assessments and KS2 tests and teacher assessments) were cancelled for 2021 and schools were not required to submit assessments to the LA or DfE. Prior to their cancellation, there had been an expectation that assessments would proceed and schools undertook the Phonics Screening Check (PSC) at a later stage in the year for their Year 2 pupils. These results were not published and were used only by schools to identify the children who would have to take the PSC in the summer because they had not met the required standard.

With less, or different, knowledge of pupil achievement, particularly during lockdown, it was more difficult for schools to make accurate assessments on progress and, as they were isolated from each other, it was difficult for them to benchmark and moderate assessments as they have done previously. Noticeable gaps in learning appeared: particularly for younger children and those from disadvantaged families.

However, there were some successes during this period: many schools maintained or improved the percentage of pupils who passed the phonics threshold in December 2020 despite disruption to learning from March 2020. Schools used a wide range of information to assess gaps in learning which subsequently informed adjustments in teaching:

- Past papers in KS1 and KS2 were used to inform assessments that were reported to parents and to receiving teachers and schools;
- Schools continued to hold pupil progress meetings to discuss and identify intervention needs, focussing specifically on those pupils with the greatest need/widest gaps;
- Catch up funding was used very effectively by all schools to support pupils to close learning gaps.
- Approximately 20% of schools made use of tuition partners or academic mentors through the National Tutoring Programme.
- The LA supported schools to make accurate teacher assessments through spring term online training events, school-led moderation clusters and an outdoor “help desk” approach in the summer term.
- The LA supported schools with highest disadvantage and/or with lowest capacity with a range of targeted projects and additional tutor support.

Whilst standards in most schools have not yet returned to pre-pandemic levels, particularly at the greater depth standard, identifying and closing learning gaps continues and remains the key priority for schools.

2.3. Secondary

As in Early Years and primary education settings, schools stayed open throughout lockdowns to support key worker parents to undertake key functions. This has been a challenging year for schools in terms of managing the logistics of remote and on site learning (often simultaneously), delivering a new style of assessment (Teacher Assessed Grades- TAGs), and supporting the wellbeing of staff and pupils.

The statutory directive to have a remote learning provision for all students led to additional training needs for teachers, pupils and parents, and to teachers having to adapt or enhance aspects of the curriculum in order to facilitate this mode of delivery. In addition, they had to find the flexibility required to deliver the same lesson both face-to-face and online for students who were unwell and/ or isolating. Schools have, and will continue to, face higher financial burdens to maintain, upgrade and keep secure, equipment and resources.

Teacher assessments replaced exams in summer 2021. This applied to assessments for GCSEs, AS and A-levels, as well as some vocational and technical qualifications (VTQs). This meant that students received grades awarded and determined by teachers, with pupils only assessed on what they had been taught directly. Teachers were able to draw on a range of evidence when determining grades, including the optional use of questions provided by exam boards, as well as mock exams, coursework, or other work completed as part of a pupil’s course, such as essays or in-class tests. No algorithm was used.

The delivery of subjects that have practical elements was a challenge and a focus due to the impact of various lockdowns or periods of isolation. Schools delivered online PE lessons, virtual museum visits and one school even hired a driver to deliver specialist resources (e.g. art and craft materials) to students' homes to ensure that they could have the best possible learning experiences.

There was a reduction in extra-curricular experiences imposed by social distancing and other restrictions (e.g. venue closure). Virtual replaced face-to-face activities in some cases. Also affected were activities that involved students from different "bubbles" such as school team fixtures, sports days and any (artistic) performances. This limited some students' opportunity to develop particular skills and experience such as competition, directing, mixed group rehearsals, and live performance.

2.4. Special Schools and SEND

Southwark's special schools were open to all pupils in 2020/21, including the second and third lockdown periods. The attendance at Southwark's special schools was above the average for similar schools nationally; however, a number of parents were extremely anxious about their children's health and welfare in school environments and, in some cases, school transport. Special schools worked closely with health and social care colleagues (and transport providers) to address parents' concerns and the number of pupils attending increased incrementally across the year.

Collaboration with parents and other agencies has been at the heart of everything that has gone well. A blend of face-to-face and remote meetings, and weekly conferences/home calls, maintained contact and confidence and, in many cases, improved the joined-up working so essential to support vulnerable families.

Each special school developed a bespoke remote-learning offer. In addition to video learning, laptops and tablets, work packs, resources and equipment were sent home so all pupils could learn in a way that worked for them and their families. Therapy programmes were delivered remotely and parents particularly valued this opportunity to share in this aspect of their children's learning.

Special school staff were in weekly or more frequent contact with all pupils who were not in school and worked very effectively with other agencies, including health and social care, to support the most vulnerable and anxious families. All special schools supported families by providing support with meals and food deliveries throughout the pandemic.

The impact on families' and staff mental health and well-being has been significant and varied widely. In cases where circumstances kept children away from school, re-inclusion was sometimes challenging as anxieties increased. However, in most cases, pupils responded well to the changes in routine and mitigation measures in schools: groups were smaller, transitions fewer and pupils flourished when able to access more space, more adult attention, and a calmer, quieter environment.

The borough's hospital schools had additional complications and many restrictions on ways of working. These schools developed excellent remote learning platforms both in the hospitals and in pupils' homes which will be further developed in the future. There were good examples of creativity and mutual support in our schools: for example, one hospital school acted as an exam centre for a pupil from another school so they could sit their GCSEs in exam conditions.

Tuke School maintained its Outstanding grade on inspection in July 2021 with a fantastic report (<https://reports.ofsted.gov.uk/provider/25/100880>).

2.5 Southwark Adult Learning Services

Accredited provision

SALS tutors were in constant contact with all their learners during and after periods of lockdown to ensure, where possible, each enrolled learner continued with their course of study in English, maths, ESOL and IT and Childcare qualifications. All learners received regular telephone call support to establish well-being and provide mentoring.

Tutors provided personalised learning in addition to regular remotely delivered lessons. They ensured that learners could download software, come on line and participate in the new virtual classroom, which, for many, was a new and challenging experience. Some learners had only basic phones and no access to other IT platforms. In these cases, lessons and resources were posted to learners' homes for each to stay connected and make progress.

Overall, tutors provided good guidance, feedback and encouragement to keep learners engaged and progressing on their accredited programmes of learning which has helped with mental health and given learners an opportunity to focus on their learning and a chance to reduce anxiety levels.

Non- accredited provision

Family Learning

Directly after the first lockdown, during the Easter holidays, SALS Family Learning, in partnership with children's centres, foodbanks and community hubs, engaged over 50 families. Learning packs and access to devices were delivered to vulnerable residents/learners supported by online learning sessions. This continued during the summer half term and summer holidays, and subsequent lockdown.

This model of engagement also reached families who would not leave the home for a variety of reasons during this period. By supporting them to help their children's learning and keeping them engaged we were able to offer new activities for adults and children to help with home learning which led to very

successful remote progression pathways in English, Maths, ICT and employability programmes such as Childcare for the adults.

Community Learning

In order to continue to deliver the curriculum we offered online courses throughout the lockdown in Creative Writing, Dynamic Art and Pottery, Food Safety, Pilates, Yoga and Ballet. Upon re-opening, there were both face-to-face and continued online courses with dedicated classroom resources for learners to interact with and download. Learners remarked how important the online learning has been for their mental health, both as an outlet and socialising.

Assessment and Exams

In adult learning, there were opportunities for learners to complete teacher assessments, as well as to sit examinations to receive their qualifications.

3. Fulfilling the Council Plan

The Education directorate is committed to supporting the council plan and borough priorities through various initiatives and activity. For example:

3.1. Meal Provision

According to School Census data, the number of pupils entitled to Free School Meals increased significantly throughout the pandemic, from 11,547 in Spring 2020 to 14,286 in Spring 2021: an increase of almost 24%.

On the full return of all pupils to school in September 2020, school meal provision, including Free School Meals and Free Healthy School and Nursery Meals (Southwark's additional provision), was back in place in all schools. In addition, schools were also expected to provide meals for disadvantaged pupils when they were absent from school, as a result of Covid-19, e.g. where they were instructed to self-isolate, or where they had symptoms or a positive test result themselves. Food parcels, rather than supermarket vouchers, were promoted by the DfE and provided by schools.

Disadvantaged and vulnerable pupils (including those with no recourse to public funds) benefited from Southwark-supported meal provision through every school holiday period, even when (as in October half term 2020), this was not supported by the Government.

Southwark's officers managed the frequently changing DfE guidance to communicate out key messages to schools through various means. They facilitated the use of a central voucher scheme to support schools with school holiday meal distribution via supermarket voucher, and designed a claiming process to facilitate reimbursement.

In the 2020-21 academic year (excluding summer 2021 holidays, for which data is not yet available), a total of **565,083 meals** were provided to pupils entitled to benefits-related FSM and other vulnerable pupils in nursery and primary schools during school holiday periods.



(Meal parcel day at Pilgrims Way Primary School)

Before national vouchers were issued in January, schools were asked to provide food parcels for FSM pupils at home. Our schools were very keen to provide the best food offer they could make for pupils and many sourced additional food items, e.g. through Magic Breakfast and from their caterers, to supplement their meal parcels, also tailoring them to the cultural needs of their families. Primary and nursery schools also provided meal parcels for those pupils learning at home and not entitled to FSM, in line with Southwark's FHSNM policy, so all pupils had access to good quality midday meals whether at home or at school. Complementary work on holiday meal provision with Public Health colleagues, not just through HAF funding but through their sources of additional food, e.g. School Food Matters breakfast boxes; co-ordinating donations from local businesses, and much more.

3. 2. Laptops for Learning

In January 2021, Southwark Council, in partnership with the (then) London South Teaching School Alliance, launched an ambitious Crowdfunder campaign to raise funds to provide access to the internet and to a digital device for those vulnerable and disadvantaged children that needed it to be able to learn from home.

So far, the campaign has raised £246,120, from donations across the community, matched by the Local Authority so providing a total of £492,240.

This money was used to provide laptops and internet access to children identified by Southwark's schools.

3. 3. Southwark Stands Together

Southwark Stands Together is the council's programme of anti-racism work to tackle the inequalities exposed and exacerbated by the pandemic and to respond to the murder of George Floyd in May 2020. Together with our schools, over the past year we have been working on a number of projects. These are focused on staff development, curriculum and resource design, data sharing around exclusions, the development of more meaningful and effective work experience, and influencing decision makers in central government and other national bodies.

3.4. Work towards 100% Inclusion of Pupils in Education

Over the past year, Education has been working closely with secondary head teachers, led by Councillor Ali, to focus our attention on inclusive practice, alternative provision and exclusions. The council commissioned Olive Academies Trust to provide an independent review of our alternative provision and this has formed the focus of a working party to reconfigure Southwark's offer. We are developing an inclusion charter, a data sharing protocol, and better joined up strategies to anticipate the children and young people who may need support, at an earlier stage, to stay in education.

3.5. Support 100% of children and young people with a diagnosable mental health need

3.5.1. Improving Mental Health & Resilience in Schools (IMHARS) Programme

Supporting Southwark Council's Thrive Model, and working in collaboration with schools, £2m will be invested in mental health prevention in schools through the launch of Improving Mental Health & Resilience in Schools (IMHARS) Programme, with the aim to build resilience through schools so that children and young people can cope with challenges by ensuring more children live in stronger families.

We aim to deliver a sustainable, universal infrastructure across all schools in Southwark, as part of our local, schools-led system, based on effective collaborations and partnerships, with IMHARS aligned to the open access service The Nest.

To date, 77 schools (four nursery, 53 primary, four special and 16 secondary schools) have made successful funding applications for a range of school-based initiatives designed to build resilience and promote mental health that will benefit at least 30,000 pupils: accounting for more than two thirds of all school children in Southwark.

A key strand of the project is collaboration between schools, which has resulted in successful shared projects such as an art therapy programme, a sensory space for students requiring more targeted support, and specialist training for parents and carers.

As part of **Thrive London**, our Mental Health First Aid (MHFA) two- day course has trained over 300 mental health first aiders across 90 schools and Southwark has also organised and/ or delivered sessions to school staff on managing wellbeing of staff and pupils, and designing and delivering statutory PSHE.

We have supported the development of IMHARS School Champions, who have developed the PSHE framework and corresponding resources and reading lists. They have worked on policies, attended conferences and training events, and delivered training to and shared best practice and learning with schools across the borough.

3.5.2. The Nest

The Nest is a council funded service. It is an open access mental health and wellbeing service for children and young people across the borough. Since its inception in 2020, the Nest has received 439 referrals and provided 1761 hours of support, with an average of 8-12 weeks of support per young person. Its Wellbeing Coaches have supported 20 students on a one to one basis in three separate secondary schools, providing an average of 12 weeks of support per young person, in 99 sessions.

In addition, The Nest has received funding from the Violence Reduction Unit to deliver specific support to the parents/ carers of pupils of Caribbean descent who are at risk of exclusion and deliver a parent/ carer champion network programme. Funded by the New Youth Deal, The Nest also delivers sessions in school focused on mental health awareness raising, support for school transitions and focused support for those excluded or at risk of exclusion.

3.6. Guarantee access to education, employment or training or volunteering for every school leaver

We are aware of the particular challenges faced by our young people during this pandemic and the impact this had on their opportunities to engage in education and/ or employment. The post-16 Service worked closely with Southwark College to provide additional options for 16-18 year olds in years 12 and 13 who were not in education, employment or training (NEET). This was then developed into a pilot programme, running throughout 2020-21: "Back on Track".

Back on Track offered 16+ hours per week over a 12 week programme to 16-18 year olds who were NEET. The programme was provided in person at Southwark College and also offered remotely during periods of lockdown or self-isolation and Southwark supported the college to provide access to laptops

and the internet. The programme offered taster sessions in Level 1 subjects in addition to other engagement activity.

During the academic year 2020-21, three Back on Track courses were provided and we are collecting information about participation and destination of these learners as part of our post-16 duties.

4. Celebrating Success in 20-21

4.1 Newly Qualified Teachers (NQTs) and Early Career Teacher Reforms

It was a challenging year for trainee teachers during the 2020/2021 year with the academic year cut short by the pandemic and subsequent lockdown. Nonetheless, the vast majority of trainees managed to complete Initial Teacher Training and obtain QTS, albeit with less classroom teaching than they would have benefited from in previous years.

In Southwark we had 207 registered Early Career Teachers (ECTs) undertaking their statutory Newly Qualified Teacher (NQT) induction year in our Southwark schools during Covid-19 with a 98% pass rate.

The Statutory induction period for newly qualified teachers is changing, as early career framework (ECF) reforms become active from the start of the new academic year 2021 and newly qualified teachers will now be known as early career teachers.

4.2 Scholarships

Each year Southwark Council opens applications to young people (under 25 years old) who have lived in the borough for a minimum of 3yrs, to go to University without the worry of tuition fees.

Since the scheme began in 2011, Southwark Council has helped 121 people pursue higher education on the scholarship, which covers the full tuition fees for their chosen course. Our scholarship supports young people who have an excellent academic record of achievement, made a positive contribution to their local community and have a combined household income of less than £25,000. For further details, please check www.southwark.gov.uk/scholarships

Since graduating from University, our scholars have gone on to careers in Education, Engineering, Law, Medicine as well as other pioneering fields.

For the 2021-22 intakes, 10 students were awarded the scholarship, as detailed below:

School	University	Course of Study
Sacred heart Catholic school (Camberwell)	Lancaster University:	Business Management
Kingsdale Foundation School	University of Manchester:	Mechanical Engineering with Industry experience
Ark Walworth Academy	University of Kent:	Law
Kingsdale Foundation School	Southampton University	Economics

Walworth Academy	London Southbank University	Midwifery Practice
St Saviours and St Olaves	Coventry University:	English Literature
St Michael's Catholic College	University of Exeter	LLB Law with European Studies
La Retraite Catholic School for Girls	Durham University:	LLB Law
City of London Academy	King's College London	BSc Computer Science with year in industry
*Southwark College	University of Roehampton	BA Primary Education with QTS

*Since 2013, St Olave's United Charity has been supporting the scheme by funding the scholarship of one additional scholar each year through our recruitment process, which is included in the list above (T&Cs apply.)

Appendix 2: Ofsted ratings as at 31st August, 2021

Full Ofsted inspections were cancelled last year. Of those eligible for inspection* over 94% of our schools remained Good or Outstanding.

Key: 1 – Outstanding. 2 - Good. 3 - Requires Improvement. 4 - Inadequate/Special Measures.

*Newly opened schools do not have an inspection judgement in their first three years of operation – the inspection date and rating for these schools are reported as “null” in the table below.

School Name	Type	Current Ofsted:	
		Inspection Date	Inspection Rating
Nursery Schools			
Ann Bernadt Nursery School	Nursery	27/11/2013	2
Dulwich Wood Nursery School	Nursery	10/05/2016	2
Grove Children & Family Centre	Nursery	02/12/2014	2
Kintore Way Nursery School and Children's Centre	Nursery	19/09/2013	1
Nell Gwynn Nursery School	Nursery	08/07/2015	2
Primary Schools			
Albion Primary School	Primary	11/10/2011	1
Alfred Salter Primary School	Primary	05/02/2019	2
Angel Oak Academy	Primary	11/10/2017	1
The Belham Primary School	Primary	17/07/2018	2
Bellenden Primary School	Primary	24/09/2013	2
Bessemer Grange Primary School	Primary	10/03/2015	2
Boucher Church of England Primary School	Primary	06/05/2008	1
Brunswick Park Primary School	Primary	24/04/2019	2
Camelot Primary School	Primary	17/01/2018	2
The Cathedral School of St Saviour and St Mary Overie	Primary	22/10/2008	1
Charles Dickens Primary School	Primary	24/09/2019	1
Charlotte Sharman Primary School	Primary	07/11/2018	3
Cobourg Primary School	Primary	13/03/2018	3
Comber Grove School	Primary	06/05/2015	2
Crampton Primary	Primary	04/02/2014	1
Crawford Primary School	Primary	03/10/2019	2
Dog Kennel Hill School	Primary	12/09/2011	2
Dulwich Hamlet Junior School	Primary	16/09/2008	1
Dulwich Village Church of England Infants' School	Primary	16/09/2008	1
Dulwich Wood Primary School	Primary	06/03/2012	2
English Martyrs' Roman Catholic Primary School	Primary	07/07/2016	2
Friars Primary Foundation School	Primary	16/05/2018	2
Galleywall Primary School	Primary	14/05/2019	1
Goodrich Community Primary School	Primary	07/12/2016	2

School Name	Type	Current Ofsted:	
		Inspection Date	Inspection Rating
Goose Green Primary and Nursery School	Primary	15/01/2020	2
Grange Primary School	Primary	04/10/2012	2
Harris Primary Academy East Dulwich	Primary	09/05/2017	1
Harris Primary Academy Peckham Park	Primary	13/03/2018	2
Harris Primary Free School Peckham	Primary	19/04/2017	2
Heber Primary School	Primary	08/10/2019	2
Hollydale Primary School	Primary	06/02/2018	2
Ilderton Primary School	Primary	17/06/2015	1
Ivydale Primary School	Primary	26/02/2019	2
John Donne Primary School	Primary	10/10/2011	1
John Keats Primary School	Primary	NULL	
John Ruskin Primary School and Language Classes	Primary	28/01/2009	1
Judith Kerr Primary School	Primary	12/05/2015	2
Keyworth Primary School	Primary	09/05/2018	2
Lyndhurst Primary School	Primary	05/11/2014	2
Michael Faraday School	Primary	16/10/2014	2
Oliver Goldsmith Primary School	Primary	25/09/2018	3
Peter Hills with St Mary's and St Paul's CofE Primary School	Primary	21/05/2013	2
Phoenix Primary School	Primary	17/06/2015	1
Pilgrims' Way Primary School	Primary	01/07/2015	2
Redriff Primary School	Primary	13/09/2011	1
Riverside Primary School	Primary	04/10/2011	1
Robert Browning Primary School	Primary	15/11/2017	3
Rotherhithe Primary School	Primary	14/01/2014	2
Rye Oak Primary School	Primary	30/11/2016	2
Saint Joseph's Catholic Primary School, the Borough	Primary	05/12/2013	2
Snowsfields Primary School	Primary	03/07/2013	2
Southwark Park Primary School	Primary	06/03/2014	2
St Anthony's Catholic Primary School	Primary	23/02/2012	2
St Francesca Cabrini Primary School	Primary	11/06/2013	2
St Francis RC Primary School	Primary	05/12/2012	2
St George's Cathedral Catholic Primary School	Primary	12/12/2018	2
St George's Church of England Primary School	Primary	01/05/2018	2
St James' Church of England Primary School	Primary	19/11/2014	2
St James the Great Roman Catholic Primary School	Primary	28/03/2017	2
St John's and St Clement's Church of England Primary School	Primary	05/12/2013	2
St John's Roman Catholic Primary School	Primary	10/02/2011	2
St John's Walworth Church of England Primary School	Primary	11/09/2018	3
St Joseph's Catholic Infants School	Primary	03/10/2013	2

School Name	Type	Current Ofsted:	
		Inspection Date	Inspection Rating
St Joseph's Catholic Junior School	Primary	15/01/2013	2
St Joseph's Catholic Primary School	Primary	24/05/2012	1
St Joseph's Roman Catholic Primary School	Primary	08/01/2007	1
St Jude's Church of England Primary School	Primary	15/10/2014	2
St Mary Magdalene Church of England Primary School	Primary	27/06/2013	2
St Paul's Church of England Primary School (Academy)	Primary	27/02/2018	4
St Peter's Church of England Primary School	Primary	24/01/2013	2
Surrey Square Primary School	Primary	06/12/2016	1
Tower Bridge Primary School	Primary	27/01/2016	2
Townsend Primary School	Primary	04/06/2019	2
Victory Primary School	Primary	24/10/2013	2
Secondary Schools			
Ark All Saints Academy	Secondary	02/06/2015	2
Ark Globe Academy	Secondary	23/10/2014	2
Ark Walworth Academy	Secondary	22/10/2014	2
Bacon's College (Academy)	Secondary	01/02/2017	4
The Charter School East Dulwich	Secondary	16/10/2018	2
The Charter School North Dulwich	Secondary	04/11/2009	1
City of London Academy (Southwark)	Secondary	06/10/2011	2
Compass School Southwark	Secondary	17/05/2017	2
Haberdashers' Aske's Borough Academy	Secondary	NULL	
Harris Academy Bermondsey	Secondary	18/03/2015	1
Harris Academy Peckham	Secondary	19/09/2011	2
Harris Boys' Academy East Dulwich	Secondary	07/12/2011	1
Harris Girls' Academy East Dulwich	Secondary	14/03/2012	1
Kingsdale Foundation School	Secondary	14/06/2017	1
Notre Dame Roman Catholic Girls' School	Secondary	21/11/2012	1
Sacred Heart Catholic School	Secondary	11/12/2012	1
South Bank University Academy	Secondary	09/05/2017	2
St Michael's Catholic College	Secondary	03/07/2013	1
St Saviour's and St Olave's Church of England School	Secondary	25/02/2009	1
The St Thomas the Apostle College	Secondary	20/11/2018	1
Special Schools			
Beormund Primary School	Special	28/02/2013	2
Bethlem and Maudsley Hospital School	Special	17/11/2011	1
Cherry Garden School	Special	04/06/2015	1
Evelina Hospital School	Special	30/01/2013	1
Haymerle School	Special	11/03/2015	2
Highshore School	Special	26/02/2013	2
Newlands Academy	Special	28/11/2012	2
Spa School, Bermondsey	Special	01/12/2015	1
Spa School Camberwell	Special	NULL	

School Name	Type	Current Ofsted:	
		Inspection Date	Inspection Rating
Tuke School	Special	04/10/2011	1
PRU			
Southwark Inclusive Learning Service (Sils)	PRU	29/01/2015	2

Item No. 18.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Tustin Estate Low Rise Redevelopment Programme: Update and Phase 1 CPO	
Ward(s) or groups affected:		Old Kent Road	
Cabinet Member:		Councillor Stephanie Cryan, Council Housing and Homelessness	

FOREWORD - COUNCILLOR CRYAN, CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS

Following on from a successful resident ballot earlier this year to regenerate the Tustin Estate, this cabinet report provides an update on the progress that made to date.

I am pleased that the Tustin Estate rebuild is keeping to programme with a new design team and developer appointed and the proposed amendments to the masterplan will be soon be finalised

As the first phase of the rebuild requires the demolition of some of the homes on the estate, we are in negotiations with the leaseholders to buy back their properties and I am pleased that all leaseholders are engaging in these negotiations This report now asks Cabinet to approve a Compulsory Purchase Order which will only be needed as a last resort to enable the delivery of over 200 new homes

I want to thank the Tustin Estate Tenants and Residents Association and the Resident Project Group for all of their input and support.

RECOMMENDATIONS

1. That Cabinet notes the current position in relation to the delivery of new homes at Phase 1 of the Tustin Estate investment programme:
 - Cabinet approved the funding package for the delivery of the Tustin Estate Low Rise Redevelopment Programme in July 2021
 - A design team led by DRMM have been appointed
 - A Pre Construction Services Agreement with BY Group has been agreed
 - The council has successfully rehoused 6 households in Hillbeck Close on secure tenancies;
 - Only one household remains in Ullswater

- The council is continuing to negotiate with all 5 remaining leaseholders within Hillbeck Close with the intention to acquire these remaining interests by agreement.
2. That Cabinet resolves to make a Compulsory Purchase Order under Section 226 (1)(a) of the Town & Country Planning Act 1990 (“the 1990 Act”) for all land and rights within the Phase 1 area of land identified within the plan at Appendix 1 for the purposes of facilitating the redevelopment, development and improvement of the land and securing the delivery of new homes on the site in line with the proposed planning consent (“the Scheme”) and thereby securing the regeneration of the Tustin Estate.
 3. The Director of Planning and Growth, in consultation with the Director of Housing, be authorised on behalf of the Council to :
 - Take all necessary steps to secure the making, confirmation and implementation of the CPO, including the publication and service of all notices and the presentation of the Council’s case at public inquiry should one be called;
 - Acquire for planning purposes all interests in land and new rights within the CPO area as may be necessary to facilitate the Scheme, either by agreement or compulsorily, including entering into negotiations with any third parties for the acquisition of the land interests and/or for new rights over their land (as appropriate), the payment of compensation and dealing with any blight notices served in connection with the CPO;
 - Approve agreements with land owners setting out the terms for the withdrawal of objections to the CPO, including where appropriate seeking the exclusion of land or new rights from the CPO or giving undertakings as to the enforcement of the terms of the CPO;
 - Make any minor additions, deletions or amendments to the extent of the land to be included in the CPO as shown in Appendix 1 should the need arise, so as to include all interests in land and rights required to facilitate the construction, maintenance and use of the Scheme;
 - Take all necessary actions in relation to any legal proceedings relating to the CPO, including defending or settling (as appropriate) any compensation claims referred to the Lands Chamber of the Upper Tribunal due to the making or implementation of the CPO, and to take all necessary steps in respect of any other legal proceedings that relate to the making, confirmation or implementation of the CPO;
 - Appoint and/or retain such external professional advisors and consultants as are necessary to assist the Council in facilitating the Scheme, including in the promotion of the CPO and the settlement of any compensation claims.

BACKGROUND INFORMATION

4. The background to the rebuilding of the low rise on the Tustin Estate has been covered extensively in previous reports but is summarised here for context.

5. The Tustin Estate Low Rise Re-development programme is the outcome of a resident-led investment decision into low-rise homes on the Tustin Estate following a feasibility, master-planning and options appraisal process.
6. In January 2021, a Cabinet decision to proceed “*to a Resident Ballot for the final option, on the basis of the proposals and commitments within the Landlord Offer Document, for the Tustin Estate Low Rise Programme in February 2021*” was agreed. The final option, described within this report as the re-development option was described as the following:

Redevelopment of the low-rise homes with:

- The demolition and replacement with new homes of Bowness House, Heversham House, Hillbeck Close, Kentmere House & Ullswater
 - Retention of the houses in Manor Grove with improvements to the tenanted homes
 - New houses in between the existing houses on Manor Grove itself
 - A new park in the centre of the estate
 - A new Pilgrims’ Way School
 - New retail and business spaces on the Old Kent Road and Ilderton Road.
7. On February 10 2021, the Resident Ballot commenced. The results of the ballot were returned by the independent organisation, Civica Election Services (CES) who managed the balloting process. The ballot was initiated three weeks after the Tustin Estate Landlord Offer Document was issued to residents allowing time for the contents of the Offer Document to be digested and for questions to be discussed prior to votes being cast.
 8. The ballot paper question was: “*Are you in favour of the proposal for the re-development of the low rise homes on the Tustin Estate?*” 87% of votes, voted ‘yes’, 13% of votes, voted ‘no’. 64% of residents eligible to vote took part. 73% of those who live in the low rise homes took part and 53% of those who live in the towers took part.
 9. In light of the results of the ballot and the commitment in the Landlord Offer Document that “If the ballot result is in favour of the final option, we will deliver this option with resident input” a delivery programme has been developed to achieve a start on site in September 2022 for Phase 1 works. This decision was confirmed in the report to Cabinet of 13th July 2021 which approved commencement of negotiations to acquire the leasehold properties affected by the scheme.
 10. The wider programme comprises of
 - The demolition of 249 homes (198 council rented and 51 leasehold) at Bowness House, Heversham House, Hillbeck Close, Kentmere House & Ullswater
 - The build and improvement of an estimated 707 homes comprised of
 - 200 replacement council rented homes

- 220 additional council homes made up of council rented and key worker rented
 - 18 refurbished council rented homes in Manor Grove
 - 49 council shared equity homes
 - 220 private for sale homes
 - The retention of the houses in Manor Grove
 - The development of a new park in the centre of the estate
 - Demolition and redevelopment of Pilgrims' Way School
 - The build of new retail and business spaces on the Old Kent Road and Ilderton Road.
11. It is considered that redevelopment of the low rise homes will bring about significant economic, social and environmental benefits, including improvements in the quality of homes on the Estate. The space standards and access to private space, which are in accordance with the New Southwark Plan, would significantly increase the amenity for local residents. A variety of housing types: houses, flats and maisonettes will be constructed to make an inter-generational neighbourhood that meet people's needs over time. Homes are designed to give views onto green open spaces to reduce opportunities for crime and antisocial behaviour. New homes will be built to zero carbon targets.
12. In later phases, there is specialist provision for over 55s housing. In later phases the energy efficiency of refurbished homes will be improved and move towards net zero carbon. New estate lighting will be energy efficient. New electric charging points for cars will be installed and a car club will be created. The new open space at the centre of the neighbourhood will aim to protect existing nature on the estate and encourage biodiversity to create a public landscape where paths cross, people meet safely and the communities diverse needs can be met – from playgrounds to quiet sitting-out areas. In later phases the primary school will be redeveloped to provide a modern day educational environment. In later phases new commercial buildings will be provided to replace the existing provision.
13. The remainder of the Tustin Estate is comprised of three tower blocks which are currently subject to a major works refurbishment contract. In addition to external and internal works to the properties, the public realm around the towers has been improved. The major works contract delivers 13 additional homes which under a Local Lettings Plan will be available for letting to those secure tenants being rehoused from Phase 1 of the low rise programme. The delivery of new homes under the wider low rise programme will enable those households in the towers in housing need to move to a new home.
14. The council is appointing BY Development Limited (trading as Linkcity) to bring forward the phased rebuilding of the Tustin Estate initially under a Pre-Contract Services Agreement (PCSA). The PCSA is nearing completion. It is anticipated that the Development Agreement will be in place by May 2022. Subject to the successful negotiation of the

Development Agreement, Linkcity will carry out the works associated with the construction of the new and improved council and key worker homes, the new school and commercial properties, landscaping and the construction and funding of the homes for sale. This partnership will see the development of 689 new homes across the Tustin development area, along with a replacement primary school, refurbishment of council homes, a number of community facilities, commercial facilities and a range of open spaces and high quality public realm. The Development Agreement will cover the construction of the entire scheme including the construction and sales of the homes for sale.

15. Following further consultation on the masterplan for the estate, applications will be submitted by the Council for detailed planning permission for the redevelopment of the Phase 1 (the Scheme) and for outline planning permission for the redevelopment of the low rise on the wider estate in March 2022, both in line with the requirements of the development plan and the aspirations of the OKRAAP. This consultation will focus on detailed massing and design of buildings rather than significantly amending the masterplan.
16. The estimated costs of the whole development is £225.9m. It is proposed that this cost is funded through GLA grant, land sales, council borrowing and private sector funding. On July 2021, the report approved by cabinet confirmed the funding provision of £14.14m towards the design and acquisitions relating to the planned rebuilding of the Tustin Estate. Grant funding of £32 million has been allocated to the project by the GLA and discussions are underway about a further £10 million of grant funding. As part of the development partner procurement, BY Group confirmed that they will work with the Council to develop a viable funding model for the delivery of the project.
17. This report sets out the current position in relation to the delivery of the Scheme.

KEY ISSUES FOR CONSIDERATION

The Scheme

18. The proposed Scheme for the Phase 1 Sites will deliver 210 new homes across a range of tenures, including homes for private sale, intermediate shared ownership homes and homes for social rent. The first site (shown as plot C) is on the site of Hillbeck Court and Ullswater. This development, which is subject to planning, will comprise up to 108 homes in 6-9 storey blocks with all homes being dual aspect. The second site (shown as G1) is on land fronting Ilderton Road. This development, which is subject to planning, will comprise up to 102 homes in 8-13 storey blocks. All of the development will have private amenity space including ground floor gardens and balconies.
19. The delivery of Phase One Sites within the programme is a key priority for

the council as it will deliver key rehousing options for tenants and leaseholders on the later phases of the development thereby enabling vacant possession to be secured. It is anticipated, that subject to planning permission and vacant possession, works will start on both sites in September 2022 with completion in Autumn 2024.

20. The balance of the programme will be developed in two further phases over a period lasting until 2028.
21. Through the Pagabo Framework, the Council has appointed BY Developments Limited (trading as Linkcity) through a PCSA to develop the proposals up to a detailed design stage. It is intended that the final contract will be let in summer 2022. A start on site is anticipated for September 2022.

Tenure Mix

22. The currently proposed Scheme for the Phase 1 site includes a total of 210 mixed-tenure housing units comprising units for social rent, units for intermediate shared equity and units for private sale. The tenure split is currently being developed but the priority will be on the provision of new Council rent homes in order to assist the rehousing of those secure tenants affected by later phases of the redevelopment programme.
23. The planning application for Phase 1 will result in a significant increase in affordable homes to be delivered across the two sites as compared to the current provision. The tenure mix is still under development but it is anticipated that over 5 times as many Council rented homes can be provided. The wider programme will double the number of new Council rented and key worker homes provided on the Estate as well as a significant amount of homes for sale.
24. Once completed, the new homes on Phase 1 would provide further opportunities to rehouse existing resident leaseholders from later phases within the estate.

The Site

25. The extents of the Phase 1 Sites are shown in the plan at Appendix 1. The Phase 1 Block C Site comprises the residential blocks at Ullswater and Hillbeck Court and ancillary open space. Hillbeck comprises 32 dwellings of which 6 are vacant, 21 are let on secure tenancies, 1 is occupied by resident leaseholders and 4 are owned by investment leaseholders. Ullswater is a temporary accommodation hostel. Due to impacts of the Covid-19 pandemic and the need to provide safe accommodation, all but one of the residents of Ullswater have moved elsewhere as these homes were non self-contained. It is anticipated Ullswater will be fully vacated before the commencement of phase 1 through direct offers of the accepted homeless households or temporary accommodation transfers.

26. The Phase 1 Block G1 site is currently used for temporary car parking until such a point (Spring 2022) that the major works scheme at the towers on the estate is completed. Parking spaces/garages are occupied on licences which can be terminated on short notice.

Vacant Possession

27. While construction of the Phase 1 scheme can commence on land already within the council's control, full implementation of the scheme will require the council to achieve vacant possession of the block at Hillbeck to enable this building to be demolished and this land to be redeveloped as part of the scheme in line with the proposed planning application.
28. To date, the council has successfully rehoused 6 of the 27 households who occupied dwellings in Hillbeck on secure tenancies on the same basis and the council's Area Housing Office is continuing to work with the remaining secure tenants to facilitate their move to a new property. All secure tenants have the option of moving to vacant properties elsewhere on the Estate and then moving again at a later point to the new homes built in Phase 1 and later Phases of the programme.
29. Since the outset of the consultation on the proposals for the low rise homes on Tustin in 2018 the Council has held a number of meetings with leaseholders across the Estate. The council has been negotiating with the leaseholders in Hillbeck since August 2021 with the intention to acquire the remaining interests by agreement. The council has appointed independent surveyors to value the properties, and leaseholders have appointed their own surveyors to act for them, whose costs will be met by the council.
30. As further properties become vacant within the block, following successful rehousing of the remaining secure tenant households, or buy back of outstanding leaseholds, these properties will no longer be utilised for further lettings and will be held void until the block is fully vacant prior to its demolition. A total of 6 properties within the block are currently held void in this way.
31. The council is continuing to negotiate with the remaining leaseholders, however it is now considered necessary to promote a compulsory purchase order for the blocks comprising Ullswater and Hillbeck and associated land as identified in Appendix 1 in parallel with negotiations, as provided for in the Guidance on the use of Compulsory Purchase powers issued by the Department for Levelling Up, Housing and Communities. This will give further impetus to any stalled negotiations and ultimately to provide certainty of acquiring all remaining interests required to ensure full vacant possession of Ullswater and Hillbeck within the timescale required by the construction programme for Tustin Estate Low Rise Redevelopment Programme. It will ensure the redevelopment of the Phase 1 Sites fully in line with the proposed scheme and thereby ensure delivery of new homes on the site to support the existing and incoming residents.

Policy framework implications

32. New Southwark Plan

The New Southwark Plan is now at an advanced stage. The New Southwark Plan (NSP) was submitted to the Secretary of State in January 2020. The Examination in Public (EiP) for the NSP took place between February and April 2021. The Inspectors wrote a post hearings letter on 28 May 2021 and under Section 20(7)(c) of the Planning and Compulsory Purchase Act (2004) the Council asked the Inspectors to recommend Main Modifications to ensure the Plan is sound. The Council consulted on the Main Modifications as recommended by the Inspectors from 6 August 2021 to 24 September 2021. The Inspectors will publish their report once they have had the opportunity to consider representations. It is anticipated that the plan will be adopted in early 2022 and will replace the saved policies of the 2007 Southwark Plan, the 2011 Core Strategy, the Aylesbury Area Action Plan 2010, the Peckham and Nunhead Area Action Plan 2014 and the Canada Water Area Action Plan 2015. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to the policy and the degree of consistency with the Framework. The Inspectors have heard all the evidence submitted at the Hearings and in previous stages of consultation. The Main Modifications comprise the changes to policies the Inspectors consider are needed to ensure the Plan is sound.

33. Old Kent Road Area Action Plan

The council is preparing an Area Action Plan/Opportunity Area Planning Framework for Old Kent Road (AAP/OAPF) which proposes significant transformation of the Old Kent Road area over the next 20 years, including the extension of the Bakerloo Line with new stations along the Old Kent Road towards New Cross and Lewisham. The extension of the Bakerloo Line will enable substantial growth, with the number of homes rising from 14,500 to 34,500 and the number of jobs rising from 10,000 to 20,000. The policies in the plan will guide new development to provide urgently needed housing and jobs, while providing new opportunities and improving the lives of people who live and work there now. The document refers to the fact that proposals to improve and build new homes are being developed in consultation with residents of the Tustin Estate.

34. Consultation has been underway for 5 years, with a first draft published in 2016. The December 2020 draft version was consulted on between 11 January 2021 to 10 May 2021. As the document is still in draft form, it can only be attributed limited weight.

35. The outline masterplan for the regeneration of the estate which was the subject of the Resident Ballot in March 2021 provides for a range of new housing, a replacement school, community facilities, replacement

commercial space and open space. This outline masterplan is currently being further developed in consultation with residents and will form the basis of a planning application in March 2022.

Community, equalities (including socio-economic) and health impacts

Community impact statement

36. As set out in the detailed description of the scheme at paragraphs 10 and 11 above, the proposed redevelopment brings about significant benefits which together contribute to a significant increase in the social, economic and environmental well being of the site itself, the wider estate and the borough as a whole.
37. The scheme will address the poor quality of existing physical environment. Existing buildings are of poor quality, using poor quality building materials, employing outdated construction methods, severely in need of costly repair, and representing inefficient land use with a low density of residential accommodation. The site also comprises under-utilised spaces, reducing personal security and perceived safety, with the ground plane dominated by car-focussed uses, deterring the use of this space by local people.
38. The proposed redevelopment of the site will bring about a significant improvement of the physical environment within the site. It will deliver a broad range of community facilities, replacing existing facilities with new purpose-built facilities, and extending these. The development will deliver a replacement school. The development will also provide new high-quality homes, contributing towards an increase in both the quantum and quality of residential accommodation on the site and contributing to corresponding improvements in the wider area. The homes that will be built will see significant improvement on the existing stock and will retain the spaciousness of the existing properties.
39. While these scheme benefits are significant and compelling they must however be weighed against any potential disbenefits. The council has given detailed consideration to the potential adverse impacts of bringing forward the proposed redevelopment and promoting the associated CPO. The primary potential area for direct adverse impacts arises from the requirement for households currently resident within the Site to be relocated outside of the Site in order to allow for the construction of the development in line with the proposed planning application. In the absence of council rehousing policies to enable affected residents to be able to stay in the local area this could give rise to a number of resulting adverse impacts such as disruption, unfamiliarity with a new area, difficulty maintaining access to local amenities, services and other social and cultural amenities. However, it is considered that the council's rehousing assistance and associated support and guidance enable these potential adverse impacts to be fully mitigated.

40. As outlined above, the land to be included in any CPO currently comprises a block of 32 residential properties, of which 26 are presently occupied, and a further block of residential properties of which all will shortly be vacant.
41. There are currently 21 households occupying a property on a secure tenancy. These tenants have priority rehousing status and the housing office are working with them to assist them with the rehousing process. The Council has sought to mitigate the adverse impact on these households resulting from the scheme. They have been given priority status in bidding for alternative accommodation either within existing council stock or that of housing association partners. As this is a choice-based bidding system, tenants are able to exercise personal choice in the location of moves. This ensures the ability to remain within the local area should they wish to do so.
42. There are 5 leasehold interests remaining in the site. In line with Compulsory Purchase and Compensation guidelines set out by the Government, leaseholders receive market value for the purchase of their property, plus a home loss payment of 10% for resident leaseholders, or 7.5% for non-resident leaseholders, as well as disturbance payment to cover the reasonable costs of moving, such as removals costs and fees. Even where purchasing properties by agreement, the council makes offers on this basis in recognition that this would be the basis for a purchase under a CPO. Leaseholders are free to purchase a new property on the open market.
43. While issues relating to the value of leasehold interests are not in themselves a consideration in promoting a CPO, it is acknowledged that there could be a potential impact resulting from the disparity in existing values on the estate and those in the surrounding areas which if unmitigated could present a barrier to resident leaseholders remaining in the area and continuing to access services, employment opportunities and community ties. The council has, therefore, put in place a range of rehousing options for resident leaseholders which, depending on the individuals' specific circumstances, can result in the offer of a council tenancy on a council-owned property, the purchase of a council property on either shared ownership (where rent is paid on the unowned portion) or shared equity (where no rent is paid on the unowned portion) terms, or the purchase of a housing association property on either shared ownership or shared equity terms. Such options provide the opportunity for existing residents to be able to choose to remain in the local area, should they wish to, and thereby mitigating any potential impacts on individuals' ability to continue to access local services and amenities resulting from the proposed CPO.
44. The Council has sought to mitigate any disbenefits through a range of reasonable and proportionate measures focused on rehousing and compensation options, in order to realise the public benefits associated with the redevelopment. The council has given consideration to the

potential disproportionate impacts that could potentially arise and has identified and implemented measures to mitigate such impacts as far as possible. It is therefore considered that there is a compelling case in the public interest for the scheme to proceed and therefore for the council to promote a CPO for the site.

Equalities (including socio-economic) impact statement and Human Rights implications

45. Section 149 of the Equality Act 2010 lays out the Public Sector Equality Duty (PSED) which requires public bodies when taking decisions, to have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it.

46. The Council through a process of regular review has been considering the impact on all protected groups throughout the development of the Council's proposals for all regeneration projects within the borough. This has led to the Council developing rehousing policies for tenants and leaseholders affected by regeneration proposals in the borough.

47. These have identified that the Council has a range of measures in place to mitigate any potential impacts of regeneration proposals, including:
 - a) Rehousing policies through the Council which provide a range of local re-housing opportunities that enable residents to move locally (if they choose to do so) to a new home that meets the needs of their family and financial position.
 - b) A dedicated team of officers which supports both tenants and leaseholders through the rehousing process.
 - c) Providing support and guidance about a range of routes to all residents affected by regeneration but with particular focus on those that may be vulnerable or in need of additional support.
 - d) The development of new homes in the borough which will provide high quality homes to modern standards for residents in the borough to move to.

48. Therefore, the council considers that the potential impacts of the scheme are fully addressed through the operation of its rehousing policies and provision of dedicated support and guidance available through Council officers and local independent organisations that provide support and guidance to Tustin Estate residents.

49. Through the consultation process, the council has also sought to update its understanding of the makeup of individuals affected by the rehousing

and process. The council will continue to monitor any resulting impacts. The council will also seek to update and expand upon this information throughout the ongoing process as it continues to discharge its public sector equality duty.

50. In addition, an Equality Health and Impact Assessment (EqIA) has been undertaken by the Council and completed by Mott McDonald for the whole project to ensure the impacts of the re-development of the estate have been independently assessed. This is currently being updated with information on the protected characteristics of those living in Phase 1.
51. It identifies differential or disproportionate effects, both positive and negative, on those with protected characteristics from the development proposals and sets out mitigation or enhancement measures that the council can put in place. It looks at these factors ahead of confirming decisions and policy. Relevant mitigation measures are identified and are embedded into the redevelopment programme.
52. The equalities impact assessment was carried out in accordance with the Equality Act 2010 and the council's Public Sector Equality Duty.
53. The assessment will be shared with the consultants engaged to work on this programme to inform their resident engagement process alongside the council's.
54. The compulsory acquisition of land will interfere with Article 1 First Protocol Convention Rights. However Article 1 of the First Protocol allows such interference if it is in the public interest and in accordance with the law. The use of CPO powers as contemplated by this report is lawful in Article 1 terms provided that the Council strikes a fair balance between the public interest and the private rights of individuals which are protected by Article 1. It is also relevant that compensation is available to persons affected by compulsory acquisition in certain circumstances. It is considered that the compelling benefits of the Scheme in the public interest justify the interference with Article 1 rights in this case when weighed against the private rights of individuals.
55. As regards Article 6 Convention Rights, there are well established statutory procedures that will give all of those likely to be affected by a CPO the right to be notified and the opportunity to object. Any such objections may cause a public inquiry to be held where those objections can be heard. Compensation disputes can be referred for hearing by the Lands Chamber of the Upper Tribunal. For these reasons Article 6 is complied with.

Health impact statement

56. The EqIA sets out the potential health impact of the overall development.

Climate change implications

57. The redevelopment of these blocks would enable homes of the highest environmental standard to be developed. The current homes are inefficient in energy terms.
58. The achievement of a zero carbon development is a key objective of the programme for the low rise homes on Tustin. As part of the development of the design option as part of the ballot process, a detailed report was produced by sustainability consultants. Sustainability consultants have been appointed as an integral part of the new design team and will provide a detailed assessment of the impact of redeveloping the low rise as part of the planning application process. Experience in addressing these issues was a key criteria in the appointment of the delivery partner.
59. It is anticipated that the new homes will be served by the SELCHIP heating system.

Resource implications

60. The acquisition process continues to be met within existing resources within the council, supplemented with external professional advice as required. The delivery of the new homes is being taken forward to contract stage by BY Group on behalf of the council under the PCSA entered into in November 2021. There are no additional resource implications arising from this report.

Legal implications

61. The report recommends that a compulsory purchase order is made under Section 226(1)(a) of the 1990 Act. The report of the Director of Law and Governance below sets out further detail of the legal implications of that recommendation.

Financial implications

62. The recommendation to make a compulsory purchase order under Section 226(1)(a) of the 1990 Act does not in itself give rise to any financial implications for the council, as the cost associated with achieving vacant possession of the site is provided for within existing budgets for this project.

Consultation

63. Consultation is taking place with all affected leaseholders and tenants within Hillbeck. In addition this issue has been discussed with the wider estate leaseholder group, the Residents Project Team and the Tustin Community Association.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

64. The purpose of this report is to make, and subject to confirmation, to implement, a compulsory purchase order under section 226(1)(a) of the 1990 Act.
65. Section 226(1)(a) of the 1990 Act gives local authorities the power to compulsorily acquire land in their area if the authority think that the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to the land. The use of the power is limited by s226(1A) which provides that a local authority must not exercise the power unless they think that the development, redevelopment or improvement is likely to contribute to the achievement of any one or more of three objects, namely the promotion or improvement of the economic, social or environmental well-being of their area.
66. Paragraphs 11 and 37 set out a summary of the economic, social and environmental well-being benefits the implementation of the Scheme will bring to the area.
67. Appendix 3 provides further detail on the legal powers available to the Council in connection with the use of its CPO powers and the curbs on the use of those powers, further detail on the Human Rights and Equalities implications of the use of those powers. There is also detail of the CPO process including the entitlement of affected parties to compensation.

Strategic Director of Finance and Governance (H&M21/105)

68. This report seeks Cabinet approval for the council to make a compulsory purchase order under section 226(1) (a) of the Town and Country Planning Act 1990 to facilitate the redevelopment of the Tustin Estate. As outlined in the financial implications section of the report, the costs associated with achieving vacant possession of the site are provided for, and the recommendation does not, therefore, give rise to further financial implications for the council at this stage. It is expected that future progress reports to Cabinet on the redevelopment of the Tustin Estate will include updates on the acquisition of leasehold interests.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Report to Cabinet 13 July 2021 Tustin Low Rise Redevelopment Delivery	Regeneration South Tooley Street	Neil Kirby 07984 269 587
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s99985/Report%20Tustin%20Low%20Rise%20Re-development%20Delivery.pdf		
Report to Cabinet 13 July 2021 Tustin Low Rise Redevelopment Delivery Appendix 1 Equalities and Health Impact Assessment	Regeneration South Tooley Street	Neil Kirby 07984 269 587
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s99986/Appendix%201%20Tustin%20Estate%20Equalities%20and%20Health%20Impact%20Assessment.pdf		

APPENDICES

No.	Title
Appendix 1	Site plan showing Phase 1 sites
Appendix 2	Site plan showing Tustin Estate
Appendix 3	Legal report

AUDIT TRAIL

Cabinet Member	Councillor Cryan Stephanie Cryan, Council Housing and Homelessness	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Neil Kirby, Head of Regeneration South	
Version	Final	
Dated	25 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Item No. 19.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Ledbury Estate Towers - Future redevelopment update	
Ward(s) or groups affected:		Old Kent Road	
Cabinet Member:		Councillor Stephanie Cryan, Council Housing and Homelessness	

FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS

In 2017 concerns were raised by a resident about the fire safety of the four tower blocks on the Ledbury Estate. We took swift action, and have worked closely with resident to secure the future of the Ledbury Estate. Following a successful ballot earlier this year where the residents in the four tower blocks voted to regenerate the estate, we have allocated a project team, appointed a design team, worked closely with Ledbury residents to prepare designs, and gained approval to take the scheme to planning.

This cabinet report seeks approval for a budget to appoint a contractor to deliver 340 high-quality new homes, the majority of which will be for council rent. Not only will we be replacing existing homes, we will also be building additional and much needed new council homes to help meet the needs of the 16,200 households on our housing allocations list.

The replacement homes will meet the commitment made in the Landlord offer to Ledbury residents. We have worked closely with Ledbury residents, local community groups and other stakeholders to prepare designs that meet the requirements of the Landlord offer and reflect the views and feedback from those living on the estate. The wider community will also benefit from the development, as we will provide a new TRA hall and provide better quality green and play spaces across the estate.

I want to thank the members of the Resident Project Group for their ongoing commitment and dedication to the future of the Ledbury, along with the wider members of the Ledbury community who have given us a clear direction through both the ballot and TRA vote results.

RECOMMENDATIONS

Recommendations for the Cabinet

1. Approve a variation to the Housing Investment Programme for funding of £149.58 million to enter into a Works contract following approval of a contractor appointment.
2. Approve a variation to the Housing Investment Programme for funding of £19.16 million of on costs required to take the project to Practical Completion
3. Note project progress since the July Cabinet paper along with progress of related processes.
4. Note the ongoing engagement with the local community and thank all residents, and in particular the Resident Project Group, for their contribution.
5. Note the intention to deliver a greater number of council rent homes as part of sub-Phase 2 of the redevelopment.
6. Note delivery programme, financial implications and associated risks of the project.
7. Note that approval and appointment of a contractor will be carried out via the council's constitutional process of Gateway 2 process in summer 2022 to enable commencement of works by September 2022.
8. Note the procurement update.

Recommendations for the Leader of the Council

9. Not applicable for this report.

BACKGROUND INFORMATION

10. The successful result of the resident ballot where the majority voted for the demolition of the four tower blocks, provided a mandate for redevelopment and provision of additional new homes.
11. This result was ratified by cabinet in July 2021 along with formal approval for the project to proceed to deliver a minimum of 333 homes on the Ledbury Estate with a variation to the Housing Investment Programme for funding of £5.4 million to take the project, subject to planning consent, out to tender for a contractor. This paper now seeks to ring-fence the budget required in order to let the build contract and take the scheme to practical completion.

12. To secure GLA (Greater London Authority) funding allocation of circa £27.8 million construction works must commence by September 2022.

Project Progress

13. A consultation and resident vote held in July, resulted in the extension of the red line boundary to the site comprising three of the four tower blocks, to include the redevelopment of the Tenant and Resident Association (T&RA) hall.
14. The extension of the redevelopment area enables the delivery of more homes, provides a direct benefit for the Ledbury community in the form of a new and improved facility and enables the delivery of a more holistic design, which will blend in with the rest of the estate. This is expanded upon further on in the report.
15. Completion of the procurement of the wider design team and other required consultants enabled due diligence to be carried out and exploration of several options regarding building typologies and flat layouts in consultation with the Resident Design Group, This has resulted in fixed building typologies and layouts of the homes.
16. At the end of the first design stage, the Resident Design Group has provided a statement of support for the designs including a list of aspects of design to be worked through in the next design stage.
17. Throughout the design process, in addition to regular standing meetings, members of the Resident Design Group have attended design training sessions to enhance their understanding of design development. Alongside this, a series of consultation events has also been held with the wider community. Further detail is included in Consultation section below.
18. The project team has also been meeting with statutory consultees, including The GLA, to ensure that the design proposals are being developed in compliance with current planning requirements and other statutory regulations including Building regulations.

Related processes

19. Due to the nature of the project i.e. occupation and live rights, there are other processes that are being progressed in tandem with the development of the design proposals to enable the commencement of works by September 2022.

Initial Demolition Notices (IDNs)

20. Initial demolition notices were issued to residents of the tower blocks on 28 October 2021 to enable redevelopment of the estate.
21. Serving of these notices was required to formally inform residents of the

council's intention to proceed with the future demolition of their homes, and temporarily suspend or end any qualifying tenant's Right to Buy (RTB) claim, for up to seven years, until they move into their new home.

Rehousing update

22. As of 4 November 2021, of the 224 homes, 21 properties are occupied by secure tenants, 18 leasehold interests remain and 103 homes are being used as temporary accommodation.
23. The redevelopment of Bromyard House is the first sub-phase of the development. It is currently occupied by four tenants and there remain three leasehold interests although the leaseholders are temporarily residing in other blocks.
24. The council is seeking to achieve vacant possession of the first of the two sites earmarked for redevelopment in order to achieve a September 2022 commencement of works. This will include the termination of the remaining four tenancies in Bromyard House and the acquisition of the three remaining leasehold interests.
25. A breakdown is included in the table below;

Table 1 – Ledbury Estate Tower blocks: Occupation data

Tower block	Secure tenants	Leasehold interests	Temporary accommodation
Bromyard House	4	3	0
Peterchurch House	3	3	29
Skenfrith House	6	6	40
Sarnsfield House	8	6	34

Acquisition update

26. Terms have been agreed with one of the leaseholders in Bromyard House and negotiations are being taken forward with regard to the other two properties where leasehold interests remain.
27. In addition to the leasehold interests set out above a mobile phone telecoms aerial is located on the roof of Bromyard House, which is protected by the Electronic Communication Code. Officers have served the necessary legal paperwork to terminate the aerial tenancy and discussions are ongoing with the Operator with regard to the temporary replacement of the telecommunication equipment before it is moved permanently to another residential block on the Old Kent Road.

28. Whilst negotiations to obtain the remaining interests are progressing in order to deliver vacant possession of Bromyard within programme, a further report seeking Cabinet approval to make a Compulsory Purchase Order on Bromyard House and the area surrounding it will come forward in January 2022. A CPO will safeguard the Council against programme and funding risk if negotiations become protracted and will also ensure that the Council has clean title of all land required to deliver the first sub-phase of the scheme.

KEY ISSUES FOR CONSIDERATION

Extension of the red line boundary

29. The only notable change to the project scope is the extension of the red line boundary to include the redevelopment of the T&RA hall as referred to in section 14 above.
30. The vote overseen by Open Communities was publicized via an explanatory booklet delivered to each household that qualified to vote in the Ballot held in March 2021 and via the weekly estate newsletter as well as posters.
31. These were followed by an on-line drop-in session along with a consultation event providing residents and stakeholders the opportunity to ask questions and also view the initial masterplan layouts. Residents were able to participate in the vote by returning the survey either by post, email or the ballot box located in the T&RA hall.
32. Of the 369 qualifying households, 58 (16%) participated in the vote held on 21 July 2021. The vote resulted in 45 (79%) opting to include the redevelopment of the hall within the project.
33. Following formal approval of the project and appointment of a design team, due diligence and detailed site analysis was carried out including discussions with Transport for London, a statutory consultee, regarding the Bakerloo Line extension safeguarding zone.
34. This resulted in a reduction to the density previously assumed deliverable in that section of the site based on an initial feasibility assessment. Therefore, the extension of the red line enables the project to deliver a density of 340 homes that otherwise would not have been achievable as well as an improvement to the layout of the scheme, integration with existing homes and the provision of a new and improved facility for the Ledbury community.

Procurement strategy

35. To deliver the highest quality homes that provide best value for money, the project team considered several contractual arrangements available to the council including entering into a partnership/joint venture arrangement.

This was discounted in favour of the direct appointment of a build contractor via a Design and Build contract, which will provide the following assurances:

- cost certainty to ensure value for money;
 - reduced risk to the council when compared with the other options;
 - provision for a single point of responsibility i.e. the main contractor;
 - early contractor involvement and buildability to help manage programme risk.
36. This procurement route is also advantageous to the council as it one with which officers have experience of successfully administering.
37. As the contract value is above the current WTO GPA threshold¹, the project team will progress this by exploring the available contract frameworks from which the council can call-off to ensure the timely appointment of a contractor, in line with the programme.
38. Once appropriate frameworks have been identified, a soft market testing exercise will be undertaken to inform the market of the project and gauge interest to mitigate the risk of suitable contractors being at full capacity when this project goes out to the market.

Key Risks

Programme risk

39. The project currently remains on track to commence works by September 2022 to secure the GLA funding allocation. Key milestone dates are set out in the table below:

Planning submission	End of January 2022
Planning consent	End of May 2022
Start on site (and securing GLA grant allocation)	September 2022
Practical completion	July 2029

40. However, Cabinet should note that achieving a Start on Site by September 2022 is incredibly ambitious. From officers' previous experience of major regeneration schemes and advice from the Employers Agent, the dates above represent the best-case scenario in which the Start on Site is only just attainable. Initial dialogue with The

¹ World Trade Organisation Agreement on Government Procurement is replacing OJEU. The threshold for this is £4,733,252.

GLA has commenced with a view to examining what options may exist to prolong the timeline if it is required.

41. Due to the history, size, scale and impact of the project, a significant level of engagement is required with key stakeholders. This includes the residents of the estate who influenced the proposals from the initial design stages via the Landlord Offer, which sets out several criteria for the new homes.
42. To date, the Resident Design and Resident Project Groups have approved the end of RIBA stage 1 proposals as regular meetings have been held to discuss each aspect of the design proposals. But this process could impact programme as the proposals become detailed in the third design stage, potentially requiring more time for members of group to understand, digest and come to a consensus. Engagement carried out to date is covered further on in this report including training sessions implemented to help mitigate this risk.
43. Feedback from statutory consultees requiring significant re-design could lead to a programme delay. The key consultees, Transport for London (TfL) and The GLA, were engaged early on in the project and being kept abreast of project progress with feedback being incorporated within the evolving designs. However, whilst The GLA are supportive of progress to date, further detailed discussions and information are required with TfL to allay concerns raised about proposals within the Bakerloo Line extension safeguarding zone. The project team is confident that this will be resolved as a risk averse approach has been taken in form of the foundation strategy and the height proposed.
44. Further discussions with TfL are ongoing with regard to highways and wider transport implications arising from the development. Whilst, at present, these discussions have been extremely productive, officers are mindful that any conflict arising may impact on the current programme.
45. Vacant possession of Bromyard House is being actively addressed as set out in the Acquisition update section above and the Rehousing policy section below. Failure to achieve vacant possession and the receipt of a clean legal title of surrounding land will mean that commencement of works by September 2022 will not be achievable. As such, this is a key priority for officers.
46. Should works not commence by September 2022 this could potentially lead to loss of a minimum of £27.8 million of GLA funding and reputational damage to the council from the perspective of key stakeholders. This includes residents waiting to return to safe and permanent homes, who in a worst case scenario could have to wait indefinitely should negotiation be required for a new allocation within the next GLA funding programme.

Financial risk

47. Due to the complexities of the site and meeting statutory policy requirements coupled with stringent requirements set out in the Landlord Offer document, it is proving challenging to deliver a scheme that represents best value for the Council. This is compounded by the level of density achievable on the site limiting the number of sale homes that can be delivered to subsidise the large quantum of council rent homes. However, this is being continually monitored to drive an improved value whilst ensuring the Council's standards are not compromised.
48. Further financial risks are considered within the closed version of this paper.

Construction and Delivery risks

49. Demolition of the four fourteen storey tower blocks on a floor by floor basis will be a complex nine month process for each block. This will add cost and ensuring this work is carefully considered and executed the Council's expected level of satisfaction will be a critical element of the procurement of a contractor.

Policy framework implications

Planning policy

50. The detailed design of the redeveloped estate will also align and comply with National, and Regional policies including the newly adopted London Plan (2021). And also Local Planning policy frameworks including the draft Old Kent Road Area Action Plan (OKR AAP) and the New Southwark Plan, which is yet to be adopted.

Southwark's Borough Plan

Homes for All policy

51. The development proposals entail the delivery of 340 new high-quality homes, the majority of which will be for council rent. This in line with the Homes for All policy as the new homes will address housing need of the immediate community and contribute to addressing housing need in the borough, which could also help to reduce rough sleeping in the borough.

Thriving neighbourhoods

52. The completion of the new homes inclusive of enhanced green and play spaces, community provision in the form of a new T&RA hall with multi-use areas and broadband will significantly enhance quality of life on the Ledbury Estate.
53. This will also have a positive impact on the wider Old Kent Road area due

to a new street frontage, improvement to routes through the estate and provision of safe cycle storage for both the re-provided and new households to enable an increase in cycling in the borough thereby contributing to the Healthy Streets Initiative and helping the environment.

Rehousing

54. The existing housing allocations scheme will prioritise the affected residents temporarily residing in the three tower blocks to move to the Bromyard site, referred to as sub-phase 1. This will ensure that these 37 households only have to move once, in line with the Landlord Offer whilst also ensuring vacant possession of that site to enable works to commence on sub-phase 2 without delay.
55. Other existing residents will then be allocated the remaining available council rent homes on sub-phase 1 based on their current need.

Community, equalities (including socio-economic) and health impacts

56. Section 149 of the Equality Act 2010 lays out the Public Sector Equality Duty (PSED), which requires public bodies when taking decisions to have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation or other prohibited conduct
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it
 - c) Foster good relations between those who share a relevant characteristic and those that do not share it.
57. The council through a process of regular review has been considering the impact on all protected groups throughout the development of the council's proposals for all regeneration projects within the borough. This has led to the council developing rehousing policies for leaseholders and tenants affected by regeneration proposals in the borough.
58. These have identified that the council has a range of measures in place to mitigate any potential impacts of regeneration proposals, including:
 - a) Rehousing policies through the council which provide a range of local re-housing opportunities that enable residents to move locally (if they choose to do so) to a new home that meets the needs of their family and financial position, following an assessment based on the specific needs of each household.
 - b) A dedicated team of officers which supports both tenants and leaseholders through the rehousing process.
 - c) Providing support and guidance about a range of routes to all residents affected by regeneration but with particular focus on those that may be vulnerable or in need of additional support.

d) The development of new homes in the borough which will provide high quality homes to modern standards for residents in the borough to move to.

59. Therefore, the council considers that the potential impacts of the scheme are fully addressed through the operation of its rehousing policies and provision of dedicated support and guidance available through council officers and local independent organizations that provide support and guidance to Ledbury Estate residents.
60. Further detail is set out in the subsequent sections as well as the provision of an updated Equality and Health Impact assessment (EQIA) originally commissioned and discussed in detail in the July Cabinet paper. This can be found in Appendix 1.
61. Following review of the updated EQIA the actions the Project team will be taking forward is analysis of feedback received from engagement and consultation carried out since July of this year, and where possible, continue to use it to inform and shape the design proposals throughout the duration of the design process. The Housing team will continue to review the needs of the residents who want to exercise their right to return to the estate.

Community impact statement

62. The redevelopment proposals entails the demolition of 224 homes, which are no longer fit for purpose. The re-provision of new homes will be of a high quality and compliant with current statutory policies, requirements and regulations including fire safety and sustainability.
63. These will enable residents the option to return to the estate to permanent homes, which will afford them peace of mind. In addition to this, residents will enjoy homes of the same space standards as their previous homes or above, in line with the terms set out in the Landlord Offer document.
64. The provision of half of the additional homes for council rent will address the housing need identified on the Ledbury Estate and provide homes for others across the borough with most need for safe and secure housing.
65. The wider Ledbury community will directly benefit from the re-provision of new and improved facilities, namely a new T & RA hall, which has been designed as the hub of the community, a new mixed use games area, currently predominantly used for football. Following feedback from younger residents, there will also be improvements made to the skate park area/BMX track located in Bird in Bush Park.
66. There will also be an increase in both the quantum and usability of green space on both development areas, as well as an increase in quantum and variety of play space. There will also be a series of small interventions across the estate to help integrate the new provision with the existing

homes, such as an improvement to the Bromyard courtyard area.

67. All of the above is being designed with close engagement with members of the community as referred to in other sections of this report.

Equalities (including socio-economic) impact statement

68. One of the differences between the residents temporarily rehoused as a result of a direct impact of the redevelopment is tenure. Residents are made up of tenants and leaseholders. Regardless of this, all residents are treated equally and additional support has been provided where identified and/or requested.
69. The design proposals for redevelopment has been informed by the commitments set out in the Landlord Offer, which addresses the specific concerns, needs and requirements of residents of both tenures. This has been continued through ongoing engagement with the Resident Project and Design Groups, which comprises a mix of leaseholders and tenants ensuring that the views and feedback from all are treated the same regardless of socio-economic status.
70. Open Communities, an independent tenant and leaseholder advisor is also available to both residents currently residing on the estate and those who have been rehoused.
71. The provision of additional of new homes will also be available for council rent and sale on the open market, where they same duty of treating all equally will apply.

Health impact statement

72. The redevelopment of the Ledbury Towers is essential to address the structural and fire safety issues identified in 2017 resulting in the temporary rehousing of the vast majority of households.
73. The completion of the new homes will enable residents, who choose to return, the opportunity to return to energy efficient homes compliant with that latest policies and regulations.
74. Permanent homes will enable residents with health issues and those who may have been in homes that no longer suited their needs the opportunity to move to more suitable homes. This will have a positive health impact on all these households as this address both their physical and mental well-being.

Climate change implications

75. On 18 June 2019, the council's Cabinet agreed the resolution passed by the council assembly on 27 March 2019 to "declare a Climate Emergency and do all it can to make the borough carbon neutral by 2030." The

Cabinet noted “that there are considerable financial savings to be made by ‘going green’, whether it be more energy efficient lighting, smart meters at council properties, or piloting energy generation schemes such as installing solar panels on council properties”.

76. The government estimates that residential buildings account for 27% of Southwark’s carbon emissions. The council’s direct emissions account for 12% of the borough’s emissions and council housing is the second largest contributor to carbon emissions at 14%.
77. In line with this, the proposed redevelopment will be designed to meet the highest energy and sustainability targets in line with both the council’s and GLA policies. The energy strategy will follow the four step Energy Hierarchy outlined in the London Plan:
 - Be Lean: fabric first approach with low u-values and air permeability, high efficient lighting and mechanical ventilation to reduce energy demand
 - Be Clean: connection to the local SELCHP district heating network for low carbon heating and hot water supply to all uses in the development
 - Be Green: solar PV will be maximised in all available roof space
 - Be Seen: the development will incorporate a monitoring strategy to reduce the performance gap.
78. Furthermore a Whole Life Cycle Assessment will be undertaken to ensure embodied carbon associated with the construction of the buildings is minimised as much as possible.
79. Through this strategy it is expected that the carbon reduction on site will be significantly above the London Plan minimum target of 35% reduction in regulated carbon dioxide emissions and the development will contribute to a low carbon future.

Resource implications

80. Following permanent appointments to the New Homes Development Team in March 2021, a full project team is in place to deliver the project. Appropriate resourcing through the support of the Chief Executive’s department and the My Southwark Homeowners Team is also in place to deliver the acquisition of leasehold interests on the estate, whilst the Ledbury Team already in place will deliver the rehousing of secure tenants and temporary accommodation from the estate.
81. The council has an ambitious regeneration programme underway, which is likely to increase officers’ workload over the next few years. If run concurrently, current staff structures could become overburdened. Officers review staffing resource implications regularly so are able to identify potential issues before they become problematic. Should this be the case, Cabinet will be notified accordingly.

82. Ledbury accounts for a significant amount of Southwark's expenditure over the next eight years. With an estimated build cost of £149.58 million, this represents the largest directly delivered residential-led project in Southwark. The impact of this is considered in greater detail in the financial implications section of the closed report.

Legal implications

83. Please refer to the legal concurrent below from the Director of Law and Governance.

Financial implications

84. The design proposals propose 340 homes. This is based on the density achievable within the constraints of the site and the project. Constraints include the footprint of the site, the Bakerloo Line extension safeguarding zone as discussed earlier in the report, the surrounding conservation area, guidance provided by the planning team as well as the terms of the Landlord Offer and the ratio of council rent homes to those for sale.
85. However, a 22-storey tower block is proposed within the section of the Old Kent Road site, which allows an opportunity for height. A 14 storey tower is also proposed on the Commercial Way site, as per the existing block. These enable the scheme to achieve the current density whilst also meeting the residents' aspirations for the re-provision of their homes at height so that they can return to the views previously enjoyed.
86. A closed version of this report contains details regarding the financial position as it contains information exempt by virtue of category 3 of paragraph 10.4 of the Access to Information Procedure Rules of the Southwark Constitution.

Consultation

87. The relationship with the Resident Project Group and Resident Design Group remains positive and the community is being engaged alongside the design development process so that feedback, where possible, is reflected in the designs. The development is being significantly enhanced with the involvement of the community and is helping to deliver a place that is truly designed with our residents at its heart.
88. Feedback has helped shape the proposals from first design principles through incorporation of the terms of the Landlord Offer, the inclusion of the T&RA hall, provision of the type of play equipment through speaking with young children as well as the finer details via the Resident Design Group including massing, height, orientation and practical aspects such as estate servicing.

Below is a summary of engagement carried out to date since the July Cabinet paper;

Event	Details
21 July 2021	Red line boundary consultation/Exhibition of masterplan layout Resident vote on inclusion of the T &RA hall within the design proposals/share design progress with the Ledbury community
September – November 2021	Design training sessions for the Resident Design Group
11 September 2021	Play Space event Aimed at young children aged 11 and under to listen to views about provision of new play equipment
23 September 2021	Making Space for Girls event Aimed at young people from 11 – 18 to listen to their views about how to ensure safe spaces are created for them to enjoy.
19 October 2021	Visit to the Phoenix Community Centre A visit open to all residents of the estate to see an example of a successful community space to provide inspiration for the new T & RA hall.
6 and 10 November 2021	Public exhibition Share with the Ledbury community progressed design proposals for feedback.
January 2022 (TBC)	Public exhibition Share with the Ledbury community the final design proposals ahead of submission of a planning application.

89. Updates about events held to date are regularly updated on the council's engagement platform, Commonplace.
90. The head teacher of Camelot Primary School, a key stakeholder due to the proximity of, and location of the school between the two areas to be redeveloped, has been engaged via an in-person meeting, invites to the monthly Resident Design Group meetings along with a copy of the report produced by the design team summarizing the design proposals at each stage as well as invites to the community events and consultations.

91. Internal stakeholder engagement meetings have also been held to ensure that that all relevant teams from Housing to Parks are informed about the design proposals and their feedback incorporated to ensure that the high quality homes and associated spaces strike the right balance between aesthetics, functionality and maintenance.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

92. Paragraphs 35 to 38 of this report outline the proposed procurement strategy which will involve exploring available framework agreements from which the council can call off to ensure the timely appointment of a contractor, in line with the programme. Paragraph 46 of this report confirms that the project remains on track to commence works by September 2022 to secure the GLA funding allocation. The procurement strategy will be subject to approval via a Gateway 1 report and the subsequent award of contract will be via a Gateway 2 report.
93. Paragraphs 22 to 25 of the report provide an update on the rehousing of residents since Cabinet made decisions on the recommendations in the July 2021 report. Cabinet members are referred to the comments of the Director of Law and Governance in that report. There are no further legal implications arising from the rehousing housing update in this report.
94. Further legal advice will be obtained in relation to the various workstreams as the project progresses.

Strategic Director of Finance and Governance (H&M 21/102)

95. This report provides an update on the progress made with the council's plans to redevelop the site of the Ledbury Estate Towers and seeks Cabinet approval for funding of an additional £168.74 million to enable the procurement of a main works contractor and provide for associated on costs necessary to take the project to completion. The costs of the redevelopment are still estimated at this stage and are subject to change, particularly given the volatility experienced in the construction industry over recent months. This is a large, complex project, involving the demolition of four tower blocks and the construction of an estimated 340 new homes and carries with it significant risks for the council as outlined in the report.
96. The amount of borrowing necessary to support the delivery of this project, currently estimated to peak around £134 million. This will also impact significantly on the borrowing capacity for the Housing Investment Programme and will, therefore, have wider implications for the overall investment programme requiring a reschedule and re-prioritisation of programmes and projects. The borrowing required to support this project will also require long term payment of interest, which will reduce revenue budget capacity for day to day service needs, meet new and emerging

commitments and manage unforeseen events.

Other officers

97. Not applicable.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet report: Ledbury Estate Towers update on resident ballot and future redevelopment (Item 13)	Southwark Council, 160 Tooley Street	Paula.thornton@southwark.gov.uk
Link (copy and paste into browser): https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=7014&Ver=4		

APPENDICES

No.	Title
Appendix 1	Equality Health and Impact Assessment

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Council Homes and Homelessness	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Mike Tyrell, Director of Ledbury	
Version	Final	
Dated	25 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		25 November 2021

Item No. 20.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Proposal to establish 'Southwark Construction' to build the homes and develop the skills our borough needs	
Ward(s) or groups affected:		All wards	
Cabinet Member:		Councillor Stephanie Cryan, Council Homes and Homelessness and Councillor Jason Ochere, Jobs, Business and Town Centres	

FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS, AND COUNCILLOR JASON OCHERE, CABINET MEMBER FOR JOBS, BUSINESS AND TOWN CENTRES

We are in the midst of a housing crisis and, with over 16,000 households on the council’s housing waiting list, we are committed to building much needed new council homes in Southwark. We have a bold commitment to have built or to be onsite with 2,500 new council homes by May 2022 and are on track to meet this ambition.

Building new council homes comes with a range of options to provide the social value our borough requires, through the creation of job, apprenticeship and training opportunities. This proposal to create our own integral construction arm, Southwark Construction, provides the route to build new homes and to provide jobs and apprenticeships for local residents.

The creation of Southwark Construction, an in house delivery option, will help meet our Borough Plan commitments to:

- Deliver an ambitious climate strategy to make Southwark carbon neutral by 2030
- A Southwark Green New Deal to create 1,000 new green jobs
- Guarantee access to education, employment, training or volunteering for every school leaver.

This proposal gives a unique opportunity for us to build the council homes our residents need and to provide more opportunities for jobs and skills in the construction industry. It is right that we start with building a business plan for delivery that matches our commitments to tackling inequalities and providing

opportunities for our residents who have been hit hard by the pandemic and Brexit.

This report outlines the key milestones for the creation of Southwark Construction and asks that Cabinet agrees to its creation.

RECOMMENDATIONS

1. That Cabinet agree to the creation of 'Southwark Construction', an internal arm of the council, that will deliver new council housing and in doing so also create and develop a wide range of benefits that meet the challenging expectations of the council. This will provide ongoing employment opportunities, realisation of social value deliverables, training and career progression within a professional environment that focuses on providing high quality, carbon neutral homes. It will also bring opportunities to establish some of the more specialist professional construction roles, currently outsourced at high cost, in-house.

BACKGROUND INFORMATION

2. Southwark's Borough Plan 2020-22 agreed the objective to '*Grow Southwark's construction industry, including by establishing a Southwark Construction Company that builds green homes and provides jobs to local residents*'.
3. The borough plan also commits to
 - Deliver an ambitious climate strategy to make Southwark carbon neutral by 2030
 - A Southwark Green New Deal to create 1,000 new green jobs
 - Guarantee access to education, employment, training or volunteering for every school leaver.
4. In April 2020 Cabinet approved the Routes to 11,000: a new council homes strategy for Southwark. This stated:
 - The council is developing plans for a construction company
 - The construction company is envisaged to be able to deliver better value, high quality and improved speed of delivery to the programme. Considerations in the development of the company will be: delivering on social value; construction skills in the borough; rooftop homes solutions; low carbon homes, including offsite manufacturing solutions; to provide sales expertise; identify and purchase sites for development
 - It is envisaged that this could be a primary, though not exclusive, vehicle for delivering new homes in Southwark
 - This will bring additional external expertise into the programme
5. Southwark Housing Strategy 2020 agreed by Cabinet in December 2020 includes:

Principle 1. Increasing the supply of genuinely affordable high quality homes that meet our residents' housing needs and aspirations by:

- Continuing to deliver 11,000 new council homes at council rents
- Maximising the supply of other forms of genuinely affordable housing association social rent and intermediate homes
- Reducing the environmental impact of delivering new homes to help deliver a carbon neutral and biodiverse Southwark
- Ensuring all new homes are of a high quality, including a mix of different types and sizes, which respond to people's changing needs over time
- Ensuring a supply of homes to meet specific needs
- Tackling empty homes and making better use of existing properties.

6. Under Principle 1 the strategy states:

- *'Building local construction skills, including establishing a Southwark Construction Company, to create the homes and develop the skills our borough needs, and encouraging building contractors to offer training opportunities.'*

KEY ISSUES FOR CONSIDERATION

7. Recent national and global factors, namely Brexit and the Coronavirus Pandemic, have significantly impacted the council's budget, however, we are still committed to delivering our manifesto commitments.
8. The council is facing considerable financial challenges and many in our communities are experiencing increasing levels of hardship. Southwark is not alone in this, however, while we have maintained our resilience despite the difficulties, it is recognised that these challenges are with us for some time to come. There are important lessons to be learned from observing the extremely challenging situations several other local authorities have found themselves in recently.
9. The climate emergency is one of the biggest global issues affecting our borough and it will have a direct impact on our residents. This is partly due to our proximity to major roads that have heavy traffic flowing in and out of central London. Our position next to the Thames also leaves us vulnerable to the impact of sea level rises and flooding.
10. As a diverse, multicultural, and densely populated inner London borough, the largest social landlord, with twice the average population density in London, and high levels of deprivation, we are even more challenged to use our time and resources to meet the needs of our residents.
11. The Southwark Stands Together programme pledges to support both staff and residents by tackling racial inequality in our borough. We can support this by creating opportunities for employment for Southwark residents, growing our own talent, upskilling staff and creating opportunities for progression, allowing people of all backgrounds to rise within the

organisation.

Southwark Construction

12. The purpose of the construction company objective was to deliver three key benefits:

- Speed of delivery – there was an expectation that the construction company could move more quickly than the council on its own, being pre-mobilised as soon as sites were approved and amending the timelines for procurement and the associated legal processes
- Social benefits – due to the long term nature of the arrangement, the ability to develop much needed construction skills in the borough through the company by working with education facilities and ensuring employment of more apprentices and provision of other wider social community benefits
- Improved resources – the council lacks the resources to build 11,000 new council homes by 2043 and private sector investment could offer a potential route to finding some of the necessary money, and particularly help with the cross subsidy and generating income from sales to deliver social homes.

Options considered:

Joint Venture Option

13. A joint venture (JV) model was looked at and, although there was demonstrable interest from the market, there are also some serious risks with this approach, including:

- Speed of delivery – We would need to hold our programme for a year or more to retain an order book, and subsequent schemes would be planned out to better fit with the partner's available delivery resources
- Untried model - The majority of JVs are around the delivery of specific sites, so this is a different model that would need careful development
- Social benefits – After a year setting up, the council may find it difficult to realise if it did not deliver all of the 'soft' targets that we seek
- Value for money (resources) – Without individually tendering projects it would be hard to justify the value for money of the arrangement and would be open to challenge
- Governance – The council will need to provide funds and assets to

the venture. These would be required in advance of returns. The council would have to be comfortable with the governance arrangements that are put in place and be confident that the company would deliver the expected benefits from the investment. Given the recent challenges faced by internal delivery models at other local authorities, this presents a degree of risk

- The perception of the JV, with a public / private company – There could easily be the perception that the council is ‘giving away assets’ by putting resources and land into a JV, as was the perception at another local authority who sought to use a JV delivery model
- Cultural alignment and agreeing aims – The cultural alignment with the range of council and partner stakeholders would be difficult to manage and aims would likely be diverse
- Changing priorities – The arrangement would be for at least 10 years. The long term nature of the arrangement would be a struggle as ambitions change, and whilst the partners may be aligned at the start, over a long period directions and ambitions can change. It would be difficult to maintain a joint vision over a long period, particularly if there is political change or a change in political ambition
- There is no viable route to ensuring value for money post the initial schemes as no routine market test would be available. Without an aspect of competition it would not be possible to ensure best value.

In-house construction service

14. Consideration was given to establishing a comprehensive in-house construction service, however this was deemed to be too a high risk in the current climate.

- Economies of scale under this option would require a full order book and a guaranteed supply chain
- The workforce and plant required to build sufficient capacity in terms of skill sets and equipment required, compared to the scale of our construction ambitions, would mean that the workforce and plant would be underutilised for much of the time. This would mean that the in-house construction service would likely make a loss for a number of years
- In order to mitigate the risk of underutilisation, we could consider marketing our services to other local authorities or constructors but it would be unlikely that we would have the ability to compete with the major market competitors in terms of cost and track record>

Incremental development of in-house expertise

15. A third option, an alternative Southwark Council led solution, is outlined in the vision below. Delivery of the Southwark Construction commitment within the council would create a strong and consistent approach to the delivery of new homes. By focussing all new homes delivery in one team we would create clear leadership and avoid silo working. It would enable a strategic approach to delivery, long term planning and strategic partnership development. We would aim to attract and retain the brightest and the best by creating career opportunities, building in succession planning, 'growing our own' and filling the skills gaps. This approach would give the council the best opportunity to develop a sustainable supply of the construction skills that are needed, and to benefit local communities, in partnership with contractors, managing risk while realising the three key benefits outlined in paragraph 12 (speed of delivery, social benefits and improved resources).
16. The proposal is to create an internal, managed approach to building new homes under one lead, with a clear set of deliverables and a recognisable brand (see Appendix 1). This would establish a route into construction jobs for local residents. We would grow our own talent with succession planning and career paths in place. We would collaborate across the council to enhance and develop skills for this professional in-house service.
17. This model would develop incrementally over a 3 step process as demonstrated in this diagram (further detailed below in paragraphs 37, 38 and 39):



18. To create strong career opportunities, build in succession planning and

support the principles of Southwark Stands Together, we could create a 'GROW' programme for staff, apprentices and trainees. The programme would provide a basic 'core' of essential skills including project management, financial understanding, multi-disciplinary skills, health and safety and others. On completion of core skills the individuals would have the option to 'specialise' and continue their training and career progression via a particular route.

19. In addition to this, the apprentices who chose the route applicable to the delivery of new homes would have further options for specialism. The experience gained would give them an insight into design, delivery and the mechanisms of a building, including viability, building safety and community regeneration, before choosing a particular route for progression.
20. This is an opportunity here to train our own industry professionals in some of the more specialised, high cost roles. Roles that could potentially be in scope include:
 - Designer
 - Architect
 - Mechanical engineer
 - Electrical engineer
 - Clerk of works
 - Quantity surveyor
 - Structural engineer
 - Green energy designer
 - Surveyor
 - Cost consultant
 - Employers agent
 - Site manager
 - Site safety inspector
 - Technical Project Manager
 - CDM Coordinator.

These functions are currently outsourced to consultancy companies, who charge premium rates for their expertise. Bringing functions like these into the council will save money and give us clearer oversight and control.

21. In addition to apprenticeships we are also proposing to explore offering placement opportunities to T Level students in the future. T Levels are not currently offered by any Southwark based education providers. These are new courses that follow GCSEs, equivalent to 2 A Levels, they are 2-year courses that combine classroom learning with 'on the job' experience gained through an industry placement of at least 215 hours (approx. 45 days). Relevant subject areas offered include:
 - Building services engineering for construction
22. Already in existence, Southwark Construction Skills Centre (SCSC) is a

shared strategic and developmental partnership, currently working in partnership with Southwark Council and others, training local people in construction and providing upskilling opportunities for those already in the sector. This connection is currently utilised by other council departments who send some of their apprentice staff to them for additional experience. It is also utilised by a number of our contractors on regeneration schemes, and could be better utilised across the whole new homes delivery programme.

23. The requirement for green construction skills is growing but the construction industry is not yet equipped to meet demand. It is essential that there are skilled people ready to move into the sector to make the transition to 'green' possible. In Southwark we have begun to install green technology in some of our buildings, such as

- Electric boilers
- Air source heat pumps
- Ground source heat pumps.

We need to build the capability to maintain these once they are installed into our skillsets. There are opportunities to reimagine existing jobs and skills to contribute to achieving sustainability targets in this move towards retrofitting greener infrastructure and in building net zero carbon new homes.

24. An engagement model and task & finish group has been created to construct the future delivery model for Southwark Construction. Preliminary conversations have taken place between internal and external partners who have confirmed their ability and enthusiasm to work with us to develop Southwark Construction, should this proposal be approved. These include, but will not be limited to

- The council's New Homes Team
- The council's Local Economy Team
- The council's Organisation Development Team
- Southwark Repairs
- Southwark's Building Safety Team
- Southwark Constructions Skills Centre (training provider)
- London Southbank University (training provider)
- Southwark Works (referral partner)
- Southwark's Job Centre Plus (referral partner).

25. The council's human resources and organisational development team are currently reviewing the council's employment opportunities pathways and are keen to work with us to align the Southwark Construction proposals with the council's overall Workforce Strategy.

26. There is also a piece of work currently underway under the governance of

the cross-borough housing and planning group coordinated by London Councils to create a cross-borough apprenticeship programme for specific skills needed for new homes construction. *'The Future of London pan-London skills report identified a workstream to create a cross-borough apprenticeship to address skills gaps around new building projects to create new, affordable, local housing for residents'**.¹ The pilot phase has commenced with training starting in Autumn/Winter 2021 for pilot boroughs. If this pilot is successful it would be worth investigating how this scheme could add value to our Southwark Construction approach. However it is likely that Southwark Construction will deliver similar benefits to this at far greater pace as it would be much more agile than a collective agreement type operation.

27. In addition to the training for staff we could offer training to residents, particularly when new homes are offered, on how to best use their new building and ensure they maximise the benefits of a net zero carbon building. This will assist in creating a sense of community, taking care of new homes and buildings, and also ensure that homes are delivering the least carbon, whilst also ensuring that fuel poverty is hugely diminished. Modern technology needs us to help our residents maximise their use and minimise their costs.
28. This option supports the Southwark Skills Strategy, which commits to having a high quality, local skills offer that builds resilience for a strong local economy. The strategy aims to provide a wide range of good quality learning opportunities, give young people opportunities as they leave education, provide additional support to help vulnerable people develop workplace skills, and to support learners of all ages, creating a highly skilled local workforce.
29. This option also supports the council's climate change commitment. We are already working with the construction industry to develop net zero carbon homes. Within Southwark Construction we could offer core training modules based around sustainability and net zero carbon. The apprentices would gain relevant experience on policy and design, scheme development and modern methods of construction.
30. We would work closely with the council's climate change directorate and also incorporate a role for a net zero carbon design specialist to add value to the design of new homes at the early stages and to ensure that our design standards are kept in line with sustainability developments and new technology. This would reduce our consultancy costs and enable us to come up with more innovative, Southwark specific, strategies.
31. Alongside the council's commitment to build 11,000 council homes by 2043, we also have a duty to maintain our existing stock to a decent standard, and to deliver sustainability improvements to them as part of our

¹ London Council's Cross Borough Housing Apprenticeship Project – Apprenticeship proposals for a pilot programme – August 2021

route to net zero carbon by 2030. Asset management could provide further opportunities for training and work placements. By establishing Southwark Construction within the council we would create an environment for better integration of asset management and new homes delivery. Indeed, most parts of the council contribute to the delivery of new homes and as such the breadth of opportunity being created here is far reaching.

32. Contractors are required to report on the number of green jobs created so the council can track progress towards the 5,000 green jobs target adopted in the Southwark Climate Change Strategy. For all developments we require reporting on numbers of green jobs created. Establishment of Southwark Construction will give the council greater control over the achievement of this target. The definition of a green job is based on the UK government Green Jobs Taskforce (subject to clarification or amendment by the council) is:

Employment in an activity that directly contributes to - or indirectly supports - the achievement of the UK's net zero emissions target and other environmental goals, such as nature restoration and mitigation against climate risks.

33. Contractors are currently required to employ one apprentice per £1M of their contract fee. This equates to 802 apprentices for the 2,500 homes that have been and are still to be delivered by May 2022. We have little oversight or control over those apprenticeships and there are few mechanisms in place to ensure that they are provided, and that positive outcomes are achieved. There is limited information available relating to candidates and their future progression. As the programme continues and increases there will be expectation that the number of apprentices and total value of outcomes will increase. Southwark Construction will allow us greater management, coordination and oversight of these opportunities and help us to ensure that the Fairer Future promises are met, providing real opportunities for local people. Our partnership arrangements with the likes of Southwark Works and SCSC will enable consideration of a much broader range of outcomes, including internships and other upskilling opportunities.

34. As part of the Southwark Stands Together programme, the council has committed to use Positive Action to improve under-representation and access to opportunities to increase the number of Black, Asian and Minority Ethnic staff in Grades 14 and above. The Equality and Human Rights definition of Positive Action is “...*taking steps to address the disadvantage that some groups, like disabled people, ethnic minorities, or women, may face*”. By directly employing apprentices and trainees the council can exercise positive action in its recruitment processes for Southwark Construction. In addition to this, we can actively target local residents by recruiting through the local job centres and partner organisations such as Southwark Works, a free employment service that provides support for anyone living in the borough.

35. If Cabinet approve this proposal for further progression, officers will develop a 5-year business case and action plan detailing the social value and the financial commitment required, with clear targets for positive action. This business case will incorporate timescale, projected costs, expected income and expenditure, benefits and risks. It will also give more detail on the skill sets and opportunities available.
36. The vision for this option is set out below for discussion.

The vision

37. **STEP 1:** Create an internal, managed approach to delivering new homes, with a clear set of deliverables. Establish the delivery of new homes under one lead so that all construction management is in one place, branded 'Southwark Construction'.
- Responsibility for the whole delivery programme under one lead with a clear set of deliverables and a focus on equalities and social value
 - Branded 'Southwark Construction' on all developments to raise profile and improve identity across the borough
 - Establish a set of key performance indicators that reflect value for money, quality and speed of delivering new homes
 - Provide a range of professional services to include technical and design, procurement, financial and legal, modern methods of construction, up-to-date technology and low carbon, sales and complex project management expertise
 - A strategic programme office supporting the hub with a robust governance structure
 - A team of development project managers, skilled in construction methods and materials, building safety and a broad knowledge to be the informed client with the ability to appoint and challenge the contractors
 - Create an agile, diverse workforce aligned to the programme work flow with greater control over social value
 - One, managed programme, creating increased workload with improved opportunity at all levels and aspects of construction, including trades, technical expertise and professional careers
 - Build up market, sales and property expertise to ensure cross subsidy is maximised across a financially viable programme
 - Expertise to ensure well designed, low carbon homes are being effectively delivered across all contracts with bespoke solutions incorporated on a scheme by scheme basis thus ensuring that the wider programme may benefit from the evaluated results of such innovations
 - Programme wide resource in place to monitor, evaluate and report against progress and key performance indicators

- All tendering undertaken and management of external construction under this banner (see Appendix 1)
 - Create a structure that encompasses the relevant aspects of Southwark Construction, that generates growth and developmental opportunities, with defined career paths and continued professional development.
38. **STEP 2:** Southwark Construction established as a route into construction jobs, growing our own talent, reflecting the diversity of local people with managed succession planning and clear career paths for all.
- Providing training and career opportunities from school age students, through to graduates and local people across one whole construction team
 - Established programme office providing evaluation and monitoring of individual learning and development and a training schedule covering the broader set of construction skills required to deliver new homes
 - An integrated apprenticeship scheme, developed to ensure a clear route into construction for local residents, linking into Southwark Construction Skills Centre and the corporate, well established apprenticeship programme. Having completed a generic introductory course an individual may choose the 'specialist' Southwark Construction apprenticeship route gaining skills and experience across a broad, construction related offering. This could include construction trades, project management, building safety, development finances, design and planning, green, modern methods and technical expertise as well as other professional aspects such as architecture, quantity surveying, etc. (See Appendix 2)
 - Work in partnership with construction industry contractors to ensure they deliver social value in the most impactful way possible by improving coordination and monitoring of the outcomes. Apprentices placed into tendered schemes as part of the social value outcomes required through tendering, managed to ensure that they are successful and lead to real opportunities
 - Opportunities provided for existing staff to learn, develop, upskill and/or retrain through learning and development opportunities and a robust training schedule to ensure the provision of high quality people doing their jobs well
39. **STEP 3:** Following step 1 and 2 above, over a 5 year programme, collaboration with other council departments to enhance and develop skills and provide a professional in-house service
- As we build up our construction skills through the apprenticeship hub, extend the range of our in-house offering to the voids work carried out by the council's repairs & maintenance contractors
 - Develop our in-house offering to be able to manage major voids

and refurbishments with a strong links to the Southwark Construction hub

- Develop our offering to include a team of officers to manage the works required to properties identified for refurbishment under the Empty Homes Action Plan
- With a central team of skilled and knowledgeable project managers, potential to provide professional services to other council departments as required. This will ensure a steady work flow and help retain experienced staff.

How will this be achieved?



Next steps

40. The intention, should the proposed route to Southwark Construction be approved, is that by March 2022 we will have
- All New Homes delivery focussed in one team, branded Southwark Construction
 - An agreed future delivery model for Southwark Construction
 - A 5-year business case and action plan, detailing the social value and the financial commitment required, with clear targets for positive action
 - A plan for the recruitment of the first cohort of Southwark Construction apprentices.

Community impact statement

41. The changes set out in report will improve the way we deliver new homes in line with council priorities. In turn, this will operate an improved service within Southwark in support of the Fairer Futures principles. At this stage

there are no specific impacts or direct implications that would have a disproportionate or detrimental effect on any individual or group protected characteristic as defined by the Equality Act 2010 and the Public Sector Equality Duty.

42. It is anticipated that the establishment of Southwark Construction will benefit all communities within the borough by providing opportunities for employment and skills development for local residents.
43. A full Equalities and Health Impact Analysis will be carried out during construction of the delivery model. A further analysis will be carried out post-implementation.
44. The approach we take in designing the future delivery model will support the council's approach to equalities.
45. The recruitment processes deployed will support the recommendations of the Southwark Stands Together programme.

Climate change implications

46. The Southwark Construction proposal would support the council's climate change commitments by broadening our knowledge and expertise around sustainability and net carbon zero. It would introduce new ways of working and new technologies in the construction field into the organisation and expedite progress towards meeting our green jobs target. Further information on this has been detailed at paragraphs 23, 27, 29, 30 and 31 above.

Resource implications

47. The costs of the training and assessments conducted under the apprenticeship model would be funded through drawdown from the Apprenticeship Levy. The wage and other associated costs of the apprenticeships would be offset against contractor fees as referred to in paragraph 33.
48. There would be potential budget implications associated with an enhanced training offer for existing staff. A full training and skills analysis would be carried out to identify training needs and associated costs and this will be detailed in the 5-year business case.
49. As Southwark Construction develops there would be additional staffing costs associated with appointing people to professional roles. These would be offset against the savings made by no longer commissioning those services from external organisations.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance

50. The Strategic Director of Finance and Governance notes the recommendation to create an in-house unit (following a detailed options appraisal) to best meet the council's strategic objective of building local construction skills. As set out in the report, the intention is to develop a five year business case, with the first step to create an in-house unit to be called 'Southwark Construction', which will bring together the delivery of new homes under one team. In developing this unit, officers will need to be mindful of the need to ensure it remains affordable and sustainable for the HRA and that it achieves the savings associated with bringing services in-house.

Director of Law and Governance

51. This report asks the Cabinet to approve the creation of 'Southwark Construction' an internal arm of the council for delivery of new council housing, as further detailed in paragraph 1. Pursuant to Part B of the council constitution, the Cabinet is responsible for formulating the council's overall policy objectives and priorities, and therefore the creation of Southwark Construction is a decision that can be made by Cabinet.
52. There are no specific legal implications arising from the recommendation in this report. However in considering the recommendation, the Cabinet should have regard to the council's obligations to carry out its duties in accordance with the principles of best value, and to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. Paragraph 15 notes how the creation of Southwark Construction is intended to assist the council in its approach to the delivery of new homes, and the other benefits this will bring.
53. 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. In addition, the council has also chosen to include socio-economic status. The Cabinet is specifically referred to the community impact statement at paragraphs 41-46, setting out the consideration that has been given to equalities issues which should be considered when approving the recommendation in this report. The PSED General duty is a continuing duty and as noted in paragraph 43 an Equalities and Health Impact Assessment will be carried out during construction of the delivery model, with further analysis post implementation.
54. The Director of Law & Governance and her staff will provide advice to

officers on any legal and governance issues arising during the creation of Southwark Construction.

Director of Employee Experience

55. The report sets out proposals to establish Southwark Construction. There are no staffing implications at this stage. As this project progresses, Employee Experience teams will provide specialist advice and support in relation to organisation development, training needs analysis, change management and recruitment.
56. All will be undertaken in line with council procedures, which will include consultation with staff and trade unions as appropriate.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Southwark's Borough Plan 2020-2022	160 Tooley Street, SE1 2QH	Paula.thornton@southwark.gov.uk
Link : Southwark's Borough Plan - Southwark Council		
Routes to 11,000: a new council homes strategy for Southwark	160 Tooley Street, SE1 2QH	Paula.thornton@southwark.gov.uk
Link : Issue details - Routes to 11,000: A New Council Homes Strategy for Southwark - Southwark Council		
Southwark Housing Strategy 2020	160 Tooley Street, SE1 2QH	Paula.thornton@southwark.gov.uk
Link : Decision - Southwark Housing Strategy 2020 - Southwark Council		
Southwark Skills Strategy	160 Tooley Street, SE1 2QH	Paula.thornton@southwark.gov.uk
Link: Decision - Southwark Skills Strategy - Delivery Plan Progress Update - Southwark Council		
Southwark Climate Change Strategy	160 Tooley Street, SE1 2QH	Paula.thornton@southwark.gov.uk

Background Papers	Held At	Contact
Link: Decision - Delivering a Climate Strategy for Southwark - Update - Southwark Council		

APPENDICES

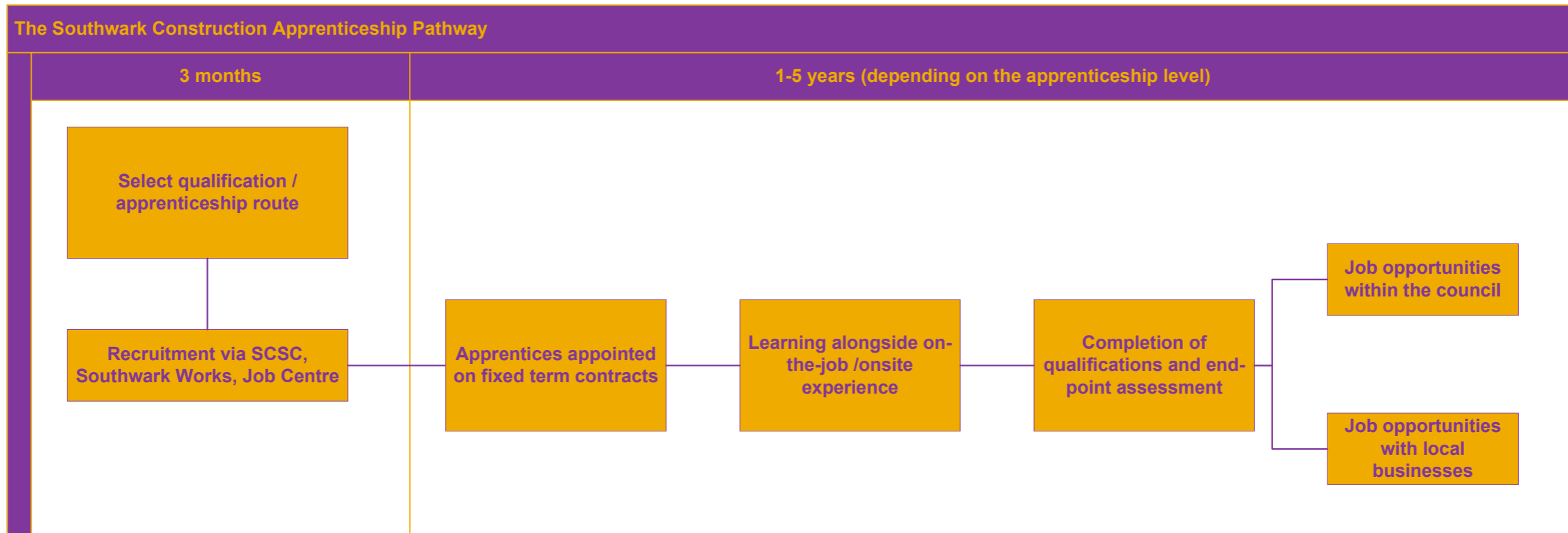
No.	Title
Appendix 1	Southwark Construction Banners
Appendix 2	Southwark Construction Apprenticeship Pathway

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Council Homes and Homelessness Councillor Jason Ochere, Jobs, Business and Town Centres	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Stuart Davis, Director of New Homes	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Strategic Director of Finance and Governance	Yes	Yes
Director of Law and Governance	Yes	Yes
Director of Employee Experience	Yes	Yes
Cabinet Member(s)	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Appendix 1 – Southwark Construction Banners





3 MONTHS	1 - 5 YEARS			
Recruitment	Qualifications / apprenticeship routes available	Learning alongside on-the-job / onsite experience	End-Point Assessment	Output roles / job opportunities
<p>Apprentices are aged 16 or over and combine working with studying to gain skills and knowledge in a specific job. There is no upper age limit for an apprentice.</p> <p>Apprentices can be new or current employees. New employees are typically recruited on a fixed term contract with a timeframe corresponding to the defined length of the apprenticeship.</p> <p>Apprenticeships can take anywhere from 1-5 years, depending on the level being undertaken.</p> <p>Southwark Construction will recruit apprentices in partnership with local recruitment partners such as</p> <ul style="list-style-type: none"> • The Skills Centre • Southwark Works • Local job centres 	<p>Professional apprenticeships (provided by LSBU and others London-wide)</p> <ul style="list-style-type: none"> • Construction Management • Building Services & Design • Building Services Engineering • Structural Engineering • Civil Engineering • Surveying • Quantity Surveying • Building Surveying • Architecture • Digital Engineering • CAD Technician <p>Trades apprenticeships (provided by the Skills Centre, Lambeth College, LSBU and others London-wide)</p> <ul style="list-style-type: none"> • Groundworker • Bricklayer • Plumbing and Heating • Installation Electrician • Carpentry • Floorlaying • Fire & Security installation • Field Engineer • Painting & Decorating • Steelfixing • Scaffolding • Formworking 	<p>Apprentices must be allocated at least 20% of their normal working hours for formal learning, either by attendance at their education provider or self-study.</p> <p>Apprentices will spend the remainder of their time working for the employer, gaining hands-on experience directly related to their area of study.</p> <p>Opportunities for this within Southwark Construction could include work placements with</p> <ul style="list-style-type: none"> • New Homes • Asset Management • Southwark Repairs • Planning • Regeneration • Build contractors 	<p>Following any professional qualifications undertaken, apprentices are required to undertake an end-point assessment in order to complete their apprenticeship.</p> <p>The end-point assessment will test them on their ability to apply the knowledge and skills they have learnt.</p> <p>Depending on the qualification and the end-point assessment organisation, it may include</p> <ul style="list-style-type: none"> • A practical assessment • An interview • A project • Written and/or multiple choice tests • A presentation 	<p>On completion of their apprenticeship individuals will be supported and encouraged to seek permanent employment in their chosen field, within the council or with other local employers.</p> <p>The roles available to apprenticeship graduates could include</p> <ul style="list-style-type: none"> • CDM Coordinator • Building Safety Inspector • Clerk of Works • Architect • Designer • Mechanical engineer • Electrical engineer • Clerk of works • Quantity surveyor • Structural engineer • Green energy designer • Surveyor • Cost consultant • Employers agent • Site manager • Site safety inspector • Technical Project Manager • Installation Electrician • Plumbing and Heating Installer • Carpenter • Scaffolder • Bricklayer

Continued professional development for all Southwark Construction staff

Existing staff will have opportunities to upskill and retrain, in line with corporate policy. Some of the learning opportunities available to them include

- 'In-house' apprenticeships, whereby an existing employee can undertake an apprenticeship qualification, linked to their role, while retaining their permanent employee status
- ILM – an accredited leadership and management qualification. Southwark has an established ILM programme designed to embed the technical and behavioural skills required to support the delivery of the fairer future promises through structured learning to develop existing and aspiring managers
- Relevant industry courses such as RIBA Project Management for Construction, Royal Institute of Chartered Surveyors (various), Modern Methods of Construction (including Net Zero Carbon), Fire Safety Awareness, IOSH (Institute of Occupational Safety and Health)

Item No. 21.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Impact of the Building Safety Bill	
Wards or groups affected:		All	
Cabinet Member:		Councillor Stephanie Cryan, Council Homes and Homelessness	

FOREWORD – COUNCILLOR STEPHANIE CRYAN – CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS

The Building Safety Bill follows a three-year scrutiny and public consultation process, and represents a wholesale reform of the building safety regime, in line with the recommendations of Dame Judith Hackitt's 2018 Independent Review: Building a Safer Future. The raft of new and emerging legislation post the Grenfell Fire tragedy, which killed 72 people, aims to rightly put residents and their safety at the heart of building management.

This report marks the beginning of the council's journey to meet the requirements of the new and amended legislation and we have adopted a cross council collaborative programme to ensure a robust response.

Southwark is one of the biggest landlords with buildings in scope in the UK, we are responsible for 170 in scope buildings – we must focus on these first. The report talks about how we will ensure that we have all the information we need to meet the new requirement for building safety cases, and how we will start that process through a pilot project at Andoversford Court in Peckham.

We have learnt so much from the Grenfell inquiry – including the need to listen to residents and ensure that their voices are heard on important matters of building safety, and we intend to move forward working closely with our residents.

This report asks Cabinet to approve the creation of a new Director level role within our Housing service as part of our commitment to make sure that the approach is right and that we are taking our new responsibilities very seriously.

RECOMMENDATIONS

That Cabinet;

1. Notes the impact of new and emerging legislation - most notably, the Fire Safety Act and the Building Safety Bill.
2. Notes that the Building Safety Programme is underway, allowing the Council to respond to the new and emerging legislation.

3. Approves the creation of a new Assistant Director role for Building Safety, at either Grade 17 or Grade 18, subject to evaluation. This will allow for the necessary senior strategic leadership to take the Programme forward, as set out by paragraph 90.

BACKGROUND INFORMATION

4. The Grenfell Fire, which took place on 14 June 2017, killed 72 people. The tragedy exposed significant failings across the system of building and managing High Rise residential buildings.
5. On 15 June 2017, the government announced the Grenfell Public Inquiry. Phase 1 of this inquiry, which was completed in 2019, looked at the events of the fire itself. Phase 2, which is ongoing, is looking at the causes of the fire. The Council's response to Phase 1 of the Grenfell inquiry recommendations was discussed by a Cabinet report in February 2020.
6. The government also announced the review of Building Regulations & Fire Safety. This was conducted by Dame Judith Hackitt. Her report, which was published in 2018, recommended a more robust approach to managing High Rise residential buildings.
7. The government accepted the recommendations of this review and they have responded with new legislation – most notably, the Fire Safety Act and the Building Safety Bill. There is a range of other new requirements too.
8. During February 2021, a Building Safety and Cladding report was taken to the Housing and Community Engagement Scrutiny Commission by the Head of Engineering. This report outlined the position of the council at the time and the actions that had been taken to date.

KEY ISSUES FOR CONSIDERATION

9. This paper explains the impact of the new and emerging legislation and it discusses the Council's response to this. The paper recommends that the creation of a new Assistant Director role for Building Safety is approved by Cabinet.

New and Emerging Legislation

The Fire Safety Act (2021)

10. Under the existing legislation, The Fire Safety Order (2005), landlords must conduct Fire Risk Assessments (FRAs) to understand the actions and strategies required to keep their residents safe. Under the Fire Safety Order, FRAs are only required to look at the communal aspects of buildings.
11. The Fire Safety Act has received Royal Assent and it is expected that it will be implemented during 2022. Under this act, FRAs will also need to look at

the structure, the external walls (including cladding, windows, both sides of fire doors, and balconies), and the entrance doors of buildings.

12. The Fire Safety Order and the Fire Safety Act apply to any residential building with communal areas. The Council is the landlord for 45,858 homes with a communal area – this is 83.4% of its stock and 3,588 buildings.
13. To meet the requirements of the Fire Safety Act, the council will need to conduct new FRAs across its stock. This will begin with the blocks which are the highest priority: High Rise blocks. However, it will need to continue with its approach to mitigate risk and meet the requirements across the rest of its stock.
14. The council does not have the skills to conduct FRAs which meet the requirements of the Fire Safety Act. Therefore, during the short-term, it will need to use consultants to deliver these services. During the medium-term, the Council will recruit and upskill to enable it to deliver the new FRAs.

The Building Safety Bill

15. The Building Safety Bill will establish a new, more stringent regulatory regime for higher-risk residential buildings. This regime will cover the life-cycle of the building, from design and construction, through to management, handover and demolition. There will be increased responsibilities for responsible persons (landlords) and tougher sanctions for those who do not meet their obligations. The Building Safety Regulator, which will sit within the Health and Safety Executive, will oversee and enforce the new regime of regulations.
16. The legislation will likely receive Royal Assent during 2022 and will be implemented from 2023/24 onwards.
17. The Building Safety Bill only covers High Rise residential buildings (those with a height of 7 storeys and above or 18 metres and above) The Council is the landlord for 170 of these High Rise blocks – these blocks contain 9334 homes between them. This is a greater number than many other landlords and higher than any other social landlord across England.
18. The Building Safety Bill has significant implications for the Council. The Council will need to acquire Building Safety Certificates for its High Rise blocks – this will require the collation of Building Safety Cases. These cases are the collection of relevant data and documents relating to the safety of the building, this includes data that captures the views of the residents and it will also need to cover the management of the building too, e.g. the skills of those working on the block.
19. There are also requirements about new roles and more stringent competence requirements. Many of these relate to Asset Management, but other service areas may also be affected, such as Homeownership

Services. The Bill also requires the council to decide which officers will be the Accountable Person and the Principal Accountable Person (these are the persons who are legally accountable for the Council meeting the relevant requirements).

20. Other significant implications include: improving the ways that the Council holds, updates and shares data relating to the safety of its High Rise blocks; delivering a resident engagement strategy across the borough and for each High Rise block; and, collecting the Building Safety Charge - a charge that landlords will need to collect from homeowners to cover some of the costs of their new responsibilities. The cost of this charge will be determined at a later date.

Other Requirements

21. The council must meet other new requirements too, the details of these are discussed in paragraphs 60-64.
22. It should be noted that any changes add to existing Health and Safety legislation, which outlines the duty of care that landlords have towards their residents.

The Council's Response

23. Before discussing the council's response to the new and emerging legislation, it should be noted that the council is compliant with existing legislation.

Building Safety Programme

24. The council has responded to the new requirements with the Building Safety Programme. This Programme has 12 workstreams – each of these is delivered by the relevant department. An operational group is used to facilitate collaboration between the leads of the different workstreams. The workstreams and the operational group report to a Strategic Board, which is chaired by the Strategic Director for Housing and Modernisation.
25. The Programme also includes a Partnership Board – this is a 6 weekly meeting with the Council's partners at the London Fire Brigade (LFB), the Department for Levelling Up, Housing and Communities (DLUHC), and the Health and Safety Executive (HSE). These meetings assist the council to develop its understanding of the upcoming legislation and to raise concerns about the challenges being imposed.
26. The sections below discuss the council's responses to the new legislation and other requirements. The most significant of these is the Priority Surveying Programme.

Priority Surveying Programme

27. 'The Council Stock – Surveying and Remediation' workstream, which is led

by Asset Management, is working to deliver the Priority Surveying Programme. Without this Programme, the council would be unable to meet the requirements of the new legislation.

28. The Priority Surveying Programme will be used to survey its 170 High Rise blocks. These are the blocks within the scope of the Building Safety Bill and they are a high priority for the Fire Safety Act too.
29. The surveys will provide FRAAs (Fire Risk Assessment and Appraisals) and an assessment of the Building Safety Case (including stock condition surveys). These will help the Council to meet the requirements of the Fire Safety Act, the Building Safety Bill, and the Council's Duty of Care. Table 1 explains this further.

Table 1

Requirement	How do the surveys meet this?
The Fire Safety Act	The FRAA covers the additional and requirements of the FSA – the structure, the external walls (including cladding, windows, both sides of fire doors, and balconies), and the entrance doors of buildings.
The Building Safety Bill	FRAAs bring together the relevant data for the Building Safety Case. The stock condition surveys are also needed for this. The FRAA also determines the risk and the fire strategy needed for the building. Therefore, they will show that the Council's high rise residential buildings are safe for residents. This will also be needed for the Building Safety Case.
Duty of Care	FRAAs also include checks of compartmentation, this is not a requirement of the new legislation, but the Council has determined it is necessary to meet its Duty of Care.

30. The Priority Surveying Programme will impact residents across the borough and it is essential to minimise disruption, make the experience as positive as possible for people, and deliver value for money. Therefore, the Council is conducting Pilot Surveys at Andoversford Court, 88, Bibury Close, Gloucester Grove, Peckham, SE15 6AE.
31. The Pilot Surveys will give the council chance to learn about its approach and improve it ahead of the Priority Surveying Programme. This learning will relate to the surveys themselves, but it will cover other aspects too, such as resident engagement, working with Tenant Management Organisations, and roles and responsibilities within the Asset Management Division. The Pilot Surveys commenced during November 2021 and are expected to be completed by March 2022.

32. The Health and Safety Executive (HSE) will be checking Building Safety Cases from April 2024 onwards. The Council will need 12 months for the Priority Surveying Programme and a further 12 months to collate its Building Safety Cases. Therefore, the Priority Programme will need to commence by March 2022.
33. If the council does not start the Programme by this date, it will not have time to collate the Safety Cases and it will breach the requirements of the new legislation. This will have significant reputational damage and financial implications for the Council and those officers who hold the positions of Accountable Person and Principal Accountable Persons.
34. The response to the surveys will include remediation works. The FRAAs will show which works are needed and these would be incorporated into the Quality Homes Investment Plan (QHIP).
35. The costs of the Pilot Surveys and Priority Surveying Programme will be significant
36. The Pilot Surveys will include an FRAA (as discussed above) and a Building Information Modelling (BIM). BIM is used to generate a 3D model of the building and the use of this is recommended by the Building Safety Regulator. BIM includes a digital and modern stock condition survey - this is needed for the building safety case, as discussed by Table 1. It is an aspiration of the Council for every resident to have access to data about their home – 3D BIM Modelling help with the delivery of this, due to its accessibility to non-technical audiences. The use of BIM will be reviewed after the Pilot Surveys.
37. The cost of the Pilot Surveys are estimated to be £100,905. This is broken down by Table 2: the FRAA costs £24,964 and the BIM costs £75,941. The council will not be charging homeowners for the costs of the pilot surveys. The costs of the Pilot Surveys will be included within spending for the 2021/22 financial year and they will be included within the QHIP.

Table 2

Activity	Cost (£)
FRAA	24,964
BIM	75,941
Pilot (Total)	100,905

38. If the council uses BIM for the Priority Surveying Programme, it is estimated that (the surveys across the other 169 blocks) the cost of the Programme will be circa £17,000,000. This estimate is based upon the costs of the Pilot Surveys.

39. If the council does not use BIM for the Priority Programme, it will need to undertake new stock condition surveys for the 169 High Rise blocks. With this cost and the cost of the FRAAs, it is estimated that the cost of the surveys will be around £58,000 per block. Therefore, it is estimated that the cost of the Priority Programme (the surveys across the other 169 blocks), would circa £9,802,000. This estimate is also based upon the costs of the Pilot Surveys.
40. The costs for the Priority Programme without BIM have been included as a commitment in the budget challenge meetings in November 2021. If BIM is included, further discussions will be needed at budget challenge meetings and the QHIP will need some reconfiguration to meet the costs. The Council will seek to reduce the costs of BIM by developing its own capacity to deliver these.
41. Table 3 gives a breakdown of the costs, with the different options relating to BIM (the benefits of these are discussed above), the costs per block, and the costs. These costs will fall within the 2022/23 financial year.

Table 3

Option	Cost per Block (£)	Cost across 169 blocks (£)
Surveys with BIM	100,905	17,052,945
Surveys without BIM	58,000	9,802,000

42. The costs of the Priority Surveying Programme will be capitalised, as they are too significant to be accommodated by the HRA revenue account. It is possible to do this because the surveys are being used to understand which remediation works are required for the blocks. Specifically, the Priority Surveying Programme would be described as 'pre-surveys' and the costs of the Programme will be included within the future QHIP Programme.
43. The council will be able to accommodate the costs of the Priority Surveying Programme if it can charge homeowners for the surveys. If the Council did not charge any costs to homeowners then tenants would bear an unfair amount of the costs.
44. As discussed by paragraph 14, the council does not have the skill sets to conduct FRAAs to meet the requirements of the Fire Safety Act. Neither does the council have the skillsets or equipment to undertake BIM surveys. Therefore, the council will need to appoint consultants to carry out the surveys for the Pilot and the Priority Surveying Programme.

45. These consultants would need to be procured and appointed from early 2022. This will allow the council to meet the legislative timelines, as discussed by paragraphs 32 and 33.
46. The challenging timescales do not only relate to the legislation. The market for the competent consultants required is very limited – if the Council does not get to the market early, there will not be enough consultants available and costs will increase.
47. The council is exploring options for the procurement of the surveys.
48. The council will need to split the services between different contractors. This is needed due to capacity problems.
49. It should also be noted that the duration of the contracts will be 12 months or less, this is due to the challenging timescales of the Priority Surveying Programme. The council will be able to charge homeowners for the costs of the surveys – this is because the surveys are legislative and they are needed for the management of the building. A Section 20 consultation will not be needed because the contract lengths are 12 months or less. However, alternative consultation will be carried out with homeowners to provide details of the surveys and the costs.
50. As discussed above, the surveys will show which remediation works are needed and these will be included within the QHIP. It is not possible to comment on the specifics of these costs until after the surveys have been conducted.
51. As surveys are completed, the council will take the following steps for each building. These steps will be delivered by a rolling programme. These will allow the Council to uphold the safety of the building and to receive approval for its Building Safety Cases from the HSE.
 - a. Priority Survey (including FRAA and stock condition surveys).
 - b. Review of fire strategy to reflect any new findings from the surveys
 - c. Preparation of Building Safety Case.
 - d. Scope the required remediation works.
 - e. Consultation with residents and homeowners.
 - f. Tendering and appointment of contractors to deliver the remediation work.
52. Several factors will impact the costs of the remediation works. First, these costs are usually most significant if they relate to either cladding, compartmentation or window panels. The Council do not expect to have any significant costs relating to cladding, but there may be some relating to compartmentation and the window panels. Second, the results from the surveys will explain how much remediation will be needed to reduce the risk rating of the building (e.g. how much is needed to get to a Medium risk rating). The lower the desired risk rating, the more costs there will be

for remediation. Third, there is also the question of when the remediation costs will fall. The council will take a gradual approach to the remediation – this is possible because the fire strategies for the building will mitigate risks to life. It is unlikely that remediation will be urgent because the Council has fire strategies for the blocks. This will help to spread the costs over a longer period of time. However, the specific timings of this gradual approach will depend on the blocks and the remediation required.

53. The costs of the surveys and the remediation will contribute to the existing demands on the existing QHIP commitments and other capital spending. This spending will need to be reviewed continuously to ensure that it is affordable.
54. The remediation works will be delivered by a combination of the new long term alliance contracts (which are due January 2023) and the use of external frameworks. This will provide a balance of delivery routes and ensure best value can be benchmarked. Where appropriate, homeowners will be charged for remediation. Any decisions around charging homeowners will be taken on a case-by-case basis. Homeowners will not be charged if previous works were: not up to standard (e.g. latent defects, warranties, poor installation) or not compliant with regulations (the regulations when the works were completed, rather than the new regulations). This approach reflects the Council's usual approach to such matters.

Other Responses – Fire Safety Act and Building Safety Bill

55. The Fire Safety Act applies to any residential building with a communal area. The Priority Surveying Programme will only cover High Rise blocks, therefore, future work will be needed to meet the requirements of this legislation. This will include new FRAs and upskilling, allowing the council to deliver these in-house.
56. The Building Safety Bill has requirements around resident engagement (as discussed by paragraph 20). For the Pilot Surveys, the council have delivered a comprehensive engagement plan, as follows:
 - a. Briefings to the Homeowner Forum and the Tenants Forum
 - b. Communications pack sent to residents of the block – which included FAQs and a questionnaire asking them for their views
 - c. Organizing a virtual Q&A session for the residents and attending the block for Q&As too
 - d. Working closely with the Gloucester Grove TMO
 - e. Briefings for Councillors and MPs.
57. Going forward, the council will learn the lessons from the Pilot and deliver the engagement needed to meet the requirements of the new legislation. This will have resource implications for the council.
58. The Building Safety Bill also has requirements around data (as discussed by paragraph 20). The council are working with consultants to develop a

Modern Data Platform for Building Safety. This would bring together the different systems that the council uses to hold data about buildings, allowing the council to meet the new requirements around data and access to this data would be better for officers, Councillors and residents.

59. Building Control is undergoing a service review, this will include responses to the Building Safety Bill.

Responses to Other Requirements

60. As discussed by paragraph 21, whilst the Fire Safety Act and the Building Safety Bill are the most significant changes, the council needs to respond to other new requirements too.
61. During 2019, DLUHC gave councils a directive to ensure that private building owners remove ACM cladding (the cladding that was on Grenfell Tower) from High Rise residential buildings. DLUHC is looking to add non-ACM combustible materials to this Directive too. Several workstreams from the Building Safety Programme are working to meet this directive, this includes surveying, data collection, and the use of the councils' enforcement powers under the Housing Act (2005). DLUHC has praised the council's recent progress with the ACM directive.
62. Planning Gateway 1 was implemented on 1 August 2021. It requires developers to submit a fire statement for High Rise blocks. This statement must outline the specific fire considerations for the block. Planning has responded to this with a Divisional Plan and a Fire Guidance Note.
63. During 2018, the government banned the use of combustible materials from High Rise blocks. These requirements are being met by New Homes and the Priority Surveying Programme will check that these have been met by any recent works to High Rise blocks.
64. EWS1 certification is not a legal requirement; however, it is often needed for the buying and selling of High Rise flats. The council expects to deliver EWS1 where required – not every High Rise block will need the certification, and the Priority Surveying Programme will show this. However, the council needs to develop a further understanding of the costs associated with EWS1. This will be done alongside the Pilot Surveys.

Policy implications

65. The Building Safety Programme will uphold the safety of residential buildings across Southwark, both now and during the future. Therefore, the Programme will help the council to meet Theme 6 of the Fairer Future for All Commitments. This theme states that 'Everyone should have a safe place they are proud to call home. Southwark Council is the biggest social landlord in London and we're committed to maintaining the highest standards, so all our homes are clean, safe and cared for'.

66. Under Principle 2 of its Housing Strategy, the council is committed to 'Demanding the Highest Standards of quality of homes'. The Building Safety Programme will help to meet some of the specifics of this. The Priority Surveying Programme will ensure that the Council continue to 'undertake regular Fire Risk Assessments and ensure any resulting actions are completed or programmed; continue to publish fire risk assessments for blocks 7 storeys and above online with others available on request.' The Programme will also be used to 'quickly implement any of the recommendations that result from the tragic Grenfell Tower fire inquiry.'
67. Principle 4 of the Housing Strategy is 'Empowering residents and communities to have pride and responsibility in the running of their homes and neighbourhoods'. This includes promises to: 'Work with tenants, residents and homeowner groups to find new ways to engage so that more people can have their say'. The engagement strategies (discussed by paragraphs 56 and 57) will reflect these principles by developing and implementing a comprehensive strategy for resident participation, allowing residents to have their say about building safety.
68. Under the Asset Management Strategy, fire safety is a high priority – the Building Safety Programme reflects this. As discussed by the Asset Management Strategy, 'Works required to reduce the risk from the spread of fire and smoke from these Fire Risk Assessments, will usually be integrated into the cyclical programme.'
69. As discussed by paragraph 61, the council's enforcement powers will be used to meet the directives from DLUHC. This relates to The Regulatory Services Enforcement Policy, which sets out the approach to enforcement across several services, including Private Sector Housing. The Private Sector Housing Enforcement Policy sets this out with more details and seeks to ensure that legally compliant standards of housing conditions are maintained in privately-owned residential properties. This includes potentially dangerous exterior cladding impacting the fire safety on residential blocks of flats.
70. The use of the Modern Data Platform (discussed by paragraph 58) is aligned with the Council's corporate strategies around data and platforms. For example, the platform reflects the organisation's 'cloud first' infrastructure approach via Microsoft Azure.
71. The officers who hold the duties of the Building Safety Managers will reflect some of the principles of Community Power (as discussed by the 'Towards a Model of Community Power paper, which is being taken to the December 2021 Cabinet). The officers who hold these duties will need to visit the Council's blocks and be within the community. They will need to listen to residents and respond to their feedback.

Community, equalities (including socio-economic) and health impacts

Community impact statement

72. The Fire Safety Act affects any home with a communal area and the Building Safety Bill covers High Rise blocks. Therefore, the new legislation and the Council's response to it will affect residents of over 45000 homes across 3,588 buildings. Over 9000 of these will be within the Council's 170 High Rise blocks.
73. Due to the directives around the private sector (discussed by paragraph 61), a large number of residents who do not live within council blocks will also be affected. Government figures show that Southwark has the 4th highest number of Building Safety Funding applications across England (this fund is the government support for remediation, aimed at those who own or live within private blocks)
74. The Building Safety Programme will uphold the safety of residential buildings across the borough, whether these are council-owned or privately-owned, both now and for the future.
75. Achieving this outcome will lead to some disturbance and financial costs to residents. For example, access to homes will be needed for some of the surveys. There will also be financial costs for the surveys (discussed by paragraph 43) and remediation (discussed by paragraph 54). The Council's resident engagement strategies (discussed by paragraphs 56 and 57) will explain the need for any disturbance and costs and will seek to respond to any concerns that residents raise.

Equalities (including socio-economic) impact statement

76. Section 149 of the Equality Act 2010 lays out the Public Sector Equality Duty (PSED) which requires public bodies when taking decisions, to have due regard to the need to: eliminate discrimination, harassment, victimisation or other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; foster good relations between those who share a relevant characteristic and those that do not share it.
77. The Building Safety Programme will reflect the relevant duties, especially with regard to vulnerable residents and those with protected characteristics.

78. When surveying and remediating council buildings, particular consideration will be given to the needs of vulnerable residents. This will reduce discrimination and advance equality of opportunity. For example, through the use of Personal Emergency Evacuation Plans (PEEPs), the safety of vulnerable residents can be improved. This will require collaboration from the divisions working across the Programme, such as Asset Management and Residents Services.
79. By developing and implementing an engagement strategy for the borough and for each block, the council will be able to reach out to as many residents as possible – this will give residents, including those who are vulnerable, to report any relevant concerns that they might have. By giving residents the chance to voice their concerns, the council will be able to reduce discrimination and advance equality of opportunity.
80. Those officers who hold the duties of the Building Safety Manager will be expected to develop good relations with residents, but as PSED requires, these officers will also need to foster good relations between those who share a relevant characteristic and those that do not share it.
81. As discussed by paragraphs 43 and 54, homeowners will be charged for the costs of surveys and remediation. The council acknowledges that homeowners have existing costs and it will only charge as appropriate. If the council did not charge any costs to homeowners then tenants would bear an unfair amount of the cost.

Health Impact Statement

82. Where required, the council's social housing have FRAs and Fire Strategies – these are the strategies that help to determine the appropriate response to a fire, depending on the characteristics of the building. Fire Strategies mitigate the health risks around fire and smoke.
83. The Building Safety Programme will allow the council to meet new legislative requirements around FRAs and to update fire strategies as required. Therefore, the council can continue to mitigate the health risks around fire and smoke.

Climate Change Implications

84. Following council assembly on 14 July 2021, the council has committed to considering the climate change implications of any decisions. A motion passed by cabinet in April 2019 commits the council to achieve carbon neutrality by 2030 if possible.
85. Any works conducted for the Building Safety Programme will reflect the goal of reducing the council's carbon emissions.

Social Value

86. When the council procures and appoints the consultants for the Priority Surveying Programme, the necessary consideration will be given to social value, including the London Living Wage, sustainability, the local economy, and employment opportunities.

Resource implications

87. The response to the Building Safety Bill, Fire Safety Act, and other requirements will have significant resource implications for the Council. These are most significant for the Asset Management Division – these implications are discussed by paragraphs 88 to 92. Paragraph 93 discusses the possible requirements for other services.
88. For the Fire Safety Act, there are resource requirements relating to the new FRAs. Consultants will be needed for the short-term and upskilling will be needed for the medium-term.
89. The Building Safety Bill requires the council to recruit officers to meet the duties of 'Building Safety Managers'. These are new duties and they include the day-to-day management of activities relating to the safe management of the council's High Rise buildings and effective communication with the residents of those buildings. It is expected that these duties can be split between different roles.
90. This paper recommends that Cabinet approves the creation of a new Assistant Director role for Building Safety, at either Grade 17 or Grade 18, subject to evaluation. This role will hold the Building Safety portfolio of responsibilities. Noting that Cabinet needs to approve senior leadership roles at grade 17 or higher, subject to appropriate analytical job evaluation, it is anticipated that the Building Safety Leadership role will warrant such seniority within the Council. This Assistant Director role for Building Safety would oversee the new Building Safety structure (the officers who hold the duties of the Building Safety Managers and the Building Safety Programme Lead) and all aspects of Major Works Programmes. Appendix 1 has an organogram which shows the proposed structure of Asset Management, with the inclusion of the Assistant Director Role. It should be noted that this structure is subject to consultation. The Assistant Director would also give the strategic leadership required to deliver the Priority Surveying Programme and other aspects of the Building Safety Programme.
91. The Director of Asset Management will either hold the role of the Accountable Person or the Principal Accountable Person (as defined by paragraph 20). Given that the Director is the only council officer who is qualified to hold either of these roles, the new Assistant Director role (grade to be determined) is needed for the other.
92. The new Assistant Director role would need to coordinate the response of the Asset Management Division with other services, such as Building

Control and New Homes.

93. Due to the need to collect the Building Safety Charge, Homeownership Services may also require additional resources. There may be a need for additional resources to support the resident engagement strategies too.

Legal implications

94. The implications of the Building Safety Bill, the Fire Safety Act, and other legislation have been set out throughout this report. Further legal implications are also noted by paragraphs 107 to 118.

Governance

95. The Building Safety Programme now has a clear governance structure. This is discussed by paragraphs 24 and 25.

Financial Implications

96. There are significant pressures on the HRA revenue and capital accounts, the costs associated with Building Safety will exacerbate these.
97. For the Priority Surveying Programme (including the Pilot Surveys), estimated costs have been discussed above. These are between £10,000,000 and £17,000,000. However, the costs of remediation which follow the Programme are unknown at this stage. The costs of the surveys and the remediation will be included within the QHIP.
98. For the other responses to the Building Safety Bill and the Fire Safety Act, some of the costs are unknown – these are the costs for the upskilling for the new FRAs. Some of the costs around data are being covered by an existing contract, but if there were changes to the Modern Data Platform, there would be additional costs here too. Both the upskilling and the changes to data would need to be covered by the HRA revenue accounts.
99. For the other requirements, there are costs attached to the DLUHC directive about the private sector and to EWS1. For the former, the costs for 2021/2022 are £443,000 – these have been covered by the General Fund. Further actions are needed for these to be included within future budgets. For the latter, the costs are unknown – like the other surveys and the remediation, the costs for EWS1 would be included within the QHIP.
100. The costs relating to Asset Management resources (the officers with the duties of the Building Safety Managers and the Assistant Director role) have been estimated at £2,303,000 per annum. During 2022/23, the costs are expected to be £1,278,000. From 2024/24, the costs will be £2,303,000 per annum. These costs reflect current estimates of the roles required, but further requirements may become apparent. The costs for future years will be determined at a later stage; however, it should be highlighted that many of the roles which relate to the duties of Building Safety Managers will

continue to be required under the Building Safety Bill.

101. The costs for the resources from other service areas (Resident Participation and Homeownership Services) are unknown at this stage. These costs would be added to the HRA Revenue account.
102. Table 4 has a summary of the responses, the specific activities, the costs attached to each, the source of funding and when these costs are expected. The response of the council is still being developed and understood. Consequently, the table has a number of unknowns. It should also be highlighted that there may be additional costs which have not been discussed here. For the current financial year, the expected costs are for the Pilot Surveys only - £100,905. This will add pressure to existing forecasts. Costs for the 2022/23 year will need to be agreed. The costs for the Asset Management resources are being approved through the budget challenge.

Table 4

Response	Activities	Estimated Cost (£)	Funding	Year
Priority Surveying Programme	Pilot Surveys	100,905	QHIP	21/22
	Priority Surveys	10,000,000 to 17,000,000	QHIP	22/23
	Remediation	Unknown until survey findings 120,000 per block for Critical Tasks (Contingency)	QHIP	Critical Tasks 22/23 onwards
Other responses to the Building Safety Bill and Fire Safety Act	Upskilling for the new FRAs	TBC after the Pilot Surveys	HRA Revenue	23/24
	Modern Data Platform	Existing costs covered by existing contracts, other costs are unknown.	HRA Revenue	TBC
Responses to other Requirements	DLUHC Directive (Private)	443,000	General Fund	22/23
	EWS1	TBC until after the Pilot Surveys	QHIP	TBC
Asset Management Resources	Building Safety Managers and Assistant Director Role	2,303,000	HRA Revenue	22/23 - £1,278,000, 23/34 - 2,303,000

Response	Activities	Estimated Cost (£)	Funding	Year
Other Resources	Homeownership Services	TBC after more legislative details	HRA Revenue	TBC
	Resident Participation	TBC until after the Pilot Surveys	HRA Revenue	22/23

Consultation

103. Consultations have taken place across the Council, allowing each department to understand the requirements of the new legislation and the responses they need to deploy.
104. Consultation with the Staff and Unions within Asset Management will commence in January 2022 around structures, training and development
105. Using the Partnership Board (as discussed by paragraph 25), consultations with LFB, DLUHC and HSE are ongoing.
106. Consultation with residents has begun for the Pilot Surveys (discussed by paragraph 56). This will continue through the resident engagement strategies.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

107. The report asks cabinet to note the impact of new and proposed fire and building safety legislation and sets out how the council proposes to prepare for implementation.

The Fire Safety Act 2021

108. The Fire Safety Act received royal assent on 29th April 2021. It is a short piece of legislation that amends the Regulatory Reform (Fire Safety) Order 2005 (RRO 2005) by clarifying the applicability of the Order to specific parts of residential buildings, notably to external walls and anything attached thereon.
109. Section 1 of the Act clarifies that for any building containing two or more sets of domestic premises, the RRO 2005 applies to the building's structure and external walls and any common parts, including the doors between domestic premises and common areas. It also clarifies that references to external walls in the RRO 2005 include 'doors or windows in those walls' and 'anything attached to the exterior of those walls (including balconies).

110. The Act also enables the government to issue risk-based guidance, which can be referred to as proof that a responsible person has either complied or failed to comply with the requirements of the RRO. This applies only to buildings in England containing two or more sets of domestic premises.
111. The Act will complement the existing powers local authorities have to take enforcement action against building owners and managers under the Housing Health and Rating System provided for in the Housing Act 2004 and the Building (Amendment) Regulations 2018. This regulation banned the use of combustible materials within external walls and certain attachments to the external walls, of any new building with a storey of at least 18 metres in height. It applies where the building contains at least one dwelling, residential accommodation for the treatment, care or maintenance of individuals or rooms for residential purposes such as school dormitories and student accommodation.
112. The Act came into force partly on 29 April 2021. Regulations will bring the rest of the Act into force. The key provisions of the Act (sections 1 and 3) are not likely to be brought into force until the end of 2021 or early 2022.

Building Safety Bill

113. It is a Bill 'to make provision about the safety of people in or about buildings and the standard of buildings, to amend the Architects Act 1997, and to amend provision about complaints made to a housing ombudsman'. It sets out a new regulatory regime aimed at ensuring the safety of residents in residential buildings and aims to ensure 'greater accountability and responsibility for fire and structural safety issues throughout the lifecycle of buildings in scope of the new regulatory regime for building safety'
114. The bill runs to 218 pages, comprising 6 parts, 147 sections and 9 schedules. Table 5 sets out and describes each section of the bill.

Table 5 – The Building Safety Bill

Part and Title	Description
Part 1 – Introduction	Provides an overview of the Bill.
Part 2 – The Regulator and its Functions	Gives the Building Safety Regulator (BSR) a statutory footing within the Health and Safety Executive (HSE) and identifies the risks that the BSR will manage. The BSR will secure the safety of people in or around buildings and seek to improve the standards of buildings. The BSR's functions will include functions under the Building Safety Act, the Building Act and functions under the Health and Safety Act. Staff to support the BSR will be drawn from local authorities and Fire and Rescue Services.

Part 3 – Building Act 1984	<p>Makes amendments to the BA 1984 as it applies to England and Wales;</p> <ul style="list-style-type: none"> • Enabling the government to decide by way of secondary legislation which buildings are included in the scope of the regime. • Setting out the provisions for the new regulatory regime during the design and construction phase for higher-risk buildings • Providing for the registration of building inspectors and building control approvers and seeking to regulate and improve competence levels in the building control sector • Remove discretion such that where building work has not commenced within 3 years of the deposit of plans, the plans will be considered null and void.
Part 4 - Higher-risk buildings	<p>Provisions relating to procedures and control of occupied Higher Risk buildings in England. It places duties on the Accountable Person and Building Safety Managers in relation to building safety risks in their building. This includes registration and certification, appointment of Building Safety Managers and their duties including the provision of information and engagement with residents, The regulator will have a duty to enforce provisions concerning higher risk buildings.</p>
Part 5 - Supplementary and General	<p>Includes provisions:</p> <ul style="list-style-type: none"> • relating to service charges in respect of remediation works There will be a charge associated with duties under the Act which can be passed onto leaseholders with leases of over 7 years or more in high rise multi occupied buildings. The charge will apply to leaseholders whether their landlord is a private landlord, local authority or housing association. Landlords may be required to seek other cost recovery avenues before passing costs onto leaseholders. • Duties relating to work to dwellings • catering for changes to the (RRO 2005) • for the establishment of a New Homes Ombudsman scheme • for the power to regulate construction products • on disciplinary matters relating to Architects, • removing the "democratic filter" that requires social housing residents to refer unresolved complaints to a "designated person" or wait eight weeks before they can access redress via the Housing Ombudsman.

Part 6 – General	Covers miscellaneous provisions, including: <ul style="list-style-type: none"> - the liability of officers of bodies corporate; - reviewing the regulatory regime; and - the Bill's jurisdictional scope
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115. The detail supporting the statutory provisions will be provided by regulations and guidance, which are likely to be developed as the bill progresses and after it receives Royal Assent. Sets of draft regulations have already been published as follows: - The Higher-risk buildings Descriptions Regulations; Duty-holder regulations; The Architects Fees for Services Regulations; The Building Restricted Activities Regulations; The Building Safety Fees Regulations; The Construction Products Regulations, The Building Higher Risk Buildings (England) Regulations; The Higher Risk Buildings Principles for Management of Risk Regulations
116. Under the MHCLG transition plan, the bill is expected to receive Royal Assent within approximately 9-12 months (of publication) with the first round of provisions coming into force within 6-12 months of the Bill receiving Royal Assent and the bulk of the new regulatory regime coming into force within 12-18 months of Royal Assent. Despite this proposed timetable, there is uncertainty as to when the bill's proposals will come into effect. Given the complexities of the provisions, its progress through the law making process may be subject to delays.
117. Certain obligations have come into force earlier. The requirements of the 'Gateway 1' process, relating to construction and major refurbishment of higher-risk buildings, which forms part of the current planning process is implemented by secondary legislation and statutory guidance which amends the Town and Country Planning Act 1990 and came into force on 1 August 2021. Gateway 1 seeks to ensure that fire safety matters are considered at the planning application stage for relevant buildings and requires applicants to submit a fire statement to the planning authority confirming that fire safety issues have been addressed.
118. As noted in the report, preparation for, and compliance with, the new regime will require considerable resources.

Strategic Director of Finance and Governance

119. The Strategic Director of Finance and Governance notes the contents of the report and the onerous responsibilities conferred by the Building Safety Bill on both local authority and private sector landlords. This also needs to be seen in parallel with the requirements of the Fire Safety Act 2021.
120. For Southwark, this represents a seismic endeavour and requires significant financial commitment given the unique size and nature of the council's housing stock, with 170 in-scope high-rise buildings (the highest

number in England), and a significant number of buildings that also require further investigation, albeit deemed to be of low or moderate risk outside the scope of the legislation.

121. The report sets out indicative costings to undertake the building surveys (based on a pilot survey currently underway). The two options outlined have considerably different cost implications, ranging from c. £10m to £17m, the long-term merits of each need to be carefully evaluated before a decision and commitment is made. In addition, there are new and additional staffing requirements needed within the council's Asset Management division to undertake the work and ensure compliance with the legislation and within the timeframe specified of April 2024. Revenue and capital funding commitments totalling £6.7m currently form part of the HRA budget proposals for 2022-23 to address these needs (based on the lower of the two survey cost options). In addition, there are likely to be other organizational/administrative costs arising across other parts of the council which are yet to be quantified as the full requirements of the regulations become clearer.
122. The report also outlines the potential procurement difficulties arising from the compressed timetable to undertake the surveys and the adverse financial implications that this may create in relation to Section 20 RTB provisions and the council's ability to charge leaseholders under the terms of their lease. Clearly, given the substantial costs identified here, it is incumbent on the council to ensure full cost recovery wherever possible to mitigate any potential cross-subsidy by tenants.
123. Notwithstanding the critical importance of these new duties to enhance residents' safety, they create a substantial additional financial pressure on already constrained resources, particularly capital, both for the initial surveys and moreover the cost of remediation works arising, which is an unknown. The council is currently undertaking a wholesale review of its asset management strategy and this must be the council's highest priority, which is likely to be at the expense of other less-essential programmes over the medium-term. As previously reported, capital resources are under extreme pressure and borrowing to support the QHIP and New Homes programmes continues to rise at an unprecedented rate with consequent revenue financing impact on the HRA, which cannot be sustained over the long-term.
124. The council's response to the provisions of the Building Safety Bill and Fire Safety Act continues to develop at pace and the costs and commitments arising will be kept under review and updated as better information comes to hand and reported as appropriate.

Director of Employee Engagement (Interim)

125. This report identifies significant new responsibilities that will fall on the Council as part of the passage of the Building Safety Bill.

126. As detailed, the council will need to increase its staffing capacity and capability (with regard to specific requirements) of key roles detailed in the legislation.
127. Noting the importance of these new roles with regard to the requirements and the transition programme to ensure compliance, recommendation 4 seeks approval from Cabinet to create an Assistant Director role, at an appropriate level of seniority within the Council.
128. The authority to create roles at grade 17 or higher resides with full cabinet. It envisaged that the new role when evaluated is likely to achieve this grade in terms of the job size of the role.
129. In terms of building capacity, the report identifies the new roles will need to have appropriate levels of knowledge and experience, to undertake the 'building safety manager' and other roles as described in the legislation.
130. The council will draw up job roles and person specification that meet the requirements of the roles and by use of industry, benchmarking will seek to ensure Southwark's remuneration offer for these roles is competitive.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Review of Grenfell Inquiry Phase 1 Recommendations	Cabinet, February 2020	Michael Scorer, Strategic Director, Housing and Modernisation
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s86915/Report%20Review%20of%20Grenfell%20Inquiry%20Phase%201%20Recommendations.pdf		
Building Safety and Cladding Report	Housing and Community Engagement Commission Scrutiny	Simon Holmes, Head of Engineering
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s93588/Report%20Building%20Safety%20and%20Cladding.pdf		

APPENDICES

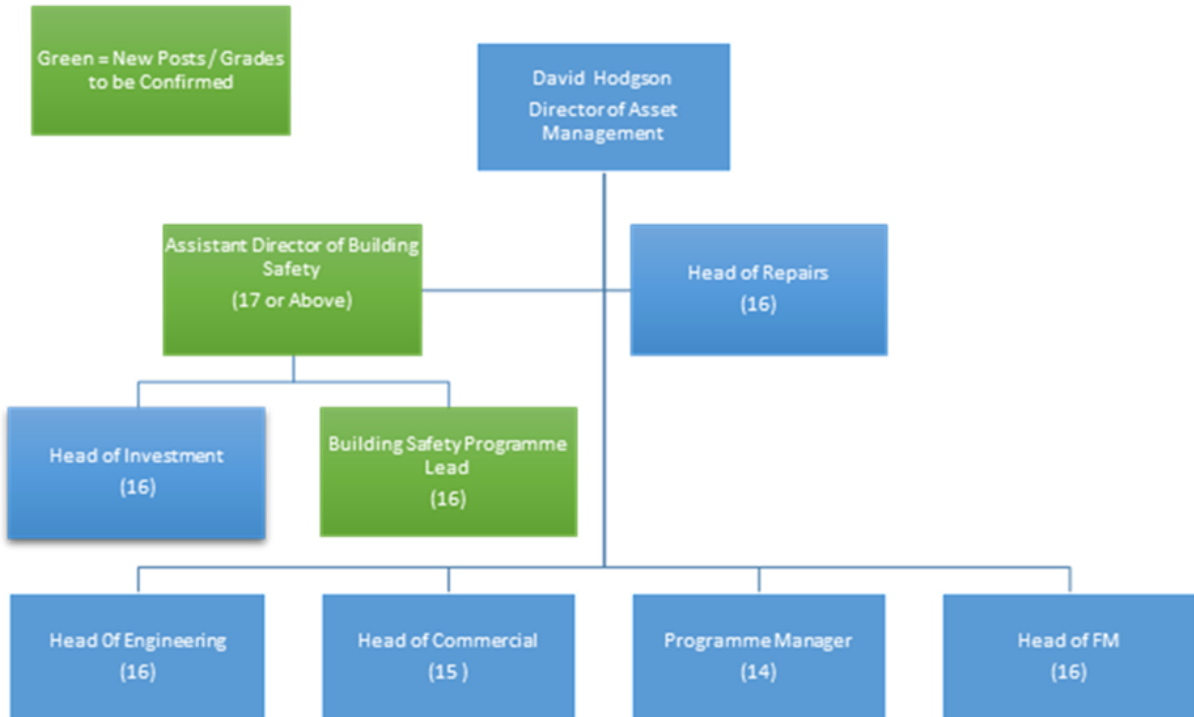
No.	Title
Appendix 1	Proposed Organogram for Asset Management

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Council Homes and Homelessness	
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Nick Saunders, Business Transformation Project Officer	
Version	Final	
Dated	25 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

APPENDIX 1

Proposed Organogram for Asset Management



Item No. 23.	Classification Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Youth New Deal Progress Update	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Jasmine Ali, Children, Young People and Education	

FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE AND EDUCATION

What is the purpose of our Youth New Deal? It was launched with one simple goal. To enable our council to support young people to have positive lives now and in the future.

It has been one year since I brought our Youth Review to Cabinet stating our ambition for young people. As a Cabinet we made the commitment to ensure that the young people of Southwark lead happy, secure, enriched lives and successfully transition to adulthood.

‘We are committed to ensuring that young people have positive lives now and in the future – we will do this by placing young people at the heart of future service design to ensure that young people influence decisions affecting their lives. We will ensure that our facilities are young people friendly, that services meet their needs and enable them to fulfil their potential

We agreed that I would establish and lead a joint Member and Officer working group to bring together different departments in the council to deliver for young people. The group launched a Youth New Deal that is in the spirit of the youth review – putting young people at the centre of the design of services for young people.

The attached report provides an update on our cross-departmental work with young people to deliver the New Deal. Linking Leisure, Education, Local Economy, Children’s Services closely together to deliver for our young people. I want to thank Cabinet and their teams who have positively contributed to this work, in particular Cllr Jason Ochere and his Local Economy team who worked to recession-proof job opportunities for young people. Thanks too to Cllr Akoto with her work on health and her commitment to prevent youth violence.

The Youth New Deal is now an excellent example of cross-council departmental working. There is now in place a new Youth Parliament. We opened up a free mental health drop in for children and young people during the first lockdown. We have organised a mental health outreach into schools where needed.

Our progress report also updates on the new digital platform, which will give real time information about education, training and employment opportunities.

We also have updates on the relaunch of the Positive Futures for Young People Fund and new opportunities for young people to be involved in the commissioning of youth services. We see great work on youth space including with young people on the Brandon Estate facilitated by urban creatives We Made That and Chocolate Films. Young people are taking back spaces that have for far too long been associated with youth violence.

We will now increase the cross council partnership to include representatives from the drug and alcohol prevention team.

Southwark is a youthful borough with a large diverse population of children and young people who make up 20 percent of the population. We have 50,000 children and young people between the ages of five and 19. But we also have the most deprived population of children and young people in London and we rank in the second highest quintile in England for deprivation.

This last year was marked by the global Covid-19 pandemic where young people have suffered disruption to their education, are twice as likely to have lost their jobs and are more likely to say that their mental health has suffered. So while we have much to build on we also have much to do.

I ask Cabinet to note the progress recorded in this report and to take the opportunity to reinforce our effort to ensure that no young person in Southwark is left behind.

RECOMMENDATION

1. That the Cabinet note the progress made in delivering the Youth New Deal, in summary:
 - a) The setting up of cross departmental governance for the Youth New Deal programme delivery
 - b) The launch of a new Youth Parliament made up of 43 young people and their priority areas for the year: Mental health, Knife Crime, Black Lives Matters and Disability Inclusion
 - c) Delivery of “Summer of Play” a summer programme of activities attended by over 380 children and young people
 - d) The launch of a new Positive Futures for Young People’s Fund
 - e) The appointment of a provider to develop a new Digital Hub
 - f) The completion of a youth review of facilities in the Brandon Estate
 - g) The progress made on developing a Sure Start for Teenagers service
 - h) The expansion of The Nest, a mental health support service for young people
 - i) The progress made on pathways into employment and enterprise for young people
 - j) The collaboration with the arts and creative sector in order to broaden the scope of activities and opportunities available to young people.
 - k) Work undertaken to look into the feasibility of a new, state of the art youth facility in Southwark.

BACKGROUND INFORMATION

2. The Youth New Deal aims to raise the profile of services for young people in Southwark so that no young person is left behind. It is the culmination of months of engagement with young people and puts young people's voices at the heart of service delivery.
3. The New Youth Deal was announced at the Council Assembly meeting in February 2021, when it was agreed to commit significant investment (£1m capital funding, alongside £500k revenue funding, including both one off funding and ongoing revenue support) to enable the delivery of innovative and exceptional services and opportunities for young people in Southwark.
4. The Youth New Deal is the council's response to rising challenges that young people face including unemployment, mental health issues, and crime – all of which have been exacerbated by Covid- with those under 25 in the UK over twice as likely to have lost their job due to the pandemic as those over 25s.
5. The Youth New Deal also recognises that young people have been hit with a growing mental health crisis, with one in four in the UK currently feeling 'unable to cope', according to the Prince's Trust. Hundreds of young people have accessed Southwark's new free mental health drop-in service for children and young people, The Nest, since it opened online in April and physically opened the doors in August 2020.
6. The Youth New Deal builds on last year's Youth Review and places young people at the heart of future service design to ensure that they can influence decisions affecting their lives. This includes ensuring that council's facilities are fit for purpose, of high quality and young people friendly and that services meet their needs and enable them to fulfil their potential.
7. This is a progress update report outlining the substantial work to implement the Youth New Deal that has taken place at pace in 2021.

KEY ISSUES FOR CONSIDERATION

8. The below is a summary of each of the Youth New Deal cross-departmental programme workstreams. It also reflects how corporate priorities such as Southwark Stands Together and the Climate Emergency have been built into its delivery.

Governance

9. In March 2021 the Deputy Leader & Cabinet lead Children, Young People established a member and officer group ('commission') to oversee the delivery of the Youth New Deal and make sure that its commitments to young people are moved on at pace. At the same time the Strategic Director

of Environment and Leisure established an officers' cross-departmental working group, to facilitate the necessary collaborative work required to make a success of this programme.

10. Both groups have been meeting regularly and have been key in ensuring joint working and a seamless corporate approach to deliver this agenda.

Youth Parliament

11. A new Youth Parliament was launched in September with the aim of giving young people influence on council decision-making and to work alongside council officers and elected members.
12. Officers from the youth service, communities and education teams worked closely to set up the new Southwark Youth Parliament, which replaced the previous Youth Council. This included liaison with the Southwark Association of Secondary Head Teachers (SASH).
13. A number of events for young people took place over summer and attracted over 80 young people who had a chance to learn about the Youth Parliament and the New Youth Deal, as well as hearing from inspirational speakers, including the Mother of The House of Commons RT Hon Harriet Harman QC MP. At these events, they further shared their views on the future of the council's youth service offer. These events were organised in partnership with the Southwark Young Advisors and promoted widely on social media.
14. Over the month of June young people in the borough aged 14 to 19 were invited and encouraged to submit their candidacies to represent their school or local area on the new youth Parliament. The nomination period closed with 81 eligible candidates which included applications from 18 secondary schools and academies, SILS, youth centres and local areas. This was an outstanding result building on the previous Youth Council schools coverage, which saw 11 schools represented.
15. Elections took place between 19 and 25 July with over 1,200 young people taking part in the voting. 53 candidates stood for the parliament, from which 45 young people were successfully elected. Induction and training took place over the month of August and the first Youth Parliament meeting took place on the 15 of September 2021.
16. The Youth Parliament will be the cornerstone of the Youth New Deal Implementation as well as ensuring that young people's voices are included in wider council policy and decision-making. The young parliamentarians now meet every other week supported by council officers and will be focusing on work to advance their chosen priority areas for the coming year: Black Lives Matter (BLM), Mental Health, Knife Crime and Disability Inclusion.

Summer of Play

17. Teams across the Environment and Leisure Department put on a variety of exciting activities and events as part of this year's 'Summer of Play' programme. It was vital that children and young people were given the opportunity to have fun and relax during the summer holidays, after what has been an especially stressful year for many, due to the COVID pandemic. A working group was set up with key 'Summer of Play' leads who met regularly to develop the offer. The working group included staff from the youth service, play service, libraries, culture, sports & physical activity, public health and the communications team.
18. Key highlights from the 'Summer of Play' programme included the 'Create and Play sessions' that took place in Southwark parks during August for children and young people aged 6 – 16 years old. Three organisations were commissioned by the culture team which resulted in over 260 participants. The sessions included screen-printing, painting on bags and t-shirts, weaving with exciting materials, experimental drawing, movement life drawing with dancers and musicians, clay modelling, mural painting, and gardening and plant-based workshops.
19. Another highlight was the Summer of Food and Fun scheme which the Sport and Physical Activity Team helped to deliver. The aim was to help local families who were in need of additional support to get free, healthy food and enjoy a wide variety of fun sport and physical activities. 11 sports were offered ranging from horse riding and paddle boarding to inclusive yoga and skateboarding. In total over 120 young people took part with 319 attendances recorded over the four weeks. They received really positive feedback from the providers and some are now seeing young people attend regular sessions at those clubs.
20. The 'Summer of Play' activities were uploaded onto Southwark Presents under a new 'Summer of Play' category. This promotion resulted in over 16,600 clicks; marketing colleagues confirmed that this is by far the highest web traffic they've seen on Southwark Presents webpages apart from Southwark's fireworks night event. The Summer of Play working group will mobilise again ahead of Easter 2022; following that the group will work together in the build-up to summer 2022.

Positive Future for Young People Fund and Young People's Fund

21. The previous Youth and Play grants scheme and Positive Future Fund have been merged under the Positive Future for Young People Fund (PFYPF). This ensures that there is a streamlined grants programme, which has been shaped by young people, and will deliver activities for young people in Southwark.
22. The PFYPF programme consists of £1,085,994 to commission activities for young people for the period 2022/23 and 2023/24

23. Fundamental to the new commission was ensuring that young people helped shape the programme content, so that programmes will be delivered that reflect young people's key interests. Over 400 young people were consulted with, and their feedback was used to establish the priority activities criteria for the grant programme.
24. Over 100 applications were received from potential programme providers, resulting in 23 organisations being shortlisted and 21 receiving grant funding to deliver an exciting and wide ranging offer of activities. Young people formed part of the grants panel selected the successful providers – and the process included a Dragons' Den, where potential providers had to pitch their programmes and ideas to the panel, which included young people. The new activities and services will go live in April 2022.
25. Officers are also currently working on setting up a £60,000 Young People's Fund (over 2 years), to give young people the opportunity to apply for funding and enable them to access certain activities, where barriers such as affordability and accessibility are an issue. This fund will launch in April 2022.

Development of digital information hub

26. Officers have been working on developing a new Youth Services Digital Hub which will be easily accessible and ensure the rapid provision of comprehensive, up to date and relevant information about activities and services for young people and their families.
27. The new Digital Hub will create clearer pathways for young people to access information around careers advice, emotional wellbeing and personal development.
28. A tendering exercise for the IT portal/web development works took place over the summer, with a supplier appointed in October. Work is now underway involving young people, to create a flexible, user-friendly, interactive and future-proof portal. The Digital Hub will respond to the feedback that young people, their parents and carers, and external organisations gave during the youth review.
29. Officers are working with colleagues in other departments, e.g. economy, IT, inclusion and advice service etc. to develop a streamlined solution that meets young people's needs.

The Nest: Mental health and wellbeing support for young people in schools

30. The Nest, funded by Southwark Council and delivered by charity Groundwork London, is one of the key components of the council's commitment that 100 per cent of children and young people in Southwark have access to emotional wellbeing and mental health support.

31. Under the Youth New Deal, the council approved £200,000 to take the service directly into schools to help ensure young people's mental health and wellbeing needs are met, especially in light of the extra challenges caused by the pandemic. The funding is for a 12 month period. Whilst the funding is time-limited, the service is aiming to evidence ongoing tangible benefits beyond this time.
32. The Nest has recruited a dedicated staffing team to deliver the support into schools with a focus on awareness raising, transitions and working with children who are at risk of or have been excluded.
33. The service is for free support packages that are bespoke for primary and secondary schools in Southwark, focusing on attending assemblies, workshops for students, and staff training. The Nest also offers a booth during parents' and open evenings to chat to parents, guardians and other caregivers about any concerns they have and what The Nest can do to help their young person.
34. During September 2021 the service shared session plans with schools to promote the support packages, generate interest and book in sessions. On 4 October 2021 the service commenced delivery of support. By 19 October 2021, thirteen schools had expressed an interest in the programme, made up of six primary and seven secondary schools.
35. It is believed that the uptake at this stage is due to the impact of the summer holidays and the focus from schools on the new student intake in September 2021. Additionally, pre-pandemic, schools have been supporting the mental wellbeing of pupils, students and staff with a share of the council's ring-fenced £2 million investment.
36. The Nest will utilise the feedback from schools who have had sessions to encourage more schools to take advantage of the support offer. Officers will support the Nest to promote the offer through means including e-newsletters to, and partnership meetings with, schools.
37. Apart from the workshops, described below, the support packages includes pop up stands at a parents' evening and 1-2-1 assessments with year 7s to support them with their transition to secondary school.
38. During October The Nest delivered 14 workshops with an anticipated reach of 387 children. Workshop topics have included 'Mental Health 101' with Year 12s, 'Stress Management' with Year 11s and 'Combatting Mental Health Stigma' with Year 10s.
39. Officers continue to work with schools to promote this free service and encourage more to sign up to the programme. Groundwork London are providing performance data to the council about the support undertaken and the outcomes it has achieved.

Sure Start for Teenagers

40. The Sure Start programme developed as a Universal Service Offer and flagship Labour policy in 1998. The area-based programme targeted delivery of services and support to young children and their families in the 20% poorest wards in England. Intended to break the cycle of intergenerational poverty, school failure and social exclusion by enhancing the life chances for children growing up in disadvantaged neighbourhoods.
41. The Core Purpose of the Sure Start Programme was to promote:
 - Child development and school readiness;
 - Parenting aspirations and parenting skills; and
 - Child and family health and life chances.
42. Officers have been undertaking a needs analysis to inform the development of new provision for adolescents and those who parent and care for them, which mirrors the original core purpose of the Sure Start programme.
43. Data Analysis has been undertaken to review population level concerns affecting the health, development and wellbeing of adolescents in Southwark, focusing on those in areas of most deprivation. Using Public Health, ONS, and multi-agency data sources from Social Care, Police, Youth Offending Services and NHS.
44. The needs analysis highlights that adolescents are more likely to live in areas of deprivation than all other age groups in the Borough. A number of further key issues have been highlighted in the needs analysis which will form key areas of focus for the new provision:
45. Sexual health remains a significant issue for adolescents in Southwark with the rate of diagnosis of a Chlamydia infection being significantly higher for young people in Southwark than the national average. For all other STI diagnoses excluding chlamydia in under 25s, Southwark is the 4th highest Borough in London and significantly higher than the national averages. This has been a consistent upward trend over the last decade with rates rising by roughly 40%. It is important to note however that screening and testing rates for sexually transmitted infections are significantly higher in Southwark than nationally.
46. Issues relating to healthy weight management is an outlier in Southwark. Over 25% of the Year 6 school population is identified as obese or severely obese. This equates to over 650 children. Roughly 1,000 or 41.5% of all children in Year 6 were recorded as overweight in 2019. Approximately 7% or 160 children were identified as severely obese.
47. Whilst Southwark's Young People continue to outperform comparators in almost all educational outcomes, there is an increasing inequality gap

between disadvantaged pupils and their own Southwark Peers for Level 2 qualifications. However, this gap is significantly smaller than national. The inequality gap is mirrored for Level 3 qualifications at age 19, though has seen some narrowing in the last two years. Despite the positive overall educational outcomes for Southwark young people across cohorts, there remains a significant equality gap for Looked After Children, children who have been identified as in need of Help & Protection and those with a Statement of SEND or an Education, Health and Care Plan.

48. Social Care data show's a direct correlation between levels of deprivation and the likelihood of children being subject to statutory intervention and support; for example 67% of all Referrals to Children's Services in the last 12 months related to children living in the bottom 30% of deprived areas. Rising to 82% for the bottom 40%. 69% of children protection plans started from 1st January 2020 – October 2020 were for children living in the bottom 30% of deprived areas. Rising to 87% for the bottom 40%.
49. Officers are now undertaking a Borough wide consultation exercise to further inform the needs analysis with the voice and lived experience of our adolescents and their parents and carers, which will inform the detailed design of the new provision.

Youth led review of facilities – Brandon Estate

50. The Youth Service commissioned the organisation 'We Made That' to develop a youth led review of facilities and public spaces on the Brandon Estate. An audit led by 15 young people over four consecutive workshops took place in May. These culminated in a film screening and Q&A on 24th July at Brandon Youth Centre.
51. One key finding from the review was that young people want, and need, to be part of the decision-making process and involved in the design of the youth offer in the borough. Another related finding is the need for appropriate "young people friendly" spaces. Young people told us that they want to have ownership of, and feel safe in different spaces around the borough. As a result, one of the specific recommendations from the review is to, 'Deliver a young people led review of facilities on the Brandon Estate.'
52. An innovative process to engage young people took place which included the production of a short film made by young people. A report with recommendations and a toolkit has now been produced and shared with relevant officers across the council.
53. Out of a total of 41 recommendations, 30 fell directly on council land (11 fall to private land and Lambeth). Of those, 22 recommendations have been implemented or are in the process of being implemented. The rest are being looked at with wider community stakeholders.

Pathways into employment and enterprise for young people

54. The covid-19 Pandemic has had profound and long lasting changes on Southwark's local economy. Young people, ethnic minorities, and those living in poverty have been particularly affected.
55. In response to these challenges, we have developed an economic renewal plan with immediate, short, medium and long-term priorities, set around four key themes of employment & skills; business; high streets and town centres, and wellbeing.
56. A Focus on Young People is at the heart of the council's economic renewal plan. We will focus our efforts on supporting young people to navigate the challenges of the post pandemic labour market, through access to information and guidance, education, training and employment support.
57. The pathways into employment and enterprise for young people work stream embeds the work of the economic renewal plan into the Youth New Deal and seeks to create clear pathways for young people to access good quality internships, apprenticeships and job opportunities available locally. It also includes development opportunities to support young entrepreneurs who may wish to start their own business.

Supporting young people into employment

58. The most significant contributor to delivering employment support is Southwark Works, which has in place a network of specialist providers who provide tailored employment support to Southwark residents. Specialist support is available for clients with a range of complex barriers including vulnerable young people including care leavers, people with mental and physical health issues, and those in contact with the criminal justice system.
59. Building on learning from its 15 years of successfully supporting many thousands of Southwark residents into employment, Southwark Works has a greater focus on support for vulnerable young people, even more effective employer engagement via sector specific provision, pre-apprenticeship support and in-work progression. The service operates through extensive outreach and engagement, and has a base at the hub office on the Walworth Road.
60. A review of Southwark Works has just been completed. The findings of the review will help ensure that the Southwark Works offer continues to meet the needs of Southwark residents in what are now hugely challenging labour market conditions.
61. A significant focus of the review has been responding to the findings of the Southwark Stands Together listening events. Southwark Works has had huge successes in engaging and supporting residents from Black,

Asian and minority ethnic communities, with over 80% of clients engaged and supported into work from these groups.

Apprenticeships and internships

62. There remains a huge council-wide focus on supporting young people into quality apprenticeships and paid internships. The COVID-19 pandemic has had a significant impact on the apprenticeship landscape. The initial onset of the crisis resulted in 44% of apprentices being either furloughed or made redundant by May 2020. Nationally, apprenticeship starts over the course of 2019/20 were down by 12% on the previous year. While the fall in starts slowed in 2020/21, there was a still a further decrease of 7%. Although the easing of restrictions and initial signs of economic recovery present more opportunities for apprenticeship creation, the pandemic has created a very challenging apprenticeship landscape with many employers continuing to experience uncertainty about the future of their business.
63. Young people from disadvantaged backgrounds are typically found in lower-level apprenticeships in the hospitality, leisure and retail sectors and employed by SMEs. As the crisis has had a greater impact on businesses in these areas, the negative impacts have disproportionately affected this group of people.
64. In response to these challenges, work was started to commission a pre-apprenticeship support offer as part of the Southwark Works network to help young people access better quality apprenticeships. The new offer will focus on providing inspirational and aspirational careers advice and guidance, which takes into account the needs of the developing sectors in the borough. It will ensure young people are equipped to meet apprenticeship entry requirements whilst providing personalised and intensive support through the application and interview process. The provider will also work closely with employers to ensure their support offer is promoted to prospective apprentices and that placements are of a high quality and are well supported, in line with the Southwark Apprenticeship Standard.

Youth Opportunities Campaign

65. In response to the impact of the pandemic on young people in particular, the Youth Opportunities Campaign directs young residents to the wealth of local provision that can help them in their journey to work, training, learning or volunteering. The campaign consists of a signposting webpage and a regular e-newsletter publicising opportunities to a mailing list of over 1700 subscribers. As the pandemic continues to ease and businesses are in a position to think about future recruitment, the campaign will look at ways to ensure our young people are considered for emerging opportunities.

Southwark Pioneers Fund

66. The £2m flagship Southwark Pioneers Fund will provide business and investment support to young entrepreneurs looking to start their own business. Currently under development and planned to launch in Q4 2020/21, the SPF will take into account the emerging and fundamental changes to the local economy through events such as Covid-19, Brexit and the Black Lives movement, and reflect the priorities of the council, including young people as part of the Youth New Deal.
67. Priorities for support under the Southwark Pioneers Fund will include start-up support, support for growing enterprise, support for green businesses and support for social and community enterprises.

Collaboration with the arts and creative sector

68. Collaboration with the arts and creative sector in our borough is taking place in order to broaden the scope of activities and opportunities available to young people. Officers have continued to build and enhance partnerships with arts organisations so that they can be part of the borough's work to inspire young people and give them positive pathways – including work experience opportunities, internships, and careers guidance. The following paragraphs summarise progress made in this area.
69. Small and large arts organisations are now brought together regularly via the Cabinet Member for Equalities, Neighbourhoods & Leisure quarterly Culture Roundtable meetings, which in September had a focus on Youth. This meeting highlighted examples of current work with presentations from young people working with Theatre Peckham and Boundless Theatre.
70. Mountview and South London Gallery are currently developing a new Cultural Education Partnership from which young people will benefit.
71. Active conversations and collaborations with the Globe have included supporting the appearance of The Walk in Southwark – a large-scale puppet highlighting the story of refugees – and a free touring production from the Globe in St Giles' Courtyard.
72. A Culture & Events officer now has dedicated responsibility for youth services liaison and regularly attends the cross-council Employment Opportunities Pathways working group to facilitate join-up with culture and events services. They also share information on culture offers for young people with school team and youth services team for circulation to networks. All culture providers are encouraged to promote their activities for free via Southwark Presents 'what's on' web pages.
73. Participation activity already delivered by all five organisations funded

through the Culture Grants programme (Theatre Peckham, London Bubble, South London Gallery, Southwark Park Galleries and Blue Elephant Theatre) saw 10,612 young people engaged throughout 2020-21 and 7,631 in Q1 2021-22. In addition a PeckhamPreneur Youth Takeover Wellbeing event is being funded through the Cultural Celebrations Fund grants due to take place in March 2022.

74. Officers expect increasing youth participation activity to result from the Service Level Agreements (SLAs) being developed with Mountview Theatre and Drama School, the Old Vic Theatre and the Central School of Ballet. These SLAs are a result of the council's supportive or enabling role in securing new cultural infrastructure in the borough and are likely to include:
- Provision of weekend, after-school and holiday creative learning activities to local young people pathways into employment in the creative sector
 - A dedicated education studio to transform the opportunities and creative experience on offer to young people and the local community
 - Creative industries employability projects
 - Touring a theme-based immersive popup play to local schools with accompanying workshops
 - Dance Academy workshops for young people aged 4 – 21, discounted tickets to family friendly performances
 - Six month theatre making project for 18 – 25-year olds
 - Schools Club for 14 – 18 year olds offering workshops, backstage tours and free theatre tickets
 - Free tickets offered to local young people
 - Open access to Juniors and Associates dance classes
 - Engagement with local primary schools.

New state of the art youth facility in Southwark

75. Officers are also undertaking work to determine the feasibility of a new state of the art youth facility in Southwark. After feasibility has been confirmed, consultation with key stakeholders, and in particular young people, will commence in earnest, before progressing to development and delivery.

Policy framework implications

76. This work is directly linked to the Borough Plan 2021/2022 commitment to *“Invest in young people in Southwark, ensuring our youth services meet their needs and giving them a stronger voice in decisions which affect them.”*
77. The targets to deliver this commitment are as follows:
- Develop and deliver the appropriate governance structure and take

- forward the recommendations of the Youth Services review
 - Ensure that every young person, carer and professional in the borough has access to up to date and comprehensive information about what is available for young people
 - Ensure young people are central to shaping their provision in the future.
78. The Youth New Deal also links to the ‘Southwark Together’ commitment which promises to *‘Commit to root out inequalities by implementing the recommendations from the Southwark Stands Together work against racial inequalities and injustice.’* The youth service is working closely with the Southwark Stands Together programme on work streams for young people.
79. The council value to *‘spend money as if it were from our own pocket’* is being adhered to while delivering the Youth New Deal.
80. The Youth New deal supports a number of other key strategies, and reviews, across the council:
- Cultural Strategy 2017 – 2022
 - Extended Learning Review on Community Harm and Exploitation
 - Health and Wellbeing strategy currently being refreshed
 - Healthy Weight Strategy 2016-2021
 - Libraries and Heritage Strategy 2019-2022
 - Special Educational Needs and Disability (SEND) Education provision Strategy 2018 - 2021
 - Southwark Skills Partnership Delivery Plan 2019-2022
 - Sport and Physical Activity Strategy - Active Southwark 2019 – 2023
 - Refreshed Volunteering Strategy 2021 – 2024
 - Youth Justice Plan 2021 - 2022.

Community, equalities (including socio-economic) and health impacts

Community impact statement

81. The updates provided in this report are based on recommendations built on engagement with a wide range of individuals across the community. Young people, parents and carers and our partners who deliver youth work in the borough were involved throughout last year’s youth review; over 550 people participated in some way in the process of developing the Youth Review and Youth New Deal.
82. The Youth New Deal is also the council’s response to rising challenges that young people face including unemployment, mental health issues, and crime – all of which have been exacerbated by Covid- with those under 25 in the UK over twice as likely to have lost their job due to the pandemic as those over 25s.

Equalities (including socio-economic) impact statement

83. The Public Sector Equality Duty requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. The Youth New Deal work includes significant engagement with young people, families and stakeholders. In addition, it builds on extensive consultation which was undertaken in 2020 as part of the Youth Review.
84. This was specifically designed to be inclusive and accessible to all by providing a range of opportunities to engage. Information on protected characteristics was also gathered as part of this.
85. The Youth Review, which the Youth New Deal is built on, was subject to an Equalities and Health Analysis which engaged with young men and women from a wide range of backgrounds, ages, and faiths.
86. We have continued to ensure that the voices of a diverse spectrum of young people are at the heart of delivery and implementation on this work, examples of this are ongoing engagement with young people in delivering and shaping workstreams such as the Youth Parliament, Digital Hub, Sure Start for Teenagers, Brandon Facilities Youth Audit, etc. so that we understand their needs and that the youth offer continues to be relevant and inclusive.
87. The organisations that will be supported under our grant programme will be required to provide monitoring information that demonstrates their commitment to inclusion. In particular, all organisations will be required to provide information on the ethnicity and gender of their participants and staff and demonstrate that they are inclusive and diverse.
88. In summary, the process of engagement as described in this report has been conducted with due regard to the various protected characteristics under the Equality Act 2020 as set out in the Equalities and Health Analysis. There will continue to be due regard to the impact on those with protected characteristics in the ongoing development of the strategy.

Health impact statement

89. One of the main driving forces behind the Youth New Deal programme is to address health inequalities experienced by young people, particularly around mental health.
90. The workstreams referred to in this report afford young people opportunities to become active members of their community, shape council services, feel heard and valued, which is highly beneficial for mental health and plays a key role in wellbeing. Activities such as the

Youth Parliament, Commissioned Activities for Young People, Employment and Training opportunities lead to higher levels of happiness, boost self-confidence and self-esteem and help connect with others.

91. The expansion of The Nest - a free, universal access and confidential mental wellbeing advice and support for young people - is ensuring that young people and families have the opportunities, experiences, and tools to enable them to develop their physical, emotional and social wellbeing. This is particularly important in Southwark, which has higher than average young population suffering with mental health issues and social isolation, particularly following the effects of the pandemic and successive lock downs.

Climate change implications

92. The delivery of services referred to in this report has the potential, like most other service delivery activity, for carbon emissions (i.e. lighting, heating, transport, etc.).
93. In house services are already contributing to the wider council Climate Strategy including any relevant energy efficiency improvements to youth centres and reporting corporately on their contributions to its delivery.
94. In relation to commissioned services officers will encourage successful applicants to develop and implement sustainability policies that align with the council's climate emergency priorities, as outlined in the council's Climate Strategy.

Resource implications

95. The above has been delivered within allocated existing resources.

Legal implications

96. See below supplementary advice from Director of Law and Democracy

Financial implications

97. There are no immediate financial implications due to the implementation of the recommendations of this report.
98. This is just a progress report on the implementation of the youth new deal.

Consultation

99. As noted in paragraphs 83 to 88 significant consultation and engagement work has taken place with young people, parents and carers and youth providers as part of the youth review.
100. In March and July 2021, the Deputy Leader and Cabinet Member for

Children, Young People and Education and the Head of Culture respectively attended the Education and Local Economy Scrutiny Commission to provide updates and answer questions and take feedback in respect of the refreshed plans for Youth Provision in Southwark.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

101. Cabinet is asked to note progress made in implementing the Youth New Deal programme. As this is a progress report, there are no immediate legal implications arising from the report's recommendations.
102. The aims and intentions of the programme are consistent with the council's statutory duties in relation to making provision for young people's physical and mental health, and access to education and employment opportunities. It is consistent with the council's duty prescribed by the Equality Act 2010 and the report provides details of how the Public Sector Equality Duty under that Act has been complied with in practice. Insert text

Strategic Director of Finance and Governance (EL21/086)

103. This report is requesting cabinet to note the progress made in delivering the Youth New Deal, as reflected paragraph 1 in the report.
104. The Strategic Director of Finance and Governance notes that there are no immediate financial implications arising from this report.
105. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Title of document Strategic Review of Youth Services 2020	Title of department Leisure Directorate	Eva Gomez Head of Culture 07932379590
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s92368/Report%20Youth%20Service%20Review.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali - Deputy Leader and Cabinet Member for Children, Young People and Education	
Lead Officer	Toni Ainge, Director of Leisure	
Report Author	Eva Gomez, Head of Culture	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Item No. 26.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Response to the health and social care scrutiny commission - mental health inequalities of Black, Asian and Minority Ethnic children and young people	
Ward(s) or groups affected:		Electoral ward(s); ALL	
Cabinet Member:		Councillor Evelyn Akoto, Health and Wellbeing	

FOREWORD - COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING

Over the last 21 months as the pandemic has evolved, it has become increasingly evident that the impacts of Covid19 have not been felt equally across society, including in the area of mental health.

Prior to the pandemic we were already acutely aware of the mental health inequalities affecting people from Black, Asian and Minority Ethnic groups, and unfortunately these inequalities have now widened yet further.

Moreover, research shows that the pandemic has had a greater negative impact on the mental health of children and young people from Black, Asian and Minority Ethnic backgrounds than their white peers.

I therefore welcome the comprehensive range of recommendations from the health and social care scrutiny commission and the opportunity that this has presented for us to examine gaps in our current provision.

This report documents our response to the following broad areas of Scrutiny recommendations: Youth and Play spaces, police and criminal justice system, vaccine take up and equity of access, facilitating the wider system to be proactively anti-racist, ensuring therapies are culturally appropriate and geographically accessible, providers developing new prevention and early help approaches, Mental Health First Aiders, diversity of the Health & Wellbeing Board, development of a network of Black, Asian, Minority Ethnic young people to inform decision making and adoption of a Race Equality Framework.

RECOMMENDATIONS

1. That the response to the health and social care scrutiny commission - mental health inequalities of Black, Asian and Minority Ethnic children and young people, be noted.
2. That delivery of the recommendations be linked to priorities within the

Southwark Joint Health and Wellbeing Strategy, which is currently being refreshed.

3. That progress against the recommendations be presented at a future Cabinet meeting in 6 months.

BACKGROUND INFORMATION

4. The health and social care scrutiny commission report - mental health inequalities of Black, Asian and Minority Ethnic children and young people, was discussed at the Cabinet meeting in September 2021 (agenda item 22).
5. Eleven recommendations were made. This report sets out a response to each recommendation and details whether, when and how the recommendations will be taken forward.

KEY ISSUES FOR CONSIDERATION

Recommendation One

The provision of physical and online Youth and Play spaces for young people ought to be prioritised, in recognition of the importance of the social support from adult and peers that young people are able to access in social spaces. Keeping these places open as safely as possible during any future lockdowns ought to be a key objective. The Youth New Deal ought to keep these outcomes in mind when commissioning.

6. All three council run youth clubs re-opened their doors as soon as government guidance allowed in April 2021 with detached sessions at Kingswood Estate continuing. The service has been operating full opening hours since (with Covid safety risk assessments and controls in place). During lockdowns the service moved to online delivery, outdoor football sessions and detached work on Brandon and Kingswood. The online sessions were a mixture of workshops, activities and competitions which included quizzes and games, fitness sessions, arts and crafts, stop & search talks, bullying, dance and football discussions.
7. The play service partially re-opened in May 2021 with safe outdoor only sessions with restricted numbers to facilitate social distancing. Initially extra staff members were on duty at each site to ensure that all COVID safe procedures were being carried out safely. Since then limited numbers have been permitted to also enjoy indoor play activities. Officers are currently looking to enable more young people to safely take part in the indoor activities so they can continue to enjoy the service during the winter months.
8. In addition the council delivered a variety of activities and events as part of the 'Summer of Play' programme which recognised that children and

young people needed the opportunity to have fun and relax, after what has been an especially stressful year for many. This was a cross departmental collaborative project with key highlights including innovative arts, craft and creative workshops, gardening and plant-based workshops, sports ranging from horse riding and paddle boarding to inclusive yoga and skateboarding. The Summer of Play working group will mobilise ahead of Easter 2022; following that the group will work together in the build up to summer 2022.

9. The Positive Future for Young People Fund (PFYPF) is the council's youth service grants programme for organisations to deliver activities for young people. The PFYPF programme consists of £1,085,994 over two years. Feedback from consultation with almost 400 young people has shaped the grants activities criteria. Young people were also included in the grant allocation process. All these activities and services will go live in April 2022 and officers will ensure that the conditions of grants will include requirements that the providers are able to mobilise their programmes to online format if any new lockdowns come into force.
10. In addition officers have been working on developing a new Youth Services Digital Hub which will be easily accessible and ensure the rapid provision of comprehensive, up to date and relevant information about activities and services for young people and their families. The new Digital Hub will create clearer pathways for young people to access information around careers advice, emotional wellbeing and personal development. A specialist supplier has been appointed and work is now underway to create the portal.

Recommendation Two – The police and criminal justice system must develop a clear plan to combat stigmatisation of communities during the Covid-19 crisis.

11. The Southwark Stands Together (SST) programme includes a borough plan commitment for the council to 'work with the police and our Black, Asian and Minority Ethnic communities to strengthen trust in policing'. The SST annual report, presented at the Cabinet meeting of 13 July 2021, provided a substantive update in relation to a comprehensive plan of activities under this workstream. Activities include the delivery of cultural awareness sessions to existing and new police officers, the creation of pilot Police Encounter Panels to enhance scrutiny of police stop and search in the borough through providing an opportunity for young people with lived experience to support improvements in future experiences of stop and search arrangements, and the establishment of a Youth Independent Advisory Group (YIAG) who, to date, have facilitated joint events with the police to tackle issues such as stop search and the impact this has had on young people in the borough. Workstream interventions continue to be delivered and are supporting the reduction of stigmatisation of communities in the borough.

Recommendation Three - The council and NHS closely track vaccine take up across cohorts with lowest take up and highest risk, including Black, Asian and Minority Ethnic Communities and people with lower social economic status, and take effective action to increase take-up.

This ought to include addressing the linguistic, cultural and digital barriers to accessing information. The council and NHS should work with all relevant bodies, including faith and community groups, to identify effective channels to disseminate information and provide support.

12. The council closely tracks uptake across all risk groups, ethnicities and geography and we use this intelligence to inform who and where to target outreach and pop-ups, provision of clinics and projects and programmes that aim to improve uptake.
13. The council are addressing the digital barrier to vaccine communications by using non-digital channels. These include: comprehensive vaccine information in Southwark Life magazine (delivered to every home in the borough), joining London-wide billboard advertising campaigns, door-to-door letters to promote local vaccine pop-up clinics, sharing key messages with Covid ambassadors to share in their communities and more widely.
14. The council are addressing cultural and linguistic barriers by translating materials for particular languages as required and sharing nationally-available translated materials as required. We are also using community leaders to help disseminate key messages (i.e. faith leaders), and the council has also run focus groups with community leaders from the Black and Asian Minority Ethnic communities.
15. The council is working with local NHS organisations, Community Southwark, the voluntary sector, businesses, faith leaders, community groups to disseminate key messages and identify the best channels to communicate.

Recommendation Four - The commission recommends that the Council reiterate that the COVID-19 vaccines are offered to everyone in the UK, and reassures that this includes undocumented migrants, free of charge and safe from police or immigration. This includes people who have overstayed their visas, and those on short-term visas who have failed to leave or those who have arrived into the UK without visa.

To ensure everyone can access the COVID-19 vaccination no matter what their immigration status, the Council should work with local charities, local institutions and doctors to set up pop-up clinics in the community to ensure ease of access to the vaccine and offer advice in a number of languages.

The commission recognises that the Cabinet is making efforts to implement the stated above with the example of the walk-in vaccines at Millwall Football Club with no identification needed. To make this effective there must be greater outreach to the undocumented community whilst also sound reassurance that no details or identity will be passed on to either the police or immigration bodies to create a safe space for those who wish to attend.

16. The council has consistently communicated that to get a vaccine you don't need proof of address, NHS number or immigration status in order to get a vaccine and we will continue to do so.
17. The council has worked with the NHS to create a number of pop-up vaccine clinics which were advertised locally, alongside larger and permanent vaccine clinics at Guys and St Thomas and other locations in the borough.
18. The council and NHS are working to ensure the COVID vaccination is offered to people arriving into Initial Accommodation Centres and Bridging Hotels.

Recommendation Five – The council and NHS ought to develop a joint plan to reverse the trend of overrepresentation of Black, and Minority Ethnic people in crisis, forensic care and the criminal justice system through preventative work, a focus on race equality and by facilitating better access to mental health care in the community.

19. The new Joint Mental Health and Wellbeing Strategy 2021-24 references the health inequalities faced by Black, Asian and Minority Ethnic people and a need for a review of how local health and care organisations treat them to enable more effective services that are responsive to their needs, and the need for the system to be proactively anti-racist. There are 16 work streams for the 2021-24 Strategy and this recommendation aligns with a number of them. The recommendation will now be referred for consideration as part of the Joint Mental Health and Wellbeing Strategy 2021-24 work programmes.

Recommendation Six –The Children & Young People's Emotional Wellbeing and Mental Health Joint Working Group:

- **Expand stakeholders and the collection of data on different Black, Asian and Minority Ethnic groups' usage of mental health services to the work that Southwark and the NHS funds in schools. As well as young offending, forensic and crisis care, in order to enable specific research and actions to address overrepresentation in forensic and crisis care and underrepresentation in community based and CAMHS mental health service provision.**

- **Encourage service providers to conduct engagement with Black, Asian and Minority Ethnic communities to ensure therapies are culturally appropriate and geographically accessible, and provide better and more equitable access to talking therapies according to local need and local demographics.**
20. As presented to the Commission, the Emotional wellbeing and mental health working group established an Equalities Task and Finish Group to carry out an audit across providers in Southwark (Kooth, GroundWork, SLAM and Council in-house clinical team).
21. Since the presentation, the work of the group has led to contract reporting being benchmarked against ethnicity population data for Children's Social Care and School Age Population data for Groundwork London (The Nest) and SLAM. SLAMs comparison includes the Youth Offending Services, Adolescent CAMHS, under 5's, Children Looked After (Carelink) and crisis care (i.e. A+E attendances and follow up support). Tracking of the data informs the actions taken by the working group to improve equity of access.
22. The audit found a range of provider lead activity was underway including but not limited to:
- Patient and Carer Race Equality Framework is being implemented (SLAM)
 - Equality & Diversity training is mandatory for all staff
 - Diversity champions are being identified from within the workforce
 - Access to interpreters is generally good
 - Specific staffing placement programmes to encourage applicants from Black, Asian and Minority Ethnic groups are being introduced
23. Through Partnership Southwark providers are sharing the feedback that they receive from all communities and specifically feedback from Black, Asian and Minority Ethnic communities to inform practice and commissioning. Examples include the following:
- SLAM have carried out [South London Listens](#) with Citizen UK
 - The Nest have 21 service users involved in improving service delivery in its first year
 - SaferLondon (Child Sexual Abuse emotional support service) have secured additional funding from MOPAC to improve the quality of support for children and young people from Black and other minority communities
 - PACT continue to use a co-production approach to continually improve service design

Recommendation Seven -The commission is keen to see the work by SLAM develop and to deliver on the outcome of increasing uptake of CAMHS services and improvement in meeting the unmet mental

health needs of Black, Asian and Minority Ethnic young people. The commission would like to see a particular focus on the last approach; CAMHS working with partners, including Black, Asian and Minority Ethnic community groups (including Latin American and European immigrant communities) to develop new ways of working in prevention and early help approaches across our communities. A report back on progress is requested in 6 months' time.

24. One of the key developments has been the creation of an approach for the first introduction of the national Mental Health Support Teams in Southwark schools which transfers the connection from via referral to the proactive reach directly into and with selected schools. In addition to Harold point on the work MHST will be doing to make access to mental health support from school easier, Southwark CAMHS is also engaged in implementing the Patient and Carer Race Equality Framework (PCREF). This work aims to develop organisational competencies and Southwark is focusing on co-learning and developing opportunities to learn more about different cultures and experiences Black, Asian and Minority Ethnic communities share in regards to mental health.
25. Southwark CAMHS is actively advertising all recruitment vacancies via the Black and Asian therapy network to attract a more representative field of applicants.
26. The service has continued the work they had started with partners on a Race and Culture Positive Practice audit and review the action plan on a monthly basis.

Recommendation Eight - The commission would urge the NHS CCG to ensure that the Mental Health First Aiders (MHFA) are diverse, that there is monitoring of the demographics of the young people they work with to ensure equal access that Mental Health nurses have an understanding of racism, and the role includes addressing the wider social issues that many young people are facing.

27. Through an expert-led CPD and training offer for schools, more than 300 Mental Health First Aiders from a diversity of backgrounds in over 90 schools across Southwark have been trained. Due to the ad hoc nature of MHFA contacts, client data is not captured. However, the MHFA training focuses on equality and culturally competent practice.

Recommendation Nine - The Health and Wellbeing Board monitor the diversity of its members and take action to address any lack of diversity

28. Health and Wellbeing Boards are a statutory forum where political, clinical, professional and community leaders from across the care and health system come together to improve the health and wellbeing of their local population and reduce health inequalities.

29. The Southwark Health and Wellbeing Board is currently undergoing a review of its Terms of Reference alongside a series of development sessions for Board members.
30. This recommendation will now be implemented as part of this review in the New Year.

Recommendation Ten - A network of Black, Asian, Minority Ethnic young people, and community groups are developed to inform the work of the Children & Young People's Emotional Wellbeing and Mental Health Joint Working Group / Health and Wellbeing Board. This ought to be diverse and include Latin American, Eastern European, mixed heritage and other minority groups, paying particular attention to communities with poorer mental health outcomes and experiencing socio- economic disadvantage.

31. Southwark will launch an equalities stakeholder reference group, inclusive of VCS providers who have direct and specialist experience of working with groups at increased risk of poor mental health and seldom heard groups. The role of the group will be to inform the delivery of the local action plan.
32. This will build on grass root community programmes such as Parents and Communities Together (PACT) which has been running co-produced, community-based groups for English and Spanish-speaking mums in the London Borough of Southwark. MumSpace and Espacio Mama Mothers going to MumSpace and Espacio Mama reported an overall improvement in their mental health and their child's development. The improvement in Spanish-speaking mothers' anxiety levels were found to be statistically significant. English-speaking mums also showed an increase in their parenting and social capital/integration scores. The Book sharing intervention led to significant improvements in children's language development.

Recommendation Eleven - Adopt a Race Equality Framework in the delivery of Southwark 100% universal reach target. This calls for a broader piece of work, with Black, Asian and a broad range of Minority Ethnic communities, to address the causes of mental ill health

33. A Strategy Board is being established as the body tasked with the strategic management of the Southwark Stands Together Programme and the Equality Framework within Southward Council. It will oversee the delivery of these equality programmes as well as monitoring progress and reporting performance to Members on a regular basis. It will ensure that equality and diversity principles are fully embedded in everything that the Council does and work towards ensuring the Council truly reflects the diversity of the borough community in its staff and it's service delivery meets the needs of all service users inclusively.

34. The Strategy Board is responsible for supporting the Council and the Members to fulfil their Equality obligations, and in particular race equality obligations, under the equality legislation. As the Strategy Board will be overseeing both the SST and Equality Framework, it will ensure that focus is not lost on either of these programmes.

Policy framework implications

35. Southwark's Borough Plan 2020 - 2022 provides the Council's response to COVID-19 and presents commitments towards the following areas:
- i. Keeping Southwark safe during COVID-19
 - ii. Tackling health inequalities
 - iii. Southwark Together
 - iv. A great start in life
 - v. Tackling the Climate emergency
 - vi. Thriving neighbourhoods
 - vii. A green and inclusive economy
 - viii. Homes for all
36. The proposed and current actions in response to the recommendations outlined in this report are in keeping with the commitments in the Borough Plan.
37. In addition, the Southwark Joint Health and Wellbeing Strategy (JHWS) is currently being refreshed and presents additional opportunities to have a strengthened, system-wide approach to tackling health inequalities in Southwark.
38. The priorities within the JHWS are:
- i. Ensure the best start in life for every child
 - ii. Enable all children, young people and adults to maximise their capabilities and have control over their lives
 - iii. Create fair employment and good work for all
 - iv. Ensure a healthy standard of living for all
 - v. Create and develop healthy and sustainable places and communities
 - vi. Strengthen the role and impact of ill health prevention
 - vii. Integration of health and social care

Community, equalities (including socio-economic) and health impacts

Community impact statement

39. Section 149 of the Equality Act 2010, lays out the Public Sector Equality Duty (PSED) which requires public bodies to consider all individuals when shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to

eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. The Council works closely with stakeholders and partners who collectively are committed to upholding the responsibilities towards advocating the Public Sector Equality Duty and complying with the Equalities Act 2010. The PSED enables public bodies to consider the diverse needs of groups and have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.

Equalities (including socio-economic) impact statement

40. The pandemic has had a disproportionate impact on children and families who have a lower socio-economic status. The effects of poverty, racism, discrimination and isolation have all been exacerbated, with higher death rates among people from Black, Asian and Minority Ethnic communities and among people living in deprived areas. Implementation of the responses within this report will impact positively in addressing these inequalities.

Health impact statement

41. The combination of existing structural inequalities and the unequal impacts of the pandemic has meant that those whose mental health was at greatest risk prior to Covid-19 are now highly likely to be adversely affected by the longer term impacts of the pandemic. Black, Asian and Minority Ethnic children and young people are among those who are at increased risk within Southwark.
42. It is proposed that the implementation of these recommendations will have a positive impact on the health and wellbeing of Black, Asian and Minority Ethnic children and young people, and will contribute to narrowing the gap in inequality that currently exists.

Climate change implications

43. A number of actions against the recommendations are virtual in their delivery which will impact positively on climate change targets.

Resource implications

44. There will be additional resource implications in the implementation of some of the recommendations, and these will be costed by the lead organisation/department. Others are already accounted for within existing budgets or through staff resource.

Legal/Financial implications

45. Not applicable.

Consultation

46. Not applicable.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**Head of Procurement**

47. Not applicable.

Director of Law and Governance

48. Not applicable.

Strategic Director of Finance and Governance

49. Not applicable.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet agenda 14 September 2021	160 Tooley Street London SE1 2QH	Paula.thornton@southwark.gov.uk
Link: (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s101277/Appendix%20A%20MH%20CYP%20Black%20Asian%20and%20Minority%20Ethnic%20scrutiny%20review.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	Caroline Bruce, Strategic Director of Environment & Leisure	
Report Author	Sangeeta Leahy, Director of Public Health	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Item No. 27.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title		Response to Planning and Environment Review Report (July 2021) published by the Environment Scrutiny Commission	
Ward(s) or groups affected:		Borough wide	
Cabinet Member:		Councillor Helen Dennis, Climate Emergency and Sustainable Development	

FOREWORD – COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR THE CLIMATE EMERGENCY AND SUSTAINABLE DEVELOPMENT

I want to thank the Environment Scrutiny Commission for this incredibly timely piece of work on planning and the environment. The Commission’s report has dovetailed with the process for adoption of the Southwark Plan 2022, and its associated commitments on energy, sustainability, biodiversity and more. Our stretching targets for on-site reduction of carbon emissions, for both residential and non-residential developments in Southwark, will be a significant driver of energy efficient, low-carbon buildings, a key priority outlined in our Climate Change Strategy and Action Plan. To take account of our local Climate Emergency declaration, and our ambition to be a carbon neutral borough by 2030, we will also be undertaking an Early Review of the Southwark Plan, beginning with a consideration of our energy and sustainability policies. The report of the Commission will support this review and our work to ensure that the performance of buildings is monitored. I’m delighted that we were able to agree details of the Green Buildings Fund, comprised of carbon offset payments, at October’s Cabinet meeting, with a decision to target that money where it can make the most difference in reducing carbon emissions, focusing initially on our community assets. The work we are also undertaking to establish a local carbon offset price for Southwark will be important as a mechanism for incentivising on-site reductions, and ensuring that developers pay the full cost of achieving net zero in our borough.

RECOMMENDATIONS

1. That Cabinet notes the officer response to the eight recommendations made in the ‘Planning and Environment Review Report’ (July 2021) that was prepared by Southwark Council’s Environment Scrutiny Commission and heard at the September 2021 Cabinet meeting.

BACKGROUND INFORMATION

2. This document sets out officer responses to the eight recommendations made in the ‘Planning and Environment Review Report’ (July 2021) that was prepared by Southwark Council’s Environment Scrutiny Commission and heard at the September 2021 Cabinet meeting.

3. The 'Planning and Environment Review Report' summarised the Commission's investigation into Southwark's built environment and made recommendations to improve the borough's planning policies in relation to climate emergency and the environment.
4. The ambitions set out in the Report align closely with the council's direction of travel in its climate change work as set out in the adopted Climate Change Strategy and Action Plan, and the emerging planning policy work that is being undertaken by the Planning Division.
5. The New Southwark Plan (NSP), our new local plan that has been prepared over the past 5+ years, will be adopted in February 2022 and it will be called the Southwark Plan 2022. The Plan is the new borough-wide planning and regeneration strategy up to 2036. Not only does it set out planning policies to guide development, but it also explains how development will be delivered and it may also inform future decisions about investment in infrastructure.
6. The Plan consists of three main areas:
 - Area visions - setting out the aspirations of the borough's distinctive neighbourhoods
 - Planning policies - informing decisions on planning applications and development proposals
 - Site allocations - potential development sites with specifications for development requirements.
7. The Inspectors have issued their Inspector's Report setting out the Main Modifications required which have been incorporated into the Southwark Plan 2022. As the Plan is at an advanced stage and the Inspectors have confirmed the Plan is sound subject to the Main Modifications, it should be afforded 'substantial' weight in decision making going forward. The recommendation to Cabinet in December 2021 and to Council Assembly in February 2022 will be that the plan is adopted in February 2022. Upon adoption, the plan will have full weight.
8. Please note that the numbering of the policies and site allocations in this report refer to the New Southwark Plan numbering. The final Southwark has been updated throughout to take account of any modifications, including new policies or amendments to the site allocations. Therefore, the final numbering in the Southwark Plan will differ from the policy and site allocation references in this report.

Responses to the Recommendations from the Environmental Scrutiny Commission

Recommendation One

Ensure the NSP and associated planning documents accord with the Climate Strategy by December 2021, by having policies in place that:

- *Meet Net Zero carbon by 2030*

- *Devise targets on embodied carbon in construction to meet net zero targets in developments*
- *Increase the number and quality of trees in the borough*
- *Support provision for food growing spaces and distribution*
- *Increase green space and green corridors across the borough*
- *Priorities air quality improvement actions that also have a carbon reduction benefit*
- *Support active travel (walking, cycling and public transport) and reduce reliance on private travel by motor vehicle*

Officer response

9. The New Southwark Plan has been prepared to meet the statutory national target of reaching net carbon zero by 2050. In light of the council's climate emergency declaration, an Early Review of the Plan's policies has already commenced, prior to its February 2022 adoption, to address how new development must do even more to assist in achieving a 2030 net zero carbon target while delivering our target for new homes and jobs.
10. The objective of the Early Review will be to propose new policies and amend existing policies in the New Southwark Plan so that new development can go even further to deliver climate change mitigation and adaptation. The Planning division is working with the council's Climate Change Team to ensure that it delivers the Climate Change Strategy, as the Early Review task is also defined as an 'Action-Point' in the council's adopted Climate Change Strategy (2021).
11. We will explore the creation of targets for embodied carbon in construction to meet net zero targets in new developments in the NSP Early Review. The New Southwark Plan sets out targets for operational carbon reduction onsite. Major residential development must meet 100% onsite carbon reduction for residential and 40% for non-residential. This goes just beyond the requirements in the London Plan (2021). The London Plan (2021) does not set out embodied carbon targets for new development. The GLA is currently in the process of adopting Whole Life Cycle Carbon Assessments guidance which are required for all major referable schemes, currently, to set out embodied and whole lifecycle carbon throughout the lifespan of the building. This is a monitoring exercise initially, to assess how much carbon is generated throughout the pre-planning, planning, construction and in-use stages of development, and will inform future policy requirements and the evidence base. The NSP now includes clarification on the carbon reduction targets in the plan, and the expectations for new major development. The NSP also includes additions in the Energy Hierarchy in P69 Energy to include 'Be Seen' monitoring to assess the performance gap between carbon reduction onsite that is consented and then built, and carbon offsetting as a final stage to offset any shortfall in carbon emissions. The NSP P69 Energy also includes the introduction of 'Be Seen' monitoring spreadsheet and 'Whole Lifecycle Carbon' Assessment as required by the GLA.

12. The Early Review of the New Southwark Plan will utilise this information and London Plan guidance to explore how we address and set targets for embodied and whole cycle carbon in new development in Southwark.
13. In the NSP we are already increasing the number and quality of trees in the borough. In terms of Planning, the New Southwark Plan policy 'P60 Trees' sets out a strategy to protect trees and canopy cover in the borough. This is important for carbon capture, amenity and recreation. The policy requires tree planting for new development over certain thresholds. We will work on this further in the NSP Early Review.
14. In the NSP we are already supporting provision for food growing spaces and distribution. We will continue to review this in the NSP Early Review. The New Southwark Plan's planning policy designations affords strong protection to our open spaces through the development process. The Plan encourages food growing through policy P12 'Design of Places' and strategic policy SP6 'Climate Emergency'. The delivery of green infrastructure is supported and encouraged in the New Southwark Plan. Spaces for food growing are included in the NSP definition of green infrastructure. We already protect a lot of new open spaces in the New Southwark Plan. In the NSP we are already increasing green space across the borough.
15. We will protect even more open spaces in the New Southwark Plan Early Review and review opportunities around climate adaptation, green infrastructure and allotments. A major new park for Elephant and Castle (0.8ha) is now open. New open space is planned for in 16 strategic site allocations totalling 11 hectares. This includes a 1.37ha park at Canada Water and a number of new parks in the Old Kent Road Opportunity Area. When the new open spaces are completed and open to the public, these will be designated as formal open spaces in accordance with the open space designations criteria outlined in the Plan.
16. The New Southwark Plan now sets out further targets for the delivery of new open space in the borough. NSP Policy SP1b sets out that we will deliver 111,125sqm net new open space on site allocations. We have designated 4 new BOL sites and 18 new OOS sites as part of the New Southwark Plan, creating an additional 49,435sqm of designated open space within Southwark. Additionally, 8 BOL sites, 1 OOS site and 5 MOL sites have been extended, which totals an additional 50,425sqm. A major new park for Elephant and Castle, Elephant Park (0.8ha) is now complete.
17. The NSP already sets out priorities for air quality. The New Southwark Plan sets out targets for air quality improvement for new development. The London Plan (2021) sets out in Policy SI 1 Improving air quality that all development proposals must be at least air quality neutral. Large scale development should consider how an air quality positive approach can be utilised to improve air quality. The GLA is currently consulting on Air Quality Positive Guidance. This will support the delivery of Air Quality Positive development.

18. Many of these air quality improvement requirements simultaneously reduce carbon emissions. Officers will be preparing further planning guidance to support the implementation of this policy. The Early Review of the New Southwark Plan will use the GLA guidance to review how we deliver air quality positive development and how carbon reduction requirements can achieve this.
19. The New Southwark Plan has been updated with main modifications for climate change and the environment. The NSP now highlights where climate change mitigation and adaptation are considered in the requirements for new development. In terms of climate change mitigation, amendments have been made to P68 Sustainability Standards to the heating and cooling hierarchy, and to P69 Energy to clarify how carbon reduction should be met onsite. Both of these policies will be revisited in the NSP Early Review to secure higher carbon reduction in new development through a fabric first approach and more detailed requirements for new development. In terms of climate change adaptation, main modifications have been included to P59 Biodiversity to increase biodiversity in the borough.
20. The implementation of the New Southwark Plan's specific transport policies alongside our Movement Plan and Climate Change Strategy, will strongly promote the use of public transport and support behavioural change from vehicular use to cycling and walking. Emissions from transport are a big contributor to poor air quality and high carbon consumption in Southwark. The NSP Early Review will give the opportunity to further review the Plan's transport related policies.

Recommendation Two

A completion certificate ought to be required with Building Control issuing this, coordinated with Planning, and this ought to ensure that the environmental standards set out in the planning application are met.

Officer response

21. The London Plan Policy SI 2 'Minimising greenhouse gas emissions' introduces a fourth stage to a development's energy hierarchy - the 'Be Seen' stage, which requires monitoring and reporting of the actual operational energy performance of major developments annually over at least five years post-construction via the GLA's 'Be Seen' monitoring portal. To assist this process, the GLA has recently adopted new 'Be Seen' monitoring Guidance in October 2021. This sets out requirements for the submission of the 'Be Seen' monitoring spreadsheet at each stage of the planning process.
22. The purpose of the 'Be Seen' monitoring guidance is to monitor the carbon reduction and efficiency of new major development in a bid to close the performance gap between consent and completion stage. Development scheme performance can be worse than the consented performance, but it also can get better if new or emerging technology is used. By monitoring the 'performance gap', we can ensure the accuracy of consented carbon reduction

onsite for new development, and explore mechanisms to close this gap, to confirm the carbon savings which have been consented.

23. Officers will work with the GLA to collect and review development performance data. The Early Review of the New Southwark Plan will offer the opportunity to prepare a local approach to tackling the performance gap both through policy and S106 processes.

Recommendation Three

Encourage all developments to contribute to the development of Decentralised Energy (DE) networks, including by connecting to them where there is one in proximity to the development, alongside mandatory requirements for significant developments.

Officer response

24. The NSP already sets out requirements for new development, where appropriate, to utilise Decentralised Energy. Where applicable, officers are currently securing the requirement to connect to existing or emerging District Heat Networks (DHNs) through s106 legal agreements and negotiating the design of basements to enable this. This requirement is set out in London Plan (2021) Policy SI 3 'Energy infrastructure' which requires that major development in London Heat Network priority areas or in proximity to existing or planned District Heat Networks (DHNs) should futureproof a connection to a DHN.
25. The New Southwark Plan in policy P69 'Energy' sets out a hierarchy for connection to decentralised energy and District Heat Networks where connection is feasible either presently or in the future. The NSP Early Review of the New Southwark Plan will reassess this hierarchy as part of the council's approach to decentralised and communal energy provision.
26. The Old Kent Road Area Action Plan (OKR AAP) in policy OKR3 'Climate Emergency' sets out requirements for development in the opportunity area to connect to the South-East Combined Heat and Power (SELCHP), with energy from waste as the heat source.

Recommendation Four

Establish a policy and agreed process for allocating the Carbon Offset Fund to projects at pace, and in line with the Carbon Emergency, and by December 2021 at the latest.

Officer response

27. A report was considered by Cabinet in October 2021 where it agreed the governance and management process of the council's carbon offset fund, the 'Green Buildings Fund'. The Fund is a consolidated collection of financial contributions secured through s106 agreements, where new development has not achieved net carbon zero onsite and an offsetting payment has been

collected by the council to make up the shortfall to net zero. Carbon offsetting projects will then be funded in accordance with the council's Climate Change Strategy and Action Plan, with the initial focus of offsetting projects being decarbonisation and retrofitting of community buildings, schools and council housing.

28. While work is ongoing to finalise the funding criteria for council and community carbon offsetting projects, the first number of offsetting projects are being scoped out or are being prepared for funding. The first formal call for offsetting projects for the Fund will commence early next year, once administration processes have been finalised and resourced.
29. Funded projects must aim to meet the carbon offset ratio target of 1:1 where possible. This will ensure the shortfall in carbon emissions from new development is offset.
30. Officers will also be seeking other sources of co-funding and review options for a new local carbon offset price in parallel to the New Southwark Plan Early Review, to encourage greater onsite carbon reduction performance and ensure the carbon offset price fully covers offsetting costs.

Recommendation Five

Planning adopt the Energy Hierarchy (retain, refurbish, reuse/ reclaim, remanufacture, recycle) in the New Southwark Plan for both development and our own council house building programme.

Officer response

31. London Plan Policy SI 7 'Reducing waste and supporting the circular economy' requires major referable schemes within the borough to utilise the circular economy principles through the design and construction of a proposal and submit a Circular Economy Statement with the planning application that illustrates how they do this. The New Southwark Plan Policy P61 Reducing Waste sets out how new development should reduce waste in the construction process in line with the Waste Hierarchy and in operation through provision of recycling and composting, and aligns with the London Plan (2021).
32. The addition of the Circular Economy Statement requirement for major referable development from the London Plan was consulted on as a main modification for P61 Reducing Waste. This ensures that circular economy principles are considered in major referable development.
33. The New Southwark Plan Early Review will assess the extension of these thresholds for Circular Economy Statements for policy requirements to include more development types, potentially including development on smaller sites. The NSP Early Review will also look at guidance for the retention and re-use of existing buildings, where appropriate, and how we can address embodied carbon.

34. In terms of the energy hierarchies, the New Southwark Plan in policy P69 Energy includes an energy hierarchy that is consistent with the London Plan (2021) in Policy SI 2 Minimising Carbon Emissions:
- Be Lean in reference to using less energy;
 - Be Clean using better energy sources and being more efficiency with energy;
 - Be Green utilising renewable energy; and
 - Be Seen which refers to monitoring, in order to reduce carbon.

Recommendation Six

That greater scope is given in NSP site descriptions to the re-use of existing buildings and that support is given to retention, refurbishing and repurposing of existing buildings and increasing the density of development on the site without a default to demolition of all existing buildings.

Officer response

35. The NSP already sets this out. The New Southwark Plan's site allocations identify buildings of townscape merit and buildings of architectural or historic interest buildings and sets out requirements for any retention or re-use alongside indicative site capacities for new homes and land uses. The Early Review of the New Southwark Plan will re-examine site allocation guidance where appropriate, and explore opportunities to address whole lifecycle carbon emissions.
36. The recently adopted Heritage SPD sets out planning guidance on the retrofitting of heritage assets. This includes the retention and re-use of existing buildings.

Recommendation Seven

Develop the public realm to enable active travel and support the local economy including cycle routes, walking routes and pedestrianisation, through amendments to planning policies.

Officer response

37. Alongside the council's Movement Plan and Climate Change Strategy, the New Southwark Plan includes strong policies that will promote walking and cycling, economically successful mixed-use town centres, and car free development. The Planning division will continue to work alongside colleagues in our Highways and Local Economy teams and wider transport and community stakeholders (TfL, BIDs, etc) to deliver transformational public realm projects. The NSP Early Review will enable the review of the transport related policies in terms of further climate change mitigation and climate change adaptation

Recommendation Eight

Use a matrix to promote a mix of amenity provision in local neighbourhoods, and judge the capacity of schemes to contribute to a strong local economy, and increases to social and natural capital.

Officer response

38. The Early Review of the New Southwark Plan will be considering options for a new localised approach for the Urban Greening Factor which sets targets for the provision of new open spaces on development sites. The Early Review will also provide an opportunity to update NSP policy P59 'Biodiversity' that requires biodiversity net gain, as emerging London-wide planning guidance and national guidance becomes available.
39. P59 Biodiversity includes main modifications which set out requirements for biodiversity net gain and any shortfall to be secured off site through planning obligations. The NSP Early Review will revisit this as an approach to assess its effectiveness and ensure it is delivering the desired outcomes.
40. The NSP also protects new open space and encourages the delivery of more green infrastructure to improve the quality of the local environment, provide more amenity space for local residents and adapt to climate change.
41. Delivering economic growth is a key objective of the New Southwark Plan with ambitious targets for building new homes and creating new green jobs. The plan sets out targets to deliver a green and inclusive local economy, including affordable workspace delivery, jobs, mix of uses in town centres, and protects designated shopping frontages. The details of the economic impacts (jobs, business opportunities, workspace) of a major development are submitted with a planning application and this information is reported in the officer and committee planning reports. The NSP commits to at least 1,000 new green jobs through the Southwark Green New Deal. The council now has a higher target of 5,000 new green jobs in the climate strategy and action plan (2021).
42. The Plan has a number of policies that promote diverse amenity provision in town centres. This is supported by area visions and site allocations which set requirements for the provision of amenities across the borough.
43. With regards to movement, the NSP sets out policies to encourage a shift towards prioritising public transport and walking and cycling over private vehicles. This has benefits for the health of local residents, air quality and carbon reduction.
44. The new Developer Consultation Charter sets out how our community can expect to be consulted by developers through the three stages of the planning application process. It forms part of the Statement of Community Involvement and will require developers to submit a 'Statement of Social Value' with their planning application. A Social Value Statement will:

- describe the economic, social and environmental impacts of the development
- how the development will contribute to the long-term wellbeing and resilience of existing and future residents and businesses and
- take into account feedback gathered from the community before the submission of the planning application.

Equalities implications

45. In everything we do as a council, we seek to promote equality. The implementation of the New Southwark Plan will have a positive impact for all, including those with protected characteristics as it will reduce existing carbon emissions by funding offsetting projects across the borough. The NSP is supported by an Equalities Impact Assessment which identifies the potential positive, negative or neutral impacts on those with protected characteristics, of each policy, including Strategic Policy SP6 Climate Emergency.

Climate change implications

46. The Net Zero Carbon target for this Plan as set out in the Climate Change Act (2008). The Council has declared a Climate Emergency with the ambition to reach carbon neutrality by 2030. This Plan is a stepping stone towards meeting this 2030 carbon neutrality target. There is a climate change thread running throughout the Plan to mitigate against and adapt to address climate change. The Southwark Plan 2022 requires the reduction of emissions onsite by 100% on 2013 Building Regulations for major residential developments, and 40% for major non-residential. There will be an early review of the Plan to set out greater requirements for climate change mitigation and adaptation, including on site carbon reduction performance targets for small sites, exploration of embodied and whole lifecycle carbon, review of the heating and cooling and heat and energy sources onsite and reuse and retrofitting. The implementation of this Plan to deliver greater carbon reductions will be supported by upskilling officers and provision of guidance to deliver more sustainable development.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet agenda 14 September 2021	160 Tooley Street London SE1 2QH	Paula.thornton@southwark.gov.uk
<p>Link: (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s101275/Appendix%20A%20Planning%20and%20environment%20review%20report.pdf</p>		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Helen Dennis, Climate Emergency and Sustainable Development	
Lead Officer	Juliet Seymour, Head of Policy, Building Control and the Historic Environment	
Report Author	Tom Buttrick, Team Leader, Planning Policy and Monitoring Innovation	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		25 November 2021

Item No. 28.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Response to the Housing and Community Engagement Scrutiny Commission: Estate Cleaning Services and Anti-Social Behaviour on Southwark Estates	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Stephanie Cryan, Council Homes and Homelessness Councillor Darren Merrill, A Safer, Cleaner Borough	

FOREWORD – COUNCILLOR STEPHANIE CRYAN CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS AND COUNCILLOR DARREN MERRILL CABINET MEMBER FOR A SAFER, CLEANER BOROUGH

Councillor Stephanie Cryan, Cabinet Member for Council Homes and Homelessness

I would like to thank Councillor Edwards and the Housing and Community Engagement Scrutiny Commission for their report and wide-ranging recommendations around cleaning, anti-social behaviour and domestic abuse on Southwark estates.

The quality of the estate cleaning service affects every resident on our estates. We need to ensure that high standards of cleanliness are maintained on estates and also that residents have a voice in determining how cleaning the service is provided and can quickly and easily tell us where improvements are needed. The recommendations in this report provide the framework to ensure that this happens and officers from Housing & Modernisation and Environment & Leisure are working closely together to take the actions that are necessary to deliver the required outcomes.

The Scrutiny Commission has recognised that anti-social behaviour on Southwark estates is sometimes linked to individuals suffering mental health problems or crises. The council does a good job of linking up medical support or alcohol and drug abuse support for those individuals, but it was noted that other sources of support such as education, employment and training are equally important for those wishing to restart or change their working life. The response to the recommendation in this report set out how this is being achieved through development of the Economic Renewal Plan.

During the Covid 19 pandemic referrals to the Council's commissioned domestic abuse service saw a substantial increase. It was and continues to be vital that the council has resources in place that is capable of responding quickly to provide

support to those experiencing domestic abuse when there is a surge in demand. The responses to the recommendation in this report demonstrates how this has been achieved through commissioned services to ensure that this support is in place.

Councillor Darren Merrill, Cabinet Member for a Safer, Cleaner Borough

The Environment & Leisure Department is dedicated to providing the best possible estate cleaning and grounds maintenance service on Southwark estates to help achieve the objectives of the Great Estates Programme and make our estates great places to live. Officers in Environment and Leisure and Housing and Modernisation already work closely together with the aim of achieving these objectives, notably through the Flytip Tasking Group which undertakes work that is focused on resolving long-standing fly-tip hotspot locations.

The scrutiny review focuses on expansion in the use of smart phone technology by the Cleaning Service to improve communication within the estate cleaning service and with other parts of the council. The expansion of smart phone technology also has the potential to dovetail with the development of on-line reporting tools for residents on estates allowing service requests to be handled more efficiently and making it possible to respond more quickly when there is service need.

The scrutiny review also focuses on the expansion of the key performance indicator set to provide a greater range of detail and insight into the quality of the cleaning service that is delivered and providing opportunities for service improvement where this may be required.

The Environment & Leisure Department embraces these recommendations and the responses in this report set out the actions that will be taken to implement them.

RECOMMENDATION

1. That the responses to the Housing and Community Engagement Scrutiny Commission: Estate Cleaning Services and Anti-Social Behaviour on Southwark Estates as set out in this report be noted

BACKGROUND INFORMATION

2. At its meeting on 14 October 2020 the Housing and Community Engagement Scrutiny Commission received a report from the Director of Environment on Estate Cleaning. The report was presented by the Cabinet Member for Leisure, Environment and Roads, and the Head of Waste and Cleaning. The report set out how block and estate cleaning service is currently delivered through the in-house Cleaning Service, which is based in Environment & Leisure. The Cleaning Service also provides street cleaning and a number of other ancillary services.

3. At its meeting on 1 December 2020 the commission received a report from the Strategic Director of Housing and Modernisation on anti-social behaviour and noise on Southwark Housing Estates. The report was presented by the Cabinet Member for Public Health and Community Safety, and the Business Unit Manager responsible for the Anti-Social Behaviour service.
4. The commission considered and agreed a set of recommendations put forward by the chair of the commission at its meeting on 26 April 2021.
5. At its meeting of 14 September 2021 cabinet received a report and a set of recommendations from the Housing and Community Engagement Scrutiny Commission on estate cleaning services and anti-social behaviour on Southwark estates.
6. The report was presented by the Chair of the Housing and Community Engagement Scrutiny Commission and the Head of Scrutiny. This report responds to the recommendations of the commission. It should be noted that the recommendations of the commission cut across the services provided by both the Housing & Modernisation (H&M) and the Environment & Leisure (E&L). Where appropriate, the proposed responses to the recommendations have been jointly agreed between the two departments.

KEY ISSUES FOR CONSIDERATION

7. Set out below are the recommendations of the Housing and Community Engagement Commission on estate cleaning services and anti-social behaviour on Southwark estates, together with the proposed responses.

Estate Cleaning

Recommendation 1 – Estate cleaning and estate grounds maintenance are provided entirely through in-house service provision. The Cabinet should ask for a review to be carried out of this model, comparing it with possible alternatives, and then decide if these arrangements should be changed for the estate cleaning service.

8. This recommendation is agreed. Housing accepts that there is a need to consider alternative models of delivery, and some initial work has been conducted by the cleaning service on this. It is important to note that there are considerable strengths to the existing service, as set out below, and any new model must be capable of offering significant gains. The review will be conducted jointly by Housing and the Cleaning Service in E&L.
9. The cleaning service on estates is generally of high standard. There is no doubt that the pandemic brought challenges in terms of cleaning staff and ways of working by the team. The Resident Service Officers (RSOs) have continued to work throughout with the cleaning team. It is acknowledged that the teams have done a remarkable job keeping the borough clean and providing a good service to residents.

10. The Cabinet member for Council Homes and Homelessness and the Director of Resident Services regularly undertake walkabouts of the estates with officers and often with Tenants and Residents Association (TRA) representatives. The cleanliness of estates is almost always of a high standard.
11. The Cleaning Service has made enquiries to other London boroughs through direct contact and through the recognised networks to find out how they make provision for estate cleaning and estate grounds maintenance. The response rate has been low. Appendix 1 attached sets out the response received from two London boroughs similar in type to Southwark.
12. The options for provision of estate cleaning services are as follows:
- Option 1 - Do nothing. Continue to provide all block and external estate cleaning through the existing in-house Cleaning Service where it is delivered alongside the provision of the street cleaning service.
 - Option 2 - Provide block cleaning separately as a directly managed service within H&M, and continue to provide external estate cleaning services through the existing in-house Cleaning Service. As an alternative to direct management, the block cleaning service could be procured through external service provider.
 - Option 3 - Provide all cleaning services, block and external, as directly managed services within H&M.
 - Option 4 - Provide one or both of the operational service elements for block and/or external cleaning procured through an external contract.
13. The responses from other Local Authorities support the approach of having a single service provider for external estate cleaning and street cleaning, although in their case it is the same supplier that provides waste collection services. It would not be feasible for the council to mirror the single supplier for estate cleaning, street cleaning and waste collection at the current time due to the contractual arrangements in place for waste collections through to 2033.
14. The advantages and disadvantages of providing estate cleaning services through the four options shown at paragraph 12 above have been considered and are set out in the table at Appendix 2 attached.
15. Comparisons were made with the decision to move the repairs service into Housing and Modernisation. It is important to put in context the circumstances leading to this. The Asset Management Team in H&M is responsible for ensuring the repairs service is delivered effectively and efficiently. Previously, services were commissioned internally from SBS and an external contractor. With the ending of the main external contract there were synergies to be gained from bringing all repairs functions under one roof.
16. The performance of the Cleaning Service against the Key Performance Indicator's (KPI) shows a high level of performance. Furthermore, there is a high level of satisfaction with cleaning on estates, based on the joint inspections that take place with residents and council officers. Nevertheless, it

is recognised by Housing & Modernisation and by Environment & Leisure that there is room for improvement both in terms of performance and efficiency.

17. Residents need to be at the heart of shaping any potential changes to the way that cleaning services are delivered. Given the current high levels of performance and satisfaction with the cleaning service it is proposed that, there needs to be a period of meaningful engagement with residents using a range of methods including TRAs, online forums, Homeowners forums and other means, to seek their feedback and views of the current service and alternative models.

Recommendation 2 – A review of the IT support for estate cleaning staff be carried out, and additional support put in place where appropriate.

18. This recommendation is agreed.

19. The Cleaning Service recognises the need for good communications between staff in the teams and with teams in other parts of the council. Smart phones were recently rolled out to all drivers working in the Cleaning Service. This brings the number of estate cleaning staff who either have or work closely with someone who has a smart phone to 95 out of 381.

20. For estate cleaning staff who do not currently have any type of phone there is access to Supervisors, who are provided with smart phones, and Team Leaders who are provided with analogue mobile phones, to whom issues such as fly-tip requiring removal can be reported at least twice per day - so response times to such issues are currently good. However, response times could be improved with further rollout of smart phones to more estate cleaning staff. This will begin with roll-out of smart phones to Team Leaders by March 2022 which will mean that all estate cleaning staff will either have or work closely with someone who has a smart phone.

21. The Cleaning Service is currently undertaking a comprehensive consultation with all members of front line staff, including estate cleaning staff. As part of this process the IT support for front line staff is being reviewed. This includes the potential for roll-out of smart phones to a wider group of front line staff and/or the provision of desktop screens in mess rooms that will give front line staff direct access to The Source and other council information and staff portals. The consultation process is due to finish in November 2021 and a decision will be taken around further roll-out of smart phones and screens in mess rooms by March 2022.

Recommendation 3 - The council should develop an online tool for housing estate residents to use which enables them to report issues quickly and easily.

22. Housing agrees with this recommendation.

23. Cabinet should note that the development of an online tool will require some time to develop. Developing an online tool will involve significant scoping, requirements gathering, user research, technical expertise, budget

consideration and skilled development, and more important that the tool links with the CONFIRM system currently used by the Cleaning Service so that issues reported are automatically directed them to facilitate quick and efficient responses and remedies.

24. Housing will ensure as part of the requirement that this tool recognises the feedback from those who are digitally excluded.
25. Housing have teamed up with colleagues in the Waste Management Service in a digital project request commissioned for the development of an online tool for reporting waste management and estate cleaning issues. This will enable residents to report issues quickly and easily.
26. Both services will be engaged in future stakeholder meetings with consultants as the project undergoes scoping. This project is currently at a discovery phase to map out the requirements for the new online tool with the following aims:
- Prioritisation of the requirements to ensure that the needs of all key stakeholder groups are accurately captured
 - A recommendation on whether to proceed to the Procurement phase.
27. As soon as the on-line tool is available Housing will inform residents on estates to make them aware of the tool and how to use it.

Recommendation 4(a) - There should be a complete review of KPIs (Key Performance Indicators) currently being used as part of the service level agreement and only KPIs that can be used to drive service improvements should be continued.

28. This recommendation is agreed.

29. The current system of measuring block and external cleanliness and ground maintenance standards performance is to provide a single score that covers all service elements for each estate that is inspected. This has the potential to overlook specific service elements that need to be improved where overall standards on estates are good, leading to an overall score that is good. The proposal is to develop and implement a system of capturing and reporting service standards on estates during inspections that give more granularity to detect any specific service elements where improvements are required. The type of KPIs that can potentially be captured and reported are as follows:

- Litter, detritus, graffiti, flyposting and dog faeces standards - external areas.
- Litter, graffiti and flyposting standards – within blocks.
- Cleanliness standards within 3 metres of bin storage locations.
- Number of fly-tip reports on estates.
- Speed of response to fly-tipping, graffiti and other services requests on estates.
- Grass cutting standards

- Shrub maintenance standards.

30. Separately to the KPI information that is captured as part of the estate inspection regime, it is also possible to report on the number and type of service requests that are made by residents which would give insight into the elements of service provision that are of most concern to residents. It's also possible to report on the level of engagement by cleaning supervisors and managers with the estate inspection programme and attendance at TRAs. These KPIs can be summarised as follows:

- Number of service requests (complaints) received and resolved, along with number of compliments received.
- Resident satisfaction with cleanliness of estates
- Monitoring the number of ad-hoc service requests completed
- Number/percentage of TRAs attended by cleaning supervisors / managers.
- Number of estate Inspections attended by the cleaning supervisors / managers.

31. With regard to the KPI to measure resident satisfaction with cleanliness of estates, the response to recommendation 4(b) below covers this in more detail.

32. The Cleaning Service will work with H&M to develop and implement a new set of KPIs focussed on cleanliness and fly-tipping on estates, as well as grounds maintenance, to be included in the updated service level agreement for 2022/23 and report on these from April 2022. The development of the new KPI set will take into consideration feedback from the engagement with residents as mentioned in the response to recommendation 1 above. Note that this will not include information on condition and maintenance of estates.

Recommendation 4b - Residents should be given a direct role in assessing the quality of cleaning on their estate through monthly online surveys of all residents on an estate with consideration given to how residents who are digitally excluded can provide feedback, as well as residents being able to feed back using SMS text.

33. This recommendation is partly agreed.

34. Housing and E&L recognise the importance of giving residents a direct role in assessing the quality of cleaning on their estate. Many residents are currently engaged in joint inspections of their estates. Residents accompany Resident Service Officers (RSOs) on monthly estate inspections and use a scoring system to gauge the standard of cleaning on their estate. The joint inspections are a really effective way of getting the community involved in improving the quality of their estate.

35. These joint inspections do rely on volunteer residents and not every estate has such volunteers. We do take steps to encourage and support volunteers, and publicise joint inspections through TRAs and on estate notice boards. We also include details of cleaning commitments for estates as well as wider Great Estate guarantees and commitments on these notice boards. Residents can

raise service issues with their RSO. The RSO details are included on estate notice boards as well as on MySouthwark.

36. The use of SMS text messages to inform residents of estate inspections will be explored. The use of electronic notice boards is also being trialled on three of the Great Estate pilots. These noticeboards do include cleaning commitments and access to other information.
37. There will be a resource requirement to set up, publicise and administer a new monthly online survey. Given that there are existing means to report service failures, it may be difficult to maintain interest in a monthly survey and may well lead to 'survey fatigue'. We are very much interested in understanding residents' views and are currently reviewing our STAR survey which gives us structured feedback of perceptions across a range of areas, including cleaning. The STAR survey is a quarterly phone survey, which ensures that we are able to capture the views of those who may find it difficult to access online services, although we are also exploring making it available electronically for those who would find this more convenient. The STAR survey is used widely in housing organisations, our current review is to ensure that we address issues raised in the Housing White Paper.

Anti-social behaviour

At its meeting on the 1st December 2020 the commission recognised that many incidents of anti-social behaviour on Southwark estates are the result of individuals suffering mental health problems or crises. It was further noted that the council does a good job of linking up medical support or alcohol and drug abuse support for those individuals through the Multi Agency Risk Assessment Conference (MARAC) process. However, it was noted that other sources of support are equally important. For example, employment and training support services for those wishing to restart or change their working life.

Recommendation 5 - The Cabinet should review support arrangements for those involved in incidents of anti-social behaviour who are suffering with mental health problems or crises, to ensure a full range of support is being offered.

38. The covid-19 Pandemic has had profound and long lasting changes on Southwark's local economy. Young people, ethnic minorities, and those living in poverty have been particularly affected.
39. In response to these challenges, the Council has developed an Economic Renewal Plan with immediate, short, medium and long-term priorities, set around four key themes of employment & skills; business; high streets and town centres, and wellbeing.
40. A Focus on young people and the most vulnerable in our communities is at the heart of our Economic Renewal Plan. We will continue to focus our efforts on supporting residents to navigate the challenges of the post pandemic labour market, through access to information and guidance, education, training and employment support.

41. The work of the renewal plan seeks to create clear pathways for residents to access good jobs, apprenticeships and internship opportunities. Support into employment in particular is a huge focus as the council seeks to deliver on our Borough Plan commitment to support 5,000 residents into work by May 2022.
42. The most significant contributor to delivering employment and apprenticeships support is Southwark Works, which has in place a network of specialist providers who provide tailored employment support to Southwark residents. Specialist support is available for clients with a range of complex barriers including vulnerable young people including care leavers, people with mental and physical health issues, and those in contact with the criminal justice system.
43. Building on learning from its 15 years of successfully supporting many thousands of Southwark residents into employment, Southwark Works has a greater focus on support for vulnerable young people, even more effective employer engagement via sector specific provision, pre-apprenticeship support and in-work progression. The service operates through extensive outreach and engagement, and has a base at the hub office on the Walworth Road.
44. A review of Southwark Works has just been completed. The finding of the review will help ensure that the Southwark Works offer continues to meet the needs of Southwark residents in what are now hugely challenging labour market conditions.
45. A huge focus of the review has been responding to the findings of the Southwark Stands Together listening events. Southwark Works has had huge successes in engaging and supporting residents from Black, Asian and minority ethnic communities, with over 80% of clients engaged and supported into work from these groups.
46. Housing's Complex Needs Team offers support to residents who have been identified as having vulnerabilities, which may impact on the management of their tenancy. The predominant issues which can generate community concern and complaints of anti-social behaviour are around substance misuse and mental health. The Complex Needs Team work with a range of services, to support residents who may be at crisis point so as to help them maintain their tenancy. Following any intervention they also address longer term aspirations around education, training and employment linking in with Southwark Works as described above. The Complex Needs Team are core members of the Community MARAC where such cases may be highlighted for ongoing support.

Domestic abuse and violence

Recommendation 6 - Cabinet should put in place protocols and plans (with ownership and accountability at senior officer level) to ensure that any future surge in domestic abuse and violence created by further lockdowns, mean the council is always able to match the surge in demand with additional resources.

Similar arrangements should be considered to support those who become the victims of 'Cuckooing' (vulnerable individuals having their homes taken over by organised criminals). This is also an issue which has increased during lockdowns.

47. During the Covid 19 pandemic referrals to the Council's commissioned domestic abuse service saw a substantial increase. For the period April 2020 to March 2021 the service saw a 21% increase in referrals compared to the same period the previous year (2,879 against 2,373 previously).

48. In addition to the volume increase, the period of the pandemic saw a marked increase in the risk level of cases referred to the domestic abuse service with close to 50% of cases categorised as high risk during the 12 months from April 2020 to March 2021. This compares to an average of 35% prior to the pandemic. The increase in high-risk cases was reflected in the volume of cases heard by the MARAC (multi-agency risk assessment conference) which meets on a fortnightly basis to ensure a co-ordinated response to all high-risk cases of domestic abuse in the borough. The MARAC heard 15% more cases during the period April 20 – Mar 21 than in the previous 12 months. The MARAC is co-ordinated by officers from the Local Authority and Chaired by the Metropolitan Police with members attending from across housing, social services, health services, criminal justice agencies and voluntary sector organisations.

49. The council works closely with domestic abuse service providers in the borough including the commissioned service provider with whom officers maintained close contact during the pandemic. This enabled officers to react quickly to changing circumstances. The initial focus was on awareness raising of services available, this included a communications campaign promoting the Council's domestic abuse service at key locations in the borough; parks, housing estate noticeboard, outside supermarkets, pharmacies, locations that individuals were still able to access during lockdown conditions. In addition information was updated on the Council's website; signposting to support services.

50. As referral figures started to increase to our commissioned service funding was approved in April 2020 for an additional Independent Domestic Violence Advocate (IDVA) for a period of 6 months. This was supported via existing decision making mechanisms; processed via the urgent implementation procedure which shortens the timeline for the decision making process, requiring Chief Officer approval (subject to agreement from Chief of Overview and Scrutiny Committee that it is appropriate to use this process).

51. Through working closely with our domestic abuse service provider; monitoring service demand, and using the urgent implementation procedure, the Council was able to quickly respond to increases in domestic abuse during Covid through increasing IDVA support provision to domestic abuse survivors accessing our service.

52. Due to continuing high demand, the additional IDVA support was extended for a further 6 months in November 2020 and in May 2021 for a further 12 months

until May 2022. These decisions were approved via the normal decision making process; individual decision making (IDM) by lead cabinet member.

53. In July 2020 a multi-agency Cuckooing forum was introduced to agree a joint approach in support of vulnerable victims (male and female) referred to the panel. The panel takes place monthly chaired by Adults' Social Care. To date 61 individuals have been supported by the panel. Southwark are seen as a Borough of good practice and innovative in this field and have been asked by the GLA to meet with them to discuss our approach.
54. In relation to the recommendation to put in place protocols and plans, the Urgent Implementation Procedure is already in place, which enables the council to react quickly, to release resources to support service need.
55. The introduction of the multi-agency Cuckooing forum has led to more timely interventions and enhanced support for vulnerable victims in this area.
56. As a joined up approach Community Safety within the Council provide the coordination resource for the Domestic Abuse MARAC, Cuckooing Forum, and Community Harm and Exploitation Operational Group (CHE-OG) this allows us to monitor vulnerable victims across areas of criminality, and offenders who exploit in different areas of crime. This also allows us to identify current and emerging trends.

Policy Implications

57. The Economic Renewal Plan has been developed with priorities around four key themes of employment & skills; business; high streets and town centres, and wellbeing. The renewal plan supports residents into employment which contributes towards the delivery of our Borough Plan commitment to support 5,000 residents into work by May 2022.

Community, equalities (including socio-economic) and health impacts

Community impact statement

58. Anti-social behaviour and domestic abuse and violence have a direct impact on the communities of Southwark. The responses provided above set out the actions that the council is taking to support those who are affected by these issues.
59. Estate cleaning is one of the most important services to Council tenants and leaseholders. The quality of the service provided determines the cleanliness and 'look and feel' of the internal and external communal areas of the blocks and estates. It is a service that generates regular feedback in terms of quality and value for money. Any changes that affect the current standard will have an impact on the residents of the estate.

Equalities (including socio-economic) impact statement

60. All tenants and leaseholders on Southwark Council estates are entitled to expect consistently good standards of cleanliness inside blocks and in external areas of estates. The responses to the recommendations in this report will support this.

Health impact statement

61. The council is committed to promoting and improving the health of residents. The actions set out in this report around ASB and domestic abuse both contribute towards meeting this commitment.

Climate Change Implications

62. The provision of estate cleaning services provides the opportunity to contribute towards the achievement of household waste recycling targets. This happens through the recycling of leaves and green waste from soft landscape areas, the management of recycling bins to remove contamination where practicable if residual waste is deposited in them, and through separation of recyclable elements of fly-tipped waste when deposited at the Integrated Waste Management Facility. Where there are other opportunities to increase the level of recycling from waste collected from estates, the Cleaning Service will work with the Housing Service and Veolia to make this happen.

63. The estate cleaning service is locally based with the vast majority of cleaning staff deployed from 56 mess rooms in all parts of the borough where they can walk directly to their work areas without the need for transport. A number of vehicles are used to support the estate cleaning service and these are deployed from Sandgate Street. These vehicles will require replacement in the near term and work is underway to determine the options that are available for these vehicles to be replaced by sustainable fuel alternatives including any new infrastructure that would be needed to facilitate their use, such as electric charging points.

64. The review of the estate cleaning service provides an opportunity to implement changes, including those set out above, that will contribute towards making Southwark carbon neutral by 2030.

Resource implications

65. All of the actions and proposals set out in this report will be provided within current resources.

Legal implications

66. Not applicable

Financial implications

67. Any financial implications from the actions and proposals in this report have been set out in the relevant responses to the recommendations.

Consultation

68. Residents need to be at the heart of shaping any potential changes to the way that cleaning services are delivered. It is proposed that there needs to be a period of meaningful engagement with residents using a range of methods to seek their feedback and views of the current service and alternative models.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Governance

69. Not applicable.

Strategic Director of Finance and Governance (Reference number EL21/089)

70. The strategic director of finance and governance notes the responses to the Housing and Community Engagement Scrutiny Commission: Estate Cleaning Services and Anti-Social Behaviour on Southwark Estates as set out in this report.

71. The strategic director of finance and governance also notes the potential additional financial implications for the HRA arising from the review of IT support for front line staff and the development of an online tool for use by housing estate residents to enable them report issues quickly and easily. The consultation process is due to finish in November 2021 and a decision will be taken around further roll-out of smart phones and screens in mess rooms by March 2022.

72. All staffing and other related costs to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Report of the Housing and Community Engagement Scrutiny Commission: Estate Cleaning Services and Anti-Social Behaviour on Southwark Estates - 14 September 2021	Southwark Council Website	Amit Alva Amit.alva@southwark.gov.uk
Link (copy and paste into browser): https://moderngov.southwark.gov.uk/documents/g7015/Public%20reports%20pack%20Tuesday%2014-Sep-2021%2011.00%20Cabinet.pdf?T=10		

Background Documents	Held At	Contact
Housing and Community Engagement Scrutiny Commission agenda and minutes -14 October 2020	Southwark Council Website	Amit Alva Amit.alva@southwark.gov.uk
Link: https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=551&MId=6816&Ver=4		
Housing and Community Engagement Scrutiny Commission agenda and minutes – 1 December 2020	Southwark Council Website	Amit Alva Amit.alva@southwark.gov.uk
Link: https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=551&MId=6885&Ver=4		
Housing and Community Engagement Scrutiny Commission agenda and minutes – 26 April 2021	Southwark Council Website	Amit Alva Amit.alva@southwark.gov.uk
Link: https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=551&MId=7064&Ver=4		

APPENDICES

No	Title
Appendix 1	Estate cleaning arrangements in other boroughs
Appendix 2	Estate cleaning options analysis

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan Cabinet Member for Council Homes and Homelessness and Councillor Darren Merrill Cabinet Member for a Safer, Cleaner Borough	
Lead Officer	Michael Scorer Strategic Director of Housing & Modernisation, Housing and Modernisation and Caroline Bruce, Strategic Director of Environment & Leisure	
Report Author	Cheryl Russell, Director of Resident Services and Matt Clubb, Director of Environment	
Version	Final	
Dated	25 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	Yes	Yes
Director of Law and Governance	No	n/a
Cabinet Member for Council Homes and Homelessness	Yes	Yes
Cabinet Member for a Safer, Cleaner Borough	Yes	Yes
Date final report sent to Constitutional Team		25 November 2021

Appendix 1 - Response to the Housing and Community Engagement Scrutiny Commission: Estate Cleaning Services and Anti-Social Behaviour on Southwark Estates

Borough	How are estate cleaning and grounds maintenance services provided?	Any specific reason for the delivery model used?	What do you regard as the benefits of this model?	Are there any drawbacks to the model in place?
Borough A	Grounds maintenance is in-house, Internal cleaning in contracted out, external cleaning is contracted under the same umbrella as waste collection	GM on estates is managed by in-house team as the Authority has the necessary expertise and resources to carry this function out. The decision to combine external estate cleaning with the waste contractor (waste collections and street cleaning) was to better align the cleanliness of estate bin chambers so that the areas are left clean and tidy after collections. Avoid the occurrence of the cleaning contractor blaming the refuse team and vice versa, and steer towards a more neighbourhood cleansing approach that doesn't divide streets and estate cleaning	A neighbourhood approach whereby one manager oversees an area by ward which covers streets, estates and collections streamlines the point of contact required for members, BIDs and community groups	Not yet known. Merging estate cleaning with streets and waste collection only commenced recently.
Borough B	External estate cleaning is provided by an outside contractor as part of a contract package that includes street cleaning as well as household waste collection. Internal estate cleaning and grounds maintenance services are provided under separate arrangements managed directly by the Arm's Length Management Organisation (ALMO).	The decision to package external estate cleaning along with household collection and street cleaning was to provide a seamless service for dealing with waste and cleanliness across the public realm and to avoid the potential for issues around cleanliness, fly-tipping and waste collection being left unattended through any misunderstanding about division of responsibility. (Note that packaging the functions in this way was dependent on the ALMO making its own independent decision to be party to the council's waste collection and street cleaning contract.)	The management of resources is undertaken through a number of villages where the can manager responsible can focus on the delivery of best outcomes for residents, whatever the nature of a litter, fly-tipping or waste storage issue may be.	The level of service provided for estate cleaning, as directed and paid for by the ALMO, is different to the level of service delivered for street cleaning through budget allocation from the general fund. Differences in the frequency of cleaning tasks can create issues, residents may regard the difference between streets and estates as arbitrary.

Estate Cleaning and Grounds Maintenance Provision Options

APPENDIX 2

Option	Advantages	Disadvantages
<p>Option 1 - Do nothing.</p> <p>Continue to provide all block and external estate cleaning through the existing in-house Cleaning Service where it is delivered alongside the provision of the street cleaning service.</p>	<ul style="list-style-type: none"> • Tried and tested delivery model that has consistently achieved the target level for <i>Percentage of inspected sites to contractual standard</i> over a sustained period of time. • Comprehensive service provision ensures there are no gaps in service at estate boundaries. • Ability for staff resource to be moved across services to cover for staff absence and to respond to emergencies or where a surge of staff may be required to deal with an incident. • Best practice and service improvement in street cleaning and estate cleaning can be easily transferred between the services. • Supports the 'one council' approach to service provision and avoids silo working. • Links into the Waste Contract are strong with management teams working closely together to achieve best outcomes for residents. 	<ul style="list-style-type: none"> • Perception that artificial client/provider models can create inefficiency and unclear lines of management responsibility. • Does not test that value for money is achieved through market testing. • Risk that innovations to improve efficiency and service performance used by outside service providers are not adopted by the in-house service.
<p>Option 2 – Partial transfer of estate cleaning functions to H&M.</p>	<p>Block cleaning Service</p> <ul style="list-style-type: none"> • H&M has direct control over one important aspect of the estate cleaning 	<ul style="list-style-type: none"> • Risk of silo working with the potential for division of responsibilities to affect relationships between block and

<p>Provide block cleaning separately as a directly managed service within H&M, and continue to provide external estate cleaning services through the existing in-house Cleaning Service. As an alternative to direct management, the block cleaning service could be procured through external service provider.</p>	<p>service.</p> <ul style="list-style-type: none"> • Overcomes perceived or real inefficiency or unclear lines of management responsibility that may be created by artificial client/provider models. • Potential for budget savings from contracting-out of service provision. <p>External cleaning service</p> <ul style="list-style-type: none"> • Tried and tested delivery model. • External estate cleaning service provision by the in-house Cleaning Service ensures there are no gaps in service at estate boundaries. • Some ability for staff resource to be moved across services to cover for staff absence and to respond to emergencies or where a surge in staffing may be required to deal with an incident. • Best practice and service improvement in street cleaning and estate cleaning can be easily transferred between the services. • Links into the Waste Contract are strong with management teams working closely together to achieve best outcomes for residents. 	<p>external cleaning operatives, leading to reduced service standards.</p> <ul style="list-style-type: none"> • Diminished ability for staff resource to be moved across services to cover for staff absence or where a surge of staff may be required. Though in an emergency situation a 'one council' approach would always be taken. • Current arrangements for use of 56 estate mess rooms could become complicated, especially if block estate cleaning service is contracted-out. • Potential for increased cost for separate management of block and external estate cleaning.
<p>Option 3 – Full transfer of estate cleaning functions to H&M with direct management.</p>	<ul style="list-style-type: none"> • Greater control over the provision of estate cleaning within H&M. • More accountability for Cleaning 	<ul style="list-style-type: none"> • Risk that the change could impact on service delivery for an initial period, though it's likely this could be

<p>Provide all cleaning services, block and external, as directly managed services within H&M.</p>	<p>Managers.</p> <ul style="list-style-type: none"> • More productive working relationships between Resident Service Managers and Estate Cleaning management team. • Potential budget savings from reduced management team. 	<p>addressed and resolved within a 6 month period.</p> <ul style="list-style-type: none"> • Potential for gaps in service provision at estate boundaries where responsibility for cleaning may not be obvious. • No ability for staff resource to be moved across services to cover for staff absence or where a surge of staff may be required. Though in an emergency situation a 'one council' approach would always be taken. • Potential loss of innovation, best practice and service improvement transferring between street and estate cleaning services. • Increased risk of silo working.
<p>Option 4 – Full transfer of estate cleaning functions to H&M.</p>	<ul style="list-style-type: none"> • Direct management of the provision of estate cleaning within H&M. • Potential budget savings from 	<ul style="list-style-type: none"> • Risk that the change could impact on service delivery for an initial period, though it's likely this could be

<p>Provide one or both of the operational service elements for block and/or external cleaning procured through an external contract.</p>	<p>contracting-out block and/or external cleaning provision.</p> <ul style="list-style-type: none"> • Potential gains in innovation and best practice brought by external contractor. 	<p>addressed and resolved within a 6 month period.</p> <ul style="list-style-type: none"> • Potential for gaps in service provision at estate boundaries where responsibility for cleaning may not be obvious. • No ability for staff resource to be moved across services to cover for staff absence or where a surge of staff may be required. Though in an emergency situation a 'one council' approach would always be taken. • Increased risk of silo working. • Less flexibility, variation of services during contracts sometimes take longer to deliver. • If one element of estate cleaning services is provided in-house and one is contracted out, this would lead to fragmentation of service delivery that could negatively impact service standards.
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Item No. 29.	Classification: Open	Date: 7 December 2021	Meeting Name: Cabinet
Report title:		Response to the Housing and Community Engagement Scrutiny Commission - Review of Community Hubs	
Ward(s) or groups affected:		All wards	
Cabinet Member:		Councillor Alice Macdonald, Equalities, Neighbourhoods and Leisure	

FOREWORD - COUNCILLOR ALICE MACDONALD, CABINET MEMBER FOR EQUALITIES, NEIGHBOURHOODS AND LEISURE

I welcome this report from the Scrutiny Commission on the important work of the Community Support Hub, now called the Community Support Alliance. As the report sets out the Community Support Hub supported thousands of people across the borough with food and support at a truly awful time.

As we look tentatively to the future we are committed to ensuring that people continue to get support and this is fully coordinated with our community partners and across the council. The report makes important points about ensuring sustainable funding, avoiding duplication and strengthening coordination. As we continue to develop the Community Support Alliance we will ensure these recommendations are taken forward.

RECOMMENDATIONS

1. That the following response to recommendations set out in the Report of the Housing and Community Engagement Scrutiny Commission (September 2021) is agreed.

BACKGROUND INFORMATION

2. On 14 September 2021 Cabinet received a report from the Housing and Community Engagement Scrutiny Commission following a scrutiny review of the Southwark Community Hub set up in response to the Covid-19 pandemic and resulting lockdowns to support vulnerable residents.
3. The Southwark Community Hub was set up in response to the pandemic and resulting lockdown to provide support for vulnerable residents, including social support and access to essential food and other essential supplies. Initially a local authority initiative in Southwark the Community Hub quickly evolved to become a joint-initiative between the council, voluntary and community sector (VCS) and health providers.
4. Through this partnership, the Southwark Community Hub delivered

significantly more than the basic offer proposed by central government.

5. Support was provided to three core groups:
 - Shielded residents (those clinically extremely vulnerable to Covid-19), including interim deliveries while central government food deliveries were put in place
 - Residents voluntarily shielding or in a group requiring strict social distancing who required support with essential food and other social support
 - Residents vulnerable or food insecure because of Covid-19, including loss of income or requiring additional social support.

6. Operating under a steering group with representatives from the Council, VCS and local health service, and a range of smaller cross-sector working groups, over the period of the lockdowns the Community Hub developed a range of core offers as set out below.
 - **Borough wide point of access** - a Covid-19 emergency phone line and email inbox was provided and staffed by the council, offering a borough wide point of contact for vulnerable residents to self-refer for support or to make a referral on behalf of friends or family. This gave access to a full range of support provided by the VCS, council, health and business partners.
 - **Triage and case-management function** - Collecting contact information and assessing immediate support needs, these joint wellbeing assessments ensured that the most critical information was gathered by the council and partners for any onward referrals.
 - **Proactive wellbeing calls** - outward wellbeing calls were made to all shielded residents. This was supplemented by efforts of partners to contact existing service users and share and rationalise lists of those in receipt of support where appropriate and safe to do so.
 - **Food deliveries** - provision of food parcels was one of the main focal points of the Community Hub, although by no means the limit of the offer. Well over 25,000 good quality healthy food parcels were provided both direct by the council and through 8 local voluntary sector hubs.
 - **Medical support needs** - the partners worked with the NHS, GP Federations and local pharmacies to support the delivery of prescriptions to shielded and vulnerable residents.
 - **Non-medical needs** - beyond immediate food and medical requests, the Community Hub has also retained a focus on social and wider support needs, including telephone befriending and access to debt and welfare advice.
 - **Referral and reporting system** - establishing quick channels of communication VCS and external partners have been critical to the operations of the hub, ensuring that residents can access the support that they require close to home. With central triage and assessment functions carried out at the centre through the single point of access, a simple and quick means of making outwards referrals and linking

residents to neighbourhood food hubs or other local means of support was developed.

7. Since the establishment of the Hub (now Southwark Community Support Alliance) it has provided support to many thousand Southwark residents and delivered over 25,000 parcels of food to those most in need. In total there were over 1000,000 contacts made with residents.
8. Although by no means the limit of the offer, the provision of food parcels has been one of the main focal points of the Community Hub. These were arranged through two means:
 - Direct from the council - over 25,000 food parcels have been delivered by the council directly to residents. Southwark Building Services and other council staff sorted and delivered food packages to residents on the council delivery list. These packages included non-food and non-perishable goods purchased wholesale, supplemented by sourced from New Covent Garden and Borough Markets.
 - Distributed through a network of neighbourhood food hubs - food deliveries were also made through a network of neighbourhood food hubs, spread across the borough: Pecan, Pembroke House, Albrighton Community Centre, Central Southwark Community Hub, St George the Martyr, Time and Talents, Paxton Green and Lewington.
9. These neighbourhood hubs all stepped forward to offer additional support through the crisis and have developed delivery and collection models to distribute food parcels to local residents. The council provided funding, logistics and supply support to these hubs based on local needs and capacity. Individual hubs have also leveraged their own resources and external funding to grow and develop activity, often significantly.
10. The neighbourhood hubs were bolstered considerably by the efforts of regional charities such as the London Food Alliance and Hubbub supporting access to surplus food and fridges, as well as local businesses Fooditude, Bermondsey Employment Skills and Training and London based environmental charity Hubbub who provided access to equipment or cooked meals to supplement food parcels.
11. Through the course of its operation there were a number of other organisations that the council provided bulk food deliveries to. This included TRAs, foodbanks, faith organisations and sheltered housing units.
12. There is a strong geographically based food network on the ground that can reach people. This extended beyond the neighbourhood hubs. Southwark Pensioners Centre, for example, worked with Central Southwark Community Hub to source food parcels and organise delivery via volunteers to older people.

13. During July and August 2020, a partnership Review Group considered evidence and feedback from residents and partners. It made recommendations on lessons learned from this work that were intended guide the work of the council, voluntary and community sector, NHS and wider partners and funders from September 2020 onwards.
14. The speed and scale of the partnership-working involved in the Community Hub response to Covid-19 was unprecedented. Between the Council, VCS and health partners we established: a borough wide front-door for vulnerable residents; a network of neighbourhood distribution centres; new cross-sector referrals routes and data-sets.
15. In addition to this work on the Community Hub, across the borough a new wave of residents responded to the pandemic by offering support locally, whether through traditional volunteering routes or by establishing street-based mutual aid groups, and a swathe of established faith, community and tenants and residents groups stepped forward to help those particularly in need.
16. In many ways, we achieved more together in a few months than in recent years. The review aimed to be an opportunity to build on the successes of this partnership-working to lay a long-lasting legacy for Southwark.
17. It is clear that a huge amount was achieved in a quick space of time to support those most vulnerable through the Covid-19 crisis. There was a strong view of all partners that overall things had gone well and that there was a lot we can build on for the future.

KEY ISSUES FOR CONSIDERATION

18. The Scrutiny Commission made two recommendations. These are set out below together with a proposed response.

Recommendation 1 - That Cabinet ask officers to review support available to those no longer accessing emergency support to ensure services are funded and there is no duplication.

19. The Commission's view was that it is important the council supports residents to move on from emergency food support, where this is possible and appropriate. This means that Southwark Council should be offering advice and support on accessing full entitlement to benefits, employment and training support, housing advice, financial planning advice (paying bills etc.), childcare entitlement and immigration advice. If this support is best delivered in the community hub, then the council needs to be developing and funding this service adequately. If support is best delivered via other means, we need to ensure there is a clear triage and referral process in community hubs. With finances constrained, it is important Southwark is not paying/funding this in two places.

Response to Recommendation 1

20. The recommendation is agreed. The review of the community hub also included a recommendation on a putting in place a managed transition for people supported by the Covid-19 Community Hub, stepping down support where it was no longer needed and ensuring people who need ongoing assistance are matched with the appropriate support.
21. This arrangement remains in place for referral and ongoing support and continues to include access to supermarket, delivery slots referral to volunteers or the VCS, financial support and advice, mental health support, befriending and welfare calls where needed. All of the local community hubs that worked with the council on the Support Alliance were provided with funding that included this transitional phase and a number of these changed their mode of operation to focus on longer term more sustainable forms of support and referral.
22. The Community Hub stopped purchasing emergency food parcels in February 2021 and now in emergency situations has the capacity to make one off purchases. Request for emergency food parcels have now stopped and levels of requests/referrals for other services have increased and common referral mechanisms remain in place across the partners.
23. The Southwark Community Support Alliance are also working on taking forward a test-and-learn approach that will target those populations where we know there is the greatest inequality and ensure that we take an experience-based insight and co-design approach with residents to ensure the development of the support offer in one test neighbourhood delivers tangible impact for people's health and wellbeing. The project includes the following work areas:
 - **Transition:** Creating a clear road map to step-down emergency food bank provision and develop whole-neighbourhood offers that incorporate pantries, community kitchens and co-ops.
 - **Neighbourhood services:** Testing new service models that are embedded in community settings (including existing food offers) and that address the root causes of food insecurity, e.g. debt-, employment-, housing-support through wrap-around support.
 - **Neighbourhood front-doors:** Developing social infrastructure in neighbourhoods that provide opportunities for residents to connect and routes into available services.
 - **Neighbourhood connectivity:** Testing new ways of working between health, council, voluntary and community sector organisations/groups and local residents to reduce fragmentation, duplication and improve cross-boundary collaboration to make better use of the skills, resources and energy in local communities.
 - **Sustainability:** Developing longer-term financing plans for neighbourhood models, incl. building on community wealth-building principles to develop new social enterprise models and local procurement options.

24. As set out below the intention is not to duplicate but to unite and add value to existing services more effectively in one neighbourhood.

Recommendation 2 - That cabinet takes steps to ensure duplication is not occurring as a result of new services being provided from community hubs.

25. The Commission's view was that if new services become available in community hubs, Southwark may need to reconsider providing similar services centrally. Conversely, if Southwark has a well-run centralised service, we should be building on that success and not duplicating via the community hubs. Many services have performed better and more consistently when centralised.

Response to Recommendation 2

26. This recommendation is agreed. The Community Support Alliance was Southwark's crisis response unit, established at pace in the early days of the Covid-19 pandemic by the council and partners from across the VCS and NHS. The alliance developed intelligence-sharing mechanisms at record-speed, new neighbourhood distribution centres for food and essential goods, and referral pathways from a single point of access. This enabled a leap forward in collaborative cross-sector working, achieving more in 6 months than the previous 6 years by uniting the existing 'tiers' of support within the borough and coordinating the response.
27. The alliance is now working on the transition of these ways of working from emergency-response to mainstream policy and practice by undertaking a Place-based Test-and-Learn Pilot in Walworth under the new Neighbourhood Approach. This will build on learning from the covid-response and existing collaborative initiatives like the Walworth Neighbourhood Food Model, Walworth Living Room and Aylesbury Kitchen.
28. The aim is to strengthen and expand this work to 'unite the tiers' as set out in the diagram below in a specific local neighbourhood, bringing partners and initiatives together from across the system including central government. The proposal is for existing services, initiatives and networks to work together in neighbourhoods in different ways to tackle the underlying inequalities that underpin and manifest themselves in issues like food insecurity and disconnection, and that left many local residents more vulnerable to lockdown, than the pandemic itself and achieve better outcomes for people and places.

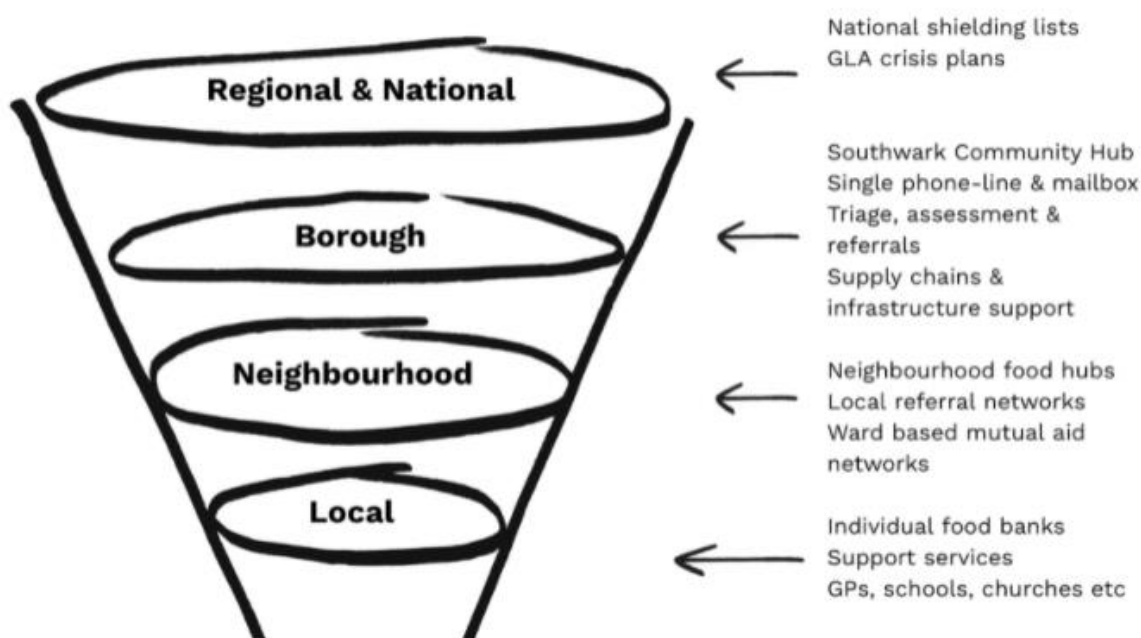


Figure 1 Excerpt from the DRAFT Project Plan for the Community Support Alliance Test & Learn: Walworth Neighbourhood Plan

Policy framework implications

29. The work of the Community Hub, Southwark Community Support Alliance and the test and learn project directly contribute to Southwark Council's Fairer Future Commitments for the following themes:
- a. Theme 1 - COVID-19 response
 - b. Theme 2 - Southwark Together
 - c. Theme 5 - Tackling health inequalities
 - d. Theme 8 - Thriving neighbourhoods

Community, equalities (including socio-economic) and health impacts

30. COVID-19 continues to impact residents and partners across the borough. As previously noted by cabinet the issues raised demonstrate, the full impact of COVID-19 on the borough cannot yet be known. This will become clearer in the months ahead. Some impacts may not be clear for some years.
31. The work described in this report intends to provide targeted support for those Communities and groups that have been disproportionately affected by the Pandemic.
32. The Public Sector Equality Duty will be taken into account as the project deliver services and responds to the continuing impact of COVID-19 on the borough as well as in planning any changes to operations arising from that impact.

33. A key objective of the project is to learn the lessons of the pandemic and to begin to build neighbourhoods where everyone can contribute and to ensure that services provide a wide provision of support, which is accessible and relatable for Southwark residents that require social and welfare support.

Climate change implications

34. There are no climate change implications to this scrutiny response.

Resource implications

35. There are no immediate resource implications identified in this report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet paper 20 October 2021: Southwark Community Support Alliance Update	Communities Division, Environment & Leisure 160 Tooley Street	Stephen Douglass 0207 525 0886
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=666		
Cabinet paper 8 September: Community Hub - supporting the needs of the most vulnerable	Communities Division, Environment & Leisure 160 Tooley Street	Stephen Douglass 0207 525 0886
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=666		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Alice Macdonald, Equalities, Neighbourhoods and Leisure	
Lead Officer	Stephen Douglass, Director of Communities	
Report Author	Stephen Douglass, Director of Communities	
Version	Final	
Dated	25 November 2021	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	25 November 2021	

Item No. 30.	Classification: Open	Date: 24 November 2021	Meeting Name: Cabinet
Report title:		Motions Referred from Council Assembly	
Ward(s) or groups affected:		All	
From:		Council Assembly	

RECOMMENDATION

1. That the cabinet considers the motions set out in the appendices attached to the report.

BACKGROUND INFORMATION

2. Council assembly at its meetings on 14 July 2021 and 24 November 2021 agreed several motions and these stand referred to the cabinet for consideration.
3. The cabinet is requested to consider the motions referred to it. Any proposals in a motion are treated as a recommendation only. When considering a motion, cabinet can decide to:
 - Note the motion; *or*
 - Agree the motion in its entirety, *or*
 - Amend the motion; *or*
 - Reject the motion.

KEY ISSUES FOR CONSIDERATION

4. In accordance with council assembly procedure rule 2.10.6, the attached motions were referred to the cabinet.
5. The constitution allocates responsibility for particular functions to council assembly, including approving the budget and policy framework, and to the cabinet for developing and implementing the budget and policy framework and overseeing the running of council services on a day-to-day basis.
6. Any key issues, such as policy, community impact or funding implications are included in the advice from the relevant chief officer.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council agenda	Report on the council's website	Virginia Wynn-Jones Constitutional Team 020 7525 7055
Links(please copy and paste into browser): Agenda for Council Assembly on Wednesday 14 July 2021, 7.00 pm - Southwark Council Agenda for Council Assembly on Wednesday 24 November 2021, 7.00 pm - Southwark Council		

APPENDICES

Number	Title
Appendix 1	The Southwark Youth New Deal
Appendix 2	Recognising Single Parent Rights
Appendix 3	Protecting Green Spaces and Tackling the Housing Crisis for Future Generations
Appendix 4	Covid-19 Education Recovery
Appendix 5	Climate Justice: A Green Future For All
Appendix 6	A roadmap for clean streets for Southwark
Appendix 7	Responding to the Afghan Refugee Crisis and Supporting Refugees and Asylum Seekers
Appendix 8	Refusing Unsafe Building Developers
Appendix 9	Youth Democracy
Appendix 10	Support for Borough, Bankside and the Wider Area
Appendix 11	Centenary Celebrations for Ada and Alfred Salter
Appendix 12	Transport for London funding

AUDIT TRAIL

Lead Officer	Chidilim Agada, Head of Constitutional Services	
Report Author	Virginia Wynn-Jones, Principal Constitutional Officer	
Version	Final	
Dated	26 November 2021	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Strategic Director of Finance and Governance	No	No
Director of Law and Governance	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	26 November 2021	

APPENDIX 1**The Southwark Youth New Deal**

1. Council Assembly notes:
 - a. That under this Labour administration, Southwark is committed to working with young people to deliver the best possible services through a £15 million youth investment. This investment is geared towards improving all outcomes for young people including their health, wellbeing, social, education and employment opportunities. This includes three council managed youth centres and 29 organisations that deliver youth activities in great spaces across the borough, including the reopening and refurbishment of spaces like the Blue Youth Club.
 - b. The council has won an international award for its ethnographic engagement of young people in the design of its services. Young people are currently working with urban creatives *We Made That* to film spaces on the Brandon which will bring about a youth-led transformation of relevant spaces.
 - c. The new Youth Parliament selection is underway – with every secondary school, special education school, pupil referral unit, college, and youth centre currently engaged in canvassing and voting so that the new Youth Parliament can sit in the autumn.
 - d. This Labour administration has revolutionised young people’s mental health services. Southwark is now a beacon of mental health support by delivering its commitment to support 100% of children and young people with mental health needs, through its launch of the free open access mental health drop in The Nest and the £2m investment in schools for mental health prevention.
 - e. The council has delivered on training and employment for its young residents whilst the government’s implementation of Kickstart made it difficult for employers to navigate, and challenging for young people to participate. Since July 2019, Southwark Works has supported 570 young people; helping 104 of them into secure and good quality jobs and apprenticeships, and 142 into other outcomes including training and work experience. A further 114 young people have been supported into well-paid internships.
 - f. Under this Labour administration, Southwark is committed to great outcomes for its young people, with no young person left behind. 199 young people who were previously not in education, training or employment have received training through the Southwark Construction Skills Centre, and a further 961 Southwark school children are engaged with the programme.

- g. Southwark's Special Educational Needs and Disability (SEND) Services include great education and post sixteen offers for our young people. We are exemplars, with other local authorities turning to Southwark for guidance on their SEND services. Our Youth Offending Service (YOS) is now a national exemplar, and was praised by Ofsted and HM Inspectorate of Probation for carrying out essential work supporting young people. This Labour administration has protected funding for YOS and will continue to do so in the face of Conservative cuts.

2. Council Assembly further notes:

- a. Even before the pandemic, children and young people have been stunted and pulled down by 11 years of Conservative austerity. We recognise that cuts to council budgets, attacks on welfare and benefits, a national crisis in care, and the London housing crisis have all impacted on young people in the Southwark.
- b. According to the YMCA over 760 youth centres have closed since the Conservative-Liberal Democrat coalition in 2010, widely condemned by experts as pushing young people into violence and exploitation. The list goes on; university tuition fees trebled, arts provision cut, Educational Maintenance Allowance scrapped. In this time, investigations where a young person is believed to be at risk of significant harm have more than doubled.
- c. Children and young people have lost over half a year of face to face learning, and this, combined with unequal access to home learning, has exacerbated existing attainment gaps. Worryingly, in June the government's schools recovery chief, Sir Kevan Collins, resigned in disbelief over the lack of funding offered - £1.4bn against the £15bn recommended – to help children catch up.
- d. The growing mental health crisis for young people has been magnified by repeated lockdowns, whilst provision remains woefully inadequate. According to the charity Young Minds, 67% of young people believe that the pandemic will have a long-term negative effect on their mental health, whilst 40% said that their school had no school counsellor. Devastatingly, data from the Millenium Cohort Study has shown that 7% of children have attempted suicide by the age of 17.
- e. Covid-19 has wreaked havoc on the sectors where young people make up the bulk of employees, such as leisure, hospitality and tourism – according to a London School of Economics (LSE) study, if you are under 25 you are more than twice as likely to have lost your job than an older adult.

3. Council assembly therefore calls on cabinet:

- a. To deliver the Youth New Deal at pace:

- i. To put all young people at the heart of service design for young people.
- ii. To make sure that the new Youth Parliament is inclusive and accessible with co-opted young members with care experience, experience of the youth justice system and school exclusion.
- iii. To recommission its youth service programmes, ('Positive futures for young people fund') to reflect young people's voices, by directly involving young people in the selection of providers with new programmes, to commence in April 2022.
- iv. To build on the vision to support 100% of child and adolescent mental health need and the success of the council's child and adolescent free mental health drop-in service by continuing to provide its outreach service to schools and including pop-up drop-in services throughout school holidays, in order to increase accessibility and profile of and young people's mental health support.
- v. To recession-proof youth opportunity and ensure that every school leaver has an education, training or employment opportunity, by delivering ongoing support for vulnerable young people into jobs and apprenticeships through programmes such as Southwark Works.
- vi. To ensure that, aligned to the emerging digital hub, the Youth Opportunities Campaign will continue to promote job and training opportunities directly to young people and their guardians via a monthly bulletin. The £2m Southwark Pioneers Fund will also support young entrepreneurs to start and sustain their own businesses.
- vii. Launch a new Sure Start for Teenagers to establish a new cross council and cross partnership initiative to support teenagers and their families where needed.
- viii. To develop a new youth digital information hub and establish a new youth services portal/website as the cornerstone of the Youth New Deal. To ensure the rapid provision of comprehensive, up to date and accessible information about activities and services for young people and their families.

b. To lobby the government to invest in young people's futures by:

- i. Putting forward a comprehensive schools plan that will allow our young people to catch up on their lost education, coupled with a funding package which means this can actually be delivered.
- ii. Funding our schools in Southwark properly and finding a fairer funding formula that will allow our schools to stay open despite falling pupil admission numbers, so that smaller class sizes can help our young people catch up on lost learning.
- iii. Ensuring there is good quality mental health support in every school and Higher Education facility, and follow the lead of the Labour-led Welsh Government which has legislated to make counselling support for pupils age 10 -18 mandatory.

- iv. Address the administrative issues and technical difficulties which are stopping businesses and young people alike from benefitting from the Kickstart scheme.
- v. Reinstating and ring-fencing youth services funding to 2010/11 real terms levels.

APPENDIX 2

Recognising Single Parent Rights

1. Council assembly notes:
 - a. There are 2.9 million single parents in the UK, accounting for one in four parents. Around [one third of parents experience some period of single parenting](#). Although [almost 70% of single parents are employed](#), a third of children [in working single parent homes live in poverty](#) and almost 30% (double that of coupled parents) report [mental health concerns](#). Single parents face discrimination throughout their daily lives, from the workplace to accessing housing. This has knock on effects for them, their children and society as a whole.
 - b. Many single parents face multiple discrimination given 90% [are women](#), around [27% live with a disability](#) (compared with 21% of couple parent households), and [black and mixed ethnicity communities have higher numbers of single parents](#) compared with white communities. In London there are over 260,000 single parents; according to the 2011 census Southwark has 40% rate of single parent households and these figures are likely under-reported.
2. Council assembly further notes that discrimination towards single parents occurs in:
 - a. the workplace when it comes to [recruitment, professional development and promotion](#)
 - b. housing, specifically accessing private rentals properties especially for those reliant [on housing benefit](#)
 - c. child benefit calculations: a couple earning £98,000 combined will receive full child benefit for one child, whilst a single parent on £60,000 will receive no child benefit for two children;
 - d. childcare vouchers with couples able to access double the amount of vouchers where both are working, regardless of the actual amount they spend on childcare;
 - e. [universal credit childcare payments](#);
 - f. support and adaptations required for a disabled child to live safely in both homes where parents share care.
 - g. entrance fees at tourist attractions are often higher per person for [single parent families than couple families](#). At the National Trust single parents pay 25% more per adult;
 - h. membership fees e.g. for birthing/ parenting classes where the second parent in a couple is often 'free';
 - i. inheritance tax with the child(ren) of a couple essentially have double the threshold compared to the child(ren) of a single parent;
 - j. [the cost of holidays](#), and

- k. government and business [policies and rules during the Coronavirus lockdown 2020.](#)
- 3. Council assembly recognises:
 - a. That Southwark Council is committed to promoting equality irrespective of marital or civil partnership status and valuing the contribution made by all citizens. At a national level, however, the legislative oversight in respect of single parents is a chasm which needs to be addressed. Single parents are often subject to systematic discrimination across every aspect of life, and it is unconscionable that these circumstances have been permitted to exist for so long, all the while doing so much harm.
- 4. Council assembly therefore resolves to:
 - a. Be at the forefront of ensuring that equality for all is embedded in our practices and employment policies.
 - b. Actively support the campaign for single parents' rights, working with the government, campaign groups, community organisations and other partners to ensure that single parents have the parity they deserve.
 - c. Lobby the Government to enshrine single parent rights in law including:
 - 1. The right for employees to request part-time or flexible working from their first day in a job.
 - 2. Commissioning an independent review into the funding and affordability of childcare, particularly in regards to single parents, and to accept its recommendations.
 - 3. Better access to financial support for single parents who have to take time off work to care for children sent home from school or childcare settings due to Covid-19. The single parents' charity Gingerbread is calling for the Government's £500 Test and Trace Isolation Grant to be extended to parents in low-income households who have to take unpaid time off work when their children are sent home from school or childcare settings due to Covid-19.
 - 4. End the 5 week wait for Universal Credit and create a faster process for single parents to receive their first Universal Credit payment.
 - 5. Make the £20 Universal Credit uplift permanent, as according to Save the Children two thirds of claimants are single parents.
- 5. Council assembly recognises that making these law changes would have a number of benefits, including:
 - a. greater single parent employment;

- b. reduced reliance on government benefits;
- c. greater disposable income for single parents to spend in society;
- d. more stable and decent housing for single parent families;
- e. better mental health for single parents;
- f. lower poverty levels for children of single parents; and
- g. better outcomes for the children of single parents.

APPENDIX 3**Protecting Green Spaces and Tackling the Housing Crisis for Future Generations**

1. Council assembly notes that:
 - a) For all local authorities, there is a delicate and necessary balance between the building of new council homes and the adequate provision of outside space for residents.
 - b) There is a very real human cost to choosing not to explore all sites on which to provide new council homes, just as we must continue to enhance our outside spaces.
 - c) Southwark Council is exploring all avenues to provide more council homes, including 70 sites across the borough.
 - d) Developing those sites would guarantee that future generations have access to genuinely affordable homes and all of the health and wellbeing benefits that this provides.
 - e) All projects will include open, inclusive and transparent consultation with residents including a robust process to take residents with us as we make these decisions together.
 - f) In addition to this, our Great Estates Programme seeks to both expand the number of council homes on appropriate existing estate sites, and enrich these estates by working with residents to improve the look and feel of them.
 - g) Southwark has 30 green flag parks (the highest number within inner London), and continues to invest in its parks and green spaces:
 - Over £61 million invested in parks since 2010;
 - Launch of the Southwark Nature Action Plan (SNAP) in 2020 to protect biodiversity and make nature accessible for all;
 - 'Re-wilding' parts of our green spaces;
 - Introduction of 200 new allotment plots as part of the Allotment Expansion Scheme;
 - Planting over 8,000 trees this year alone under our commitment to plant 10,000 by 2022.
 - h) The New Southwark Plan will also increase the amount of protected open space in the borough, including 17 new Sites of Importance for Nature Conservation.
 - i) There is a dire need to meet Southwark's 15,000 household-strong waiting list for housing, and the council's current approach to site-selection will fully incorporate the importance of provision of accessible, green, outside spaces.

- j) The disastrous right-to-buy policy introduced and extended by successive Conservative governments has led to the loss of over 17,000 council rented homes in Southwark
- k) Despite the fact that Southwark has brought 231 empty homes back in to use this year, the number of empty homes in Southwark is still unacceptable and so in September Cabinet will put forward an Empty Homes Action Plan to bring more empty homes back into use.

2. Council Assembly further notes that:

- a) Green spaces in London are of significant benefit and popularity to the population surrounding them.
- b) Green spaces should not become a luxury only accessible to the well off. A report by the National Children's Bureau in 2013 found that better-off children were nine times more likely to have access to green spaces than those in the most deprived areas.
- c) Our green spaces aid wellbeing. A London Green Spaces Commission report last year estimated that green spaces save London £950m per year in avoided health costs. A Public Health England report in 2020 stated, "£2.1 billion per year could be saved in health costs if everyone in England had good access to greenspace."
- d) After a year of lockdowns, Londoners want to see green spaces protected. A May 2020 poll by CPRE, the countryside charity, and the National Federation of Women's Institutes (WI), found that nearly two-thirds of Londoners (62%) felt that protecting nearby green spaces should be a higher priority for the government when lockdown ends.
- e) London is facing increased urbanisation. A 2020 report by the London Green Spaces Commission discovered that, in the previous ten years, spending on public green space fell by over 30% to £159m. However, London's population in that time grew by 11.2%.
- f) Losing parks and green spaces would adversely affect the climate emergency. For instance, the ONS found that UK vegetation removed enough dangerous air pollution in 2017 to equate to a saving of £1.3bn in health costs.
- g) Therefore, it is our duty as councillors to ensure that we protect our green spaces so that future generations can enjoy them equally and gain from them as fruitfully as we have done.
- h) It is also our duty as councillors to do everything within our means to house residents in affordable, comfortable and safe housing; and do all we can to prevent homelessness in Southwark.

- i) London is in the grip of a housing crisis. Between 1997 and 2016 London's population increased by 25%, but the number of homes only increased by 15%.
- j) In June 2020, over 127,000 children were living in Temporary Accommodation in London.
- k) There are 15,000 households on the waiting list for a home in Southwark. Half of these households include children.
- l) Many of these households currently live in severely overcrowded and unsuitable accommodation – sometimes entire families in a single room.
- m) There are 3,200 households in temporary accommodation in Southwark.
- n) Southwark urgently needs more council homes.

3. Council assembly calls on the cabinet to:

- a) Conduct an audit of all planned investment in our green spaces, outdoors sports and children's play facilities across Southwark to ensure that they are recognised and protected for residents' amenity.
- b) Urgently review the site-selection criteria for council-led developments, to ensure there is enough provision to support our commitment to tackle the housing crisis and maintain our dedication to high quality parks and green spaces across the borough.
- c) Invest further and enhance the borough's parks and open spaces to ensure residents across Southwark have access to high quality green space and to further increase our borough's biodiversity.
- d) Focus on building new council homes on sites suited for development — including former industrial/commercial sites across the borough and on car parks and under-used sites on our existing estates and publicly owned land.
- e) Continue to be creative in finding ways to deliver more council homes, including buying new sites and homes where financially viable and continuing to secure more social housing in new developments through planning.

Covid-19 Education Recovery

1. Council assembly notes that:
 - a. The Government published its plans for education recovery after the pandemic on 2 June 2021.
 - b. Sir Kevan Collins, appointed by the Prime Minister as the Government's Education Recovery Commissioner, had judged that some £15bn was needed to repair the damage done to the nation's pupils because of Covid-19. The Government's subsequent offer of £1.4bn falls far short and is severely inadequate. The Education Policy Institute have calculated that this amounts to £50 per pupil per year.
 - c. This contrasts with the offer of £1,600 per pupil in the USA and £2,500 per pupil in the Netherlands. There are no quick or cheap fixes if we are to build back better from the pandemic and have an education system that supports high standards and strong mental health for everyone.

2. Council assembly also notes that:
 - a. The Department for Education has changed the census used to calculate Pupil Premium funding for the most disadvantaged pupils. This means that £150 million is being taken away from young people and schools most in need, including £1.2m in Southwark – the equivalent of 892 Southwark primary school children not receiving their Pupil Premium.

3. Council assembly therefore resolves:
 - a. To lobby the Government to value and invest in all our children, so they are supported to learn, succeed, and go on to have bright futures.
 - b. To write to the Prime Minister and call on the Government to scale up its ambition for our children and young people and give our education system the resources they need to ensure that no child is left behind. The Government should show it is serious about levelling up by putting in the investment called for by its own former Education Recovery Commissioner.

Climate Justice: A Green Future For All

1. Council Assembly notes:

- a) That the climate crisis requires urgent global action to keep warming below 1.5 degrees and to avoid the catastrophic consequences of temperatures rising beyond this, as set out by the Inter-Governmental Panel on Climate Change (IPCC).
- b) That the UK along with other wealthier countries has a particular responsibility to reduce emissions, being responsible for a larger proportion of both current and historic emissions, and notes the government's legally binding target to reduce emissions by 78% by 2035 and to be net zero by 2050, along with this borough's ambition to be a carbon neutral borough by 2030.
- c) That in a warming world, Southwark is particularly vulnerable to extreme weather events and to flooding, as an urban borough which is bordered by the Thames in the north with flat and low-lying land beneath this, with 60% of residents living less than 10 metres above sea level.
- d) That according to a recent global survey three quarters of young people now feel frightened about their future as a result of climate change. In London, 82% of residents are concerned about climate change, with 66% saying they have become increasingly concerned in the last year.
- e) That UK government plans including their Net Zero Strategy, are too little, too late, and fail to provide adequate funding for local authorities to deliver on a just transition, especially in the area of social housing decarbonisation which could help reduce fuel bills for residents.
- f) That the government's record speaks for itself: scrapping the planned zero carbon homes standard, ending the feed-in tariff, continuing to pursue oil and gas exploration, a dodgy trade deal with Australia, and a failed Green Homes Grant. Failing to regulate properly and invest, leaving everything to the whim of the market. And a Prime Minister who doesn't think twice about taking a private jet to Cornwall.
- g) That the recent Spending Review barely mentioned climate change, whilst halving air passenger duty for domestic flights and freezing fuel duty, just days before COP26 began.

2. Council Assembly further notes:

- a) That despite a lack of leadership from government, local communities and local authorities are stepping up to make ambitious commitments to bring about change.
- b) That Southwark declared a climate emergency in 2019, accelerating work that was already underway to reduce emissions, and that the council's operational emissions have already halved since 2018.
- c) That the council has published its Climate Change Strategy and Action Plan, with 85 priority actions which will put us on the path towards net zero by 2030.
- d) That we have already made excellent progress on much of this, including:
 - i. Buildings – installing water-source heat pumps on three of our estates to serve over 2100 homes; bringing forward new passivhaus council homes in Rotherhithe; delivering retrofit work to street properties and the Tustin towers; greening our council buildings including by installing heat pumps in libraries; strengthening our planning policies through the New Southwark Plan and establishing a new Green Buildings Fund to retrofit our community buildings.
 - ii. Transport – doubling cycle storage to 500 hangars next year, delivering 4 kilometres of cycleways, installing over 260 electric vehicle charging points with more planned this year; 36 school streets and 11 street space schemes to promote active travel; and major upgrades to London Bridge, Denmark Hill, Elephant and Castle and Peckham stations.
 - iii. Natural environment – planted over 8,000 new trees last year alone, supported biodiversity through its 'no-mow' policy, creating 200 new food growing plots on estates, opened the new Elephant Park, invested in renewing Burgess Park, Camberwell Green and Dickens' Fields, started to consult on Bramcote Park, and retained 30 Green Flag parks – the most in inner London. Through the New Southwark Plan, the council is creating 17 new sites of importance for nature conservation, ensuring biodiversity net gain in development, and creating 11 hectares of new protected open space.
 - iv. Circular and Green Economy – pledged to create 5000 green jobs between now and 2030; ended the pension fund's direct investments in fossil fuels with a target to be 100% fossil fuel free by 2030; and maintained one of the best recycling rates in inner London, up from the 6th worst recycling rate in the country in 2010.
 - v. Renewable and Sustainable Energy – rolled out LED street lighting, switched to 100% renewable electricity in council

buildings, supported the expansion of South East London Combined Heat and Power (SELCHP), sought to maximise renewable energy generation through new developments, and have started to install solar photovoltaic systems on council buildings.

- e) We are investing an additional £25 million of capital funding into carbon reduction projects which will include among other things, electrification of our council fleet, further decarbonisation of council buildings including leisure centres when these are brought in house, and the expansion of measures to support the borough's climate resilience.
- f) That the council is supporting a citizens' jury on climate change, which will bring together a group of people who are representative of the borough's demographics to make recommendations on how the borough can further respond to the climate emergency.
- g) That the analysis underpinning the Climate Strategy and Action Plan estimates that capital investment of £3.92 billion is required for Southwark alone and that the government must therefore demonstrate its seriousness to this agenda by fully partnering with and resourcing local authorities.
- h) That the lack of a long-term funding settlement with TfL is damaging to our efforts to become a carbon neutral borough, putting important projects on hold such as the Bakerloo Line Extension, the Rotherhithe Bridge, bus service enhancements and electrification, and active travel infrastructure.

3. Council Assembly celebrates and thanks:

- a) The community organisations and projects who have worked hard to bring down carbon emissions locally and protect Southwark from climate change; we applaud you and are grateful to be hearing from some of these groups today.

4. Council Assembly resolves to call on Cabinet to:

- a) Continue working with the community and local businesses to build upon Southwark's climate action plan and ensure collectively we are doing everything we can with the resources we have to achieve net zero by 2030. This work must have a strong focus on decarbonising Southwark's buildings, and moving away from petrol and diesel vehicles.
- b) Go further in addressing and resourcing action to address the related ecological emergency, building on the existing Southwark Nature Action Plan, to see further flourishing of nature and biodiversity across the borough.

- c) Review Southwark's planning policies in line with our aim to be a carbon neutral borough by 2030, including through the establishment of a local carbon offset price.
- d) Work to implement all the recommendations of Southwark's Climate Change Citizens Jury within the council's capacity, and work with all concerned stakeholders to respond to the Jury's recommendations.
- e) Protect Southwark residents from the impacts of climate change by bringing forward an Adaptation Plan in 2022 which will consider:
 - i. An increased population due to climate refugees and displaced citizens.
 - ii. The urban heat island effect which we are already experiencing in London.
 - iii. Flooding and other extreme weather.
 - iv. Public health risks including new diseases.
 - v. Water scarcity and food shortages for residents.
- f) Strengthen its lobbying efforts, working with the Local Government Association and networks like UK100, to push the government for the more ambitious national action and funding that is urgently needed to address the climate emergency.

A roadmap for clean streets for Southwark

1. Council assembly observes that:
 - a) The UK has significant issues with rubbish. According to Greenpeace, the country produces more plastic waste per person than any other country bar the US. Official statistics revealed that the UK only recycled around 44% of waste in 2018, below the EU average. The German rate was 67%.
 - b) Charity Keep Britain Tidy estimates that two million pieces of rubbish are dropped every day across the country. The street cleaning cost of this is £1bn annually. On average, 14 calls a day are made to the RSPCA regarding wildlife harmed by litter.
 - c) Seven million tonnes of food and drink are thrown away each year, most of which could have been consumed. Experts say that food waste contributes 8-10% of global greenhouse gas emissions
 - d) In an article earlier this year, the Sunday Mirror reported that fly-tipping in Britain has jumped by more than 500%. This has a large impact on the environment as damaged fridges and freezers let out ozone-harming gases.

2. Council assembly notes that:
 - a) Since 2010, the Labour administration has turned around a falling recycling rate, cleaned our streets and maintained a high rate of collection. The last set of formally published results were for 2019/20 when we achieved a 35.14% recycling rate. The recycling rate achieved was the best of the 13 inner London councils.
 - b) Since Labour took control of the council, Southwark has had ambitious recycling targets and the council's recycling rates are a huge improvement on the pitiful Liberal Democrat/Conservative record from pre-2010, when the council had the sixth worst recycling rate in the country.
 - c) The council's waste management team has taken significant steps to tackle fly tipping in the borough, including the setting up of a new fly tipping task force. Between April and September 2021, 98.6% of fly tipping incidents were cleared within 24 hours of reporting to the council's waste management team.
 - d) During the Covid-19 pandemic, there was significant staff absence from the waste management team, as staff were either unwell or isolating. Despite these significant challenges, and more latterly the impact of the HGV driver shortage, the full

range of waste collection services have continued to be deployed throughout. The waste collections teams have worked hard under unprecedented conditions to ensure the mainstay of the collection services were kept operational.

- e) The waste management team has now recovered to its pre-pandemic level of performance and is delivering higher overall performance, with missed collections now at below 50 per 100,000, which is on target.
 - f) Councillors across the borough are supporting fantastic initiatives to reduce litter on our streets and in our parks, including by working with organisations such as Plastic Free East Dulwich and Plastic Free Peckham and via the Empowering Communities Programme.
3. Council assembly calls on the cabinet to:
- a) To continue to be ambitious for recycling in Southwark and maintain our place as one of the highest recycling rates in inner London
 - b) When the new Environment bill becomes law, to utilise the new powers to further maximise the recycling rate.
 - c) To investigate the use of new technology to improve waste collection and recycling rates, including recycling of food waste.
 - d) To investigate new means of creatively reducing, collecting and disposing of food and garden waste including incentivising, supporting and encouraging an increase in home composting by residents across the borough.
 - e) To improve accessibility and ease of use of Southwark's reuse and recycling centre in order to make disposing of waste easier, specifically by making such adjustments with the purpose of making the centre more accessible for residents who are digitally excluded and those who do not have access to a car.
 - f) To implement the plan to improve bin collection rates, including improvements to IT reporting systems, so residents are able to easily report missed bin collections, and more effective monitoring of problem areas to prevent repeat missed bin collections.

APPENDIX 7**Responding to the Afghan Refugee Crisis and Supporting Refugees and Asylum Seekers**

1. Council assembly notes:
 - a) Afghanistan has undergone a devastating and avoidable tragedy and continues to face a humanitarian and political crisis. Our thoughts are with all those forced to flee their homes, with the families and loved ones of those killed and wounded and those who are suffering in and still trying to escape Afghanistan - including the families of many Southwark residents. We continue to have particular concern for women and girls and for Afghan people who have supported the British civil and military authorities in their country in various ways.
 - b) More than 15,000 Afghans were evacuated to the UK before 31 August. The majority of those refugees have since been placed in bridging hotels – 30 % have been placed in bridging hotels in London – including here in Southwark.
 - c) London boroughs have been integral to providing wraparound support. Without the work of local government, thousands of Afghans would not have had their basic needs met and children would not be accessing play and education. It is equally clear that without local government, resettlement will be impossible.
 - d) In the context of a decade of cuts to local government funding and drastic cuts imposed on our own budget in Southwark, it is imperative that government provides adequate funding to councils to support refugees and does not let the burden fall on already stretched local authorities.
 - e) That beyond the recent Afghanistan crisis - London boroughs are already supporting thousands of asylum seekers in contingency hotels. This includes Southwark where there has been a lack of meaningful consultation and coordination with Southwark Council.
2. Council assembly further notes that Southwark Council:
 - a) Has a long and proud history of supporting people fleeing persecution overseas and is committed to becoming a Borough of Sanctuary.
 - b) Has committed to welcome Afghan refugees to our borough under the new Afghan Citizens Resettlement Scheme (ACRS) and is in the process of identifying long-term accommodation. We are proud to have worked through London Councils to

agree and sign up to the principle of all London boroughs providing long term homes.

- c) Had already committed to participate in the previous Afghan Relocations and Assistance Policy (ARAP) and have resettled families through the Syrian Vulnerable Persons Resettlement Scheme.
- d) Is already providing wraparound support to Afghan refugees placed by the Home Office in temporary hotel accommodation in our borough. We are working with local partners and Afghan community leaders to provide the appropriate support including mental health provision, English language lessons, co-ordinating school places for children, help registering with a GP and enabling access to our libraries and leisure centres.

3. Council assembly thanks

- a) All the voluntary and community organisations and residents who have offered their support and donated time, money and energy to make refugees welcome. This includes Panjshir Aid, Community Southwark, the Southwark Day Centre for Asylum Seekers and Refugees, Little Village, the Red Cross, the Southwark Refugees and Communities forum and many more.
- b) Our local Members of Parliament - Neil Coyle, Harriet Harman and Helen Hayes and their staff for all their work to support Afghan refugees and their families.

4. Council assembly calls on the British Government to:

- a) Provide greater clarity to Afghan refugees about their future in the UK and resolve delays in the process to match Afghan families with accommodation identified by local authorities. People are stuck in hotels - including here in Southwark - with no idea how long they will be there or a say over their future.
- b) Provide adequate resources to local authorities to support refugees in the short and the long term. This must include finalising the funding for the wraparound support in bridging hotels, and ensuring that local authorities are paid for supporting all bridging hotel residents, including British nationals.
- c) Provide British nationals with resettlement support aligned with ARAP and ACRS, and address concerns around homelessness applications.
- d) Ensure that boroughs are consulted on the processes involved in standing down bridging hotels.

- e) Work with local authorities to achieve a more equitable asylum system and end the hostile environment.
 - f) Keep UK borders open to receive asylum seekers from Afghanistan and not deport any undocumented Afghans in accordance with the United Nations High Commissioner for Refugees (UNHCR) non-return advisory. Immediately expand eligibility for family reunion enabling family members who have relatives in the UK to travel safely to join them and quickly decide all asylum claims from Afghans who have arrived in the UK independently, including reviewing previously refused claims.
 - g) Abandon their damaging plans to introduce a two tier refugee system under the Nationality and Borders Bill. The government should treat each arrival in the UK based on their needs not how they got here and provide proper support to people in need of sanctuary. The UK must adhere to Article 31 of the Refugee Convention that prohibits penalties being imposed on Refugees who enter or are present in a country without authorisation.
5. Council assembly calls on the cabinet to:
- a) Continue to support refugees and asylum seekers in Southwark.
 - b) Call on the government to provide the resources required and to provide clarity on the status of and future of the resettlement scheme.
 - c) Continue to work with London Councils to coordinate support and ensure that councils across London as well as the UK are all playing an equal part in responding to this international emergency.

Continue to work with local organisations and community leaders to support refugees in our Borough and respond to their needs.

Refusing Unsafe Building Developers

1. Council assembly notes:
 - a) The significant financial and health impacts of the building safety crisis on thousands of Londoners.
 - b) Although changes are being touted, support from central government for properties with dangerous cladding has to date been wholly insufficient to deal with the building safety crisis.
 - c) That the UK Government must do more to protect leaseholders in the building safety crisis and must ensure remediation work is completed as soon as possible on all affected properties.

2. Council Assembly acknowledges that:
 - a) The council has been lobbying for building safety reforms and an end to the cladding scandal for a number of years, including lobbying for increased funding for retrofitting social housing to comply with fire and building safety legislation in the 2021 Spending Review.
 - b) The council is the largest landlord of high rise blocks in England with 170 residential buildings of 18m or higher. The safety of our residents is our absolute priority and a Building Safety programme is being implemented with a learning and discovery pilot taking place at Andoversford Court in Peckham.
 - c) The council is working closely with the Department for Levelling Up, Housing and Communities and the London Fire Brigade to ensure that private landlords remove aluminium composite material (ACM) cladding from their blocks. We are also using our powers to serve enforcement notices on building owners where remediation actions are not taken.
 - d) The council have been working closely with the Salmon Youth Centre in Bermondsey, supporting them in their successful application to the Building Safety Fund to remove cladding and acknowledges the support of the Leader of the Council in contacting the Secretary of State on their behalf.

3. Council Assembly also acknowledges that:
 - a) Southwark, like the rest of London, is facing a housing crisis, with 16,000 households in the borough on our waiting list, including 3,200 who are homeless and living in temporary accommodation.
 - b) We are reliant on the social housing sector and housing associations to deliver the homes our residents need.

- c) Whilst action is needed urgently on building safety, it is wrong to pit the interests of people who are in urgent need of new homes against the needs of leaseholders who are facing unfair costs of building safety work. Both of these groups need solutions which can ultimately, only be provided by central government, including greater funding.

4. Council Assembly therefore resolves to:

- a) Continue to work with London Councils and the GLA to put pressure on government to do more to protect leaseholders, to ensure that they do not bear the cost of the building safety works and to provide funding to ensure that remediation works can be completed as soon as possible.
- b) Actively engage with our local MPs to push for amendments to the Building Safety Bill to protect leaseholders from additional costs and to establish a new public works agency to oversee cladding remediation.
- c) Continue to support leaseholders in Southwark who are affected by the building safety crisis, including carrying out enforcement of landlords not complying with the removal of cladding.

Youth Democracy

1. Council assembly notes:
 - a) Young people aged 16-24 are the age group that is least likely to vote in elections, as demonstrated by the turnout of 47% amongst 18-24 year olds compared to 74% amongst the over 65s at the 2019 general election.
 - b) Despite these low election turnout figures, young people today are often leading the fight on the important political issues of our times, such as the climate school strikes and the Black Lives Matter movement.
 - c) The Elections Bill 2021 includes provision for the requirement of photographic ID at polling stations, which is likely to act as a form of voter suppression, particularly amongst groups who are already the least likely to vote.
2. Council assembly welcomes the fact that:
 - a) In July 2021, Southwark Council created the Southwark Youth Parliament, which is for young people aged 14 to 19. Two candidates from each Southwark school and two candidates from ten community areas were successfully elected, along with Southwark's first-ever Youth Leader and Deputy Youth Leader.
 - b) The Welsh government has successfully lowered the voting age to 16 in Wales via the Local Government and Elections (Wales) Act 2021. This meant 16 and 17 year olds in Wales were able to participate in the recent Senedd and local council elections in May 2021.
3. Council assembly believes:
 - a) Young people's participation in politics is essential to our democracy.
 - b) More needs to be done to support young people to engage in politics on a local and national scale.
4. Council assembly calls on the cabinet to:
 - a) Continue to support the good work of Southwark's Youth Parliament.

- b) Put in place measures to make voter registration easy and accessible for all Southwark residents ahead of any future elections, in an effort to increase voter turnout.
5. Council assembly calls on the government to:
- a) Support legislation that would lower the voting age to 16 across the UK, as is already the case in Scotland and Wales.
 - b) Support the provision of high quality Citizenship education in all schools, including appropriate training for teachers and discreet curriculum time.
 - c) Abandon the flawed Elections Bill, which will act to deter voter turnout through the introduction of ID requirements at polling stations.

Support for Borough, Bankside and the Wider Area

1. Council assembly notes that:
 - a) Southwark is home to some of the UK's most significant cultural and historical locations in Bankside, Borough and North Bermondsey.
 - b) The area's history goes back to the earliest days of London, with Anglo-Saxon and Roman settlements. It has historic links with the lives and works of Chaucer, Shakespeare, and Dickens. This rich historic heritage continues with Shakespeare's Globe and the remains of the Rose Theatre.
 - c) The area is still a cultural hub for London. In 2019, the Tate Modern was the second most visited attraction in England with six million visitors.
2. Council assembly identifies that:
 - a) The Covid-19 pandemic has affected the area and its businesses. In October 2020, Better Bankside Business Improvement District said that footfall was about half what the area experiences for that time of year.
 - b) There is a need to continue to support the area and its businesses recover from the pandemic. Continuing to promote the area's heritage and associated tourism will play a part in any such revival.
 - c) Throughout the Covid-19 pandemic the council has provided a large amount of support for business across the borough. In Borough and Bankside, 428 business were supported to the value of £3.64 million.
 - d) We must continue to protect and celebrate its historic cultural heritage.
 - e) There are a number of heritage protections in place for Bankside. In addition to the listed buildings and scheduled Monuments, we also have the Borough High Street Conservation Area and the Thames Policy Area.
 - f) Southwark Council's Culture and Events team has directly invested over £13.3million in our cultural and heritage offer since 2010, in addition the sector has received funding from several non-culture specific grant programmes.

- g) The council has been able to open the Southwark Heritage Centre and Walworth Library at a time that other local authorities are reducing their commitment to funding heritage projects.
 - h) Southwark Council takes its role as the custodian of the historic environment very seriously. Southwark has stated its vision is to preserve, conserve, celebrate and enhance Southwark's unique, but also fragile and irreplaceable historic environment. The Heritage Supplementary Planning Document (SPD) plays a vital part in designing a heritage strategy for Southwark that identifies what people value about their heritage and how it plays an active role in community life. The council welcomes proposals from the local community for locally listed buildings, in line with the criteria set out in the Heritage SPD.
 - i) Southwark is a rich ecological resource with its parks and open spaces home to various species of birds, fish, mammals, wildflowers and invertebrates. The New Southwark Plan introduces 21 new Sites of Importance for Nature Conservation (SINCs) to protect the future ecological diversity of Southwark.
 - j) The council has supported cultural institutions within that area including bringing the Africa centre to Southwark, which the council has given assistance in growing the centre from their HQ building to include arches on the Low Line; supporting the Central School of Ballet; and are collaborating with community groups to deliver a new permanent LGBTQ+ centre at Bankside.
3. Council assembly calls on cabinet to:
- a) Launch and deliver a cultural recovery plan ensuring that Southwark continues to be a borough for cultural excellence; collect, conserve and celebrate our local history for future generations and enable all of our diverse communities to have access to cultural opportunities while protecting, preserving and growing our cultural venues, spaces and provision.
 - b) Continue to support business and cultural institutions in Borough and Bankside and across the whole of Southwark. The council must continue to champion the role heritage plays in Southwark's cultural life while reaffirming that it is the basis of Southwark's distinct character and allure.
 - c) Continue to acknowledge the great benefit in the many diverse voices through musical, literary and artistic creative events that are delivered through cultural groups, open spaces, libraries, heritage centres, museums, theatres, galleries and venues across Southwark.

- d) Continue the Council's work in supporting heritage and culture with the understanding that history, and how people interpret the value of historic places, looks very different depending upon who you are and where you are looking.
- e) Continue to amplify the many different voices that contribute to making Southwark so special, including social, communal, cultural, economic, spiritual, political, activist, artistic, and literary experiences and these reflect personal matters of belief, gender, sexuality, race, ethnicity, age, mobility. All have equally important histories that must be preserved, recorded and protected.

Centenary Celebrations for Ada and Alfred Salter

1. Council assembly notes:
 - a) 2022 marks the centenary of Ada Salter becoming Mayor and Dr Alfred Salter being elected MP. The Salters were a legendary and much loved couple, who became famous locally and nationally.
 - b) Ada left a well off home in the Midlands to do social work amongst the city slums. Alfred gave up a brilliant medical career to become a local doctor. Together they dedicated their lives to the people of Bermondsey and Rotherhithe.
 - c) Their pioneering work on the environment, housing and public health was transformational. Ada's Beautification Committee planted 9,000 trees and filled public spaces with flowers, playgrounds, music and sport. She designed model council housing and supported women factory workers. Alfred promoted free medical treatment, a solarium, a convalescent home for mothers, and health education by cinema vans on the streets. As Quakers, they both campaigned tirelessly for peace.
 - d) The Salters' key issues – environment, housing and public health – are even more crucial today, as we face a climate crisis, worldwide homelessness and a global pandemic.
2. Council assembly welcomes the fact that:
 - a) Community activists have set up a Salter Centenary Project to celebrate the Salters' vision and continue their inspiring legacy.
 - b) Dame Judi Dench has become their patron, giving her support as a fellow Quaker and enthusiastic environmentalist.
 - c) The project will create and support events and activities in the spirit of Ada and Alfred, so their principles are carried forward into the future.
3. Council assembly calls on the cabinet to:
 - a) Celebrate the inspiration of Ada and Alfred Salter in their centenary year by providing resources, for instance to organise a Salter exhibition from the local studies archives.
 - b) Support the Salter Centenary Project in its community activities, such as environmental plans for greening the area.
 - c) Invite civic representatives and residents from Ada's home town of Raunds to join the centenary celebrations.

Transport for London funding

1. This Council Assembly is appalled by the Government's lack of concern for the future funding of London's transport system. With less than three weeks to go before the emergency deal with Transport for London (TfL) expires on 11 December 2021, there is still no certainty on long-term funding.
2. Council assembly believes that:
 - a. This continued uncertainty poses a grave threat to Londoners' jobs, livelihoods and health; the delivery of new homes; and efforts to address the climate emergency. Not only is the capital struggling to emerge from the Covid-19 pandemic both socially and economically but TfL itself has lost valuable traveller revenue which undercuts its business model.
 - b. The alternative to guaranteed funding would be drastic cuts in public transport services, such as:
 - i. An 18% cut in bus services leading to a withdrawal of 100 routes and less frequent services on 200 more;
 - ii. A 9% cut in underground services – resulting in reduced maintenance and the scrapping of the Bakerloo Line extension;
 - iii. Stopping the introduction of new electric buses;
 - iv. Cutting funding to local road improvements – including no more cycle lanes and 20mph zones, and the closure of Rotherhithe Tunnel;
 - v. And a consequent increase in bus and tube fares.
 - c. The effect of these cuts would cause widespread disruption and gridlock across the capital, unfairly punishing millions of Londoners, and would put both London's and the national economic recovery at risk. Without urgent Government investment to plug a £1.9 billion funding gap there will be a resultant 'managed decline' in services creating a 'vicious circle' of under-investment and service cuts resulting in an infrequent and unreliable transport system.
3. London's public transport system desperately needs a proper funding settlement from the Government. It is vital to the national recovery from Covid-19, and it is vital to creating a sustainable, green future. London's commuters and key workers deserve a world-class public transport system - not drastic cuts and fare hikes.
4. This Council Assembly therefore calls upon the Leader and the Cabinet to liaise with the Mayor for London, the GLA and London

Councils to lobby the Government to guarantee the future funding settlement for TfL.

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