

Overview & Scrutiny Committee

Monday 24 April 2023

7.00 pm

Ground Floor Meeting Room G01A - 160 Tooley Street, London
SE1 2QH

Membership

Councillor Ian Wingfield (Chair)
Councillor Irina Von Wiese (Vice-Chair)
Councillor Suzanne Abachor
Councillor Victor Chamberlain
Councillor Ellie Cumbo
Councillor Jon Hartley
Councillor Laura Johnson
Councillor Sunny Lambe
Councillor Margy Newens
Councillor Jason Ochere
Councillor Leo Pollak
Martin Brecknell (Co-opted Member)
Lynette Murphy-O'Dwyer (Co-opted Member)
Marcin Jagodzinski (Co-opted Member)
Mannah Kargbo (Co-opted Member)

Reserves

Councillor Rachel Bentley
Councillor Sam Dalton
Councillor Sam Foster
Councillor Esme Hicks
Councillor Emily Hickson
Councillor Sarah King
Councillor Richard Leeming
Councillor Graham Neale
Councillor Sandra Rhule
Councillor Michael Situ
Councillor Cleo Soanes

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact

Everton Roberts on 020 7525 7221 or email: everton.roberts@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 16 April 2023



Overview & Scrutiny Committee

Monday 24 April 2023

7.00 pm

Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

Order of Business

| Item No. | Title | Page No. |
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| | PART A - OPEN BUSINESS | |
| 1. | APOLOGIES | |
| | To receive any apologies for absence. | |
| 2. | NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT | |
| | In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting. | |
| 3. | 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. | |
| 4. | MINUTES | To follow |
| | To approve as correct records the Minutes of the meetings held on 5 December 2022, 11 January 2023 and 1 March 2023. | |
| 5. | SOUTHWARK COUNCIL CFGS SCRUTINY IMPROVEMENT REVIEW AND ACTION PLAN | 1 - 40 |
| | To note the letter from the Centre for Governance and Scrutiny (CfGS) arising from the scrutiny improvement review commissioned by the council, and to consider which of the actions to take forward. | |
| | Note: Ian Parry, Head of Consultancy, CfGS will be in attendance to present the findings of the review. | |

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| 6. | UPDATE ON COUNCIL RESPONSE TO THE RECOMMENDATIONS MADE IN THE HEALTHWATCH REPORT ON LGBTQ+ COMMUNITY | 41 - 65 |
| | To receive an update on the council's response to the recommendations made in the Healthwatch report on LGBTQ+ Community. | |
| | Note: The Healthwatch recommendations were presented to Overview and Scrutiny Committee in July 2020. Link to the meeting: https://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=308&MId=6727&Ver=4 (see item 5) | |
| | The committee will also hear from the Chair of the Southwark LGBT Network. | |
| 7. | PROGRESS UPDATE ON THE SOUTHWARK EQUALITY FRAMEWORK AND EQUALITY AUDIT | Report to follow |
| | To receive a progress update on the Southwark Equality Framework and Equality Audit. | |
| 8. | WORK PROGRAMME | 66 - 73 |
| | To note the work programme as at 24 April 2023. | |
| | DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING. | |

Date: 16 April 2023

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|--|--------------------------------|---|---|
| Item No. 5. | Classification: Open | Date: 24 April 2023 | Committee: Overview and Scrutiny Committee |
| Report title: | | Southwark Council CfGS Scrutiny Improvement Review and Action Plan | |
| Ward(s) or groups affected: | | N/a | |
| From: | | Everton Roberts, Head of Scrutiny | |

RECOMMENDATIONS

1. That overview and scrutiny committee notes the letter from the Centre for Governance and Scrutiny (CfGS) arising from the scrutiny improvement review commissioned by the council (Appendix 1 to the report).
2. That the overview and scrutiny committee notes the proposed Action Plan (Appendix 2) and considers which of the actions to take forward. Paragraph 7 of the report sets out proposed priority areas for 2023/24. The main recommendations arising from the review are set out at paragraph 9 of the report for ease of reference.

BACKGROUND INFORMATION

3. The Centre for Governance and Scrutiny were commissioned by the Council in August 2022 to provide a health check of the council's scrutiny function and to indicate where improvements could be made.
4. The Centre for Governance and Scrutiny undertook a scrutiny improvement review of the council's scrutiny function in September and October 2022, and issued its draft letter to the Council in December 2022. All members of the council were provided with a copy of the draft letter in January 2023. The final version of the letter attached as Appendix 1 was issued in April 2023 following feedback from the council.
5. An action plan has been developed based on the guidance and recommended actions arising from the scrutiny improvement review (Appendix 2 of the report). This report highlights the proposed actions being recommended for implementation within the 2023-24 municipal year.

KEY ISSUES FOR CONSIDERATION

6. The CfGS letter identifies areas the council may wish to focus on to improve its scrutiny function. The CfGS has made 11 recommendations (set out in

full at paragraph 9 of this report), and has also made a number of suggestions on areas where the scrutiny process could be enhanced and improved (see CfGS letter or action plan for the complete list of recommendations, enhancements and other actions). Due to the number of suggested actions the council may wish to adopt, it is proposed that agreed actions are implemented over a 2 year period.

7. The proposed priority areas for focus and implementation in the 2023-24 municipal year are:

- Recommendation 1 – strengthening collaborative relationships between scrutiny, cabinet and directors.
- Suggested enhancement – developing a working agreement between members and officers.
- Recommendation 3 – providing development support and training for officers across the council.
- Suggested enhancement – using work planning and scoping to consider the best methods for each review.
- Suggested enhancement – developing an approach to pre-decision scrutiny.
- Recommendation 9 – review of call-in procedure.
- Recommendation 10 – focus on smaller set of high quality recommendations from scrutiny reviews (SMART recommendations).
- Recommendation 11 – further skills development for chairs and vice-chairs.

8. The adoption of these recommendations and enhancements will have significant immediate impact on the council's scrutiny function. Many of the other recommended actions highlighted in the scrutiny improvement review will also be implemented as scrutiny undertakes its work during the 2023/24 year.

9. **Centre for Governance and Scrutiny Recommendations**

- **Recommendation 1:** Strengthen collaborative relationships between scrutiny, Cabinet and Directors whilst maintaining the independence of scrutiny. Earlier and more systematic involvement of portfolio holders and Directors would enable scrutiny to identify issues, trends, and topics where it can focus for accountability and impact.

- **Recommendation 2:** Enable the scrutiny team to take a more strategic role in managing the relationships between different parts of the Council. This offers further opportunities to raise the profile and impact of scrutiny.
 - **Recommendation 3:** Provide development support and training for Officers across the Council to refresh and enhance their understanding and appreciation of scrutiny.
 - **Recommendation 4:** Review how reports and information is supplied to scrutiny – so that it supports the scrutiny objective, is not excessively detailed and is understandable by Members.
 - **Recommendation 5:** Developing a systematic approach to mapping opportunities for community engagement and collaborative approaches including a methodology for identifying local issues for residents.
 - **Recommendation 6:** Review and enhance work planning process for the Committee and the Commissions, building on current practice by using insights from this review. Consider the systematic use of work planning tools to assist with prioritising issues.
 - **Recommendation 7:** Use member education sessions, masterclasses, and pre-briefing to support Members to be ready to engage with scrutiny topics and Council plans.
 - **Recommendation 8:** Consider the use of task and finish group work and other alternative scrutiny arrangements to ensure the most effective use of time and resources and to deliver maximum impact.
 - **Recommendation 9:** Review the call-in procedure based on benchmarking and examples of good practice.
 - **Recommendation 10:** Focus on smaller sets of high-quality recommendations from scrutiny reviews.
 - **Recommendation 11:** Further skills development support is offered for the key roles of Chairs and Vice-Chairs – to support them to develop their approach to leading scrutiny and to reflect on their personal style and learning.
10. Actions arising from Recommendations 1, 2 and 9, if adopted, will require consultation and agreement with cabinet / lead cabinet member / Corporate Management Team (CMT). In the case of recommendation 9, this may be subject to formal approval processes, if changes to the council constitution are required.

Resource implications

11. The actions arising from the proposed recommendations will require

additional resource in terms of officer and member time, as well as additional officer time to support the process. The introduction of pre-meetings will be of significant impact.

12. Meetings / initiatives that take place outside of the council's main offices may incur cost for venue hire, refreshments, hiring of audio/visual equipment if necessary.

Legal implications

13. There are no specific legal implications arising from the recommendations of the CfGS.

Financial implications

14. Actions arising from the scrutiny improvement review that require financial expenditure will be contained within the existing Member Development and Scrutiny budgets. A bid for further resources will be made if necessary, particularly in respect of supporting meetings / initiatives taking place outside of the council's main offices (paragraph 12 above).

Consultation

15. All members of the council were sent a copy of the CfGS, draft letter issued in December 2022.
16. Consultation with CMT was undertaken on 4 April 2023. Further consultation is planned with cabinet/lead cabinet member/CMT as appropriate, particularly around recommendations 1, 2 and 9, if agreed by overview and scrutiny committee.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|--------------------------|----------------|----------------|
| None | | |

APPENDICES

| No. | Title |
|------------|---|
| Appendix 1 | CfGS Scrutiny Improvement Review Feedback report letter |
| Appendix 2 | Scrutiny Improvement Review Action Plan |

AUDIT TRAIL

| | | |
|---|---|--------------------------|
| Lead Officer | Doreen Forrester Brown, Assistant Chief Executive, Governance and Assurance | |
| Report Author | Everton Roberts, Head of Scrutiny | |
| Version | Final | |
| Dated | 14 April 2023 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Assistance Chief Executive, Governance and Assurance | No | No |
| Strategic Director of Finance | No | No |
| Cabinet Member | No | No |
| Date final report sent to Constitutional Team / Scrutiny Team | 14 April 2023 | |



Centre for Governance and Scrutiny

Scrutiny
Improvement
Review

April 2023

Althea Loderick
Chief Executive
Southwark Council

Dear Althea,

Scrutiny Improvement Review – CfGS consultancy support

I am writing to thank you for inviting the Centre for Governance and Scrutiny (CfGS) to carry out an evaluation of the London Borough of Southwark's scrutiny function. This letter provides feedback on our review findings and offers suggestions on how the Council could develop its scrutiny process.

As part of this feedback stage, we would like to facilitate a workshop with Members and Officers to reflect on this review and to discuss options for improvement.

Background to the review

CfGS undertook a review of these scrutiny arrangements, involving evidence gathering in person and online through conversations with Members and Officers on 20th and 22nd September and 31st October 2022.

CfGS met with elected Members and Officers, including the Council Leader and Cabinet Members, the Scrutiny Committee/Commission Chairs, Scrutiny Members, and the Council's senior leadership team.

Southwark Council currently operates an Overview and Scrutiny Committee and four Commissions:

- The Education and Local Economy Scrutiny Commission
- The Environment and Community Engagement Scrutiny Commission
- The Housing and Community Safety Scrutiny Commission
- The Health and Social Care Scrutiny Commission

The Council was also part of the Our Healthier South East London Joint Health Overview & Scrutiny Committee at the time the review was undertaken.

We also completed a short literature review of key documents including the Constitution, the Overview and Scrutiny Procedure Rules, the Corporate Plan, the emerging Borough Plan, scrutiny work programmes, agendas, minutes and recommendations from a range of scrutiny reports. In addition we observed past Scrutiny Committee meetings online.

The review was conducted by:

- Paul Cutler – Associate, Centre for Governance and Scrutiny
- Sarah Parry-Jones - Associate, Centre for Governance and Scrutiny
- Review oversight – Ian Parry – Head of Consultancy CfGS

The findings and recommendations presented in this letter are intended to advise Southwark Council in strengthening the quality of scrutiny activities, increasing the impact of its outputs, and through its Members, to develop a strong and shared understanding of the role and capability of the scrutiny function.

Summary of findings

1. Scrutiny has the conditions for success

- 1.1 It is readily apparent that scrutiny has a good foundation in Southwark. Members and Officers engaged enthusiastically with the review and offered many insights and suggestions for the development of local processes. Members spoke of their confidence to participate in scrutiny activities. They are willing to pose independent and challenging questions. This is supported by a review of documentation, minutes, and reports.
- 1.2 When asked to explore the purpose of scrutiny in Southwark there was broad consensus. All groups were able to identify the following themes:
- Independent member-led exploration of key issues
 - Accountability
 - Critical friend challenge
 - Promoting the voice of residents and the needs of communities in the borough
 - Having a measurable and demonstrable impact that improves and adds value to the provision of local services
 - Exploring alternative approaches for service delivery and Council priorities
 - Transparency
 - Strengthening local democracy
- 1.3 Interpersonal relationships are largely positive. They work best when based on behaviours founded on mutual respect and values. A key unifier for individuals across the political spectrum is the explicit commitment to residents. This will prove an essential when navigating some of the more challenging aspects of scrutiny. Relationships work less well when mediated by political dynamics. A shared working agreement would help all parties explore these issues and agree ways to manage and avoid conflict.
- 1.4 A significant number of individuals have valuable scrutiny experiences beyond their current role. We were able to speak to Cabinet Members and others who had previous experience of chairing and participating in scrutiny committees. Many shared their largely positive experiences of creative forms of scrutiny, testing out different ways of working beyond the more traditional committee meetings. Officers were able to give examples of experience of scrutiny beyond Southwark, drawing on good practice from across local government. A key theme emerges of a rich set of scrutiny knowledge. These assets can help drive forward the culture of scrutiny in Southwark. The challenge is to support the sharing of this knowledge to embed it in current practice and approaches. Individuals commented that sometime opportunities from this knowledge have been missed. Issues of continuity, corporate memory and group learning are significant. Articulating 'what good looks like' and creative methods for scrutiny offers a valuable condition for success.
- 1.5 At the same time, individuals were able to identify a range of features and challenges at the personal and system levels. These will be explored throughout this report in subsequent sections. For example, there are a significant number of new Members. Some are having their first experiences of elected roles, local government and in some cases chairing a committee or commission. There are many positives as new people bring new ideas, community relationships, enthusiasm, and skills to the Council. Fresh thinking and a willingness to challenge existing ways of doing scrutiny are valued.

However, it will be important to support the development of those joining the authority and ensure their needs are understood by colleagues and Officers.

- 1.6 A consistent theme during the conversations for all groups was how to enhance the position of scrutiny in a busy authority with a fast pace of decision-making and diverse needs across the different wards. This was frequently posed as building a parity of esteem. This positions scrutiny as an essential component of the democratic function in the Council. Scrutiny is therefore an active partner in delivering effective, high quality and responsive services. This can raise awareness of scrutiny for Members who are not directly involved in specific Commissions. At times these factors may, albeit unintentionally, reduce the status of scrutiny alongside other parts of Council business.
- 1.7 The report presents a range of recommendations based on evidence gathering and analysis. Some are incremental and process based. There are also wider strategic opportunities that can enable Southwark to build this parity of esteem and impact of the scrutiny function. Many of these recommendations have already been identified in internal discussions and some captured in documents such as the annual report of the Overview and Scrutiny committee. In many cases work has already commenced to drive scrutiny forward. There is an appetite amongst Members and Officers to achieve this. We hope that this analysis will give further encouragement and support for this journey.

We recommend:

- **Recommendation 1:** Strengthen collaborative relationships between scrutiny, Cabinet and Directors whilst maintaining the independence of scrutiny. Earlier and more systematic involvement of portfolio holders and Directors would enable scrutiny to identify issues, trends, and topics where it can focus for accountability and impact.
- **Recommendation 2:** Enable the scrutiny team to take a more strategic role in managing the relationships between different parts of the Council. This offers further opportunities to raise the profile and impact of scrutiny.

Further ways to enhance and improve scrutiny:

- Developing a working agreement between Members and Officers to strengthen collaborative relationships, clarify mutual expectations and manage potential areas of conflict.
- Using benchmarking and share good practice case studies to promote examples of 'what good scrutiny looks like' to inform reviews and design challenge questions.

2. Officer support and organisational culture

- 2.1 The scrutiny team is valued and appreciated across the Council. They have developed good working relationships with Members and Chairs of the Overview and Scrutiny Committee and the Commissions. The practical and administrative support they provide is considered good quality.
- 2.2 The Head of Scrutiny is particularly well regarded across the Council and is seen as a trusted and valued colleague. The current focus of the scrutiny team is balanced towards supporting the smooth administration of the scrutiny function. This has partly been a response to adapting working practices during the Covid pandemic. Later in this

section we will highlight opportunities to support a shift to a more strategic focus and facilitate wider relationships with the Cabinet and Officers.

- 2.3 The organisational culture in Southwark has a good foundation and there is evidence of mutual respect and appreciation of the roles of Officers and Members. Officers are willing to support scrutiny by providing advice, information and participating in sessions. Officers were keen to articulate their neutral and non-political obligations to good decision-making in Southwark, based on evidence and data. They recognise that scrutiny is an important element in holding them to account. Several Officers felt that good scrutiny can enhance their work as it provides challenge and critical thinking. Officers are mindful to prevent poor experiences of scrutiny that can be overly personalised and damage respect between Officers and Members.
- 2.4 The political dimension of scrutiny is an important consideration. Scrutiny works best when Committees can work towards consensus. Officers and Members felt it was important to address these issues more explicitly. Learning from previous CfGS reviews identifies the development of mature cross-party relationships as a key component of effective scrutiny. Themes include:
- The value of listening to alternative viewpoints and opposition voices
 - The importance of independent challenge and accountability for residents
 - Creating working relationships on both the individual and group level on the Committee and Commissions to get the most from all the Members
 - Agreeing ways to manage disagreements in a constructive way that can minimise conflict and promote positive behaviours
 - The risks to trust and co-working when these issues are not addressed in an open way
- 2.5 Whilst there is a good understanding of scrutiny amongst the most senior Directors and Officers in the Council there is feedback that the wider officer group may benefit from further training and development in this area. Some Officers may not have had the opportunity to explore the principles and role of scrutiny. This includes the legislative and statutory underpinnings of the function and the expectations of participating in evidence gathering and accountability sessions. Some Officers may have had previous negative experience of engaging with scrutiny (including in other authorities) and this may influence their appreciation of the function. Development support for Officers can build the esteem for scrutiny and outline the needs of scrutiny for focused information, advice, and scoping support. Drawing on examples of good practice and ways of working can also support the development of stronger working relationships between the scrutiny team and the wider officer group. Conversations during this review indicate that this would be welcomed by Officers.
- 2.6 Minutes of scrutiny meetings are detailed and thorough. However, they appear to take up a significant amount of officer time as they take a very comprehensive approach to how the meetings are recorded. We would recommend an exploration of different ways of capturing the essential components of meetings in a streamline way that meets expectations and the needs of the accountability process. Developing and presenting effective summaries, both verbally during the meetings and in the written format of the minutes offers one option to streamline this process. Linking the minutes to the scoping and key lines of enquiry also can ensure the information captured during the meetings is aligned to the purpose of the session. Video records are also available for each session.

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- 2.7 Evidence and information are usually available for scrutiny. Officers appear to work hard to provide reports and material to support the work of the committee and commissions. This is reflected in the scrutiny reports which reference a wide range of information and evidence. However, there are a range of challenges identified by Members and Officers that could be addressed by articulating the needs and expectations of both groups to produce a shared working agreement.
- 2.8 These include:
- Ensuring reports are focused on the agenda item and topic under consideration. Officers commented that without clear guidance on the scope and focus of scrutiny agendas it is challenging to tailor the information to the scrutiny focus.
 - Managing the size of reports to ensure useability
 - Ensuring the timely production of reports and information to ensure Members have sufficient preparation and reading time
 - Managing changing expectations or realignment of key lines of enquiry as a scrutiny review progresses
 - Accessing information from a range of different parts of the Council in a coordinated and multi-departmental way – again this is partly dependent on the clarity of the scoping and design of key lines of enquiry
 - Ensuring Members are familiar with the reports before designing questions and review enquiries
- 2.9 The evolution of hybrid and IT based working as been effective and has added different opportunities for participation, public engagement and evidence collecting. Committee sessions are available to stream online. However, there is a consensus that face-to-face working offers enhanced ways to engage and work as a collective group of Members.
- 2.10 Given the strengths in Southwark, there is an opportunity to enhance the focus of the scrutiny team, empowering the Head of Scrutiny to take a greater strategic role. Conversations indicate that this would be welcomed and encouraged by senior Officers and Members.
- 2.11 Repositioning the Southwark scrutiny function would emphasise the significance of the strategic elements of the role in contrast to the operational focus of the wider scrutiny team. This could include:
- Championing the parity of esteem for scrutiny across the organisation by sharing a vision statement and promoting principles
 - Supporting the Head of Scrutiny to facilitate and broker a wider range of meetings for Scrutiny and Commission chairs with senior Officers and leaders in the Council – enabling scrutiny to have an enhanced ‘seat at the table’ as it develops its independent priorities and work planning
 - Working strategically across directorates to enable scrutiny to access cross-cutting information and insights
 - Sponsoring the development of enhanced scoping, key line of enquiry and recommendation tools
 - Articulating the purpose and added value of scrutiny for wider Council delivery
 - Focusing on trends from national policy agendas and direction to inform scrutiny
 - Highlighting wider examples of innovation and good practice for scrutiny – this can include ways to trial creative ways of working
 - Supporting Officers from other directorates to prepare for scrutiny and to align their input with the needs of the committee

- Developing a strategic roadmap for scrutiny with a refreshed focus on impact
- Horizon scanning

2.12 We would recommend supporting this through a development plan with the provision of further support including coaching and mentoring where appropriate. It will also be important to consider any further resourcing issues to support greater strategic working.

Organisational culture is also a product of the political context. During the review, we were able to speak to a range of Members from the main opposition party in individual interviews and group discussion. They raised several themes:

- Cross-party working between Members
- Allocation of chairing roles
- Remuneration for Commission vice-chairs
- Call-in procedures
- Transparency
- The independence of scrutiny challenge and accountability
- Focusing on residents' interests and the principles of good scrutiny

We address these throughout the report and advise that in the first instance these themes be taken forward through recommendations relating to cross-party working, work planning, pre-meetings, pre-scrutiny and the annual scrutiny review and appraisal processes.

We recommend:

- **Recommendation 3:** Provide development support and training for Officers across the Council to refresh and enhance their understanding and appreciation of scrutiny.
- **Recommendation 4:** Review how reports and information is supplied to scrutiny – so that it supports the scrutiny objective, is not excessively detailed and is understandable by Members.

Establishing cross-party pre-meetings for Scrutiny Committees and Commissions offers an additional way to support this process.

3. Collaborative approach to scrutiny

- 3.1 Members and Officers articulated a variety of diversity and demographic factors across Southwark. These included themes around age, ethnicity, homelessness, employment patterns and carer roles. It is important for scrutiny to continue to identify key lines of enquiry that can interrogate the impact of local decisions for these local groups. It is important that recommendations promote equitability of services and outcomes.
- 3.2 There is a commitment to engage with local partners and stakeholders to achieve this – scrutiny sees this as a powerful way to hear local voices and scrutinise the delivery of services. We looked at a range of scrutiny reports that presented a rich range of evidence and engagement with local partners in housing, education, health, and environment. This can be developed further by more systematic approaches to community engagement and the identification of local experience. Examples of good practice from other authorities can also offer examples of innovation.

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- 3.3 There is a keenness to address any potential barriers to greater collaboration including:
- Accessibility of scrutiny venues – there was interest from Members and Officers to consider different venues for evidence gathering sessions
 - Access to IT resources for virtual participation
 - Language and literacy need
 - Timings of sessions
- 3.4 Community and voluntary sector partnerships were identified as effective ways to enhance collaborations and support local people.
- 3.5 It is important to ensure good communication between different parts of the Council when engaging with local partners. Scrutiny can benefit from the networks of senior Officers and Cabinet Members to identify organisations. This advice can enable scrutiny to understand and navigate complex relationships. At the same time, keeping other parts of the Council informed of direct engagement with partners is important. This will ensure colleagues are well briefed and enhance coordination to avoid any potential difficulties.
- 3.6 There was a feeling amongst Officers that they could offer scrutiny colleagues more help with identifying local specialists and partners in Southwark. This included a greater breath of in-house expertise and in institutions located in the borough. There is a willingness to support scrutiny to map this wider range of potential partners and facilitate expert support for Members as they scope questions and enquiry lines.
- 3.7 Health scrutiny is well represented in the work of the Commission and there is evidence of interactions and relationships between the Commission and health partners. However, there are opportunities to enhance this understanding through additional training and access to best practice guides. All parties recognise that the health context is changing. It will be important for scrutiny to keep up to date with changing regulations and the development of Integrated Care Systems. At the same time, the health scrutiny work plan will need to make some strategic decisions about how it balances the voice and needs of patients and carers with wider organisational changes at the system level.
- 3.8 We were able to speak to a group of co-opted Members and education representatives who are involved in the scrutiny Commissions focusing on education, housing, and school provision. Co-opted Members can offer a valuable dimension to scrutiny, embedding local knowledge in the accountability process. Some are voting and other non-voting Members. The experience of this group was quite varied as was their length of involvement in scrutiny. All were passionate to ensure the voice of local people was included in the scrutiny work. Requests included:
- Clarifying the role and expectations of co-opted Members with reference to sections 3.1, 3.2 and 4 of the Overview and Scrutiny Procedure Rules
 - Providing support and training for the co-opted role
 - Capturing their experience and contributions as part of the annual scrutiny self-appraisal
- 3.9 Members and Officers shared a range of creative and collaborative ways of working for scrutiny. These included:
- ‘Scrutiny in a day’ approaches
 - Social Return on Investment participatory scrutiny reviews

- Field trips
- Stakeholder mapping and scoping
- Following a fictional service user through the system to map impacts, integration opportunities and barriers
- Task & finish groups

3.10 There is an appetite to consider the use of creative approaches alongside the regular scrutiny meetings. It will also be important to consider any additional resourcing and scheduling issues. CfGS has a range of published resources with many creative approaches and we can signpost the scrutiny team to these.

We recommend:

- **Recommendation 5:** Developing a systematic approach to mapping opportunities for community engagement and collaborative approaches including a methodology for identifying local issues for residents.

Further ways to enhance and improve scrutiny include:

- Extending the use of creative approaches to scrutiny in Southwark. Use work planning and scoping to consider the best methods for each review. Share examples of good practice and creative methods by creating a menu of different methods available to the Scrutiny Committee and Commissions.
- Supporting the co-opted Members through a refreshed support programme identifying their learning and development needs to get the most from their contributions.

4. Scrutiny's focus and workplan

4.1 The Overview and Scrutiny Committee and each Commission has its own independent member-led work plan. These are detailed and reflect a significant amount of thinking and prioritisation. Each work plan seeks to balance Council priorities with proactive issues as well as internal and external topics. There is also a mix of issues identified by Members. The work plans are extensive as each body seeks to ensure a watching brief on a full range of issues with a deeper examination of key priorities. As a result, individual agendas can be very busy and there are challenges to allocating sufficient time to the most important issues.

4.2 Feedback identified opportunities to strengthen the work planning process and we would recommend an incremental approach applying the following principles:

- Use a consistent work planning tool to support each body to create a balanced work plan that is manageable and logical
- Focus on key issues where scrutiny can make a significant impact for local people
- Work closely with senior Officers and Cabinet Members to understand the most challenging issues around Council delivery and outcomes
- Identify the areas where there are already robust forms of accountability and scrutiny – where possible avoid replication or where added-value is minimal
- Highlight the issues that are high priorities for resident's and that reflect their concerns
- Less is often more – focusing on two or three substantive issues in a meeting
- Link the work planning to the scoping process for specific review topics

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- 4.3 Observations and feedback highlight that scrutiny often takes a broad approach to many topics. Whilst there are virtues in considering the big picture, in many instances a more targeted and focused approach would enable greater impact and enhance accountability. Scrutiny reports are comprehensive and detailed. Reports therefore have a large spread of recommendations which may be more difficult to implement and track. There are important connections to learning from previous recommendations as scrutiny scopes new reviews. This theme is explored further in section six on impact.
- 4.4 Linked to work planning is the scoping process for individual reviews. We have seen a range of examples of scoping during this review. Officers can support Members to map a topic and identify potential issues to scrutinise. This includes appreciating the areas directly under Council control and those where there is only influence or external control. Key lines of enquiry and focused scrutiny questions can then emerge from the scoping. This will support greater targeting of challenge questions and accountability.
- 4.5 Five broad sources of evidence for scrutiny were highlighted through the discussions. Effective scrutiny needs to access, assess, and triangulate these different forms of data. From this scrutiny can form lines of enquiry and formulate recommendations:
- The voice, concerns, and experience of local people - with a focus on recognising diverse experiences and how community organisations can support this
 - The plans and decisions of senior leaders
 - Frontline experience of delivering services as encouraged by section 46d of the 2019 Statutory Guidance for Overview and Scrutiny
 - Evidence of outcomes and impact - including finance, quality, risk, and sustainability
 - A wider survey of the literature on good practice, policy frameworks and research
- 4.6 Support to design challenge questions that can highlight and probe these different sources was felt to be beneficial. Members are also keen to consider new ways to integrate frontline experiences in a proportionate and relevant way to highlight the performance and quality of services.
- 4.7 Conversations reflected on the difference between scrutinising Council performance for the benefit of accountability and the separate process of direct performance management for Officers and Cabinet Members. Further training could support Members to distinguish between these two approaches and explore skills and strategies.

Under section 5.1 of the Overview and Scrutiny Procedure Rules part b states:

'...review and scrutinise the decisions made by and performance of the cabinet and council Officers both in relation to individual decisions and over time in areas covered by its terms of reference....'

- 4.8 It would be useful to clarify that this does not refer to the managerial process of performance management but rather the wider non-executive scrutiny function around accountability for performance and delivery. Conversations indicate that the boundary between these two processes are not always clear. It may result in some Members misconstruing scrutiny as a mechanism for the performance management of individuals.
- 4.9 The annual accountability session for Cabinet Members at the Overview and Scrutiny Committee is seen as a valuable way to connect the committee with the full range of portfolios across the Council. The importance given to this meeting is felt to signify the

status of the scrutiny function in Southwark. It also enables the Chairs of the Commissions to align their work with the wider strategic context including issues of policy, delivery, finance, and risk. As Members reflected on these sessions it was felt that strengthening the focus of each engagement would enable Cabinet Members to prepare effectively and enable the Committee to get the best from each set of questions.

- 4.10 Pre-decision scrutiny enables Members to engage with topics proactively. Recommendations can have impact when they influence and enhance decision making. Pre-decision scrutiny can contribute to longer-term policy development, workstreams, scheduled decision-making timetables and even more urgent short-term issues. Members have identified pre-scrutiny as an important goal across the Commissions and the Committee. Effective pre-scrutiny therefore needs joined-up collaboration with Cabinet and other decision-makers to agree a formal process. Work is already being developed in Southwark to introduce more pre-scrutiny. CfGS has a range of case studies and guidance around pre-decision scrutiny to support this process. Scrutiny will benefit from using prioritisation tools to create a balanced work plan of pre-scrutiny, post decision scrutiny and wider strategic topics.

We recommend:

- **Recommendation 6:** Review and enhance work planning process for the Committee and the Commissions, building on current practice by using insights from this review. Consider the systematic use of work planning tools to assist with prioritising issues.
- **Recommendation 7:** Use member education sessions, masterclasses, and pre-briefing to support Members to be ready to engage with scrutiny topics and Council plans.

Further ways to enhance and improve scrutiny:

- Continuing to develop an approach to pre-decision scrutiny in collaboration with Cabinet and Officers.
- Supporting Members to design effective challenge questions using triangulated evidence and data to enhance accountability.

5. Scrutiny committee structure and scheduling

- 5.1 The current structure of one Overview and Scrutiny Committee and its four Commissions is felt to be working effectively. The Committee enables the Chairs of the Commissions to come together to scrutinise wider Council business including the Corporate Plan, finance, and human resources issues. The Commissions also hold the key statutory briefs for issues such as health scrutiny. There is also a separate Our Healthier Southeast London Joint Health Overview & Scrutiny Committee.
- 5.2 The Commissions are given significant autonomy in their work planning with the opportunity to report directly to Cabinet. This is felt to work well and encourages delegated leadership. Support and advice are provided by the Committee Chair to the Commission Chairs.

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- 5.3 Several individuals queried the original underlying vision for the Commissions when they were first established. Some felt that the Commissions were initially seen as task & finish groups for the Committee but over time had taken on a more overarching role for their thematic areas. Whilst this is only of historical interest at this point it does raise the issue of other formats for undertaking elements of scrutiny work such as deep dives on issues. The Southwark model does not currently use separate task & finish groups for any of its scrutiny work. The Council may wish to consider this approach as part of a wider spectrum of creative methods.
- 5.4 Frequency and scheduling of scrutiny meetings is felt to be effective. There is a recognition of the scale of the scrutiny workload. Effective work planning, prioritisation, member education sessions and pre-meetings are important tools in managing these demands.
- 5.5 CfGS takes the view that there are a range of possible committee structures that can deliver effective scrutiny. What is most significant is the culture, processes, and behaviours in which the structure operates. We would not advise any substantive changes to the current structures in Southwark.
- 5.6 A few Members and Officers raised the issue of the call-in process for the reconsideration of specific decisions prior to implementation. Across the political spectrum it was felt that call-in can be important process. Though only to be used exceptionally, it is available to consider the impact of decisions for residents including the needs of different demographics and specific wards. We looked at the regulations under section 17 of the Overview and Scrutiny Procedure Rules as part of this. Three themes were identified:
- The relatively low number of call-ins for decisions
 - The threshold for making a call-in as structured under section 17.4 is reserved for Members of the Overview and Scrutiny Committee and requires three Members
 - The decision criteria for reviewing call-in requests and how they are processed based on the content and detail of the challenge
- 5.7 CfGS is currently undertaking a review programme on the topic of call-in. This includes benchmarking practice across England and sharing practical experiences from Members and Officers. We will be producing some refreshed guidance. We recommend that Southwark draws on this work when complete to consider any learning that could enhance the local call-in procedure. This could include additional training and a strategic consideration of the purpose of call-in for the Council.

We recommend:

- **Recommendation 8:** Consider the use of task and finish group work and other alternative scrutiny arrangements to ensure the most effective use of time and resources and to deliver maximum impact.
- **Recommendation 9:** Review the call-in procedure based on benchmarking and examples of good practice.

6. Scrutiny's output and impact

- 6.1 Scrutiny reports currently produce a wide range of recommendations. These can vary from detailed action points to wider policy topics, process changes, underpinning principles and learning themes.

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- 6.2 There is evidence of good dialogue and responses from Cabinet on recommendations, many of which are accepted and approved. The Overview and Scrutiny Committee also provides a yearly report to the Council Assembly.
- 6.3 It is important to develop effective recommendations and track their impact. Key features identified during the review included:
- Focusing recommendations on a small set of priorities - this is more effective than having a long list that is not prioritised
 - Ensuring recommendations are clearly articulated and are focused using SMART approaches (specific, measurable, actionable, realistic, and timetabled)
 - Testing draft recommendations with Officers to ensure issues are understood and are factually correct
 - Reviewing the impact and learning from recommendations over set time periods through regular agenda items
 - Revisiting previous scrutiny reviews to identify work that has already been done to inform future scrutiny
 - Ensuring a clear protocol with Cabinet to agree the process for considering and responding to scrutiny recommendations
 - Where applicable, to share recommendations with external partners such as health bodies
 - Collecting additional evidence and feedback to identify the impact of recommendations

Designing effective recommendations enables scrutiny to identify impact.

- 6.4 Evidence of tracking recommendations is currently dispersed across a range of documents including minutes, reports, work plans, scoping and agendas. A central tracking tool would support Scrutiny to maintain an overview of recommendations and enhance accountability.
- 6.5 Cross-cutting issues such as the wider determinants of health have real impact on residents' lives and can extend beyond the remit of each Commission. Taking a joined-up systems wide approach to cross-cutting issues is important. The Overview and Scrutiny Committee is well placed to consider these types of issues as its Membership includes the chairs of each Commission.
- 6.6 Several individuals raised the possibility of presenting the purpose of scrutiny in Southwark through a short centralising document such as a mission statement, plan-on-a-page or theory of change. It was felt that a strategic statement would be beneficial in raising awareness and esteem for the scrutiny process. A range of possible tools are available to demonstrate the way scrutiny is embedded in the democratic process and how impact adds value for local people and service delivery. Taking a collaborative approach to developing this statement offers a practical opportunity for scrutiny to work strategically with a wider group of Cabinet Members, Officers, and stakeholders.
- 6.7 It is important that scrutiny can hold itself to account for its work and impact. Modelling good practice can set expectations for ways of working to promote a culture of accountability. Applying the principles of challenge to how it uses its time and resources most effectively.

- 6.8 Southwark already has a process of annual review and produces an annual report to capture learning from the scrutiny activities. Additional self-assessment tools are available from CfGS to support this process. This could include a training needs assessment and exploration of templates and good practice examples.

We recommend:

- **Recommendation 10:** Focus on smaller sets of high-quality recommendations from scrutiny reviews.

Further ways to enhance and improve scrutiny:

- Enhance the formal system for tracking recommendations over time – identify the impact and learning from specific recommendations as well as factors that produce effective recommendations.
- Consider cross-cutting issues as a regular part of the Overview and Scrutiny Committee work plan and agenda, bringing together strategic themes from across the four Commissions to identify opportunities for system wide working and accountability.
- Create a strategic summary statement on the purpose and contribution of scrutiny in Southwark. Use this to map impact.
- Use a self-assessment tool to support the annual review and evaluation of scrutiny.

7. Chairing, member development and meeting preparation

- 7.1 The role of Chair is crucial to the effective delivery of scrutiny. It is the key leadership role. The tasks are complex and multifaceted with the need to manage the group, the meetings, relationships and set a vision for the culture of scrutiny across the Council.
- 7.2 During the review we spoke with the five Chairs and four Vice-chairs of the Committee and Commissions. We also observed Chair performance during streamed meetings.
- 7.3 The Chairs report good working relationships with Officers and support for their role.
- 7.4 Chairing is generally felt to be effective and inclusive. Most Members felt they were given opportunities to contribute to meetings. As expected, there is with some variation in style based on general approach and experience. Summary skills were felt to be very important to synthesise the discussions and identify next steps for the review. Linking these summaries to the scoping and key lines of enquiry offers a structure for this. Continuous chair development and direct support is essential to strengthening the role. This will be important as scrutiny explores new creative approaches to reviews.
- 7.5 Each of the Chair of the Scrutiny Committee and the four Commission chairs all come from the majority party. The vice-chairs of the four commissions each come from the opposition. Interpersonal relations between the chairs and vice-chairs are reported to be positive.
- 7.6 A few Officers and Members have raised the issue of chairing roles and opposition roles. Whilst recognising the virtues of independent challenge the broad CfGS view is that the role of chair is best allocated based on skillset and ability to fulfil the role. One of the key functions of an effective chair is to then ensure that a range of voices are

heard and engaged in the Committee to promote effective challenge and accountability.

- 7.7 Member education and background briefings on key issues is essential for effective scrutiny. It is important to ensure Members are supported to understand the wider policy and decision-making frameworks before engaging in the actual scrutiny meetings. Member education, ‘master classes’ and briefing sessions outside the formal scrutiny sessions are the most effective way to achieve this and ensure that limited scrutiny time in the Committee and Commissions is used for questions and enquiry rather than education. Education sessions can sit alongside more formal scrutiny skills training as referenced earlier in the report. Using the scoping and work planning tools to identify and schedule briefing sessions can help to forward plan the needs of scrutiny across the year. Officers have indicated they would be very receptive to requests for these types of sessions.
- 7.8 Pre-meetings before the formal scrutiny sessions are a valuable way for the Chair and Members to coordinate their activities. Scrutiny is most effective when the group understands the purpose of the session and has prepared questions based on the scoping and key lines of enquiry for the topic. Pre-meetings also enable the group to self-manage their dynamics and provide a space for urgent or new issues. This can provide inclusive opportunities for cross-party working. Members also report that pre-meetings can help build individual confidence as they prepare for their role during the public meetings.
- 7.9 Scrutiny training has been well received in the past. Members found the following topics useful:
- Designing scrutiny questions
 - Building collaborative relationships
 - Developing a work plan
 - Exploring case studies of effective scrutiny reviews
 - Writing recommendations
- 7.10 Further training has been requested to revisit these areas plus financial scrutiny and working with data and evidence. It was also felt that refreshing member knowledge on the principles, statutory framework and procedures would be helpful.

We recommend:

- **Recommendation 11:** Further skills development support is offered for the key roles of Chairs and Vice-Chairs – to support them to develop their approach to leading scrutiny and to reflect on their personal style and learning

Further ways to enhance and improve scrutiny:

- Extending the development process for Members to enable them to refresh their knowledge and understanding of the role of scrutiny – this should include learning activities such as workshops supported with materials and case studies
- Use pre-meetings to prepare for scrutiny sessions by reviewing the key lines of enquiry and coordinating approaches to questions and evidence. Pre-meetings can facilitate teamwork between Members of the Committee or Commission.

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- Provide Scrutiny Members with the essential core knowledge to be sufficiently effective in the scrutiny task through briefings, education sessions or ‘master classes’ for complex topics.

8. Public engagement

- 8.1 Scrutiny should explore and experiment with ways to allow greater access, openness, and involvement with the public. This could include scrutiny going on more site visits in the community, inviting the public to offer ideas for work plans, and greater use of social media channels for resident input and communicating the progress and impact of scrutiny work.

Thank you and acknowledgements

We would like to thank the Chair, Members of the Overview and Scrutiny Committee and the four Scrutiny Commissions, Cabinet Members and Officers who took part in interviews for their time, insights and open views.

Yours sincerely,

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Southwark CfGS Scrutiny Improvement Review – Action Plan

This document sets out the actionable findings, recommendations and suggested enhancements arising from the Centre for Governance and Scrutiny (CfGS) scrutiny improvement review and has been created to track agreed actions.

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|---|---|---|--|------------------|--|
| Scrutiny has the conditions for success (Feedback Report Letter – Section 1) | | | | | |
| Issues identified / proposed actions arising | Shared working agreement to manage and avoid conflict. | 1.3 | <ul style="list-style-type: none"> • Agreement reached through discussion between political group whips. • Agreement included in a protocol | | |
| | Sharing of internal and external knowledge via internal sources (member/officer experiences both internally and externally) to embed into current practices and approaches. | 1.4 | <ul style="list-style-type: none"> • Identify individuals who may wish to share their experiences. • Creation of feedback forms/questionnaire. • Picking up through discussion via internal briefings around role and work of scrutiny. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|---|---|---|---|------------------|--|
| | Challenges at personal and system level (supporting development of new councillors) | 1.5 | <ul style="list-style-type: none"> • Identify appropriate training and learning and development needs from the outset. • Essential training delivered by scrutiny experts (CfGS). • Development through Member learning and development programme. | | |
| <p>Recommendation 1: Strengthen collaborative relationships between scrutiny, Cabinet and Directors whilst maintaining the independence of scrutiny. Earlier and more systematic involvement of portfolio holders and Directors would enable scrutiny to identify issues, trends, and topics where it can focus for accountability and impact.</p> | | | | | |
| <p>Recommendation 2: Enable the scrutiny team to take a more strategic role in managing the relationships between different parts of the Council. This offers further opportunities to raise the profile and impact of scrutiny.</p> | | | | | |
| <p>Enhancement: Developing a working agreement between Members and Officers to strengthen collaborative relationships, clarify mutual expectations and manage potential areas of conflict.</p> | | | | | |
| <p>Enhancement: Using benchmarking and share good practice case studies to promote examples of ‘what good scrutiny looks like’ to inform reviews and design challenge questions.</p> | | | | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|---|--|---|---|------------------|--|
| Officer support and organisational culture (Feedback Report Letter – Section 2) | | | | | |
| Issues identified / proposed actions arising | Training and Development support for Officers around the work of scrutiny and the scrutiny function. | 2.5 | <ul style="list-style-type: none"> • Section included on the ‘Source’ around the role of scrutiny, including legislative background / references to the constitution. • Briefings undertaken at Departmental Management Team meetings explaining the function and providing opportunity for questions. • Clearer guidance to be made available/ issued to officers participating in scrutiny meeting/review. | | |
| | Capturing essential components of meetings in a streamline way that meets expectations and needs of the accountability process (to enable a reduction of officer time spent on producing minutes of meetings). | 2.6 | <ul style="list-style-type: none"> • Development and presentation of effective summaries. • Clearer scoping and key lines of enquiry, aligned to purpose of meeting. • Chair summarising discussion and main points at end of each item. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|--|--------------|---|-----------------------|-------------------------|
| Issues identified / proposed actions arising | Challenges around providing reports and material supporting the work of the committee and commissions. | 2.7 / 2.8 | <ul style="list-style-type: none"> • Clearer articulation of scope and focus of topics when requesting information. • Concise reports • Reports being produced in time for circulation with agenda to allow for sufficient preparation and reading time. • Managing changing expectations or realignment of key lines of enquiry as a scrutiny review progresses • Accessing information from different parts of the Council in a co-ordinated way. • Ensuring members are familiar with reports/subject matter before designing questions and review enquiries. • Development of working agreement / protocol to confirm agreed way of working. | | |
| | Repositioning the scrutiny function to emphasise the significance of the strategic elements of the role. | 2.11 | <ul style="list-style-type: none"> • Sharing vision statement and promoting principles. • Wider range of meetings between scrutiny chairs with senior officers and leaders in the council. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|---|-------|--|----------------|------------------|
| Issues identified / proposed actions arising | Repositioning the scrutiny function to emphasise the significance of the strategic elements of the role cont. | | <ul style="list-style-type: none"> • Working strategically across directorates to access cross-cutting information and insights. • Sponsoring the development of enhanced scoping, key line of enquiry and recommendation tools. • Articulating the purpose and added value of scrutiny for wider Council delivery. • Focusing on trends from national policy agendas and direction to inform scrutiny. • Highlighting wider examples of innovation and good practice for scrutiny. • Supporting officers to prepare for scrutiny and aligning their input with the needs of the committee. • Developing a strategic road map for scrutiny with a refreshed focus on impact. • Horizon scanning. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|--|--------------|---|-----------------------|-------------------------|
| Issues identified / proposed actions arising | Repositioning scrutiny function through a development plan | 2.12 | <ul style="list-style-type: none"> • Development plan prepared with provision of support, including coaching and mentoring. • Consider further resourcing issues to support greater strategic working. | | |
| Recommendation 3: Provide development support and training for Officers across the Council to refresh and enhance their understanding and appreciation of scrutiny. | | | | | |
| Recommendation 4: Review how reports and information is supplied to scrutiny – so that it supports the scrutiny objective, is not excessively detailed and is understandable by Members. | | | | | |
| Enhancement: Establishing cross-party pre-meetings for Scrutiny Committees and Commissions as an additional way to support the process. | | | | | |
| Collaborative approach to scrutiny (Feedback Report Letter – Section 3) | | | | | |
| Issues identified / proposed actions arising | Engaging with local partners and stakeholders to identify key lines of enquiry that can interrogate the impact of local decisions. | 3.1 / 3.2 | <ul style="list-style-type: none"> • Adopting more systematic approaches to community engagement and the identification of local experience. • Identifying examples of innovation / good practice from other local authorities. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|---|--------------|--|-----------------------|-------------------------|
| Issues identified / proposed actions arising | Addressing potential barriers to greater collaboration | 3.3 / 3.4 | <ul style="list-style-type: none"> • Exploring different venues for evidence gathering sessions. • Access to IT resources for virtual participation. • Identifying language and literacy need. • Considering timing of meetings/sessions. • Utilising community and voluntary sector to enhance collaborations and support to local people. | | |
| | Ensuring good communication between different parts of the council when engaging with local partners. | 3.5 | <ul style="list-style-type: none"> • Tapping into the networks of senior officers and cabinet members to identify organisations. • Keeping cabinet members/senior officers informed of direct engagement with partners. | | |
| | Mapping of local specialists and partners in Southwark and facilitating expert support for scrutiny members to scope questions and enquiry lines. | 3.6 | <ul style="list-style-type: none"> • Liaise with key officers to develop a mapping document. • Arrange meetings with chairs and key officers to scope questions and lines of enquiry. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|--|-------|---|----------------|------------------|
| Issues identified / proposed actions arising | Enhancing understanding of Health Scrutiny, in a changing context. | 3.7 | <ul style="list-style-type: none"> • Arrange training and briefings for members involved with health scrutiny to keep them up to date with changing regulations and best practice. | | |
| | Co-opted Members on scrutiny commissions – enhancing their role | 3.8 | <ul style="list-style-type: none"> • Produce document setting out roles and expectations of co-opted members. • Provide briefings and training for co-opted members as appropriate. • Schedule in annual feedback on co-opted member experience. | | |
| | Adopting creative approaches to scrutiny, outside of formal meeting process. | 3.9 | <p>Consider appropriate approach to evidence gathering – Options:</p> <ul style="list-style-type: none"> • Scrutiny in a day • Social Return on Investment participatory scrutiny reviews • Field Trips • Stakeholder mapping and scoping • Following a fictional service user through the system to map impacts, integration opportunities and barriers • Task and Finish Groups | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|---|-------|--|----------------|------------------|
| Issues identified / proposed actions arising | Adopting creative approaches to scrutiny, outside of formal meeting process cont. | 3.10 | <ul style="list-style-type: none"> Review of CfGS published resources | | |
| Recommendation 5: Developing a systematic approach to mapping opportunities for community engagement and collaborative approaches including a methodology for identifying local issues for residents. | | | | | |
| Enhancement: Extending the use of creative approaches to scrutiny in Southwark. Use work planning and scoping to consider the best methods for each review. Share examples of good practice and creative methods by creating a menu of different methods available to the Scrutiny Committee and Commissions. | | | | | |
| Enhancement: Supporting the co-opted Members through a refreshed support programme identifying their learning and development needs to get the most from their contributions. | | | | | |
| Scrutiny's focus and workplan (Feedback Report Letter – Section 4) | | | | | |
| Issues identified / proposed actions arising | Strengthening the work planning process | 4.2 | <ul style="list-style-type: none"> Use of a consistent work planning tool to support each body to create a balanced work plan. Focus on key issues where scrutiny can make a significant impact on local people. Close working with senior officers and cabinet members to understand the most challenging issues around council delivery and outcomes. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|---|-------|---|----------------|------------------|
| Issues identified / proposed actions arising | Strengthening the work planning process cont. | 4.2 | <ul style="list-style-type: none"> Identifying areas where there are already robust forms of accountability and scrutiny, avoiding replication or where added value will be minimal. Highlighting issues that are high priorities for residents and that reflect their concerns. Focusing on only two or three substantive issues per meeting. Link work planning to the scoping process. | | |
| | Improving scoping process for individual reviews | 4.4 | <ul style="list-style-type: none"> Utilise support from officers to map topics and identification of potential issues to scrutinise. Acknowledging areas that are directly under Council control and those where there is only influence or external control – key lines of enquiry and focused scrutiny questions can then emerge. | | |
| | Accessing, assessing and triangulating different forms of data. | 4.5 | <p>Receive evidence/review as appropriate:</p> <ul style="list-style-type: none"> The voice, concerns, and experience of local people. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|---|-----------|--|----------------|------------------|
| Issues identified / proposed actions arising | Accessing, assessing and triangulating different forms of data cont. | 4.5 | <ul style="list-style-type: none"> Plans and decisions of senior leaders. Frontline experience of delivering services. Evidence of outcomes and impact – including finance, quality, risk and sustainability. Wider survey of literature on good practice, policy frameworks and research. | | |
| | Receiving support to design challenging questions that highlight and probe different sources. | 4.6 | <ul style="list-style-type: none"> Identify training for Members on key question skills. Liaise with officers on relevant subject matter with a view to preparing questions. | | |
| | Integrating frontline experiences to highlight the performance and quality of service. | 4.6 | <ul style="list-style-type: none"> Explore how to achieve this at CfGS facilitated workshop. Consult with other local authorities around this process. | | |
| | Scrutinising Council performance for the benefit of accountability. | 4.7 / 4.8 | <ul style="list-style-type: none"> Review wording of OSC Procedure Rule 5.1(b) to clarify scrutiny role not related to performance management of individual councillors and chief officers. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|---|-------|--|----------------|------------------|
| Issues identified / proposed actions arising | Strengthening the focus of cabinet member interviews to enable effective preparation. | 4.9 | <ul style="list-style-type: none"> • Make clear to cabinet members, areas of interest in advance. • Provide cabinet members with questions in advance. | | |
| | Agreeing formal process for pre-decision scrutiny | 4.10 | <ul style="list-style-type: none"> • Draw upon CfGS case studies and guidance around pre-decision scrutiny. • Establish in advance emerging issues where pre-decision scrutiny may be appropriate. • Consider process(s) for enabling identification of issues. | | |
| Recommendation 6: Review and enhance work planning process for the Committee and the Commissions, building on current practice by using insights from this review. Consider the systematic use of work planning tools to assist with prioritising issues. | | | | | |
| Recommendation 7: Use member education sessions, masterclasses, and pre-briefing to support Members to be ready to engage with scrutiny topics and Council plans. | | | | | |
| Enhancement: Continue to develop an approach to pre-decision scrutiny in collaboration with Cabinet and Officers. | | | | | |
| Enhancement: Supporting Members to design effective challenge questions using triangulated evidence and data to enhance accountability. | | | | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|---|--|---|--|------------------|--|
| Scrutiny committee structure and scheduling (Feedback Report Letter – Section 5) | | | | | |
| Issues identified / proposed actions arising | Considering the use of task and finish groups as part of a wider spectrum of creative methods. | 5.3 | <ul style="list-style-type: none"> Establish situations / circumstances where task and finish groups might be appropriate and feed into the scrutiny process. | | |
| | Managing scrutiny workload. | 5.4 | <ul style="list-style-type: none"> Use of work planning, prioritisation, member education sessions and pre-meetings to manage demands. | | |
| | Scrutiny Call-in Process and enhancing the call-in procedure. | 5.6 / 5.7 | <ul style="list-style-type: none"> Review current call-in process against the CfGS guidance once issued. | | |
| Recommendation 8: Consider the use of task and finish group work and other alternative scrutiny arrangements to ensure the most effective use of time and resources and to deliver maximum impact. | | | | | |
| Recommendation 9: Review the call-in procedure based on benchmarking and examples of good practice. | | | | | |
| Scrutiny's output and impact (Feedback Report Letter – Section 6) | | | | | |
| Issues identified / proposed actions arising | Developing effective recommendations and tracking their impact. | 6.3 | <ul style="list-style-type: none"> Focus recommendations on a small set of priorities. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|---|---|--|----------------|------------------|
| <p>Issues identified / proposed actions arising</p> | <p>Developing effective recommendations and tracking their impact cont.</p> | <p>6.3</p> <ul style="list-style-type: none"> • Ensuring recommendations are clear and focused using SMART approaches (specific, measurable, actionable, realistic, and timetabled). • Testing draft recommendations with officers to ensure issues are understood and factually correct. • Reviewing the impact and learning from recommendations over set time periods through regular agenda items. • Revisiting previous scrutiny reviews to identify work that has already been done to inform future scrutiny. • Ensuring a clear protocol with Cabinet to agree the process for considering and responding to scrutiny recommendations. • Sharing recommendations with external partners, where applicable. • Collecting additional evidence and feedback to identify the impact of recommendations. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|---|-----------|--|----------------|------------------|
| Issues identified / proposed actions arising | Evidence of tracking recommendations dispersed across a range of documents. | 6.4 | <ul style="list-style-type: none"> Identify suitable central tracking tool to maintain an overview of recommendations. Liaise with other local authorities to establish how they manage this. | | |
| | Taking a joined up system wide approach to cross-cutting issues. | 6.5 | <ul style="list-style-type: none"> Cross cutting-issues being reserved to overview and scrutiny committee. Commission chairs are part of its membership. | | |
| | Development of a 'Mission Statement' to raise awareness and esteem of scrutiny process. | 6.6 | <ul style="list-style-type: none"> Liaison with other local authorities. Working with scrutiny members, cabinet members, officers and other stakeholders in developing a statement. | | |
| | Scrutiny holding itself to account for its work and impact. | 6.7 / 6.8 | <ul style="list-style-type: none"> Annual report process Accessing self-assessment tools available from CfGS to support review process. | | |
| Recommendation 10: Focus on smaller sets of high-quality recommendations from scrutiny reviews. | | | | | |
| Enhancement: Enhance the formal system for tracking recommendations over time – identify the impact and learning from specific recommendations as well as factors that produce effective recommendations. | | | | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|--|--|---|---|------------------|--|
| Enhancement: Consider cross-cutting issues as a regular part of the Overview and Scrutiny Committee work plan and agenda, bringing together strategic themes from across the four Commissions to identify opportunities for system wide working and accountability. | | | | | |
| Enhancement: Create a strategic summary statement on the purpose and contribution of scrutiny in Southwark. Use this to map impact. | | | | | |
| Enhancement: Use a self-assessment tool to support the annual review and evaluation of scrutiny. | | | | | |
| Chairing, member development and meeting preparation (Feedback Report Letter – Section 7) | | | | | |
| Issues identified / proposed actions arising | Continuing chair development and direct support to strengthen the role. | 7.4 | <ul style="list-style-type: none"> • Meeting with chairs and establishing development needs and arranging training as appropriate. • Providing chairs with quality briefings and information to enable them to keep abreast of subject matters and relevant considerations. | | |
| | Member education, master classes' and briefing sessions outside of formal scrutiny sessions. | 7.7 | <ul style="list-style-type: none"> • Use scoping and work planning tools to identify and schedule briefing sessions. | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When |
|--|---|-------|--|----------------|------------------|
| Issues identified / proposed actions arising | Pre-meetings before formal scrutiny sessions to co-ordinate activities. | 7.8 | <ul style="list-style-type: none"> • Arrange pre-meetings as appropriate. | | |
| Recommendation 11: Further skills development support is offered for the key roles of Chairs and Vice-Chairs – to support them to develop their approach to leading scrutiny and to reflect on their personal style and learning. | | | | | |
| Enhancement: Extending the development process for Members to enable them to refresh their knowledge and understanding of the role of scrutiny – this should include learning activities such as workshops supported with materials and case studies. | | | | | |
| Enhancement: Use pre-meetings to prepare for scrutiny sessions by reviewing the key lines of enquiry and coordinating approaches to questions and evidence. Pre-meetings can facilitate teamwork between Members of the Committee or Commission. | | | | | |
| Enhancement: Provide Scrutiny Members with the essential core knowledge to be sufficiently effective in the scrutiny task through briefings, education sessions or ‘master classes’ for complex topics. | | | | | |

| CfGS Issues identified / Recommendations and suggested enhancements to scrutiny process | Para. | How can this be achieved / Proposed actions | Adopted? (Y/N) | Action by / When | |
|---|--|---|---|------------------|--|
| Public engagement (Feedback Report Letter – Section 8) | | | | | |
| Issues identified / proposed actions arising | Exploring and experimenting with ways to allow greater access, openness, and involvement with the public | 8.1 | <ul style="list-style-type: none"> • Site visits in the community. • Inviting the public to offer ideas for work plans. • Use of social media channels for resident input. • Communicating the progress and impact of scrutiny. | | |

Everton Roberts, Head of Scrutiny

Dated: 14 April 2023

| | | | |
|------------------------------------|--------------------------------|--|---|
| Item No. 6. | Classification: Open | Date: 24 April 2023 | Meeting Name: Overview and Scrutiny Committee |
| Report title: | | Update on council response to the recommendations made in the Healthwatch report on LGBTQ+ community | |
| Ward(s) or groups affected: | | All | |
| From: | | Jessica Leech, Community Engagement Manager | |

RECOMMENDATION

1. That the Overview and Scrutiny Committee notes the content of the report.

BACKGROUND INFORMATION

2. In July 2019 Healthwatch Southwark produced a report following engagement with the local LGBTQ+ community on the needs, experiences and aspirations of this community. The report was jointly produced by Healthwatch Southwark and the Southwark LGBT Network. A survey that informed the report was hosted on the council's consultation hub.
3. Many of the recommendations from this work focused on health and social care outcomes, but were linked to the wider wellbeing of the community and how social activity contributes to this.
4. The key recommendation for the council focused on the delivery of a JSNA to dig deeper into the challenges and needs of this community and this work to act as a launch pad for other policy work.
5. The specific council focused recommendations were:
 - Southwark Council should undertake a Joint Strategic Needs Assessment for the LGBTQ+ people of the borough. This should include the experiences of further minorities within the LGBTQ+ communities, including specific gender identities and sexualities, older, disabled and BAME people. Topics of social isolation and loneliness could also be considered.
 - The Joint Strategic Needs Assessment should then form a point of reference for future service developments, including but not limited

to: Southwark LGBTQ+ Community Consultation 2018-2019 - the implementation of the Lambeth, Southwark & Lewisham Sexual Health Strategy - the implementation of the Southwark Joint Mental Health and Wellbeing Strategy - the implementation of the Children and Young People's Mental Health and Wellbeing Transformation Plan - the development of social prescribing initiatives.

- The findings of this report should be considered as part of the new Southwark Loneliness Strategy and in assessments of the needs of carers.
- Particularly for sexual health and mental health, and when responding to inequalities highlighted in improving service data, commissioners should be mindful of the fact that 71% of respondents to this survey felt there was a need for LGBTQ+ specific services.
- Updates are sought around current provision of further/refresher training and guidance on good practice in topics such as gender transition, PReP, fertility options and rights, and LGBTQ+ specific sexual and mental health concerns.
- Residents should be made aware of the role of Southwark Council's LGBT+ staff network, which, as well as supporting staff, aims to ensure that they act appropriately towards local residents, and explores where policies are discriminatory.
- The Mayor of London's LGBT+ Venue Charter should be well promoted among local venues. This includes display of a rainbow flag symbol, appropriate marketing, disabled access, consideration of gender neutral toilets, welcoming staff and security personnel, and LGBT+ focused programming. Southwark Council could consider highlighting organisations which have signed up to the charter in local publications.
- Southwark Council should investigate and address barriers to new LGBT+ venues or events in the borough, particularly in the context of regeneration programmes. Survey respondents highlighted a wish to allow events and ideas to be coproduced by the diverse LGBTQ+ community, and include daytime and alcohol-free activities.
- Planning and licensing departments in Southwark Council should ensure that gender neutral toilet facilities are included in new public venues.

KEY ISSUES FOR CONSIDERATION/Updates

JSNA Public Health lead

6. The work on JSNA began in 2019 but was not completed due to the pandemic. However Public health have produced a population profile of our LGBTQI+ residents based on new data from the Census 2021. The latest report is attached. Note that this new data contains more information about our transgender community than we have held before.

7. There are plans to follow this with a more detailed health needs assessment this year following the recent release of the more detailed census. This needs assessment will include engagement with local residents.

Loneliness strategy - Public Health lead

8. The report identified loneliness and isolation as key challenges for the community and wished to see the needs of the LBG+ community reflected in any action plans that developed. The current strategy does this: <https://modern.gov.southwark.gov.uk/documents/s88179/Appendix%201%20loneliness%20strategy.pdf>.
9. Stakeholder engagement and monitoring of the action plan for the loneliness strategy was paused due to Covid, and was not restarted fully before the policy officer in that post left the council. Officers have prioritised supporting the suicide prevention strategy and mental health first aid while that post is filled, but this will form part of the new mental health policy officer's work from May.

Sexual Health – Public Health lead

10. Through greater investment from central government the council has been able to increase support for HIV PreP implementation by £350K (2021).
11. Colleagues in SE London ICS have been working on a number of the recommendations and for example all GP surgeries are now safe spaces, however we are waiting for more information from the team about progress on the issues concerned.
12. It should be noted that the period from February 2020 until March 2022 our health colleagues were focused on addressing issues arising from the pandemic.

Planning - Sustainable Growth Lead

13. There is no current policy on gender neutral toilets in new facilities or developments. Mapping existing LBG+ social spaces as part of a review of social infrastructure in Southwark has not taken place but could be included in current work on town centres.

Community investment

14. The report talked about the closer working of the staff network and resident community, as a means of raising awareness among those who deliver services, to improve the experiences of those who are part of the LBG+ community. The LGBTQ Staff Network was officially re-launched in February during LGBTQ+ History month, where members attended different Southwark offices to promote the network and encourage staff to join up.

The network now meets monthly to discuss key issues staff are facing, and is regularly running events to celebrate key LGBTQ+ events in the Diversity and Inclusion Calendar.

15. One of the ideas explored was to install rainbow crossings in each area. Unfortunately this is no longer recommended or funded by TfL as a consequence of the negative impact this type of crossing potentially has on people with some disabilities.
16. The common purpose grants supports Opening Doors who deliver services to our older LBG+ communities, and we are investing over £20K a year in this organisation. Opening Doors is the biggest organization providing information and advice services for LGBT+ communities nationally.
17. The council also funds METRO to provide services for our LGBTQ+ young people, investing over £26K in these services (2021/2022).

Policy framework implications

18. The work to ensure the needs of the LBG+ community are met within our overall service delivery is an essential part of our delivery of the equality framework.
19. It is a timely moment to review this report and ensure its content is addressed or reflected in our work across the council as we begin to pick up streams of work paused as we have responded to the various impacts of the pandemic.

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

20. This report is an update on the Healthwatch report 2019. The Healthwatch report followed engagement with local LGBTQ+ communities and was designed to maximise opportunities to reach out to local residents and seldom-heard communities, and develop a better understanding of health and social care needs. To develop a current understanding of the needs of the LGBTQ+ community in the borough, the Southwark LGBTQ+ Consultation was launched. The aims of this project were to:
 - Develop better relationships with organisations that provide services for or support LGBT+ people,
 - Highlight the impact/extent of known inequalities faced by LGBTQ+ people in Southwark,
 - Gain intelligence on the health and social care needs of LGBTQ+ people in Southwark, and
 - Include local residents in a project that could influence decision making around how mainstream and LGBTQ+ organisations deliver services.
21. The survey questions were community-led and supplemented by a number of open meetings.

Resource implications

22. None at this point.

Legal implications

23. None.

Financial implications

24. None.

Consultation

25. None since the original report.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|---|---|----------------------------------|
| Healthwatch report | https://moderngov.southwark.gov.uk/documents/s89947/Appendix%20%20Southwark%20LGBTQ%20Community%20Consultation%202018-19.pdf | Everton Roberts 020 7525 7221 |
| https://moderngov.southwark.gov.uk/documents/s89947/Appendix%20%20Southwark%20LGBTQ%20Community%20Consultation%202018-19.pdf | | |

APPENDICES

| No. | Title |
|------------|--|
| Appendix 1 | Census data relating to LGBTQ+ community |

AUDIT TRAIL

| | | |
|---|---|--------------------------|
| Lead Officer | Stephen Douglass, Director of Communities | |
| Report Author | Jessica Leech, Community Engagement Manager | |
| Version | Final | |
| Dated | 14 April 2023 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Assistant Chief Executive – Governance and Assurance | No | No |
| Strategic Director of Finance and Governance | No | No |
| Cabinet Member | Yes | No |
| Date final report sent to Constitutional Team / Scrutiny Team | 14 April 2023 | |

Census 2021 results: *Gender identity and sexual orientation*

Southwark Public Health Division
Children and Adults Services

March 2023

 @lb_southwark  facebook.com/southwarkcouncil

This profile presents key findings on gender identity and sexual orientation at the time of the 2021 census

BACKGROUND

The census is a survey that happens every 10 years and gives us a picture of all the people and households in England and Wales.

- The last census was conducted on Sunday 21 March 2021, and collected information on a range of themes, including:

| | | | |
|------------------------|--|---------------------|--------------------------|
| Demography & migration | Ethnicity, identity, language & religion | Health & disability | Housing |
| Work & travel | Gender identity & sexual orientation | Education | UK armed forces veterans |

- Results of the census are being released in a phased manner:
 - 28 June 2022: Headline population figures for local authorities
 - Phase 1 – Autumn–Winter 2022: Topic profiles for census themes
 - Phase 2 – Date to be confirmed: More detailed data becomes available

This profile focuses on **gender identity and sexual orientation** in the borough, and forms part of a suite of documents that profile the Southwark results of the 2021 census. Further profiles will be released later in 2023 as new data becomes available.

Reference

1. Office for National Statistics. 2022. <https://census.gov.uk/about-the-census>

Southwark has one of the largest trans/non-binary and LGB+ populations in England

SUMMARY

New census questions on gender identity and sexual orientation give the most accurate local data on these topics to date. As at March 2021:

- 1 in 80 residents aged 16+ (1.2%; about 3,200 people) had a gender identity different from their sex registered at birth. Southwark ranked 5th highest in England for trans/non-binary identity.
 - Half this group used no specific gender identity term; the rest generally used 'trans woman', 'trans man' or 'non-binary'.
 - 1 in 70 Southwark 16–24 yr olds and 1 in 80 25–54 yr olds identified as trans/non-binary.
 - Burgess Park area had the highest trans/non-binary prevalence in England – 8.1% (1 in 12) – but almost all these residents used no specific gender identity term.
- More than 1 in 12 (8.1%; about 20,700) Southwark residents aged 16+ had a non-heterosexual ('LGB+') sexual identity. Southwark ranked 4th highest in England for LGB+ identity.
 - Southwark LGB+ people predominantly identified as lesbian or gay (almost three-fifths; 56%) or bisexual or pansexual (two-fifths; 40%).
 - Of all Southwark residents, 1 in 20 (4.5%) were lesbian or gay and 1 in 30 (3.2%) were bisexual or pansexual.
 - Overall, LGB+ prevalence peaked in 16–24 yr olds for women and 35–44 yr olds for men.
 - Burgess Park area had the largest LGB+ prevalence in the borough – 12.8% (1 in 8) – but most of these residents did not specifically identify as lesbian, gay or bisexual.

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The 2021 Census introduced new, voluntary questions on gender identity and sexual orientation

CENSUS METHODS

Following thorough preparation, the 2021 Census introduced new questions about gender identity and sexual orientation.

- These were voluntary questions for respondents aged 16 and over; respondents could choose not to answer.
- Prior to the census, the gender identity and sexual orientation questions were tested on focus groups to ensure adequate response rates and acceptability to the general population.
- Census response rates to the gender identity and sexual orientation questions were better than expected; thus, data from these questions gives an acceptable indication of population patterns.
- This report uses Office for National Statistics (ONS) terminology for overall minority groups of interest:
 - 'Trans or non-binary' = people whose gender identity differs from their sex registered at birth.
 - 'LGB+' = people identifying with a non-heterosexual orientation (frequently lesbian, gay or bisexual).
- Census results for trans/non-binary and LGB+ identified people are probably substantial under-estimates; previous evidence shows that survey respondents are reluctant to disclose these identities due to ongoing stigma.
- Data on census respondents choosing not to answer the gender identity and sexual orientation questions should be interpreted with caution. Prior evidence shows that non-respondents to trans/non-binary and LGB+ identity questions are more likely to be members of the stigmatised group in question.

50

Reference

1. ONS, 2023. Gender identity, England and Wales: Census 2021.
<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/genderidentity/bulletins/genderidentityenglandandwales/census2021>

Slide 4

At least 3,200 Southwark people have a gender identity different from their sex at birth, equating to 1 in 80 residents

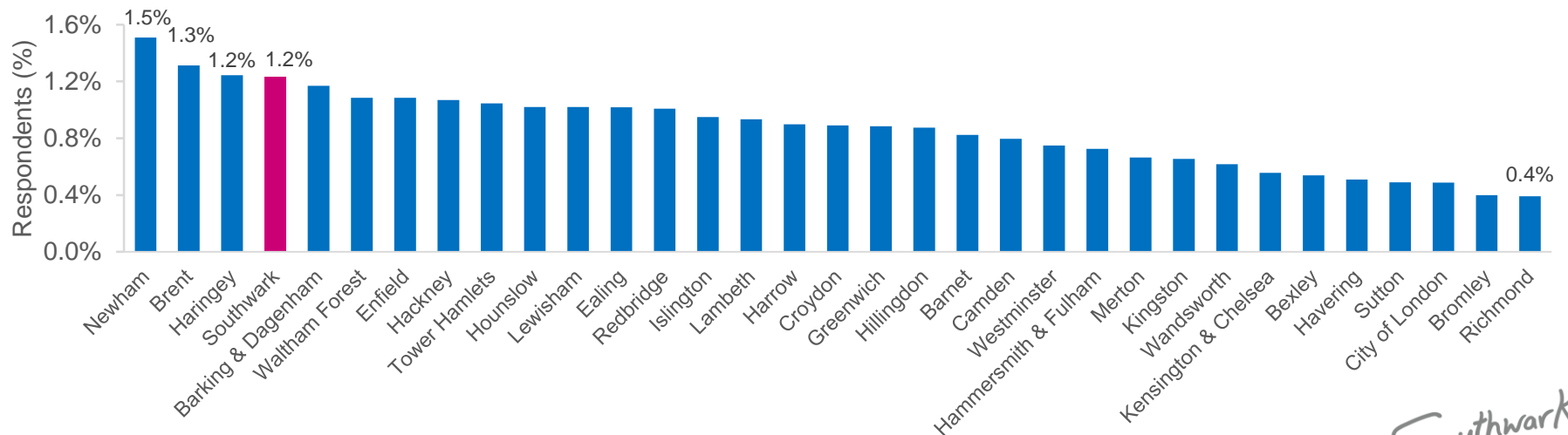
GENDER IDENTITY: PREVALENCE

Census respondents were asked whether their gender identity was the same as their sex registered at birth.

- In Southwark, about 1 in 80 (1.2%; 3,200) residents reported a gender identity different from their birth sex registration, significantly higher than London (0.9%) and England (0.5%) levels.
- Southwark ranked 5th highest in England and 4th highest in London for levels of trans/non-binary identity.
- These are probably substantial under-estimates. 7.3% of Southwark residents did not answer.

01

Figure 1: Census respondents with a gender identity different from their sex registered at birth, as a proportion of all 16+ yr respondents offered the question, by London borough



Reference

1. ONS, 2023. Gender identity, England and Wales: Census 2021. <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/genderidentity/bulletins/genderidentityenglandandwales/census2021>

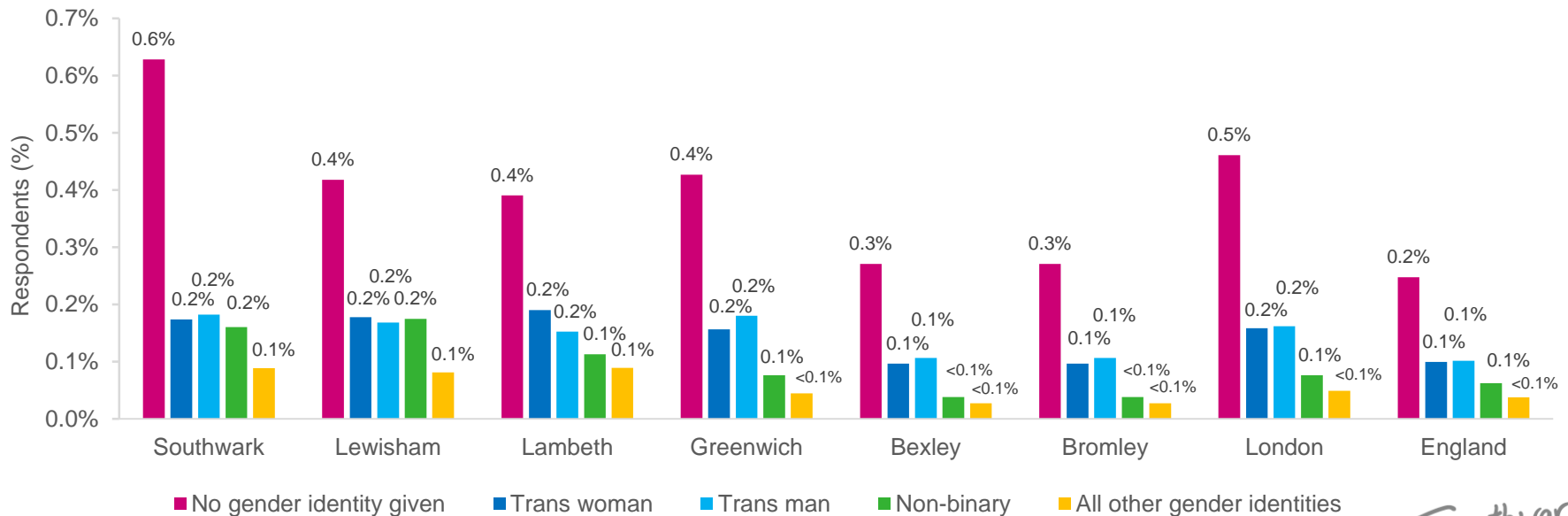
Half Southwark trans/non-binary people use no specific identity term; most others use 'trans woman', 'trans man' or 'non-binary'

GENDER IDENTITY: IDENTITY TYPES

Census respondents whose gender identity differed from their sex registration at birth were asked to write in their gender identity.

- Around half (51%; 1,600) of all Southwark trans/non-binary people did not write in a specific gender identity; other South East London boroughs, London and England had a similar pattern.
- As at March 2021, Southwark had 500 trans man, 450 trans woman and 400 non-binary identified residents.

Figure 2: Respondents with a gender identity different from their sex registered at birth, as a proportion of all 16+ yr respondents



Reference

1. ONS, 2023. Gender identity, England and Wales: Census 2021.

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/genderidentity/bulletins/genderidentityenglandandwales/census2021>

Around two thirds of Southwark's trans/non-binary residents are aged between 25 and 54 years

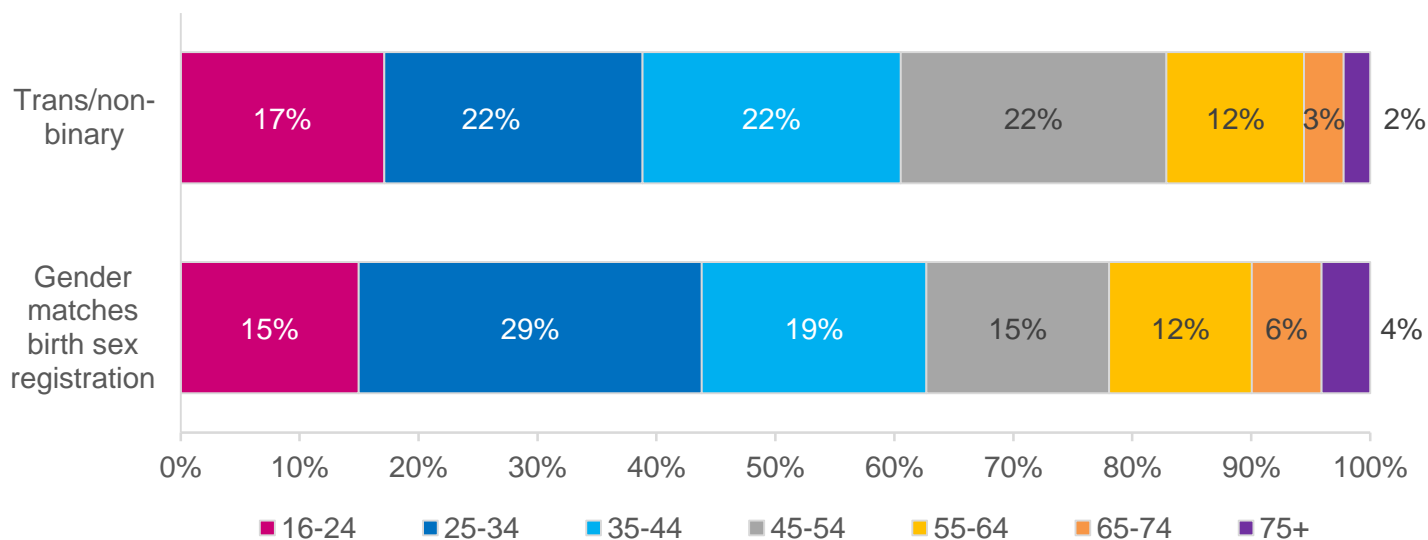
GENDER IDENTITY: AGE GROUP

Age data is available for trans/non-binary groups; figures are probably under-estimates.

- Two-thirds (66%; 2,100) of Southwark trans/non-binary people are aged 25–54; at least 1 in 80 (1.3%; 2,100) of all Southwark 25–54 yr olds are trans/non-binary.
- One-sixth of Southwark trans/non-binary people are aged 16–24 (17%; 550); at least 1 in 70 of all Southwark 16 to 24 yr olds (1.4%; 550) are trans/non-binary.
- 1 in 18 (5.5%; 200) of Southwark trans/non-binary people are aged 65+; at least 1 in 140 of all Southwark residents aged 65+ (0.7%; 200) are trans/non-binary.

53

Figure 3: Age profile of Southwark trans/non-binary population compared with those whose gender identity matched their birth sex registration



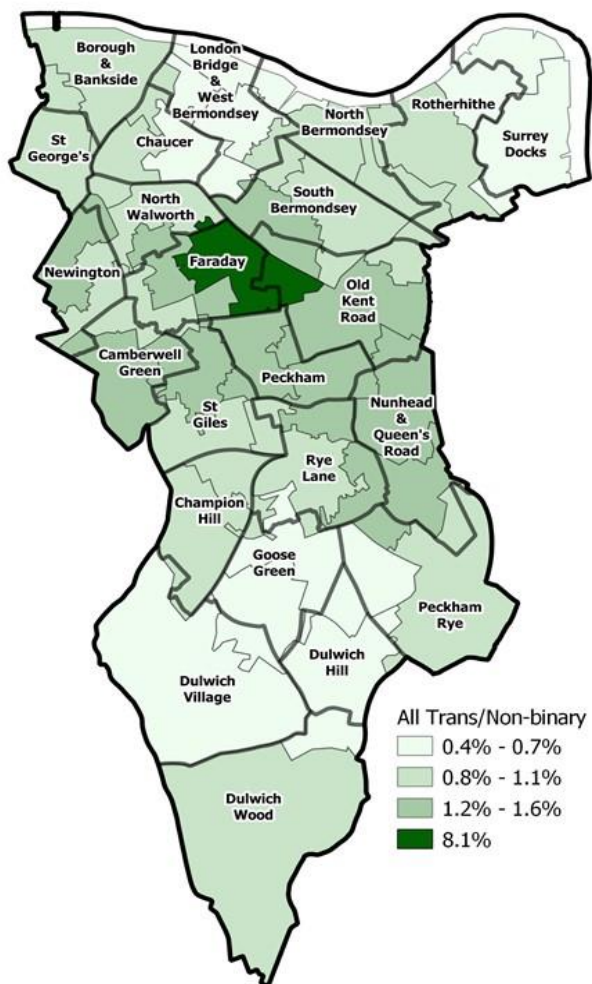
Reference

1. ONS, 2023. Gender identity: age and sex, England and Wales: Census 2021. <https://www.ons.gov.uk/releases/genderidentityageandsexenglandandwalescensus2021>

Slide 7

Southwark's Burgess Park area has the highest prevalence of trans/non-binary residents in England: 8%

GENDER REASSIGNMENT: ALL TRANS/NON-BINARY



Census 2021 data showed the prevalence of trans and non-binary identity at large neighbourhood level.

- Over 1 in 12 (8.1%; about 600) residents in Southwark's Burgess Park neighbourhood area (extending across Faraday and Old Kent Road) identified as trans/non-binary; this was the highest trans/non-binary prevalence in England (far ahead of 3.8% in East Central Oxford and 2.4% in Manor Park, Newham).
- The next highest ranking Southwark neighbourhoods had far lower prevalences: around 1 in 70 (about 100 residents):
 - Nunhead North, 1.6%
 - Peckham Park Road, 1.6%
 - Walworth South, 1.6%
- Southwark's Herne Hill & Dulwich Park area had the lowest proportion of trans/non-binary residents, at 0.4% (fewer than 1 in 200).

54

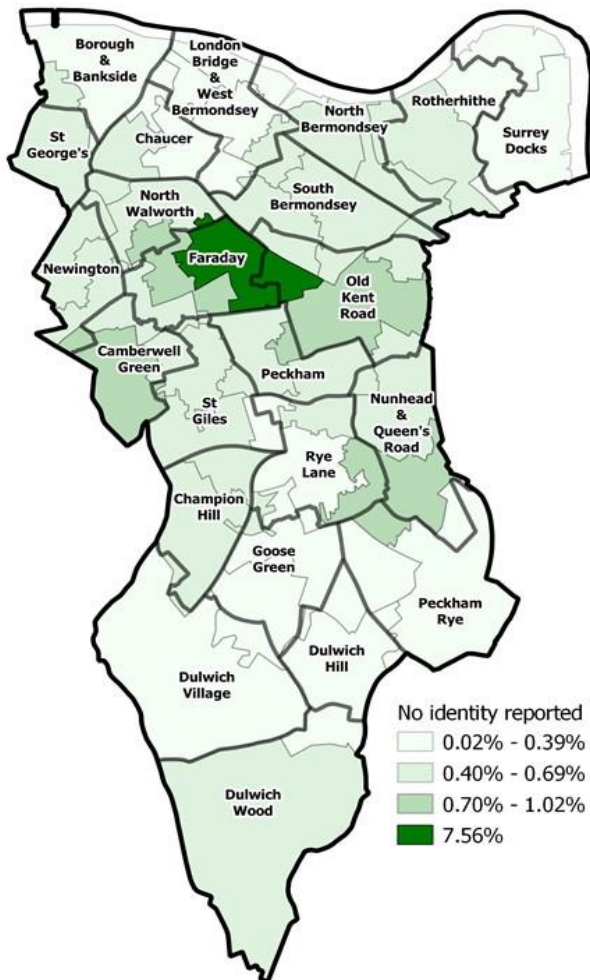
Reference

1. ONS, 2023. Census 2021: gender identity. <https://www.ons.gov.uk/datasets/TS078/editions/2021/versions/1>

Slide 8

Southwark people termed 'trans/non-binary' but without a specific identity term were overwhelmingly in Burgess Park

GENDER REASSIGNMENT: NO SPECIFIC GENDER IDENTITY



Census 2021 data showed:

- About 1,600 Southwark residents had a gender identity differing from their birth sex registration but no specific gender identity; proportions varied greatly across the borough.
- In the Burgess Park neighbourhood area, 1 in 13 residents (7.6%; about 560) had a gender identity different from their birth sex registration but did not report a specific gender identity term.
- Elsewhere, prevalence of non-cis-gendered people not reporting a gender identity term was much lower, ranging from 1 in 100 (1.0%; about 80) in part of Nunhead & Queen's Road / Rye Lane, down to less than 1 in 1,000 (0.02%; fewer than 10) in Dulwich Village.

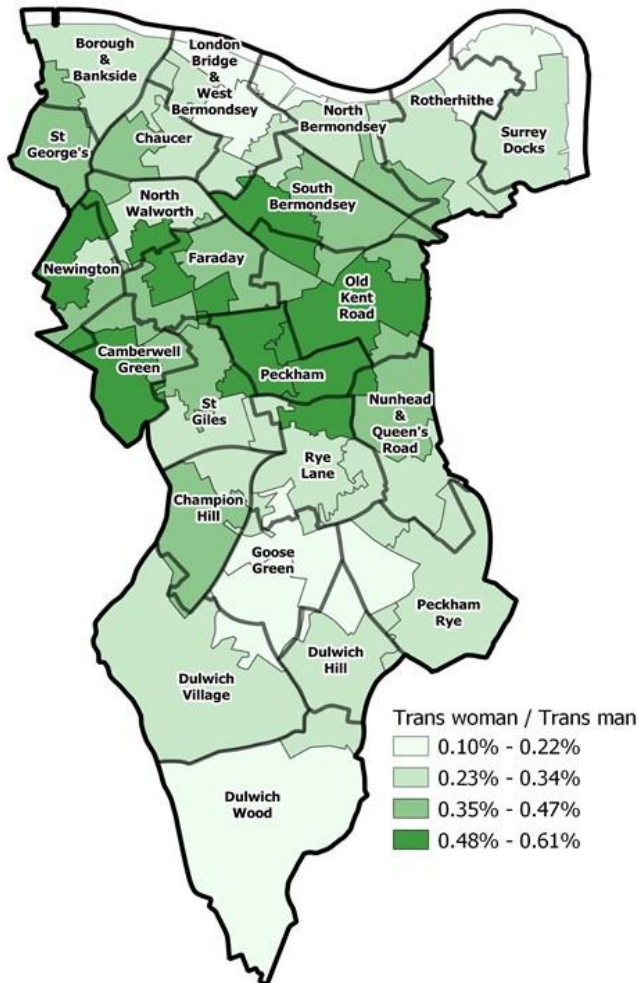
55

Reference

1. ONS, 2023. Census 2021: gender identity. <https://www.ons.gov.uk/datasets/TS078/editions/2021/versions/1>

Residents identifying as trans women or trans men were most prevalent in north-central Southwark

GENDER REASSIGNMENT: TRANS MAN & TRANS WOMAN



Census 2021 data showed:

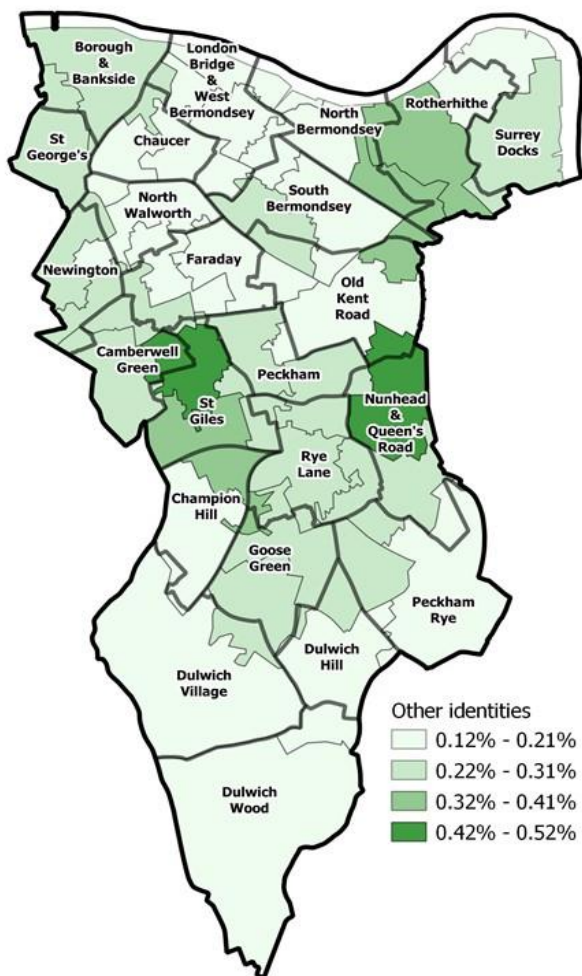
- The prevalence of residents identifying as trans women or trans men was spread more evenly across the borough.
- In parts of North Walworth, Faraday, Peckham and Rye Lane, about 1 in 170 people (about 0.6%) identified as trans women or trans men.
- In parts of Rotherhithe and Surrey Docks, fewer than 1 in 1,000 (0.1%) identified in this way.

Reference

1. ONS, 2023. Census 2021: gender identity. <https://www.ons.gov.uk/datasets/TS078/editions/2021/versions/1>

Residents with other trans/non-binary identities (most commonly non-binary) were most prevalent in central Southwark

GENDER REASSIGNMENT: OTHER GENDER IDENTITIES



Census 2011 data showed:

- Southwark residents reporting other trans/non-binary identities (most commonly non-binary) were unevenly distributed across the borough.
- In parts of Camberwell Green, St Giles and Nunhead & Queen's Road, around 1 in 200 residents (0.5%) has a non-cis-gendered identity other than trans woman or trans man (e.g. non-binary).

57

Reference

1. ONS, 2023. Census 2021: gender identity. <https://www.ons.gov.uk/datasets/TS078/editions/2021/versions/1>

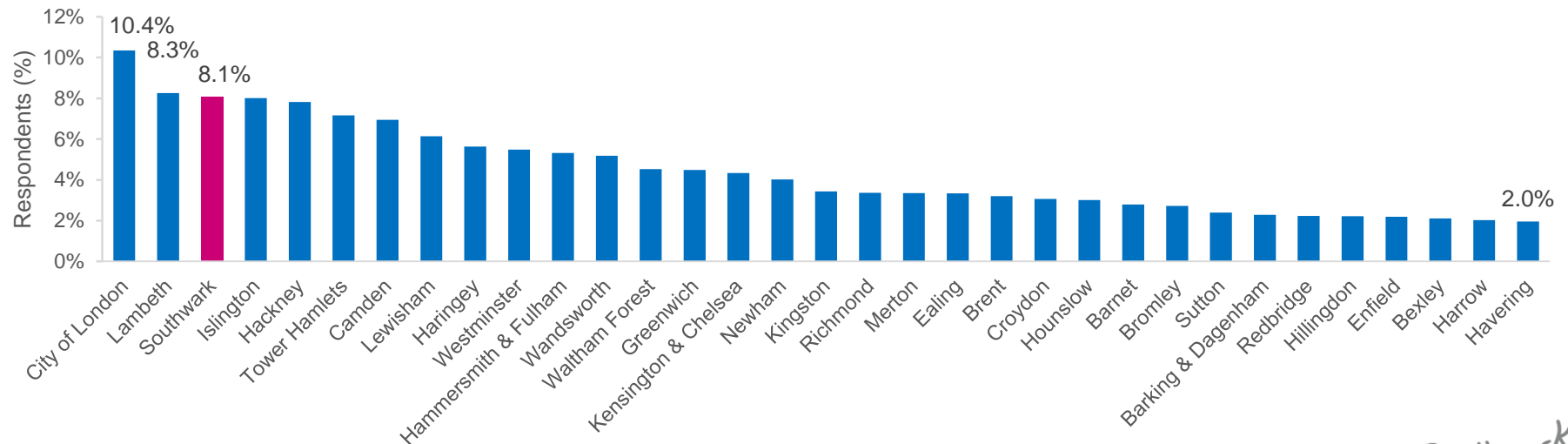
More than 1 in 12 Southwark residents have an LGB+ sexual identity, equating to around 20,700 residents

SEXUAL ORIENTATION: PREVALENCE

Census respondents were asked which term best described their sexual orientation: straight or heterosexual; gay or lesbian; bisexual; or another orientation.

- In Southwark, more than 1 in 12 (8.1%; 20,700) residents reported an LGB+ sexual identity, around double the levels for London (4.3%) and England (3.2%).
- Southwark ranked 4th highest in England and 3rd highest in London. Seven of the top 10 local authorities were in London.
- Just under 1 in 10 Southwark residents did not answer the question.

Figure 4: Census respondents with an LGB+ identity, as a proportion of all 16+ yr respondents



Reference

1. ONS, 2023. Sexual orientation, England and Wales: Census 2021. <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualorientationenglandandwales/census2021>

1 in 20 Southwark residents identified as lesbian or gay, while 1 in 30 identified as bisexual or pansexual

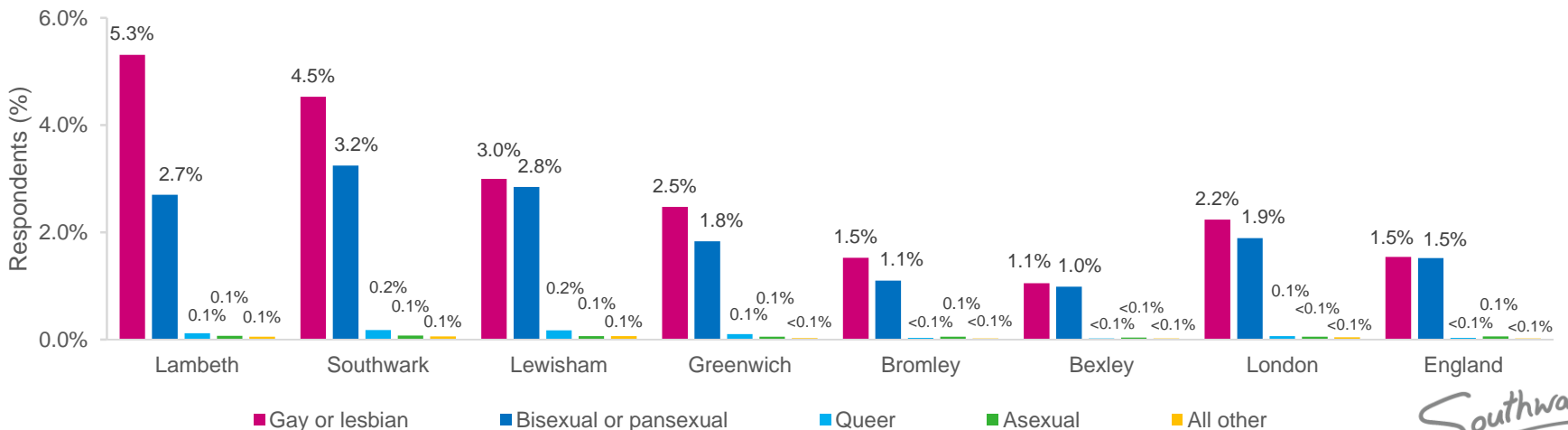
SEXUAL ORIENTATION: IDENTITY TYPES

Census respondents who chose 'other sexual orientation' were asked to write in the orientation with which they identified.

- Southwark's LGB+ population predominantly identified as lesbian/gay (56%) or bisexual/pansexual (40%).
- Around 1 in 20 Southwark residents (4.5%; 11,600) identified as lesbian or gay; about 1 in 30 (3.2%; 8,300) identified as bisexual or pansexual; and 0.2% identified as queer (450), 0.1% as asexual (200) and 0.1% with another LGB+ identity (150).
- Southwark had over double the lesbian/gay prevalence and over one-half higher bisexual/pansexual prevalence, compared with London and England levels.

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Figure 5: Census respondents with an LGB+ identity, as a proportion of all 16+ yr respondents, by specific identity term selected or volunteered



Reference

1. ONS, 2023. Sexual orientation, England and Wales: Census 2021.

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualorientationenglandandwales/census2021>

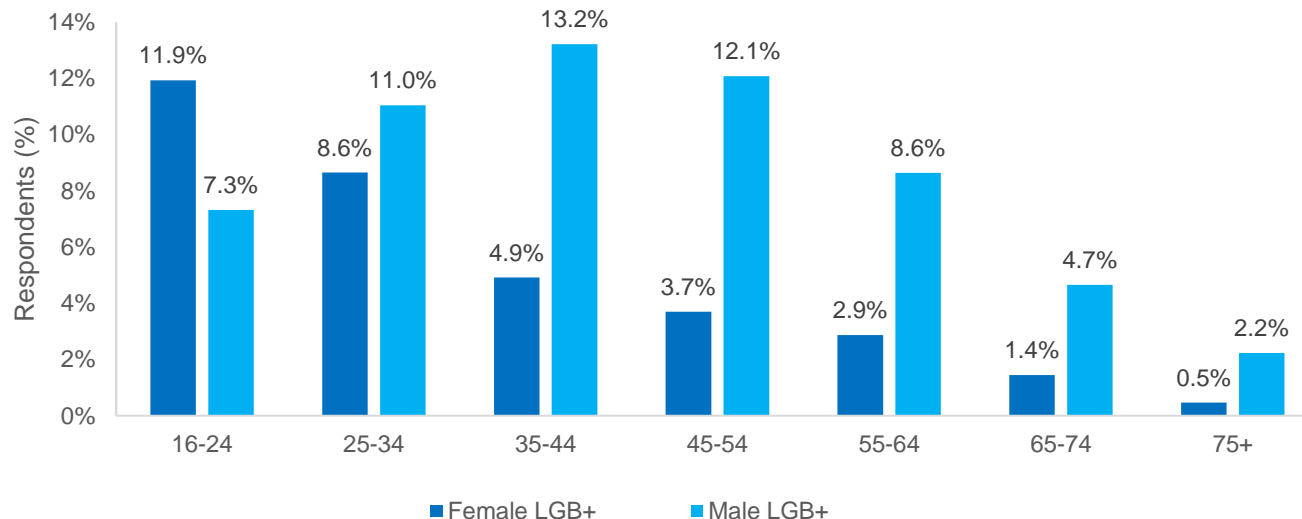
1 in 16 Southwark women and 1 in 10 men are LGB+; levels are highest in young women and middle-aged men

SEXUAL ORIENTATION: AGE GROUP

Age data is available for LGB+ residents; figures are probably under-estimates.

- At least 1 in 16 Southwark women (6.2%; 8,300) identify as LGB+. Levels peak in young people: at least 1 in 8 among those aged 16–24 (11.9%; 2,500). Over two-thirds of Southwark LGB+ women (69%) are aged under 35.
- More than 1 in 10 Southwark men (10.1%; 12,400) identify as LGB+. Levels peak in middle-aged adults, with more than 1 in 8 of those aged 35–44 (13.2%; 3,100) identifying as LGB+. Over three-quarters of Southwark LGB+ men (76%) are aged between 25 and 54.

Figure 6: Southwark population identifying as LGB+ by age and sex



Reference

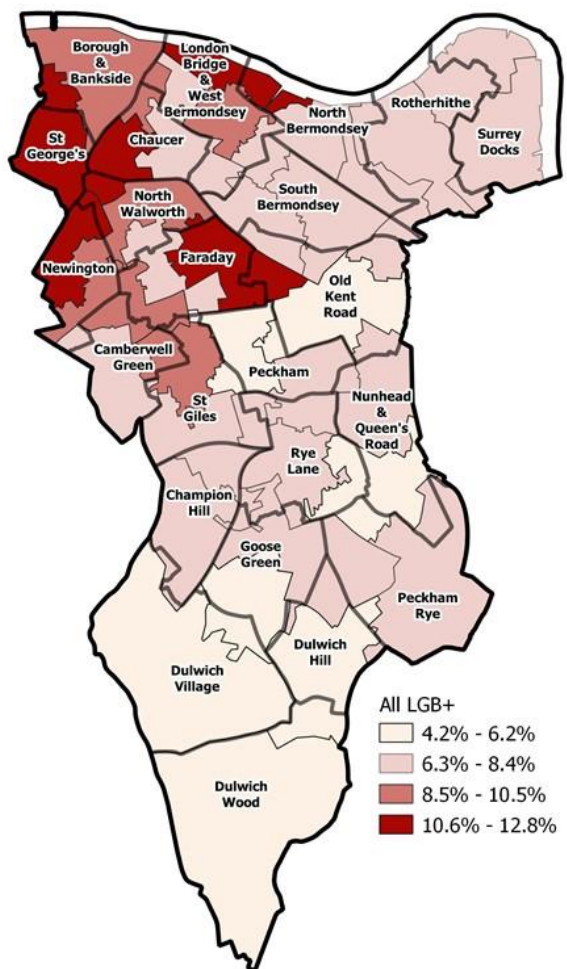
1. ONS, 2023. Sexual orientation (4 categories) by age and sex, England and Wales: Census 2021.

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/datasets/sexualorientation4categoriesbyageandsexenglandandwalescensus2021>

Slide 14

Southwark's Burgess Park area has the largest LGB+ population, equating to over 1 in 8 residents

SEXUAL ORIENTATION: ALL LGB+



ONS census data indicates prevalence of LGB+ identity by large neighbourhood area.

- The highest ranking Southwark neighbourhood was Burgess Park (extending across Faraday and Old Kent Road), where over 1 in 8 (12.8%; about 950) residents reported an LGB+ identity.
- The next highest ranking Southwark MSOAs all had prevalences of more than 1 in 10:
 - Newington, Kennington East & Walworth West MSOA, 12.7%
 - Elephant & Castle MSOA, 11.7%
 - Southwark St George's MSOA, 11.1%
- Southwark's Herne Hill & Dulwich Park areas had the lowest proportion of LGB+ residents, at 4.2% (fewer than 1 in 20).

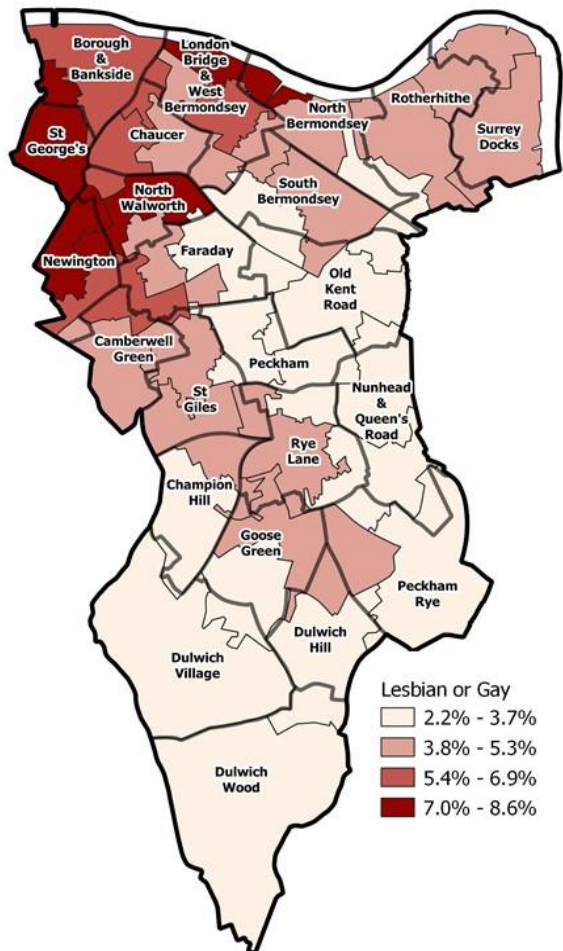
61

Reference

1. ONS, 2023. Census 2021: Sexual orientation. <https://www.ons.gov.uk/datasets/TS077/editions/2021/versions/1>

Residents identifying as lesbian or gay were most prevalent in north, north-west and west-central areas

SEXUAL ORIENTATION: LESBIAN OR GAY



Census 2021 data showed:

- Residents identifying as lesbian or gay were most prevalent in north, north-west and west-central parts of the borough.
- The highest prevalence was in part of Newington, where more than 1 in 12 (8.6%) of residents identified as lesbian or gay.
- Lowest prevalence was in areas of Old Kent Road and Dulwich Village, where about 1 in 50 (2.2%) identified as lesbian or gay.

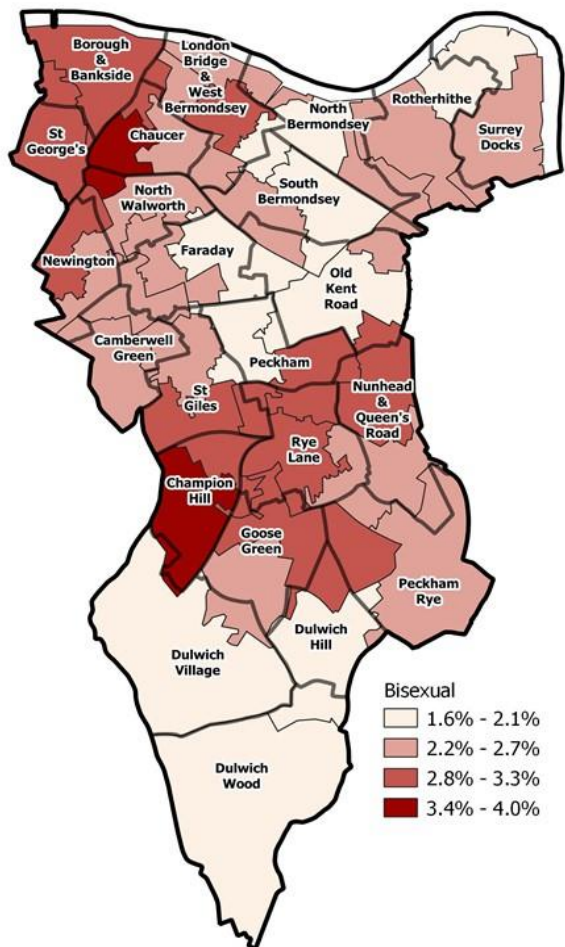
22

Reference

1. ONS, 2023. Census 2021: Sexual orientation. <https://www.ons.gov.uk/datasets/TS077/editions/2021/versions/1>

Bisexual residents were most prevalent in parts of Chaucer and Champion Hill

SEXUAL ORIENTATION: BISEXUAL



Census 2021 data showed:

- Neighbourhood areas with high levels of bisexual residents differed from patterns for lesbian and gay residents.
- The highest prevalence of bisexual residents was in areas of Chaucer and Champion Hill, where about 1 in 25 (4.0%) residents identified as bisexual.
- Lowest prevalence is in Burgess Park neighbourhood area, where fewer than 1 in 60 (1.6%) identify as bisexual.

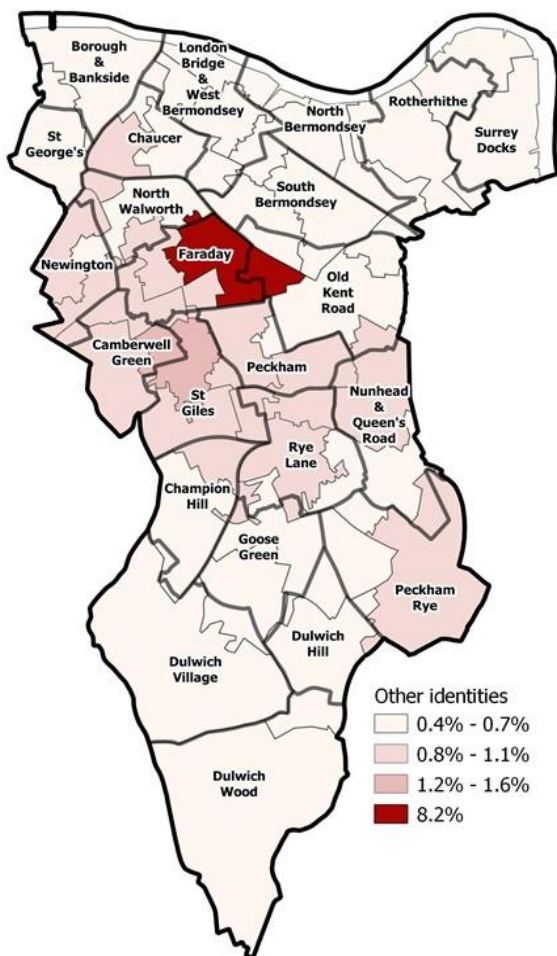
63

Reference

1. ONS, 2023. Census 2021: Sexual orientation. <https://www.ons.gov.uk/datasets/TS077/editions/2021/versions/1>

Burgess Park area is home to one-quarter of Southwark residents with other non-heterosexual identities

SEXUAL ORIENTATION: OTHER SEXUAL IDENTITIES



Census 2021 data showed:

- Residents with sexual identities other than lesbian, gay or bisexual were not distributed evenly across the borough.
- The Burgess Park neighbourhood area had far higher levels of residents with other non-heterosexual identities: about 1 in 12 (8.2%; about 600) residents. This area was home to almost one-quarter of all Southwark residents with other non-heterosexual identities (i.e. not lesbian, gay or bisexual).
- Elsewhere, prevalence of other non-heterosexual identities ranged from about 1 in 60 (1.6%) in Camberwell Green / St Giles, down to fewer than 1 in 250 (0.4%) in Dulwich Village.

**Find out more at
southwark.gov.uk/jsna**

Southwark Public Health Division
Children and Adults Services

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| | | | |
|------------------------------------|--------------------------------|-------------------------------|---|
| Item No. 8. | Classification: Open | Date: 24 April 2023 | Meeting Name: Overview and Scrutiny Committee |
| Report title: | | Work Programme 2022-23 | |
| Ward(s) or groups affected: | | N/a | |
| From: | | Head of Scrutiny | |

RECOMMENDATION

1. That the overview and scrutiny committee note the work programme as at 24 April 2023 attached as Appendix 1.

BACKGROUND INFORMATION

2. The terms of reference for the overview and scrutiny committee are:
 - a) to appoint commissions, agreeing the size, composition and terms of reference and to appoint chairs and vice chairs
 - b) to agree the annual work programme for OSC and the commissions
 - c) to consider requests from the cabinet and/or council assembly for scrutiny reviews
 - d) to exercise the right to call-in for reconsideration of executive decisions made but not yet implemented
 - e) to arrange for relevant functions in respect of health scrutiny to be exercised by an overview and scrutiny committee of another local authority where the council considers that another local authority would be better placed to undertake those relevant functions, and that local authority agrees to exercise those functions
 - f) if appropriate, to appoint a joint overview and scrutiny committee with two or more local authorities and arrange for the relevant functions of those authorities to be exercised by the joint committee
 - g) to periodically review overview and scrutiny procedures to ensure that the function is operating effectively
 - h) to report annually to all councillors on the previous year's scrutiny activity
 - i) to scrutinise matters in respect of:
 - the council's policy and budget framework
 - regeneration
 - human resources and the council's role as an employer and corporate practice generally
 - customer access issues, including digital strategy, information technology and communications

- the council's equalities and diversity programmes.
3. The work programme document lists those items which have been or are to be considered in line with the committee's terms of reference.

KEY ISSUES FOR CONSIDERATION

4. Set out in Appendix 1 (Work Programme) are the issues the overview and scrutiny committee is due to consider in the 2022-23 municipal year.
5. The work programme is a standing item on the overview and scrutiny committee agenda and enables the committee to consider, monitor and plan issues for consideration at each meeting.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|---|---------------------------|----------------------------------|
| Overview and Scrutiny Committee agenda and minutes | Southwark Council Website | Everton Roberts 020 7525 7221 |
| Link: http://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=308 | | |

APPENDICES

| No. | Title |
|------------|------------------------|
| Appendix 1 | Work Programme 2022-23 |

AUDIT TRAIL

| | | |
|---|-----------------------------------|--------------------------|
| Lead Officer | Everton Roberts, Head of Scrutiny | |
| Report Author | Everton Roberts, Head of Scrutiny | |
| Version | Final | |
| Dated | 14 April 2023 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Assistance Chief Executive of Governance and Assurance | No | No |
| Strategic Director of Finance | No | No |
| Cabinet Member | No | No |
| Date final report sent to Scrutiny Team | 14 April 2023 | |

Overview and Scrutiny Committee Work Programme – 2022/23

| Meeting | Agenda items | Comment |
|------------------------|--|--|
| 6 July 2022 | | |
| | <ul style="list-style-type: none"> New Chief Executive, Southwark Council | Deferred due to ill health of chief executive. |
| | <ul style="list-style-type: none"> Overview and Scrutiny Committee and Commission Work Programmes 2022-23 | Initial work programmes for OSC and Commissions agreed |
| | <ul style="list-style-type: none"> Central London Bus Review | <p>The committee heard from TfL representatives and cabinet member.</p> <p>Item to also be added to the agenda for the next meeting.</p> |
| 12 October 2022 | | |
| | <ul style="list-style-type: none"> New Chief Executive, Southwark Council | Introduction took place. No follow up required |
| | <ul style="list-style-type: none"> Council Delivery Plan 2022 - 2026 | Report presented – Further report to come November / January subject to when performance data becomes available. |
| | <ul style="list-style-type: none"> Climate Emergency – Performance against smart targets | Report presented – Further report to come November / January subject to when performance data becomes available. |
| | <ul style="list-style-type: none"> Cost of Living Crisis | Report presented – offer made by cabinet member to provide an update after the winter period. |

| Meeting | Agenda items | Comment |
|------------------------|--|--|
| | <ul style="list-style-type: none"> Scrutiny Review of Regeneration in the Borough of Southwark – Cabinet Response Item included on the agenda for information only. | Cabinet response noted. |
| | <ul style="list-style-type: none"> Healthwatch Southwark Annual Report 2021/22 <p>Item to be included on agenda for information only.</p> | Report noted. |
| | <ul style="list-style-type: none"> Work Programme | Reviewed at each meeting. |
| | <ul style="list-style-type: none"> Central London Bus Review | Deferred to later date due to timing of TfL responses to consultations. |
| 5 December 2022 | | |
| | <ul style="list-style-type: none"> Cost of Living Crisis – Further update | Received |
| | <ul style="list-style-type: none"> Digital Strategy & Customer Access | Received |
| | <ul style="list-style-type: none"> Support for Southwark LGBTQ+ communities | Received – Only property support aspect covered. Rest of information to be covered under the equality and diversity framework update |
| | <ul style="list-style-type: none"> Work Programme | Reviewed at each meeting. |

| Meeting | Agenda items | Comment |
|------------------------|--|---------------------------|
| 11 January 2023 | | |
| | Initial Budget Scrutiny <ul style="list-style-type: none"> • Initial discussion on budget including presentation on Provisional Local Government Settlement | Received |
| | <ul style="list-style-type: none"> • Briefing on HRA as part of budget setting process | Received |
| | Other items | |
| | <ul style="list-style-type: none"> • Council Delivery Plan – Update on Performance Q1 & Q2 | Received |
| | <ul style="list-style-type: none"> • South East London Joint Health Overview and Scrutiny Committee – Terms of Reference. | Received |
| | <ul style="list-style-type: none"> • Work Programme | Reviewed at each meeting. |
| 23 January 2023 | | |
| | <ul style="list-style-type: none"> • Annual budget Scrutiny | |
| 24 January 2023 | | |
| | <ul style="list-style-type: none"> • Budget Scrutiny – Formulation of OSC recommendations to cabinet | |

| Meeting | Agenda items | Comment |
|----------------------|---|---|
| 1 March 2023 | | |
| | <ul style="list-style-type: none"> <li data-bbox="566 316 1144 384">Abbey Field Estate – A Way Forward (Scrutiny Call-in) | Call-in considered. Chair and Vice-Chair to discuss how to take further scrutiny forward. |
| | <ul style="list-style-type: none"> <li data-bbox="566 429 869 459">Work Programme | Reviewed at each meeting. |
| 24 April 2023 | | |
| | <ul style="list-style-type: none"> <li data-bbox="566 544 1144 574">Scrutiny Improvement Review Report | On agenda |
| | <ul style="list-style-type: none"> <li data-bbox="566 619 1249 687">Equalities, Diversity & Inclusion Framework - Update | <p data-bbox="1279 619 1440 649">On agenda</p> <p data-bbox="1279 691 2020 794">Southwark Equality Framework agreed by cabinet in July 2021. Noted but not discussed by OSC in July 2021.</p> |
| | <ul style="list-style-type: none"> <li data-bbox="566 844 1232 948">Update on council response to the recommendations made in the Healthwatch report on LBGTQ+ community | On agenda |
| | <ul style="list-style-type: none"> <li data-bbox="566 994 869 1024">Work Programme | Reviewed at each meeting. |

Items requiring scheduling

| Meeting (tbc) | Agenda items | Comment |
|---------------|--|--|
| | <ul style="list-style-type: none"> Annual Workforce Strategy | Annual workforce report for 2022/23 to be reported to cabinet following the end of the financial year. Date for consideration by cabinet to be confirmed. Will need to come in the new municipal year. |
| | <ul style="list-style-type: none"> Regeneration Scrutiny – focus on individual schemes Old Kent Road, viability benchmarking, etc | Not considered during 2022/23 Municipal year. |
| | <ul style="list-style-type: none"> Central London Bus Review | Agreed that item no longer required. |
| | <ul style="list-style-type: none"> Cabinet Member Interviews Cllr Kieron Williams, Leader of the Council Cllr Jasmine Ali, Children, Young People, Education and Refugees Cllr Evelyn Akoto, Health and Wellbeing Cllr Stephanie Cryan, Communities, Equalities and Finance Cllr Dora Dixon-Fyle, Community Safety | To be determined, as and when appropriate. |

| | | |
|--|---|--|
| | <p>Cllr James McAsh, Climate, Emergency and Sustainable Development</p> <p>Cllr Darren Merrill, Council Homes and Homelessness</p> <p>Cllr Catherine Rose, Leisure, Parks, Streets and Clean Air</p> <p>Cllr Martin Seaton, Jobs, Business and Town Centres</p> | |
|--|---|--|

OVERVIEW & SCRUTINY COMMITTEE

MUNICIPAL YEAR 22-23

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| Councillor Cleo Soanes | | | |
| | | Dated: April 2023 | |