

## Cabinet

Monday 10 July 2023

11.00 am

Rooms GO2A, B and C, 160 Tooley Street, London SE1 2QH

### Membership

Councillor Kieron Williams (Chair)  
Councillor Jasmine Ali

Councillor Evelyn Akoto  
Councillor Helen Dennis  
Councillor Stephanie Cryan  
Councillor Dora Dixon-Fyle MBE  
Councillor James McAsh  
Councillor Darren Merrill  
Councillor Catherine Rose  
Councillor Martin Seaton

### Portfolio

Leader of the Council  
Deputy Leader and Cabinet Member for  
Children, Education and Refugees  
Health and Wellbeing  
New Homes and Sustainable Development  
Communities, Democracy and Finance  
Community Safety  
Climate Emergency, Clean Air and Streets  
Council Homes  
Neighbourhoods, Leisure and Parks  
Jobs, Skills and Business

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### INFORMATION FOR MEMBERS OF THE PUBLIC

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#### Contact

Email: [paula.thornton@southwark.gov.uk](mailto:paula.thornton@southwark.gov.uk); [constitutional.team@southwark.gov.uk](mailto:constitutional.team@southwark.gov.uk)

Members of the committee are summoned to attend this meeting

#### Althea Loderick

Chief Executive

Date: 29 June 2023



# Cabinet

Monday 10 July 2023  
11.00 am  
Rooms GO2A, B and C, 160 Tooley Street, London SE1 2QH

## Order of Business

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### **PART A - OPEN BUSINESS**

#### **MOBILE PHONES**

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

#### **1. APOLOGIES**

To receive any apologies for absence.

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

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

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

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

#### **4. DISCLOSURE OF INTERESTS AND DISPENSATIONS**

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

Item No.	Title	Page No.
5.	<b>MINUTES</b>	1 - 29
	To approve as a correct record the minutes of the open section of the meeting held on 13 June 2023.	
6.	<b>DEPUTATION REQUESTS</b>	
	To consider any deputation requests. The deadline for the receipt of a deputation request is midnight Tuesday 4 July 2023.	
7.	<b>PUBLIC QUESTION TIME (15 MINUTES)</b>	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of public questions is midnight Tuesday 4 July 2023.	
8.	<b>SOUTHWARK'S RESPONSE TO THE COST OF LIVING CRISIS 2023-24</b>	30 - 46
	To note the ongoing impact of the cost of living crisis, what it means for residents of Southwark, and the council's ongoing approach to support residents in 2023-24.	
9.	<b>STREETS FOR PEOPLE STRATEGY</b>	47 - 61
	To approve the Streets for People Strategy and note the feedback from the consultation undertaken between December 2022 and February 2023.	
10.	<b>CLIMATE CHANGE STRATEGY ANNUAL PROGRESS REPORT AND ACTION PLAN UPDATE</b>	62 - 73
	To welcome the progress that Southwark has made tackling the climate emergency in the last year and the updates to the climate action plan. To note the draft the climate resilience and adaptation strategy, requesting officers to consult on this, before returning to cabinet in December 2023.	
11.	<b>ALLOCATION OF STRATEGIC COMMUNITY INFRASTRUCTURE LEVY (CIL)</b>	74 - 83
	To approve the allocation of £1m of Strategic CIL funding contributing to the delivery of a new Southwark Pensioners Centre ("SPC") facility.	

Item No.	Title	Page No.
12.	<b>INTERIM ALLOCATIONS OF LOCAL COMMUNITY INFRASTRUCTURE LEVY (CIL) SOUTHWARK</b>	84 - 96
	To approve the additional funding allocations to complete current community infrastructure levy (“CIL”) projects after initial feasibility, design or phases of works.	
13.	<b>POLICY AND RESOURCES STRATEGY: FINANCIAL REMIT 2024-25 TO 2026-27</b>	97 - 112
	To note the three year medium term financial strategy (MTFS), the estimate budget gap and that the strategic director of finance, with the support of other strategic directors, will seek to prepare indicative savings options and commitments, for a three year period from 2024-25 to 2026-27.	
14.	<b>AMALGAMATION OF CAMELOT AND COBOURG PRIMARY SCHOOLS</b>	113 - 164
	To agree to amalgamate Cobourg Primary School and Camelot Primary School from the 31 August 2023 onwards, entailing the closure of Cobourg Primary School.	
15.	<b>GATWEAY 1 SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) BUSES PROCUREMENT STRATEGY</b>	165 - 183
	To approve the procurement strategy for the SEND bus contract via a single supplier negotiation, with healthcare and transport services for 24 months with an optional 12-month extension.	
16.	<b>GATEWAY 1 INTEGRATED SEXUAL AND REPRODUCTIVE HEALTH SERVICES PROCUREMENT STRATEGY</b>	184 - 209
	To approve the procurement strategy to allow Lambeth to enter into direct negotiations on behalf of Southwark with two providers, Guy’s and St Thomas’ NHS Foundation Trust and King’s College Hospital NHS Foundation Trust, for the delivery of Integrated Sexual and Reproductive Health Services.	
17.	<b>GATEWAY 3 – VARIATION DECISION - PARKING AND TRAFFIC ENFORCEMENT AND ASSOCIATED SERVICES CONTRACT</b>	210 - 227
	To approve the extension and variation of the parking and traffic enforcement and associated services contract.	

<b>Item No.</b>	<b>Title</b>	<b>Page No.</b>
<b>18.</b>	<b>APPOINTMENTS TO OUTSIDE BODIES 2023-24 - SOUTH LONDON AND MAUDSLEY (SLAM) NHS TRUST MEMBERS COUNCIL</b>	<b>228 - 230</b>

To agree the council's representative to serve on the South London and Maudsley (SLaM) NHS Trust Members Council 2023-24 municipal year.

**DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING**

**EXCLUSION OF PRESS AND PUBLIC**

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

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

**PART B - CLOSED BUSINESS**

**19. MINUTES**

To approve as a correct the closed minutes of the meeting held on 13 June 2023.

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



## Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 13 June 2023 at 11.00 am at the Council Offices, 160 Tooley Street, London SE1 2QH

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**PRESENT:** Councillor Kieron Williams (Chair)  
Councillor Jasmine Ali  
Councillor Evelyn Akoto  
Councillor Helen Dennis  
Councillor Stephanie Cryan  
Councillor Dora Dixon-Fyle MBE  
Councillor James McAsh  
Councillor Darren Merrill  
Councillor Catherine Rose  
Councillor Martin Seaton

### 1. APOLOGIES

All members were present.

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

The chair gave notice of the following late items:

Item 11: Policy and Resources Strategy: Capital Monitoring report outturn 2022-23

Item 12: Policy and Resources Strategy: Revenue Monitoring Report Outturn 2022-23 and an addendum report.

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

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

No representations were received.

**4. DISCLOSURE OF INTERESTS AND DISPENSATIONS**

There were none.

**ANNOUNCEMENT - COUNCIL HOMES BUILT IN SOUTHWARK**

The leader was pleased to announce the success of council home building in Southwark and expressed his thanks to the cabinet member for council homes, the council housing staff and to local residents/groups who have had a role to play in this success.

**5. MINUTES**

**RESOLVED:**

That the minutes of the open section of the meeting held on 7 March 2023 be approved as a correct record and signed by the chair.

**6. PUBLIC QUESTION TIME (15 MINUTES)**

**1. Question from Linda Bird**

When will council leader, Councillor Williams take action about the Lime bikes and other rental bikes and scooters which litter our roads and pavements, blocking access and creating dangerous conditions for other road users?"

**Response by the Leader and Councillor James McAsh, Cabinet Member for Climate Emergency, Clean Air and Streets**

Councillors Kieron Williams and James McAsh responded to the question at the meeting, highlighting the actions being taken by the council, including working closely with Transport for London and writing to the providers of these bicycles in the borough. Additionally, action was set against the need to encourage more environmentally friendly forms of transport and accessible streets for all.

The following public questions were also received:

**2. Jane Lyons**

Given Sadiq Khan's recent comments about LTNs, in particular that 'they are not permanent or fixed in stone' and that 'good councils will try to ameliorate any unintended consequences', is Southwark planning to review the Dulwich LTN and remove it if the known harmful consequences cannot be ameliorated?

**3. Lindsay Chathli**

Can the new cabinet member for streets please confirm that, going forward, Southwark's consultations will give residents a genuine opportunity to reject the council's proposals, for instance relating to road closures and CPZs, and will in each case honour the result?

**4. Clive Rates**

The cabinet member for streets has recently restated Southwark's target of 100% CPZ coverage by 2024. What is the democratic mandate for this, and what assurances can he give that parking charges will not rise further, or that available parking spaces will not be reduced once CPZs are in place?

**5. Alex Hamilton**

Given that Southwark's objectives regarding Turney Road and the Dulwich Village junction were roundly rejected in both the recent consultation and the earlier consultations, how can Southwark justify the continuing closure of the junction at Calton Avenue - Court Lane, even to Blue Badge holders and other vulnerable road users?

**6. Tristan Honeyborne**

The recent consultation relating to the proposed closure of Turney Road and the Dulwich Village junction demonstrated a clear lack of support for Southwark's objectives of 'safety, community and connection'; why do you think that was, as these seem to be objectives that should attract a lot of support?

**7. Jean Cary-Elwes**

Why is Southwark Council ignoring residents' concerns and complaints about the dangerous state of the Dulwich Village junction where there are now no safe crossing places where there used to be three, and where cyclists ride through at speed on pavements and pedestrianised area?



## 8. Charles Cary-Elwes

Southwark Council marketed the Dulwich LTN as being to 'help tackle the Climate Emergency, reducing carbon emissions from vehicles in Southwark'. When will Southwark Council provide the evidence that the Dulwich LTN has reduced emissions and journey miles in the Dulwich area?

As the questioners were not in attendance, the leader confirmed that arrangements would be made for responses to be sent after the meeting.

## 7. DEPUTATION REQUESTS

None were received.

## 8. KEEPING EDUCATION STRONG RECOMMENDATIONS

Kate Wooder, executive headteacher, Snowfields and Tower Bridge primary schools and Sarah Beard, executive headteacher of Bessemer Grange were in attendance to provide their comments.

### RESOLVED:

1. That the following next steps be agreed:
  - a. That the council continues to have discussions with the schools, MATs or Diocesan bodies concerned for the following schools about reducing their published admission number (PAN):
    - i. Bessemer Grange Primary School
    - ii. Goose Green Primary School
    - iii. Grange Primary School
    - iv. Rye Oak Primary School
    - v. St Francis Roman Catholic Primary School
    - vi. St Joseph's Camberwell Catholic Infants School
    - vii. St Paul's Church of England Academy.

That it be noted, as regards changes to the published admission number of a school, these can be made by the relevant admission authority. For community schools this is the council. For other schools the council will need to discuss their proposals with the relevant admission authority. Where it is proposed to vary admission arrangements already in place, this will need the agreement of the schools adjudicator after consultation with any relevant school.

- b. That the council continues to have discussions with the schools, MATs or

Diocesan bodies about proposing a consultation on an amalgamation for the following schools:

- i. Harris Academy Free (Academy Free, PA3, Rye Lane) with Harris Primary Academy Peckham Park (Academy, PA3, Peckham)
  - ii. Comber Grove primary school with another Southwark primary school to be identified.
  - iii. St Mary Magdalene Church of England primary school with another Southwark primary school to be identified.
- c. That it be noted that statutory processes apply to any proposal to alter a maintained school. Where amalgamations are recommended that will include the closure of a maintained school any proposals will be subject to statutory consultation and publication under the Education and Inspections Act 2006, and in accordance with regulations and guidance issued under that Act.

Any decisions to close a maintained school will ultimately need to be made by the cabinet.

Decisions regarding academies will be made by the relevant academy trust in consultation with the Department for Education.

- 2. That the report and appendices be noted.

## **9. CLOSURE OF TOWNSEND PRIMARY SCHOOL**

### **RESOLVED:**

That the proposal for the closure of Townsend Primary School from 31 August 2023 be agreed.

## **10. SUSTAINABLE FOOD STRATEGY**

### **RESOLVED:**

- 1. That the sustainable food strategy as set out in Appendix 1 of the report be approved.
- 2. That the actions highlighted in paragraphs 4 to 17 of the report taken to tackle food insecurity in Southwark be noted.
- 3. That the right to food action plan as set out in Appendix 2 of the report be approved.

## 11. **POLICY AND RESOURCES STRATEGY: CAPITAL MONITORING REPORT OUTTURN 2022-23**

It was not possible to circulate the report five clear days in advance of the meeting. The chair agreed to accept the item as urgent as the council were required to note the outturn capital position on the general fund and housing revenue account in June in order to provide necessary context to the revenue budget setting process for 2024-25 which will commence formally in July 2023. Estimates of capital expenditure in future years, and therefore potential borrowing requirements, will have an impact on revenue budgets.

### **RESOLVED:**

1. That outturn and resources for 2022-23 and future years for both the general fund and housing investment programmes as detailed in Appendices A, B and D of the report be noted.
2. That the virements and variations to the general fund and housing investment capital programme as detailed in Appendix C of the report and the new capital bid contained within this report and summarised at Appendix E (further information at paragraphs 135 to 137 of the report) be approved.
3. That it be noted the significant funding requirement of £312m which needs to be identified for the general fund programme to be fully delivered over the remaining term of the programme, as detailed in Appendix A of the report.
4. That the borrowing requirement of at least £777m for the committed housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix B of the report be noted.
5. That the need to identify a further £1bn of funding to deliver the un-committed programme over the remaining term of the programme, as detailed in Appendix B of the report be noted.
6. That the significant contribution the capital programme is making towards the objectives of the council's climate change strategy (see paragraphs. 18-19, 81-83 of the report and throughout departmental narratives) be noted.

## 12. **POLICY AND RESOURCES STRATEGY: REVENUE MONITORING REPORT OUTTURN 2022-23**

It was not possible to circulate the report five clear days in advance of the meeting. The chair agreed to accept as urgent as the council were required to note the outturn revenue position on the general fund and housing revenue account in June in order to provide necessary context to the budget setting process for 2024-25,

which will commence formally in July 2023.

Additionally, an addendum report was circulated and published and contained a correction to Table 2: HRA Outturn 2022-23.

**RESOLVED:**

1. That the balanced general fund outturn position for 2022-23 after movements in reserves and application of planned contingency funds be noted.
2. That the key adverse variations and budget pressures underlying the outturn position be noted:
  - (i) The adverse variance of £2m on the DSG budget, bringing the accumulated deficit to £14.5m (net of Safety Valve funding received from Government)
  - (ii) Pay, energy and contractual inflation across all departments (mitigated through use of contingency and reserves)
  - (iii) The continuing budget pressures on temporary accommodation.
3. That the utilisation of £4m contingency to offset adverse variances be noted.
4. That the housing revenue account outturn for 2022-23 (Table 2 paragraphs 79-91 of the report) which is balanced following a £6.7m draw-down from reserves be noted.
5. That the movements and balances of general fund earmarked reserves as set out in paragraphs 97-106 and Appendix B of the report be noted.
6. That the interdepartmental budget movements that exceed £250k as shown in Appendix A of the report be approved.
7. That the interdepartmental general fund budget movements that are less than £250k as shown in Appendix A of the report be noted.

**13. LOCAL DEVELOPMENT ORDER FOR THE SOUTHWARK DISTRICT HEATING NETWORK (CONNECTED TO SELCHP)**

**RESOLVED:**

1. That it be agreed to make a Local Development Order for the Southwark District Heating Network (Appendices A and B of the report).
2. That the equalities impact analysis which is in Appendix C and consultation report (Appendix D of the report) be noted.

3. That it be noted that the council has made an environmental impact assessment (EIA) screening opinion and has resolved that the Local Development Order does not comprise development, which requires EIA.

**14. GATEWAY 2 - CONTRACT AWARD APPROVAL: MAIN CONTRACTOR FOR THE SCEAUX GARDENS ESTATE REDEVELOPMENT**

**RESOLVED:**

1. That the award of the main contract for the Sceaux Gardens Estate redevelopment, to Wilmott Dixon Construction Ltd procured via the Scape Framework for a period of 160 weeks for a contract value not to exceed £47,001,717 be approved, noting this is broken down into two phases, with a break clause, for reasons set out in the financial implications at paragraphs 80-91 of the report:
  - Phase 1 delivering 58 new homes at Florian and Racine for a contract sum of £34,840,744
  - Phase 2 delivering 21 new homes at the Marie Curie Garage Site for a contract sum not to exceed £12,160,973 .
2. That the delegation to the strategic director of housing to proceed with phase 2 (Marie Curie garages) be approved, not exercising the break clause, for a not to exceed sum of £12,160,973, if instructed by 27 November 2023, or as adjusted in accordance with the agreed uplift business cost information service (BCIS) model if not instructed by that date, subject to there being sufficient budget available and alternative funding in place.
3. That it be noted that this scheme benefits from a £100k per unit grant subsidy from the Greater London Authority (GLA), which results in a total contribution of up to £7.9m for both phases.
4. That it be notes that the strategic director for housing gave approval to utilise the Scape framework for the appointment of Wilmott Dixon Construction for the pre-services agreement (PSA) in August 2022 and demolition / enabling works in February 2023 as set out in paragraph 10 and 11 of the report.

**15. GATEWAY 1 - PROCUREMENT STRATEGY APPROVAL: ELECTRICAL INSTALLATIONS REFURBISHMENTS AND MAINTENANCE CONTRACTS**

**RESOLVED:**

1. That the procurement strategy outlined in the report to undertake a tender procedure for two electrical installations refurbishment and maintenance contracts be approved:

- Contract A - Bermondsey, Rotherhithe, Walworth and Borough and Bankside at an estimated annual cost of £4.26m
- Contract B – Camberwell, Dulwich, Peckham and Nunhead at an estimated annual cost of £4.06m.

each for a period of five years from October 2024 (at an estimated combined total cost £41.6m) with the option to extend up to a further two years (in increments at the council's sole discretion subject to performance) making an estimated total contract value for both contracts of £58.24m.

2. That it be noted that the procurement strategy in the report will result in bidders being required to bid as backup to each other on their tendered rates to ensure an efficient service delivery.
3. That the development of an in-house option as detailed in paragraphs 29, 70 and 84 of the report be noted.
4. That authority be delegated to the strategic director of housing in consultation with the cabinet member to approve the gateway 2 report for the two electrical installations refurbishment and maintenance contracts for the reasons detailed in paragraph 42 of the report.

## **16. REPORT OF THE HEALTH AND SOCIAL CARE SCRUTINY - CARE CONTRIBUTIONS**

### **RESOLVED:**

1. That the recommendations of the health and social care scrutiny commission: care contributions scrutiny review report, Appendix A, as set out on page 3 of the report be noted.
2. That the recommendations from the commission be considered and that the relevant cabinet member reports to cabinet on the recommendations, as set out in the report.
3. That it be noted that overview and scrutiny procedure rule 15.3 requires cabinet to consider and provide a written response to the report within two months.
4. That it be noted that it is for cabinet to decide whether or not to accept the scrutiny commission's recommendation.

**17. REPORT OF THE HEALTH AND SOCIAL CARE SCRUTINY COMMISSION - ACCESS TO MEDICAL APPOINTMENTS****RESOLVED:**

1. That the recommendations of the health and social care scrutiny commission: access to medical appointments scrutiny review report, Appendix A of the report, as set out on page 3 – 6 of the report be noted.
2. That the recommendations from the commission be considered and that the relevant cabinet member reports back to cabinet on the relevant recommendation, as set out in the report.
3. That it be noted that overview and scrutiny procedure rule 15.3 requires cabinet to consider and provide a written response to the report within two months.

**18. REPORT OF THE ENVIRONMENT AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION - RESIDENT PARTICIPATION FRAMEWORK**

Councillor Margy Newens, chair of the environment and community engagement scrutiny commission presented the report to cabinet.

**RESOLVED:**

1. That the recommendations of the environment and community engagement scrutiny commission: resident participation framework mini scrutiny review report, Appendix A, as set out on pages 6 - 8 of the report be noted.
2. That the recommendations from the commission be considered and that the relevant cabinet member reports back to cabinet on the recommendations.
3. That it be noted that overview and scrutiny procedure rule 15.3 requires cabinet to consider and provide a written response to the report within two months.
4. That it be noted that it is for cabinet to decide whether or not to accept the scrutiny commission's recommendation.

**19. REPORT OF THE ENVIRONMENT AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION - FINANCING SOUTHWARK'S GREEN TRANSITION SCRUTINY REVIEW REPORT**

Councillor Margy Newens, chair of the environment and community engagement scrutiny commission presented the report to cabinet.

**RESOLVED:**

1. That the recommendations of the environment and community engagement scrutiny commission: climate finance – financing Southwark's green transition scrutiny review report, Appendix A, as set out on pages 10 -13 of the report be noted.
2. That recommendations from the commission be considered and that the relevant cabinet member reports back to cabinet on the recommendations.
3. That it be noted that overview and scrutiny procedure rule 15.3 requires cabinet to consider and provide a written response to the report within two months.
4. That it be noted that it is for cabinet to decide whether or not to accept the scrutiny commission's recommendation.

**20. REPORT OF THE HOUSING AND COMMUNITY SAFETY SCRUTINY COMMISSION: HOUSING REPAIRS SERVICE, COUNCIL LEASEHOLDERS AND EMPTY HOMES**

**RESOLVED:**

1. That the recommendations from the housing and community safety scrutiny commission arising from the scrutiny review of housing repairs service, council leaseholders and empty homes in the Borough of Southwark, paragraphs 6 to 15 of the report be noted.
2. That that the relevant cabinet member reports back to cabinet on the recommendations within two months.

**21. REPORT OF THE HOUSING AND COMMUNITY SAFETY SCRUTINY COMMISSION: VIOLENCE AGAINST WOMEN AND GIRLS (VAWG), HATE CRIME AND DOMESTIC ABUSE**

**RESOLVED:**

1. That cabinet note the recommendations from the housing and community safety scrutiny commission arising from the scrutiny review violence against



women and girls, hate crime and domestic abuse, paragraphs 6 to 8 of the report.

2. That that the relevant cabinet member reports back to cabinet on the recommendations within two months.

**22. REPORT OF THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION: REVIEW OF MITIGATING FALLING PUPIL NUMBERS IN SCHOOLS**

**RESOLVED:**

1. That the recommendations from the education and local economy scrutiny commission arising from the scrutiny review mitigating falling pupil numbers in schools in the London Borough of Southwark, paragraphs 14 to 21 of the report be noted.
2. That the recommendations from the education and local economy scrutiny commission be considered and that the relevant cabinet member reports back to cabinet within two months.

**23. REPORT OF THE EDUCATION AND LOCAL ECONOMY SCRUTINY COMMISSION - SCRUTINY REVIEW OF THE COST OF LIVING CRISIS ON BUSINESSES**

**RESOLVED:**

1. That the recommendations from the education and local economy scrutiny commission arising from the scrutiny review Impact of the cost-of-living crisis on businesses in the London Borough of Southwark, paragraphs 12 to 22 of the report be noted.
2. That the recommendations from the education and local economy scrutiny commission be considered and that the relevant cabinet member reports back to cabinet within two months.

**24. MOTIONS REFERRED FROM COUNCIL ASSEMBLY 22 MARCH 2023**

**RESOLVED:**

**Safer Southwark Communities**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. This council notes:

- a. That Southwark Council thanks Baroness Casey for her independent review into the standards of behaviour and internal culture of the Metropolitan Police Service ('the Met').
- b. Southwark residents and all Londoners expect and deserve a police service they can trust, not fear, which responds to the needs of the communities it serves and is accountable to the community for the decisions it makes. The fundamental principle of policing by consent requires the Met to both earn and maintain this public trust in everything it does.
- c. We are therefore appalled by the findings of the review, including the finding of institutional racism, sexism, misogyny and homophobia in the Met and the failure to implement much needed operational, cultural and systemic change, despite numerous opportunities to do so over several decades.
- d. Our community have been let down by a longstanding failure within the Met to fully accept that policing can also attract predators and bullies. The Met needs to be alive to this very serious risk. It needs to keep them out when they try to get in, to root them out where they exist, and to guard against the corrosive effects that their actions have on trust, confidence and the fundamental Peelian principles of policing by consent.
- e. We are deeply concerned that our residents' trust and confidence in the Met has fallen even more than in other areas of London. Trust and confidence in the Met fell by 10% in Southwark in the last year alone. Less than half of Southwark residents feel the Met is doing a "good job". Our borough had the lowest number of residents in London who felt well informed about the activity of their local police. People from Black and mixed ethnic groups have the lowest trust and confidence in the Met of all racial groups.
- f. We welcome the fact that the new Met Commissioner has committed to major reform of the Met and to rebuild Londoners' confidence in their Police Service.
- g. However to rebuild trust and confidence in the police the Metropolitan Police Service must go further and must follow the full recommendations of the Casey report and work with our communities and the council in a genuine and meaningful way to deliver them.
- h. Southwark Council has written to Sir Mark Rowley, to seek a joint meeting with our basic command unit (BCU) partners, Lambeth Council, to discuss how these vital changes can best be taken forward in our two boroughs.

- i. The failures highlighted in the Casey review are overwhelmingly due to a longstanding failure of culture within the force. However, the review also highlights that government cuts to funding for the Met have exacerbated some problems, putting children and women in particular at greater risk and leading to a situation where London no longer has a functioning neighbourhood policing service.
2. This council resolves to:
- a. Send a joint letter from all Southwark councillors calling on the Met to fully implement the recommendations Baroness Casey has set out in her report
  - b. Ask the Leader and Cabinet to:
    - i. Consistently and constructively challenge the Met to work with our community and especially women, Black, Asian, minority ethnic, young people and LGBTQ+ residents to restore trust and confidence in policing
    - ii. Maintain and strengthen the work of the Youth Independent Advisory Group – young people who train Met officers on the fair and respectful use of stop and search – and the work of our pilot Police Encounter Panels, who review body worn video footage.
    - iii. Build on the work of the Youth Independent Advisory Group, to create the opportunity for other groups to review and challenge policing practices constructively including work with our women and our Black, Asian, minority ethnic and LGBTQ+ communities.
    - iv. Write to the Home Secretary asking her to urgently take action to amend the law so that failing police officers can be dismissed where needed.
    - v. Work with colleagues in London Councils, as well as with our local London Assembly Member, Marina Ahmad, to challenge and support the Met to deliver these vital reforms.
  - c. Request that the council's overview and scrutiny committee and housing and community safety scrutiny commission consider how they can proactively work with our community to hold the Met to account for their progress against Baroness Casey's recommendations, and use the full powers of Southwark's Overview and Scrutiny function to summon relevant senior members of the Metropolitan Police Service to give regular updates on progress made in relation to implementing the recommendations of Baroness Casey's report.

- d. Campaign with other local authorities and the Greater London Authority (GLA) to fully reverse the government's damaging police cuts.

### **Tackling second homes with council tax premiums**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council assembly notes that:
  - a. The UK is in the midst of a housing crisis.
  - b. As of 1 February 2023, Southwark had 17,509 residents on the housing waiting list. This is a national issue, and we as a council are determined to tackle it. Figures compiled by London Councils suggest there are currently 166,000 homeless Londoners living in temporary accommodation within the capital. Out of these, 81,000 are children, meaning one in every 23 children in London is homeless.
  - c. While thousands in our borough wait years for decent accommodation, those with means continue to buy up properties, reducing the housing supply even further and exacerbating housing inequality.
  - d. To the detriment of ordinary residents, London has become fertile ground for the development of 'investment properties' – destined to be second homes for, or left empty by, the lucky few who can afford them. In response, Cabinet approved the Southwark Empty Homes Action Plan in October 2021 to bring empty homes back into use and increase the supply of homes for homeless households in Southwark.
  - e. Our two best means to tackle the housing crisis are through our own council home delivery programme and through the planning process. Since 2010, Southwark has delivered, or started on site, 3,020 new council homes. Through the planning process, we demand at least 25% social housing in all new developments, as part of our overall commitment to 35% affordable housing, and this target has been exceeded in every quarter this year.
  - f. Southwark has one of the most clear and direct requirements for private developers, to ensure they build social rent homes, and since 2010 this had led directly to 5,024 new social rent homes being delivered or under construction in Southwark.
  - g. Investment properties contribute the housing crisis. The council welcome the work already done to encourage developers to market new homes locally first, and the work to encourage developers in signing up to the Mayor of London's initiative to offer Londoners 'first dibs' on new homes in the capital.

- h. These are important steps, and more robust legislation is needed from central government to make it easier for local authorities to ensure that house builders market locally first.
  - i. However, local authorities like Southwark cannot tackle the housing crisis alone. We need action from central government. Instead, the housing crisis has been made worse by 12 years of government failure. Notably, in 2010 the Liberal Democrat and Conservative coalition slashed funding for subsidised housing by 60%.
  - j. By contrast, the Labour Party has committed to building a “new generation of council housing.” Under a Labour government, the country would deliver more than 400,000 social homes, by building and bringing homes back into the ownership of local councils and communities.
2. Council assembly further notes that:
- a. The council currently applies the maximum allowable premium on council tax for empty homes.
  - b. Thanks to lobbying from the Labour Party and local government, councils will be granted additional powers by central government to tackle second homes.
  - c. Clauses 73 of the Levelling Up and Regeneration Bill will allow councils to charge an additional 100% council tax premium on second homes.
  - d. These additional powers will discourage purchase of second homes and bring in additional revenue for the council.
  - e. Southwark must ensure residents now that it will use these new powers to the full effect as soon as they are implementable.
  - f. The Levelling Up and Regeneration Bill does not go far enough in granting new powers to local authorities. The council has been lobbying for additional powers to tackle empty homes and to simplify the existing powers to make them easier and cheaper to use, such as empty dwelling management orders (EDMO) and compulsory purchase orders (CPO).
  - g. Thanks to lobbying and campaigning from the Labour Party, there has been some movement from the government on this issue, with potential changes to the application of council tax premiums to empty but substantially furnished properties, and potentially reducing the vacant period to one year from two before a premium can be applied. The council will continue to push for these new powers as the Levelling Up and Regeneration Bill progresses.

- h. Further powers are needed to tackle this issue. The government must introduce:
    - i. Simpler, swifter and more cost effective enforcement powers, such as simplifying EDMO and CPO procedures and allowing for community impact and housing need to be accepted reasons to seek enforcement actions.
    - ii. New planning powers to allow local authorities to revert property to local authority's affordable housing supply where it remains empty following completion. Current planning powers do not allow for planning consent to require homes to be occupied. If new powers are introduced the council would quickly implement these new powers.
    - iii. Greater flexibility over council tax premiums on empty homes – government should allow unlimited council tax premiums on empty homes and greater flexibility to enable local authorities to charge the premium on homes empty for less than 2 years. We will also seek further flexibilities to charge premiums on second homes and other furnished empty properties.
    - iv. Increased resources for grants and loans
      - i. The current council tax receipt revenue is all allocated into the general fund, and is assigned to spending that was agreed by the Labour group and the Liberal Democrat group of councillors at last month's budget and council tax setting Council Assembly.
3. Council assembly resolves to:
- a. Continue to charge the highest possible rates of council tax on empty homes and second homes, and continue to lobby for the inclusions of clause 73 of the Levelling Up and Regeneration Bill.
  - b. Carefully consider how best to use any additional revenue from the premium to improve the lives of Southwark residents and to tackle the housing crisis.
  - c. Lobby central government to introduce further legislation allowing councils to impose higher council tax premiums on empty and second homes.
  - d. Support the election of a Labour Government at the earliest opportunity that would tackle the housing crisis through an expansion of council houses, and has committed to building a "new generation of council housing" and tackle the housing crisis.

### **This council commits to being a diverse council**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council Assembly notes:
  - a. Councillors represent their community and it is important that they reflect the diversity within their communities, particularly those with protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation).
  - b. Diversity in representation makes for good decision making.
  - c. The work of Baroness Debbie Wilcox of Newport and the Co-operative Party in developing a Declaration for councils aimed at increasing diversity in local government.
  - d. The council has already adopted a parental leave policy setting out members' entitlement to maternity, paternity, shared parental and adoption leave and relevant allowances.
  
2. This Council resolves to:
  - a. Provide a clear public commitment to improving diversity in democracy by signing up to the Co-operative Party's Diverse Councils Declaration.
  - b. Demonstrate an open and welcoming culture to all, promoting the highest standards of behaviour and conduct.
  - c. Set out a local Diverse Council Action Plan ahead of the next local elections. Including:
    - i. Encourage each political group to appoint Diversity Ambassadors to work with each other and local party associations to encourage recruitment of candidates from under-represented groups.
    - ii. Encourage and enable people from under-represented groups to stand for office through the provision of activities such as mentoring and shadowing programmes and information and learning events for people interested in standing as official candidates.
    - iii. Proactive engagement and involvement with local community groups and partner organisations supporting and representing under-represented groups

- iv. Encourage each political group to ensure that all members and candidates complete a candidates' and councillors' survey distributed at election time.
- v. Encourage each political group to set ambitious targets for candidates from under-represented groups at the next local elections.
- d. Work towards the standards for member support and development as set out in the LGA Councillor Development Charter and/or Charter Plus.
- e. Demonstrate a commitment to a duty of care for councillors by:
  - i. providing access to counselling services for all councillors having regard for the safety and wellbeing of councillors whenever they are performing their role as councillors.
  - ii. taking a zero-tolerance approach to bullying and harassment of members including through social networks.
- f. Provide flexibility in council business by:
  - i. regularly reviewing and staggering meeting times
  - ii. encouraging and supporting remote attendance at meetings, where physical attendance is not a legal requirement
  - iii. agreeing recess periods to support councillors with caring or work commitments.
- g. Encourage all members take up the allowances and salaries to which they are entitled, particularly any reimbursement for costs of care, so that all members receive fair remuneration for their work and that the role of member is not limited to those who can afford it.
- h. Ensure that councillors from under-represented groups are represented whenever possible in high profile, high influence roles.

### **One year on, Southwark stands with Ukraine**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council assembly notes that:
  - a. On 24 February 2022, Vladimir Putin commenced his illegal invasion of the sovereign state of Ukraine.



- b. Within this unprecedented humanitarian crisis, over 8,000 people have died and more than 8,000,000 have been forced to flee their country as refugees.
  - c. The whole United Kingdom, from local authorities to central government, must continue to stand in unwavering support of Ukraine and in explicit condemnation of Vladimir Putin's illegal invasion.
2. Council assembly welcomes that:
- a. One year ago, a cross-party motion expressed Southwark's support for Ukraine in the face of Russian aggression.
  - b. Southwark is a borough of sanctuary for refugees and has welcomed nearly 500 refugees since the invasion began
  - c. Southwark council provides tailored support to refugee's living in Southwark; providing regular welfare checks for guests, help with school places for children, registering with GPs, advice and support as needed on employment, benefits, access to housing in the PRS, opening bank account, referrals to other agencies for support where that is required including health and mental health.
  - d. Southwark Council also support refugee families with any other integration support that is needed, deal with any safeguarding issues that arise, arrange emergency financial support prior to people accessing benefits or employment, deliver support in finding new hosts or moves into other forms of accommodation where relationships with the original host do not work out. Alongside this, every individual or family has a named caseworker.
  - e. The Council is fully supporting host families in Southwark, ensuring quality accommodation and supporting families to make any changes needed, making thank you payments to hosts of £350 per month, and offering advice and support as required to hosts through the named caseworkers.
3. Council assembly further notes that:
- a. Southwark council fully supports and carefully observes the economic sanctions brought against the Russian federation following its brutal invasion of Ukraine.
4. Council assembly resolves to:
- a. Continue to support and carefully observe the economic sanctions brought against the Russian federation following its brutal invasion of

Ukraine.

2. Unilaterally condemn, on behalf of all elected members of Southwark Council, the cruel, criminal and unprovoked aggression of Vladimir Putin and Russia against Ukraine.

### **RSPCA: Pets as prizes**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. This Council:
  - a. Is concerned about the number of cases reported to the RSPCA each year, regarding pets given as prizes via fairgrounds, social media and other channels in England – and notes the issue predominantly concerns goldfish.
  - b. Is concerned for the welfare of those animals that are being given as prizes.
  - c. Recognises that many cases of pets being given as prizes may go unreported each year.
  - d. Supports a move to ban the giving of live animals as prizes, in any form, in Southwark.
2. The Council agrees to:
  - a. Ban outright the giving of live animals as prizes, in any form, on Southwark land.
  - a. Write to the UK Government, urging an outright ban on the giving of live animals as prizes on both public and private land.

### **Southwark green finance**

That the motion referred from council assembly as a recommendation to cabinet, set out below be agreed.

1. Council assembly notes that:
  - a. The commitment to ‘launch Southwark Green Finance, to create new ways for local people and businesses to invest in making our borough net zero and expanding community energy’ was a key commitment in the recent Southwark Labour manifesto. Southwark Green Finance can be a vital part in tackling the climate emergency.

- b. The council's delivery plan sets out a timeline to scope out this project and consider different options, including climate bonds.
  - c. The Environment and Community Engagement Scrutiny Commission is also considering climate finance this year and will issue recommendations to the council in coming months, based on evidence and testimonials from leading experts.
  - d. Southwark Council must prioritise tackling the climate emergency, dedicating sufficient funding and investment in positive policies that reduce emissions, improve air quality and promote biodiversity protection in Southwark and across the globe.
  - e. The Southwark Citizen's Jury on Climate showed us all the pivotal role the local community can and must take in the council's climate strategy.
  - f. 'Southwark Green Finance' can further engage residents in Southwark's approach to tackling the climate emergency.
  - g. Schemes like 'Southwark Green Finance' will allow residents, from Southwark or elsewhere, to invest their money in specific income generating projects that benefit the local community and have a positive climate impact.
  - h. Investors can choose to give back the interest on their investments to fund smaller, non-income generating projects such as wildflower meadows.
  - i. Our climate change agenda across the whole council is hugely ambitious and we are spending many millions of pounds across every part of the council to tackle the climate emergency. Climate action bonds may play a role in raising the capital for the project, but it is worth noting that a 1 million pound fund would represent a relatively small part of the funding needed to tackle climate change.
2. Council assembly further notes that:
- a. The UK's first Community Municipal Investment in West Berkshire raised £1m which was used in part to fund solar panel installation on public buildings.
  - b. Neighbouring Labour Council Lewisham has just launched a Climate Action Bond, aiming to raise £1m for local climate initiatives.
  - c. Labour-run councils Islington, Camden and local authorities around the UK have funded similar projects through launching Community Municipal Investment using the 'Abundance Investment' platform.

3. Council assembly resolves to:
  - a. Launch 'Southwark Green Finance' in the next financial year, as a means to use community investment to tackle climate change.
  - b. Determine which projects would bring the most benefit to each local community and reduce the most carbon emissions, ensuring decision making is both guided by science and informed by resident consultation via multi-ward forums, Southwark 2030 events and events such as the recent Southwark Climate Day.
  - c. Reinvest any returned interest in socially and environmentally positive schemes around Southwark.
  - d. Support the election of a Labour Government, at the earliest opportunity that would make Britain a clean energy superpower to create jobs, cut bills and boost energy security with zero-carbon electricity by 2030, accelerating to net zero.

## 25. NOMINATIONS TO PANELS, FORUMS AND BOARDS FOR 2023-24

### RESOLVED:

That the allocation of places to panels, boards and forums set out in Appendix A of the report be agreed as follows:

#### **Joint Partnership Panel (Trade Union consultation)**

Cllr Kieron Williams  
Cllr Stephanie Cryan

#### **Homeowners Service Charge Arbitration Tribunal**

Cllr Charlie Smith  
Cllr Renata Hamvas  
Cllr Sunny Lambe  
Cllr Sandra Rhule  
Cllr Margy Newens  
Cllr Kath Whittam  
Cllr Sabina Emmanuel  
Cllr Suzanne Abachor  
Cllr Maria Linforth-Hall  
Cllr Jane Salmon

#### **Tenancy and Leaseholder Arbitration Tribunal**

Cllr Charlie Smith

Cllr Renata Hamvas  
 Cllr Sunny Lambe  
 Cllr Sandra Rhule  
 Cllr Margy Newens  
 Cllr Kath Whittam  
 Cllr Sabina Emmanuel  
 Cllr Suzanne Abachor  
 Cllr Maria Linforth-Hall  
 Cllr Jane Salmon

#### **Southwark Safeguarding Adults Board**

Cllr Evelyn Akoto  
 Cllr Dora Dixon-Fyle MBE

#### **Southwark Safeguarding Children's Board**

Cllr Jasmine Ali

#### **Standing Advisory Council on Religious Education**

Cllr Laura Johnson  
 Cllr Maggie Browning  
 Cllr Margy Newens  
 Cllr Graham Neale

#### **Southwark Tenant Management Organisation Committee**

Cllr Darren Merrill (cabinet member)  
 Cllr Barrie Hargrove  
 Cllr Esme Hicks  
 Cllr Jane Salmon

### **26. APPOINTMENTS TO OUTSIDE BODIES FOR 2023-24**

#### **RESOLVED:**

That appointments to the outside bodies listed in Appendix A of the report for the 2023-24 municipal year be agreed as follows:

#### **Better Bankside Board**

Councillor Helen Dennis

#### **Blue Bermondsey BID Board**

Cllr Martin Seaton

**Board of Southwark College Corporation**

Cllr Martin Seaton

**Browning Estate Management Association**

Cllr Martin Seaton

**Canada Water Consultative Forum**

Cllr Helen Dennis  
Cllr Kath Whittam  
Cllr Bethan Roberts  
Cllr Jane Salmon

**Capital Letters (Boroughs' Representative Body (BRB))**

Cllr Darren Merrill

**Central London Forward**

Cllr Kieron Williams

**Centre London Forward (Employment and Skills Board)**

Cllr Martin Seaton

**Centre for Literacy in Primary Education**

Cllr Jasmine Ali

**Cross River Board**

Cllr Helen Dennis

**Crystal Palace Community Development Trust**

Cllr Catherine Rose

**Greencoats Studios (UAL, Wilson Road Steering Group)**

Cllr Sabina Emmanuel  
Cllr Natasha Ennin

**Groundwork London, Local Authority Strategic Input Authority**

Cllr Catherine Rose

**Guys and St Thomas NHS Foundation (Council of Governors)**

Cllr Emily Hickson

**Kings College Hospital NHS (Council of Governors)**

Cllr Renata Hamvas

**London Bridge Improvement District BID**

Cllr Martin Seaton

**London Road Safety Council (LRSC)**

Cllr James McAsh  
Cllr Richard Livingstone

**London Youth Games Limited**

Cllr Catherine Rose  
Cllr Jasmine Ali (deputy)

**Millwall for All**

Cllr Sunny Lambe

**Mountview**

Cllr Portia Mwangangye

**Newable Limited (formerly Greater London Enterprise Limited)**

Cllr Martin Seaton

**North Southwark Environment Trust**

Cllr Naima Ali

**Oru Space (20 – 22 Lordship Lane) Steering Group**

Cllr James McAsh  
Cllr Charlie Smith

**Peckham Levels Steering Group**

Cllr Reggie Popoola  
Cllr Chloe Tomlinson

**Peckham Palms Steering Group**

Cllr Sabina Emmanuel

**Potters Fields Park Management Trust**

Cllr Martin Seaton

Caroline Bruce, strategic director, environment, neighbourhoods and growth

**Plastic Free East Dulwich**

Cllr Charlie Smith

**Shared ICT Services Joint Committee**

Cllr Stephanie Cryan

Cllr Dora Dixon-Fyle MBE

**South Bank and Waterloo Partnership (previously South Bank Partnership)**

Cllr Martin Seaton

Cllr David Watson

Cllr Irina Von Wiese

Cllr Victor Chamberlain

**South Bank Business Improvement District Ltd**

Cllr Martin Seaton

Cllr Irina Von Wiese

**South Bermondsey Big Local Partnership Steering Group**

Cllr Richard Livingstone

Cllr Sunny Lambe

**South London Gallery Trustee Limited**

Cllr Richard Leeming

Cllr Reggie Popoola

Cllr Cleo Soanes

**South London and Maudsley (SLaM) NHS Trust Members Council**

Cllr Suzanne Abachor



**Southwark and Lambeth Archaeological Excavation Committee (SLAEC)**

Cllr Richard Leeming  
Mr Bob Skelly (deputy)

**Southwark Construction Skills Centre (“the Centre”)**

Cllr Martin Seaton

**Safer Neighbourhood Board (Southwark)**

Cllr Dora Dixon-Fyle MBE

**WeAreWaterloo BID (Business Improvement District)**

Cllr Victor Chamberlain

**Walworth Group**

Cllr Natasha Ennin

**EXCLUSION OF THE PRESS AND PUBLIC**

That the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in category 3 of paragraph 10.4 of the access to information procedure rules of the Southwark Constitution.

The following is a summary of the decisions taken in the closed part of the meeting.

**27. MINUTES****RESOLVED:**

That the minutes of the closed section of the meeting be approved as a correct record and signed by the chair.

**28. GATEWAY 2 - CONTRACT AWARD APPROVAL: MAIN CONTRACTOR FOR THE SCEAUX GARDENS ESTATE REDEVELOPMENT**

The cabinet considered the closed information relating to this item. Please see item 14 for the decision.

The meeting ended at 1.15pm

**CHAIR:**

**DATED:**

**DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 21 JUNE 2023.**

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

<b>Item No.</b> 8.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Southwark’s Response to the Cost of Living Crisis 2023/24	
<b>Ward(s) or groups affected:</b>		All wards	
<b>Cabinet Member:</b>		Councillor Stephanie Cryan, Communities, Democracy and Finance	

## **FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COMMUNITIES, DEMOCRACY AND FINANCE**

Supporting residents and businesses through the cost of living crisis is our top priority as an administration. The cost of living crisis that began in the autumn of 2021 is still with us and its impacts continue to fall most heavily on our lowest income households. We know that the cost of living is what worries our residents the most.

Since the autumn of 2021, the council’s response has been based on recognition that what households need most is help with bills and we are proud to have taken a Cash First approach to providing that help – putting extra money in residents pockets.

Since the start of the crisis, the council has distributed help with bills worth more than £30 million to Southwark residents. That support has reached more than one hundred thousand residents - the majority of Southwark households - with more support going to those on lowest incomes and most vulnerable to the impacts of rising food and fuel costs.

One of our Council Delivery Plan commitments for last year was to create a new Southwark Cost of Living Fund worth £5m. We more than fulfilled that pledge eventually providing help worth more than £8m last year.

This year we have once again more than matched Government grant funding to create a new Southwark Cost of Living Fund worth over £11m.

Some of that fund has already been distributed to help households on lower incomes with higher energy bills this spring and to provide Holiday Free School Meals at the Easter and May half term for fifteen thousand children attending Southwark schools.

Later this year we will do more to support children of low income families through a new School Hunger Fund. In the autumn and winter we will target support at those on low incomes but not claiming means-tested benefits by working with community partners from our Voluntary and Community Sector, just as we did last year when support was delivered to 15,000 households more than three quarters of whom

were working people not claiming benefits but with low incomes and struggling to pay higher bills.

I want to thank all of our Community Referral Partners who have stepped in to help support our residents through the cost of living crisis, working with us to provide support to those who need it the most.

The cost of living crisis shows no sign of abating, with increasing interest rates and inflation still higher than economist predictions. As a council, we will do what we can to ensure that our most vulnerable residents continue to be supported through the cost of living payments, energy support payments, holiday food and fun programmes and warm spaces.

## RECOMMENDATIONS

1. That the ongoing impact of the cost of living crisis, what it means for residents of Southwark, and the council's ongoing approach to support residents in 2023/24 be noted.
2. To note the council's £5.47m allocation from the Government's *Household Support Fund* and its inclusion within a new **Southwark Council Cost of Living Fund** in 2023/24.
3. To approve the new Southwark Cost of Living response for the period April 2023 – March 2024 and the *Cash First* approach to the distribution of support (Help to pay bills).
4. That Cabinet delegates to the Strategic Director for Finance with the delegated responsibility to make future amendments to the Southwark Cost of Living Fund in consultation with the Cabinet Member for Communities, Democracy and Finance.
5. To note other activities to support residents during the Cost of Living crisis including all the strands set out below.

## BACKGROUND INFORMATION

6. This report provides an update to the Cabinet on the council's plan to tackle the cost of living crisis this year. The approach consists of five main strands:
  - **Help to pay bills** – including the creation of a new Southwark Cost of Living worth £11m in 2023/24 by more than matching the Council's allocation from the Government *Household Support Fund*; easier access to a range of advice and other support, and benefit take up campaigns
  - **Warmer, greener homes** – including 1,000 new homes by 2026 supplied by green energy systems, reducing energy costs;
  - **A right-to-food** - Free school meal programme to provide school holiday food, a new School Hunger Fund, and a Right-to-Food action plan to improve access to healthy, affordable food;

- **More, better jobs** – 2,000 apprenticeships and 3,000 training opportunities and London’s first ‘Living Wage Borough’.
  - **Warm Spaces** – places where vulnerable residents can go to stay warm and save money on energy bills, get a meal or hot drink, and connect with other residents.
7. Starting in autumn 2021, we have seen soaring energy prices drive historically high levels of inflation – with the CPI measure of inflation reaching double digits in autumn and winter 2022. Energy bills rose again from April 2023 after direct Government subsidisation of household energy bills ended in March. Household energy bills will start to fall in the summer but will remain high – about double the level they were two years earlier.
  8. Inflation remains high and is now being driven mainly by higher food prices. The cost of basic food items such as bread, potatoes, cooking oil, eggs, and milk has risen most - by up to 30% last year - and is still rising. Those rising prices have far outstripped increases in household incomes, whether made up of earnings, pensions, or benefits. All Southwark households are affected by higher food and energy prices but some households are affected more than others.
  9. The greatest impacts of the cost of living crisis fall on those on the lowest incomes who spend far more of their income on energy, food, and other essentials than those with higher incomes. Those on low incomes already spend more than twice as much of their income on essentials than higher-income households and experience a higher real rate of inflation. Additionally, it is the prices of the things on which lower incomes already spend more that are rising fastest – not just energy, but basic foodstuffs and other essentials. Those living in the private rented sector also face above-inflation rent increases. Higher-income households can reorganise their budgets to meet the increased cost of living and reduce their discretionary spending. Lower-income households who were already “just about managing” and sometimes at the edge of destitution before the cost of living crisis find it much more difficult to do so. Without extra support, these households are much more likely to be forced to reduce their consumption of essentials to an unacceptable level, putting their health and well-being at greater risk. More information on the impacts of the Cost of Living Crisis may be found in the latest update to the Council’s Public Health Cost of Living Profile (see appendix 2).
  10. The level of public concern about the cost of living is still very high. Since autumn 2022, the Office for National Statistics (ONS) has carried out fortnightly surveys of people living across Great Britain about what they saw as the major issues facing the country at the time. The cost of living has been the top issue identified by respondents in every one of those surveys, up to and including the most recent survey carried out in the first two weeks of June 2023. The number of respondents identifying the cost of living as a major issue facing the country has never fallen outside the range of 91% to 94% - well above other issues such as the NHS, the economy, and climate change. Data from the ONS surveys is not available at the Southwark level but see the

report on the Southwark response to the cost of living crisis last year for the results of a recent survey of residents who received Southwark Council Cost of Living Fund support last year about their experience of cost of living impacts (appendix 1).

11. In the second half of 2023, household energy prices will start to fall from the peak of last winter. However, energy bills rose for many residents in the spring of this year as Government subsidies started to be withdrawn. Energy bills are set to remain very high by historical standards and at about double their level less than two years ago.
12. From the official statistics and surveys, we know that households reduced their energy consumption last winter and that lower-income households were much more likely to do so. Households using prepayment meters who must pay for energy in advance were at the greatest risk. Last winter's voluntary moratorium on the forced installation of prepayment meters by energy suppliers has now ended – further increasing the risk.
13. We also know that living in a cold home can exacerbate a range of health problems including respiratory and circulatory conditions and increase the risk of poor mental health. Estimates suggest that some 10% of excess winter deaths are directly attributable to fuel poverty.
14. Government energy subsidies will end this year but targeted Government cost of living support for older people, those with disabilities, and households claiming means-tested welfare benefits that were introduced last winter will continue this year. Help with energy bills will still be needed by some residents, especially in the autumn and winter period when households use the most energy - almost twice as much as during the spring and summer. Lower-income households will be at the greatest risk, especially those who are not eligible for targeted Government support, live in energy-inefficient homes or use prepayment meters. We will prioritise those households for support from the Southwark Cost of Living this year, not just to help with higher energy costs but with the higher cost of food.
15. Rising food prices are now the main driver of inflation and the main factor identified by households when accounting for their increased living costs. Households spend much more of their income on food than energy and the growing risk of food insecurity for many more of those on low incomes is an increasing concern.
16. Persistent lack of access to healthy and nutritious food has the potential to impact residents at every stage of their life, affecting their development, well-being, and life chances. Children who experience food insecurity are more likely to develop asthma, depression, and other chronic conditions. Their growth and development are impaired and learning is poorer.
17. Anyone experiencing food insecurity is at greater risk of poor nutrition and more likely to have diet-related health problems, including obesity. One in three cancer deaths and one in two heart disease deaths are caused by poor

diet. Stress caused by food insecurity can also adversely affect mental well-being, leading to a higher risk of anxiety or depression. Poor mental health can weaken the immune response, leading to a greater risk of physical poor health and diminished employment prospects. Vulnerable older people in particular may be at greater risk of malnutrition due to not eating enough or a poor diet of cheap, processed food that lacks nutritional value.

## KEY ISSUES FOR CONSIDERATION

### Policy framework implications

#### 1) Help To Pay Bills

##### **Energy Bill Support 2023 (Southwark Cost of Living Fund)**

18. Direct Government energy bill support for households ended in March 2023. As a consequence, many residents saw their energy bills increase from April. To provide residents with much-needed help to pay energy bills, this spring we provided support worth £60 to almost sixty thousand households living in homes banded A, B, or C for council tax. We know that lower-income households are much more likely to live in homes that are lower banded for council tax – including almost all social housing and council tenants. Residents who did not want this support could opt out. Further support targeted at vulnerable households will be delivered throughout the year.

##### **Holiday Free School Meals (Southwark Cost of Living Fund)**

19. Just as we did last year, we will fund holiday-free school meals for about fifteen thousand eligible children attending Southwark schools during all school holiday periods throughout this year – up to and including the Easter holidays in 2024. Each eligible child will receive support worth £3 per weekday (the cost of a healthy school meal) or more than two hundred pounds per eligible child over the whole year. Additionally, we will create a new *School Hunger Fund* to provide further support for schools to ensure that no child attending a school in Southwark goes hungry during the school day. Many of our most vulnerable children will benefit from Holiday Free School Meals *and* participation in the Holiday Food and Fun programme (see paras 46-48).

##### **Community Referrals to the Cost of Living Fund (Southwark Cost of Living Fund)**

20. Last winter, the Council worked with dozens of partners from its voluntary and community sector who would identify and refer vulnerable households that were known to them or that they came into contact with, for support from the Southwark Council Cost of Living Fund (2022/23). Thanks to the effort of those partners, about fifteen thousand households received support that may not have done so otherwise – with most of that support provided during the winter.
21. The *Community Referral Pathway* will reopen in the autumn of 2023. With the

help of Community Southwark and drawing on the findings of an independent evaluation of the impact and effectiveness of the pathway last year, we expect to receive as least as many referrals from partners next autumn and winter as we did last. Just as it did last year, the community referral pathway will provide a route to support for low-income residents who are *not claiming* means-tested welfare benefits and whose financial circumstances are much less likely to be known to the council. The independent evaluation will include community based research, working with residents who were referred or received support from the fund last winter as well as those that did not. Outcomes will be available by August and will help ensure greater equality of access to support via a new pathway this autumn and winter though analysis from the first part of the evaluation found no significant disparities in the distribution of support after taking account of spatial patterns of deprivation by ward or postcode. (see Appendix 1)

22. Additionally, we will offer a means by which any resident may apply for support from Southwark Cost of Living Fund *at any time this year* – online or by phone – to meet a range of needs

#### **Additional Rent and Council Tax Support (Southwark Cost of Living Fund)**

23. Vulnerable low-income households who pay rent in any tenure will have access to extra help with housing costs from Southwark Cost of Living Fund this year – including those at risk of losing their home, especially if they live in the less secure private rented sector. Extra support will also be available for those facing the twin impacts of the cost of living crisis and Government welfare reforms – such as the bedroom tax, benefit cap, and two-child limit.
24. Low-income households of all ages who get help with council tax bills through the Council's *Council Tax Reduction* (CTR) scheme but still have to pay council tax will get extra help this year. Any resident claiming CTR this year will receive an additional £25 credit to their council tax account, further reducing their bill by 10% to 20% depending on their circumstances. CTR recipients already receive a reduction of their bill of up to 85%, or 100% for those of pension-age. This additional support means that our lowest income residents will pay *less council tax* this year than last year.

#### **Pension Credit Take-Up Campaign (Southwark Cost of Living Response)**

25. *Pension Credit* is a national, means-tested welfare benefit that guarantees financial security and dignity in retirement for older, low-income pension-age households. Those most likely to qualify for *Pension Credit* are single, older women, aged sixty-six and over, with gaps in their national insurance contribution record, often due to family or other caring responsibilities earlier in their lives, which means they do not get a full state pension. Any pensioner with an income of less than about £200 a week could be eligible for *Pension Credit* – even if they have modest savings.
26. For many low-income pension-age households, claiming *Pension Credit* would



be the best way of protecting themselves against the rise in the cost of living. That's because *Pension Credit* does not just increase their monthly income but also unlocks additional Government Cost of Living support worth about £750 last year – and more than £1000 this year.

27. However, *Pension Credit* is one of the most under-claimed of all national welfare benefits. More than seven thousand pension-age households in Southwark were already claiming Pension Credit before the cost of living crisis, but official, national estimates suggested that another fifteen hundred to two thousand could be eligible if they claimed.
28. The borough has a long-standing record of promoting *Pension Credit* and last summer, a local coalition of the Council and VCS organisations that support older people launched a new campaign to boost take-up. The new campaign was explicitly linked to the impacts of the Cost of Living crisis and the availability of extra Government cost-of-living support for those claiming *Pension Credit*.
29. By the end of last year, almost seven hundred pension-age households had been added to the *Pension Credit* roll and the overall *Pension Credit* caseload in Southwark had increased for the first time in more than a decade (it had previously been falling due to the increase in the state retirement age and changes to the state pension). We estimate that all households newly claiming *Pension Credit* received more than a million pounds in extra income last year and will receive at least two million pounds this year. The campaign was highlighted by the national charity for older people, *Independent Age*, as an example of best practice and will continue throughout 2023/24

#### **Access to additional advice and support (Southwark Cost of Living Response)**

30. To meet the increased demand for advice driven by the Cost of Living Crisis, the Council worked with our major local provider of free, independent, and impartial advice, *Citizens Advice Southwark*, to ensure that more residents were able to receive advice and to extend the reach of advice to the places where it was most needed
31. The greatest increase in demand has been for energy advice. Opening in December 2022, a new ***Southwark Energy Savers*** service funded by the Council and delivered by Citizens Advice had provided energy advice for more than five hundred people who live, work, or study in Southwark by the end of March 2023. People using the new service needed advice about energy bills or help with a dispute with their energy supplier. Not all advice resulted in a financial income but the average financial gain for residents who received advice was more than £120
32. *Southwark Energy Savers* will be available throughout this year and we expect more than one thousand residents to receive advice face-to-face, by phone, or online by March 2024. The service will continue until at least March 2025.

33. To extend the reach of energy and other advice, Citizens Advice Southwark worked with the Council and other VCS and statutory partners to deliver a series of **Cost of Living Roadshows** during the autumn and winter last year. Roadshows were half-day events that took advice and support on energy, debt, benefits, food, housing, and employment, into our most deprived neighbourhoods across the borough. Most roadshow events took place in tenant halls that serve Council housing estates (in Peckham, Walworth, West Bermondsey, North Bermondsey, and Rotherhithe. The most recent event took place on the Kingswood Estate in Dulwich). More than five hundred residents attended roadshows last winter and feedback from attendees was overwhelmingly positive. As well as advice, attendees, including those facing an immediate crisis, were offered food and energy vouchers.
34. Cost of Living Roadshows will continue throughout this year and at least four events will take place this spring and summer.

## 2) More Better Jobs

35. Supporting residents into jobs and apprenticeships, and equipping them with the skills they need to access better career opportunities remains a critical part of the Council's approach to tackling poverty and addressing the cost of living crisis in 2023/24.
36. As part of the Council Delivery Plan 2022-26, the council has committed to supporting 2500 residents with the most barriers to work, creating 2,000 new apprenticeships, and creating 3,000 new training opportunities for residents. We have also committed to creating 250 paid internships for young people from the most disadvantaged backgrounds.
37. Any Southwark resident seeking work, or who is already in work but is seeking better paid and more secure work, can access the support they need through *Southwark Works*. Based in the *Southwark Works* hub office on Walworth Road, the service comprises a range of specialist provisions, with a particular focus on supporting those with the most complex barriers to employment, including people with physical and mental health conditions, disabilities, vulnerable young people including care leavers, and people at risk of homelessness. New *Southwark Works* contracts have been agreed and will be in place until 2027.
38. Too many of our residents experience low pay and work insecurity, exposing them to increased risk during the cost of living crisis. The council works closely with employers to improve pay and working conditions and actively champions good work and payment of the London Living Wage (LLW).
39. Southwark was London's first 'Living Wage Borough' and among the first local authority areas in the country to become a "Living Wage Place" - working closely with employers and the voluntary sector to increase the number of employers who pay the LLW through the implementation of a borough-wide *Living Wage Action Plan*. To further build on this work, the new Council Delivery Plan includes a commitment to double the number of LLW employers

in our borough. A newly established Living Wage Unit will drive the campaign for more businesses in Southwark to become Living Wage employers.

40. The council also provides advice and guidance to businesses on the impact of the cost of living crisis and inflationary pressures which are of real concern to employers across the borough. Advice and guidance for business is available on the council website and the council works closely with the GLA and London & Partners to provide support for businesses impacted by the cost of living crisis. Additionally, the Southwark Pioneers Fund provides financial assistance for businesses looking to establish or grow during this challenging period, and the £460k Thriving High Streets Fund also has a specific focus on the impact of the cost of living crisis on our town centres.

### 3) A Right To Food

#### Right to Food Plan

41. The council has developed a *Right to Food Plan*, setting out how it will fulfil its commitment to become a *Right to Food* borough. The plan sets out actions against five key priorities (see box below)

- 1) Ensuring good nutrition from conception and throughout childhood
- 2) Ensuring good access to help, support, and advice for food-insecure adults
- 3) Reducing inequalities and closing the gap in food security for Black, Asian, and other minority ethnic groups
- 4) Improving provision for older adults and those with health conditions and disabilities
- 5) Awareness raising across the system.

42. Actions in the *Right to Food* plan include increasing the uptake of Healthy Start Vouchers, increasing the number of convenience stores signed up as 'Good Food Retailers', and identifying gaps in food support for different food cultures.

#### Free Healthy School Meals

43. Universal nursery and primary school lunch in Southwark contribute significantly to family food security. The council's Free Healthy School Meals (FHSM) grant has been a universal offer and council commitment since September 2013 for all primary school students in Key Stage 2, supplementing the central government-funded Universal Infant Free School Meals (UIFSM) and the statutory, Government funded, means-tested Free School Meals (FSM) programme.
44. The council already offers free healthy school meals to all nursery and primary school pupils in Southwark. The Mayor of London's proposal to fund universal free school meals for all primary school pupils in London during the academic year 2023-24 will enable the council to reallocate funds to tackle hunger in

secondary schools. The council is currently considering offering a free school meal for all pupils from families who are in receipt of Universal Credit (UC) and are not currently eligible for statutory Free School Meals (FSMs).

45. Southwark Council will continue to offer support over the holiday period for children who are attending a Southwark school and eligible for free school meals. During the holiday period, each pupil will receive £3.00 per weekday to spend on a healthy lunch, administered through schools (see para 19).

#### **Holiday Food and Fun programme**

46. An extensive and well-received *Holiday Activities and Food* (HAF) programme has been developed in Southwark. The Food and Fun programme, funded by the Department for Education, provides healthy food and activities for school-aged children and families experiencing hardship including those who are entitled to benefits-related free school meals and those with no recourse to public funds. Last year, more than 30 community organisations ran events at which over 90,000 meals were provided.
47. The programme aims are to support children and families:
- To eat more healthily and for children to be more active during the school holidays and
  - To participate in enriching activities that support the development of personal skills such as resilience, character building, and well-being.
48. Activities will continue during the Easter, summer, and winter school holidays.

#### **Cash-First approach**

49. A “Worrying About Money” leaflet and app have been produced in partnership with Citizens Advice, the *Independent Food Aid Network*, and the *Southwark Food Action Alliance*. This is an easy-to-use guide that helps residents find the right advice and support in Southwark, including support to maximise their income and access debt advice. This cash-first approach is aimed at taking an upstream approach to food insecurity such as low incomes.

#### **4) Warmer Greener Homes**

50. The council is building new, warmer, greener homes and improving the energy efficiency of its existing homes. By 2026, our target is that 1,000 new homes supplied by green energy systems will have been built or started - reducing energy costs and fuel poverty
51. Our new-build programme is continuing to deliver the truly affordable housing which our residents desperately need. Having successfully met our target of starting or delivering 2,500 new council homes by May 2022, we are building more Council homes than any other Council in the country, and well on our way towards achieving our ambition to build 11,000 new council homes at council rent.

52. Almost half of our new homes that are currently under construction will be supplied by 100% green energy systems. That proportion will rise even further as we phase out new homes reliant on fossil fuels, meaning all new homes will use alternative energy sources such as ground or air-source heat pumps.
53. 96% of council schemes with planning consents and 97% of schemes in pre-planning have been designed with low energy provision - maximising thermal efficiency. These environmentally sustainable methods are less costly to operate, so will bring financial benefits to our residents. These green energy systems, used in conjunction with the highly insulated, thermally efficient buildings that are part of our design standards, will create a significant reduction in day-to-day living costs for our residents. Fuel poverty will be significantly lessened if not eradicated by these measures, and this will only continue to improve as our design standards and build quality progress.
54. A significant proportion of Southwark residents live in the private rented sector. We will continue to take targeted and appropriate enforcement action against poor-performing landlords to ensure repairs are undertaken to help tenants keep warm and that properties meet the minimum energy-efficient standards.
55. We are also working towards the Council Delivery Plan commitment to introduce licensing of private rented properties specifically to address fuel poverty in this sector. We also recognise the challenges many social landlords are facing in dealing with fuel-poor households and energy-inefficient housing stock. Through the council's Fuel Poverty Partnership group one of our aims is to work with this sector through positive engagement.

## **5) Warm Spaces**

56. Last winter, the Council convened and coordinated the creation of a network of more than forty Warm Spaces across the borough. Warm Spaces offered all residents an opportunity to keep warm and cut down on heating bills at home by going where they could expect a welcome, stay warm, get something to eat or drink, and connect with other residents
57. Our Warm Spaces initiative was a great success and well-received by our residents. The initiative galvanised the local community, businesses, and voluntary sector organisations that opened their premises: including libraries and other cultural settings such as art galleries; churches and charities.
58. In the coldest period between mid-January and mid-February 2023, of the Warm Spaces surveyed, at least 1884 people took up this offer, of which about two-thirds were older people – aged fifty-five and over. Seven hundred and seventeen meals were provided, and seventy-two Winter Warmer bags were distributed.
59. Our experience of Warm Spaces in Southwark was consistent with that of the many other Councils across the country that ran similar initiatives. We

found that while residents initially engaged with the programme to find a warm space as a result of not being able to afford to heat their homes, a large number were subsequently attracted to our Warm Spaces to engage with local community organisations, engage with their fellow residents, for day-time engagement programmes, or simply for social interaction to alleviate loneliness.

60. This winter, we will relaunch the Warm Spaces initiative, continuing to work closely with our community groups, and businesses to offer an even better experience for residents, increasing the number of spaces throughout the borough, establishing a network of good practice and building on the success of this year to facilitate warm spaces as community hubs.

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

61. This report sets out the council's response to the cost of living crisis and the various approaches adopted for 2023-24. Community, equalities, and health impacts of those individual approaches will be provided in separate decision-making reports where necessary.
62. This report notes the additional Government *Household Support Fund* allocation for this year to be included within a new Southwark Cost of Living Fund from April 2023 to March 2024
63. There will be a positive impact on the most vulnerable groups in the community by extending Southwark Cost of Living Fund this year as evidenced by the independent evaluation of the use of last year's Cost of Living Fund (see Appendix 1)
64. Higher costs of living have a disproportionate impact on our low-income and vulnerable households. Adopting a *Cash First* approach and providing grants that put money into the pockets of our residents means that those households are better able to afford and prioritise the most urgent bills.
65. Extensive modelling was carried out during the first phase of the Southwark Cost of Living response last year using our Housing Benefit and Council Tax Reduction databases, including DWP data via the Universal Credit data share. Further modelling, utilising the *Low Income Family Tracker* (LIFT) database, will allow us to better understand the make-up of low-income households in the borough taking due regard to the public sector equality duty by understanding how those with protected characteristics are impacted.
66. Research has shown that the financial impact of the cost of living crisis has fallen disproportionately on some groups including Black, Asian, and other minority ethnic residents, those with disabilities, households that contain only one adult, and larger low-income families. Southwark Cost of Living, by supporting those on the lowest incomes, as well as those not in receipt of welfare benefits and perhaps no longer 'just about managing', is designed to target those that have felt the biggest impact from the increased

cost of living.

67. We have commissioned independent research to evaluate the impact of the Southwark Cost of Living Fund (Southwark Cost of Living) last year and whether support was always delivered in a way that ensures the greatest equality of access for all residents and communities in all parts of the borough – especially those who are not claiming means-tested benefits and who fall outside the scope of the modelling described above (see para 58).
68. The first part of the research includes an analysis of a survey of 1500 residents that received support from the Southwark Cost of Living Fund last year and is attached to this report (see Appendix 1). In the second part of the evaluation, researchers will work with residents and referral partners in the VCS sector this summer through a series of focus groups and co-design workshops. Their report and recommendations will be available in September and will inform the approach to the delivery of the Southwark Cost of Living this winter – especially through the Community Referral Pathway (see paras 20-22).
69. The Cost of Living crisis continues to have a disproportionate impact on low-income households and especially on vulnerable groups, widening health inequalities. Any proposed new service delivery will be considered with due regard to the public sector duty as set out in the Equality Act 2010 to ensure there is no disproportionate impact on groups or communities defined by the protected characteristics within that act.

### **Climate change implications**

70. Climate change implications on individual approaches to the cost of living crisis set out in this report will be considered in their appropriate decision-making reports.
71. As set out in the council's Climate Change Strategy, climate change and inequalities are linked. The climate emergency is a social justice issue and the council's climate change policy aims to reduce inequality. A new Southwark Cost of Living does this by providing support to those that can least afford the increase in utility bills and the impact of the changing climate.
72. The fund supports the wider aims of the council in respect of food security and fuel poverty. The decision to use Southwark Cost of Living Fund to support low-income and vulnerable households that are experiencing or at risk of food insecurity or fuel poverty this year – and especially this winter - is consistent with the council's Economic Renewal Plan and Climate Change Strategy. It is currently estimated that about one in five of the households eligible for Southwark Cost of Living support occupy energy-inefficient homes (EPC rating of D or lower).

### **Resource implications**

73. The administration of the extended Southwark Cost of Living Fund will be

absorbed within the existing Customer & Exchequer services provision. The situation will be closely monitored and regularly reviewed to allow resources to be flexible and adaptable to changes in demand.

### **Legal implications**

74. The Household Support Fund (HSF) grant that forms part of the Southwark Cost of Living will be provided as a section 31 grant under the Local Government Act 2003.
75. In line with previous rounds of funding, local authorities will be required to prepare a Statement of Grant Usage for its HSF allocation to be submitted to the Government Department for Work and Pensions (DWP), providing details of eligible expenditure and certified by the authority's Section 151 officer.
76. The HSF scheme and funding is classed as local welfare provision and as a result, under the memorandum of understanding with the DWP, allows the use of social security data to identify eligible households as per the scheme's criteria.

### **Financial implications**

77. The cost of the Southwark Cost of Living Fund is partly met by Government via section 31 grants under the Local Government Act 2003 payable for the costs incurred for the period 1 April 2023 – 31 March 2024. The remainder of the cost of Southwark Cost of Living Fund this year will be met from Council budgets and allocated Council reserves.
78. The Government has provided a draft allocation to the council of £5,468,732. In line with previous rounds of funding, allocations will be payable in arrears based on a Statement of Grant Usage and quarterly monitoring returns in July and October 2023, and January and April 2024.
79. DWP guidance states that allocations from the HSF must be spent or committed before the 31 March 2024 and cannot be carried forward for future use – except where spending is already irreversibly committed. The Council will apply the same principle to all Southwark Cost of Living spending this year.
80. The draft grant allocation includes reasonable administration costs and no separate new burdens funding is being provided to cover costs incurred administering the fund. The Council will limit administration costs for HSF and the Southwark Cost of Living Fund of which HSF forms part to no more than 5% of the total amount allocated, ensuring that the majority of the grant is used to provide support for households.
81. All support from Southwark Cost of Living Fund will be provided as grants and do not need to be repaid. The majority of support will be provided as cash (via Post Office Payout vouchers). Southwark Cost of Living grants are not taxable and nor do they affect other benefits



82. There will be weekly reviews of redemption levels and referrals as part of the *Community Referral Pathway* (see para 20-22) throughout the scheme period to ensure no budget overspending or, in a case of a surplus, to consider additional or alternative support mechanisms.

### **Consultation**

83. There is no legal requirement for public consultation for the intended use of the Government HSF.
84. The Cost of Living response is a joint one between the Council, its VCS, and other statutory partners, including schools. Peak consultation with VCS partners and other support organisations continues via borough Cost of Living summits, the most recent of which took place in June this year. Southwark Cost of Living has also been discussed at SGTO's annual tenant conference, the Council's annual Faith Conference, and a series of Multi-ward Forum meetings. There is also regular formal and informal contact with the VCS and schools that are supported by Community Southwark (the independent umbrella organization for the VCS in Southwark), the Southwark Group of Tenant Organisations (SGTO), and the Council's Director of Education
85. This year, the Council has commissioned an independent evaluation of its Cost of Living response *last year*, from which lessons will be drawn to inform planning for the response this year and especially the response this autumn and winter. The first part of that evaluation includes an analysis of responses to a survey of 1500 residents who received support from Southwark Cost of Living last year. The first part of the evaluation report is attached as an appendix to this report (see Appendix 1)
86. We continue to consult with other local authorities – including the Mayor and Greater London Authority on the Southwark Cost of Living Fund and other elements of the Cost of Living response through multiple channels including forums arranged by the associations, London Councils and the LGA. At these fora, London boroughs and local authorities from across GB exchange views on policy direction and potential scheme options, sharing both knowledge and best practice.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Assistant Chief Executive – Governance & Assurance**

87. This report sets out a range of measures that the council has adopted and intends to bring forward in order to tackle the cost of living crisis. These measures include the use of the Government's Housing Support Fund grant of £5.47m and its inclusion within a new Southwark Council Cost of Living Fund in 2023/24. This is being provided in accordance with section 31 Local Government Act 2003, on the basis that the council has discretion on how to spend it having regard to guidance that has been produced by the Government. This includes the expectation that the Fund should be used to support households in the most need; particularly those who may not be

eligible for the other support government has recently made available but who are nevertheless in need and who require crisis support. The guidance also states that authorities should ensure that they consider the needs of various households including families with children of all ages, pensioners, unpaid carers, care leavers and disabled people.

88. Other measures referred to in the report have either already been agreed and are in place or are in the process of being worked up and will be confirmed in due course. Decisions relating to eligibility criteria for energy bill support and community referrals are still to be worked up and it is noted that these are delegated to the Strategic Director to determine later.
89. The cabinet will need to ensure that the public sector equality duty in section 149 Equality Act 2010 is considered i.e. to have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others. Reference is made to the impact of the cost of living crisis on those with protected characteristics in the “Community, equalities (including socio-economic) and health impacts” section, and how the measures referred to in this report will seek to alleviate adverse impacts. Cabinet should take account of this in considering this report.

### **Strategic Director of Finance**

90. The Strategic Director of Finance notes the financial implications in paragraphs 77 to 82. The overall cost will be contained within the Household Support Grant, council budgets and the Southwark Cost of Living Fund reserve.
91. The Household Support Grant of £5.47m is paid via a section 31 grant under the Local Government Act 2003 and is payable for the costs incurred for the period 1 April 2023 – 31 March 2024. The use of the grant, through the ‘help with bills’, for those most vulnerable, is in accordance with government guidance. The Council has used its discretion on how to identify and support those most in need, taking into account a wide range of information.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
None		

## APPENDICES

No.	Title
Appendix 1	Evaluation Report (part 1)  <i>Evaluation of Southwark Council's Community Referral Pathway (CRP) and the Resident Application Route (RAR) cost of living support schemes (Policy in Practice, June 2023)</i>
Appendix 2	<i>Cost of Living Profile (Summer 2023) LBS Public Health</i>
Appendix 3	Cost of Living Support distributed by the council between autumn 2021 and spring 2023 by ward

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Stephanie Cryan, Communities, Democracy, and Finance	
<b>Lead Officer</b>	Clive Palfreyman, Strategic Director of Finance	
<b>Report Author</b>	Dominic Cain, Director of Customer & Exchequer Services	
<b>Version</b>	Final	
<b>Dated</b>	27 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance & Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		27 June 2023

<b>Item No.</b> 9.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Streets for People Strategy	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor James McAsh, Climate Emergency, Clean Air and Streets	

### **FOREWORD - COUNCILLOR JAMES MCASH, CABINET MEMBER FOR CLIMATE, EMERGENCY, CLEAN AIR AND STREETS**

Southwark is one of the most densely populated areas in the country. In other words, we do not have a huge amount of space per person – so the space we do have is precious. Our streets are publicly owned and should be used for the things we most value. Our Streets for People strategy sets out how we do that, by reclaiming space for our communities to connect and socialise, to make healthy and safe journeys, to support a thriving local economy, and to protect our natural world.

Over 60% of Southwark households do not own a car and 70% of the respondents to our consultation on this strategy told us they want to see less traffic in Southwark. At the moment we put cars first – we need to change that. This means moving away from an approach that favours cars, to one that frees up space for walking, cycling and public transport. With nearly half of the air pollution in London caused by polluting vehicles, this approach will clean our air and improve our health.

We will also create more green space for all of our communities to socialise and play. Some areas of our borough have very little community space and by reprioritising our space, we can start to change that.

There is a lot of great work already underway to ensure Southwark is a clean, green and safe borough and we have committed a further £12 million to support it.

### **RECOMMENDATIONS**

#### **Recommendations for the Cabinet**

1. Approves the Streets for People Strategy (Appendix 1) and notes the feedback from the consultation undertaken between December 2022 and February 2023.
2. Approves the proposed neighbourhood consultation on local needs and

consultation on the walking, cycling and EV charging plans in order to inform the creation of streets for people interactive maps.

## **BACKGROUND INFORMATION**

### Movement Plan

3. The Movement Plan was adopted in 2019 in response to our growing population and increased traffic. The Plan also recognised that Southwark had an ageing population and increasing levels of obesity. As such there was a need to create streets that were nicer to walk and cycle, were more accessible and healthier.
4. As a result, the Plan moved away from the traditional transport plan and set out a new approach to improve people's experience of travel to and around the borough by placing them and their wellbeing at the heart of the policy.
5. This involved taking a more holistic approach than had been the case previously and adopting a public health-led approach to developing better ways for people to travel around Southwark. Specifically, this meant increasing levels of active travel.
6. The Plan had three key themes with a number of supporting missions and actions. The themes were:
  - People – That the healthy choice should be the first choice.
  - Place – That reducing traffic was the key way to improve people's experience on our streets, reducing pollution, delays and the space required for motor vehicles.
  - Experience – The need to improve safety for those moving and working on our streets to create positive experiences.
7. Change is happening and significant work has already been undertaken on our roads to encourage and enable active travel in the borough. These changes put people first by creating effective use of space and supporting transport choices that reduce traffic levels on our roads:
  - Walking maps showing safe and accessible routes for school children for over 20 schools
  - 10 permanent Streetspace schemes
  - Over 3,000 cycle hanging spaces
  - Nearly 1,000 on street disabled parking bays
  - 400 electric vehicle charging points
  - 26 permanent school street schemes
  - A network of cycle routes including over 6km of segregated cycle lanes
  - Pocket parks, parklets, benches, greening and tree planting across the borough
  - 75 pedestrian crossings

- Free cycle training for over 15,000 children and adults.

### Sustainable Transport Strategy Cabinet report December 2022

8. This report explained what had already been achieved and set out the approach to develop a sustainable transport strategy (now to be known as the “Streets for People Strategy”). It also set out the approach to be adopted to continue delivering benefits in the community as well as containing proposals for a consultation and engagement programme.
9. The report noted that most households in Southwark do not own a car but there was a need to regulate kerb space to manage the level of traffic and create a more balanced use of our roads. This was to be achieved through the:
  - Development of a neighbourhood-led approach to parking on our streets and estates that prioritises and supports the needs of all residents and the local economy.
  - Enhancement of parking controls e.g. for the disabled, to create space for other uses and to support bus prioritisation schemes.
  - Removal of barriers to walking and cycling to create a more balanced road network that allows all residents greater choice at a reduced cost.
  - Supporting businesses through the creation of space for cargo bikes, customer seating and space for stalls etc.
  - Increasing access to car clubs/car sharing.

### What has been delivered between December 2022 and July 2023

10. Since the report to Cabinet in December 2022, the council has continued to deliver Streets for People projects throughout the borough, these projects make a significant contribution to the council improving our streets for communities and achieving our overall Climate Change objectives, these projects include:
  - Two controlled crossings, 22 uncontrolled crossings
  - Three full camera-controlled school streets
  - 95 cycle hangars
  - 23 cycle stands
  - Seven cycle hire docks (Santander)
  - 0.8 km of segregated cycle lane
  - 500 adults and 3,000 children trained in safe cycling.

## **KEY ISSUES FOR CONSIDERATION**

### Consultation feedback

11. Following Cabinet’s decision to approve the recommendations in the report a consultation exercise on the Sustainable Transport Strategy was undertaken between 6th December 2022 and 5th February 2023.

12. Our aim was to increase overall participation, increase young people's participation and further our collaboration with our community groups and other stakeholders. We sought people's views on the vision and priorities for the strategy. In addition, we wanted to understand how people choose to travel and what their experiences were. The consultation exercise comprised:
  - Consultation Hub survey
  - Youth survey (10 – 25 year olds)
  - In person surveying at libraries and coffee mornings at primary schools
  - A stakeholder workshop and several stakeholder-led meetings
  - Inviting responses from specialist groups.
13. 1,162 individual responses were received plus responses from 10 groups representing 3,000 people. Eight organisations also participated in the various workshops held.
14. The key outcomes were:
  - There was strong support for the vision and direction of the Strategy.
  - Tackling climate change through transport and improving the wellbeing of people and communities was a high priority for respondents.
  - Over 70% of respondents wanted to see traffic reduction in Southwark.
  - Making cycling safer, easier and more enjoyable was also a priority.
  - People wanted to feel and be safe when travelling.
  - Over 80% of respondents agreed that to act on climate change we needed to change our behaviour. They wanted to see ambitious and urgent action taken.
  - People also told us that they would like more trees, green space and space to play and socialise in. Greenery was seen as essential to both the wellbeing of people and the planet.
  - Close to 70% of young people, and over 70% of adults expressed worry about the impact of poor air quality on their health.
15. A full summary of the consultation process and its findings is detailed in 'Appendix 2: The Sustainable Transport Strategy Consultation Report'.
16. We have listened to the feedback from this consultation and used this alongside our existing Climate Change and Air Quality Strategy to develop our Streets for People Strategy.
17. Going forward, we intend to carry out an extensive programme of communication and engagement to raise awareness and seek people's views on what should be implemented in their neighbourhood.

## Streets for People Strategy

18. The streets for people strategy contributes to the delivery of the council delivery plan targets. In summary the strategy:
- Explains why action is needed
  - Sets out a Vision for our streets
  - Establishes guiding principles and themes
  - Includes our “Pledges”
  - Sets high level objectives.
19. The Vision we have developed is that:
- “Southwark will be a clean, green and safe borough. We will reclaim space for our communities to connect and socialise; for safe and healthy journeys; a thriving local economy, and our natural world. Fewer cars, vans and lorries will lead to better air quality and a healthier environment.”
20. By 2030, we will deliver the following pledges:
- Your home will be within 200m of a safe and pleasant walking route
  - Your local school will have a "School Street" or other new safety measures
  - Your bike will have a place in a cycle hangar within six months of applying
  - Your neighbourhood will have parking spaces for cycles, e-bikes, hire cars and electric vehicles
  - Your street will have something new to make it cleaner, greener and safer, chosen by you.
21. Supporting the vision are four themes. These are:
- Streets for Communities: Reclaiming accessible space for our communities to connect, socialise and play, in a safe and pleasant environment
  - Streets for Journeys: Making healthy and sustainable travel the safest, quickest and most convenient choice
  - Streets for the Economy: Supporting our town centre economies to operate efficiently and sustainably, reclaiming space to create high quality environments where people want to spend time
  - Streets for Nature: Cleaning our air and reducing the impact of climate change by increasing biodiversity, making our streets greener and more resilient to extreme weather.



22. There are 12 objectives in the body of the report set to deliver against the four themes (Appendix 1).
23. Finally, there are a number of “commitments” in the body of the report, both existing and new, that provide examples of the outcomes we wish to achieve (Appendix 1).
24. The Streets for People strategy will be supported by a number of plans for different elements of our work which will detail the specific objectives and actions for each work stream.

### **Walking plan**

25. This plan aims to develop a grid of walking routes within 200 metres of every resident in Southwark. The work will comprise:
  - Assessment of existing routes to establish their location and quality e.g. whether safe and well maintained
  - Improvement of existing routes where required
  - Establishment of new walking routes where needed.

### **Cycling plan**

26. This plan details the aspirations and objectives in relation to cycling in Southwark. Its main objectives are to:
  - Ensure cycling is accessible to all people, on all types of bikes with all levels of experience and confidence
  - Encourage cycling across all demographic groups and provide access to cycles for all. This includes increasing support for cargo bikes for residents and businesses
  - Produce a plan for a borough wide cycle network.
  - Make routes as safe as possible
  - Create a borough wide network of well-signed, direct routes that prioritise cyclists over motor vehicles and are as smooth as possible.
  - Deliver cycle parking across the borough for residents, visitors and businesses.

### **Electric Vehicle (EV) Charging Plan**

27. This plan details the continued expansion of EV charging infrastructure in the borough using the key principles of accessibility, inclusion, flexibility and future proofing of infrastructure. The work will comprise:
  - Producing a strategic vision for EV infrastructure roll out for 2023-26, with a look ahead to 2030
  - Consideration of the type of charging, locations and timescales for delivery

- Identification of the funding and delivery models for future roll-out of EV charging
- Alignment with the council's Streets for People priority to firstly prioritise sustainable and active travel, ahead of a switch to EV vehicles
- Consideration of how best to maximise council assets when delivering the strategy.

### **Existing adopted strategies**

28. There are several existing strategies that have been adopted by the Council that complement the aspirations and themes of the Streets for People Strategy. As such, we will not develop our own sub strategy for these areas but will collaborate with colleagues elsewhere in the council to link our strategies with theirs.
29. The council already has a plan to increase the number of trees and biodiversity in the borough with the objectives contained in documents such as the Biodiversity Action Plan.
30. The council's emerging Economic Strategy 2023-2030 contains the following high level objectives:
  - A high growth, low emission economy
  - An economy with opportunity for all
  - An economy of good work.
31. Key ambitions within the new strategy include: an expanding low-carbon economy, encouraging innovation and delivering on our ambitions for net zero, developing a greener economy with lower greenhouse gas emissions and less contribution to air pollution. The Strategy is expected to be approved by Cabinet in September 2023.
32. The Mayor's Transport Plan was refreshed in 2022 with a stated aspiration that "80% of all trips in London to be made on foot, by cycle or using public transport by 2041".
33. The Transport Plan includes action plans for bus travel, walking, cycling and freight. We will work with TfL to ensure that we maximise the benefits of public transport within Southwark as well as ensuring that our sub strategies for walking, cycling and freight take account of the Mayor's aspirations in these areas.

### Delivery plan and reporting

34. A delivery plan is being developed to:
  - Capture all the objectives and targets in one place (including those in the signposted strategies and of the Mayor of London)
  - Approve and prioritise work

- Co-ordinate the different programmes of work (to ensure synergy and avoid clashes between different work streams)
- Ensure delivery of the programmes of work
- Report on progress at a borough (Streets for People), work stream (sub strategy) and ward level.

### Ward Based work

35. To inform the planned consultation and engagement programme we will produce profiles for each ward showing their characteristics. This will be based on the Equity Framework developed following production of the Movement Plan in 2019. This will then help inform decisions on priorities and types of interventions that would bring most benefit to each ward.

### Interactive Mapping

36. We will then produce an interactive streets for people map and associated reports that detail the work undertaken within each ward and the work planned. In this way residents, businesses and visitors can see why certain enhancements were proposed, what has been delivered and what is planned.

### Ongoing work already approved

37. While developing the Streets for People Strategy work has continued to reduce car ownership and usage, increase active travel and improve the street environment. Examples include:
- Rolling out of CPZ programme.
  - Introducing two Streetspace schemes each year.
  - Expanding cycle training & increasing cycle participation
  - Developing safer walking routes, more walking routes and walking maps
  - Delivering street cleaning enhancements
  - Expanding e-bike schemes.
  - Continuing to develop and implement SuDS schemes.
  - Continuing work to provide alternatives to private car parking such as car club bays.
  - Investigating disabled bays for modes of transport other than cars, such as adapted bikes.

### **Communications and engagement**

38. We are planning an extensive communication and engagement programme about our Streets for People Strategy. Our aims include:
- Engaging residents, communities and stakeholders in a clear and consistent way.
  - Working with local people and communities to design the changes that they want to see on their streets and in their neighbourhoods. This

could include more trees, wider pavements, better cycling routes, cycle hangars, and more.

- Raising awareness about proposed changes to improve air quality and create greener, safer spaces on our streets.
- Supporting behaviour change interventions to encourage healthier ways of travelling.

39. Our engagement plan will include:

- An extensive year-long conversation with engagement at a ward/neighbourhood-level prioritised based on high need and also in those areas with poor air quality
- Consultation on the cycling, walking and EV plans in August-September 2023
- Targeted engagement with underrepresented groups including SEND, carers, traders and also with the inclusive forum.

40. Our aims are:

- To make sure the changes we are making work for local people and achieve the things they tell us they want to see, like cleaner air; more trees, green space and space to play and socialise in.
- Gain a greater understanding of the specific needs of people with protected characteristics – especially disabled people and families of young people with SEND.
- Gain community input into what should be delivered in each ward/neighbourhood.
- Achieve changes in behaviour, with a focus on younger people, families and businesses.

#### Timeline for delivery

41.

Statutory consultation for walking, cycling and EV strategies	August/September 2023
Neighbourhood consultation about local needs	September 2023 – March 2024
Targeted consultation for key stakeholders: traders, parents of SEND children, blue badge holders, care-users	September 2023 – March 2024
Behaviour change campaign	September 2023 – March 2024

Cabinet report – approval of EV charging, Cycling and Walking plans	December 2023
Cabinet report - Streets for People delivery plan	July 2024

### **Policy framework implications**

42. The Streets for People Strategy is a new approach to transport in Southwark. It aligns with other strategies from across the Council with delivery being co-ordinated to meet shared objectives and targets.
43. The plan is consistent with Southwark 2030, the Southwark Plan, the Climate Change strategy, the Air Quality Action Plan, the Joint Health and Wellbeing Strategy, the Sports and Physical Activity strategy, Southwark’s Economic Strategy and Southwark’s Biodiversity Action Plan.
44. Our work will also help deliver the Mayor’s Transport Strategy and will be consistent with guidance from TfL and national government.

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

#### **Community impact statement**

45. An Equalities Impact Assessment (EQIA) report has been completed to assess the Streets for People Strategy against the Council’s Equality Duty. The report can be found at Appendix 4. The report identifies a range of potential impacts that are both positive and negative and outlines how the Strategy will mitigate or manage these impacts.
46. Alongside this, we consulted with statutory bodies on the Strategy. These included: Transport for London, other London boroughs, the Police, other emergency services and any other service that is likely to be affected by the plan.
47. The Streets for People Strategy community and engagement work will include people and community groups representing a broad range of people such as those with disabilities, women and girls, young people and those from a wide range of backgrounds. This was also the approach taken in the first phase of consultation between December 2022 and February 2023.

#### **Equalities (including socio-economic) impact statement**

48. The Streets for People Strategy supports the aims of the Equality Duty by:
  - Improving road safety, in particular for vulnerable road users including people walking, cycling and wheeling, on the public highway
  - Improving existing shared use facilities by improving road surfaces,

- tactile paving, road markings, and signage
  - Improving air quality and emission levels by reducing the number of vehicles on the roads
49. The EQIA process means that the Streets for People Strategy has considered the diverse needs of groups in relation to the three parts of the equality duty and that the aims and objectives of the Streets for People strategy promote equality and good community relations.
50. Ongoing monitoring will identify any unforeseen consequences, positive impacts and any adverse impacts (which will be minimised wherever possible). This currently takes place through an annual monitoring report.
51. In light of the above, at this stage the recommendations are not considered to have a disproportionate effect on any particular protected group, such as age, disability, race, faith or religion and ethnicity and sexual orientation and is not considered to have a detrimental impact on the equality of opportunity under the Equality Act 2010.

### **Health impact statement**

52. The Streets for People Strategy takes a public health-led approach, promoting active travel and building on the Movement Plan's focus on wellbeing. Engaging in active travel can lead to positive health outcomes, and a reduction in traffic also benefits air quality, which is a significant contributor to ill health as outlined in the Air Quality Joint Strategic Needs Assessment and the Annual Public Health Report 2023. Therefore, the strategy's emphasis on reducing traffic and making streets safer, better for healthy travel options, and greener should benefit the population's health. The strategy also recognises the importance of streets for play, connection, and socialising, which can all positively impact health and wellbeing. The consultation, and plans for further community engagement, are welcome, especially given the explicitly stated aim to keep equity at the heart of the strategy.

### **Climate change implications**

53. The Streets for People Strategy has been developed to be closely aligned to the council's Climate Change Strategy and Action Plan. As shown in the Strategic Framework at paragraph 23 above, the council's published climate ambitions have shaped the drafting of the overall Streets for People Strategy. One of the five key themes contained within the Climate Change Strategy and Action plan focuses on Sustainable and Active Travel. This includes actions to meet the goals of reduced car ownership and use, alongside safer, greener streets that promote walking, cycling and public transport use. The Streets for People Strategy and emerging delivery plan will be the mechanism by which the Council delivers its transport programme against our ambitious 2030 net zero target.
54. The Streets for Nature section of the plan also aligns with the Council's

ambition for a resilient network of streets that responds to the pressures of climate change that are already being felt, from overheating of the highway network to an increase in surface water flooding. The Council will be developing actions for our Climate Resilience and Adaptation Strategy alongside the development of actions in the Streets for People Strategy. This will ensure synergy in our work and that both documents recognise the scale of the challenge and respond with the required ambition.

### **Resource implications**

55. A governance structure has been implemented to manage the delivery of the streets for people strategy, which included resource planning to deliver the strategy. This resource planning identified the need for additional staff to programme manage, undertake communication and engagement and project delivery; these resource gaps have now been filled.

### **Legal implications**

56. Consultation responses must be considered in light of administrative law principles and Human Rights law.
57. Any implementation of controlled parking zones and other traffic management order(s) which may follow on from the community engagement process and as part of delivering the policy will be presented to the Cabinet Member for Climate Emergency, Clean Air & Streets for approval in accordance with Part 3D of the Council's Constitution.

### **Financial implications**

58. The council is committed to improving the streets of the borough for people, not cars. The overriding objectives are to make real change on the ground to support people who want to walk and cycle more, help clean up London's air, create safer streets with fewer cars and allow residents to better use more of the street space for recreation and enjoyment.
59. In endeavouring to achieve these ambitions the council has committed in its 2023-24 Policy and resources strategy, from a variety of funds and delivered by teams working together from across the organisation, the following budgets:
- £910,000 in rolling out further School Streets initiatives, helping to protect young lungs in the borough from harmful fumes
  - £650,000 to place another 125 cycle hangars across the borough
  - £250,000 in more cycling infrastructure
  - £250,000 investment in cycle training
  - £2.5 million to work with residents on the roll out new streetspace and parking initiatives
  - £5 million investment in renewing streets and pavements to make them safer for all road users and encourage active travel.
  - £1.88 million Cleaner, Greener, Safer (CGS) fund

- £800,000 in the Devolved Highways Budget (DHB) which will both contribute to our cycle hangar rollout, pedestrian improvements and traffic calming measures.

60. In order to deliver the aspirations as set out in the streets for people strategy, projects will need to be fully costed and funding identified.

### **Consultation**

61. Paragraphs 11-17 of this report detail the feedback from the consultation undertaken on the Sustainable Transport Strategy.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Assistant Chief Executive – Governance and Assurance (AM 06/23)**

62. Under s.144 the Greater London Authority Act 1999, the Council should have regard to the Mayor's Transport Strategy this has been met as per paragraph 44 of this report.

63. There are no significant legal concerns arising from the recommendations set out in this report. The Director of Law and Governance and her staff will continue to provide advice to officers on any legal and governance issues, which may arise during the delivery of the policy to encourage active travel and in the implementation of any traffic management order(s) that follow under the policy throughout the borough.

64. The council in exercise of its function is subject to the public sector equality duty in accordance with section 149 of the Equality Act 2010 and must have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others. Protected characteristics include age, sex, disability, pregnancy and maternity. Officers have considered the public sector equality duty as set out in paragraphs 49-52 of this report and in Appendix 4 and have concluded that at this time the proposals will have no detrimental impacts on a particular protected group or on the equality of opportunity under the Equality Act 2010.

65. Paragraph 51 of the report confirms that the delivery of the plan will be supported by annual reviews which are essential as the obligation to comply with the public sector equality duty is a continuing requirement.

66. Under recommendation 2, specific Strategy sub-policies will be consulted on. There will also be an extensive year-long conversation with engagement at a ward/neighborhood-level and targeted engagement with people and groups representing those with protected characteristics in relation to delivering the Strategy. Therefore, the nature of any impacts of delivering the Strategy and proposed sub-policies on those with protected characteristics will not be fully known until the further community engagement and any associated statutory consultation. Equality assessments will be carried out and



considered by the subsequent decision makers, for example when deciding to implement traffic management order(s).

67. Council Assembly on 14 July 2021 approved a change to the Council's Constitution to confirm that all decisions made by the Council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered in the report at paragraphs 54 to 55 above.
68. The delivery of an active travel policy and community engagement is an executive function of the Council which can be considered by the Cabinet in accordance with Part 3B of the Council's Constitution.

#### **Strategic Director of Finance (ENG23/042)**

69. The strategic director of finance notes the recommendations to Cabinet to approve the Streets for People Strategy (Appendix 1) and the proposed neighbourhood consultation on local needs and statutory consultation on the walking, cycling and EV strategies.
70. The strategic director of finance notes the investments in the 2023-24 Policy and resources strategy 2023-24 in support of the vision to make Southwark a clean, green and safe borough.
71. Officer time to effect recommendations will be contained within existing budgeted revenue resources.

#### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Streets for People Cabinet Report December 2022	Environment, Neighbourhoods and Growth	John Wade, 0207 525 0141
<b>Link (please copy and paste into browser):</b> <a href="#">Decision - Streets for People - Southwark Council</a>		

## APPENDICES

No.	Title
Appendix 1	Streets for People Strategy
Appendix 2	Sustainable Strategy Consultation feedback report
Appendix 3	Appendices Sustainable Strategy Consultation feedback report
Appendix 4	Streets for People Strategy Equality Impact Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor James McAsh, Cabinet Member for Climate Emergency, Clean Air and Streets	
<b>Lead Officer</b>	Matt Clubb, Director of Environment	
<b>Report Author</b>	John Wade, Head of Parking Services and Network Management	
<b>Version</b>	Cabinet	
<b>Dated</b>	28 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
Climate Change	Yes	Yes
Public Health	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>	28 June 2023	

<b>Item No.</b> 10.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Climate Change Strategy Annual Progress Report and Action Plan Update	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor James McAsh, Climate Emergency, Clean Air and Streets	

**FOREWORD - COUNCILLOR JAMES MCASH, CABINET MEMBER FOR CLIMATE EMERGENCY, CLEAN AIR AND STREETS**

We declared a climate emergency in 2019 and committed to doing all we can to make the borough carbon neutral by 2030. As we entered the 2020s, experts were warning that this decade is pivotal and that the world had to take action to stop irreversible damage to our planet and a climate catastrophe. We have made climate change one of our top priorities and embarked on an ambitious programme to cut carbon. At the heart of our strategy is our commitment to being transparent about the scale of the problem, the work we are doing and also the challenge ahead.

This paper contains our annual report. This shows much of the work that has been happening in Southwark over the last year. Our borough emissions and our council emissions have fallen and looking ahead we are continuing to take action and invest in carbon reduction. But, despite the fantastic work we have been doing, it is still not enough and the report also sets out that we are not on track to be carbon neutral by 2030. We again challenge government to do more, and to seriously invest in a carbon free future. While there are examples of good work from government it is too little and lacks the ambition we need to tackle the climate emergency.

Alongside our report back we are increasing the scope of our climate work and publishing a draft resilience and adaptation strategy. We will start consulting later in the summer and intend for this to then form part of our climate strategy, to make the borough more resilient to the effects of climate change, and doing so in a way that reduces greenhouse gas emissions.

Our annual report is one of hope, examples of people coming together, or action in our borough and showing great examples of what can be done. But we know that going forward we need to redouble our efforts and need others, especially government, to step up and do more.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

1. Welcomes the progress that Southwark has made tackling the climate emergency in the last year and the updates to the Climate Action Plan.
2. Notes the draft the Climate Resilience and Adaptation Strategy and asks officers to consult on this, before returning to Cabinet in December 2023 with a final paper to be appended to the Climate Strategy.
3. Notes the proposed external governance structure, which sets out how the council will build relationships with key external partners in the borough on climate change.
4. Welcomes the investment already made to support tackling climate change in the borough, but notes with concern the lack of resources which have been made available by government to reduce carbon.

### **BACKGROUND INFORMATION**

5. The council is committed to being open and transparent about the work it is doing on climate change. Our strategy and action plan are intentionally ambitious and set out the scale of the challenge that we face. As part of our commitment to transparency we committed to publishing an annual report so that our residents, businesses and partners could see what has been achieved and what is still to happen.
6. In July 2022, we published our first annual report. We also updated the action plan to make our actions SMART (Specific, Measurable, Achievable, Relevant, and Time-Bound) to increase transparency and accountability. Since then we have published this action plan online and updated our web pages to make it easier for residents to find out about progress.
7. We have committed to every year making updates to the action plan. As we deliver actions on the plan, we are reporting on this, and making changes with new targets for the year ahead. As well as these annual updates, we will be undertaking a major review of the action plan and strategy in 2025.
8. This climate strategy and action plan is our plan to work towards being carbon neutral. While much of the plan focuses on what the council can directly do, our strategy involved working with residents, partners and others to ensure that everyone with a stake in our borough is part of delivering a more sustainable and greener future. Within the council we have been aligning policies with the climate strategy from the Sustainable Food Strategy and Air Quality Action Plan to the proposed Streets for People Strategy.

9. In addition to the annual report and update to the action plan, this report is also proposing a new section to the strategy which focuses on climate change resilience and adaptation. When being developed, the council focused on carbon reduction but committed to bringing back changes which would consider how we can make the borough more resilient to the effects of climate change, and how we could do it in a way that reduces carbon and our impact on climate change. This paper also contains a draft climate resilience and adaptation strategy, which following consultation, will form a new section of the climate strategy and will lead to new actions in the climate action plan as a sixth strand of our climate change response alongside buildings, transport, energy, a circular economy and biodiversity.

## **KEY ISSUES FOR CONSIDERATION**

10. This report includes our annual progress report (appendix 1) highlighting the progress, opportunities and challenges that have faced the borough in the last 12 months, and looking ahead to what we plan to achieve over the next year.
11. Alongside our progress report, we have updated the Climate Action Plan (appendix 2), capturing both work that has progressed over the last year, and setting new targets for the year ahead. Subject to approval by cabinet, this will be published on the council's website.
12. Finally, we are publishing a new section for the Climate Change Strategy, the draft Climate Resilience and Adaptation Strategy (appendix 3). This builds on the current strategy and sets out how as well as tackling the climate emergency we make the borough more resilient to the effects of climate change. Following consultation, the Climate Resilience and Adaptation Strategy will form part of the climate strategy and will be accompanied by new actions in the climate action plan.

## **Annual Report**

13. Climate Change is already impacting Southwark and the world. Our annual report is an update on the work we are doing and the progress we have made. Earlier in the year, we held a climate day at London South Bank University which brought together many fantastic local organisations who are playing their part in tackling climate change. Residents, businesses and other organisations shared ideas, attended workshops and learnt more about the work that is happening here in Southwark. We were honoured to be joined by His Excellency, the High Commissioner of Fiji who spoke about the impact of climate change on his country and how whole communities are being moved and living today with the real impacts of climate change.
14. The annual report in appendix 1 shows how the work we are doing here in Southwark is having a direct impact on countries like Fiji and this event showed the importance of the borough's work. It celebrates the work we

have been doing and the partners we have worked with to tackle the climate emergency together in Southwark.

15. This report presents highlights of our work, but there is still much more going on across the borough. It focuses on those projects which have had an impact both borough wide and on those directly related to reducing emissions including the council's own emissions from its buildings, vehicles and procurement.
16. The report also looks ahead to the next 12 months and the priorities we have set as a council. It recognises that major challenges remain, particular around funding, resource, expertise and data. The scale of the challenge is greater than ever before, with our net zero target seven years away. The council remain ambitious and focused on this target, and recognises the need to act with increased urgency. However, the report sets out the scale of the challenge, and that at the current rate we will not meet this target. We must again reiterate the need for radical government action and investment if boroughs like Southwark are to reach net zero.
17. The annual report presents the most recently available data to demonstrate the current state of emissions reduction. Data has been processed for the 2021/22 financial year, covering the period from April 2021 to March 2022, for both borough wide emissions and those associated directly with the council. The council is building its data capacity to monitor performance and use data to drive change. This is the first step in the council building its knowledge and expertise on emissions monitoring, and will also result in greater ownership and understanding of emissions reduction opportunities going forward.
18. While our commitment is to work across the whole borough to tackle the climate emergency, we strongly believe that we must lead by example and tackle our own emissions first. This report details emissions from the council's operational estate, including; offices, libraries, youth centres, sport facilities, leisure centres, street lighting and vehicle fleet. This also includes shared facilities on our housing estates, such as lighting, lifts and boiler houses.

### **Climate Action Plan - Update**

19. As detailed in 2021, to ensure clear ownership of actions, set achievable milestones and track the progress on our actions going forward, the council has developed a SMART Climate Action Plan. As part of the annual reporting process, the content of this document is reviewed in detail and updated. The proposed update to the Climate Action Plan is included in appendix 2 of this report.
20. This process focuses on reviewing the actions contained within the Climate Action Plan, understanding if they are fit for purpose and where possible strengthening the council's ambition with improved wording. At the same time, new actions are also identified that contribute towards the council's

work to reduce emissions across the key themes contained within the action plan.

21. The update then focuses on the work achieved to date, agreeing new milestones and key performance indicators to assess performance going forward. The risk to delivery has also been reviewed and how this relates to funding, resource, time or technical expertise.
22. Our approach to tackling climate change is an iterative process. As we learn more, better understand what is working, see good practice elsewhere, we can continue to explore new opportunities and make improvements. There is a particular opportunity, especially with the online dashboard, to use emissions data to better inform our work, by closing the gap between high level data modelling and specific emissions savings attributed to individual projects and services. This will help us develop more detailed emissions pathways and will be a focus of the year ahead.
23. As set out below we are publishing a climate resilience and adaptation strategy to, in due course, form part of our overall climate strategy and response. When this is agreed, we will add new actions to the action plan in relation to resilience and adaptation and will report on these alongside our other actions.
24. The action plan remains very ambitious. We are clear that we need to do all we can to be carbon neutral and as such this is an action plan which we recognise is challenging, and also one that to deliver completely will require Government to raise their ambition and commitment to tackling the climate emergency.

### **Climate Resilience and Adaptation Strategy**

25. Since declaring a climate emergency in 2019, Southwark has developed and is now delivering a climate strategy and action plan with an ambition to be a carbon neutral borough by 2030. Working with our communities, we have already made progress decarbonising buildings, making walking and cycling easier and delivering projects across the borough to reduce carbon and invest in a more sustainable future, many of which are shown in the annual report (appendix 1).
26. While we recognise the need to continue our efforts to reduce carbon and move to a net zero future, we also need to adapt for a warmer world and ensure we are resilient to the changes that are already starting to happen and that we expect to intensify in the coming years. According to the Climate Change Committee, no single sector in England is prepared for the impacts of climate change, with the last ten years being a “lost decade” for government action.
27. The council is therefore strengthening our response to the climate emergency, through the development of a resilience and adaptation strategy, included as appendix 3. It sets out the principles behind why we

need to create a more resilient borough that can overcome the current and future impacts of climate change in a just, equal and fair manner. It is a starting point, and subject to approval the council will be consulting on the draft strategy in August and September 2023.

28. This is a draft paper. If agreed by Cabinet we will start a period of consultation and engagement with stakeholders, residents and business on a series of draft actions to listen and adapt our approach to meet the key needs of those who live and work in the borough. Following consultation an updated strategy and action plan will be brought to Cabinet for approval in December 2023.
29. This strategy focuses on resilience and adaptation as it relates to climate change. We will focus on those actions that we can take that will not only make us more resilient, but also where taking these actions we can have a positive impact on the environment and reducing carbon.
30. This strategy appends Southwark Climate Change Strategy “Tackling the Climate Emergency Together”. The Climate Resilience and Adaptation Strategy sets out a new dimension to our climate work, but does not change our overall approach or the values behind our work. We intend for this to be viewed as an addition to the Climate Change Strategy to give a complete picture of our ambition and plan to tackle the climate emergency together and build a more resilient future for Southwark.

### **External engagement**

31. We can only tackle the climate emergency if we work together in Southwark. External engagement and partnership working is essential to reduce carbon emissions and achieve our ambitions. We initially established various groups as part of this which have had varying degrees of success. We are now proposing making changes to how we engage to ensure that we are working and communicating effectively with core groups in the borough to help guide our wider engagement and action.
32. **Community Stakeholder Panel** – This group will be made up of organisations which represent local people and which are established to represent and advocate for the interests of their group, and/or are involved in issues which are related to climate change and sustainability. This will consist of a mixture of charities, community organisations, campaign groups, trade unions, faith and residents groups. The groups will all be anchored in Southwark and its community and will all have an interest in representing the views of their members in the climate change debate. This group will assist in driving behaviour change as well as being a voice for different parts of the borough’s diverse community.
33. **Delivery Partner Network** - Buildings and transport are the biggest contributors to scope one and two carbon emissions in Southwark. We want to work with organisations that have significant buildings, land holdings,



staff numbers and commercial movement as these can all have a significant impact on climate change. This group will therefore focus on large businesses, major employers and anchor institutions in the borough.

34. **Local Business Network** - Collectively, smaller businesses in the borough have a large impact on carbon emissions. This diverse group of businesses, traders and retailers manage a large property portfolio, generate heavy footfall with both employees and customers, and have a large supply chain to support their business activities. This network will consider how to engage the widest numbers of businesses in a meaningful way.
35. **Experts Panel** – The council established an expert panel in 2021 to ensure that we had access to expertise to inform our work with the latest science and understanding of climate change. The panel met once in March 2021 ahead of the publication of the final climate strategy and proved a valuable resource, we propose to reconvene it to help shape our work going forward.
36. **Climate Schools Network** – This group has already been established and has nine members so far. The council will be looking to expand our offer to schools and support them in their own journey to establish climate action plans and reduce emissions through a range of initiatives. This also remains an action within the CAP and we will continue to work with partners such as Ashden on their Let's Go Zero programme.

### **Policy framework implications**

37. The Climate Resilience and Adaptation Strategy is currently in draft. Subject to approval it will be taken to public consultation and an updated climate strategy and action plan will be brought back to Cabinet in December for adoption.
38. At that point the strategy will be added as an appendix to the borough's main Climate Change Strategy, with a view to combining the two documents in 2025, when the council is committed to a full refresh of our Climate Change Strategy.
39. Actions related to resilience and adaptation will be brought back to Cabinet in December in a SMART format to match those contained within the existing Climate Action Plan. Subject to approval they will then be added to the Climate Action Plan, published online and reported on annually.

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

#### **Community impact statement**

40. The council recognises the need to continue to work with our local community on climate change, ensuring our work is developed in partnership with local residents, businesses and other stakeholders. We are proposing to significantly strengthen the work we are doing with these

groups, as detailed within the report. As present the council's action plan is very much focused on work the council to doing itself and there is significant opportunity for it to reflect work that is ongoing in the borough as a whole. The opportunity to learn and adapt our projects, working in local partnership to maximise their impact, is a priority for the council in the year ahead.

### **Equalities (including socio-economic) impact statement**

41. We recognise through our work that while everyone is affected by climate change, the extent of that impact is not equal. As stated in our 2021 report, climate change has the biggest impact on those who are poorer or have underlying health conditions. Black, Asian and Minority Ethnic residents are disproportionately affected, and social justice must be at the centre of our approach.
42. A full equalities impact assessment will be prepared prior to consultation on the strategy to ensure the council is engaging with the widest possible range of residents, particularly those with the protected characteristics mentioned in paragraph 41. The consultation itself will continue to build on the previous work of the Citizens' Jury in hearing from a full cross section of the borough's residents.
43. The equalities impact assessment will be updated throughout the process as the Climate Resilience and Adaptation strategy moves towards final adoption.

### **Health impact statement**

44. Action towards climate change can promote improvements in health, for example by reducing pollution, mitigating against extreme temperatures, and encouraging active travel.
45. Health benefits will also be a key consideration of the Climate Resilience and Adaptation Strategy, which will include measures to address overheating in the borough and will also have a section focused on minimising pests and diseases that could be experienced through a changing climate.

### **Climate change implications**

46. This report directly addresses how the council is continuing to focus on climate change within its work, ensuring it underpins all we do as a council. The report demonstrates the progress and improvements made over the last year, sets out priorities for the year ahead and looks to strengthen our response to the changing climate that we are already experiencing.

### **Resource implications**

47. The Climate Action Plan sets out where resource is an issue for the council in delivering the stated actions. Actions are reviewed on a quarterly basis,

with a highlight report sent to directors and reviewed by the cabinet member. This identifies gaps in resource, where additional support is needed and potential solutions. The council is in the process of expanding the Climate Change Team to respond to this need and increase the delivery of actions within the Climate Action Plan, with these posts having been agreed separately to this report.

### **Legal implications**

48. There are no direct legal implications arising from this report; however, any necessary legal advice should be sought in relation to individual decisions resulting from the ongoing implementation of the Climate Change Strategy and Action Plan.

### **Financial implications**

49. The council has committed to becoming carbon neutral by 2030 and has invested in excess of £100m in its capital programme. In addition, in February 2021, cabinet approved a capital budget of £25m as part of the council's capital programme to help tackle the Climate Change Emergency.
50. £21m of the £25m has been allocated to strategic projects that meet our carbon reduction ambition as set out in the council's climate action plan. Recent work undertaken includes the installation of the energy saving measures, including heat pumps, at the Burgess Park sports hub and the Peckham Library upgrade. LED Street Lighting, cycle hanger and EV charging programmes have also seen their delivery rapidly increased through this funding, while the council also planted its first Tiny Forest at Peckham Rye. The climate change capital budget is supporting a wide range of programmes across the council.
51. Officers will also be continuing to explore external and central government funding in contributing towards the council's agenda for climate change. As noted in the annual report, there are significant funding pressures that remain within the council, particularly with regards to the Housing Revenue Account. This has a direct impact on the council's opportunity to retrofit our housing stock.
52. Staffing and any other costs connected with this report are contained within existing departmental revenue budgets.
53. The climate change strategy sets estimates that the cost for the borough to be carbon neutral by 2030 is £3.92bn. While the council will continue to use its resources as efficiently as it can, this scale of funding requires government or other private investment.

### **Consultation**

54. Full consultation was carried out prior to the publication of the initial Climate Change Strategy and Action Plan in July 2021. As noted above, the addition

of the new Climate Resilience and Adaptation Strategy will be consulted upon in August and September 2023, the outcome of which will be brought back to Cabinet later in the year, included a full summary of the results.

55. This report sets out how we will improve engagement with five key stakeholder groups. Our annual report is also part of our commitment to transparency so that our residents and others can see the action that is being taken and the progress that is being made.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive - Governance & Assurance**

56. Cabinet is asked to note and approve the recommendations set out on page 1 of this report. These recommendations fall within the powers of cabinet for determination in accordance with Part 3B of the Council's Constitution.
57. The council has a duty, pursuant to section 149 of the Equality Act 2010 in the exercise of its functions to have due regard to the need to:
- (a) eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the act;
  - (b) advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it; and
  - (c) foster good relations between people who share a relevant protected characteristic and people who do not share it.
58. The relevant protected characteristics include race, age; disability; gender reassignment; pregnancy and maternity; religion or belief; sex and sexual orientation.
59. The report recognises at paragraphs 41-42 the disproportionate impact of climate change on those with protected characteristics particularly Black, Asian and Minority Ethnic residents of the borough. Officers have confirmed that a comprehensive equalities impact assessment will be prepared prior to consultation so that the consultation on the Climate Resilience and Adaptation Strategy itself will be fair and reach a diverse range of residents in the borough, in particular those with protected characteristics most affected by climate change (notably race).
60. Council assembly on 14 July 2021 approved a change to the council's constitution to confirm that all decisions made by the council will consider the climate and equality (including socio-economic disadvantage and health inequality) consequences of taking that decision. This has been considered by the very nature of the report itself and specifically in paragraphs 43-45 above.

## Strategic Director, Finance

61. The strategic director of finance notes the recommendations to Cabinet in respect of the reports (Appendices 1, 2 and 3) on the annual progress on the Climate Change Strategy, the Climate Action Plan Update and the draft Climate Resilience and Adaptation Strategy.
62. The strategic director of finance notes the investments made to date to help tackle the Climate Change Emergency and the significant investment (current best estimates of £3.92 billion) required for the borough to be carbon neutral by 2030.
63. The strategic director also notes the cross departmental effort to explore external and central government funding options in contributing towards the council's agenda for climate change. Officers should ensure all applications for all types of new grants and external funding are considered and approved (via the Grant Gateway process) by the Strategic Director of Finance and a Strategic Director.
64. Officers' time and any other costs associated with this recommendation will be contained within existing departmental revenue budgets.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Climate Change Strategy for Southwark. Cabinet July 2021	Online	<a href="mailto:Paula.thornton@southwark.gov.uk">Paula.thornton@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="#">Agenda for Cabinet on Tuesday 13 July 2021, 11.00 am - Southwark Council (item 8)</a>		

## APPENDICES

No.	Title
Appendix 1	Annual Report
Appendix 2	Climate Action Plan Update
Appendix 3	Climate Resilience and Adaptation Strategy

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor James McAsh, Climate Emergency, Clean Air and Streets	
<b>Lead Officer</b>	Chris Page, Climate Change Director	
<b>Report Author</b>	Tom Sharland, Head of Climate Change & Sustainability	
<b>Version</b>	Final	
<b>Dated</b>	27 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive, Governance and Assurance	Y	Y
Strategic Director of Finance	Y	Y
<b>Cabinet Member</b>	Y	Y
<b>Date final report sent to Constitutional Team</b>		27 June 2023

<b>Item No.</b> 11.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Allocation of Strategic CIL Southwark	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Helen Dennis, Homes and Sustainable Development	

**FOREWORD – COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR NEW HOMES AND SUSTAINABLE DEVELOPMENT**

This report recommends the release of £1m of Strategic Community Infrastructure Levy funding to support the delivery of a new home for the Southwark Pensioners Centre at 201-203 Camberwell Road, held within the council’s property portfolio.

I welcome this opportunity to enhance and expand a strategic borough wide facility to support many of our older residents who come from across the whole of Southwark to use the Centre. We greatly value the contribution that these long-standing members of the community have made and continue to make to Southwark. However increasingly a number of them are vulnerable and isolated and need enhanced support which this new site for the Southwark Pensioners’ Centre will help deliver.

The centre is one of Southwark’s anchor institutions which provides a one-stop shop that all residents over 50 across the borough can access. This allocation, alongside the Centre’s own fundraising, will allow the service to expand and develop its service and outreach. We need to move quickly to secure the available property to deliver these services and provide certainty for the future of this important facility.

In these circumstances a one off allocation of Strategic CIL is justified to ensure, we can enhance the borough’s social infrastructure and services to older people. The allocation has been drawn from Strategic CIL generated across our Borough from development and a wider review of Strategic CIL and its allocation will be brought forward shortly.

**RECOMMENDATIONS**

1. That cabinet approves the allocation of £1m of Strategic Community Infrastructure Levy funding to invest in council owned premises at 201-203

Camberwell Road to help support the delivery of a new Southwark Pensioners Centre (“SPC”) facility.

## **BACKGROUND INFORMATION**

2. This report recommends a one off allocation of Strategic Community Infrastructure Levy [CIL]. The funding is to be used to invest in the refurbishment of a council owned asset at 201-203 Camberwell Road. The premises are currently vacant and will be leased to SPC. It should be noted that the funds are not a grant to SPC. The council will directly undertake the works to refurbish the premises. SPC as tenant of the premises will then operate from the site and provide services to our older residents across the borough. The SPC are also fundraising to help support the delivery of this project.
3. The investment by the council in it’s own property asset will provide an opportunity to enhance and expand a borough wide facility to support this growing demographic group which comprises many vulnerable and isolated residents who are highly valued within our communities. Further information in support of the borough wide investment is detailed in paragraphs 11-20.
4. To date the council has opted to use Strategic CIL to support the funding of major transport infrastructure, which is needed to support the targets for new homes and employment in the recently adopted Southwark Plan. The principle investment to date has been a total of £71.5m to provide a new step free tube station at the Elephant & Castle which will integrate the Northern Line with the Bakerloo Line extension. Work on this project is now underway.
5. The council has now received sufficient CIL receipts to meet the costs of its full commitment to the new tube station at Elephant and Castle. Strategic CIL is continuing to be generated from developments across the Borough and a small surplus is now available to support projects. The amounts received are likely to grow significantly over the next few years allowing the council to invest further in transport infrastructure to support growth, including the Bakerloo Line Extension.
6. As detailed elsewhere in the report the SPC is a borough wide facility providing essential social infrastructure to support a priority group of residents with specific needs. SPC is an anchor organisation, which is vital to our work across the borough. In these circumstances, a one off use of funding from Strategic CIL to support a non-transport project is appropriate, as this will help reduce pressure on the council’s capital programme. A further report will be brought to cabinet to agree the priorities for the future use of strategic CIL.
7. In addition to SPC the council continues to support a number of other voluntary & community sector partners who are also tenants occupying council premises. The council



continues to support these activities by investment in from it's capital programmes, for example the Sojourner Truth Centre, Peckham Platform and Elim House.

### **Community Infrastructure Levy**

8. CIL is the sum of funding collected from major development sites across the Borough to pay for the implementation of new infrastructure to support the growth of communities. CIL is split into strategic CIL (70% of receipts) which is spent on Borough-wide infrastructure projects such as the construction of new tube stations. The remainder is made up of neighbourhood CIL (25% of receipts) and administration CIL (5% of receipts).
9. CIL is used to mitigate the impact of new development , and is a key tool to manage growth arising from increased population on a local area. CIL can be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities as set out in section 216(2) of the Planning Act 2008, and regulation 59 Community Infrastructure Levy Regulations 2010 (as amended) ("CIL Regulations"). This definition allows the levy to be used to fund a very broad range of facilities such as play areas, parks and green spaces, cultural and sports facilities, academies and free schools, district heating schemes and police stations and other community safety facilities. This flexibility gives councils the opportunity to choose what infrastructure is needed to deliver their local plan. It should be noted that charging authorities may not use the levy to fund affordable housing.
10. Local authorities must spend the levy on infrastructure needed to support the development of their area. The levy is intended to focus on the provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision unless those deficiencies will be made more severe by new development. CIL is for capital expenditure rather than revenue expenditure and any revenue requirements from delivering capital projects must be met from existing budgets.

### **KEY ISSUES FOR CONSIDERATION**

#### **Southwark Pensioners Centre allocation**

11. A new Strategic CIL allocation of £1m is recommended for approval to provide the SPC with a new facility at 201-203 Camberwell Road. As the SPC is a borough wide facility, open to all residents within the borough over 50 it is considered appropriate for Strategic CIL to contribute to the project. The use of Strategic CIL in this case will help reduce pressure on the council's capital programme.
12. Southwark's population has increased between 2011 and 2021 by 6.7%. As populations continue to age, Southwark has seen an increase of 15.5%

in people aged 65 years and over and the years 50 to 65 also see a rise in the % change of population (*Source: ons.gov.uk*). We need to use this data to plan and deliver better facilities, opportunities and wellbeing for older people within Southwark.

13. The SPC provides a one-stop shop for older people across the borough bringing together various agencies, service delivery, activities and companionship. There is a unique opportunity for SPC to relocate to a larger premises in close proximity to their existing facility which will be better able to meet the community's needs and expand their much needed service. The proximity to the existing premises is a an important advantage of the site as this will help to minimise confusion for clientele in reaching the centre due following the change in location.
14. The SPC provide health, arts, learning, and advice services for 1500 disadvantaged older people annually. Of those, 59% live alone with no support networks; 65% have mental and physical health issues; 47% isolated, not accessing services. Covid-19 has exacerbated issues: deterioration in physical and mental health, inhibiting re-engagement in society alongside a higher demand for support services.
15. SPC users are widely distributed throughout the borough and the facility is an open access centre with all activities and services open to all Southwark residents aged 50 and above. While higher numbers of users reside in local wards closer to the SPC the expansion of services and the new centre aim to increase attendance and actively promote its use across the borough.
16. The current SPC accommodation also creates ongoing operational challenges. They have been running a valuable service from an inadequate, cramped and tired premise for many years. Their current location is in desperate need of investment and restricts the potential of the centre with its layout, size and condition.
17. A decision to release Strategic CIL to fund the project is required now as otherwise this opportunity to provide a new centre will be lost. The property is part of the council's property portfolio. The council premises are currently vacant and it has letting potential. A decision to proceed with the SPC is needed now to ensure the premises are safeguarded for this use and to reduce the period in which no rent will be received. As noted previously the strategic CIL will go towards the fit out of the Council owned premises and is not therefore a grant directly to the SPC.
18. In order to make the council premises at 201-203 Camberwell Road a quality environment to welcome pensioners from across the borough and provide a range of activities, services and socialising opportunities, investment is necessary. The unit will require a full design process including engagement with members, followed by construction and refurbishment to make it fit for purpose.

19. A high-level programme shows that from appointing a full design team the design, engagement and construction process can be expected to take two years. Therefore should a design team be appointed by September 2023 following this report the facility could be opened by September 2025.
20. A high-level feasibility study for the refurbishment of the council premises has been undertaken and notes a cost estimate of over £2m for design team, construction and fit-out. This Cabinet report recommends the sum of £1m is allocated from Strategic CIL to deliver the project and act as seed funding for further investment. Southwark Pensioners have started investigating fundraising opportunities to contribute the remaining funds and are looking to raise over £1m.

### **Policy framework implications**

21. A new SPC and the services provided help to deliver on a number of Southwark Council policies. Including the following:

### **Southwark Plan**

22. SP2 Southwark Together: We will continue to revitalise our places and neighbourhoods to create new opportunities for residents and local businesses, to promote wellbeing and reduce inequalities so that people have better lives in stronger communities.
23. SP5 Thriving neighbourhoods and tackling health inequalities: We will maintain and improve the health and wellbeing of our residents, encouraging healthy lives by tackling the causes of ill health and inequalities. Specifically through the SPC project which will enable people to remain in their homes for longer and ensuring vulnerable residents can lead and enjoy independent lives, achieve their goals and have a great future in Southwark.
24. SP6 Climate Emergency: We will lead the way in providing spaces for people to connect with nature, making people feel safe, creating cleaner streets, increasing recycling, reducing landfill waste, and reducing carbon and greenhouse gas emissions to address the Climate Emergency.

### **Council Delivery Plan**

25. Transforming our borough
  - Deliver thriving and sustainable neighbourhoods
  - Ensuring wherever you live in Southwark your local area is a great place to live, with all the essentials of life close to your home.
26. A Healthy environment
  - Create more and better parks and green spaces

- Reduce carbon emissions from buildings.

27. Investing in communities

- Work with communities in Southwark to make the borough fairer, greener and safer.

28. Supporting families

- Support residents at every stage of their lives
- Enable residents of all ages to stay active and healthy
- Improve access to mental wellbeing support.

**Community impact statement**

29. Communities across the Borough will be able to have positive experiences of growth and regeneration through the benefits received as part of the developments taking place and subsequent CIL income used to improve Strategic infrastructure.

30. As noted in paragraph 10 Southwark's population is ageing and the investment in the SPC is part of the council's response to tackling that demographic change. In the future larger numbers of older people will require support, learning, recreation and social opportunities that will be provided by such organisations and facilities as the SPC. Southwark has made a commitment to be an age-friendly borough and this investment supports this ambition.

**Equalities (including socio-economic) impact statement considerations**

31. Section 149 of The Equality Act 2010 imposes a general equality duty on public authorities (the Public Sector Equality Duty)("PSED") in the exercise of their functions, to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Equality Act 2010
- Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

32. For the purposes of the PSED the following are "protected characteristic" considerations:

- Age
- Marriage and civil partnership
- Disability
- Gender reassignment
- Pregnancy and maternity

- Race
  - Religion or belief
  - Sex
  - Sexual orientation.
33. A new SPC is open to all Southwark residents over 50 and is able to benefit members of the community and there is no potential for discrimination against any one group. The PSED duty and implications for groups with protected characteristics will be considered further as the project is developed and delivered.
34. At this stage, the allocation of CIL funds towards the SPC are not considered to have a disproportionate adverse effect on any person with a protected characteristic.

### **Health impact statement**

35. The positive health impacts from improved community facilities are well documented and the correlation is expressed in the policy documents referenced above. Increases in physical activity, participation in activities or socialising all improve physical and mental health and wellbeing.

### **Climate change implications**

36. Projects included in this report will help meet the council's climate change strategy priorities of Greener Buildings and Thriving Natural Environment.
37. Projects will address the climate emergency by making new and existing buildings as energy efficient as possible; improving our network of open spaces, waterways, trees and biodiverse habitats, improving our natural environment to reduce flood risk and improve air quality.

### **Resource implications**

38. The project will be delivered by Sustainable Growth and be supported by the SPC. The project involves a council asset and relevant council departments will be responsible for working with the community to develop proposals through concept to detailed design and implementation stages.
39. The new SPC is a capital project. On-going maintenance costs arising are expected to be contained within the SPC existing budgets and business plan.
40. The delivery of schemes will be managed through Gateway procedures and inter departmental working arrangements.

## Financial implications

41. The delivery of the new SPC are expected to be funded from the Strategic Community Infrastructure Levy fund held by the council.
42. Detailed work and reconciliation will be carried on an on-going basis to ensure that there are sufficient CIL finance available to fund the project against the latest expenditure projections.
43. Staffing and any other costs connected with this report will be contained within existing revenue budgets.

## Consultation

44. Ward councillors will be informed of the consultation process and opportunities for participation in the design development process of the Southwark Pensioners Centre. Councillors can help increase project awareness and promote resident involvement to ensure the needs of constituents over 50 in their wards are met.
45. The Southwark Pensioners premises will require ongoing engagement to develop designs and ensure that the provision meets the needs of the service and its members. An engagement programme will be developed and coordinated through the design process making sure that members and older people are an integral part of delivering the new premises.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive – Governance and Assurance (AGG 04/23)

46. CIL funds may only be spent by the council on the provision, improvement, replacement, operation or maintenance of infrastructure (defined as to include roads and other transport facilities, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces) to support the development of its area in accordance with section 216(1) of the Planning Act 2008 and [regulation](#) 59 of the CIL Regulations 2010.
47. The Planning Practice Guidance comments that the broad statutory definition of *infrastructure* defined by statute allows local authorities to choose what infrastructure they need to deliver their local plan.
48. Officers consider that the SPC project fall within the definition of infrastructure set out at section 216(1) of the Planning Act 2008.
49. As with every decision that the council takes, it is imperative that the provisions of the Equality Act 2010 are considered. Paragraphs 29 -32 of the report states that the SPC are for the benefit of all members of the community and it was considered that there was no potential for

discrimination against any one group. It is noted that the PSED will continue to be considered as the project is developed.

50. The recommendations as set out in this report fall within the powers of Cabinet in accordance with paragraph 27 Part 3B of the council's constitution.

#### **Strategic Director of Finance (CAP022/078)**

51. The report requests approval of £1m allocation from Strategic CIL for the provision of a new facility for Southwark Pensioners Centre, details outlined at paragraphs 9-18.
52. The strategic director of finance notes the resource implications and financial implications at paragraphs 36-38 and 39-41 respectively, confirms that the council has received the related funds and they are available for the purposes outlined in this report.
53. The proposed allocations represent an increase in council's capital expenditure and will be reflected as budget variation in the next capital budget monitoring report to cabinet.
54. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

#### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
None		

#### **APPENDICES**

<b>No.</b>	<b>Title</b>
None	

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Helen Dennis, New Homes and Sustainable Development	
<b>Lead Officer</b>	Stephen Platts, Director of Planning & Growth	
<b>Report Author</b>	Jillian Houghton, Project Manager	
<b>Version</b>	Final	
<b>Dated</b>	21 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		21 June 2023



<b>Item No.</b> 12.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Interim allocations of local CIL Southwark	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Stephanie Cryan, Communities, Democracy and Finance	

**FOREWORD – COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COMMUNITIES, DEMOCRACY AND FINANCE**

The report recommends the release of further Local CIL funds to ensure that the completion of six CIL allocation round one projects. Completion of these projects will demonstrate the council’s continued commitment to implement schemes put forward by our local residents in round one.

Local CIL provides us with an opportunity to help tackle the inequalities within our communities and to ensure that residents benefit from the development that is taking place across Southwark.

This is the last report on local CIL under the current approach. I will be bringing forward a report to cabinet towards the end of 2023 that will make proposals on aligning the approach to both the council delivery plan commitment on thriving neighbourhoods and the emerging themes of Southwark 2030. Allowing us to focus on tackling inequalities and focusing on the key areas that residents have told us are important to them.

**RECOMMENDATIONS**

1. That cabinet approve the additional funding allocations to complete current Community Infrastructure Levy (“CIL”) projects after initial feasibility, design or phases of works as noted in paragraph 18.

**BACKGROUND INFORMATION**

2. The report recommends the release of further local CIL funds to existing CIL projects will enable the completion of six CIL allocation round one projects. Completion of these projects will demonstrate the council’s commitment to implement schemes put forward by local residents in round one.

3. The council has continued collecting CIL since the 2020/2021 allocation process. Funding to meet the additional allocations identified in this report is now available in each ward as detailed in paragraph 17 below. A future report to cabinet will address the allocation of available Local CIL of £13,703,600 accounting for allocations made through this report. This is the last report on local CIL under the current approach. Officers will be bringing forward a report to cabinet towards the end of 2023 that will make proposals on aligning the approach to the council delivery plan commitment on thriving neighbourhoods.

### **Community Infrastructure Levy**

4. CIL is the sum of funding collected from major development sites across the Borough to pay for the implementation of new infrastructure to support the growth of communities. CIL is split into strategic CIL (70% of receipts) which is spent on Borough-wide infrastructure projects such as the construction of new tube stations. The remainder is made up of neighbourhood CIL (25% of receipts) and administration CIL (5% of receipts).
5. CIL is used to mitigate the impact of new development and an uplift in population on a local area, and is a key tool to manage growth. CIL can be used to fund a wide range of infrastructure, including transport, flood defences, schools, hospitals, and other health and social care facilities as set out in section 216(2) of the Planning Act 2008, and regulation 59 Community Infrastructure Levy Regulations 2010 (as amended) ("CIL Regulations"). This definition allows the levy to be used to fund a very broad range of facilities such as play areas, parks and green spaces, cultural and sports facilities, academies and free schools, district heating schemes and police stations and other community safety facilities. This flexibility gives councils the opportunity to choose what infrastructure is needed to deliver their local plan. It should be noted that charging authorities may not use the levy to fund affordable housing.
6. Local authorities must spend the levy on infrastructure needed to support the development of their area. The levy is intended to focus on the provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision unless those deficiencies will be made more severe by new development. CIL is for capital expenditure rather than revenue expenditure and any revenue requirements from delivering capital projects must be met from existing budgets.

### **Development of the CIL allocation process**

7. The foundations for CIL allocations were based on two cabinet reports, and a set of scrutiny committee recommendations. A report was taken to cabinet on the 11 December 2018 proposing to allocate funds collected by the end of financial year 2017-18 to priority projects put forward by the relevant community council meeting (replaced by ward meetings). The

report also included an agreement on pre allocations of funds to specific projects, some of which have now been successfully delivered as such as the improvements to Surrey Quays Farm.

8. The overview and scrutiny committee (“OSC”) called in the December 2018 cabinet report on 21 January 2019 and recommended that lists of CIL projects are checked with community councils to identify potential discrepancies. OSC also recommended that the requirement that projects eligible for neighbourhood CIL funding should be identified in the council plan or included in the council’s capital programme should be abolished. The committee determined that CIL is intended to mitigate the impact of development at a very local level by addressing locally identified needs and that the neighbourhood portion of CIL should be spent in the ward or locality in which it has been collected, to ensure that the effects of development are mitigated where development has taken place.
9. A second follow up cabinet report on 18 June 2019 set out that local CIL would be allocated by developing local Community Infrastructure Plans (“CIPs”) to ensure that local CIL supports growth and tackles inequalities. The CIPs contained four strategic priorities, three of these from the social regeneration charters and each ward area developed an additional theme to guide key areas of need within the ward(s). The plan would be refreshed every three years and applications will be submitted and matched against the following suggested criteria:
  - Meets one of the proposed themes of the community investment plan
  - Is a one-off scheme that does not require additional revenue funding from the council in its delivery or subsequent operation
  - Relates to a council plan commitment
  - Identifies how any revenue funding will be generated– offering value for money
  - They should address the impact of new development
  - Should explain who will benefit the local community and how it tackles inequalities.

### **Round 1 process for local CIL allocations 2020/2021**

10. In order to maximise community involvement in the allocation process the council launched a consultation exercise across each of the 23 wards to collect as many ideas as possible for consideration by ward councillors. A tool called “Commonplace” with a web page for each ward asked people for ideas where CIL funding could be beneficial. The Commonplace digital engagement platform presented an online map where members of the community inserted a pin, described the infrastructure project they wanted to see delivered, along with a short description, approximate budget, indication of community support, and reference to the themes which the project would benefit. Project proposals needed to meet assessment criteria and address themes in the ward applied to in order to be considered.

11. The commonplace exercise obtained more than 1000 project ideas across the Borough. A team of local CIL officers evaluated proposals with the relevant council departments affected by each of the proposals prior to workshops with local ward councillors to agree a shortlist of priority projects. The shortlists formed the basis of each ward CIP and subsequent CIL funding allocations for councillor's priorities.
12. The recommendations made by ward councillors for CIL allocations totalling £5,335,554 across 63 projects were agreed by Cabinet on 8 December 2020 and 19 January 2021. Of these funded projects 16 projects have completed. A further 39 projects are currently active although it should be noted that of these 7 projects are on hold due to programming or delivery capacity issues. A further 8 projects are deemed unable to proceed and those funds will be reallocated in future allocation rounds.

## **KEY ISSUES FOR CONSIDERATION**

### **Current additional funding requirements**

13. Six current CIL projects have highlighted that additional CIL funds are required in order to complete delivery and are the subject of this report. Projects that were allocated funding to cover design phases or were only partially funded now require further funds to complete delivery. Allocating additional funds to the projects listed below would improve project efficiencies, reduce completion delays and costs, and the potential need for new consultation and design once funding is secured at an unknown future date.
14. In some cases where there has been community involvement to develop feasibility work or designs expectations have been created for a completed project. It is important that the community can trust the council to deliver projects that have been born from their ideas and have gone through a rigorous allocation process.
15. The council has continued collecting CIL since the 2020/2021 allocation process and therefore funding to meet the additional allocations noted below is available in each ward. Figures are provided showing the remaining available CIL for these wards as at April 2023 in the table below.
16. The allocation of such funds through this report is an interim step in the strategy to allocate CIL funds and allows active projects to continue before the next full round of CIL allocations. In each case ward councillors have confirmed that the stated project is still a priority and support the allocation of additional funds to deliver the project.
17. The breakdown of CIL from each ward is shown in the table below calculated in April 2023.

Ward	Unallocated Local CIL £
Borough & Bankside	3,283,224.84
Old Kent Road	2,726,231.61
North Walworth	2,692,447.48
London Bridge & West Bermondsey	2,479,627.64
North Bermondsey	722,597.70
South Bermondsey	721,952.70
Surrey Docks	621,185.26
Chaucer	378,293.40
Rye Lane	274,230.01
Dulwich Village	176,081.90
Rotherhithe	174,241.33
Goose Green	170,180.90
Nunhead & Queen's Road	134,384.79
Champion Hill	146,119.97
Dulwich Hill	98,855.03
Peckham Rye	89,481.93
Camberwell Green	65,588.24
Peckham	50,599.31
Faraday	42,360.41
Dulwich Wood	34,870.02
St Giles	31,727.33
St George's	2,319.00

Ward	Unallocated Local CIL £
Newington	-
<b>Grand Total</b>	<b>15,116,600.80</b>

## 18. Project list requesting additional funding allocations.

Ward/s	Project location and description	Current allocation	Additional allocation required	Project information
Camberwell Green,	Camberwell Green; install Younger Children's play equipment	£10,000	£15,000  £50,588 CIL remaining	Inadequate funds were initially allocated to be able to deliver the project and these additional funds will allow the project to proceed.
Goose Green	East Dulwich Road/East Dulwich Grove; Improve safety through introduction of pedestrian crossing	£20,000	£100,000  £70,180 CIL remaining	Funds initially allocated for feasibility and design work. Further CIL and other match funding required for delivery.
London Bridge and West Bermondsey	Leathermarket Gardens community hub improvements to include the greening of Tyers estate, and re-design of the entrances to Leathermarket Garden.	£415,000	£50,000  £2,429,627 CIL remaining	Stage 2 design phase costing projections including extensive survey work due to the made ground conditions of the old tannery sites require additional funding
North Bermondsey	Moreton Terrace Gate for Southwark Park; Additional zebra crossing to improve pedestrian	£51,000	£40,000  £682,597 CIL remaining	Funds initially allocated for feasibility and design work. Further CIL funding required for delivery.

Ward/s	Project location and description	Current allocation	Additional allocation required	Project information
	safety			
Old Kent Road	Leyton Square; New Community Space	£139,000	£608,000 £2,118,231 CIL remaining	Funds allocated for feasibility and design work. Further CIL funding required for delivery.
South Bermondsey	Alexis Street playground & park improvements	£325,000	£250,000 £471,952 CIL remaining	Project in early stages but projection shows a need for further funding allocation.
Surrey Docks	Lavender Pond Nature Reserve; Site wide design and delivery of improvements	£105,000	£350,000 £271,952 CIL remaining	Funds allocated only covered works to the replace revetments. A number of issues still need addressing and further CIL funding required to deliver full project.
<b>Total additional funding</b>			<b>£1,413,000</b>	

### Round 2 local CIL allocations

19. The strategy for future rounds of CIL allocations is currently in discussion and a delivery programme has not yet been determined. Any future CIL strategy will consider the allocation criteria, community engagement, process for developing projects and decision-making processes. This process will be subject to future cabinet reports.

### Policy framework implications

20. A range of projects are the subject of this report which help to deliver on a number of Southwark Council policies. Including the following:

#### Southwark Plan

21. SP2 Southwark Together: We will continue to revitalise our places and neighbourhoods to create new

opportunities for residents and local businesses, to promote wellbeing and reduce inequalities so that people have better lives in stronger communities.

22. SP5 Thriving neighbourhoods and tackling health inequalities: We will maintain and improve the health and wellbeing of our residents, encouraging healthy lives by tackling the causes of ill health and inequalities. Specifically through the SPC project which will enable people to remain in their homes for longer and ensuring vulnerable residents can lead and enjoy independent lives, achieve their goals and have a great future in Southwark.
23. SP6 Climate Emergency: We will lead the way in providing spaces for people to connect with nature, making people feel safe, creating cleaner streets, increasing recycling, reducing landfill waste, and reducing carbon and greenhouse gas emissions to address the Climate Emergency.

### **Council Delivery Plan**

24. Transforming our borough
  - Deliver thriving and sustainable neighbourhoods
  - Ensuring wherever you live in Southwark your local area is a great place to live, with all the essentials of life close to your home.
25. A Healthy environment
  - Create more and better parks and green spaces
  - Reduce carbon emissions from buildings.
26. Investing in communities
  - Work with communities in Southwark to make the borough fairer, greener and safer.
27. Supporting families
  - Support residents at every stage of their lives
  - Enable residents of all ages to stay active and healthy
  - Improve access to mental wellbeing support.

### **Community impact statement**

28. Each project recommended for additional funding provides benefits for the community through their implementation and completion. They have been initiated by the community through the CIL project selection process and subsequently developed to address the issues local people have identified.



29. Communities across the Borough will be able to have positive experiences of growth and regeneration through the benefits received as part of the developments taking place and subsequent CIL income used to improve local infrastructure.

**Equalities (including socio-economic) impact statement considerations**

30. Section 149 of the Equality Act 2010 imposes a general equality duty on public authorities (the Public Sector Equality Duty) (“PSED”) in the exercise of their functions, to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Equality Act 2010
  - Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it
  - Foster good relations between people who share a relevant protected characteristic and people who do not share it.
31. For the purposes of the PSED the following are “protected characteristic” considerations:
- Age
  - Marriage and civil partnership
  - Disability
  - Gender reassignment
  - Pregnancy and maternity
  - Race
  - Religion or belief
  - Sex
  - Sexual orientation.
32. As part of the Commonplace consultation exercise, information was received as to the ethnicity, gender and age group of each applicant. An assessment was undertaken to ensure that those projects identified for funding now or in the future are able to benefit all members of the community and there is no potential for discrimination against any one group. The PSED duty and implications for groups with protected characteristics has been considered further as each project is developed and delivered.
33. At this stage, the allocation of CIL funds towards the projects identified in this report are not considered to have a disproportionate adverse effect on any person with a protected characteristic.

**Health impact statement**

34. The positive health impacts from improved green space, new play equipment and community facilities are well documented and the

correlation is expressed in the policy documents referenced above. Increases in physical activity, time spent in nature, participation in activities or socialising all improve physical and mental health and wellbeing.

### **Climate change implications**

35. Projects included in this report will help meet the council's climate change strategy priorities of Greener Buildings and Thriving Natural Environment.
36. Projects will address the climate emergency by making new and existing buildings as energy efficient as possible; improving our network of open spaces, waterways, trees and biodiverse habitats, improving our natural environment to reduce flood risk and improve air quality.

### **Resource implications**

37. There will be various routes to delivering projects depending on the nature of the proposals. Most projects involve council assets (parks, highways, public realm, and community buildings) and relevant council departments will be responsible for working with the community to develop proposals through concept to detailed design and implementation stages.
38. Project priorities identified in CIP's are capital projects. On-going maintenance costs arising from these projects are expected to be contained within existing budgets.
39. The delivery of schemes will be undertaken by a number of council departments (for example teams within sustainable growth, environment and leisure, and housing) and this may have revenue implications for those service areas at a time when they are experiencing revenue constraints. It will therefore be necessary to manage competing project demands and agree which teams are best placed to undertake projects within established revenue budgets. This will be managed through Gateway procedures and inter departmental working arrangements.

### **Financial implications**

40. The projects from the Community Investment Plan listed in table above are expected to be funded from the Community Infrastructure Levy fund held by the council.
41. Detailed work and reconciliation will be carried on an on-going basis to ensure that there are sufficient CIL finance available to fund the projects against the latest expenditure projections.
42. Staffing and any other costs connected with this report will be contained within existing revenue budgets.

## Consultation

43. As outlined in paragraph 10 and 11 the community was involved in the initial capturing of project ideas that formed the CIP's and subsequently projects that received CIL allocations. Individual projects have engaged with the community through their design and development phases as necessary. Such engagement on a project by project basis will continue as projects are delivered.
44. Ward councillors have supported the additional funding allocations to existing projects in their wards.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive – Governance and Assurance (AGG 04/23)

45. Cabinet is asked to approve the allocation of CIL funds to the six projects listed at paragraph 18.
46. CIL funds may only be spent by the council on the provision, improvement, replacement, operation or maintenance of infrastructure (defined as to include roads and other transport facilities, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces) to support the development of its area in accordance with section 216(1) of the Planning Act 2008 and [regulation 59](#) of the CIL Regulations 2010.
47. The Planning Practice Guidance comments that the broad statutory definition of *infrastructure* defined by statute allows local authorities to choose what infrastructure they need to deliver their local plan.
48. Officers consider that the projects listed at paragraph 18 fall within the definition of infrastructure set out at section 216(1) of the Planning Act 2008.
49. As with every decision that the council takes, it is imperative that the provisions of the Equality Act 2010 are considered. Paragraphs 30 - 33 of the report states that the projects identified at paragraph 18 are for the benefit of all members of the community and it was considered that there was no potential for discrimination against any one group. It is noted that the PSED will continue to be considered as the project is developed.
50. The recommendations as set out in this report fall within the powers of Cabinet in accordance with paragraph 27 Part 3B of the council's constitution.

### Strategic Director of Finance (CAP022/078)

51. This report requests the cabinet to approve additional CIL funding of £1,373,000 for six existing CIL funded projects as set out in the table at paragraph 31.
52. The strategic director of finance notes the resource implications and financial implications at paragraphs 37-39 and 40-42 respectively, confirms that the council has received the related funds and they are available for the purposes outlined in this report.
53. The proposed allocations represent an increase in council's capital expenditure and will be reflected as budget variation in the next capital budget monitoring report to cabinet.
54. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet report 8 December 2020 Community Investment Plans – Allocation of local CIL Southwark	Council website  <b>Link: (please copy and paste into browser):</b>  <a href="https://moderngov.southwark.gov.uk/documents/s92367/Report%20and%20appendices%20Community%20Infrastructure%20Plans.pdf">https://moderngov.southwark.gov.uk/documents/s92367/Report%20and%20appendices%20Community%20Infrastructure%20Plans.pdf</a>	Jillian Houghton 020 7525 5414
Cabinet report 18 January 2021 Community Investment Plans – Allocation of local CIL Southwark - Phase 2	<b>Link: (please copy and paste into browser):</b>  <a href="https://moderngov.southwark.gov.uk/documents/s92946/Report%20Allocation%20of%20local%20CIL%20Southwark%20-%20Phase%202.pdf">https://moderngov.southwark.gov.uk/documents/s92946/Report%20Allocation%20of%20local%20CIL%20Southwark%20-%20Phase%202.pdf</a>	

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Stephanie Cryan, Communities, Democracy and Finance		
<b>Lead Officer</b>	Stephen Platts, Director of Planning & Growth		
<b>Report Author</b>	Jillian Houghton, Project Manager		
<b>Version</b>	Final		
<b>Dated</b>	27 June 2023		
<b>Key Decision?</b>	Yes		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>	
Assistant Chief Executive – Governance and Assurance	Yes	Yes	
Strategic Director of Finance	Yes	Yes	
<b>Cabinet Member</b>	Yes	Yes	
<b>Date final report sent to Constitutional Team</b>	27 June 2023		

<b>Item No.</b> 13.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Policy and Resources Strategy: Financial Remit 2024-25 to 2026-27	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Stephanie Cryan, Communities, Democracy and Finance	

## **FOREWORD - COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COMMUNITIES, DEMOCRACY AND FINANCE**

This report begins the council's three year budget planning process and notes the ongoing pressures on local government finances. The budget process will culminate in setting the budget and council tax in February 2024. The council has a statutory duty to set a balanced budget each year and despite the impacts of a decade of reductions in funding due to austerity, and since then the impact of the pandemic and the cost of living crisis, we meet that duty.

In this report we also consider the emerging pressures on the budget. These include the cost of living crisis and the climate emergency including the capital budget to meet carbon neutral by 2030 met through council borrowing, which will impact on future revenue budgets.

Other pressures include the capital programme, interest rate rises which will affect borrowing charges and rising inflation will add cost to the programme. We also have wider pressures through inflation and the current position assumes a 5.5% inflation on contractual costs. We will continue to keep an eye on the impact of inflation as we go through the budget process.

We are currently estimating the budget gap to be £24m in 2024-25, assuming council tax increases of 2.99% and ASC precept of 2%. However we will not know the full scale of the gap until we receive our provisional funding settlement in December.

The report considers the most likely financial position to be faced by the council in 2024-5, 2025-26 and 2026-27. The report sets out an approach for the budget process, to identify savings options that fit within the overall policy and financial framework, aligning resources to the council's key priorities and with regard to the emerging pressures. We will also be looking at options to generate income between now and 2026-27.

At this stage there are a great many assumptions and uncertainties, and the financial and economic conditions are continually changing. We continue to face demands and pressures on our services, from the cost of living crisis and additional support for the most vulnerable, social care and homelessness. As always we will be calling for greater certainty for local government as part of the financial settlement to allow us to have a longer term view on where we need to focus our resources.

Despite these challenges we remain committed to delivering services for our residents and ensuring we support the most vulnerable in line with our emerging Council Delivery Plan and Southwark 2030.

## **RECOMMENDATIONS**

That cabinet note:

1. The three year Medium Term Financial Strategy (MTFS) with an estimated General Fund budget gap of £24m in 2024-25 rising to £50m, cumulatively, by 2026-27 based on the assumptions set out in paragraphs 30-43;
2. The Strategic Director of Finance, with the support of other Strategic Directors, will seek to prepare indicative savings options and growth proposals for a three year period from 2024-25 to 2026-27;
3. That Cabinet will receive further reports in the autumn as more information regarding funding is made available.

## **BACKGROUND AND PURPOSE**

4. Each year, the council updates the policy and resources strategy covering a period that normally reflects the duration of the government's financial settlement. As part of this strategy and in line with requirements of the local government finance act, budgets are approved by Council Assembly for the next financial year as part of Council Tax setting. Where the settlement provides provisional funding commitments for more than one year, budgets may be agreed indicatively for a longer period.
5. For many years this process has formed the pivotal component of the council's financial planning process. This strategy, and the formal approval by Council Assembly, sits at the heart of the council's commitment to financial planning and efficiency. Most importantly, the strategy is bound to the policies of the council and not least by the commitments in the Southwark Plan.
6. The council has been operating within a very difficult macro-economic climate for over 13 years, seeing significant funding reductions due to the impact of austerity, whilst simultaneously being required to take on additional burdens and having to cope with higher demand for services and support. This period was followed by the Covid-19 pandemic and currently, by the cost of living crisis, both have created further demand and cost pressures. Over this extensive period, the council has maintained essential services, adapted to new ways of working and balanced the budget as well as adhering to the principles of financial sustainability. And through good financial management has kept the council tax as low as possible – the eighth lowest in London and ninth lowest across the country.
7. This report notes the current position and provides an initial forecast of the most likely funding gap for each year 2024-25. The intention, for the first time, is to present an early view of the following two years, 2025-26 and 2026-27. This will

enable a three year Medium Term Financial Strategy (MTFS) to be initiated. Alongside this three year MTFS, will be a forward view of the council's procurement plans across the organisation. These will be incorporated into the budget challenge process that assesses the council's proposed commitments and savings over the next three years. In instigating three year financial plans, it needs to be noted that confidence in these forecasts is naturally greater in the earlier periods (discussed in paragraphs 8-10).

## **KEY ISSUES FOR CONSIDERATION**

### **Local government funding**

8. The main strategic funding decisions of central government, as they relate to local government, are normally made at each Spending Review with detailed allocations at the subsequent annual local government finance settlements. For 2023-24, the government set out its intentions for local government finance in a policy statement, ahead of the local government settlement. The statement recognised that councils needed greater certainty to plan budgets in the future, so set out the intention of a two year settlement ( 2023-24 and 2024-25) allowing for more stability and longer term planning. However, at the provisional settlement, the proposed funding allocations were for 2023-24 and a set of principles, for funding in 2024-25.
9. These broad indicators for 2024-25 did not translate into individual local authority allocations. In the Spring 2023 budget, the Chancellor, set out a plan for stabilising the UK economy and reducing inflation. The Chancellor's plans spanned two separate budget planning periods. The first for 2023-24 to 2024-25 before the general election, which retained the targets set out in the 2021 Spending Review. The second planning period, 3 years from 2025-2028, where average government spending is planned to rise by 1% p.a.
10. For local government, this suggests a potential cash reduction over the second 3 year period 2025-28, as other government departments have already secured rises above the announced 1%. Funding plans are highly speculative at this stage, exacerbated by an expected general election in autumn 2024, which may change the overall direction for public spending and priorities.

### **Inflation and interest rate rises**

11. Inflation (including pay inflation) remains a key risk in the council's budget setting process. The ONS reported that CPI inflation, fell to 8.7% in April 2023, down from 10.1% in March 2023, which remains higher than expected and higher than the government's 2% target. Although the 2023-24 settlement increased the revenue support grant element of government funding by inflation, other government grants were mainly reduced in real terms and the increased funding directed towards ring fenced grants. In addition, there was no additional funding to compensate for higher than expected inflation in 2022-23. Over the next 3 years, central government funding again, may well fall short of adjusting for the full impact of inflation.
12. As inflation remains well above the government's target, the Bank of England have raised the central rate by 0.5% to 5%, with the prospect of borrowing costs reaching



5.5% or higher before the end of 2024. This will increase the council's cost of borrowing and impact adversely on the general fund budget.

## **Local spending pressures**

### *Cost of Living*

13. Taxes have continued to rise to their highest ever level. Households will continue to feel pain in the longer term, as even if inflation comes down, prices will remain high. Food prices increased by 19% to April 2023, and 25% for several basic essential foods. Earnings are rising but still lag behind inflation and the freezing of tax and national insurance thresholds will add further pain. This will create further hardship for those most vulnerable. In 2022-23, demand for emergency support from Southwark residents doubled by the end of the year with over 1,900 households were provided with emergency payments. Families who are struggling to pay bills may also struggle to pay council tax which will have an impact on the council's debt position.
14. The council has pledged to continue to tackle the cost of living crisis for residents though a number of programmes in 2023-24, using both government grants and council resources. These initiatives include:
  - Further resources added to the Southwark Cost of Living Fund (SCOLF) for 2023-24
  - Support for fuel costs in response to the government scaling down universal support
  - Continuing access to the Southwark Energy Savers Service
  - Free school meals during the holidays for those primary age children receiving free school meals
  - Re-launch of the community pathway programme to ensure resources are targeted to those most in need
  - Expansion of the support given through the council's emergency schemes to include those on low incomes who are not entitled to benefits as well as those that are eligible
  - Continue the council's free healthy school meals provision
  - Continuing to invest in the local voluntary sector.
15. In 2023-24, the council committed £11m (£5.7m from the government's Household Support Fund) to set up new support packages and continue supporting the most vulnerable residents in the crisis. There is currently no indication of whether the government funding will be extended beyond March 2024. Medium term planning to support residents is made more difficult if government funding is not announced soon for 2024-25.

### *Climate emergency*

16. The council has published a Climate Emergency Strategy and Action Plan setting out how the council will become carbon neutral by 2030 and work to ensure the borough is also carbon neutral by 2030. The action plan is very ambitious and recognises that the resources are not in place to deliver it. It is estimated that the

cost of the borough being carbon neutral is £3.9bn which would require central government to increase funding available to meet this challenge.

#### *Funding the Capital programme*

17. The council has sustained a significant capital programme for the development and improvement of assets and infrastructure across the borough. Wherever possible, this is funded through capital receipts and grant provision but all costs over and above these funding streams are resourced through borrowing.
18. Last year, officers highlighted the impact of rising interest rates, which had been at historic lows for a prolonged period. Rising costs of borrowing will impact on the medium term financial plan. The ten year PWLB maturity rate is currently 5.25%, compared with 1.64% in June 2021, therefore the cost of borrowing for the capital programme is approximately 2.2 times greater. This will inevitably impact on the affordability and the profiling of the council's capital programme.
19. Over and above this, the capital programme continues to experience levels of inflation that well exceed RPI and CPI particularly where work relates to buildings and construction. These costs again will convert into higher debt charges to the general fund moving forwards.

#### *Dedicated Schools Grant (DSG)*

20. Demand pressures on the Dedicated Schools Grant (DSG) budget created an adverse variance on the DSG outturn in 2022-23, with the 'High Needs Block' remaining a high risk area in the medium term. In order to manage the accumulated DSG deficit the service entered the Department of Education's (DfE) Safety Valve programme. This was established by government in recognition of their historic underfunding of need. Key to this programme is the agreement to ensure an in year balanced position within the timeframes agreed. In exchange of this achievement the DfE will provide additional funding to eliminate the accumulated deficit.
21. The first instalment (£9.2m) from the DfE was received in 2022-23, leaving an accumulated deficit of £14.5m as at 31 March 2023. The council is working hard to bring the service to a sustainable footing but achievement of this will continue to be affected by demand pressures. The service in conjunction with the High Needs subgroup of the School's Forum, HR, Finance and Commissioning have developed detailed action plans which underpin recovery.

#### *Housing Revenue Account (HRA)*

22. The Housing Revenue Account (HRA) has been impacted substantially by inflation, and the volume and cost of repairs, as well as an extended period of rent reductions and now a cap. In 2022-23 the use of £6.7m of reserves was necessary to balance the outturn position.

23. Over the medium and long term, there are a number of other significant underlying budget pressures in the HRA. New commitments have arisen from the management and maintenance of housing stock and new requirements arising from the Building Safety and Fire Safety Acts which will serve to exacerbate the pressure on both revenue and capital resources. The council needs to borrow to fund the Housing Investment Programme, which is set to increase significantly, at the same time as meeting investment in current stock, building and fire safety works, investment in heat networks together with the council's commitments to carbon reduction.
24. The continued growth in the council's debt, to finance the new homes programme has increased the revenue financing requirement by an extra £3.1m. These costs will continue to accelerate rapidly over the short-term and with interest rates over 3% higher than two years ago. The servicing of the council's housing debt, will consume a much greater share of HRA resources to the detriment of other service priorities.

#### *Other service pressures*

25. Temporary accommodation is likely to continue to add pressure to the general fund budget driven by the cost of living crisis and the local housing allowance (LHA) not covering rent costs across the borough. The net spend on temporary accommodation in Southwark is £17m.
26. London Council's<sup>1</sup> research found that only 6% of properties were affordable on LHA in South East London.

#### **UPDATED FINANCIAL REMIT 2024-25 to 2026-27**

27. This report sets out an initial three year financial outlook for 2024-5 to 2026-27. Each year, the budget remit report to July cabinet starts the budget challenge process, which culminates in the setting of the council budget in the following February. It provides a framework for budget discussions, through a medium term financial strategy (MTFS), giving an early view of the likely gap in council funding for the following year. The budget challenge process this year will focus on identifying savings over the three year period, together with identifying council-wide transformation programmes to reconfigure services and the corporate centre to support the council delivery plan priorities. Consultation with residents on how to achieve these priorities and more, is taking place via the Southwark 2030 project, with a report due in autumn 2023. The themes identified and actions required to achieve this will be incorporated into the budget process and MTFS.
28. This financial remit report is being compiled in a period of ongoing financial uncertainty. The report considers the most likely financial position to be faced by the council in 2024-25 based on the policy statements accompanying the local authority finance settlement in December 2022. For the following 2 years, assumptions are necessarily based on a prudent, best-estimate basis which will be refined over the 2023-24 financial year.

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<sup>1</sup> London PRS affordability briefing

29. The policy statement and the 2023-24 local government finance settlement set out broad assumptions for the 2023-24 and 2024-25 planning period. Thereafter the departmental plans are assumed to show no growth as a prudent view on likely outcomes. At this stage the 'most-likely' budget scenario is based on the following assumptions detailed in paragraphs (30-43). The updated MTFS can be found at Appendix 1, a summary of this is shown below at Table 1.

<b>Table 1 MTFS 2024-25 to 2026-27</b>					
		<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>
		<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Resources	Un-Ringfenced Government Grants	(82.38)	(83.55)	(80.00)	(81.18)
	Ringfenced Government Grants	(78.68)	(82.62)	(83.65)	(84.71)
	<b>TOTAL GOVERNMENT FUNDING</b>	<b>(161.05)</b>	<b>(166.16)</b>	<b>(163.65)</b>	<b>(165.88)</b>
	Council Tax	(137.71)	(147.19)	(157.64)	(168.83)
	Business Rate Growth	(136.06)	(131.07)	(131.07)	(131.07)
	<b>COUNCIL TAX AND RETAINED BUSINESS RATES</b>	<b>(273.77)</b>	<b>(278.25)</b>	<b>(288.71)</b>	<b>(299.90)</b>
	Contribution from earmarked reserves	(2.50)	(2.50)	(2.50)	-
	<b>TOTAL RESOURCES</b>	<b>(437.32)</b>	<b>(446.92)</b>	<b>(452.36)</b>	<b>(465.78)</b>
	Prior Year Budget	<b>391.15</b>	<b>437.32</b>	<b>445.47</b>	<b>451.78</b>
Growth & Savings	Inflation	33.81	22.30	18.49	14.42
	Commitments & Contingency:	28.77	10.85	7.88	5.27
	Savings	<b>(16.41)</b>	-	-	-
	<i>Prior year savings not yet identified</i>			23.56	41.99
	<b>TOTAL SHORTFALL (cumulative)</b>	<b>-</b>	<b>23.56</b>	<b>41.99</b>	<b>50.76</b>

### *Un-ring-fenced government grants*

30. Revenue Support Grant (RSG) to be increased by 5.5% in 2024-5 as stated in the policy statement, and thereafter at 2%. The New Homes Bonus scheme will cease 31 March 2024, and it is assumed only legacy payments will be paid. The Services Grant is due to be discontinued after 2024-25 and monies recycled through the system. (This is shown separately in Appendix 1, but may be included within the RSG).

### *Ring-fenced government grants*

31. The major social care grant funding streams, i.e. Improved Better Care Fund and Social Care Grants have been uplifted in line with baseline funding assumptions above. Central government assumptions at the Spending Review were that social care grants would increase significantly to accommodate the adult social care reforms and departmental spending limits show significant increases of funding to local authorities. However, as the reform has been delayed until October 2025, the

assumption remains that these will be uplifted in line with baseline funding, until such time as the reforms are implemented. Any change to this, will be incorporated into the MTFS as required.

32. The government have given estimates of the Public Health Grant for 2024-25. In the following two years the assumption is that this remains cash flat.
33. The Extended Producer Responsibility (EPR) scheme is designed to make producers responsible for the costs of managing packaging waste. This is to be phased in from 2024 with payments for household packaging waste and packaging in street bins managed by councils with a Scheme Administrator (SA) appointed to oversee the system. The SA will calculate costs and consider local authorities' performance and distribute payments to local authorities for the full net disposal costs of providing 'efficient and effective' systems for managing household packaging waste. There is no reliable assessment yet of the financial impact on local authorities, or how the Scheme will operate in practice, so the MTFS has assumed a net nil position until more details become available.

#### *Revenue Funding from Local Taxation*

34. Local government finance is increasingly dependent on locally generated resources, principally council tax and business rates but also income from fees and charges and income from investment property. Whilst this provides opportunities, it also exposes councils to significant risk in terms of delivering growth and managing volatility year-to-year. These major revenue income streams may come under collection pressures as the cost of living crisis progresses.
35. Council tax income for 2024-25 is budgeted at £147m. This assumes a tax increase of 2.99%, and a social care precept increase of 2%. Growth in the council tax base is estimated at 2%. These same rate rises have been applied to 2025-26 and 2026-27.
36. Since 2016-17 councils responsible for social care have been given the power to raise a social care precept. The maximum amount has varied across this period and on occasion limits were applied across multiple years allowing flexibility of timing. The table below shows the precept applied in each year. By 2023-24, the adult social care budget will be enhanced by £17m per annum.

<b>Year</b>	<b>Precept</b>
2016-17	<b>2%</b>
2017-18	<b>3%</b>
2018-19	<b>3%</b>
2019-20	<b>0%</b>
2020-21	<b>2%</b>
2021-22	<b>3%</b>
2022-23	<b>1%</b>
2023-24	<b>2%</b>

37. In reviewing these estimates over the current and future years, these assumptions will be updated for:

- Changes in take-up of working age Council Tax Support. A deterioration in the economy and an increase in the unemployment rate would impact negatively on council tax income.
- Collection rates. Also sensitive to changes in the economy. Risks are mitigated through an effective and efficient revenues team.

These factors will need careful scrutiny and review over the coming months.

38. In addition to the baseline business rate assumptions, authorities are able to retain a share of any growth in business rates income above the government set target. Given the current economic climate we have assumed that this remains cash flat over the three years of the MTFS.

39. Current projections of surpluses or deficits on the collection of council tax and business rates range from a surplus of £2.8m to a deficit of £2.2m. So the current assumption is a balanced position. Any change in the current year (2023-24) outturn forecast on the collection fund will impact on the 2024-25 position.

#### *Inflation, Pay, Commitments and Debt Costs*

40. The MTFS has assumed a 4.5% pay award in 2024-25, 4% in 2025-26 and 3% in 2026-2027.

41. Inflation will be the key risk to the council's budget setting process. Contractual inflation is assumed at 5.5% in 2024-25, 4% in 2025-26 and 3% in 2026-27.

42. The current position on the MTFS includes the associated cost increases arising from the estimated increases in the ring fenced grants. It also recognises those already known commitments, such as the increases in IT licensing fees and the council's liability for funding the London-wide freedom pass.

43. Debt financing has been assumed to be £2.0m based on 4.5% overall rate in 2024-25, decreasing to £1.5m in 2025-26 and £1.0m in 2026-27; assuming that interest rate and borrowing costs will reduce over the longer term.

#### *Fees and charges*

44. The council will seek to generate additional income by reviewing discretionary fees and charges and opportunities to increase other commercial income. In accordance with the council's agreed policy, fees and charges are reviewed annually to increase them to a level that is at least equal to the most appropriate London average, except where this either conflicts with council policy, or would lead to adverse revenue implications or would impact adversely on vulnerable clients. Updated fees and charges will be presented for Cabinet approval in January 2024.

### *Local Government reform*

45. Promised reforms to local government funding have been delayed and are unlikely to be implemented before the general election. No assumptions have been made for 2025-26 and 2026-27. The council is likely to lose significantly as a consequence of the Business Rate Baseline Reset so reserves have been set aside to mitigate any impact. These assumptions will be continually reviewed and updated as more information becomes available. Furthermore, the government is developing plans to introduce a new body, The Office for Local Government (OFLOG) to assess local government performance. The implications of this are not yet clear, but subsequent reports to cabinet will provide further information as and when it becomes available.

### **Risks to delivery**

46. The MTFS covers a wide range of services over a three year period. It is natural therefore that circumstances and policies can change and develop over time. The particular financial risks and pressures facing the council have been detailed in paragraphs 8-26 above.
47. The council's current and future financial position is subject to a number of risk management processes, and the financial risks affecting the council are captured in the council's risk register. High level risks have been assessed in February 2023 as including:
- Acute socio-economic factors - inflation and pay costs, interest rates
  - Cost of Living
  - Medium term financial planning and robustness of budgets
  - Schools and Education
  - Cyber security, IT, Data Information management;
  - Capital Programme and Major Projects;
  - Climate emergency.
48. All risks are subject to regular review. In addition, financial management and monitoring continues to be undertaken on a risk-based approach, with focus on those budgets which are subject to fluctuating demand.
49. It is recognised that the Fairer Future medium term financial strategy carries a number of significant risks. Delivery of the annual programme of efficiencies, savings and income targets will be difficult, but failure to implement these will inevitably require the council to consider even more difficult decisions.

### **Reserves**

50. As at 31 March 2023 the council had unallocated general fund reserves of £22.4m, net earmarked reserves of £209m. The net earmarked reserves are maintained to fund:
- Future financial risks, for example, the planned reform to business rates;
  - Council priorities and service improvements

- exceptional items or pressures which are difficult to predict and which are not included in revenue budgets or within the capital programme.
51. General Fund balances may be available in the short term to support the costs of exceptional circumstances, but the use of these reserves will compromise financial resilience and will need to be maintained at existing levels over the MTFS period.
  52. The council retains a level of earmarked reserves and these are reported each year within the annual statement of accounts. Reserves play a crucial role in good public financial management. They exist so that the council can invest in service transformation for the future or else allow them to respond to unexpected events or emerging needs, or future risks. For 2024-25 and 2025-26, £2.5m has been earmarked to support the budget due to high levels of economic uncertainty. Excluding capital and technical sums such as insurance, usable revenue reserves amount to only a fraction of the council's turnover.
  53. The legal requirement that a revenue budget deficit is not permissible when it cannot be covered by revenue reserves applies to any future financial year and not the just the current year. Reserves are one-off resources, they can only be spent once, while service demands will continue year on year.
  54. The level of balances remains subject to the scrutiny of the section 151 officer who must ensure that any one off contributions to the budget are appropriate and affordable.



## Next Steps

55. The main governance steps to establishing the 2024-25 general fund revenue budget are outlined in the table below:

Date	Meeting	Purpose
July	Cabinet - Budget Remit Report	High-level scene setting, for MTFS
Summer	Strategic consideration of challenges and opportunities - Strategic Directors/Cabinet Members Cross-cutting themes	
September	Cabinet - Updated Financial Strategy	Update the financial remit and confirm the size of the budget challenges facing the council in the period to 2024-25 to 2026-27
Sept/Oct	Budget Challenge Round 1	
October	Cabinet – Capital Governance Review. Proposals to be implemented from April 2024	
November	Cabinet - Updated P&R Strategy	To provide an update (if necessary) to include details of any government funding announcements/Spending Review
	Budget Challenge Round 2	
December	Cabinet - Updated P&R Strategy	To provide options for meeting the budget challenges over the next three financial years
	Cabinet - Council Tax Base	To confirm the council tax base that will apply for 2024-25
January	Cabinet - Updated P&R Strategy	To select proposed solutions for meeting the budget challenge
January	Overview & Scrutiny	Comment on and make recommendations in respect of the cabinet's proposed 2024-25 budget and indicative budgets for future years
February	Cabinet - P&R Strategy	Recommend to Council Assembly balanced budget for 2024-25
	Council Assembly	Council Tax setting and approve a balanced budget for 2024-25 and agree indicative budgets for 2025-26 and 2026-27

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

56. The council works in accordance with the single public sector equality duty contained within section 149 of the Equality Act 2010. This means the council must have due regard to the need to eliminate unlawful discrimination, harassment and victimisation, and advance equality of opportunity and foster good relations between different groups.
57. Transparency and fairness form part of the seven budget principles and are an underlying principle in the Borough Plan. As with the budget for 2022-23 and for previous years, each department undertakes equality analysis/screening on its budget proposals ahead of the final decisions being taken. Where screenings identify potential impacts, more detailed analysis will be carried out.
58. Undertaking equality analysis helps the council to understand the potential effects that the budget proposals may have on different groups. The analysis also considers if there may be any unintended consequences and how any of these issues can be mitigated. Analysis will also be undertaken to consider any crosscutting and organisation-wide impacts.
59. For many services, the budget proposals will include efficiencies that have staffing implications. As specific proposals are brought forward, and at each stage of implementation thereafter, the different impacts on different categories of staff will be assessed in accordance with the council's reorganisation, redeployment and redundancy procedures.
60. Equality analysis will occur throughout the cycle of planning and implementation of future budget proposals. In line with our Public Sector Equality Duty, any changes to services arising from these proposals will be implemented in such a way to not impact disproportionately on any specific section or group in our community. Where necessary, consultation will be undertaken alongside mitigating actions where necessary. In line with the process across the council, information on the equality analysis will be shared with the relevant cabinet members so it can be considered when decisions are taken. The equality analyses will be collated across the council to look for any cumulative impacts.

## **Climate change implications**

61. The council has reinforced its commitment to combatting carbon emissions and rising global temperatures, by joining the international Climate Change Campaign and declaring a Climate Change Emergency. The Climate Emergency is a major focus for the council, working in partnership with stakeholders, partners, staff and residents to tackle the effects of global warming and the risk to our planet.
62. The council has committed to doing everything that it can to make Southwark carbon neutral by 2030.
63. How the council uses its resources has a significant impact on the borough's carbon emissions. Across the work we do from our housing investment, to investment in parks and green spaces, to infrastructure changes such as electric charging points

how the council chooses to use resources all impacts on our carbon emissions. The council is looking at how it can better align its work to reduce its carbon impact and meet the target of being carbon neutral.

64. As the council further develops its approach, it is looking at how carbon impact is better considered in the decisions that we take including financial decisions. Officers are currently looking at best practice in other councils as well as innovation in this area to enable decisions which are made in the council to more fully consider their carbon impact.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive – Governance and Assurance**

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

## **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
<b>Link (please copy and paste into browser):</b> <a href="#">Policy and resources strategy 2023-24 – revenue budget</a>	160 Tooley Street London SE1 2QH	Timothy Jones 020 7525 1772

**APPENDICES**

<b>No:</b>	<b>Title</b>
Appendix 1	Draft Medium Term Financial Strategy

**AUDIT TRAIL**

<b>Cabinet member</b>	Councillor Stephanie Cryan, Communities, Democracy and Finance	
<b>Lead officer</b>	Clive Palfreyman, Strategic Director of Finance	
<b>Report author</b>	Timothy Jones, Departmental Finance Manager	
<b>Version</b>	Final	
<b>Dated</b>	26 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
Cabinet Member	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		26 June 2023

**APPENDIX 1: Draft Medium Term Financial Strategy**

	2023-24	2024-25	2025-26	2026-27
<b>Un-Ringfenced Government Grants</b>	<b>(82.38)</b>	<b>(83.55)</b>	<b>(80.00)</b>	<b>(81.18)</b>
Revenue Support Grant	(42.18)	(44.49)	(45.38)	(46.29)
Top-Up	(32.87)	(33.53)	(34.20)	(34.88)
2023/24 Services Grant- SFA redistributed	(4.69)	(4.69)		
New Homes Bonus	(1.67)	(0.84)	(0.42)	-
One-Off NNDR Levy release (Final Settlement)	(0.97)			
<b>Ringfenced Government Grants</b>	<b>(78.68)</b>	<b>(82.62)</b>	<b>(83.65)</b>	<b>(84.71)</b>
Public Health Grant	(29.50)	(30.87)	(30.87)	(30.87)
Social Care Grant	(27.65)	(29.17)	(29.75)	(30.35)
Improved Better Care Fund	(17.85)	(18.83)	(19.21)	(19.59)
ASC Market Sustainability & Improvement	(3.68)	(3.75)	(3.83)	(3.90)
Extended Producer Responsibility (EPR)	-	-	-	-
<b>TOTAL GOVERNMENT FUNDING</b>	<b>(161.05)</b>	<b>(166.16)</b>	<b>(163.65)</b>	<b>(165.88)</b>
<b>Council Tax</b>	<b>(137.71)</b>	<b>(147.19)</b>	<b>(157.64)</b>	<b>(168.83)</b>
Council tax baseline funding	(128.61)	(137.43)	(147.19)	(157.64)
Council tax base - properties/LCTS working age	(2.29)	(2.75)	(2.94)	(3.15)
Council tax - annual increase	(3.91)	(4.21)	(4.50)	(4.82)
Council tax - Social Care precept	(2.62)	(2.80)	(3.00)	(3.22)
Council tax - estimated (surplus)/deficit	(0.28)	-	-	-
<b>Business Rate Growth</b>	<b>(136.06)</b>	<b>(131.07)</b>	<b>(131.07)</b>	<b>(131.07)</b>
Retained Business Rates	(98.08)	(98.08)	(98.08)	(98.08)
S.31 Grants	(27.38)	(27.38)	(27.38)	(27.38)
S.31 Grant for Business Rates Top-Up	(5.60)	(5.60)	(5.60)	(5.60)
Business Rates - estimated (surplus)/deficit	5.26	-	-	-
Support for deficits	(5.24)			
BRR - S.31 grants c/f	(5.00)			
<b>COUNCIL TAX AND RETAINED BUSINESS RATES</b>	<b>(273.77)</b>	<b>(276.81)</b>	<b>(285.63)</b>	<b>(294.98)</b>
<b>Total Funding before contributions from balances</b>	<b>(434.82)</b>	<b>(442.97)</b>	<b>(449.28)</b>	<b>(460.86)</b>
Contribution from earmarked reserves	(2.50)	(2.50)	(2.50)	-
<b>TOTAL RESOURCES</b>	<b>(437.32)</b>	<b>(445.47)</b>	<b>(451.78)</b>	<b>(460.86)</b>
<b>Prior Year Budget</b>	<b>391.15</b>	<b>437.32</b>	<b>445.47</b>	<b>451.78</b>
<b>Inflation</b>				
Pay Awards 23/24	5.85	8.55	7.94	6.19
Pay Awards 22/23 unbudgeted pressure	5.49			
Contractual Inflation (inc. energy costs)	14.60	13.75	10.55	8.23
Contractual Inflation (2022/23)	3.42			
Energy price inflation on Council Buildings	4.45			
<b>Commitments &amp; Contingency:</b>				
Ringfenced Social Care Commitments	14.93	6.74	4.04	4.27
Other Growth and Commitments	13.84	2.86	2.34	
Reverse one-off commitments	-	(0.75)		
Debt Financing (approved programme)	-	2.00	1.50	1.00
<b>Budget Before Savings &amp; Efficiencies</b>	<b>453.73</b>	<b>470.47</b>	<b>473.29</b>	<b>474.55</b>

<b>Budget Gap before Savings &amp; Efficiencies</b>	<b>16.40</b>	<b>23.56</b>	<b>18.43</b>	<b>8.77</b>
Effective use of resources and efficiencies	(12.81)	-	-	-
Income, Fees and Charges	(2.53)	-	-	-
Other Savings	(1.07)	-	-	-
<b>TOTAL SAVINGS</b>	<b>(16.41)</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>TOTAL BUDGET</b>	<b>437.32</b>	<b>470.47</b>	<b>473.29</b>	<b>474.55</b>
<i>Prior year savings not yet identified</i>			23.56	41.99
<b>TOTAL SHORTFALL (cumulative)</b>	<b>-</b>	<b>23.56</b>	<b>41.99</b>	<b>50.76</b>

<b>Item No.</b> 14.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Amalgamation of Camelot and Cobourg Primary Schools	
<b>Ward(s) or groups affected:</b>		Old Kent Road	
<b>Cabinet Member:</b>		Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees	

### **FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION AND REFUGEES**

This report seeks the approval of cabinet for the amalgamation proposals for *Cobourg* and *Camelot* primary schools.

This follows the decision of both Camelot and Cobourg schools governing bodies to join forces. This work reflects intense work with school staff, parents, pupils and their local communities.

The proposal is for the two schools to be accommodated at Camelot and for Cobourg to close by the 31<sup>st</sup> August 2023.

#### Background

Cabinet will know that *school amalgamations* are a feature of our Keeping Education Strong strategy and plan. Amalgamations are just one of our responses to the falling schools phenomenon that is having a serious impact on education in London and beyond following falls in birth rates, families leaving the Capital and longer term impacts of Brexit.

However the main driver for the Camelot – Cobourg amalgamation came about as a result of an Interim Executive Board (IEB) whose directive was to secure the short and long term future of Cobourg school.

Cobourg Primary School received a second, consecutive Requires Improvement (RI) judgement overall from Ofsted (May 2018 and April 2022). Its Early Years setting is the only one in Southwark to have been judged as RI in successive inspections. Which is why an IEB was set up at the school in the first place.

#### Support for school staff, parents and pupils

This work follows the process of informal and formal consultation.

Parents are being held and pupils are being supported from Cobourg to Camelot school. All staff from both schools will be employed by the ‘merged’ school unless they choose to leave before the amalgamation is complete. There is of course trade union support for teachers and school staff.

## Health, equalities and climate assessments

In line with council policy we will make sure Cobourg school is maintained for education and or skills purposes. Full health and equalities impact assessments are not deemed to be negative and are included. The amalgamation is not deemed to have any negative climate implications.

## Conclusion

The council is clear that we work with schools and not do to them. Given the work that has gone into this decision I recommend that we approve the amalgamation of both schools.

I also ask colleagues to note that - even though this amalgamation was not driven by the falling school rolls crisis – it will still accompany our lobbying strategy for government to support schools financially struggling to balance budgets as a result of their current funding formula.

## **RECOMMENDATION**

1. That the Cabinet agree to amalgamate Cobourg Primary School and Camelot Primary School from the 31 August 2023, entailing the closure of Cobourg Primary School.

## **BACKGROUND INFORMATION**

2. Cobourg Primary School is a one-form entry (1FE) school near to the Old Kent Road and Burgess Park. The school is situated in Planning Area 1 (PA1) – “Borough, Bankside and Walworth” in the Old Kent Road ward.
3. Cobourg Primary School has been through a period of significant leadership turbulence in the past five years. Currently, it is the only school in Southwark which has received a second, consecutive Requires Improvement (RI) judgement overall from Ofsted (in May 2018 and April 2022). Cobourg’s Early Years provision is the only school-based provision in Southwark that has been judged as RI in successive inspections. This means cohorts of children at Cobourg have had an unsatisfactory start to their education.
4. Consistently poor outcomes at the end of Key Stage 2 (KS2) indicate that gaps opened in early years at the school are not closed by the time pupils transfer to secondary school. The school has consistently been in the lowest performing 5% of schools in Southwark for KS2 outcomes and pupil attendance.
5. Furthermore, the school’s governing body was not able to appoint a substantive Headteacher for more than five years. This means that leadership has been ineffective and inconsistent. In January 2022 the school’s governing body received a Warning Notice from the Director of

Education about its failure to address the issues of standards and leadership at the school. The governing body did not comply with the conditions of the Notice, and consequently was removed with the agreement of the Regional Director's Office in June 2022.

6. Cobourg's Governing Body was then replaced by an Interim Executive Board (IEB) whose directive was to secure the short and long term future of the school.
7. These actions have been taken in accordance with the Department for Education's "Schools Causing Concern" guidance, and on the basis that the Local Authority considered that the school was eligible for intervention under the Education and Inspections Act 2006. An immediate action taken by the IEB was the establishment of a partnership with nearby Camelot Primary School, a school with the demonstrable capacity to raise standards, lead both schools effectively and implement a strong curriculum offer for all pupils.
8. In addition to immediate concerns about the quality of education, the falling number of children attending Cobourg poses a threat to its future sustainability. In recent years, Cobourg has not been able to fill the places it was originally configured to admit each year. Indeed, in 2021/22, the school reduced its PAN (reception capacity) from 60 to 30 to try to address this shortfall. Cobourg presently has a capacity of 390 across all year groups of the school, of which 212 places are currently filled with 178 places empty - 46% of the school's overall capacity. This is substantially above the Council's average vacancy level of 22%. The number of applicants Cobourg has received has seen a considerable drop since 2016 in expressed preferences overall – 114 in 2016/17 to 51 in 2021/22. First preferences have fallen from 42 to 25 and 1st to 3rd preferences from 80 to 40. This, along with 21% drop in births in Planning Area 1 (PA1), make it unlikely that pupil numbers will recover at Cobourg in the near future.
9. The local context in which this proposal is being made is the reduction in the numbers of primary age pupils in London in general and in Southwark in particular. London Councils (2023) confirmed, "*London local authorities and schools are dealing with a significant and sustained period of reduction in demand for reception places, which has implications for school budgets and standards. The fall in demand reflects the decline in the birth rate since 2012 and changes in migration patterns*".
10. In Southwark, this trend was previously noted by Cabinet in relation to the Pupil Place Planning Report 2022 (October 2022). This report noted a substantial reduction in primary pupil numbers across the authority area in the last 5 years, particularly in Planning Area 1, as well as a projected continuation of this reduction at least until the end of the decade.
11. In December 2022, Cabinet agreed a Strategy to address the issue of falling rolls – '*Keeping Education Strong: Strategy for future proofing primary schools and protecting the quality of education in Southwark*'. A further update on this Strategy, '*Keeping Education Strong Recommendations*', was approved by Cabinet at its June 2023 meeting.



12. There are presently 778 (22%) primary reception vacancies in Southwark and 5,791 vacancies (also 22%) across all year groups in primary schools as at Spring Census time in 2023. This is some way above the generally accepted 10% vacancy rate that allows for choice across the sector, and is having a severe impact on schools' finances, as school funding is based on the number of children on roll. Whilst rolls are falling, schools continue to be required to pay for maintenance of buildings and staffing structures for more places than there are pupils, making schools like Cobourg unviable both financially and organisationally.
13. It is a core principle of the Council to protect Southwark's high quality of education - this may be compromised where the cost of teaching staff, equipment and enrichment activities become unaffordable. The Council has already taken action including supporting the amalgamation and federation of schools and reducing the number of surplus places by reducing the Published Admissions Number (PAN) of schools. However, the link between pupil numbers and school funding means that it is not always feasible to keep a school operating and guarantee a continuing high standard of education for the remaining pupils.
14. Cobourg's IEB took the view that an amalgamation of Cobourg and Camelot on the Camelot site from September 2023 would provide a reliably good quality of education for children currently at Cobourg, and would strengthen the education offer for all children for both schools. Camelot Primary School's Governing Body supported this measure. It has become increasingly clear that Cobourg School is no longer sustainable financially or organisationally, and Southwark Council agreed, after consideration of a number of options, that the amalgamation of the school should be consulted on. The amalgamation would involve the formal closure of Cobourg Primary School, and the statutory processes this requires. The proposed amalgamation would mean the transfer of staff and pupils to Camelot Primary School, on the Camelot site, leaving Cobourg to be repurposed for other educational use.
15. Other options for Cobourg have been considered assessed as outlined below

Other measures	Reason not actioned
Status quo	The danger to standards and teaching quality for a "Requires Improvement" school was too serious to be ignored
Closing the school	Closing the school without a merger would not offer the advantages of an amalgamation – including the bringing together of the two school communities and the automatic offer of a school place at Camelot for all those wishing to take it up.
Amalgamation with another school	No suitable alternative school within a reasonable travelling distance was available and there was an existing strong partnership with Camelot
Further PAN reduction	At 30 (1FE), this is as low as most schools in the UK go – schools under 1FE are not

Other measures	Reason not actioned
	financially sustainable
Closure of both schools and opening a new school	This would require the running of an academy competition and sourcing of a sponsor, which would take more time than available and would close an existing Ofsted “Good” school for no good reason

16. Until 2019, Camelot Primary School – the school that it is proposed to amalgamate Cobourg with - was a 2.5FE school, with a “net capacity” (the physical space) of 525 pupils. Due to a (slight) fall in rolls, the school reduced its PAN to 2FE in 2019, and has been admitting two forms of entry over the last three academic years. However, no classroom space has been disposed of, and sufficient space exists at the school to take on all the pupils on the roll of Cobourg, were this amalgamation to be agreed.
17. There will be – minus the Y6 who will be leaving for secondary school – around 170 pupils in years R to 5 who could potentially transfer to Camelot. We estimate there will be 310 pupils already at Camelot for September 2023 – combined this will total 480 pupils. As Camelot has a net capacity of 525 places, if all pupils transferred, this would have left around 45 places spare. In most year groups, the combined numbers of children will lead to classes of between 21 and 24 children, with Year 5 and 6 having a higher proportion but still under 30. Camelot Primary School is Ofsted rated “Good”, with “Good” ratings also for ‘Effectiveness of leadership and management’ ‘Quality of teaching, learning and assessment’, ‘Personal development, behaviour and welfare’, as well as ‘Outcomes for pupils’ – the school has scored consistently higher than Cobourg in all of these measures.
18. Full consideration has been given to the local context in which this proposal is being made, the nature of the area, the age of the children involved and, where applicable, alternative options considered for reducing excess surplus capacity. Southwark has extensively researched a wide range of options for the reduction of capacity in the area and in June 2023 Cabinet agreed passed a strategy for the reduction of excess capacity (“Keeping Education Strong”). This is particularly true for the locality in which Cobourg is situated, where excess primary capacity has been exacerbated by a variety of issues outside the Council’s control. The work undertaken to write “Keeping Education Strong” allowed us to consider and assess options to reduce capacity, which will be implemented going forward.

## KEY ISSUES FOR CONSIDERATION

### The procedure for the consideration of a school amalgamation and closure

19. Southwark Council is following the statutory process for amalgamating and closing schools as set out in the Department for Education’s (DFE) guidance: “*Opening and closing maintained schools, Statutory guidance for proposers and decision-makers, November 2019*”, and Schedule 2 of the Education and Inspections Act (EIA) 2006, as amended by the

Education Act 2011 and The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013).

20. The five stages to a school closure consideration outlined in the guidance are set out below
- *Stage 1: Statutory Consultation with interested parties (completed)*
  - *Stage 2: Publication of proposals (completed)*
  - *Stage 3: Representation from publication; (completed)*
  - *Stage 4: Cabinet decision (this report requests this), and finally,*
  - *Stage 5: Implementation of proposals, if agreed.*
21. The school and Southwark Council held a series of informal, information sessions during March 2023 with parents of children at the schools, staff and key stakeholders to explain the situation that the school was in and to give notice that a formal process to consult on proposal for amalgamation was to begin.
22. The Deputy Leader and Cabinet Member for Children, Young People Education and Refugees agreed via an IDM in March 2023 to begin a consultation on the proposal to amalgamate Cobourg and Camelot Primary Schools effective from 31 August 2023. This was followed by the statutory six-week consultation period that forms Stage 1 on the statutory amalgamation process. The consultation ran from 20 March 2023 to the 5 May 2023.
23. Following consideration of responses to the consultation, a further IDM in May 2023 approved the publication of amalgamation of proposals for Cobourg and Camelot Primary Schools: Stage 2 of the process. This involved posting of notices on the websites of both schools on 5<sup>th</sup> June 2023, as well as physical notices at the entrances/receptions of both schools and a notice in the Southwark News. This precipitated Stage 3 of the process – the representation period – running from the 5 June 2023 and completed on the 3 July 2023, 4 weeks later.
24. This report seeks the approval of Cabinet to amalgamate Cobourg and Camelot Primary Schools and to close Cobourg Primary School (Stage 4 of process). Stage 5 – if the Cabinet agree to the closure of the school - would be the formal process of the Cobourg Primary School closing on the 31<sup>st</sup> August 2023 and amalgamation taking place from that point onwards.
25. The timetable outlined in paragraph 19 is given in tabular format below with proposed timescales – a more detailed timetable is given as Appendix 4.

<b>Stage</b>	<b>Dates</b>
Stage 1: Statutory Consultation	20 March 2023 to 7 May 2023
Stage 2: Publication	5 June 2023
Stage 3: Representation	5 June 2023 to 3 July 2023
Stage 4: Cabinet decision	10 July 2023
Stage 5: Implementation	31 August 2023

### **Results of the pre-publication consultation (Stage 1)**

26. Cabinet is required to consider the results of the consultation process, before deciding whether to proceed with the decision to amalgamate the two schools. The process and issues raised are summarised below.
27. It is a statutory requirement for the Proposer (in this case the Local Authority) to consult any parties they think appropriate before publishing statutory proposals.
28. The process included a statutory element of consultation that lasted for 6 weeks to allow the widest possible opportunity for views/comments to be made by parents, carers, local residents and other stakeholders. The purpose of the consultation was for the LA to seek the views of and engage with those that could potentially be affected by the amalgamation of Cobourg and Camelot schools and the resultant closure of Cobourg School. It was also an opportunity for interested parties to suggest other options for consideration.
29. In addition to this, Southwark sought the views of:
  - *All schools/admission authorities in Southwark, governing bodies and academy trusts (via the Headteacher and the Chair of Governors).*
  - *Neighbouring Councils (Lambeth, Tower Hamlets, Lewisham, Croydon, Wandsworth, and Westminster)*
  - *All Southwark Councillors and MPs*
  - *The Southwark Diocesan Board of Education and the Catholic Diocese*
  - *Appropriate trade Unions.*
30. Consultation was undertaken by:
  - *Placing a note on the school websites containing the consultation documents*
  - *Giving an email address to allow for parents, carers and stakeholders to feed back on the pre-publication proposals*
  - *Distribution of a form for stakeholders to respond to*
  - *An email to all of the five, additional stakeholder groups listed above was sent by the LA*
  - *Six consultation meetings for parents, carers, community and stakeholders were held in March 2023*
  - *Meetings with staff, and their professional associations/trade unions.*

### **Results of consultation and responses to issues raised in the initial pre-publication consultation**

31. At the conclusion of the statutory consultation outlined above, the LA has reviewed the feedback received.

32. No representations were received to the consultation exercise from neighbouring councils, Councillors, the SDBE or the Catholic Diocese. The trade unions had a number of operational queries, and liaised extensively with the school's Human Resources (HR) advisors. No trade unions formally objected to the school closure.
33. Ten responses were received from the consultees outlined in paragraphs 26 to 27 from the Stage 1 consultation.
34. In addition a petition on the Change.org website was launched at <https://www.change.org/p/stop-the-amalgamation-of-cobourg-primary-school-and-camelot-primary-school?redirect=false>, which attracted 266 signatures (as at 7/6/2023). The petition was entitled "Stop The Amalgamation of Cobourg primary school and Camelot Primary School", and was promoted using social media.
35. The petition stated that "Cobourg Primary School is a safe, loving, caring and passionate school. Our children enjoy learning here and the staff are dedicated and passionate about their roles in ensuring our children have the best start in life and catering for all children's needs".
36. Issues raised as part of the petition were
- *The building's use post-closure*
  - *The distance between the two schools merging*
  - *The effect of the closure of the school on the community*
  - *The loss of amenity due to the school's situation by Burgess Park lake.*
37. The consultees in Stage 1 – outlined in paragraph 26 and 27 - raised the following issues
- *The impact of the increase in school size on Camelot's behaviour management*
  - *Affordability of the new uniform.*
  - *Comparison of the air quality between the two schools.*
38. In response to the issues raised by consultees and by the people signing the petition, officers can offer the following observations on the broad issues raised, which have been consolidated into a number of categories.

<b>Issue</b>	<b>Observation</b>
Concerns around the building's use post-closure	It is intended that the building will be re-used for education purposes.
The distance between the two schools merging	The distance between the two schools is 0.7 miles. By way of comparison the Department for Education stipulates a 'statutory walking distance' of up to 2 miles that a child under 8 might be reasonably expected to walk to school. There are several bus routes between the two schools.
The effect of the closure of the school on the community	As outlined above, the school building will remain in use for education. An

Issue	Observation
	<p>aim of the proposed amalgamation is to bring together the school communities of Cobourg and Camelot, extending the work has been undertaken since the schools began working under one leadership.</p> <p>Other than education for school age children, there are no significant services for the community being delivered from Cobourg school which would be affected by this decision.</p>
The impact of the increase in school size on Camelot's behaviour management	Camelot school has been judged by Ofsted as having Good behaviour management and the Local Authority is confident that it will be able to maintain this standard in an amalgamated school.
Concerns that Cobourg parents cannot afford the Camelot uniform.	Southwark will provide a £40 voucher to contribute to uniform costs for disadvantaged pupils moving on from Cobourg.
Cobourg has less pollution than Camelot due to the location close to nature. Cobourg is closer to Burgess Park and a lake which encourages children to be active.	Cobourg Primary School is closer to the Old Kent Road than Camelot School, which is the busiest traffic highway near to both schools. Camelot Primary School has several parks nearby including Bird in Bush Park and Leyton Square Gardens. While Camelot School is further away from Burgess Park and its lake it is within walking distance and Camelot School does make use of Burgess Park.

### **Publication of the notices and representation (Stages 2 and 3) and responses to issues raised in the post publication consultation**

39. The LA published the proposals on the 5 June 2023, requesting responses by the 3 July 2023. Formal notices (Appendix 2) were published and displayed at both school, placed on the schools' websites and in the local press (the Southwark News), inviting comment on the statutory proposal (Appendix 3) – this completed stage 3 of the statutory process.
40. No significant new issues were raised in the representation period following publication of the notices, over and above those already set out in table at paragraph 38 above.

### **Cabinet decision (Stage 4)**

41. At the conclusion of Stages 2 and 3 and in line with the statutory guidance, the decision maker is the Cabinet of the Council and the proposals and

such observations, feedback, objections and comments are presented to the Cabinet for scrutiny and decision. The Cabinet is empowered to:

- *Agree the closure proposal*
- *Agree the closure proposal with modifications*
- *Refuse the closure proposal.*

42. If Cabinet does not take a decision on the school closure within 2 months of the expiry of the formal notice the matter would then be referred to the Office of the Schools Adjudicator (OSA) for final decision.
43. The following bodies have the right to have the decision referred to the Schools Adjudicator in any case, independent of the local authority after the Cabinet decision is taken.
- *The Diocesan Board of Education of any C of E Diocese in the relevant area.*
  - *The Bishop of any Roman Catholic Church in the relevant area.*
  - *The governing body or any foundation of the foundation or voluntary school (VA) specified in the proposals.*
44. As neither Camelot nor Cobourg are VA or foundation schools, the last category does not apply.

#### **Formal amalgamation of the schools (Stage 5)**

45. If Cabinet agrees to the proposals, the closure of Cobourg Primary School will be effective from 31<sup>st</sup> August 2023 and the amalgamation from that point onwards.

#### **Actions undertaken for the pupils, parents and carers affected**

46. The local authority, as the body responsible for school admissions in Southwark, has had to plan for every eventuality to ensure that all children presently attending Cobourg Primary School have a school place for September 2023. It is open for all Cobourg pupils to transfer to Camelot, which, as a stable and successful establishment, will be able to provide the quality of education that existing Cobourg pupils deserve.
47. However, some parents may prefer for their children to take up places at other local schools with vacancies. Parents are welcome to apply through the Council's usual in year admissions process for places at other schools. There are numerous primary school vacancies in the locality of Cobourg – over 600 at the last schools Census time, all of which are Ofsted "Good" or better. Children with special educational needs are being fully supported to make this transition with reviews of their Education, Health and Care Plans (EHCPs) where appropriate.

#### **Actions undertaken for the teachers and non-teaching staff affected**

48. At the start of the process the LA informed their staff at the earliest possible opportunity that there was a potential that Cobourg school would close in

August 2023. The trade unions were also involved at this stage. Support has been provided to staff affected throughout by Southwark Schools HR.

### **Policy framework implications**

49. With regard to the council's delivery plan, the closure of Cobourg Primary school will address the "*Work with schools to keep standards high*" workstream, as with low pupil numbers, this would be increasingly challenging for the school in the future.
50. The proposed closure also accords with the Council's value of "*spending money as if it were from our own pocket*", as the proposed closure will ultimately mean that schools' expenditure will be deployed where most demand is concentrated.

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

#### **Community impact statement**

51. The Public Sector Equality Duty, at section 149 of the Equality Act 2010, requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees. The statutory guidance requires the Cabinet to consider the impact of this proposal on local integration and community cohesion objectives when they are taking a decision on the proposals. Given that most children are remaining within the locality it is not felt that there will be any discernible impact on integration and community cohesion.
52. Public bodies are required to have due regard when carrying out their activities to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. The Council's "Approach to Equality" commits the Council to ensuring equality is an integral part of our day-to-day business.
53. "Protected characteristics" are the grounds upon which discrimination is unlawful. The characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender and sexual orientation. In this case, the characteristics covering gender reassignment, marriage and civil partnership, pregnancy and maternity, and sexual orientation are unlikely to be issues to consider in terms of place planning. Factors of age, disability, race, religion or belief may be relevant when considering changes to a school. As set out in the Equality Impact Needs Assessment (Appendix 5), no significant negative impact has been identified in respect of this decision.
54. Camelot Primary School has demonstrated that it is delivering a range of education opportunities which reflect the social, ethnic and cultural mix of the community in which it is located. Ofsted has highlighted its 'strong sense of inclusion' and 'respect for diversity', as well as success in ensuring disadvantaged pupils, pupils with SEND and those with English



as an Additional Language make good progress. This approach will continue in the amalgamated school.

55. Camelot Primary School offers extended services to its school community, such as summer activities for children. This offer will be accessible to families joining the school following amalgamation. Other than education of school age children – which will continue at Camelot Primary School - there are no significant services to the wider community being delivered at Cobourg Primary School that would be affected by the proposed amalgamation.
56. With regard to the Ministry of Housing, Communities & Local Government "Integrated Communities Action Plan" - the guidance issued by the Government lists (under "Education and Young People") a list of actions that schools and local authorities should reference, if needed. None of the 16 issues raised as part of the plan are appropriate to this proposal.

### **Equalities (including socio-economic) impact statement**

57. A detailed Equality Impact Needs Assessment (EINA) (that includes socio-economic impact) has been completed and is attached at Appendix 5. The statutory guidance requires the Cabinet to consider the impact of this proposal on local integration and community cohesion objectives when they are taking a decision on the proposals. Given that most children are remaining within the locality it is not felt that there will be any discernible impact on integration and community cohesion.

### **Health impact statement**

58. We understand that making changes, such as having to move school or employment, can have an impact on mental health. We have provided school leaders of all of our schools with access to support resources for their staff and have also provided support to our children and families through our education services.

### **Climate change implications**

59. Following the council assembly meeting on 14 July 2021, the Council has now committed to considering the climate change implications of any decisions made. This report has not directly considered the impact of climate change in the main body of the report, as the effects on climate change are expected to be minimal.
60. Southwark actively encourages children to travel to school on foot, by bicycle or on public transport. We do not anticipate this decision having a significant impact on this.
61. This proposal is not expected to result in unreasonably long journey times, increased travel costs or increase in the use of motor vehicles. Camelot Primary is 0.7 miles from Cobourg Primary School and as such is within reasonable walking distance. The journey between the two is also served by several bus routes on which children of primary school age may travel free of charge.

62. In the event of closure of Cobourg Primary School proceeding it is intended to repurpose the site for alternative educational use. This will provide an opportunity to ask new providers to invest in making the premises more environmentally friendly and moving towards our ambition of net zero.
63. Therefore, there will be, in our opinion, no substantive negative effects as a result of the recommendations and proposals.

### **Resource and risk implications**

64. The council aims to ensure that demand for school places is as closely matched to supply as possible. The closure of a school where there is considerable overcapacity supports this process.
65. Section 14 of the Education Act 1996, places a duty on local authorities to “*secure that sufficient schools for providing primary and secondary school education are available for their area*”. The authority is required to exercise these functions with a view to increasing opportunities for parental choice.
66. The large level of existing and anticipated vacancies and the compact nature of Southwark’s geography mitigate considerably against any risk of there being insufficient places to house pupils affected by the closure.
67. The freehold of the building at Cobourg Primary School belongs to the council, who would ultimately decide what use the building would be put to, if closure were agreed. Planning constraints presently limit the use of the building for anything other than education or training purposes. Southwark Council’s intention is for the building to remain in use as an educational or community facility.

### **Legal implications**

68. Please see the comments below from the Assistant Chief Executive (Governance and Assurance).

### **Financial implications**

69. The Dedicated Schools Grant (DSG) Schools Block, which is awarded to fund education provision, is primarily calculated using pupil numbers and pupil characteristics. Consequently, there is expected to be minimal impact on the amount of the grant as a consequence of the closure.
70. With a similar amount of income spread over a smaller number of schools, there will be a positive impact on the financial position of schools. This will be seen in those schools which accept pupils formerly attending Cobourg, particularly Camelot.
71. Cobourg Primary School ended the 2022/23 financial year in a deficit position of £20k. This forecast is expected to rise significantly if the school remains open therefore it is important that decisive and timely action is taken.

72. The closure will incur costs such as redundancies, site security, archiving/disposal etc. In order to minimise the costs of closure it is important that the school and officers work together to maximize redeployment opportunities to existing staff to alternative, suitable positions.

### **Human Resource Implications**

73. The council is the employer of all staff at the school, and will follow formal staff redundancy processes in consultation with trade unions and staff as per the Restructure, Redeployment and Redundancy Policy. This may or may not result in staff redundancies.

### **Consultation**

74. Consultation in this proposal has been extensive including the statutory consultation processes and has involved all relevant stakeholders, and the results are outlined in paragraphs 31 to 38.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive - Governance and Assurance**

75. The Cabinet is being asked to approve proposals to amalgamate Cobourg Primary School and Camelot Primary School from the 31 August 2023 onwards, and this decision will include the closure of Cobourg Primary School.
76. Cobourg School is a Community Primary School maintained by the council. A school closure is an executive decision of the council, which has been reserved in the council's constitution to be made by the Cabinet. A decision to close the school therefore has to be made by the Cabinet and in accordance with sections 15 and 16 and schedule 2 of the Education and Inspections Act 2006, and the School Organisation (Establishment and Discontinuance of Schools) (England) Regulations 2013. The Cabinet must also have regard to the statutory guidance "Opening and closing maintained schools" issued by the Department for Education in January 2023 when making a decision to close a maintained school.
77. The 2006 Act prescribes that one of the following decisions has to be made in relation to the proposals:
- (a) reject the proposals
  - (b) approve the proposals without modification
  - (c) approve the proposals with such modifications as the Cabinet thinks desirable after any relevant consultation.
78. The cabinet is being asked to make this decision following the publication of proposals by the council for the closure of Cobourg school. These proposals have been set out in a statutory notice and follow a period of statutory consultation required to take place prior to the proposals being published.

79. The proposals were published on 5 June 2023. Any person may send objections or comments to these proposals to the council within four weeks of the date of publication of the proposals. Any objections or comments have to be provided to the Cabinet and conscientiously taken into account when making its decision.
80. The statutory guidance referred to above sets out considerations that should be made by the council when deciding on proposals including:
- The information in the statutory proposals for closure
  - Being satisfied that the council has carried out the statutory process satisfactorily
  - Giving due regard to all responses received during the representation period
  - Being satisfied there are sufficient surplus places elsewhere in the local area to accommodate displaced pupils and the likely supply and future demand for places in the medium and long term
  - The overall quality of alternative places in the area balanced with the need to reduce excessive capacity
  - The local context in which the proposals are being made, taking account the nature of the area, the age of the children involved and any alternative options for reducing excess surplus capacity
  - The impact of any proposal on local integration and community cohesion objectives
  - Will the decision unreasonably extend journey times or increase travel costs or result in too many children being prevented from being able to travel sustainably
  - The effect on the balance of denominational provision in the area including the pupils currently on roll and the medium and long term need for places (where denominational provision is being included in the proposals)
  - Is the school a focal point for family and community activity providing extended services for a range of users? If so provision should be made for the pupils and their families to access similar services through their new schools or other means.
81. The cabinet decision in relation to these proposals has to be made within two months of the close of the representation period of the publication of the statutory proposals, or the decision has to be referred to the Schools Adjudicator to make. If the decision is made to approve the proposals to close the school, the 2006 Act requires these to be implemented by the council.
82. The cabinet needs to apply the public sector equality duty in section 149 Equality Act 2010 in making this decision, which requires it to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. Cabinet should refer to the community impact paragraphs above. An equalities impact analysis has been

produced and needs to be considered by the cabinet in making this decision.

83. The cabinet member also needs to have regard to the council's statutory duty under section 14 of the Education Act 1996 to secure that sufficient schools for providing primary and secondary education are available for their area. The report clarifies the availability of places at Camelot School as a result of the amalgamation and places available at alternative schools in the event of the closure of Cobourg School.

**Strategic Director of Finance REF: [CAS23/23]**

84. The strategic director of finance notes the proposal to amalgamate Cobourg Primary School and Camelot Primary School entailing the closure of Cobourg Primary School. Maintained schools receive the majority of their funding via the Dedicated Schools Grant, which is broadly distributed on a per-pupil basis. As a result, falling rolls over a period of time can result in significantly reduced grant income, which can impact the ability of a school to balance its budget whilst maintaining teaching and learning standards at the school.
85. In the case of Cobourg Primary School, the financial strain due to falling rolls is compounded by its location where there are significant surplus places across the maintained school estate. Schools in financial difficulty contribute to wider financial stresses within the maintained schools estate and so it is important that the financial position of all schools are reviewed regularly to ensure they are living within their means.
86. Section 22 of the Schools and Standards Framework Act (SSFA) 1998 sets out the Local Authority's responsibilities with respect to the funding of schools and includes a duty to defray all the expenses of maintaining a school. Whilst the financial management of maintained schools is delegated to their governing bodies, ultimate responsibility lies with the local authority and it is incumbent upon officers and members to ensure robust governance and controls are in place, both with respect to falling rolls and financial deficits, to limit any further exposure to financial risk arising from schools in deficit.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Opening and closing maintained schools Statutory guidance for proposers and decision makers January 2023	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1131568/Opening_and_closing_maintained_schools_Jan_2023.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1131568/Opening_and_closing_maintained_schools_Jan_2023.pdf</a>		
School Admissions Code - Statutory guidance for admission authorities, governing bodies, local authorities, schools adjudicators and admission appeals panels. 2021 – DfE	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf</a>		
Integrated Communities Government Action Plan, February 2019	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/778045/Integrated_Communities_Strategy_Govt_Action_Plan.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/778045/Integrated_Communities_Strategy_Govt_Action_Plan.pdf</a>		
The Essential Guide to the Public Sector Equality Duty – EHRC July 2014	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://www.equalityhumanrights.com/sites/default/files/psed_essential_guide_-_guidance_for_english_public_bodies.pdf">https://www.equalityhumanrights.com/sites/default/files/psed_essential_guide_-_guidance_for_english_public_bodies.pdf</a>		
Managing Surplus School Places in London (2023) – London Councils	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558

Background Papers	Held At	Contact
<b>Link (please copy and paste into browser):</b> <a href="https://www.londoncouncils.gov.uk/our-key-themes/children-and-young-people/education-and-school-places/managing-surplus-school-places">https://www.londoncouncils.gov.uk/our-key-themes/children-and-young-people/education-and-school-places/managing-surplus-school-places</a>		
Pupil Places Planning Report 2022, Southwark Council, October 2022	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s109543/Report%20Annual%20School%20Place%20Planning.pdf">https://moderngov.southwark.gov.uk/documents/s109543/Report%20Annual%20School%20Place%20Planning.pdf</a>		
Keeping Education Strong Strategy - Strategy for future proofing primary schools and protecting the quality of education in Southwark	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s110486/Appendix%201%20Place%20planning%20across%20Southwarks%20Primary%20Schools%20A%20strategy%20for%20future-%20proofing%20quali.pdf">https://moderngov.southwark.gov.uk/documents/s110486/Appendix%201%20Place%20planning%20across%20Southwarks%20Primary%20Schools%20A%20strategy%20for%20future-%20proofing%20quali.pdf</a>		
Keeping Education Strong Recommendations	Education Directorate 4 <sup>th</sup> Floor, Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s114705/Report%20Keeping%20Education%20Strong.pdf">https://moderngov.southwark.gov.uk/documents/s114705/Report%20Keeping%20Education%20Strong.pdf</a>		

## APPENDICES

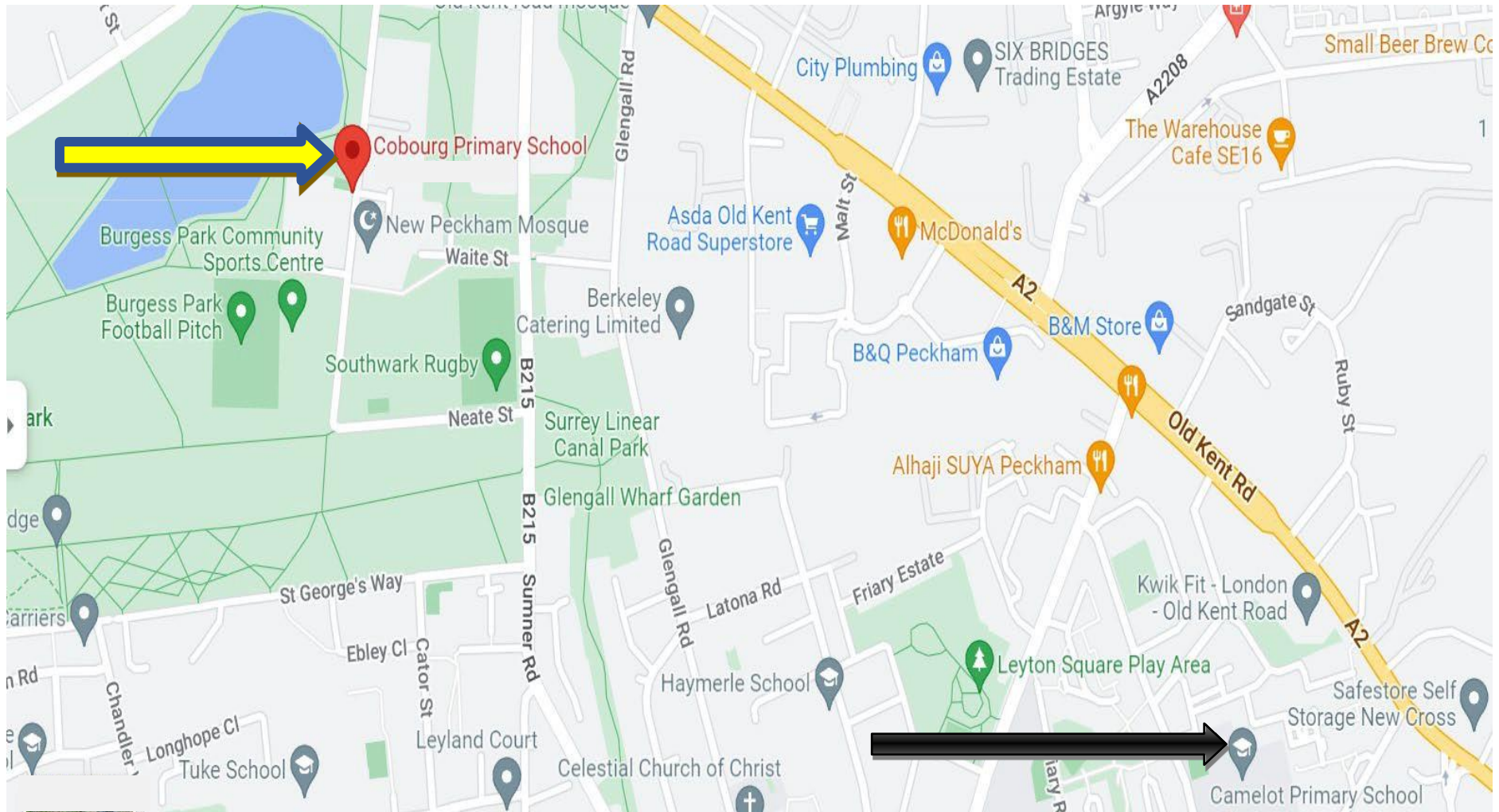
Number	Title
Appendix 1	Map showing the location of Cobourg Primary School
Appendix 2	Statutory Notice for Closure
Appendix 3	Statutory Proposal
Appendix 4	Decision Flow Chart
Appendix 5	Equality Impact and Needs Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees	
<b>Lead Officer</b>	David Quirke-Thornton Strategic Director of Children and Adult Services	
<b>Report Author</b>	Nina Dohel, Director of Education	
<b>Version</b>	Final	
<b>Dated</b>	27 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance & Assurance	Yes	Yes
Strategic Director of Finance	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		27 June 2023



APPENDIX ONE – LOCATION OF COBOURG (YELLOW ARROW) AND CAMELOT PRIMARY SCHOOLS (BLACK ARROW)



## Statutory Notice for Closure



### Proposed amalgamation of Cobourg and Camelot Primary Schools, and closure of Cobourg Primary School

Southwark Council publishes these proposals under DfE guidance “*Opening and closing maintained schools - Statutory guidance for proposers and decision makers, January 2023*” and with due regard to section 15(1) of the Education and Inspections Act 2006. Southwark Council is publishing these proposals to amalgamate Cobourg Primary School and Camelot Primary schools, and to close Cobourg Primary School with effect from 31<sup>st</sup> August 2023 - this is stage two of the Statutory Process. Stage one involved the previous consultation, earlier in the academic year.

Within four weeks from the date of publication of this proposal (**5<sup>th</sup> June 2023**) – stage 2 of the statutory process - any person may object to or make comments on the proposal by emailing them to [vilma.edwards@southwark.gov.uk](mailto:vilma.edwards@southwark.gov.uk). This period is stage three of the statutory process. After the end of the four week representation period, within two months, the Council’s Cabinet will meet in July 2023 to take the final decision on whether to close. This will be stage four in the process.

Should the decision to amalgamate the Cobourg and Camelot Primary schools and to close the Cobourg Primary School be taken, all children attending Cobourg Primary School will be offered places at Camelot Primary School for September 2023. The closure forms stage five in the statutory process

A copy of the proposal can be viewed on the school websites at <https://www.camelot.southwark.sch.uk> or <http://www.cobourg.southwark.sch.uk> - a paper copy of the proposal can be requested via email to: [vilma.edwards@southwark.gov.uk](mailto:vilma.edwards@southwark.gov.uk).

You can also respond in writing to: Vilma Edwards, SELA, Children’s and Adults’ Services, Southwark Council, 160 Tooley Street, London SE1 2QH, and/or by email to the address above.

All responses must be received no later than 5pm on the **3<sup>rd</sup> July 2023**

Nina Dohel  
Director of Education



## Statutory Proposal - To amalgamate Cobourg and Camelot Primary Schools and to close Cobourg Primary School

Southwark Council publishes these proposals under section 15(1) of the Education and Inspections Act 2006 to merge Cobourg and Camelot Primary Schools and to close Cobourg Primary School with effect from 31<sup>st</sup> August 2023.

Category	Information
<b>1. Contact details</b>	
a. School contact details and category	<p>Cobourg and Camelot Primary Schools are both Community Primary Schools. Cobourg Primary School's address is Cobourg Road, London, SE5 0JD. Camelot Primary School's address is 135 Bird in Bush Rd, London SE15 1QP</p> <p>Cobourg Primary School's phone number is 020 7703 2583 and the school email is <a href="mailto:office@cobourg.southwark.sch.uk">office@cobourg.southwark.sch.uk</a>. Camelot Primary School's phone number is 020 7639 0431, and the school email is <a href="mailto:office@camelot.southwark.sch.uk">office@camelot.southwark.sch.uk</a></p>
b. Local Authority contact details	The London Borough of Southwark, 160 Tooley Street, LONDON, SE1 2QH. Phone number is 020 7525 5000
<b>2. Implementation</b>	
The date on which it is proposed to close the school or, where it is proposed that the closure be implemented in stages, the dates of and information about each stage.	Cobourg and Camelot Primary Schools are proposed to be merged from the 31 <sup>st</sup> August 2023 onwards and Cobourg Primary School be closed on the same date.
<b>3. Reason for closure</b>	
3. A statement explaining the reason why closure of the school is considered necessary.	<p>3. In the most recent inspection in 2022, Cobourg was rated "Requires Improvement" by Ofsted, the second time the school has received this rating. In normal circumstances, the school would have been considered for academisation, but, after discussion with the DfE and the Regional Schools Director, it was agreed to consult on a wider range of options for the school going forward. An IEB was appointed at Cobourg and an immediate action taken by the IEB was the establishment of a partnership with nearby Camelot Primary School.</p> <p>Camelot's FGB and Cobourg's IEB took the view that amalgamation of both schools on the Camelot campus from September 1st 2023 would provide a reliably good quality of education for children currently at Cobourg, and would strengthen the education offer for all children for both schools. It has become increasingly clear that</p>

Category	Information																																																						
	Cobourg School is no longer sustainable financially or organisationally, and that, after evaluation of a number of options, the amalgamation of the school should be considered and consulted on.																																																						
<b>4. Pupil Numbers and Admissions</b>																																																							
<p>4. The numbers (distinguishing between compulsory and non-compulsory school age pupils), age range, sex, and special educational needs of pupils (distinguishing between boarding and day pupils) for whom provision is currently made at the school.</p>	<p>4. There is a pre-school/nursery at Cobourg Primary School containing 9 girls and 7 boys – 16 in total. Cobourg does not include any boarding pupils. There are 212 pupils on roll (as at January 2023 Census Day), 7 children have an EHCP and a further 51 are supported with SEND action plus. A breakdown of children on roll by age group in the compulsory age groups is shown in the table below:</p> <table border="1" data-bbox="584 741 1362 860"> <thead> <tr> <th></th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Girls</td> <td>15</td> <td>17</td> <td>15</td> <td>6</td> <td>12</td> <td>24</td> <td>17</td> <td><b>106</b></td> </tr> <tr> <td>Boys</td> <td>10</td> <td>10</td> <td>14</td> <td>10</td> <td>16</td> <td>23</td> <td>22</td> <td><b>105</b></td> </tr> </tbody> </table> <p>There is a pre-school/nursery at Camelot Primary School containing 28 girls and 17 boys – 45 in total. Camelot does not include any boarding pupils. There are 336 pupils on roll (as at January 2023 Census Day), 11 children have an EHCP and a further 69 are supported with SEND action plus. A breakdown of children on roll by age group in the compulsory age groups is shown in the table below:</p> <table border="1" data-bbox="584 1229 1362 1348"> <thead> <tr> <th>Camelot</th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Girls</td> <td>21</td> <td>21</td> <td>29</td> <td>31</td> <td>24</td> <td>19</td> <td>28</td> <td><b>173</b></td> </tr> <tr> <td>Boys</td> <td>19</td> <td>28</td> <td>20</td> <td>15</td> <td>33</td> <td>21</td> <td>27</td> <td><b>163</b></td> </tr> </tbody> </table>		R	1	2	3	4	5	6	Total	Girls	15	17	15	6	12	24	17	<b>106</b>	Boys	10	10	14	10	16	23	22	<b>105</b>	Camelot	R	1	2	3	4	5	6	Total	Girls	21	21	29	31	24	19	28	<b>173</b>	Boys	19	28	20	15	33	21	27	<b>163</b>
	R	1	2	3	4	5	6	Total																																															
Girls	15	17	15	6	12	24	17	<b>106</b>																																															
Boys	10	10	14	10	16	23	22	<b>105</b>																																															
Camelot	R	1	2	3	4	5	6	Total																																															
Girls	21	21	29	31	24	19	28	<b>173</b>																																															
Boys	19	28	20	15	33	21	27	<b>163</b>																																															
<b>5 to 7. Displaced pupils</b>																																																							
<p>5. A statement and supporting evidence about the need for school places in the area including whether there is sufficient capacity to accommodate displaced pupils.</p>	<p>5. Demand for reception places in the area has reduced dramatically in the last 5 years, and there are around 5,790 spare places across the borough and across all year groups. Cobourg is situated in the Soutwark's school place planning area 1 – (PA1) – “Borough, Bankside and Walworth”, which comprises Cobourg and 18 other schools.</p> <p>Demand in this locality has decreased substantially, due to consistently falling birth rates, as well as a variety of socio-economic factors that have led to fewer families living in the area. The same is true to a slightly lesser extent in PA3 (where Camelot is situated)</p>																																																						

Category	Information						
6. Details of the schools or further education colleges at which pupils at the school to be discontinued will be offered places, including	<b>PA1 Year</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	
	Places	945	810	810	795	765	
	Uptake	658	612	608	587	558	
	Vacancies	286	198	202	208	207	
	%	<b>30%</b>	<b>24%</b>	<b>25%</b>	<b>26%</b>	<b>27%</b>	
	<b>PA3 Year</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	
	Places	840	750	750	690	660	
	Uptake	609	594	540	514	497	
	Vacancies	231	156	210	176	163	
	%	<b>28%</b>	<b>21%</b>	<b>28%</b>	<b>26%</b>	<b>25%</b>	
	6. The amalgamation of the two schools means there is an expectation that children presently attending Cobourg Primary School will automatically transfer to the roll of Camelot Primary School – sufficient space exists at the school to accommodate the pupils presently at Cobourg, minus the year 6, who will be going on to secondary school.						
	There will be – minus the Y6 leaving for secondary school – around 170 pupils in years R to 5 at Cobourg who could potentially transfer to Camelot. We estimate there will be 310 pupils already at Camelot for September 2023 – with Cobourg’s Year R to 5 roll, this would total 480 pupils. As Camelot has a net capacity of 525 places, this leaves around 45 places spare. If parents do not wish to transfer to Camelot there are around 5,790 vacancies across years R to 6 at Southwark primary schools which indicates there is sufficient capacity to accommodate any pupils not wishing to transfer to Camelot, subject to parental preferences made through the in year admissions process. The School Admissions Team at Southwark Council can provide information and contact details for schools; they can be contacted at the following email address: <a href="mailto:schooladmissions@southwark.gov.uk">schooladmissions@southwark.gov.uk</a>						

Category	Information
<p>6(a) any interim arrangements</p> <p>6 (b) the provision that is to be made for those pupils who receive educational provision recognised by the local authority as reserved for children with special educational needs; and</p> <p>6 (c) in the case of special schools, the alternative provision made by local authorities other than the local authority which maintain the school.</p> <p>7. Details of any other measures proposed to be taken to increase the number of school or FE places available in consequence of the proposed discontinuance.</p>	<p>6a) there are no interim arrangements required</p> <p>6b) there is no SEND specialist reserved provision at these schools - this section does not apply. There are 18 children with EHCPs at both schools (11 at Camelot, 7 at Cobourg) – transition arrangements for these children into alternative schools are being managed by caseworkers on the Southwark Council’s Special Educational Needs and Disability (SEND) team to ensure appropriate placements are made.</p> <p>6c) Neither Camelot nor Cobourg Primary School are special schools, so this does not apply</p> <p>7. There is no need for additional places to be provided in order to accommodate the children displaced by the closure of Cobourg Primary School, as space is available for all Cobourg pupils at Camelot, and there are currently, over 5,790 spare places across all year groups in Southwark to accommodate displaced pupils.</p>
<b>8. Impact on the community</b>	
<p>1. A statement and supporting evidence about the impact on the community of the closure of the school and any measures proposed to mitigate any adverse impact.</p>	<p>8. The decision to propose closure of Cobourg Primary School has been taken to protect the education of children attending the school, and ensure that, should the school close they can have a managed transition to Camelot Primary School. Southwark Council acknowledge that the closure of any school will have an impact on the community, and be deeply felt by many families/local residents due to the significant, community links and emotional ties developed and held by generations at Cobourg Primary School. However, given the level of capacity at Camelot and across Southwark as a whole, families will be able to access alternative school places in the community.</p> <p>The closure of the Cobourg Primary School may enable some of the surrounding schools with low rolls to strengthen their intake and as a result, to become more financially viable. No mitigation will be required because of the availability of alternative school places at other schools in the local community.</p>

Category	Information
<b>9. Rural primary schools</b>	
9. Where proposals relate to a rural primary school designated as such by an order made for the purposes of section 15, a statement that the local authority or the governing body (as the case may be) considered section 15(4).	9. The Old Kent Road Ward where the schools are situated is not in an area that has been classified as “rural”, nor has it been designated as such by an order made for the purposes of section 15.
<b>10. Balance of denominational provision</b>	
10. Where the school has a religious character, a statement about the impact of the proposed closure on the balance of denominational provision in the area and the impact on parental choice.	10. The school does not have a religious character
<b>11. Maintained nursery schools</b>	
11. Where proposals relate to the discontinuance of a maintained nursery school, a statement setting out  (a) the local authority’s assessment of the quality and quantity of the alternative provision compared to the school proposed to be discontinued and the proposed arrangements to ensure the expertise and specialism continues to be available; and (b) the accessibility and convenience of replacement provision for local parents.	11. Neither school is a “maintained nursery school”, so this does not apply  (a) Not applicable  (b) Not applicable

Category	Information
<b>12. Sixth form provision</b>	
<p>12. Where the school proposed to be discontinued provides sixth form education, the effect for 16 to 19 year olds in the area that the closure will have in respect of</p> <p>(a) their educational or training achievements;</p> <p>(b) their participation in education or training; and</p> <p>(c) the range of educational or training opportunities available to them.</p>	<p>12. Cobourg and Camelot are primary schools that do not include sixth form provision, therefore this section does not apply.</p> <p>(a) Not applicable</p> <p>(b) Not applicable</p> <p>(c) Not applicable</p>
<b>13. Special Educational Needs Provision</b>	
<p>13. Where existing provision that is recognised by the local authority as reserved for pupils with special educational needs is being discontinued, a statement as to how the local authority or the governing body (as the case may be) believe the proposals are likely to lead to improvements in the standard, quality and/or range of the educational provision for these children</p>	<p>13. There is no site specific special educational needs provision reserved for SEND pupils at Cobourg or Camelot, so no specialist provision is proposed for discontinuation.</p>
<b>14-15 Travel</b>	
<p>14. Details of length and journeys to alternative provision.</p>	<p>14. All children on roll at Cobourg Primary School have been offered a place at Camelot Primary School, which is 0.7 miles away from Cobourg. Every parent however, is able to make a preference for an alternative school inside or outside this area. The commuting distance of children, currently attending Cobourg is not likely to be substantively affected as they transition into alternative schools. It is therefore not expected that journeys to and</p>



Category	Information
	from alternative schools provided will be lengthier than at present due to availability but longer journeys may occur as a result of parental preference of schools outside of the local area.
15. The proposed arrangements for travel of displaced pupils to other schools including how the proposed arrangements will mitigate against increased car use.	15. As outlined above, the pupils displaced by the school closure may not be unduly inconvenienced by lengthier travel; Camelot Primary is only 0.7 miles from Cobourg and there are numerous alternative places available. This would help to mitigate against any increase in car use, as no more car journeys will be necessary than at present.
<b>Making objections to or comments on these proposals</b>	<p>Within four weeks from the date of publication of these proposals, by 5 pm on <b>3<sup>rd</sup> July 2023</b> any person may object to or make comments on the proposals or, request a paper copy of the proposal by emailing</p> <p><a href="mailto:vilma.edwards@southwark.gov.uk">vilma.edwards@southwark.gov.uk</a></p> <p>or by post to: <i>Vilma Edwards, SELA, Children's Services, Southwark Council, 160 Tooley Street, London SE1 2QH</i></p>

Signed

Nina Dohel

Director of Education

## DECISION FLOW CHART

**Merger of Cobourg Primary School and Camelot Primary School**

Process stage	Key Dates	DfE Statutory requirements and remarks
i) Informal consultation with schools and parents	February 2023 to March 2023	None.
ii) Cabinet member decision (IDM) agreeing to statutory consultation	March 2023	None. <i>There is a week for Overview &amp; Scrutiny Committee "call in"</i>
iii) Statutory consultation period (DfE Stage 1)	20 <sup>th</sup> April 2023 to 19 <sup>th</sup> May 2023	4-6 weeks consultation.
iv) IDM decision agreeing to publish statutory proposals	25 <sup>th</sup> May 2023	None. <i>There is a week for Overview &amp; Scrutiny Committee "call in"</i>
v) Publication of statutory proposals (DfE Stage 2) and representation period (DfE Stage 3)	5 <sup>th</sup> June 2023 to 3 <sup>rd</sup> July 2023	Publication must be within 12 months of the statutory consultation period being complete. Representation period must last for 4 weeks - and should be in term time - <i>Publication in local press and on the school website</i>
vi) Cabinet final decision following statutory proposals (DfE Stage 4)	10 <sup>th</sup> July 2023	Cabinet decision must be within 2 months of the end of the representation period, by August 2023, otherwise this is referred to the Office of the Schools Adjudicator (OSA).
vii) Implementation (DfE Stage 5)	31 <sup>st</sup> August 2023	None, but expected to be no longer than 2 years after Cabinet decision (by 2025)



***Equality Impact & Needs  
Analysis – Amalgamation of  
Cobourg and Camelot Primary  
Schools in August 2023***

***May 2023***

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## Guidance notes

### Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.

- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English.

Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme.

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and [www.southwarkadvice.org.uk](http://www.southwarkadvice.org.uk)).

Whilst the equality analysis is being considered, Southwark Council recommends considering Socio-Economic implications, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a legal duty to reduce socio-economic inequalities and this is reflected in its values and aims.

For this reason, the council recommends considering socio-economic impacts in all equality analyses, not forgetting to include identified potential mitigating actions.

Similarly, it is important for the Council to consider the impact of its policies and decisions in relation to tackling the climate emergency. This includes both the potential carbon emissions of a policy or decision and its potential effect on the borough's biodiversity. You are asked to consider the impact on climate of your policy and decision under discussion by completing the Climate impact section below.

### **Section 1: Equality impact and needs analysis details**

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<b>Proposed policy/decision/business plan to which this equality analysis relates</b>	The amalgamation of Camelot and Cobourg Primary Schools in September 2023
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<b>Equality analysis author</b>	Ric Euteneuer		
<b>Strategic Director:</b>	David Quirke-Thornton		
<b>Department</b>	Childrens' & Adults'	<b>Division</b>	Education
<b>Period analysis undertaken</b>	June 2023		
<b>Date of review (if applicable)</b>	June 2024		
<b>Sign-off</b>	Nina Dohel	<b>Position</b>	Director of Education
		<b>Date</b>	23/6/23

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## Section 2: Brief description of policy/decision/business plan

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### 2.1 Brief description of policy/decision/business plan

Cobourg Primary School is a one-form entry (1FE) school near to the Old Kent Road and Burgess Park. In their latest inspection in 2022, Cobourg was rated “*Requires Improvement*” by Ofsted, the second time the school has received this rating. The school has significant vacancy levels: it has a capacity of 390 across all year groups of the school, of which 178 places are empty. It is proposed to amalgamate Cobourg with Camelot Primary school, with all pupils being offered at place at the latter and Cobourg school then closing.

## Section 3: Overview of service users and key stakeholders consulted

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### 3. Service users and stakeholders

<b>Key users of the department or service</b>	<ul style="list-style-type: none"> <li>• Children (2-11 years old) attending a primary, infants, juniors or attached nursery setting in Southwark</li> <li>• Parents, carers and families of those children.</li> <li>• School staff (teaching or non-teaching)</li> <li>• Governors of those schools</li> <li>• Local Authority departments (Children’s Social Care, Education)</li> </ul>
<b>Key stakeholders were/are involved in this policy/decision/business plan</b>	<ul style="list-style-type: none"> <li>• Head teachers of all primary schools in Southwark</li> <li>• Governors of all primary schools in Southwark</li> <li>• Members of the Council</li> <li>• Leadership teams in Education and Children’s and Adults’ services</li> <li>• Finance, Sustainable development, Schools’ HR, Legal, Communications colleagues</li> </ul>

## Section 4: Pre-implementation equality impact and needs analysis

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This section considers the potential impacts (positive and negative) on groups with ‘protected characteristics’, the equality information on which this analysis is based, any mitigating actions to be taken and importantly any improvement actions to promote equality and tackle inequalities. It is important to also understand impacts as including needs of different groups.

**Due regard is about considering the needs of different protected characteristics in relation to each part of the duty as relevant and proportionate to the area at hand.**

An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts. It is important to consider any actions which can be considered to advance equality of opportunity through positive actions, for example.

The columns include societal issues (discrimination, exclusion, needs etc.) and socio-economic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics.

The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

**Socio-economic disadvantage may arise from a range of factors, including:**

- *poverty*
- *health*
- *education*
- *limited social mobility*
- *housing*
- *a lack of expectations*
- *discrimination*
- *multiple disadvantage*

The public sector equality duty (**PSED**) requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

1. *Eliminating discrimination, harassment and victimisation*
2. *Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and*



*consultation undertaken; increasing the participation of underrepresented groups*

3. *Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.*

The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will

- *Always work to make Southwark more equal and just*
- *Stand against all forms of discrimination and racism*

**Age** - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).

**Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.**

**Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

The amalgamation of the Cobourg and Camelot schools and the consequent education in the overall PAN of the combined school would ostensibly reduce choice for parents. Therefore it could potentially differentially affect all age groups from 4-11 (children) and parents (generally 18-50). This, however, does not take into account the

As outlined in the adjacent “potential impacts (positive and negative) of proposed policy” column, the potential socio-economic impacts of closing the school as regards to age will be minimal. The proposed changes will not effectively change the intake and relative demographics of the children attending the school, around half of which come from the ward the schools is situated in. This proportion is not expected to change, nor are the (relative) percentages of the school intake.

- i) reduction in pupils numbers and applications for the school*
- ii) reduction in the births in the locality*
- iii) the outmigration of children from the locality and Southwark as a whole*

Due to i), ii) and iii), there has been a considerable fall in demand for places at the school, and numbers have fallen to an extent that the combined school would have the same numbers as 2 separate schools. Therefore, the loss of “choice” will be largely theoretical.

Moving from a ‘Requires Improvement’ to a ‘Good’ school would be expected to have a positive education impact on pupils.

It is recognized that changing schools and needing a new school

	uniform could have a financial impact on lower income families. Support is being provided with the costs of this.																																																																																																																																																																												
<b>Equality information on which above analysis is based</b>	<b>Socio-Economic data on which above analysis is based</b>																																																																																																																																																																												
<p>i) The reduction of pupil numbers at Cobourg is self-evident – there has been a <b>42%</b> loss of pupils (<b>151</b> children) since 2019 (<i>Source, School Censuses 2019-23</i>). Camelot has lost 46 pupils, or 12% of the total and increased this year.</p> <table border="1" data-bbox="97 792 837 1048"> <thead> <tr> <th><b>Cobourg R</b></th> <th><b>1</b></th> <th><b>2</b></th> <th><b>3</b></th> <th><b>4</b></th> <th><b>5</b></th> <th><b>6</b></th> <th><b>Total</b></th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>26</td> <td>55</td> <td>52</td> <td>58</td> <td>51</td> <td>60</td> <td>60</td> <td>362</td> </tr> <tr> <td>2020</td> <td>27</td> <td>27</td> <td>52</td> <td>47</td> <td>50</td> <td>48</td> <td>58</td> <td>309</td> </tr> <tr> <td>2021</td> <td>27</td> <td>25</td> <td>28</td> <td>48</td> <td>44</td> <td>44</td> <td>45</td> <td>261</td> </tr> <tr> <td>2022</td> <td>25</td> <td>24</td> <td>26</td> <td>27</td> <td>51</td> <td>42</td> <td>45</td> <td>240</td> </tr> <tr> <td>2023</td> <td>25</td> <td>27</td> <td>29</td> <td>16</td> <td>28</td> <td>47</td> <td>39</td> <td>212</td> </tr> </tbody> </table> <table border="1" data-bbox="97 1093 837 1348"> <thead> <tr> <th><b>Camelot R</b></th> <th><b>1</b></th> <th><b>2</b></th> <th><b>3</b></th> <th><b>4</b></th> <th><b>5</b></th> <th><b>6</b></th> <th><b>Total</b></th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>48</td> <td>36</td> <td>51</td> <td>58</td> <td>62</td> <td>61</td> <td>66</td> <td>382</td> </tr> <tr> <td>2020</td> <td>37</td> <td>45</td> <td>35</td> <td>51</td> <td>59</td> <td>59</td> <td>58</td> <td>344</td> </tr> <tr> <td>2021</td> <td>42</td> <td>46</td> <td>50</td> <td>35</td> <td>54</td> <td>61</td> <td>62</td> <td>350</td> </tr> <tr> <td>2022</td> <td>45</td> <td>45</td> <td>48</td> <td>50</td> <td>35</td> <td>52</td> <td>60</td> <td>335</td> </tr> <tr> <td>2023</td> <td>40</td> <td>49</td> <td>49</td> <td>46</td> <td>57</td> <td>40</td> <td>55</td> <td>336</td> </tr> </tbody> </table> <p>In terms of applications for the schools, the numbers applying for Cobourg show a steep fall both in terms of first choices and choices overall</p> <table border="1" data-bbox="97 1563 863 1832"> <thead> <tr> <th><b>Cobourg</b></th> <th><b>2019</b></th> <th><b>2020</b></th> <th><b>2021</b></th> <th><b>2022</b></th> <th><b>2023</b></th> </tr> </thead> <tbody> <tr> <td>1<sup>st</sup></td> <td>45</td> <td>53</td> <td>25</td> <td>25</td> <td>13</td> </tr> <tr> <td>All</td> <td>87</td> <td>93</td> <td>61</td> <td>51</td> <td>42</td> </tr> <tr> <th><b>Camelot</b></th> <th><b>2019</b></th> <th><b>2020</b></th> <th><b>2021</b></th> <th><b>2022</b></th> <th><b>2023</b></th> </tr> <tr> <td>1<sup>st</sup></td> <td>45</td> <td>53</td> <td>31</td> <td>31</td> <td>42</td> </tr> <tr> <td>All</td> <td>87</td> <td>93</td> <td>83</td> <td>66</td> <td>77</td> </tr> </tbody> </table> <p>(<i>Source, School Censuses January 2019-2023</i>)</p> <p>ii) the schools are situated in separate planning areas (Cobourg PA1, Camelot PA3) but both are in the “Old</p>	<b>Cobourg R</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>Total</b>	2019	26	55	52	58	51	60	60	362	2020	27	27	52	47	50	48	58	309	2021	27	25	28	48	44	44	45	261	2022	25	24	26	27	51	42	45	240	2023	25	27	29	16	28	47	39	212	<b>Camelot R</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>Total</b>	2019	48	36	51	58	62	61	66	382	2020	37	45	35	51	59	59	58	344	2021	42	46	50	35	54	61	62	350	2022	45	45	48	50	35	52	60	335	2023	40	49	49	46	57	40	55	336	<b>Cobourg</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	1 <sup>st</sup>	45	53	25	25	13	All	87	93	61	51	42	<b>Camelot</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	1 <sup>st</sup>	45	53	31	31	42	All	87	93	83	66	77	<p>Both schools are in the Old Kent Road ward. Census 2021 data shows that a similar percentage of the population aged 0-19 lives in the ward (23%) than lives in the borough (21%), so there is not a pressing need for additional school places.</p> <p>The under 4 component of the ward population has fallen by 279 (20%) since 2011.</p> <table border="1" data-bbox="1054 1220 1528 1505"> <thead> <tr> <th><b>Age</b></th> <th><b>2011</b></th> <th><b>2021</b></th> <th><b>+/-</b></th> <th><b>%</b></th> </tr> </thead> <tbody> <tr> <td>0-4</td> <td>1,345</td> <td>1,071</td> <td>-279</td> <td>-20%</td> </tr> <tr> <td>5-9</td> <td>1,009</td> <td>1,132</td> <td>+123</td> <td>+12%</td> </tr> <tr> <td>10-14</td> <td>1,215</td> <td>1,183</td> <td>-32</td> <td>-3%</td> </tr> <tr> <td>15-19</td> <td>1,088</td> <td>1,157</td> <td>+149</td> <td>+14%</td> </tr> <tr> <td><b>0-19</b></td> <td><b>4,657</b></td> <td><b>4,543</b></td> <td><b>-114</b></td> <td><b>-2%</b></td> </tr> </tbody> </table> <p>Overall the under 19 component of the population has fallen and the 0-4 cohort are the future primary pupils in the ward</p> <p>Therefore it is likely that pupil numbers in this ward will continue to fall (<i>Source, ONS Census 2021</i>)</p>	<b>Age</b>	<b>2011</b>	<b>2021</b>	<b>+/-</b>	<b>%</b>	0-4	1,345	1,071	-279	-20%	5-9	1,009	1,132	+123	+12%	10-14	1,215	1,183	-32	-3%	15-19	1,088	1,157	+149	+14%	<b>0-19</b>	<b>4,657</b>	<b>4,543</b>	<b>-114</b>	<b>-2%</b>
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Kent Road" ward of the Council. Both take pupils in from further afield – 81 (18%) at Cobourg and 174 (27%) from Camelot of the pupils at both schools come from this ward. A breakdown by planning area for each school is given below, with Cobourg taking more pupils from the north of the borough and Camelot further south, particularly in Peckham

PA	Cobourg	Camelot	Cobourg	Camelot
1	39	25	17%	7%
2	60	30	27%	8%
3	100	251	44%	69%
4	10	15	4%	4%
5	2	8	1%	2%
OB	14	37	6%	10%
<b>Total</b>	<b>225</b>	<b>366</b>	<b>100%</b>	<b>100%</b>

At a ward level the figures show much the same

PA	Ward	Cobourg	Camelot	Cobourg	Camelot
1	Borough & Bankide	0	1	0%	0%
1	Chaucer	4	1	1%	0%
1	Faraday	21	12	5%	2%
1	Newington	1	0	0%	0%
1	North Walworth	4	6	1%	1%
1,2 & 3	Old Kent Road	81	174	18%	23%
1	St George's	1	4	0%	1%
2	London Bridge & WB	3	1	1%	0%
2	North Bermondsey	6	3	1%	0%
2	Rotherhithe	3	5	1%	1%
2	South Bermondsey	10	11	2%	1%
2	Surrey Docks	1	0	0%	0%
3	Nunhead & Queens Rd	10	35	2%	5%
3	Peckham	52	42	11%	5%
3	Peckham Rye	1	2	0%	0%
3	Rye Lane	3	8	1%	1%

4	Camberwell Green	7	9	2%	1%
4	Champion Hill	0	2	0%	0%
4	St Giles	4	6	1%	1%
5	Dulwich Hill	1	0	0%	0%
5	Dulwich Village	0	4	0%	1%
5	Dulwich Wood	0	5	0%	1%
OB	Outborough	11	37	2%	5%

(Source, Pupil Census January 2023, ONS Census and Birth data 2021-22)

iii) In terms of outmigration, there has been net outmigration of pupils aged from 0-15 in recent years, and this continues to be the case – the net migration figures by age below (GLA migration estimates, 2023)

#### **Mitigating and/or improvement actions to be taken**

Support with meeting the cost of uniforms will be provided to children moving from Cobourg to Camelot schools. No further mitigation actions have been identified as being required in respect of age

**Disability** - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities. Please note that under the PSED due regard includes:

Giving due consideration in all relevant areas to “the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.”

**This also includes the need to understand and focus on different needs/impacts arising from different disabilities.**

**Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.**

**Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

The reduction of the amalgamation and closure of Cobourg Primary School will have a negligible effect on disabilities, as the facilities and services offered on the school site will not change. There is a potential positive impact of children with disabilities moving from a 'requires improvement' to a 'good' school – Camelot school has been found by Ofsted

There will be little or no potential socio-economic impacts arising from socio-economic disadvantage

<p>as offering good ‘support for pupils who have special educational needs (SEN) and/or disabilities’</p> <p>There could be some disruption in routines for children with higher needs as a result of moving schools. There are five children with Education, Health and Care Plans attending Cobourg school whose individual plans are being reviewed and detailed transition plans discussed between schools.</p> <p>No children currently attending Cobourg school require travel assistance from the local authority as a result of their Special Educational Needs or Disabilities.</p>																
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Socio-economic data on which analysis is based</b></p>															
<p>No central record of pupil disability is maintained by the LA, but a proxy measure is the number of children with Education and Healthcare Plans (EHCPs), or pupils identified as “SEND Plus”. Camelot and Cobourg Primary are around or slightly below the same level of EHCPs nationally and Londonwide. The SEND Plus percentages are slightly above local, regional and national averages.</p> <table border="1" data-bbox="113 1263 900 1397"> <thead> <tr> <th>Type</th> <th>Cobourg</th> <th>Camelot</th> <th>LBS</th> <th>LDN</th> </tr> </thead> <tbody> <tr> <td><b>EHCP</b></td> <td>2.6%</td> <td>2.9%</td> <td>3.4%</td> <td>4.1%</td> </tr> <tr> <td><b>SEND+</b></td> <td>19.0%</td> <td>18.2%</td> <td>15.9%</td> <td>11.7%</td> </tr> </tbody> </table> <p><i>(Source, School Census January 2023- EHCPs and SEN Support, DfE Statistics 2022)</i></p> <p>In terms of staffing, no record of disability is maintained by the LA or school, but disability would not be a hindrance to recruitment or redeployment from Cobourg to Camelot or other schools.</p>	Type	Cobourg	Camelot	LBS	LDN	<b>EHCP</b>	2.6%	2.9%	3.4%	4.1%	<b>SEND+</b>	19.0%	18.2%	15.9%	11.7%	<p>As there is no perceptible potential socio-economic impacts/needs/issues arising from socio-economic disadvantage for people with disabilities, no data has been identified.</p>
Type	Cobourg	Camelot	LBS	LDN												
<b>EHCP</b>	2.6%	2.9%	3.4%	4.1%												
<b>SEND+</b>	19.0%	18.2%	15.9%	11.7%												
<p><b>Mitigating and/or improvement actions to be taken</b></p>																
<p>Individual support is being provided to children with disabilities including reviewing Education, Health and Care Plans and discussing transition arrangements between schools.</p> <p>No further mitigating or improvement actions have been identified as required.</p>																
<p><b>Gender reassignment:</b></p> <p>- The process of transitioning from one gender to another.</p>																

<b>Gender Identity:</b> Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's recorded sex or can differ from it.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Gender reassignment is unlikely to involve children of primary age but the appropriate support would be provided to any child to whom this applies. As regards staffing gender reassignment would form no part of the recruitment or indeed the redeployment process, so would not negatively impact on staffing.	There will be little or no potential socio-economic impacts/needs/issues arising from socio-economic disadvantage resulting from gender reassignment.
<b>Equality information on which above analysis is based.</b>	<b>Socio-economic data on which above analysis is based</b>
Data is not collected for children, parents or carers on gender reassignment. It is likely to be such a small number as to make it statistically insignificant. In the 2021 Census, 0.6% of the UK population identified themselves as not having the same gender they were born with. In London, this rose to 1.4%, and Southwark, 1.2%. ( <i>Source, ONS Census 2021</i> )	As there is no perceptible potential socio-economic impacts/needs/issues arising from socio-economic disadvantage for people with gender reassignment, no appropriate or useful data has been identified.
<b>Mitigating and/or improvement actions to be taken</b>	
As there have been no negative impacts relating to gender reassignment identified, no mitigating or improvement actions are proposed.	

**Marriage and civil partnership** – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. **(Only to be considered in respect to the need to eliminate discrimination.)**

<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
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<p>Marriage or civil partnership is unlikely to directly involve children of primary age, although they may be the children of married or unmarried parents or civil partners. The marital status of the parents or carers of school pupils forms no part of the admissions process, and children are admitted based on religious or distance criteria alone</p> <p>As regards staffing, no records of the marital status of staff are kept at either school at present, but, were this to be the case, the marital or civil partnership status of a staff member or potential applicant would form no part of the recruitment or indeed the redeployment process, so would not negatively impact on staffing.</p>	<p>As mentioned in the adjacent “potential impacts of the proposed policy”, the marital status of the parents or carers of school pupils forms no part of the admissions process. Children are admitted based on sibling, medical or distance criteria alone.</p> <p>Therefore there are no realistic socio-economic impacts, needs or issues arising from socio-economic disadvantage relating to marital status.</p>												
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Socio-economic data on which above analysis is based</b></p>												
<p>No records are maintained on the marital or civil partnership status of parents &amp; carers, or staff members of either School. Figures at a ward, borough, regional and national level for the percentage of the local population by marital and civil partnership status are given below. Old Kent Road ward is slightly higher than the Southwark average, but some way adrift on London and England averages (<i>Source, ONS Census 2021</i>)</p> <table border="1" data-bbox="130 1525 1010 1653"> <thead> <tr> <th>Area</th> <th>%</th> <th>Area</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Old Kent Road</td> <td>27.5</td> <td>England</td> <td>44.5</td> </tr> <tr> <td>Southwark</td> <td>26.4</td> <td>London</td> <td>39.7</td> </tr> </tbody> </table>	Area	%	Area	%	Old Kent Road	27.5	England	44.5	Southwark	26.4	London	39.7	<p>As there is no perceptible potential socio-economic impacts/needs/issues arising from socio-economic disadvantage for people with gender reassignment, no appropriate or useful data has been identified.</p>
Area	%	Area	%										
Old Kent Road	27.5	England	44.5										
Southwark	26.4	London	39.7										
<p><b>Mitigating actions to be taken</b></p>													
<p>As there have been no negative impacts relating to marital or civil partnership status identified, no mitigating or improvement actions are proposed.</p>													

**Pregnancy and maternity** - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection

<p>against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.</p>								
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>		<p><b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>						
<p>Pregnancy and maternity are unlikely to directly involve children of primary age, and so there not be any potential impacts of the strategy on pupils. Given the extensive level of vacancies, it is also unlikely to affect parental choice.</p> <p>The pregnancy and maternity rate in Southwark has been falling for many years.</p> <p>As regards staffing, school employees contracts mean that they are paid for some of their pregnancy and maternity leave; the pregnancy status of a staff member or potential applicant would form no part of the recruitment or indeed the redeployment process, so would not negatively impact on staffing. If any staff member is pregnant or on maternity leave, the HR processes in place to deal with redeployment and redundancy in closure of the school will be carried out in a way that will not result in any discrimination.</p>		<p>As mentioned in the adjacent “<i>potential impacts of the proposed policy</i>”, pregnancy/maternity status of the parents/carers of school pupils forms no part of the admissions process, and children are not admitted based on this status. Similarly, this status is not part of the recruitment process. Therefore there are no realistic socio-economic impacts, needs or issues arising from socio-economic disadvantage relating to pregnancy or maternity status.</p>						
<p><b>Equality information on which above analysis is based</b></p>		<p><b>Socio-economic data on which above analysis is based</b></p>						
<p>Fertility is measured at a range of rates and geographies by the ONS. These include the “GFR” and “TFR”. The “<i>General Fertility Rate (GFR)</i>” is the number of live births per 1,000 women aged 15-44. The Total Fertility Rate (TFR) is the number of births per woman aged 15-44</p> <table border="1"> <thead> <tr> <th>Area</th> <th>GFR</th> <th>TFR</th> </tr> </thead> <tbody> <tr> <td>Southwark</td> <td>44</td> <td>1.14</td> </tr> </tbody> </table>		Area	GFR	TFR	Southwark	44	1.14	<p>As there is no perceptible potential socio-economic impacts/needs/issues arising from socio-economic disadvantage for people with</p>
Area	GFR	TFR						
Southwark	44	1.14						



Inner London	48	1.28	pregnancy or maternity status, no appropriate or useful data has been identified.
London	56	1.52	
England	56	1.62	
<p>(Source, GLA/ONS 2021 (latest figures))</p> <p>From this, we can see Southwark has low fertility rate compared the rest of London and England. This is another explanation, together with outmigration – why pupils’ numbers in Southwark are falling.</p>			
<p><b>Mitigating and/or improvement actions to be taken</b></p> <p>As there have been no negative impacts relating to pregnancy or maternity status identified, no mitigating or improvement actions are proposed.</p>			
<p><b>Race</b> - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others</p>			
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>		<p><b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>	
<p>A potential impact of the closure of Cobourg and the net PAN reduction could be that Camelot were to become less diverse racially than it is at present. Presently, Cobourg is school is <b>91.0%</b> Black Minority Ethnic (BME) (i.e. non-White UK) and Camelot <b>95.5%</b>. For the local ward (Old Kent Road), the BME population is <b>75.6%</b>. For the planning area the school is in (planning area 3 – PA3), the total percentage of BME pupils are <b>87.4%</b>. As a whole, Southwark primary pupils are <b>78.5%</b> BME as regards of Southwark’s population as a whole is <b>62.5%</b>. There is no evidence therefore to show that closure of Cobourg Primary School and reducing the combined school’s PANs would be likely to de-diversify the school. The schools in the same planning area are almost as diverse each other, and the same with the Old Kent Road ward population.</p>		<p>A potential impact of the closure of Cobourg Primary School and consequent net PAN reduction could be that the school were to become less diverse socio-economically than it is at present. This is thought unlikely, as there has been no major development near the school, and the school’s intake is predominately from PA3.</p>	

Camelot Primary School has been judged as a Good school by Ofsted, who praised its 'shared vision for all pupils to succeed' in a school where 'The proportion of pupils from a wide range of minority ethnic backgrounds' and 'who speak English as an additional language is significantly high'. It found that 'Pupils who speak English as an additional language make good or better progress'.

In terms of staffing, the school's workforce will – over time – adapt and fall to match a smaller intake of pupils. As race will not form part of the selection process of staff, then no discernible effects as regards race will be noted or action required.

What is evident is that people in Southwark are having less children, and those that are tend to be from the families that have remained, and are the same socio-economic class as the present parents and carers – just fewer of them.

### Equality information on which above analysis is based

### Socio-economic data on which above analysis is based

A table giving the relative percentages of the local population at schools and in the locality is given below

Group	Cobourg	Camelot	Old Kent Road Ward	PA3	Southwark pupils	Southwark population
Bangladeshi	4.1%	1.1%	1.7%	1.4%	2.3%	1.8%
Indian	0.4%	0.0%	1.2%	0.5%	0.7%	2.0%
Pakistani	1.1%	2.1%	0.6%	1.1%	0.7%	0.7%
Other Asian Background	1.9%	1.8%	3.5%	1.8%	1.8%	2.7%
Black African	29.1%	45.5%	25.3%	33.9%	25.2%	15.7%
Black Caribbean	6.3%	10.8%	8.1%	9.5%	6.3%	5.9%
Any Other Black Background	3.7%	6.6%	4.8%	6.9%	5.2%	3.5%
Chinese	0.4%	0.3%	1.8%	0.8%	1.3%	2.7%
Mixed - White & Black African	3.7%	1.3%	1.3%	2.4%	2.2%	1.2%
Mixed - White & Caribbean	4.9%	3.2%	2.5%	3.9%	3.3%	2.1%
Mixed - White & Asian	0.4%	0.5%	0.8%	1.2%	1.7%	1.5%
Any Other Mixed Background	9.0%	8.7%	2.5%	6.5%	6.5%	2.4%
White British	9.0%	4.5%	23.1%	12.3%	21.1%	35.5%
White Irish	0.0%	0.5%	1.3%	0.3%	0.4%	2.0%

Gypsy / Roma	0.0%	0.0%	0.5%	0.1%	0.1%	0.5%
Traveller of Irish Heritage	0.0%	0.0%	0.3%	0.3%	0.1%	0.1%
Any Other White Background	17.2%	4.2%	9.2%	5.7%	9.3%	13.4%
Any Other Ethnic Group	9.0%	8.2%	1.8%	7.6%	7.7%	1.0%
Unknown / Missing	0.0%	0.8%	9.5%	3.7%	4.1%	5.3%
<b>Non-White UK/BME</b>	<b>91.0%</b>	<b>95.5%</b>	<b>76.9%</b>	<b>87.4%</b>	<b>78.5%</b>	<b>62.5%</b>

(Source, Pupil Census, 2022)

### Mitigating and/or improvement actions to be taken

As there have been no negative impacts relating to race identified, no mitigating or improvement actions are proposed.

**Religion and belief** - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

**Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.**

**Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)**

Statutory guidance when deciding this type of decision requires us to consider the balance of religious places in the borough, and the balance between different denominations. As neither school has a religious foundation, the closure of Cobourg Primary School and the overall reduction of 1FE will not affect that balance. As regards staffing, there is no requirement for staff to practice (or not) any religion, and there is no evidence to suggest that any changes in staffing arising from amalgamation would differentially effect staff with any particular religion or belief.

As outlined opposite, neither school has a religious foundation, the closure of Cobourg Primary School and the overall reduction of 1FE will not affect any religious provision that exists. There are no potential socio-economic impacts/ needs/issues arising the change nor any socio-economic disadvantage

**Equality information on which above analysis is based**

**Socio-economic data on which above analysis is based**

The percentages of religious/non-religious places (Non-R) in Southwark are given in the table below, both before (2022 and 2023) and after the proposals in 2024

Type	2022	2023	2024
RC	16%	16%	17%

As outlined above, neither school has a religious foundation, the closure of Cobourg Primary School and the overall reduction of 1FE will not affect any religious provision that exists. This

CE	14%	13%	14%		means there will no potential socio-economic impacts/needs/issues arising the change nor any socio-economic disadvantage (positive and negative) resulting from that change. A table is given overleaf of the level of religious observance extracted from the 2021 Census. No breakdown of Christian faith is recorded																								
Non-R	70%	70%	70%																										
<p>No change in the percentage of non-religious places has been identified.</p> <p>Data is not available on the religious beliefs of staff.</p>					<table border="1"> <thead> <tr> <th>Religion</th> <th>OKR</th> <th>Southwark</th> </tr> </thead> <tbody> <tr> <td>Christian</td> <td>51%</td> <td>46%</td> </tr> <tr> <td>Buddhist</td> <td>1%</td> <td>1%</td> </tr> <tr> <td>Hindu</td> <td>1%</td> <td>10%</td> </tr> <tr> <td>Jewish</td> <td>0%</td> <td>0%</td> </tr> <tr> <td>Muslim</td> <td>12%</td> <td>7%</td> </tr> <tr> <td>Sikh</td> <td>0%</td> <td>0%</td> </tr> <tr> <td>Other/No religion/not stated</td> <td>34%</td> <td>37%</td> </tr> </tbody> </table> <p>(Source, ONS Census 2021)</p> <p>This shows that there is a slightly higher level of Christian religious belief in the Old Kent Road, but no solid conclusions can be drawn from this.</p>	Religion	OKR	Southwark	Christian	51%	46%	Buddhist	1%	1%	Hindu	1%	10%	Jewish	0%	0%	Muslim	12%	7%	Sikh	0%	0%	Other/No religion/not stated	34%	37%
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Sikh	0%	0%																											
Other/No religion/not stated	34%	37%																											

### Mitigating and/or improvement actions to be taken

As there have been no negative impacts relating to religion or belief identified, no mitigating or improvement actions are proposed.

### Sex - A man or a woman.

<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>	<p><b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>
<p>If there was a significant imbalance in the provision or uptake of places at the school then the closure of</p>	<p>There are no potential socio-economic impacts</p>

<p>Cobourg and net reduction of the PAN may affect this. However, the schools are both co-educational and there is no entrance requirement based on gender.</p>	<p>or issues arising from disadvantage as regards the closure of Cobourg and reduction of the combined PANs by 1FE with respect to the gender of pupils. As regards staffing, it could be that female staff are affected more, due to their prevalence in the workforce</p>																																																																																																												
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Socio-economic data on which above analysis is based</b></p>																																																																																																												
<p>Prevalence of male to female pupils in the 2 schools is broadly 50:50. Pupil percentages shown below by school by year group</p> <table border="1" data-bbox="140 969 938 1473"> <thead> <tr> <th>Cam</th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Girls</td> <td>21</td> <td>22</td> <td>27</td> <td>31</td> <td>23</td> <td>19</td> <td>29</td> <td>172</td> </tr> <tr> <td>Boys</td> <td>19</td> <td>25</td> <td>18</td> <td>16</td> <td>33</td> <td>20</td> <td>26</td> <td>157</td> </tr> <tr> <th>Cob</th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> <tr> <td>Girls</td> <td>15</td> <td>16</td> <td>14</td> <td>7</td> <td>12</td> <td>25</td> <td>18</td> <td>107</td> </tr> <tr> <td>Boys</td> <td>11</td> <td>10</td> <td>13</td> <td>11</td> <td>16</td> <td>22</td> <td>22</td> <td>105</td> </tr> <tr> <th>Cam</th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> <tr> <td>Girls</td> <td>53%</td> <td>47%</td> <td>60%</td> <td>66%</td> <td>41%</td> <td>49%</td> <td>53%</td> <td>52%</td> </tr> <tr> <td>Boys</td> <td>48%</td> <td>53%</td> <td>40%</td> <td>34%</td> <td>59%</td> <td>51%</td> <td>47%</td> <td>48%</td> </tr> <tr> <th>Cob</th> <th>R</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>Total</th> </tr> <tr> <td>Girls</td> <td>58%</td> <td>62%</td> <td>52%</td> <td>39%</td> <td>43%</td> <td>53%</td> <td>45%</td> <td>50%</td> </tr> <tr> <td>Boys</td> <td>42%</td> <td>38%</td> <td>48%</td> <td>61%</td> <td>57%</td> <td>47%</td> <td>55%</td> <td>50%</td> </tr> </tbody> </table> <p>Combining the full rolls of both schools at Camelot would not change the balance of pupils by sex. The combined roll of both schools would be 52% girls, 48% boys.</p> <p>Similarly as regards staffing, a large proportion of the staff are female, as is normal for primary schools of any type across the UK. Some staff may experience a negative impact of uncertainty and changes to work context through the process of amalgamation.</p>	Cam	R	1	2	3	4	5	6	Total	Girls	21	22	27	31	23	19	29	172	Boys	19	25	18	16	33	20	26	157	Cob	R	1	2	3	4	5	6	Total	Girls	15	16	14	7	12	25	18	107	Boys	11	10	13	11	16	22	22	105	Cam	R	1	2	3	4	5	6	Total	Girls	53%	47%	60%	66%	41%	49%	53%	52%	Boys	48%	53%	40%	34%	59%	51%	47%	48%	Cob	R	1	2	3	4	5	6	Total	Girls	58%	62%	52%	39%	43%	53%	45%	50%	Boys	42%	38%	48%	61%	57%	47%	55%	50%	<p>As there is no gender based socio-economic impact for pupils, no data has been sourced.</p>
Cam	R	1	2	3	4	5	6	Total																																																																																																					
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HR support is being provided to the predominately female staff through the amalgamation process.

No other mitigating actions in respect of sex are proposed.

<b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p>At age 4-11, children may not have expressly identified with one sexuality or another, but they may have parents or carers who are LGBTQ+. In either case, admissions do not take into account the sexuality of the child or parent/carer. The proposed amalgamation of schools will therefore have no differential effect on parents whatever their sexuality. Similarly, with regard to staff, sexuality or sexual orientation forms no part of the selection for recruitment or redundancy, so the proposed changes will not disproportionately affect staff members as regards their sexual orientation.</p>	<p>There are no potential socio-economic impacts as regards the closure of Cobourg Primary School and the overall reduction of PAN totals by 1FE, nor issues arising from disadvantage with respect to the sexual orientation of pupils, parents/carers or staff.</p>
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>

The prevalence of different sexualities was covered in the 2021 Census for the first time. This is not (yet) available at a ward level, but the figures for Southwark show the following figures for the population over 16.

Area	Straight or Heterosexual	Gay or Lesbian	Bisexual	Pansexual	Asexual	Queer	All other sexual orientations	Not answered	Non heterosexual
Southwark	82.71	4.53	2.57	0.67	0.07	0.17	0.06	9.21	<b>8.07</b>
London	86.19	2.23	1.52	0.37	0.05	0.06	0.04	9.54	<b>4.27</b>
England	89.37	1.54	1.29	0.23	0.06	0.03	0.02	7.46	<b>3.17</b>

Southwark is lower than the national and London-average for heterosexuality and more than twice the London average for gay and lesbian residents over 16

As mentioned above, there are no potential socio-economic impacts as regards the closure of Cobourg Primary School and the overall reduction of PAN totals by 1FE, nor issues arising from disadvantage with respect to the sexual orientation of pupils, parents/carers or staff. The figures for prevalence are given in the column adjacent to this one.

### **Mitigating and/or improvement actions to be taken**

As there have been no negative impacts relating to sexual orientation identified, no mitigating or improvement actions are proposed or required.

### **Human Rights**

There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading

treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>
In respect of the 16 rights listed, the proposal to amalgamate the schools and close Cobourg Primary School will not affect any of those listed. This said, the “First Protocol”, this states “ <i>The first sentence of Article 2 of Protocol No. 1 guarantees an individual right to education. The second guarantees the right of parents to have their children educated in conformity with their religious and philosophical convictions</i> ”. Closure of a school and the net removal of a single form of entry from the combined schools will not endanger this freedom, as there are numerous school places available in other schools nearby
<b>Information on which above analysis is based</b>
At the last census time in January 2023, there were 5,790 spare places in Southwark primary schools, including 1,571 spare places in Planning Area 3, 22% and 30% respectively.
<b>Mitigating and/or improvement actions to be taken</b>
As there have been no negative impacts relating to human rights identified, no mitigating or improvement actions are proposed or required.

### **Conclusions**

#### **Summarise main findings and conclusions of the overall equality impact and needs analysis for this area:**

The proposal to amalgamate Cobourg and Camelot Primary Schools with the resulting closure of Cobourg Primary School have more benefits than negative impact for the quality and future of education for children across the two schools. Mitigations have been factored in for vulnerable groups.

#### **Section 5: Further equality actions and objectives**

##### **5. Further actions**

Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.

<b>Number</b>	<b>Description of issue</b>	<b>Action</b>	<b>Timeframe</b>
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As no mitigating or improvement actions to promote equality and tackle inequalities have been proposed, no further actions are required or proposed

### 5.1 Equality and socio-economic objectives (for business plans)

Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column, please state whether this objective is an existing objective or a suggested addition to the Council Plan.

Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
Not applicable	Not applicable	Not applicable	Not applicable	Not applicable

### 6. Review of implementation of the equality objectives and actions

As no further actions to promote equality and tackle inequalities have been required or proposed, no further reviews of **the equality objectives and actions** are required

### 7. Implementation Equality Impact and Needs Analysis

No further issues as regards equalities and needs have been identified – therefore no further mitigating or improvement actions to promote equality and tackle inequalities have been proposed as a result of this analysis.

<b>Item No.</b> 15.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		GW1 SEND Buses Procurement Strategy	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees	

### **FOREWORD – COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION AND REFUGEES**

We have many reasons to be proud of the quality of our services and the educational outcomes for our children and young people with special educational needs and or disabilities in Southwark.

Our Special Educational Needs and/or Disabilities (SEND) school bus service is an important part of our offer for children and young people who struggle to walk or travel by public transport to school.

#### **The Gateway 1 SEND Buses Procurement Strategy**

This GW1 report seeks approval from cabinet for the procurement strategy for the SEND bus contract via a single supplier negotiation, with Healthcare and Transport Service (HATS) for 24 months with the option for an additional 12 month extension. The value of the contract is £6.2m with a lifetime value of £9.3m if the 12 month extension is agreed.

The council has a statutory duty to provide travel assistance for children of statutory school age and young people up to 25 years who are eligible to receive travel support, to and from school or other educational establishment as set out in The Education Act 1996 and Education Inspection Act 2006. This is something that the council whole heartedly supports.

#### **Children and young people benefit**

As of May 2023 a total of 762 children receive a range of travel assistance that is geared to meeting their individual needs including - independent travel training, a direct payment to the family to support their journeys or, travel in a vehicle procured via the council's taxi framework/Special Educational Needs and or Disabilities (SEND) bus service.

This report is requesting approval to enter in single supplier negotiation for a new contract with the incumbent provider for the SEND bus service. The team has carried out the necessary market testing so that more providers could be considered. I can report that only one other provider responded to say they would

be interested in bidding for this service if it was brought to market but they currently do not have a local depot to be able to operate this service from in the short term.

A quality service with a high level of satisfaction rates

HATS is currently meeting the needs of our children and young people well. They have a history of working flexibly to meet the needs of our children and families. Working closely with council officers to adjust its operations. An recent example of this was during the Covid-19 Pandemic, where the company went the extra mile to make sure children and young people were kept safe through the implementation of 'bubbles', enhanced cleaning measures. They also delivered education materials from schools to children around the borough to support their home learning

Added social value

It is also good to see that HATS employs local Southwark residents to deliver the service, works with Social Enterprise UK and supports local employment opportunities, apprenticeships and charitable causes.

Parental surveys show that 100% of parents and carers were satisfied with the service. A sentiment repeated in the report to the Corporate Contract Review Board in May 2021, which confirmed HATs as being 'consistently good quality'. Single supplier negotiation for this contract is therefore both necessary and viable.

## **RECOMMENDATIONS**

1. That the cabinet approve the procurement strategy for the SEND bus contract via a single supplier negotiation, with Healthcare and Transport Services for 24 months with an optional 12 month extension.
2. That the cabinet note the estimated value of this contract is £6.2m with a lifetime value of £9.3m if the 12 month option is agreed.
3. That the cabinet delegate the decision to award the contract to the Strategic Director, Children and Adult Services in consultation with the Deputy Leader and Cabinet Member for Children, Education and Refugees for reasons noted in paragraph 21 of the report.
4. That the cabinet note that a longer-term strategic approach will be explored in a planned Gateway 0 report (Strategic Options Assessment).

## **BACKGROUND INFORMATION**

5. The council has a statutory duty to provide travel assistance to and from educational establishments for eligible children and young people, in line with the Southwark Travel Assistance Policy.
6. As of May 2023, the council provide 762 children and young people a range of travel assistance as appropriate to meet their needs. This includes

provision of independent travel training, direct payments, or transport in a vehicle procured via the council's taxi framework/ SEND bus service.

7. 413 children and young people currently travel on the SEND bus service. This includes some of Southwark's most vulnerable children and young people, who have Education, Health and Care Plans (EHCPs). The number of children using the bus service has increased each year since 2016-17.
8. All passengers who use the bus service are Southwark residents.
9. The needs of children and young people who use the bus service may include:
  - Physical disabilities
  - Additional learning needs
  - Autism
  - A range of communication, emotional, behavioural challenges
  - Visual or hearing impairment.
10. The council awarded the current SEND bus service contract to Healthcare and Transport Services (HATS) in January 2015 for an initial period of five years and eight months to 31 August 2020, with two x 12 month extension periods. The estimated lifetime value of the current contract is £14.5m. This was extended further in as noted in paragraph 19.
11. The SEND bus service contract requires the provider to ensure:
  - That it has access to sufficient, safe and secure premises, which includes a depot with office and restroom facilities
  - That it can operate a fleet of specialist vehicles, including vehicles that are fully wheelchair accessible
  - That it employs sufficient and suitable qualified drivers, passenger assistants, and operational staff to manage the service logistics.
12. The bus service operates for 38 weeks each year during the school terms.
13. The service delivers a core offer and a facility for 'Special Rounds' which provide transport for children with an extremely high levels of medical needs and/or special needs.
14. The SEND bus service, excluding additional passenger assistant costs, operates on a fixed cost basis within set ranges of passenger numbers, irrespective of how many vehicles HATS may require to transport service users. This is achieved through fixed passenger numbers (with tolerances built in to allow adjustments during the school year) rather than pricing for individual bus rounds/routes or for individual service users. This has worked well and allowed the stated contract price to remain stable over the years without the levels of price creep that can occur through other travel models e.g., being charged by each route.
15. The contract operated within three bands up until January 2019, when the limits in band three were exceeded due to the increasing demand for the

service, which mirrored the increase in the number of children in the borough with an EHCP. In 2019 the Strategic Director, Children and Adults Services approved the extension of passenger numbers and pricing 'bands' for the SEND bus contract.

16. The nine pricing bands, ranging from a minimum of 338 to a maximum of 438 passengers on the SEND bus contract are set out in the table below. The current service levels sit within Band 7.

Previous bands		New bands	
Low	338 to 347 passengers	Band 4	379 to 388 passengers
Middle	348 to 368 passengers	Band 5	389 to 398 passengers
Highest	369 to 378 passengers	Band 6	399 to 408 passengers
		Band 7	409 to 418 passengers
		Band 8	419 to 428 passengers
		Band 9	429 to 438 passengers

17. Travel assistance officers monitor punctuality and performance daily. Prior to the pandemic monitoring had shown that the provider met all key performance indicators (KPIs) as set out in the specification and contract. Due to the swift changes to service delivery during the pandemic the monitoring of KPIs was relaxed as they were not always applicable due to changing routes and service delivery. Monitoring of these KPIs have been re-introduced and will continue to be monitored should this new contract be awarded.
18. Generally the service has performed well against KPIs, responded well to the COVID pandemic, and when surveyed, parents/carers are happy with it as evidenced in satisfaction surveys.

### **Summary of the business case/justification for the procurement**

19. The current contract started on the 1 April 2015 for a period of five years and eight months and had the option for extension by a further two years.
20. The Strategic Director, Children and Adults Services approved a one-year extension in July 2020. A subsequent 24 month extension was approved in 2021, of which 12 months was included within the existing contract and an additional 12 month period was requested as a variation to the current contract.
21. The previous 24 month extension was required due to the delays that have been experienced in commencing the re-procurement of the contract due to the COVID-19 pandemic and to allow continuity of this statutory service. Due to capacity issues within the commissioning department, which have since been resolved, this has meant we have not had sufficient time to

complete the necessary market engagement to let a longer term contract at this time.

22. Given that there have been extensions and variations applied to the current contract as described in paragraphs 19-22 it is not permissible to vary the current contract again. Completing a single supplier negotiation, and award of a new contract as reflecting the outcome of negotiations, for an interim period will ensure service continuity and will allow sufficient time for a new procurement exercise to be completed. By requesting that cabinet delegates the decision to award the contract to the Strategic Director, Children and Adult Services in consultation with the Deputy Leader and Cabinet Member for Children, Education and Refugees this will allow sufficient time for the contract to be awarded before the current service ends on 31 August 2023.
23. With the current financial climate there is a risk if we go out to market that no providers will be willing to bid for these services without having to increase their contract price significantly. Increases of costs in areas such as fuel have had a huge impact on these types of services. The council are mitigating potential risks by proposing negotiating with the existing provider for a two year contract term rather than going to open market.
24. Pre-negotiation dialogue has taken place with the current provider to continue delivering the service with some minor changes to service delivery and performance indicators. This has allowed some flexibility for the provider without us having to change our charging structure which would result in an increase in contract costs over and above what is already agreed.

### **Market considerations**

25. The market for SEND transport in the London area is limited. HATS are the largest provider across the majority of London boroughs so the risk of challenge to the procurement and award of this new contract is low.
26. In 2022 the Council published a Prior Information Notice (PIN) to explore if there were any providers, other than the incumbent, who would be interested in delivering the SEND Buses service in Southwark. The reason this was done was to see if there was any competition within this market, or if we would want to explore a single supplier negotiation with the current provider for a longer time period. Apart from the incumbent provider there was only one alternative response to the PIN, and they did not have a depot within, or close to, the borough (as is deemed to be essential for the delivery of this service). This supplier indicated that they would be interested in potentially bidding for the service in Southwark but they would not have sufficient time to source a depot close enough to the borough to be able to deliver the service in 2023.
27. There was interest from more than one provider so it is now proposed that, as the council are unable to vary and extend the current contract, it enters into a single supplier negotiation with the incumbent provider, to allow sufficient time to complete further market research and draft a Strategic Options Assessment (Gateway 0) which will explore many options including

working with the commissioning alliance and will result in a new procurement strategy report (Gateway 1) being completed. This will allow time to look at any other contractual solutions also.

28. During the term of this proposed new contract officers will complete further benchmarking, exploring alternative bus transport models as well analysing any changes which may impact on the SEND transport sector resulting from issues such as COVID, Brexit and environmental factors affecting passenger transport.
29. Officers will complete market engagement and testing in early 2024 to evaluate the robustness of the provider market further and to explore if there are any other potential providers that may be interested in delivering this service from 2025 onwards.

## KEY ISSUES FOR CONSIDERATION

### Options for procurement route including procurement approach

30. The following options have been considered in relation to the procurement.

<b>No.</b>	<b>Option</b>	<b>Impact</b>
1.	Do nothing	<ul style="list-style-type: none"> <li>• When the current contract expires on 31 August 2023 there would be no SEND bus service provision for children and young people.</li> <li>• Children and young people would have no transportation to enable them to access their educational settings. Emergency/business continuity arrangements have been considered but they would not be suitable to introduce as an alternative to this contract extension.</li> <li>• The council would be at risk of not meeting its statutory duty as set out in the Education Act 1996 and Education Inspection Act 2006.</li> </ul>
2.	Commission a new service through a competitive procurement	<ul style="list-style-type: none"> <li>• SEND transport organisations have been under particular financial pressure in 2022/23 and if we were to go out market to procure a new service in 2023 this would mean it is likely that potential new providers would not be able to deliver the quality services we require within current budgets.</li> </ul>
3.	Provide the service in-house	<ul style="list-style-type: none"> <li>• This would require additional investment, with potential TUPE implications and recruitment of a full complement of skilled staff to provide the service.</li> <li>• The council does not have a fleet to operate the service with, an appropriate depot facility would also have to be sourced and managed. This could not be implemented within the time frame available.</li> </ul>

<b>Table 1: Procurement options</b>		
<b>No.</b>	<b>Option</b>	<b>Impact</b>
4.	Call off from a framework	<ul style="list-style-type: none"> <li>• A framework would need to be developed, there is insufficient time to consider this option.</li> <li>• There are very few SEND School Bus frameworks, if any, currently available and none identified that would be able to meet the council's specific requirements.</li> </ul>
5.	Commence single supplier negotiations with current provider for a longer time period of more than three years	<ul style="list-style-type: none"> <li>• A Prior Information Notice was published in October 2022 to gauge interest in the market for this type of service and we had interest from more than one potential provider (including the incumbent provider) so there is evidence that there is competition in this market.</li> <li>• Seeking a new two year contract is less likely to be challenged by other providers as the council are planning on exploring procurement options for these services, including market engagement, and have a new contract in place when the proposed extension is complete.</li> </ul>
6.	Award a new contract to the current provider through a single supplier negotiation for a shorter time period	<ul style="list-style-type: none"> <li>• This is a generally good performing, well-respected service.</li> <li>• Officers have negotiated with the current provider to make some changes to performance indicators that are in the current contract. These will still be achievable but the council will still be able to hold the provider to account if there are any issues with under-performance.</li> <li>• The original intention was to exercise the option to extend the contract if service continued to be of good quality and value, but these extension options have already been utilised and this is no longer a viable option.</li> <li>• If the two year contract is approved (with an optional up to 12 month extension period) this will allow sufficient time for a full service review to be completed with the hope that interest rates will decrease and when potential providers look to bid for this contract with the view that the contract start date will be in September 2025 they will be able to be more confident on what is affordable and we can attract bids from more than one provider.</li> </ul>



### Proposed procurement route

31. The recommended procurement option is to award a new contract to the current provider through a single supplier negotiation for a shorter time period.

### Identified risks for the procurement

32. The following risks have been identified for this service:

<b>No.</b>	<b>Risk</b>	<b>Risk Level</b>	<b>Mitigating Action</b>
1.	The impact of COVID 19, Brexit and the Cost of Living crisis on the economy with risks of having a negative effect on the economic viability of the provider	Low	<ul style="list-style-type: none"> <li>The Council will monitor the financial stability of the provider closely over the period of the new contract.</li> <li>This is a well-established business with whom no previous financial concerns have been raised.</li> </ul>
2.	Legal challenge from other providers or provider withdrawal	Low	<ul style="list-style-type: none"> <li>Mitigation for the recommended option is contained within concurrents provided by Assistant Chief Executive – Governance &amp; Assurance and Head of Procurement.</li> <li>The proposed two year contract period (with an optional up to 12 month extension period) will allow sufficient time for the council to stimulate the market in preparation for the tender and new contract. There is a new SEND-specific role within commissioning that has recently been recruited to which will help ensure this project stays on track and new contractual arrangements will be in place before the proposed new contract term ends.</li> <li>The relationship between the provider and the council is good and well established.</li> <li>During the pandemic the provider adopted a flexible approach to support the council and its service users' needs outside of its contractual obligations. Due to this, it provides the council with the confidence there will be a continuity of service during the proposed contract period.</li> </ul>

### Key / Non Key decisions

33. This report deals with a key decision.

### Policy Framework Implications

34. This contract will enable the council to fulfil its statutory duty to provide transport services to eligible children and young people as set out in the Education Act 1996 and in the Education and Inspection Act 2006 and will support delivery of the Southwark school travel assistance policy.

35. The contract assists the council in meeting its statutory public sector equality duty (PSED) under 149 of the Equality Act 2010 and supports the council's published approach to equalities.

36. The service supports the council's Fairer Future commitments including ensuring the 'Best Start in Life' for its residents and the values of treating every resident as if they were a valued member of our own family; and spending money as if it were from our own pocket.

### Procurement Project Plan (Key Decisions)

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	02/06/2023
DCRB Review Gateway 1	24/05/2023
CCRB Review Gateway 1	01/06/2023
Brief relevant cabinet member (over £100k)	06/06/2023
Notification of forthcoming decision - Cabinet	30/06/2023
Approval of Gateway 1: Procurement strategy report	10/07/2023
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	19/07/2023
Single Supplier Negotiations Conclude	19/07/2023
Forward Plan Gateway 2	10/05/2023
DCRB Review Gateway 2	28/07/2023
CCRB Review Gateway 2	03/08/2023
Notification of forthcoming decision	04/08/2023
Approval of Gateway 2: Contract Award Report	14/08/2023
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision*	22/08/2023
Contract award*	23/08/2023
Add to Contract Register	24/08/2023
Place award notice on Find a Tender Service	24/08/2023
Place award notice on Contracts Finder	24/08/2023
Contract start	01/09/2023

Activity	Complete by:
Initial contract completion date	31/08/2025
Contract completion date – (if extension(s) exercised)	31/08/2026

\*estimated dates

### **TUPE/Pensions implications**

37. TUPE does not apply.

### **Development of the single supplier negotiation documentation**

38. Initial discussions with the incumbent provider have been based on minimal changes to the existing service specification and contract terms and conditions, and negotiations will be predicated on this basis.

### **Advertising the contract**

39. This is not applicable due to a proposed single supplier negotiation.

### **Single Supplier Negotiation Response Evaluation**

40. As referenced in preceding paragraph 30, officers have evaluated the current service provision, and will conduct negotiations in the expectation of minimal alteration to existing contractual parameters and standards. Potential areas to amend are performance indicators in relation to timeliness, to ensure targets are met and any under performance is dealt with accordingly. Other areas not in current service to be negotiated is clarifying the process of potential movement of people between the buses and taxi contracts, all to be agreed in advance and on a case by case basis. Other potential changes to the current contract will be explored seeking to improve existing performance where needed.

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

#### **Community impact statement**

41. The council is mindful of the need to have due regard to the Public Sector Equality Duty imposed under Section 149 of the Equality Act 2010. The service is a specialist service for children and young people with special educational needs and/or physical disabilities. Service users represent a wide range of communities living in Southwark.

42. A full, equality impact analysis will be undertaken as part of the future procurement exercise. If this procurement strategy is approved once the new contract commences a Strategic Options Assessment (Gateway 0) for the SEND buses service will be completed which will include a full equality impact assessment. This is currently scheduled to be completed by November 2023.

43. As this service is used by some of the most vulnerable members of the community, it is essential that the service is of a high standard and can meet

the needs of all passengers. This transport service supports this cohort of students to attend their educational establishment which in turn ensures that they are able to achieve their full academic potential.

44. During the duration of this proposed new contract, officers will continue to have due regard to the needs of those individuals and groups having a protected characteristic under the Equality Act 2010, including but not limited to age, disability, sex and race.

### **Equalities (including socio-economic) impact statement**

45. This proposal to start a new contract fully complies with the requirements of the Equality Act 2010, including the Public Sector Equality duty (PSED), as travel assistance service is accessible to all eligible users based on need and ability to travel independently, as opposed to any of the protected characteristics specified in the 2010 Act.
46. This is a specialist service that is delivered to over 400 children and young people with SEND annually. Passengers represent a wide range of communities, including families and individuals with English as an additional language. This transport service supports this cohort of students to attend and achieve at school.

### **Health impact statement**

47. A range of sustainable travel support is considered for each child/young person at the point of assessment. Of all of the children that receive travel assistance more than half are supported by this SEND Buses contract. This service enables students to attend the school/education facility that is able to meet their health and educational needs - particularly, when the school is several miles from home.

### **Climate change implications**

48. HATS have committed to delivering a service with a clear environmental focus in its original bid for the existing contract. The key aspects being the use of fuel efficient vehicles (lower emissions), having a depot in the Borough (low lead mileage), and operating efficient fleet (optimised use of vehicles). If the proposed procurement approach is approved it is recommended that this commitment will continue in the contract. If this short term contract is approved this will give us sufficient time to give more consideration to having electric fleets and plan to move away from petrol and diesel buses as part of the strategic needs assessment which is due to be completed by November 2023. During the term of the proposed two year contract we will work with the provider to look at green alternatives and do more analysis of other areas that utilise green fleets. As part of the monitoring of the contract we will aim to reduce any unnecessary journeys to reduce the climate change impacts of the service.

### **Social Value considerations**

49. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social,

economic and environmental benefits that may improve the wellbeing of the local area can be secured.

50. The social value considerations included in the tender (as outlined in the previous Gateway 1 report) included that the provider will support the local community by providing free transport to enable children to attend Christmas events every year, arrange an awards ceremony for HATS and council staff and hold annual events for staff and family, including Southwark staff. If the proposed procurement approach is approved it is recommended that this commitment will continue in the contract.

### **Economic considerations**

51. HATS advertises any vacant roles locally to ensure they can employ local Southwark residents to deliver the service, works with Social Enterprise UK and supports local employment opportunities, apprenticeships and charitable causes. In doing so, it aligns to the council's Fairer Future Commitments, Theme three, 'a green and inclusive economy and Theme seven 'a great start in life'. This is because young people who are able to attend school are able to work towards a qualification and increase their life chances/and ability to gain long-term employment if they are able to do so.

### **Social considerations**

52. The provider employs local Southwark residents, actively recruits locally and pays the London Living Wage.
53. Under the Social Value Act (2012), the provider supports the local community in relation to health and well-being (Fairer Futures Procurement Framework (FFPF)), as described in paragraph 45.

### **Environmental/Sustainability considerations**

54. The provider complies with all environmental legislation this aligns to the council's Fairer Future Commitment, Theme three 'a green and inclusive economy'.
55. All vehicles maintained by the provider must adhere to a standard that meets or exceeds the Driver Vehicle Standard Agency (DVSA) requirements, for example MOT and vehicle Service History and the Ultra-Low Emission Zone (ULEZ) requirements.
56. Within the recommissioning of the contract, the council will explore available options for electric vehicles and other green solutions.

### **Plans for the monitoring and management of the contract**

57. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The appropriate details of this contract will be updated on the contract register via the eProcurement System. Contract Standing Orders dictate requirement for submission of annual performance reviews.

58. Day to day monitoring of the contract will be reported through monthly review meetings between the Travel Assistance Manager and the provider. Spot checks on transport rounds will be undertaken by the council, producing highlight reports on performance. In addition to regular monitoring arrangements, quarterly performance and service improvement planning meetings will be held.
59. HATS Annual Performance Report will continue to be presented in line with the Contract Standing Orders (CSO's). Travel Assistance officers will continue to monitor punctuality and performance of the service on a day-to-day basis to include:
- Compliance with the specification and contract terms and conditions
  - Contractor performance
  - Cost
  - User satisfaction/complaints
  - Risk management
  - Key performance indicators
  - Social Value
  - Compliance with the requirements of the Fairer Future Procurement Framework.
60. The travel assistance team also receives tracking reports weekly from HATS. Individual risk assessments are carried out annually on rounds and updated, if required, when a new child accesses the service. Any additional adaptations are carried out promptly to support passenger safety and comfort. The council has spot checks carried out annually by an independent Risk Assessor to check for compliance with all passenger travel, health and safety requirements.
61. If negotiations are approved to be undertaken with the current provider in principle an agreement will be sought to make some changes including minor changes to some of their Key Performance Indicators. (KPIs)

### **Staffing/procurement implications**

62. There are no staffing implications.

### **Financial implications**

63. The contract has an estimated value of £6.2m for the two year period. Up to £9.3m if the optional extension period is approved for a further 12 months.
64. The budget for the service has a large overspend, and comes from the general fund. The annual cost of the service will depend on variances caused by the number of children and young people using the service throughout the year, which will be monitored and reviewed within the Education department's financial management arrangements. The contract also contains a CPI linked inflation each September.

65. This service does not attract VAT. The proposed contract value is estimated at:

	Cost for proposed two years	Cost including optional one year extension
Original total cost	£6.2m	£6.2m
Total value of any previous variations	n/a	n/a
Value of proposed variation	£6.2m	£3.1m
Revised total cost	£6.2m	£9.3m

### **Investment implications**

66. Investment implications do not apply.

### **Legal implications**

67. Please see concurrent from the Assistant Chief Executive – Governance and Assurance.

### **Consultation**

68. During the last Operational Performance ‘Annual Parents Survey/feedback’ carried out in 2019 parents completed seven questions. Parents/Guardians made comments relating to their experiences and suggestions on ways that HATS could improve the service. The vast majority of feedback from the survey was extremely positive with the staff being recognised for their polite and friendly service.

### **Other implications or issues**

69. Not applicable.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Finance REF: [CAS23/21]**

70. The Strategic Director of Finance notes the report to approve single supplier negotiation with Healthcare and Transport Services for period of two years. The service needs to ensure robust monitoring is in place to minimise financial risk to the council.

## Head of Procurement

71. This report seeks approval of the procurement strategy for the Special Educational Needs and Disabilities Bus contract via single supplier negotiation with Healthcare and Transport Services, (HATS) for a period of two years effective from 01 September 2023 with estimated annual value of £3.1m, and cumulative lifetime value of £6.2m (over the proposed two year period). NB. In the event that the optional contingency (up to 12 month extension) period is approved, the cumulative lifetime value of the contract may increase to a sum totalling up to £9.3m.
72. The value of the contract dictates that it is subject to full application of the Public Contracts Regulations (PCR) 2015, including the requirement for a publicly advertised competitive tendering process. However, Regulation 32(2)(b) permits use of the negotiated procedure without prior publication where the works, supplies or services can be supplied only by a particular economic operator for any of the following reasons:
- (i) the aim of the procurement is the creation or acquisition of a unique work of art or artistic performance,
  - (ii) competition is absent for technical reasons,
  - (iii) the protection of exclusive rights, including intellectual property rights.
- but only, in the case of paragraphs (ii) and (iii), where no reasonable alternative or substitute exists and the absence of competition is not the result of an artificial narrowing down of the parameters of the procurement.
73. The recent publication of a Prior Indicative Notice, (PIN) as detailed at paragraph 26, and analysis of relative capability and capacity vis a vis responses obtained, allied to stated intention to conduct a future procurement, with award coterminous with the end date of the requested contract duration period contained in this report, indicate that the council has a requisite degree of assurance in relation to the possibility of successful challenge to any subsequent direct award achieved through single supplier negotiations.
74. The report also confirms that the requested contractual period will enable the council to review its service requirements in order to enable development of future commissioning intentions for the service from 2025/26 onwards, noting that the approval decision for this report is expressly reserved to the Cabinet under the council's Contract Standing Orders.
75. Headline options and risks associated with the proposed extension are contained in paragraphs 30 and 32.
76. Alignment with the Fairer Future Procurement Framework (FFPF) is evidenced, specifically via confirmation of London Living Wage (LLW) payment, and the statements contained within paragraphs 41 - 56 more generally.



77. Proposed methodology for performance/contract monitoring is detailed within paragraphs 57 – 61. The report also confirms that an annual performance review will be provided to the council's DCRB and CCRB in alignment with council CSOs.
78. The Community, Equalities and Health Impact Statements are set out in paragraphs 41 – 47.
79. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 48 – 56.

### **Assistant Chief Executive – Governance and Assurance**

80. This report seeks approval of the procurement strategy for the Special Educational Needs and Disabilities Bus contract via a single supplier negotiation with Healthcare and Transport Services (HATS), for a period of two years from 1 September 2023 at an estimated annual value of £3.1m, making an estimated total contract value of £6.2m. If the optional extension period is approved for a further 12 months this will make an estimated contract value of up to £9.3m. At this value the approval decision is expressly reserved to the Cabinet under the council's Contract Standing Orders.
81. The nature and value of this service means that its procurement is subject to the full application of the Public Contracts Regulations (PCR) 2015, including the requirement for a publicly advertised competitive tendering process, advertised through a contract notice on the UK Find a Tender portal. However, PCR 32 permits contracting authorities to award a contract by a negotiated procedure without prior publication of a notice in certain limited cases, including where the services can be supplied only by a particular economic operator, and where competition is absent for technical reasons. The use of this ground is subject to the proviso that no reasonable alternative or substitute exists and the absence of competition is not the result of an artificial narrowing down of the parameters of the procurement. Paragraphs 25 to 29 of this report confirm the nature of the provider market and note the measures that will be taken to explore and test the market for the purposes of a future procurement exercise.
82. Cabinet's attention is drawn to the Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010, and when making decisions to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion, religion or belief, sex and sexual orientation, The duty also applies to marriage and civil partnership but only in relation to (a). Cabinet is specifically referred to the community and equalities impact statements at paragraphs 40 to 45 which set out the consideration that has been given to equalities issues, both in relation to the proposed contract and a future procurement exercise, in order to demonstrate and maintain compliance with the PSED.

83. Cabinet is also referred to paragraph 68 which notes the consultation that has taken place. Cabinet should take into account the outcome of that consultation when approving this procurement strategy.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Gateway 1 – Procurement Strategy Approval – Special Educational Needs and/or Disabilities (SEND) School Bus Transport	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=4554&amp;Ver=4</a>		
Gateway 2 – Contract Award Approval – Special Educational Needs and/or Disabilities (SEND) School Bus Transport	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="http://moderngov.southwark.gov.uk/documents/s50473/Report%20Gateway%20%20SEND%20Buses.pdf">http://moderngov.southwark.gov.uk/documents/s50473/Report%20Gateway%20%20SEND%20Buses.pdf</a>		
Gateway 3 – Contract Variation Extension Approval – Special Educational Needs and/or Disabilities (SEND) School Bus Transport - 2020	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="http://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Id=50022812&amp;Opt=0">http://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Id=50022812&amp;Opt=0</a>		
Gateway 3 – Contract Variation Extension Approval – Special Educational Needs and/or Disabilities (SEND) School Bus Transport - 2021	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s99911/Report%20GW3%20SEND%20Bus%20Contract.pdf">https://moderngov.southwark.gov.uk/documents/s99911/Report%20GW3%20SEND%20Bus%20Contract.pdf</a>		
Education Act 1996	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000

Background Papers	Held At	Contact
<b>Link (please copy and paste into browser):</b> <a href="https://www.legislation.gov.uk/ukpga/1996/56/contents">https://www.legislation.gov.uk/ukpga/1996/56/contents</a>		
Education Inspection Act 2006	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.legislation.gov.uk/ukpga/2006/40/contents">https://www.legislation.gov.uk/ukpga/2006/40/contents</a>		
Equality Act 2010 (Section 149)	Children and Adults Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.legislation.gov.uk/ukpga/2010/15/section/149">https://www.legislation.gov.uk/ukpga/2010/15/section/149</a>		
Southwark's Fairer Future Commitments	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/council-and-democracy/fairer-future/fairer-future-commitments">https://www.southwark.gov.uk/council-and-democracy/fairer-future/fairer-future-commitments</a>		
Public Contract Regulations 2015 (Regulation 72)	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.legislation.gov.uk/uksi/2015/102/regulation/72/made">https://www.legislation.gov.uk/uksi/2015/102/regulation/72/made</a>		
Public Services (Social Value) Act 2012	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.legislation.gov.uk/ukpga/2012/3/enacted">https://www.legislation.gov.uk/ukpga/2012/3/enacted</a>		
Southwark's Travel Assistance Policy	Children and Adult Services, Commissioning Directorate, 160 Tooley Street, London SE1 2QH	Neil Colquhoun 0207 525 5000

Background Papers	Held At	Contact
Link (please copy and paste into browser): <a href="https://proceduresonline.com/trixcms/media/7493/travel-assistance-policy-2022.pdf">https://proceduresonline.com/trixcms/media/7493/travel-assistance-policy-2022.pdf</a>		

## APPENDICES

No	Title
None	

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children,-Education and Refugees	
<b>Lead Officer</b>	David Quirke-Thornton Strategic Director of Children and Adult Services	
<b>Report Author</b>	Neil Colquhoun, Strategic Commissioning Manager – All Age Disabilities	
<b>Version</b>	Final	
<b>Dated</b>	27 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
<b>Contract Review Boards</b>		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		27 June 2023

<b>Item No.</b> 16.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		GW1 Integrated sexual and reproductive health services procurement strategy	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Evelyn Akoto, Health and Wellbeing	

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

In Southwark, we are committed to ensuring our residents have access to sexual and reproductive health services that support them to have healthy and fulfilling sexual relationships; access to Sexually Transmitted Infection (STI) testing and treatment; good reproductive health across the life course and are supported to live well with HIV. Southwark faces significant sexual health challenges and a young and diverse population which often have high sexual and reproductive health needs with inequalities in health experienced across the population.

We strive to continue to address the sexual and reproductive health needs of our communities through our partnerships with our local integrated sexual and reproductive health clinical services at Guy’s and St Thomas’ NHS Foundation Trust and King’s College Hospital NHS Foundation Trust. The clinics ensure that our residents have access to high quality reproductive and contraceptive health services, HIV testing and treatment and accessible STI testing and treatment to help prevent the spread of, and harm from, STIs.

This report sets out the procurement strategy to deliver integrated sexual and reproductive health services to our population from April 2024 onwards following the end of the current contract.

**RECOMMENDATIONS**

1. That the Cabinet approve the procurement strategy to allow Lambeth to enter into direct negotiations on behalf of Southwark with two providers, Guy’s and St Thomas’ NHS Foundation Trust and King’s College Hospital NHS Foundation Trust, for the delivery of Integrated Sexual and Reproductive Health Services.
2. That the Cabinet note that the two Integrated Sexual and Reproductive Health Services contracts will have a combined maximum estimated annual value of £4.3m and a proposed contract term of three years, with the option for two extensions for two years each, commencing 1 April 2024.
3. That the Cabinet note the estimated combined maximum total over three years is £12.9m, and over seven years is £30.1m, if all extensions are used.

## **BACKGROUND INFORMATION**

4. On 1 April 2013, the Health and Social Care Act 2012 transferred responsibility for public health services to local authorities. This includes the statutory requirement to provide open access sexual health services that provide residents with contraceptive services, testing and treatment of sexually transmitted infections (STIs), sexual health promotion and other forms of genitourinary medicine (GUM).
5. Further information is set out in the background documents to this paper. There are no material changes to the policy set out in the June 2021 strategic assessment (Gateway 0 paper, June 2021).
6. At present in Southwark, Integrated Sexual and Reproductive Health Services (ISRH) are provided by Guy's and St Thomas' NHS Foundation Trust (GSTT) and King's College Hospital NHS Foundation Trust (KCH).

### **Sexual and reproductive health need in Southwark**

7. Southwark faces some of the greatest sexual health challenges in England and has high rates of human immunodeficiency virus (HIV), STIs, emergency hormonal contraception (EHC) use and terminations. Southwark has significantly higher rates of new STI diagnoses compared to London and England. In 2021, there were 2,333 cases of STIs per 100,000 residents, which was higher than the 551 cases of STIs per 100,000 people in England. See appendix 1 for further information.
8. Southwark has a young and diverse population, which often have high needs for sexual and reproductive health (SRH). There are persistent inequalities in SRH among young people, men who have sex with men, transgender and non-binary people and people from Black, Asian and Minority Ethnic groups. See appendix 1 for further information.
9. Lambeth, Southwark & Lewisham (LSL) have young, mobile and diverse populations with similar needs and demands for SRH services and jointly commission services. To set the direction for meeting these needs through ISRH services, LSL jointly developed an ambitious SRH strategy for 2019-2024. The strategy describes shared goals and actions for improving SRH across the boroughs and is underpinned by four priority areas:
  - Healthy and fulfilling sexual relationships;
  - Good reproductive health across the life course;
  - High quality and innovative STI testing and treatment; and
  - Living well with HIV.

## Provision of services for SRH

### *Commissioning arrangements*

10. Commissioning arrangements for ISRH services have been provided through a tripartite agreement between the boroughs of LSL. Lambeth are the Lead Authority who have lead responsibility for ISRH services across LSL.
11. For the delivery of ISRH services provided through sexual health clinics in Lambeth and Southwark, Lambeth are the lead commissioners who commission on behalf of Southwark Council. Southwark is the host borough for KCH and Lambeth is the host borough for GSTT. Lambeth and Southwark have equivalent populations and there is extensive cross-border use of the ISRH clinics, therefore negotiations for these contracts are conducted jointly with Lambeth.
12. As elsewhere across London, in order to achieve the best value for money, Southwark Council funds a range of SRH services, which includes block contracts to our local ISRH clinics (GSTT and KCH); re-charges from other boroughs' ISRH clinics; e-service contract; and primary care expenditure for services from GPs and pharmacies. This funding comes from the public health grant.

### *Contract arrangements*

13. Southwark Council is one of 31 London Council signatories to the London Sexual Health Programme, via an Inter-Authority Agreement (IAA), which includes a common service specification and agreed pricing for clinic services via the London integrated sexual health tariff (ISHT). Sexual health services are open access services where individuals can access services in clinics across England, rather than only in the borough they live in. In London, ISHT arrangements enable patient choice, provision of standardised services and equitable costs across London, as well as facilitating system-wide, reciprocal cross charging for SRH care.
14. Southwark Council pays for these services delivered by GSTT and KCH on a fixed block contract basis. The value of the contract is determined by agreed activity baselines and activity is monitored throughout the contract to ensure payment is equivalent to actual activity under the ISHT. Indicative baselines are also negotiated and set for the rest of London who pay via the tariff. This total baseline value gives the Trust its assumed income via a combination of fixed and activity based contract pricing. Supplier performance measures relief was in place during the COVID-19 pandemic from March 2020 to March 2023, in line with central government and London guidance.
15. The block contracts with GSTT and KCH were negotiated in 2016-17 through direct negotiation with the providers. Following the negotiation, in September 2017 Cabinet approved two four and a half-year contracts for ISRH services to be awarded to GSTT and KCH. These contracts commenced in October

2017 and were due to end on 31 March 2022, however two one-year extensions were approved until 31 March 2024.

#### *ISRH clinical services provided*

16. The SRH contracts in Southwark are clinical services delivered by GSTT and KCH, which provide the following services:
- STI testing and treatment
  - HIV testing
  - Post-exposure prophylaxis (PEP) and Pre-exposure prophylaxis (PrEP)
  - Contraception, including Long Acting Reversible Contraception (LARC, such as the copper coil, hormonal coil and implant)
  - Emergency contraception; and
  - Specialist services, including young people's sexual health, HIV prevention and sexual health promotion.
17. Clinical services are provided at four sites in the borough or neighbouring boroughs. GSTT have three clinics: Burrell Street, Streatham Hill and Walworth Road and KCH has one clinic in Camberwell.

#### **Sexual health system developments**

18. Since 2017, the landscape of ISRH has changed and numerous advancements have been incorporated into ISRH provision locally and across London. These include:
- The expansion of the pan-London e-service, which included removing the daily limit of STI tests available to be ordered online, during the COVID-19 pandemic. This expansion has remained in place and helps to preserve appointments for in-clinic services for more complex care.
  - The development of the digital partner notification (contact tracing of sexual partners of a patient with a STI).
  - The launch of routine access to PrEP in ISRH clinics, following the PrEP Impact Trial.

#### **Proposed requirements for the new contracts with GSTT and KCH**

19. The new contracts with GSTT and KCH will have the proposed following services:
- Accessible STI testing for those who need it and timely and accessible treatment
  - Accessible HIV testing and treatment
  - HIV prevention, including access to highly effective medicines of post-exposure prophylaxis (PEP) and PrEP



- Accessible contraception for those who need it with a range of contraceptive options, including LARC
  - Access to emergency contraception
  - Specialist services that meet specific population needs, including young people's clinics
  - Psychosexual counselling
  - Safeguarding support for high-risk patients who visit the clinic
  - Engagement and outreach to support high-risk populations in accessing services
  - Sexual health promotion and
  - Clinical leadership and governance.
20. Commissioners will analyse both the type and level of activity in the clinics and through the e-service to determine service provision and appropriate costs. Since the previous contracts were negotiated, there have been changes in the ratio of activity in different settings. For example, there has been an increase in activity through the e-service and reduced activity in clinics. However, patients who visit the clinics are now presenting with more complex needs, which requires more support and resources. These changes will be fully assessed this year as part of the negotiations to determine appropriate staff mix and level of activity in the clinics and e-service.
21. Overall service delivery costs in ISRH clinics have risen since the existing contracts with GSTT and KCH commenced in 2017. Service providers have significant cost pressures which need to be factored into our approach. These include cumulative cost increases since 2017, which have been absorbed by the provider without the inclusion of annual uplifts within the service contract from commissioners.
22. Commissioners will consider online and remote appointments as potential options for the new model, in addition to how clinics can conduct outreach activity to support high-risk groups in accessing support and services through the clinics or e-service.
23. Any changes to the new service model and contract will also be discussed with other London commissioners as part of the London Sexual Health Programme. This is important as ISRH services are cross-charged between boroughs and there is a need for equity of access to quality services.
24. Five options have been considered for the future delivery of the service and are described in detail under key issues for consideration.

### **Summary of the business case/justification for the procurement**

25. Southwark has a high level of need for SRH as outlined in the background section of this paper and in Appendix 1.
26. Southwark Council has a statutory responsibility to provide open access SRH in their area. The block contracts with GSTT and KCH will expire on 31 March 2024 and future provision needs to be secured. If provision of SRH services is

not secured in adequate time, there is a risk that Southwark Council will not meet its statutory obligation for provision of SRH services.

### **Engagement and service review of ISRH services**

27. In 2021, LSL commissioners delivered a programme of engagement with service users and clinical professionals to review current ISRH services in order to inform future developments of services. This involved desk-based research, a survey of both service users and LSL residents who didn't use the ISRH services and mystery shopping, where individuals visited clinics to understand how clinics were performing. Findings are as follows:
- The majority of people have a good experience of ISRH services in LSL and their needs are fully met. However, improvements could be made in accessibility, discretion, convenience and knowledge of services.
  - Some respondents preferred to visit other clinics which were more discreet, where check-in cards are used in order to avoid calling service users' names in the waiting room.
  - Service needs and barriers were not the same across demographic groups. For example, young people (under 25) were more likely to prioritise services closer to home with immediate support available, whereas those over 25 were more likely to prioritise familiar services which could meet all their needs in one place.
  - Some respondents said it was challenging to find the most appropriate service, whereby service users returned to the services they knew, even when these were not the most suitable as they did not have sufficient knowledge regarding available alternatives.
  - Some respondents found it challenging to access ISRH services. This included challenges in getting a pre-booked appointment at a suitable time and being able to contact the clinic through the communication channels provided.
28. Commissioners will use the findings of this review to inform negotiations with the providers to ensure the services meets the needs of Southwark residents.
29. LSL commissioners will re-engage service users and clinical professionals this year to understand what has changed since the contracts were first negotiated and to further incorporate their perspectives into the recommissioning of ISRH services. This will include development work, such as focus groups and desk-based research to understand how services have changed and how this has affected the user experience. It will also include the co-production of the specification for the new ISRH service to ensure it meets the needs of service users.

## **Market and Commissioning Considerations**

30. The market for provision of clinical genitourinary medicine and ISRH services in London is limited. It is dominated by NHS Foundation Trusts and NHS Hospital Trust providers. There are a very limited number of voluntary sector organisations, which provide basic genitourinary medicine and ISRH services.
31. The NHS Provider Selection Regime (PSR), aims to make it easier for decision makers to integrate services and enhance collaboration and includes removing the requirement for mandatory competition. This may include recommissioning established NHS trusts who are already providing high quality services without running a competitive procurement process. Though this is not expected to be in use before July 2023, its impacts should be considered due to the duration of the contract.
32. COVID-19 and Mpox have had a significant impact on commissioning activity of ISRH services, where resources were diverted to pandemic and outbreak responses, which put considerable demand on clinics and services. Additionally, there is not a complete year of 'normal' post-pandemic activity data of ISRH services due to the Mpox outbreak in May 2022.
33. As Southwark and Lambeth are now entering the final extension year with the current providers, recommissioning is not aligned with other boroughs (who have extended their ISRH contracts). This means there is currently not a unified position across London boroughs regarding the commissioning of new service models.
34. The cost of ISRH services has changed over the period of the contract duration due to NHS pay awards, increase in the costs of consumables, estates and the cost of living. Most trusts have not received any uplifts to their contract value through the contract term.
35. Local authority finances continue to come under strain, while the recent announcement of the public health grant suggests a small three percent increase, this is a reduction in real terms due to increasing need and increasing costs.

## **KEY ISSUES FOR CONSIDERATION**

### **Options for procurement route including procurement approach**

36. Five options have been considered for the future delivery of the ISRH service and are described below.

Options	Key factors for consideration
<p>Option 1: Single supplier negotiations and direct awards jointly with Lambeth to lead.</p>	<ul style="list-style-type: none"> <li>• Existing provider incumbents (GSTT and KCH) are deemed to be performing effectively.</li> <li>• Continuing to commission current providers supports the development of well-established specialist ISRH services. It will optimise pathways within and between providers and also support continuity of the service.</li> <li>• Lambeth and Southwark have similar populations and face similar SRH challenges. There is extensive cross-border use of the ISRH clinics across Lambeth and Southwark and cross borough population movement. Joint commissioning supports a coordinated approach to delivery of SRH services in these areas.</li> <li>• Lambeth and Southwark have a good working relationship, which supports a joint commissioning approach.</li> </ul>
<p>Option 2: Full review of service and how it can be delivered.</p>	<ul style="list-style-type: none"> <li>• Service review to be undertaken to understand which services need to be provided and the route to delivering the services.</li> <li>• Limited market: As set out in paragraph 29, the provider market of specialised clinical ISRH services is limited. Experience has shown that NHS providers have tended to operate within their local ICS region.</li> <li>• Break in the continuity of care: Utilising new providers would take time to establish, develop and mobilise services. This option would lose out on the benefits of building on already well-established services and maintaining continuity of services as highlighted in option one.</li> <li>• Southwark committed to fixed tariffs: As a signatory to the London Sexual Health Programme, Southwark is committed to fixed tariff pricing as per the ISHT.</li> <li>• Potential staff implications: Current commissioning arrangements allow for joint roles covering both ISRH and HIV services, a new provider could mean the splitting of such roles between different organisations and the resulting HR complexities associated with such a change.</li> </ul>

Options	Key factors for consideration
Option 3: Single supplier negotiations and direct awards (independently from Lambeth).	<ul style="list-style-type: none"> <li>• This option would enable Southwark Council to have an independent commissioning role due to being the sole commissioner responsible for our borough. However, with a joint commissioning approach, Southwark have a good working relationship with the Lambeth commissioning team and are expected to work closely to ensure the re-commissioning of services meets the needs of the population.</li> <li>• Capacity: This option would require significant additional resource and capacity from Southwark Council.</li> <li>• This option would not be able to benefit from the joint commissioning benefits highlighted in option one above.</li> <li>• Economies of scale: This would likely result in a less value for money outcome for Southwark.</li> </ul>
Option 4: in-source.	<ul style="list-style-type: none"> <li>• Lack of clinical expertise: Currently, the council does not have the clinical expertise or governance to deliver clinical ISRH services in-house. Direct in-house delivery or development of a Community Interest Company to provide these services would require transferring clinical staff and significant capital investment to make appropriate training, equipment, and premises available for them to operate from.</li> </ul>
Option 5: Do nothing (provide no clinical services).	<ul style="list-style-type: none"> <li>• Statutory duty: Local authorities have a statutory duty to provide open access ISRH services for their local populations. This is not a viable option.</li> </ul>

### Proposed procurement route

37. Based upon the information and details outlined in this report, the proposed procurement route is option one: Single supplier negotiations and direct awards jointly, with Lambeth to lead.

### Identified risks for the procurement

38. Commissioners will develop and monitor a risk register as part of the procurement approach. High level risks that may impede successful delivery of this procurement and contract are below, with mitigations identified:

Risks	Risk level	Mitigations
One or both councils do not secure approval for the proposed procurement approach.	Low	<ul style="list-style-type: none"> <li>• Service review to be undertaken to understand which services need to be provided and the route to delivering the services.</li> </ul>
The proposed procurement approach	Low	<ul style="list-style-type: none"> <li>• Concurrents set out within this report set out compliance with guidance and regulations.</li> </ul>

Risks	Risk level	Mitigations
is met with legal challenge.		<ul style="list-style-type: none"> <li>• These contracts were previously awarded successfully via direct negotiation.</li> <li>• Current market intelligence suggests that other London Trusts have little appetite to take over other NHS Trusts and are moving forward with working within the emerging ICS partnerships instead.</li> </ul>
Failure to reach agreement with the current providers within negotiations.	Medium	<ul style="list-style-type: none"> <li>• Potential NHS providers would be approached to enter into negotiations to ensure continuity of services while alternative avenues are explored.</li> <li>• There are strong indications that providers will respond positively to a negotiated approach.</li> <li>• Continued regular communication and relationship building with current providers to reach an agreement.</li> </ul>
Current service quality may reduce while going through procurement/negotiation process.	Medium	<ul style="list-style-type: none"> <li>• Ensure dedicated resource is allocated.</li> <li>• Work with provider to mitigate staff risk and feed into resource modelling.</li> <li>• Continue regular (monthly) contract monitoring with providers throughout to monitor key performance indicators.</li> </ul>
Failure to maintain expected level of service within financial envelope and increased demand for services.	Medium	<ul style="list-style-type: none"> <li>• Maintain and build current close working relationships between commissioners and current providers.</li> <li>• Maintain regular communication with the current providers to develop solutions.</li> <li>• Continued management and optimisation of the transfer of non-complex activity from in the clinic to online services.</li> <li>• Maintain awareness of inflationary pressures on costs related to pay and service costs, working with providers and other London commissioners.</li> </ul>
Provider unable to address inequalities in service provision.	Medium	<ul style="list-style-type: none"> <li>• Develop regular contract monitoring with providers throughout the duration of the contract to monitor key performance indicators, including ensuring the services are accessible to Southwark residents and addressing inequalities.</li> </ul>

Risks	Risk level	Mitigations
Change in service configuration may be necessary as part of the negotiated service specification.	High	<ul style="list-style-type: none"> <li>• Maintain and build current close working relationships between commissioners and current providers.</li> <li>• Maintain regular communication with the current providers to develop solutions.</li> <li>• Continued management and optimisation of the transfer of non-complex activity from in the clinic to online services.</li> </ul>

### Key / Non Key decisions

39. This report deals with a key decision.

### Policy Framework Implications

40. The approval of the procurement strategy would continue to satisfy the council's responsibilities to deliver sexual health services under the 2012 Health and Social Care Act.

41. The procurement strategy supports the LSL SRH strategy for 2019-2024. The strategy describes shared goals and actions for improving SRH across the boroughs and is underpinned by four priority areas:

- Healthy and fulfilling sexual relationships
- Good reproductive health across the life course
- High quality and innovative STI testing and treatment and
- Living well with HIV.

42. The procurement strategy directly contributes to ensuring Southwark's Public Sector Equality Duty.

### Procurement Project Plan (Key Decisions):

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	31/03/2023
DCRB Review Gateway 1	10/05/2023
CCRB Review Gateway 1	18/05/2023
Brief relevant cabinet member (over £100k)	06/06/2023
Notification of forthcoming decision - Cabinet	30/06/2023
Approval of Gateway 1: Procurement strategy report	10/07/2023
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	19/07/2023

<b>Activity</b>	<b>Complete by:</b>
Forward Plan (if Strategic Procurement) Gateway 2	25/08/2023
DCRB Review Gateway 2	08/11/2023
CCRB Review Gateway 2	23/11/2023
Approval of Gateway 2: Contract Award Report	05/02/2024
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	14/02/2024
Debrief Notice and Standstill Period (if applicable)	28/03/2024
Contract award	31/03/2024
Add to Contract Register	31/03/2024
Place award notice on Contracts Finder	31/03/2024
Contract start	01/04/2024
Initial contract completion date	31/03/2027
Contract completion date – (if extension(s) exercised)	31/03/2031

#### **TUPE/Pensions implications**

43. It is anticipated that TUPE would apply to the clinical services only if services are significantly revised or if ISRH services are delivered by a new provider. However, no council staff will be affected by TUPE.

#### **Development of the procurement documentation (for negotiation)**

44. The procurement documentation for the ISRH contracts will be led by Lambeth, working closely with Southwark.
45. All procurement documentation including the service specifications, briefs, pricing/evaluation criteria and contractual terms and conditions will be developed with consideration of previous developments in sexual health and feedback from local residents.
46. Documentation will include a technical service specification outlining the scope and requirements of the provision to be delivered. The service specification will be developed on the premise that there will be a balance between providing enough information to enable assurance that providers will offer what is needed whilst being flexible enough to allow for negotiation and submission of responses that are compliant, innovative and demonstrate best value for money and will fully meet service needs.

#### **Advertising the contract**

47. This is not applicable if the procurement strategy is approved to enter into direct negotiations with the providers.



## **Evaluation**

48. The requirement for robust monitoring and evaluation frameworks and price and quality considerations will be built into all procurement documents. Framework arrangements will be developed by Lambeth Council, who are leading the procurement, in consultation with Southwark Council, and must be agreed by the lead commissioner for each participating borough. The evaluation framework arrangements and requirements applies to the intended procurement option of single supplier negotiation and direct award jointly, with Lambeth to lead on the commissioning.

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

### **Community impact statement**

49. Good sexual and reproductive health is unequally distributed across the population. Southwark faces some of the greatest sexual health challenges in England and has high rates of HIV, STIs, EHC use and terminations. From 2020-22, over half of the individuals who accessed EHC in Southwark had used EHC on a previous occasion within the last year, which is an indicator of unmet reproductive health need. Populations with the highest SRH need include men who have sex with men, young people and Black and Minority Ethnic Groups.
50. ISRH services provide a range of services to meet SRH need in the borough. The new commissioned services will ensure groups with the highest SRH need are able to access services to ensure their needs are met. Open access sexual health services will continue to be available for those who are unable to access online service provision.

### **Equalities (including socio-economic) impact statement**

51. Pursuant to section 149 of the Equality Act 2010, the council has a duty to have due regard in its decision making processes to the need to:
- a. Eliminate discrimination, harassment, victimisation or other prohibited conduct.
  - b. Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not.
  - c. Foster good relations between those who share a relevant characteristic and those that do not share it.
52. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Public Sector Equality Duty also applies to marriage and civil partnership, but only in relation to (a) above.
53. Equalities will be assessed in advance of the negotiation process. An Equality Impact Assessment (EIA) will be undertaken this year by the council to ensure

the newly commissioned services do not disadvantage any protected groups from accessing ISRH services. The EIA will be included as an appendix in the Gateway 2 report.

### **Health impact statement**

54. There is a high level of need for ISRH services in Southwark as identified in the background section of this paper.

### **Climate change implications**

55. The availability of high-quality ISRH clinics local to Southwark and neighbouring council Lambeth, promotes the use of active transport such as walking, cycling, and public transportation to attend appointments.

### **Social Value considerations**

56. The Public Services (Social Value) Act 2012 requires that the Council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured. The details of how social value will be incorporated within the tender are set out in the following paragraphs.
57. The contracts will include the provision of apprenticeships, in accordance with Southwark's Fairer Future procurement strategy

### **Economic considerations**

58. The health economics argument for investment in ISRH services illustrates the value that they deliver in downstream savings for health and social care services. For example:
- Public Health England (PHE) estimated that every £1 spent on contraceptive services saves £9 across the public sector.
  - Preventing STIs such as chlamydia reduces the costs associated with long-term conditions such as pelvic inflammatory disease and preventable infertility.
  - Increased access for women of reproductive age to LARC (e.g. intrauterine devices, injectable contraceptives and implants) and prompt access to emergency contraception has been proven to be cost effective.
  - Research from the National Institute for Health and Care Research found that preventing HIV diagnoses through the HIV prevention drug, PrEP, would save the NHS £1 billion over 80 years.

### **Social considerations**

59. The existing contracts specify for providers to pay the London Living Wage (LLW) to all staff employed via these contracts. Incumbent NHS Trusts are London Living Wage Employers.
60. NHS providers are signed up to the London Mayor's Healthy Workplace Charter.
61. Both GSTT and KCH are embedded within and engage with the local community and have safeguarding measures in place to support the most vulnerable patients. They offer outreach and/or specialist clinics to vulnerable women, patients with severe mental illness and drug abuse, and members of the trans community. GUM services play an important role in screening for potential safeguarding issues in these groups and in all their patients.

### **Environmental/Sustainability considerations**

62. The availability of high-quality ISRH clinics local to Southwark and neighbouring Lambeth promotes the use of active transport such as walking, cycling, and public transportation to attend appointments. The further development of a digital offer for ISRH services reduces unnecessary travel to/from clinic sites where it is not required.

### **Plans for the monitoring and management of the contract**

63. The planned procurement is being led by joint SRH commissioners in Lambeth, who provide commissioning and contract expertise on behalf of LSL as per the terms of the LSL tri-partite agreement.
64. All providers of commissioned services will be required to submit detailed monitoring data and reports against key performance indicators, including indicators from the Public Health Outcomes framework where relevant. These will be determined by local need and by national clinical standards.
65. The Public Health Policy Officer for sexual health will work closely with the Lambeth commissioning team to review the performance of the contracts quarterly at the LSL Sexual Health Commissioning Board.
66. The commissioning team will meet with the providers on a monthly basis in the early implementation phase, with future frequency to be determined according to identified risks and appropriate mitigation.
67. Annual Performance Reports (APR) will be submitted to DCRB and CCRB within 6 months from the contract anniversary date, and thereafter annually.

### **Staffing/procurement implications**

68. The procurement process will utilise current staffing resources.

### **Financial implications**

69. The contracts can be funded from existing SRH budgets within the Public Health Grant.

### **Investment implications**

70. There were no investment implications to consider at this stage.

### **Legal implications**

71. Please see the concurrent report of the Assistant Chief Executive (Governance and Assurance) below.

### **Consultation**

72. As outlined in paragraph 27, a service review was completed in 2021 where service users were consulted on the current service provided and areas for improvement.

### **Other implications or issues**

73. There were no other implications or issues for consideration.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Finance REF: [10PHAS2023-24]**

74. The Strategic Director of Finance notes the recommendation to allow Lambeth to enter into direct negotiations on behalf of Southwark for the two sexual and reproductive health services with Kings College Hospital NHS Trust and Guys & St Thomas Hospital NHS Foundation Trust. The Strategic Director of Finance notes the estimated contract values mentioned in the recommendations and the proposed contract term and options for extension.
75. As the service operates through the tripartite agreement between Lambeth, Southwark and Lewisham, with Lambeth as the lead Commissioner, the service will have to work closely to ensure that the desired outcomes are met and that effective cost projections are in place to manage the financial sustainability of the contract.

### **Head of Procurement**

76. This report seeks approval of the procurement strategy to allow Lambeth to enter into direct negotiations on behalf of Southwark with two providers, Guy's and St Thomas' NHS Foundation Trust and King's College Hospital NHS Foundation Trust, for the delivery of Integrated Sexual and Reproductive Health Services. The two contracts will have a combined maximum estimated annual value of £4.3m and a proposed contract term of three years, with the option for two extensions for two years each, commencing 1 April 2024. The

estimated combined maximum total over three years is £12.9m, and over seven years is £30.1m, if all extensions are used. Commissioning arrangements are enacted through a tripartite agreement between Lambeth, Southwark, and Lewisham, (LSL) with Lambeth designated as the lead commissioner. Commissioning decisions are informed through discussion at an LSL Strategic Board which determines LSL commissioning priorities and approaches.

77. The value of the proposed contracts are above the minimum threshold for services covered by the Light Touch Regime (LTR) as detailed in the Public Contracts Regulations 2015 (PCR2015). However, Regulation 12(7) permits exception for “Contracts which establish or implement co-operation between contracting authorities” in the following circumstances:
- (7) A contract concluded exclusively between two or more contracting authorities falls outside the scope of this Part where all of the following conditions are fulfilled:—
- (a) the contract establishes or implements a co-operation between the participating contracting authorities with the aim of ensuring that public services they have to perform are provided with a view to achieving objectives they have in common;
  - (b) the implementation of that co-operation is governed solely by considerations relating to the public interest; and
  - (c) the participating contracting authorities perform on the open market less than 20% of the activities concerned by the co-operation.
78. The report is also aligned with the council’s Contract Standing Orders (CSOs) which dictate that decision must be taken by Cabinet.
79. Headline options and risks associated with the proposed procurement strategy are contained at the end of paragraph 38.
80. Alignment with the Fairer Future Procurement Framework (FFPF) is evidenced, specifically via confirmation of London Living Wage (LLW) payment (both providers are confirmed as LLW employers – please refer to paragraph 59) and the content of paragraphs 49 – 62 more generally.
81. Proposed methodology for performance/contract monitoring is detailed within paragraphs 63 - 67. The report also confirms that an annual performance review will be provided to the council’s DCRB and CCRB in alignment with council CSOs.
82. The Community, Equalities (noting timing of EIA as detailed within paragraph 53) and Health Impact Statements are set out in paragraphs 49 – 54.
83. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 55 – 62.

## **Assistant Chief Executive – Governance and Assurance**

84. This report seeks approval of the procurement strategy for the delivery of Integrated Sexual and Reproductive Health Services by way of contracts with Guy's and St Thomas' NHS Foundation Trust and King's College Hospital NHS Foundation Trust, the details of which are set out in paragraph 2. Those contracts will be negotiated by Lambeth on behalf of Southwark, in its capacity as lead commissioner under a tripartite agreement between Lambeth, Southwark and Lewisham.
85. Due to the estimated value of the proposed contracts their procurement is subject to the application of the Public Contracts Regulations 2015 (PCR), which requires expressions of interest to be sought and obtained through a publicly advertised competitive tendering exercise. However, PCR 12(7) permits an exemption from that requirement in cases where the proposed contracts will establish or implement co-operation between contracting authorities, with the aim of ensuring that public services they have to perform are provided with a view to achieving objectives they have in common. In addition, the implementation of that co-operation must be governed solely by considerations relating to the public interest, and it is necessary that those contracting authorities perform on the open market less than 20% of the activities concerned by the co-operation. It is considered that the proposals set out in the report recommendations satisfy the requirements of the PCR.
86. The recommendations of the report are also consistent with the council's Contract Standing Orders, which expressly reserve the decision in this matter to the Cabinet.
87. In making procurement decisions Cabinet should be mindful of the Public Sector Equality Duty under section 149 of the Equality Act 2010, and to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to (a). The community impact and equalities impact statements which are set out from paragraphs 49 to 53 note the consideration that has been given to equalities issues and advise that an equality impact assessment is to be undertaken in order to measure the likely and actual effect and impact of the negotiated contracts on individuals and groups within the community, in particular those having a protected characteristic under the Act. Cabinet is also referred to paragraph 27 which confirms the extent and detail of the engagement and consultation that has taken place with service users and clinicians in order to inform the proposed procurement strategy.

## BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
Lambeth, Southwark and Lewisham (LSL) Sexual and Reproductive Health Strategy 2019-2024	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211
<b>Link (please copy and paste into browser):</b> <a href="https://www.lambeth.gov.uk/sites/default/files/yh-lsl-sexual-health-strategy_0.pdf">https://www.lambeth.gov.uk/sites/default/files/yh-lsl-sexual-health-strategy_0.pdf</a>		
Gateway 1: Procurement Strategy Approval - Southwark Sexual Health Transformation Programme – Sexual Health Services (December 2015)	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s58407/Report%20GW1%20Southwark%20sexual%20health%20transformation%20programme.pdf">https://moderngov.southwark.gov.uk/documents/s58407/Report%20GW1%20Southwark%20sexual%20health%20transformation%20programme.pdf</a>		
Gateway 2: Contract Award Approval - Award of Contracts for the Provision of Sexual Health Services (September 2017)	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s70943/Report%20Gateway%20%20Contract%20Award%20Approval%20-%20Award%20of%20Contracts%20for%20the%20Provision%20of%20Sexual%20Health%20S.pdf">https://moderngov.southwark.gov.uk/documents/s70943/Report%20Gateway%20%20Contract%20Award%20Approval%20-%20Award%20of%20Contracts%20for%20the%20Provision%20of%20Sexual%20Health%20S.pdf</a>		
Gateway 0: Strategic Options Assessment for the provision of genito-urinary medicine services (June 2021)	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s98982/Report%20Gateway-0-template-GUMcontracts.pdf">https://moderngov.southwark.gov.uk/documents/s98982/Report%20Gateway-0-template-GUMcontracts.pdf</a>		
Gateway 3 – Variation Decision Extension of contracts for the provision of genitourinary medicine services at KCH and GSTT (June 2021)	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s98981/Report%20Gateway-3-GUMcontracts.pdf">https://moderngov.southwark.gov.uk/documents/s98981/Report%20Gateway-3-GUMcontracts.pdf</a>		
GW3 Sexual and Reproductive Health Services (March 2023)	Public Health Directorate, Children and Adult Services 1st Floor Hub 1 160 Tooley Street, London SE1 2QH	Charlotte Miller 020 7525 1211

Background Documents	Held At	Contact
Link (please copy and paste into browser):		
<a href="https://moderngov.southwark.gov.uk/documents/s112875/Report%20GW3%20Sexual%20and%20Reproductive%20Health%20Services.pdf">https://moderngov.southwark.gov.uk/documents/s112875/Report%20GW3%20Sexual%20and%20Reproductive%20Health%20Services.pdf</a>		

## APPENDICES

No	Title
Appendix 1	Sexual and reproductive health need and clinical activity at the Integrated Sexual Reproductive Health Services

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Evelyn Akoto, Health and Wellbeing	
<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director of Children and Adult Services	
<b>Report Author</b>	Charlotte Miller, Public Health Policy Officer	
<b>Version</b>	Final	
<b>Dated</b>	29 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
<b>Contract Review Boards</b>		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
<b>Cabinet Member</b>	<b>Yes</b>	<b>Yes</b>
<b>Date final report sent to Constitutional Team</b>		29 June 2023



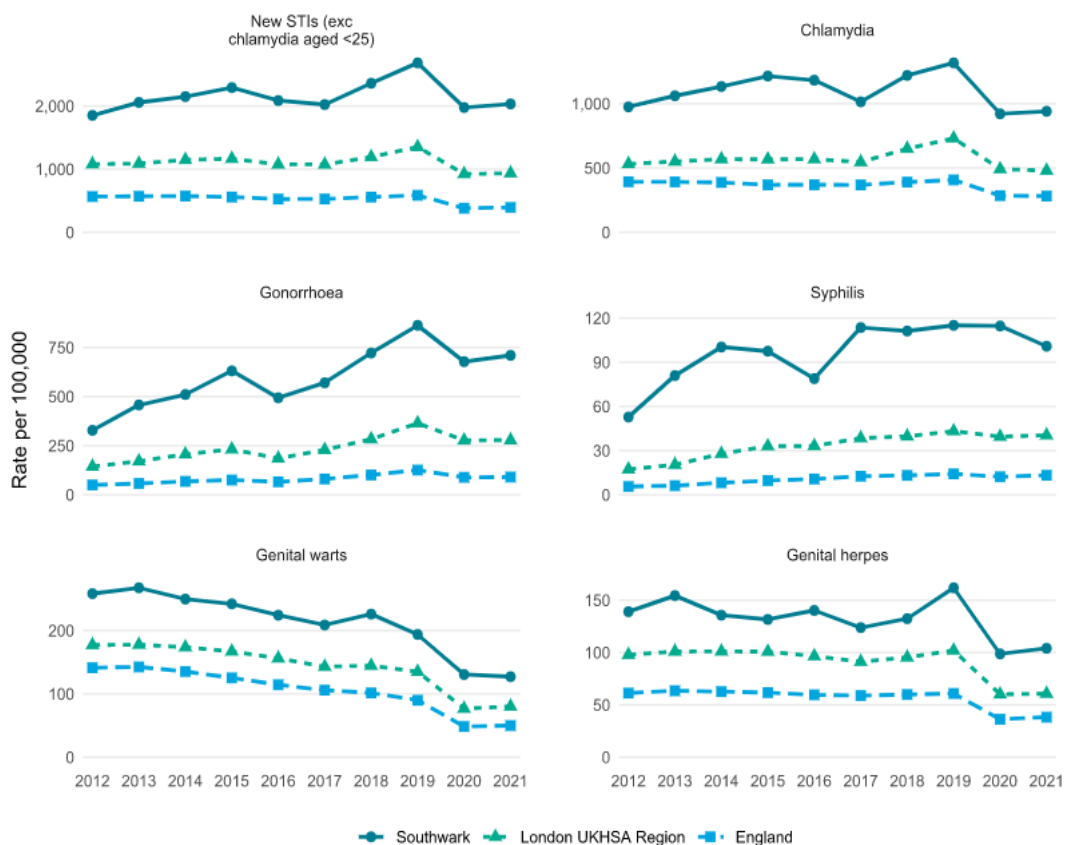
## APPENDIX 1

## Sexual and reproductive health need and clinical activity at the Integrated Sexual Reproductive Health Services

### Sexual and reproductive health need in Southwark

1. Southwark faces some of the greatest sexual health challenges in England and has high rates of human immunodeficiency virus (HIV), STIs, emergency hormonal contraception (EHC) use and terminations. From 2020-22, over half of the

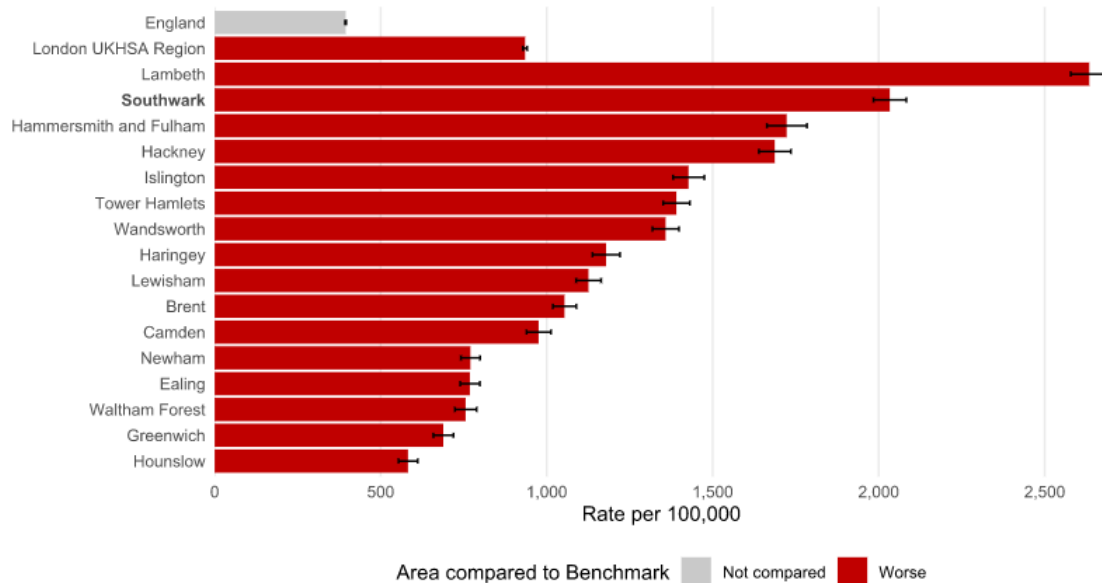
**Figure 1: Rates of new STI diagnoses per 100,000 population comparing Southwark to London and England: 2012-2022<sup>1</sup>**



#### Reference

1. Office for Health Improvement and Disparities. Public health profiles, Sexual and Reproductive individuals who accessed EHC in Southwark had used EHC on a previous occasion within the last year, which is an indicator of unmet reproductive health need.
2. The number of new STI diagnoses in Southwark are significantly higher than London and England. In 2021, there were 2,333 cases of STIs per 100,000 residents, which was higher than the 551 cases of STIs per 100,000 people in England (figure 1).

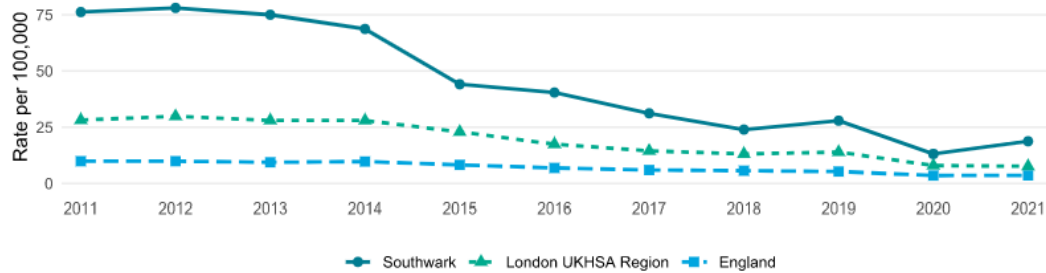
**Figure 2: Rates of new STI diagnoses per 100,000 population in under 25s (excluding chlamydia) comparing Southwark to similar boroughs with the England rate being the benchmark: 2021<sup>1</sup>**



#### Reference

- Office for Health Improvement and Disparities. Public health profiles, Sexual and Reproductive Health Profiles. 2023 <https://fingertips.phe.org.uk/profile/SEXUALHEALTH>
- In 2021, numbers of new STI diagnoses were particularly high amongst young people under 25, where Southwark ranked second highest out of all local authorities in England for new STI diagnoses, excluding chlamydia when compared to the benchmark of STI diagnoses rates in England (figure 2).
- The number of new HIV diagnoses in Southwark has decreased by 54% since 2016 (figure 3). This reduction may be due to a range of factors, which could include the availability of the highly effective HIV prevention drug pre-exposure prophylaxis (PrEP) and Southwark's range of HIV prevention programmes for residents. Despite this progress, Southwark has the second largest number of people living with HIV compared to other local authorities in England. This demonstrates there is still a high need in the borough and the importance of ensuring people living with HIV have access to the services and support to enable them to live a healthy and fulfilling life.

**Figure 3: Rate of new HIV diagnoses per 100,000 population among people aged 15 years or above, comparing Southwark to London and England: 2011-2021<sup>1</sup>**



#### Reference

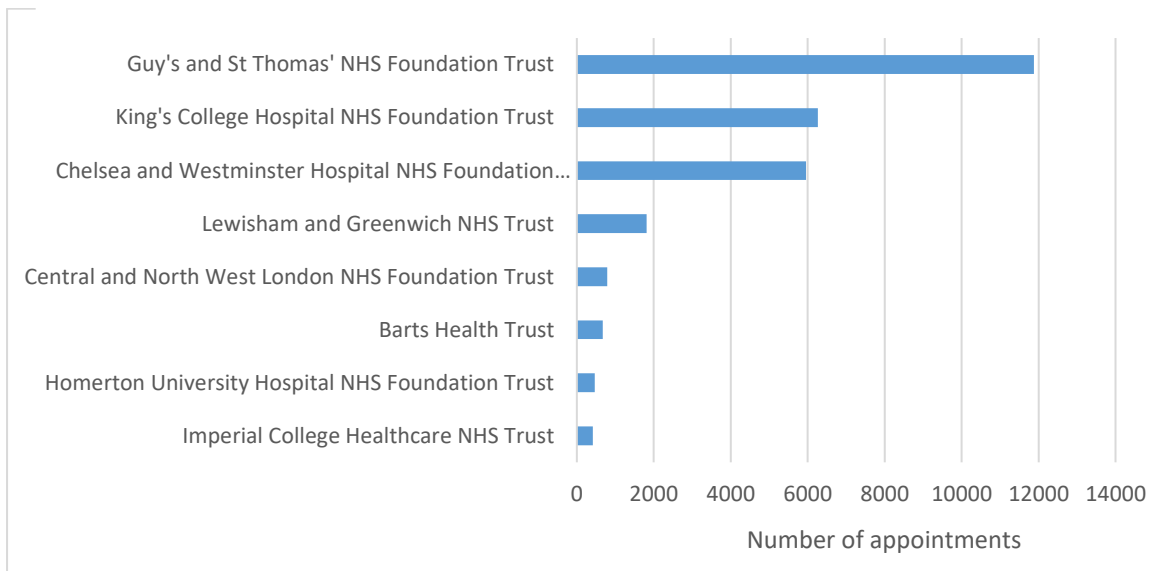
- Office for Health Improvement and Disparities. Public health profiles, Sexual and Reproductive Health Profiles. 2023 <https://fingertips.phe.org.uk/profile/SEXUALHEALTH>
- Rates of teenage pregnancy have significantly reduced in Southwark over the past 20 years. In 2020, the under-18 conception rate was 7.5 per 1,000 women aged 15 to 17 years, which was lower than the rate of 13 per 1,000 in England. In Southwark, the under-18 conception rate decreased by 50% between 2019 and 2020.
- Southwark has a young and diverse population which often have high needs for sexual and reproductive health (SRH). There are persistent inequalities in SRH among young people, men who have sex with men, transgender and non-binary people and people from Black, Asian and Minority Ethnic groups.
- Southwark has a population that is substantially younger than the national average. According to the 2021 Census, the average age in Southwark is 32.4 years, which is more than two years younger than the average for London and seven years younger than the average for England. Young people often have high needs for SRH and in Southwark young people are at risk of poor SRH, including high rates of STIs. According to school-based surveys across Lambeth, Southwark and Lewisham (LSL), there is some evidence of poor knowledge of contraceptive methods and healthy relationships.
- We expect our population to continue to grow across the borough, particularly in neighbourhoods undergoing extensive redevelopment (Elephant & Castle, Aylesbury and Canada Water). The expected continued growth will lead to additional demand on local SRH services.
- Southwark also has one of the largest transgender, non-binary and Lesbian, Gay, Bisexual (LGB+) populations in England. According to the 2021 Census, 1.2% of residents had a gender identity different from their sex registered at birth and 8.1% of residents aged 16 years and over identified as LGB+. Both transgender and non-binary people and LGB+ populations often experience discrimination and feel excluded when accessing health services. Similarly, both groups have high needs for SRH, which often is met through specialist SRH services.

10. According to the 2021 Census, one quarter of Southwark's residents identified their ethnicity as Black, Black British, Caribbean or African. This remains substantially higher than the proportion across both London (8%) and England (3%). People from these ethnic groups often have a high SRH need. For example, young women from a Black ethnic background are more likely to access EHC compared to other ethnic groups, which is an indicator of unmet reproductive health need.

### ISRH clinical activity

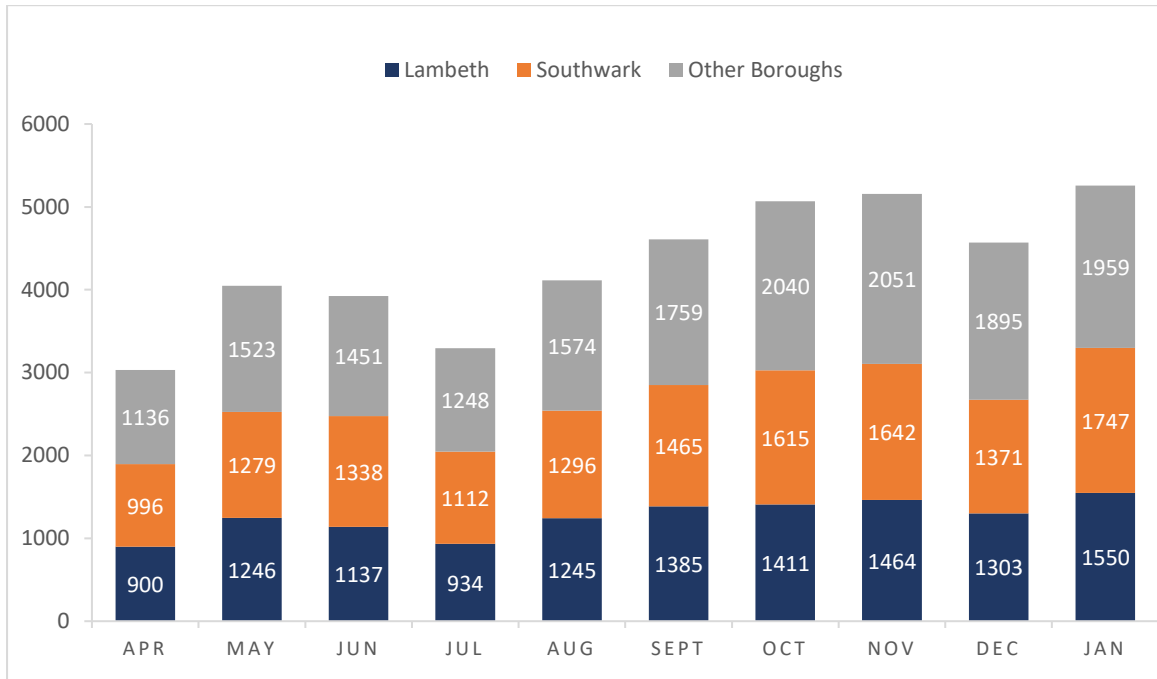
11. From April 2022 to January 2023, Southwark residents accessed ISRH services across sixteen different providers in London, with GSTT and KCH being the most popular providers for Southwark residents. During this period, 28,551 appointments were delivered to Southwark residents across London clinics; GSTT delivered 11,877 appointments and KCH delivered 6,262 appointments. Of all appointments provided to Southwark residents, GSTT and KCH delivered 64% of appointments and other providers across London provided the remaining 36% of appointments to Southwark residents. Figure 4 illustrates the number of appointments delivered to Southwark residents at the eight most visited providers by Southwark residents from April 2022 to January 2023.

**Figure 4: Number of appointments delivered to Southwark residents at the most popular sexual health clinics for Southwark residents, Apr 2022 - Jan 2023**

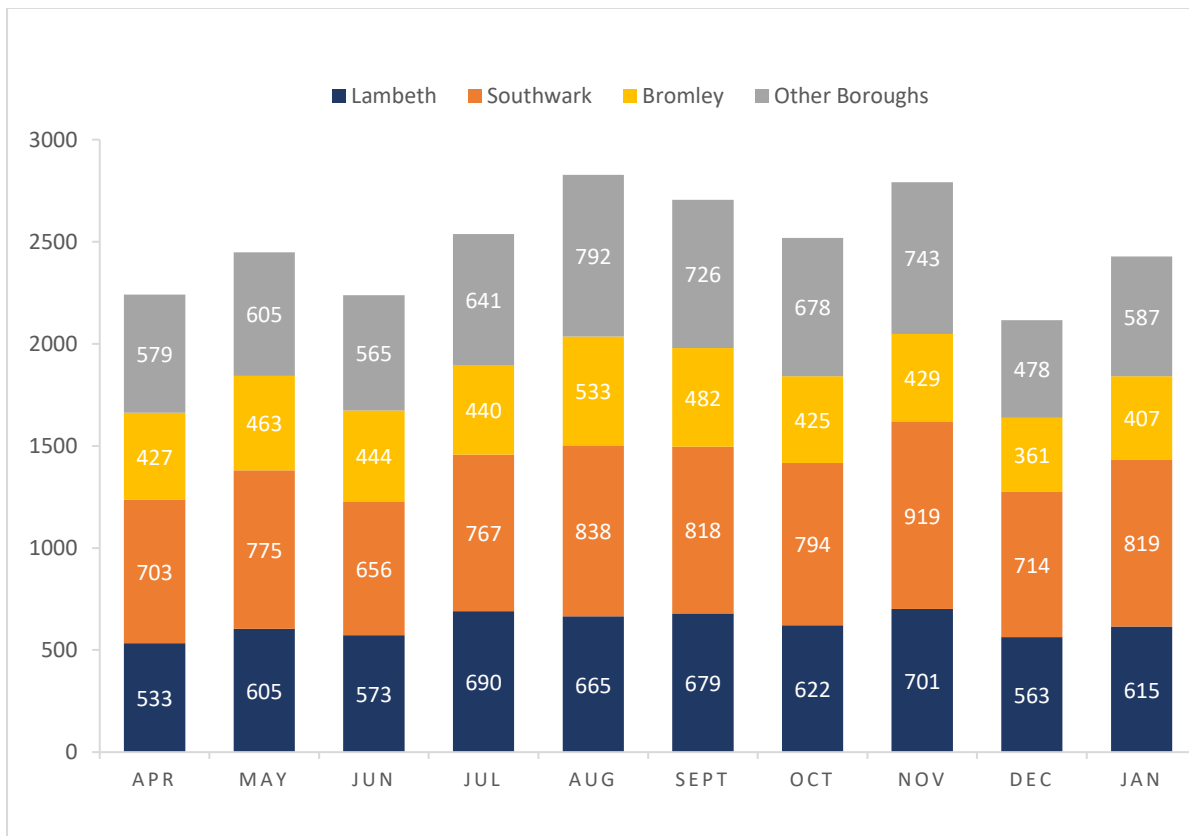


12. GSTT and KCH are popular ISRH clinics for residents across London in addition to Southwark and Lambeth residents. GSTT and KCH provide the most appointments to Southwark and Lambeth residents. From April 2022 to January 2023, approximately a third of GSTT and KCH appointments were delivered to Southwark residents, a third to Lambeth residents and the remaining appointments to individuals from other boroughs (figures 5 and 6). Southwark and Lambeth jointly commission the ISRH services at GSTT and KCH and most appointments are serving residents in both boroughs.

**Figure 5: Number of in-person attendances at GSTT by borough of residence, 2022-23**



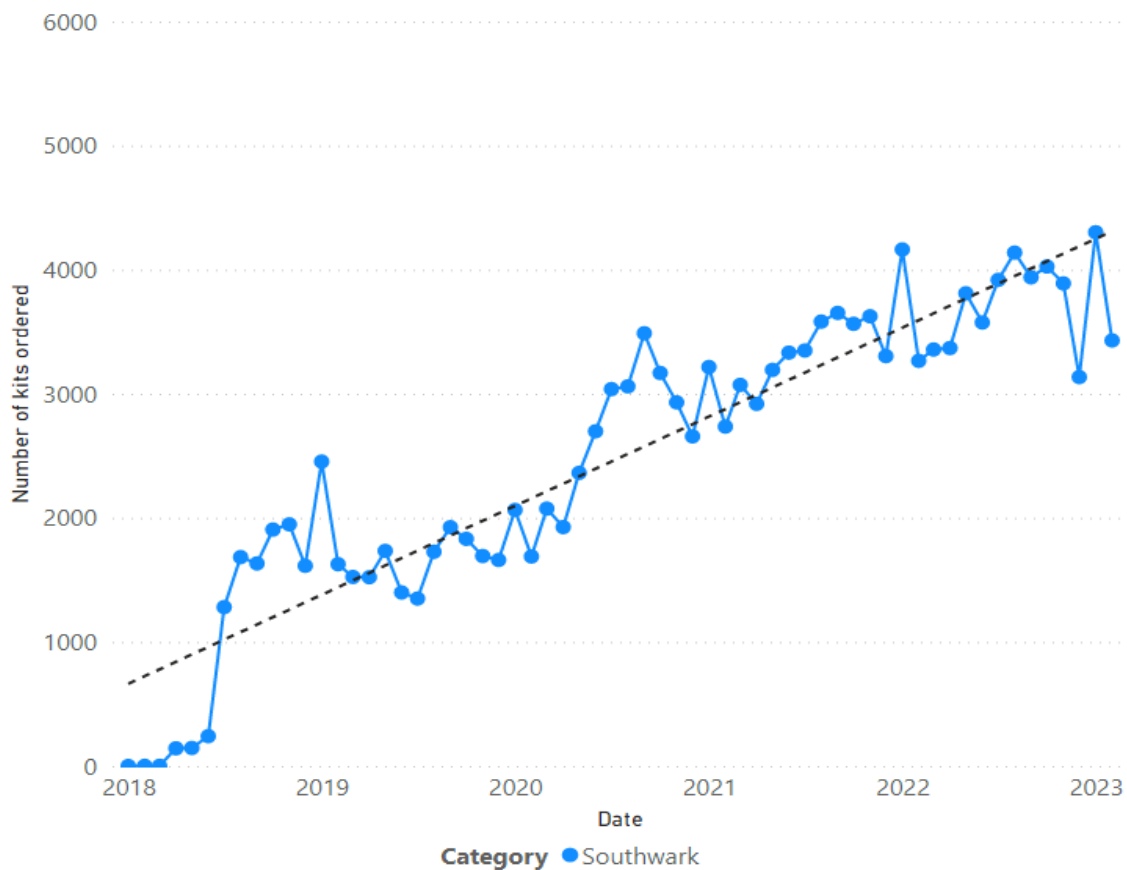
**Figure 6: Number of in-person attendances at KCH by borough of residence, 2022-23**



## E-service

13. Southwark is part of a London-wide commissioning of an online e-service, Sexual Health London (SHL), which provides good value for money and a range of access options for residents. The e-service includes STI testing and some treatment, EHC, routine contraception and condom packs. Where appropriate, clinics are expected to transfer patients with no symptoms to SHL, which is a more cost-effective delivery platform for uncomplicated health needs. This arrangement helps to preserve appointments for in-clinic services for more complex care. The e-service is a separate service to the clinical services provided by GSTT and KCH, but is included for context of the range of ISRH services on offer to Southwark residents. Figure 7 illustrates the popularity of the e-service since 2018.

**Figure 7: Number of kits ordered through the e-service in Southwark, including STI testing, emergency hormonal contraception, routine contraception and condom packs, 2018-2023<sup>2</sup>**



### Reference

2. Lambeth Public Health. E-service activity, SHL.UK

<b>Item No.</b> 17.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Gateway 3 – Variation Decision Parking and Traffic enforcement and associated services contract	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Councillor James McAsh, Climate Emergency, Clean Air and Streets	

**FOREWORD - COUNCILLOR JAMES MCASH, CABINET MEMBER FOR CLIMATE, EMERGENCY, CLEAN AIR AND STREETS**

Our Streets for People strategy sets out how we will reclaim space for our communities to connect and socialise, to make healthy and safe journeys, to support a thriving local economy, and to protect our natural world.

This is only possible with effective enforcement of our parking protocols. Through this contract, I am delighted that we can expand our capacity to improve safety across our streets.

**RECOMMENDATIONS**

1. That cabinet approves the variation of the parking and traffic and associated services contract with APCOA Parking UK Ltd to utilise the available contract extension to extend the term of the contract for a period of three years from 1 June 2024 to 31 May 2027 in the sum of £4,150,611 p.a. and £12,451,833 across the three-year extension period.
2. That cabinet approves a variation of the existing contract with APCOA Parking UK Ltd for parking enforcement and associated services as outlined in paragraphs 10 to 11 in the sum of £2,578,309 p.a to provide an additional 48 civil enforcement officers (CEO) up to a total value of £9,668,660 for the period from 1 September 2023 to January to 31 May 2027 (three years and nine months - 45 months).
3. That cabinet approves a variation of the existing contract with APCOA Parking UK Ltd for parking enforcement and associated services as outlined in paragraphs 10 to 11 in the sum of £583,036 to enable the one-off purchase of additional automatic number plate recognition (ANPR) safety cameras for bus lanes and two new bases (plus equipment) by January 2024.
4. That cabinet delegates to the Director of Environment approval to purchase additional ANPR cameras to a value of up to £2million, which may be required at a later date for the purpose of enforcement, and contribution to the delivery of the objectives of the Streets for People Strategy.

5. That cabinet notes that a Gateway 0 to detail pre-procurement strategic assessment including consideration of all those options as detailed in paragraphs 20 to 26 of this report will be brought in quarter two in 2025.

## **BACKGROUND INFORMATION**

6. The current parking enforcement and associated services contract commenced on 01 June 2020 for a period of four years (with two separate three-year extension options) following a Gateway 2 approved by cabinet in January 2020.

### **What the contract covers?**

7. The contract is borough-wide covering:
  - On street parking enforcement and CCTV enforcement of parking, bus lanes and moving traffic contraventions (such as no entries)
  - Enforcement of two off-street car parks (Cerise Rd and Choumert Rd) and the Parks Service car parks
  - Implementation of the suspension of parking bays
  - Parking IT including, enforcement back office, permits and suspensions.
8. Enforcement services are also provided to Housing on the estates and use the shared parking IT systems.
9. The contract is based on enforcement of the whole borough albeit 32% of the borough does not have controlled parking.
10. The contract is largely output based and specifies the standard to be achieved; for example the quality of PCNs issued. The contract is priced on an open book contract management basis for each type of work.

## **KEY ISSUES FOR CONSIDERATION**

### **Key Aspects of Proposed Variations**

11. This report is recommending the extension of the contract by a further three years from 1 June 2024. This is a permitted because this is the first of two optional three-year extension periods as contained within the original contract term.
12. This report is also recommending a variation to the contract to include additional civil enforcement officers, additional ANPR cameras and two new bases plus equipment. This is permitted because the provisions of the contract allow variations and updates to the scope of the services covered



by the contract such as these (through the Parking Management Board and change control procedure).

### **Reasons for Variations**

13. Extension of the contract for a further three-year period. There is also a need to increase the number of ANPR cameras to enforce a further eight bus lanes as well as the need to deploy additional civil enforcement officers (including two new bases) to enforce the wider controlled parking in the borough.
14. This variation has a number of benefits as outlined in paragraphs 14 and 17 of this report.

### **Future Proposals for this Service**

#### Streets for People

15. The majority of our residents do not own or have access to a car; parked cars take up valuable kerbside space that could be used for the other things people want on their streets. Many car journeys are short and can be done on foot, bike or bus instead. The council's Streets for People Strategy aims to manage the kerb space effectively and includes investing in making walking and cycling easier for all those who can, fewer car journeys will ease congestion, improve road safety and reduce air pollution.
16. This contract significantly contributes to the overall vision of the Streets for People Strategy, which is to reclaim space for our communities to connect and socialise; for safe and healthy journeys; a thriving local economy, and our natural world in that the main function of the contract is to regulate vehicles using the highway.

#### Additional Civil Enforcement Officers

17. There is a need for additional civil enforcement officers to be deployed within the contract in order to provide the capacity to enforce the controlled parking zones that are to be implemented by August 2024.
18. The additional civil enforcement officers will enable flexibility in deployment including greater coverage on weekdays and weekends. This flexibility will be enhanced through the implementation of two new bases in the borough.

#### Additional bus lane cameras

19. There is a need for additional ANPR cameras to enforce a further eight bus lanes to ensure minimal impact on the bus network. 15 of the council's older cameras require a hardware update as a result of the ending of 3G data services.

## **Alternative Options Considered**

### Option 1 – Do nothing

20. This is not a viable option as it would result in a natural end of the contract in 2024, so the failure of the service, which is a statutory obligation. The council would not be supportive in achieving its net zero carbon ambitions and pollution would increase, and streets would become more unsafe.

### Option 2 – In-source the parking service in its entirety

21. The parking enforcement service requires a range of services to enable the delivery of an effective enforcement operation other than staff such as specialist technology equipped with niche IT software and systems for the provision of virtual permit, cashless, secured payment platform which requires various integration with back office IT services. External service providers benefit from economies of scale in all of these areas which delivers key benefits to the council.
22. The most prominent cost involved in the delivery of the service is the cost of labour. External service providers will have the flexibility to increase and decrease service provision. This is not the case for the council; expert service providers have multiple contracts within London which enable them to transfer skilled resources to other local authority contracts with stronger group purchasing power and agreements with specialist sub-contractors. External service providers benefit from economies of scale in all of these areas, and this is one of the greater benefits for the council.
23. Prolonged disruption to the service during the transition poses severe risk to the council as this has more of a definitive impact to the residents. For example, high absence levels of enforcement teams will lead to inconsistent enforcement coverage that can lead to road and traffic obstructions affecting essential goods and services being delivered to the borough. In order to ensure continuous service, the council may recruit or find external additional resources short term, which would be challenging, as the council simply does not have the capacity to deliver a civil enforcement qualification-training programme or recruit from a specialised workforce talent pool with civil enforcement officer qualifications.
24. One London local authority has recently in-sourced parking enforcement services; it will be prudent to work with them and other boroughs on insourcing with a view to understanding their experience in considerations for future delivery of the service for Southwark.

### Option 3 - Shared service

25. Local authorities manage parking enforcement in different ways and have their own priorities and as such the requirements for each are not alike. This is particularly true for parking services where bespoke restrictions are designed to suit the needs of residents and local businesses. There is a lack of uniformity, even between adjacent boroughs in the application and enforcement of restrictions. The scope and scale of Southwark's parking enforcement service provides the necessary efficiencies to manage as a standalone contract.

### Option 4 – re-procure the service

26. The contract performance has been good to date and as such there is limited value in re-procuring the contract due to the time and associated cost of undertaking such a procurement. Costs have significantly increased since 1 June 2020 due to the cost of living crisis and as such re-procuring the contract will likely lead to an increase in the contract sum. The contract sum to extend the contract is based on costs tendered at the time of the procurement in 2020 and includes those costs applied for the increased civil enforcement officer numbers.

### Summary of APCOA's performance

27. APCOA's contract performance has been considered to be good in relation to on street enforcement and the associated quality and timing of issuing of penalty charge notices.
28. The key performance indicators were renegotiated at the start of the contract with a view to placing further accountability with APCOA to deliver high performance levels. This has been successful in that performance has improved in relation to issue and quality of PCNs and has highlighted areas for further improvement, namely management of the IT operation.
29. A significant amount of work has been undertaken to drive performance upwards and as such an extension to the contract is recommended to continue this upward trajectory especially given the need to enforce borough wide over once controlled parking is implemented across the whole borough.
30. A further change to the key performance indicators (KPI) has been agreed as part of the contract extension in relation to deployment of civil enforcement officers and the need to ensure sufficient deployment levels of on-foot, electric vehicle and ANPR across the borough and across the full deployment hours of the contract.
31. Appendix 1 provides a summary of performance against the KPIs.
32. PCN issue: this has been much higher than was expected when the contract was originally let, this has been as a result of the introduction of

Low Traffic Neighbourhoods (LTN) and more recently school streets which have seen an increase in the number of CCTV PCNs being issued.

33. APCOA were able to call on resources from other London contracts during the period December 2020 to March 2021 when the council experienced very high volumes of PCNs because of the implementation of the LTNs in both Walworth and Dulwich.
34. Deployment of CEOs: while APCOA had managed to cover the increase in CCTV PCN issue in 2020/21, between August 2022 and January 2023 APCOA have not met the target of the number of deployed hours specified in the contract. On average APCOA achieved 97.5% of deployed hours, over this period they maintained a 100% level in the number of staff employed but suffered some significant long term sickness. The performance has improved since February 2023.
35. IT Services: APCOA provide dedicated IT services for PCN issue and administration, permits and pay by mobile phone services through two subcontractors, Farthest Gate Ltd (FGL) and Paybyphone. While the day-to-day use of the FGL IT system has been good and down time has been minimal there have been issues around the timely delivery of some additional modules that the council has specified.
36. Paybyphone on the whole has been very reliable with no system downtime at all from February 2022 to December 2022. In recent months there has been three short (two to three hours) platform failures; this is being closely monitored by the contract management team.
37. Additional CCTV Cameras: In August 2022 a Gateway 3 was approved by the Strategic Director of Finance and Governance for the purchase of 54 new CCTV cameras and nine rebuilt cameras. The cameras were purchased mainly to enforce at school streets. This is an ongoing project and delivery to the project plan has been good. Currently 45 of the 54 new cameras have been installed and work is due to commence on rebuilding nine older cameras.
38. Health and Safety: The very nature of the job, issuing fines to vehicles often with the motorist present means that there can be difficult situations for the CEOs on street. The number of incidents remains low, all of the CEOs wear a video recording system which has helped to reduce incidents and complaints. There was an average of 3.8 incidents per month in year 1 reducing to 2.5 incidents in year 2.
39. Social Value: This contract was one of the first to use the social value portal to put a monetary value on the work that the contractor does outside of delivering the specified contract. APCOA have delivered £1,763,459 of social and local economic value in line with the Themes and Outcomes and Measures (TOMs) framework that utilises a beneficial cost linked to central government's Green Book financial system.

40. APCOA earn social value credit predominantly by:

- Working with Southwark Works to employ long-term unemployed people
- Deploying an electric vehicle fleet
- Employing local people
- Volunteering at a Food Bank
- Using Southwark based small enterprises for maintenance of vehicles
- Donations to the Mayors Charity.

### Identified risks for the Variation

41.

Risk Identification	Likelihood	Risk Control
Failure of IT	Low	Reviewed at monthly contract meetings including review of business continuity plan and contract risk register
Financial stability	Low	Credit checks completed and the supplier is secure
Risk of challenge from other providers	Low	Provisions of the contract permit variations to the service and the contract (through the Parking Management Board and change control procedure)
Risk of underperformance	Low	The contract management governance and associated key performance indicators
Risk of inflation	Low	There are provisions for annual contract uplifts in line with inflation within the contract

### Policy implications

#### Air Quality

42. This variation supports the objectives of the council's Air Quality Strategy and plan through enforcement against vehicles by both walking CEOs and through the use of CCTV:

3.8 – Reducing pollution in and around schools – parking services are enforcing school streets

5.1 – Reducing emissions from Council Fleet – APCOA use 100% electric fleet

7.2 Discouraging unnecessary idling by taxis and other vehicles – when observed CEOs are asking drivers to switch off or move off

7.5 – Using parking policy to reduce pollution emissions – APCOA enforce in line with the differential parking charges by vehicle emissions for residents permits, business permits and Paybyphone parking bays

## Movement Plan

43. The council's Movement Plan is the principal policy document that sets out the council's approach to transport. It contains a number of high level missions pertinent to the implementation of traffic enforcement:

- Mission 2 - For movement to benefit mental wellbeing  
Action 1: Reduce noise pollution
- Mission 3 - For movement to benefit physical wellbeing  
Action 4: Deliver infrastructure to support active travel  
  
Action 5: Enable people to get active  
  
Action 6: Enable people to stay active
- Mission 4 – Reduce traffic  
Action 9: Manage traffic to reduce the demand on our streets
- Mission 5 – Streets as social places  
Action 10: Create places that encourage a sense of belonging  
  
Action 11: Introduce time restricted street closures and reallocate space for people
- Mission 7 - All people to have a positive experience on our streets  
Action 15: Reduce exposure to air pollution  
  
Action 16: Zero people killed or injured on our streets by 2041  
  
Action 17: Improve safety and sense of safety on our streets

## **Contract management and monitoring**

44. The contract is monitored and administered by the Parking, Network Management and Markets Division utilising the following three teams:

- Contracts
- Parking quality and policy
- Estate parking

45. The teams are led by four managers:

- Parking Services Development Manager
- Contracts Manager supported by two Appeals and Representations Managers and one Debt Manager
- Parking Quality and Policy Manager
- Estates Parking Manager

46. In relation to this contract they are responsible for contract monitoring, asset management (site details, quantities and mapping), contract variations and payments, dealing with general enquiries and service requests and the management of an ad-hoc budget for infrastructure.

### **Performance Management**

47. A parking management board meeting is held quarterly and chaired by the Director of Environment. The terms of reference of the board are to highlight the performance of the contractor, raise any concerns and to also horizon scan and identify how the council can work in partnership with APCOA to improve the service provided to residents.
48. The KPIs are reviewed monthly at a contract meeting between the council and APCOA. A report is produced which is discussed at the meeting during which changes are made and agreed leading to a finalised monthly report.
49. In addition to this there are regular hot spot and deployment meetings and deployment plans for the Civil Enforcement Officers (CEOs) are regularly reviewed and revised.
50. At the parking management board meetings APCOA have been encouraged to embed the principles of the Southwark Stands Together programme into the behaviour and decision making of the contract.
51. A contract performance report is presented annually to both the departmental and corporate contract review boards in line with Contract Standing Orders.

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

#### **Community impact statement**

52. Air quality – the addition of eight new cameras can only help assist in the safety of residents and young people by contributing to reduced delays to buses and the reduced emissions outside schools.
53. Movement Plan – will assist in the delivery of a variety of the themes in the Movement Plan as highlighted above including helping to reduce noise pollution, traffic and encouraging active travel.
54. Climate Change Strategy - assisting in delivering a low traffic Southwark.
55. The council adopted a new parking enforcement protocols in February 2022 that sets out exemptions for school street enforcement including:
- Emergency Services
  - Blue Badge Holders working at the school or dropping off their children and for those living in the school street
  - SEND vehicles

- Care workers delivering care in the school street
- Enforcement of school streets to take place in term time only.

### **Equalities (including socio-economic) impact statement**

56. The recommendations support the council's equalities and human rights policies albeit the nature of any impacts on those with protected characteristics will not be known until the extent of the controlled parking zones are determined, following community engagement and consultation. Equality assessments will be carried out and considered by the subsequent decision maker in relation to the enforcement protocols.
57. The recommendations as set out in this report are not considered to have any significant adverse effect on socio-economic equalities.

### **Health impact statement**

58. Reducing car use and increasing active travel are beneficial for public health. Improved air quality, for example by reducing traffic, has numerous health benefits, both short term and long term. Active travel is also associated with physical and mental health benefits. Both of these objectives are in line with the council's Movement Plan and Air Quality Action Plan. The recognition of exemptions for certain people is welcomed, as is the emphasis on community engagement to ascertain the equalities impact in paragraph 55.

### **Climate change implications**

59. The provision of parking enforcement and associated services is an essential part of the borough's approach to managing parking and kerbside use across both highways and housing. The contract includes increased provision of CCTV coverage of bus lanes and moving traffic contraventions, such as school streets and low traffic neighbourhoods. It also increases the number of civil enforcement officers to manage the borough's controlled parking zones. This is closely in line with a number of key actions in the council's Climate Change Strategy and Action Plan, which aims to discourage car use, while promoting public transport and sustainable travel. The action plan include targets around increasing the number of school streets and coverage of controlled parking zones, which delivery of this contract supports.
60. It is welcome to see the contract extension include a requirement for APCOA to demonstrate the use of electric vehicles in provision of the services. This should remain secondary to ensuring enforcement officers are on foot as a priority, and then using electric vehicles if a greater area of coverage is required. The KPI's will be amended to go further, to require the contract to quantify and reduce the emissions associated with delivering the contract. The council is actively trying to reduce its emissions associated with its supply chain (scope 3) and should work in partnership with the contractor to understand the impact of the contract and mitigate



the emissions where possible. This will continue to be a requirement for the new vehicles under the contract.

### **Social Value considerations**

61. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured. The social value considerations included in the tender (as outlined in the Gateway 1 report) are set out in the following paragraphs in relation to the tender responses, evaluation and commitments to be delivered under the proposed contract.

### **Economic considerations**

62. Parking and traffic enforcement assists the economy of Southwark through aiding the free flow of traffic and turnover of parking spaces.
63. APCOA pay all of their staff the London Living Wage as a minimum.

### **Social considerations**

64. APCOA currently have two full time apprentices and are committed to this through the contract period.
65. APCOA actively work with Southwark Works (who are specialist employment advisors who provide personal, confidential one to one support for unemployed residents of Southwark) for their staff recruitment and are committed to taking on apprentices.
66. The contract extension includes a social value contribution of £11,972 in line with the details set out in paragraph 38 above.

### **Environmental/Sustainability considerations**

67. A just and inclusive transition is at the heart of the council's emerging climate policy. These proposals prioritise the movement of people first and foremost, while retaining vehicle access for those who require it. In delivering a safer and more equitable highway network, the measures are in accordance with the council's approach to addressing the climate emergency.

### **Financial Implications**

68. The estimated costs of the 3 year contract extension and the proposed variation (excluding the one-off purchase of cameras) is £22,120,493 (£26,544,592 including VAT).
69. The funding for all the variations is from the Parking Services revenue account. Previous guidance from the Department of Transport stated that

local authority parking enforcement should be self-financing as soon as practicable. Whilst this is still a sensible aim, compliant applications for civil parking enforcement will be granted without the scheme being self-financing.

70. However, authorities will need to bear in mind that if their scheme is not self-financing, then they need to be certain that they can afford to pay for it from within existing funding. The Secretary of State will not expect either national or local taxpayers to meet any deficit.
71. Current best estimates of forecast revenue for the parking service indicates that this variation will be self financing. Any surplus arising will be ring fenced to parking and related services and used in accordance with section 55 of the Road Traffic Regulation Act 1984 (as amended).
72. The contract value including and excluding VAT is:

<b>Description</b>	<b>Annual Cost excluding VAT</b>	<b>Total Cost - extension and proposed variation</b>	<b>Cost inclusive of VAT</b>
<b>Core contract sums (Annual)</b>			
Original annual contract sum - 3 year extension from 01/06/2024 to 31/05/27)	£3,637,961	£10,913,883	£13,096,660
Annual value of previous variations	£512,650	£1,537,950	£1,845,540
<b>Subtotal</b>	<b>£4,150,611</b>	<b>£12,451,833</b>	<b>£14,942,200</b>
Proposed variation 01/09/23 to 31/05/27 (45 months)	£2,578,309	£9,668,660	£11,602,392
<b>Total Annual Contract Sums (revised)</b>	<b>£6,728,920</b>	<b>£22,120,493</b>	<b>£26,544,592</b>

<b>One off contract variations</b>	<b>Cost excluding VAT</b>	<b>Cost inclusive of VAT</b>
One off project costs to purchase additional automatic number plate recognition (ANPR) safety cameras for bus lanes and to deliver two new bases and equipment from 1 September 2023 to 30 January 2024	£583,036	£699,643

<b>One off contract variations</b>	<b>Cost excluding VAT</b>	<b>Cost inclusive of VAT</b>
Purchase of additional ANPR safety cameras for school streets, bus stop enforcement and traffic enforcement at banned turns, no entry points and bus lanes.	£1,307,383	£1,568,860
<b>Total one off contract variations</b>	<b>£1,890,419</b>	<b>£2,268,503</b>

### **Legal Implications**

73. Please see the concurrent report of the Assistant Chief Executive (Governance and Assurance) below.

### **Consultation**

74. Benchmarking and consultation with other London authorities has taken place with a view to understanding operating models and the associated opportunities.
75. A mystery shopping exercise was undertaken in 2023 of the contract which has informed the recommendations of this report.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Strategic Director of Finance (FC23/002)**

76. The strategic director of finance notes the recommendation in this report for the approval of the extension and variations of the existing contract with APCOA for parking enforcement and associated services in the sum of £22.12m. Full details are contained within the main body of the report.
77. The strategic director also notes the financial implications contained in the report.
78. Staffing and any other costs connected with these recommendations will be contained within existing departmental revenue budgets.

#### **Head of Procurement**

79. This report seeks approval to extend the term of the existing contract with APCOA Parking UK Ltd for parking and traffic and associated services for a period of three years, from 01 June 2024 to 31 May 2027, as detailed within paragraph one, and to vary the scope of the contract as detailed in paragraphs two and three. The cumulative value of the contract for the duration of the extension period is estimated to total £22,120,493.

80. The report confirms that the original contract award contained provisions and mechanism (via use of a contract change control procedure) permitting both extension and variation, in alignment with the requested changes as outlined, and is therefore consistent with both council CSOs and the salient Public Contracts Regulations 2015 (PCR2015) as pertaining to modification of contracts during their term (regulation 72(1)(a)). In accordance with council CSOs, the decision is reserved to cabinet.
81. Headline options and risks associated are contained within table at the end of paragraph 40.
82. Alignment with the Fairer Future Procurement Framework (FFPF) is evidenced, specifically via reference to employment and training/mentoring commitments, as detailed at paragraphs 60-61, and payment of London Living Wage (LLW) as confirmed within preceding paragraph 62.
83. Proposed methodology for performance/contract monitoring is detailed within paragraphs 43 - 50, namely through regular monitoring and review meetings. The report also confirms that annual performance reviews will be provided at required intervals in alignment with council CSOs.
84. The Community, Equalities and Health Impact Statements are set out in paragraphs 51 – 56.
85. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 57 – 66.

### **Assistant Chief Executive – Governance and Assurance**

86. This report seeks approval to extend the term of an existing contract with APCOA Parking UK Ltd for parking and traffic and associated services for a period of three years from 1 June 2024 to 31 May 2027 and to vary the scope of the contract for the purposes detailed in paragraphs 2 and 3.
87. The estimated value of the proposed contract extension means that it is subject to the application of the Public Contracts Regulations (PCR) 2015, which permits contract modifications without the need for a fresh procurement exercise where certain limited prescribed grounds are met, including (PCR 72(1)(a):-

where the modifications, irrespective of their monetary value, have been provided for in the initial procurement documents in clear, precise and unequivocal review clauses, which may include price revision clauses or options, provided that such clauses -

state the scope and nature of possible modifications or options as well as the conditions under which they may be used, and

do not provide for modifications or options that would alter the overall nature of the contract or the framework agreement.

88. It is confirmed that the terms of the contract contain express provision for extension beyond its initial term and also permit the parties to agree changes to the contract and the service through the Parking Management Board (including, but not limited to the purchase of equipment for the purpose of bus lane enforcement and revisions in the number of deployed staff) in line with the prescribed change control procedure.
89. The recommended contract extension and variation is also consistent with other relevant domestic legislation and with the council's Contract Standing Orders, which reserve the decision in this matter to the Cabinet.
90. Cabinet will be aware of the Public Sector Equality Duty set out in section 149 of the Equality Act (EA) 2010, which requires the council to have due regard in its decision making processes to the need to:
  - a. Eliminate discrimination, harassment, victimisation or other prohibited conduct.
  - b. Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not.
  - c. Foster good relations between those who share a relevant characteristic and those that do not share it.

The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The Public Sector Equalities Duty (PSED) also applies to marriage and civil partnership, but only in relation to (a) above.

91. Paragraphs 51 to 56 note the benefits that the recommended contract extension and variation are intended to generate for the local community and confirm that equality assessments are to be undertaken in order to understand the impact on any individual or group having a protected characteristic under the EA, following community engagement and consultation in relation to the proposed introduction of new controlled parking zones.

## BACKGROUND PAPERS

Background Papers	Held At	Contact
Gateway 1 - Procurement Strategy Approval: Parking and traffic enforcement and associated services	Road Network, Parking and Markets	David Sole 020 7525 2037
Gateway 1 report dated 30/04/2019 <b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/procurement-strategy-approval">Report template - procurement strategy approval (southwark.gov.uk)</a>		
Gateway 2 Contract Award Approval: Parking and traffic enforcement and associated services	Road Network, Parking and Markets	David Sole 020 7525 2037
Gateway 2 report dated 21/01/2020 <b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/gw2-contract-award-approval">GW2 contract award approval (southwark.gov.uk)</a>		
Air Quality Strategy	Regulatory Services/Public Health	Anju Sidhu 0207 525 5000
<b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/assets/attach/11189/air-quality-strategy-action-plan-final-version.pdf">https://www.southwark.gov.uk/assets/attach/11189/air-quality-strategy-action-plan-final-version.pdf</a>		
Movement Plan	Highways	Dale Foden 0207 525 2045
<b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/movement-plan">Movement Plan - Southwark Council</a>		
Parking Enforcement Protocols	Road Network, Parking and Markets	David Sole 020 7525 2037
<b>Link (please copy and paste into browser):</b> <a href="https://www.southwark.gov.uk/decision-parking-enforcement-protocol">Decision - Parking enforcement protocol - Southwark Council</a>		

## APPENDICES

No	Title
Appendix 1	KPI Summary Table

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor James McAsh, Climate Emergency, Clean Air & Streets	
<b>Lead Officer</b>	Caroline Bruce, Strategic Director Environment, Neighbourhoods and Growth	
<b>Report Author</b>	John Wade, Head of Parking Services and Network Management	
<b>Version</b>	Cabinet	
<b>Dated</b>	28 June 2023	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Director of Exchequer (for housing contracts only)	N/a	N/a
Director of Education (for schools contracts only)	N/a	N/a
Cabinet Member	N/a	N/a
<b>Contract Review Boards</b>		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		28 June 2023

## Appendix 1: Key performance indicator summary - parking and traffic enforcement and associated services contract

KPI No.	Nature of key performance indicator	KPI Threshold Required	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23
<b>KPI 1 - Effective Parking Management</b>			Yes	Yes	Yes	No	No	No	No	No	Yes	Yes
a	Number of CEOs deployed as per contractual requirement	100.00%	100.00%	100.00%	98.40%	98.29%	99.44%	97.22%	83.88%	97.81%	100.00%	100.00%
b	Number of CEO employed	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
c	Number of PCNs cancelled as a result of CEO errors on street - Cancelled as spoils or retrieved by supervisor	1.0% or less	0.33%	0.30%	0.40%	0.40%	0.51%	0.30%	0.40%	0.49%	1.04%	0.96%
d	Number of PCNs cancelled as a result of CEO errors on street - identified at challenge stage	1.0% or less	0.09%	0.09%	0.05%	0.19%	0.11%	0.10%	0.10%	0.09%	0.34%	TBC
e	Compliance with parking restrictions	92.00%	99.30%	99.30%	99.30%	98.66%	98.43%	99.07%	98.72%	98.95%	99.14%	100.00%
f	Abandoned Vehicles Service	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 2 – Effective remittance of the Council Income</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	All income to be banked on the following working day	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	All income reports to be received with reconciled income from the previous week no more than 3 working days from the end of the week	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
c	All income to be transferred to the council no later than 5 working days from the end of the last completed week	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 3 - Effective Notice Processing</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Correctly scanning all incoming correspondence within 24 hrs of receipt	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	VQ4 requests, 1st, 2nd and 3rd within 50 days	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
c	Issuing of Debt Registration within 110 days	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
d	Issuing of Warrant of control within 150 days	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
e	Monthly Reports - That all of the reports within specified time scales	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 4 - Processing of Parking Suspension</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Parking suspension to be implemented on time, resident bays 5 days all others at least 2 days prior	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Suspension boards removed after the completion of a suspension, within 2 working days	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 5 - IT Service</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Degree to which the IT system performs efficiently and in accordance with the specification. - APCOA will not take responsibility or be penalised for the slow running of the system when it is not within their control. i.e. Internet Network Issues	99.00%	99.02%	99.02%	99.02%	99.90%	99.76%	99.67%	99.90%	99.00%	99.74%	99.02%
<b>KPI 6 - Siemens CCTV unattended cameras</b>			Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Camera installation	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Camera relocation	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
c	Quality of captures	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
d	Camera uptime	97.00%	100.00%	95.00%	97.00%	98.25%	98.00%	98.00%	95.74%	98.00%	94.00%	98.00%
<b>KPI 7 - PayByPhone and DASH</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
a	Availability of permit system including virtual	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Availability of IVR/APP for cashless	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	98.00%	100.00%	98.00%	98.00%
c	Uptime of vehicle compliance software	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	98.00%	100.00%	98.00%	98.00%
<b>KPI 8 TES - ANPR and CCTV</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Correct number of vehicles deployed	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Software downtime	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
c	CDM updated	99.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 9 - FGL Back Office</b>			Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes
a	System downtime	98.50%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Additional modules delivered timely	98.50%	100.00%	100.00%	100.00%	90.00%	90.00%	90.00%	100.00%	100.00%	100.00%	90.00%
c	CEO tracking	98.50%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>KPI 10 - Quality of Evidence</b>			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
a	Quality of CEO PCNs - Evidence - Measured: 09.00 - 17.30 Mon - Fri excluding bank holidays and also excludes planned system downtime due to maintenance	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
b	Quality of CCTV PCNs - Evidence	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>Key Performance Indicator Levels</b>			2	3	2	1	0	0	0	0	1	0

Passed
Passed but issue identified
Failed



<b>Item No.</b> 18.	<b>Classification:</b> Open	<b>Date:</b> 10 July 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Appointments to Outside Bodies 2023-24 - South London and Maudsley (SLaM) NHS Trust Members Council	
<b>Ward(s) or groups affected:</b>		Not applicable	
<b>From:</b>		Proper Constitutional Officer	

## RECOMMENDATION

1. That the cabinet agree that Councillor Jason Ochere be appointed as the council's representative to serve on the South London and Maudsley (SLaM) NHS Trust Members Council 2023-24 municipal year.

## BACKGROUND INFORMATION

2. Each year the council makes appointments/nominates individuals to outside bodies.
3. Cabinet appointed to a number of outside bodies at 13 June 2023 meeting. Councillor Suzanne Abachor was appointed as the council's representative on South London and Maudsley (SLaM) NHS Trust Members Council in error and this report seeks to clarify that the nomination should in fact have been Councillor Jason Ochere.

## KEY ISSUES FOR CONSIDERATION

### Appointments to outside bodies

4. It is for the cabinet to affiliate to and appoint representatives to outside bodies where such appointments are a function of the cabinet.

### Legal implications

5. Appointments to some of the outside bodies may carry risk both corporately and to the individuals appointed. Standards committee at its meeting on 9 November 2011 approved 'Guidance to Members who serve on Outside Bodies' which is intended to help councillors understand their duties when appointed to outside bodies, and how to handle conflicts of interest that may arise. The guidance is available in the Library on the council website.

### Consultation

6. The political group whips have been consulted on appointments to outside bodies 2023-24 and were invited to submit nominations.

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

### Community impact statement

7. The council is being invited to make a nomination to an outside body. The nominations process has no direct impact on the community.

### Equalities (including socio-economic) impact statement

8. There are no specific implications arising.

### Health impact statement

9. There are no specific implications arising.

### Climate change implications

10. There are no specific implications arising.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

## APPENDICES

No.	Title
None	

**AUDIT TRAIL**

<b>Lead Officer</b>	Chidilim Agada, Head of Constitutional and Member Services	
<b>Report Author</b>	Paula Thornton, Constitutional Officer	
<b>Version</b>	Final	
<b>Dated</b>	29 June 2023	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance and Assurance	No	No
Strategic Director of Finance	No	No
<b>Date final report sent to Constitutional Team</b>		29 June 2023

**CABINET AGENDA DISTRIBUTION LIST (OPEN)****MUNICIPAL YEAR 2023-24**

**NOTE:** Original held by Constitutional Team; all amendments/queries to  
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		<b>Dated: 29 June 2023</b>	