

## Cabinet

Tuesday 5 December 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 Stephanie Cryan  
Councillor Helen Dennis

Councillor Natasha Ennin  
Councillor Darren Merrill  
Councillor James McAsh  
Councillor Catherine Rose  
Councillor Martin Seaton

### Portfolio

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

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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)

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Members of the committee are summoned to attend this meeting

**Althea Loderick**

Chief Executive

Date: 27 November 2023



# Cabinet

Tuesday 5 December 2023  
11.00 am  
Rooms GO2A, B and C, 160 Tooley Street, London SE1 2QH

## Order of Business

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

#### **MOBILE PHONES**

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

#### **1. APOLOGIES**

To receive any apologies for absence.

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

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

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

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 - 9
	To approve as a correct record the minutes of the open section of the meeting held on 17 October 2023.	
6.	<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 public questions is midnight Wednesday 29 November 2023.	
7.	<b>DEPUTATION REQUESTS</b>	
	To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Wednesday 29 November 2023.	
8.	<b>SOUTHWARK SCHOOL STANDARDS REPORT 2022-2023</b>	To follow
	To note the Southwark School Standards Report 2022-23.	
9.	<b>SOUTHWARK YOUTH JUSTICE SERVICE INSPECTION OUTCOME</b>	10 - 48
	To note the good outcome of His Majesty's Inspectorate of Probation's inspection of Southwark Youth Justice Service.	
10.	<b>SOUTHWARK GREEN FINANCE - COMMUNITY MUNICIPAL INVESTMENT (CMI)</b>	49 - 72
	To approve the launching of a Community Municipal Investment (CMI) opportunity in the borough, which will support the delivery of projects within the council's Climate Action Plan.	
11.	<b>ECONOMIC STRATEGY 2023-30</b>	73 - 142
	To approve the Economic Strategy 2023-30	
12.	<b>SOUTHWARK LOCAL LIST ADOPTION</b>	143 - 151
	To approve the draft Southwark Local List for adoption.	

<b>Item No.</b>	<b>Title</b>	<b>Page No.</b>
13.	<b>HOUSING REVENUE ACCOUNT - INDICATIVE RENT AND CHARGES REPORT 2024-25</b>	152 - 168
	To consider recommendations relating to indicative rent and charges for 2024-25.	
14.	<b>POLICY AND RESOURCES: BUDGET SETTING 2024-25</b>	To follow
	To note issues associated with the policy and resources, budget setting and agree recommendations.	
15.	<b>COUNCIL TAX BASE 2024-25</b>	To follow
	To set the council tax base 2024-25.	
16.	<b>GATEWAY 0 - STRATEGIC OPTIONS ASSESSMENT DOMESTIC ABUSE AND GENDER BASED VIOLENCE SERVICES</b>	169 - 216
	To approve the strategic options assessment for delivery of the domestic abuse and gender based violence services for Southwark Council and note the next steps.	
17.	<b>CREATION OF A NEW SENIOR MANAGEMENT POST: ASSISTANT DIRECTOR OF REPAIRS AND MAINTENANCE</b>	217 - 221
	To approve the creation of a new senior management post, assistant director of repairs	

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

**EXCLUSION OF PRESS AND PUBLIC**

The following items are included on the closed section of the agenda. The Proper Officer has decided that the papers should not be circulated to the press and public since they reveal confidential or exempt information as specified in paragraphs 1-7, Access to Information Procedure Rules of the Constitution. The specific paragraph is indicated in the case of exempt information.

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.”

**Item No.**

**Title**

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**PART B - CLOSED BUSINESS**

**18. MINUTES**

To approve as a correct record the closed minutes of the meeting held on 17 October 2023.

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

Date: 27 November 2023



## Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 17 October 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

None.

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

None received.

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

Councillor Darren Merrill declared a non-disclosable pecuniary interest in respect of the deputation request on Kintore Way nursery as his son attends this nursery. Although not a disclosable pecuniary interest, Councillor Darren Merrill indicated his intention to withdraw from the meeting while this request was heard.

#### 5. **MINUTES**

##### **RESOLVED:**

That the minutes of the meeting held on 12 September 2023 be approved as a correct record and signed by the chair.

#### **ANNOUNCEMENT BY THE LEADER OF THE COUNCIL - ONGOING NEWS FROM ISRAEL AND GAZA**

The leader expressed his horror at the terrorist attacks in Israel and the civilian loss of life in Gaza. The leader of the council sent his sympathy and support to all families affected by these tragic events.

The leader advised that the council are working closely with the community and Metropolitan Police Service to offer reassurance.

Members and all those present observed a minute's silence as a sign of respect.

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

None were received.

#### 7. **DEPUTATION REQUESTS**

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

Having declared a non-disclosable pecuniary interest, Councillor Darren Merrill for the purposes of transparency withdrew from the meeting while the deputation request was being heard from parents at Kintore Way nursery.

##### **RESOLVED:**

1. That the following deputation requests be heard:

- Local residents controlled parking zone, Queens Road, Nunhead and Dulwich areas
- Southwark Disablement Association on behalf of group of parent carers' client financial contributions to their social care services
- Parents of Kintore Way nursery.

2. A spokesperson for each deputation addressed cabinet for five minutes and questions were asked of the deputations for a period of five minutes.

## **8. FAIRER, GREENER, SAFER: SOUTHWARK ANNUAL PERFORMANCE REPORT 2022-23**

### **RESOLVED:**

That the council's performance over 2022-23 and the progress highlighted as set out in Appendix 1 of the report be noted.

## **9. MEDIUM TERM FINANCIAL STRATEGY AND CAPITAL UPDATE**

### **RESOLVED:**

That the following be noted:

1. The requirement for a medium term financial strategy to align with the Council Delivery Plan 2022-2026 and the ambitions set out in the Southwark 2030 vision whilst safeguarding the council's financial sustainability.
2. The 2023-24 revenue budget forecasts and indicative gaps for the following three years and the mitigation plans in place to address these.
3. The updated capital programme 2023-24 to 2032-33 as outlined in the body of the report and detailed in the appendices.
4. The significant short and long term pressures on the housing investment programme (HIP) caused by the macro-economic climate and government policy and the potential mitigating actions and corresponding impact on the housing revenue account.
5. The proposal, in light of constrained capital financing, to develop a refreshed set of governance and proposals to ensure that all future capital bids remain affordable and in alignment with key council objectives.
6. The critical importance of financial sustainability (paragraphs 81-91 of the report) and the need to ensure that the level of council reserves for both the general fund and the housing revenue account (HRA) are sustained or increased to a prudent level.



That the following be approved:

7. The approach to addressing the housing revenue account (HRA) projected overspend in 2023-24 in Appendix 1 of the report.
8. The approach to contain the HRA and HIP spending in the medium and longer term to within the projected funding envelope in Appendix 1 of the report.
9. The virements and variations to the capital programme as detailed in Appendix 3 of the report.
10. The inclusion within the general fund capital budget of a revenue-generating asset as detailed at paragraph 62 of the report.

## **10. GENERIC EMERGENCY PLAN**

### **RESOLVED:**

1. That the annual review of the generic borough emergency plan with the understanding that further lessons from incidents and exercises will continue to be incorporated into future learning and planning, be agreed.
2. That it be agreed that updated councillor briefing sessions are put in place to inform both existing and new councillors of their role in emergency planning and to inform future development of incident management.
3. That it be noted that the council's emergency arrangements will continue to be guided by pan-London resilience standards and approach, including any ongoing arrangements resulting from the review of the national COVID-19 response.
4. That in the light of the fluidity in Covid infection rates and new strains emerging across London, that the council reserves the right to activate council wide emergency response arrangements, acting on the advice of public health locally and regionally as appropriate.

## **11. GATEWAY 0 - THE PROVISION OF CARE SERVICES IN FLEXI CARE HOUSING**

### **RESOLVED:**

1. That the strategic options assessment for delivery of flexi care services for Southwark council be approved.

2. That approval of the gateway 1 be delegated to the strategic director of children and adult services, in consultation with the cabinet member for health and wellbeing and the cabinet member for new homes and sustainable development.
3. That the reasons for recommendation two in paragraphs 99 and 100 of the report be noted.

**12. ANNUAL SCHOOL PLACE PLANNING REPORT FINANCIAL AND ACADEMIC YEAR 2023-24**

**RESOLVED:**

1. That the updated forecasts of primary and secondary school places from 2023-2024 onwards set out in section 8 (primary) and section 14 (secondary) of the report be noted.
2. That the continuing oversupply of primary places and sufficiency of secondary places across the borough and actions being undertaken to monitor supply and demand be noted.
3. That the actions outlined in the report to match primary demand with capacity of places as part of the “Keeping Education Strong” strategy be noted.

**13. COMMERCIAL PROPERTY PORTFOLIO: ADDITION OF INCOME GENERATING ASSET**

**RESOLVED:**

1. That the circumstances leading to the proposed acquisition of the freehold asset and actions and investment due diligence being undertaken by officers and their professional advisers be noted.
2. That the acquisition of the freehold interest as detailed in the closed report be approved to include:
  - a. Noting the agreed heads of terms, price and acquisition costs
  - b. Noting the valuation and building survey statements.
3. That it be agreed to delegate to the director of planning and growth, advised by and in consultation with strategic director of finance, the assistant chief executive for governance and assurance, the leader of the council and the cabinet member responsible for finance, authority to:

- a. Complete the purchase of the freehold interest
- b. Agree detailed transaction terms
- c. Agree the financing structure to be adopted to fund the acquisition of the asset.

#### 14. ELEPHANT AND CASTLE TOWN CENTRE - COMPULSORY PURCHASE ORDER

Councillor Helen Dennis confirmed the receipt of a late representation from Latin Elephant and noted the points made in this submission and advised that conversations will continue on the points raised, as part of the statutory consultation process.

##### **RESOLVED:**

1. That it be agreed to authorise the withdrawal of the London Borough of Southwark (Elephant and Castle Town Centre) Compulsory Purchase Order 2023 dated 2 February 2023.
2. That it be agreed that the director of planning and growth be authorised on behalf of the council to notify the Secretary of State and affected parties of the withdrawal referred to in recommendation 1 and to take any steps necessary to deal with all ancillary or incidental issues arising from such withdrawal.
3. That it be agreed subject to the prior completion of a deed of variation to the existing CPO indemnity agreement between the council, Elephant & Castle Properties Co. Limited ("EC") and Get Living plc dated 1 February 2023, the council makes and (subject to any necessary confirmation by the Secretary of State) implements a new CPO ("the new CPO") under section 226(1)(a) of the Town and Country Planning Act 1990 and section 13 Local Government (Miscellaneous Provisions) Act 1976 (and in accordance with the procedures in the Acquisition of Land Act 1981) in respect of the area edged red on the plan at Appendix A of the report ("the Order Land") for the acquisition of the land shown coloured pink on the same plan and the creation and acquisition of new rights over the land shown coloured blue on the same plan<sup>1</sup> for the purpose of facilitating the redevelopment, development and improvement on or in relation to that land, namely a mixed use town centre redevelopment scheme including residential, retail, offices, education, assembly and leisure, a new station entrance and station box for use as a London Underground operational railway station, nightclub incorporating sound mitigation lobby, commercial, business and services, access and highway works, public realm and landscaping, car and cycle parking, plant and servicing and associated and ancillary works and structures ("the Scheme") on and adjacent to the

<sup>1</sup> Colour versions of the CPO map are attached at **Appendix A** of the report; a black and white version of the draft CPO map, showing the areas to be acquired (pink) as hatched black and the areas of new rights (blue) as light grey is included at **Appendix C** of the report.

Order Land, with the land comprised within the Scheme ("the Scheme Land") being shown edged red on the plan at Appendix B of the report of the report.

4. That it be agreed that the director of planning and growth be authorised on behalf of the council to finalise the terms of and enter into the deed of variation to the CPO indemnity agreement dated 1 February 2023, and
5. Subject to completion of the deed of variation to the CPO indemnity agreement referred to in recommendation 4, it be agreed that the director of planning and growth be authorised on behalf of the council to:
  - (a) take all necessary steps to secure the making, confirmation and implementation of the new CPO, including the publication and service of all notices and the presentation of the council's case at public inquiry should one be called;
  - (b) acquire for planning purposes all interests in land and new rights within the Order Land as may be necessary to facilitate the Scheme, either by agreement or compulsorily, including entering into negotiations with any third parties for the acquisition of their land interests and/or for new rights over their land (as appropriate), the payment of compensation and dealing with any blight notices served in connection with the new CPO
  - (c) approve agreements with land owners setting out the terms for the withdrawal of objections to the new CPO, including where appropriate seeking the exclusion of land or new rights from the new CPO or giving undertakings as to the enforcement of the terms of the new CPO;
  - (d) make any deletions or amendments to the draft CPO map at Appendix A and/or the related draft ownership schedules of the new CPO (including any minor additions) should the need arise, so as to include all interests in land and rights required to facilitate the construction, maintenance and use of the Scheme;
  - (e) dispose of the land acquired from third parties pursuant to the new CPO and/or through private negotiations, pursuant to section 233 of the Town and Country Planning Act 1990, in accordance with the terms of the CPO indemnity agreement (as varied);
  - (f) take all necessary actions in relation to any legal proceedings relating to the new CPO, including defending or settling (as appropriate) any compensation claims referred to the Lands Chamber of the Upper Tribunal due to the making or implementation of the new CPO, and to take all necessary steps in respect of other legal proceedings that relate to the making, confirmation or implementation of the new CPO;
  - (g) authorise entry onto land to undertake surveys under section 172 Housing and Planning Act 2016 and/or other relevant powers;

- (h) where necessary in the absence of agreement, to exercise powers under section 271 and/or 272 Town and Country Planning Act 1990 in respect of the extinguishment of rights of statutory undertakers and electronic communications code network operators;
- (i) appoint and/or retain such external professional advisors and consultants as are necessary to assist the Council in facilitating the Scheme, including in the promotion of the new CPO and the settlement of any compensation claims;
- (j) take all necessary, ancillary or incidental steps to give effect to the recommendations in the report.

**15. GATEWAY 0 - STRATEGIC ASSESSMENT - COMMERCIAL FLEET PROCUREMENT**

**RESOLVED:**

**Decision by the Cabinet**

1. That the content of the strategic options assessment for delivery of commercial fleet procurement for Southwark Council be noted.
2. That the outcomes and recommendations of the strategic options assessment which are summarised in paragraph 71 of the report be noted and approved.

**Decision by the Leader of the Council**

3. That the decision to approve the gateway 1 procurement strategy and associated gateway 2 contract awards for the required light commercial, specialist and heavy goods vehicles be delegated to the cabinet member for climate emergency, clean air and streets, in consultation with the cabinet member for cabinet member for homes, communities and finance for the reasons noted in paragraph 75 of the report.

**16. APPOINTMENT TO OUTSIDE BODIES 2023-24 - LONDON COUNCILS TRANSPORT AND ENVIRONMENT COMMITTEE (S101 JOINT COMMITTEE)**

**RESOLVED:**

That Councillor Kieron Williams be appointed as the council's representative to serve on the London Councils Transport and Environment Committee (S101 Joint Committee).

**MOTION TO EXCLUDE THE PRESS AND PUBLIC**

That the press and public be excluded from the meeting for the following item 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.

**17. COMMERCIAL PROPERTY PORTFOLIO: ADDITION OF INCOME GENERATING ASSET**

The cabinet considered the closed information relating to this item. Please see item 13 for the decision.

The meeting ended at 12.50pm.

**CHAIR:**

**DATED:**

**DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 25 OCTOBER 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> 9.	<b>Classification:</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Southwark Youth Justice Service Inspection Outcome	
<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**

The following Cabinet report speaks to the recent HMIP inspected Southwark Youth Justice Service (YJS) in July 2023. The full report accompanies this report as Appendix 1.

Southwark Council's Youth Justice work with young people who come into the youth justice system. Youth offenders are aged between 10 and 17, and in law, and in reality – they are children. Children who Southwark's Youth Justice Service has long believed, need nurture, support, direction and guidance as they grow into adults, to keep them safe from exploitation and criminality committed by adults.

The results of the inspection are positive and reflect the great work of the team. The service achieved an overall good rating. In the categories underlying this there were six outstanding ratings, six good ratings and one requires improvement rating.

### **Report highlights: what has worked and what the report commends**

- Staff are skilled and knowledgeable. There is a clear drive to encourage people from the local community and those with lived experience to be involved with the service and this is reflected with a richly diverse workforce.
- The quality of the partnership arrangements was a strength and includes a range of voluntary and community organisations alongside statutory agencies.
- Health provision for the YJS is of a high-quality. A clinical team which provides psychological and systemic consultations collaborates with YJS specialist workers.

- There are several projects and programmes which demonstrate the commitment to innovation and the YJS' strong desire to deliver the most effective services. These include a range of reparation projects which are available to all children, and exceptional mentors are utilised to support children and help them to engage.

**The Interim Chief Inspector of Probation Sue McAllister said:**

“There’s a genuine community spirit about Southwark Youth Justice Service. From the staff to local volunteers to the children themselves, there is support for the service’s work and an ambition to succeed. Each child has access to programmes to help them develop and deter them from offending, and there is comprehensive support for them, their families, and victims of crime.”

It is with great pride in our youth justice service that I ask Cabinet members to read the report to gain some understanding of the challenging work that our YJS does. It addresses with children the crimes they have committed, but rightly regards them as children with their whole lives in front of them and a chance to make good, if they get the right support and opportunity. The report gives an insight and understanding of this work so that it can be appreciated just how our skilled and knowledgeable staff have been recognised, alongside the leadership and support of partners, and the irreplaceable contribution of volunteers from the community.

This report shows that all the ongoing passion and commitment to supporting children who have become caught up in criminality has come to fruition. We know that it takes a village to raise a child, and those who are nurtured and cared for by specialist services and the whole community have the chance of a safer path in life which could lead to good jobs, security and happiness for them. I am so proud of the youth justice team and all their excellent work. This glowing report spells it out – because of this service, children’s lives have changed for the better.

In addition to noting the report I ask Cabinet to join me in thanking Alasdair Smith, Jenny Brennan, Andrew Hillas, Miftah Choudhury and the rest of this awesome team.

**RECOMMENDATION**

1. That the Cabinet note the good outcome of His Majesty’s Inspectorate of Probation’s inspection of Southwark Youth Justice Service.

**BACKGROUND INFORMATION**

2. Youth Justice Services work with young people that get into trouble with the law, or are on the cusp of doing so. They look into the background of a young person and try to help them stay away from crime. They also:
  - run local [crime prevention programmes](#)
  - help young people at the police station if they’re arrested



- help young people and their families at court
  - supervise young people serving a [community sentence](#)
  - stay in touch with a young person if they're sentenced to [custody](#)
3. Youth Justice Services get involved if a young person
    - gets into trouble with the police or is arrested
    - is charged with a crime and has to go to court
    - is convicted of a crime and given a sentence
  4. Youth Justice Services are part of local councils and are separate from the police and the courts. They work closely with:
    - the police
    - probation officers
    - health, housing and children's social care services
    - schools and education authorities
    - charities and the local community
  5. His Majesty's Inspectorate of Probation (HMIP) is the independent inspector of youth offending and probation services in England and Wales. HMIP report on the effectiveness of probation and youth offending service work with adults and children and publish their inspection reports. These highlight good and poor practice and use data and information to encourage high-quality services. HMIP are independent of government and speak independently.
  6. Southwark Youth Offending Service (now renamed Southwark Youth Justice Service), was last inspected in October 2016. HMIP at that time did not grade their inspections however commented and said:















*“we found excellent work being undertaken to understand and address the particularly complex situations of children and young people, some of whom used serious violence against their peers and the public”.*

## **KEY ISSUES FOR CONSIDERATION FOR FUTURE ACTION**

### **Inspection outcome**

7. HMIP inspected Southwark Youth Justice Service (YJS) in July 2023. The full report accompanies this report as Appendix 1. The report should be read in full however it is helpful to note the foreword for the report on page 2 serves as an executive summary.
8. The inspection report rated Southwark YJS across three broad areas:
  - the arrangements for organisational delivery of the service,
  - the quality of work done with children sentenced by the courts, and
  - the quality of out-of-court disposal work.

9. Overall, Southwark YJS was rated as 'good'. HMIP also inspected the quality of resettlement policy and provision, which was separately rated as 'good'.
10. There is an overall ratings summary which shows breaks down the different areas as follows:

<b>Overall rating</b>	<b>Good</b>	
<b>1. Organisational delivery</b>		
1.1 Governance and leadership	<b>Good</b>	
1.2 Staff	<b>Outstanding</b>	
1.3 Partnerships and services	<b>Outstanding</b>	
1.4 Information and facilities	<b>Good</b>	
<b>2. Court disposals</b>		
2.1 Assessment	<b>Good</b>	
2.2 Planning	<b>Good</b>	
2.3 Implementation and delivery	<b>Outstanding</b>	
2.4 Reviewing	<b>Outstanding</b>	
<b>3. Out-of-court disposals</b>		
3.1 Assessment	<b>Requires improvement</b>	
3.2 Planning	<b>Outstanding</b>	
3.3 Implementation and delivery	<b>Outstanding</b>	
3.4 Out-of-court disposal policy and provision	<b>Good</b>	
<b>4. Resettlement<sup>2</sup></b>		
4.1 Resettlement policy and provision	<b>Good</b>	

## Inspection recommendations

11. Recommendations for improvement are as follows:

- The Southwark Youth Justice Management Board should: receive regular performance reports on the effectiveness of out-of-court disposals and make sure there is a system in place to look at the consistency of the out-of-court panel's decision-making processes.
- The Metropolitan Police should: review the use of Outcome 22 in Southwark and work with the YJS to monitor whether its implementation impacts on the level of disproportionality by ensuring that all children are offered interventions at the earliest opportunity.
- The YJS head of service should: put a framework in place so that all feedback from children and families is systematically collated and analysed to help determine future service provision; review the policy on knife crime to ensure that the level of risk is determined by the evidence in the child's assessment.

12. The YJS is particularly proud of the scores from the 34 cases that were selected for inspection, where staff were interviewed one to one about the work they did. The casework percentages given by inspectors reflect the tremendous work staff undertake with children and families. 18 of the 21 casework scores reached the outstanding grade (80%+) 2 were good (65 - 79%) and only one required improvement at 56%. HMIP concluded:

*“Overall, the interventions delivered in the inspected cases were found to be personalised and creative, showing the high standard of partnership working”.*

## Overall

13. The inspection report was published on 17 October 2023. The Interim Chief Inspector of Probation Sue McAllister commented on the inspection report:

*“There's a genuine community spirit about Southwark Youth Justice Service. From the staff to local volunteers to the children themselves, there is support for the service's work and an ambition to succeed. Each child has access to programmes to help them develop and deter them from offending, and there is comprehensive support for them, their families, and victims of crime.”*

*“The inspection found an impressive staffing arrangement at Southwark YJS, particularly around the recruitment of volunteers and those with lived experience of criminal justice. This provided the service with a diverse workforce which is supporting children through their supervision and helping them to achieve their goals, such as accessing education, training, and employment programmes – a key element in deterring children away from offending.”*

### **Policy implications and Borough Plan commitments**

14. The Council Delivery Plan has a commitment to “keeping you safe”. A key component of that is to “make Southwark safe for young people: working to end youth violence, putting young people, victims and their families at the heart of our community safety work.”
15. The work of Southwark YJS is integral to this strategic ambition and has maintained its commitment to these aspirations by continuing to deliver high quality services that maximise children’s opportunities to keep safe, learn new skills and undertake new rewarding experiences. These achievements have been made in conjunction with ongoing excellent collaborative partnership working with key stakeholders and it is affirming that this has been well recognised by HMIP.

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

#### **Community impact statement**

16. HMIP’s positive assessment of Southwark’s Youth Justice Service, as evidenced in the inspection report, should help give confidence to the community that the council and its partners are committed to minimising the impact of youth crime on the community and increasing safety in the community. Additional to this the Youth Justice Service has a high commitment to working in an integral way with the community as recognised in the foreword to the report as follows:

*“There is a clear drive to encourage people from the local community and those with lived experience to be involved with the service and this is reflected with a richly diverse workforce. Volunteers report feeling fully supported and well-integrated into the service. Staff and volunteers indicate they feel valued by managers and by their peers, and there is a strong sense that the YJS is a caring organisation.”*

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

17. The Public Sector Equality Duty, at Section 149 of the Equality Act 2010, requires public bodies to consider the protected characteristics of individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.
18. Public bodies should 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 "Equality Framework" explains how the council is putting equality at the heart of everything we do.
19. "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.
20. Page 16 -25 of the inspection report considers this in detail particularly in relation to ethnicity highlighting some of the work undertaken by the Youth Justice Service into disproportionality. The service has been at the forefront of striving for the best services to be delivered to local black young people and to identify, and where appropriate challenge and address, areas of disproportionality based on ethnicity differences. This has been particularly visible in the crime and education agendas.

### **Health Impact Statement**

21. There are no specific identified health impacts resulting from any of this report however it is important to acknowledge on page three of the inspection report HMIP note that health provision within the YJS is of high quality.

### **Climate change statement**

22. Following the Council Assembly meeting on the 14 July 2021, the Council has now committed to considering the climate change implications of any decisions made. There are no implications for climate change within this report.

### **Resource and risk implications**

23. There are no major resource implications in relation to this report. It is important however to emphasise that good services that intervene early and well are critical to reduce the need to later intervention resource intensive services.

24. There are no major risk implications in relation to this report. It is important to emphasise that risk to young people and the public is central to the effective work of the YJS and a positive inspection outcome demonstrates this is being managed effectively.

### **Legal Implications (17.11.2023 – JH)**

25. There are no legal implications in relation to this report.

### **Finance Implications**

26. There are no financial implications in relation to this report.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Head of Procurement**

27. No services are being procured as a result of this report. There is no requirement for comments from the Head of Procurement.

### **Assistant Chief Executive - Governance and Assurance (17.11.2023 – JH)**

28. The purpose of this report is to provide the outcome of the inspection of Southwark's Youth Justice Service in July 2023.
29. Section 11 of the Children Act 2004 places a duty on local authorities (among other organisations, agencies and individuals) to ensure their functions, and any services that they contract out to others, are discharged having regard to the need to safeguard and promote the welfare of children.
30. Section 38 of the Crime and Disorder Act 1998 places a duty on all local authorities to act in co-operation with certain persons (including every Chief Police Officer or local policing body whose area lies within that of the local authority, clinical commissioning groups and providers of probation services), to such extent as is appropriate for their area, to secure that youth justice services are available in their area. Such services should include the provision of persons to act as appropriate adults to safeguard the interests of children and young persons detained or questioned by police officers. <https://www.legislation.gov.uk/ukpga/1998/37/part/III/crossheading/youth-justice#:~:text=Crime%20and%20Disorder%20Act%201998>
31. By providing youth justice services as outlined at section 38 (4) of the Act, local authorities, together with its partners, are also addressing its duty under paragraph 7(b) of Schedule 2 of the Children Act 1989, to take reasonable steps to encourage children within the area, not to commit offences.
32. Section 39 of the Crime and Disorder Act 1998 further places a duty on local

authorities in cooperation with the chief officer of the police and every probation committee or health authority within their area to establish for their area, one or more youth offending teams. Evolving language and guidance now uses the terminology “youth justice service” as opposed to youth offending teams in an attempt to move away from the stigma associated with the language of “offending”.

<https://www.gov.uk/government/publications/youth-justice-service-governance-and-leadership/youth-justice-service-governance-and-leadership#fnref:1>

33. Section 39 (7) places a duty on those youth justice services established by a particular local authority to (a) to co-ordinate the provision of youth justice services for all those in the authority’s area who need them; and (b) to carry out such functions as are assigned to the team or teams in the youth justice plan formulated by the authority under section 40(1) of the Act. This section requires a local authority to formulate and implement a youth justice plan each year which sets out how youth justice services in their area are to be provided and funded; and how they are to operate, and what functions they are to carry out.
34. In discharging it’s duties above under the Children Act 1989 and 2004 and Crime and Disorder Act 1998, local authorities will co - operate with Youth Justice Services Inspections. The attached Inspection report of Southwark’s Youth Offending Services evidences this co-operation.

**Strategic Director of Finance REF: [43EN2023-24]**

35. The Strategic Director of Finance notes the good outcome of His Majesty’s Inspectorate of Probation’s inspection of Southwark Youth Justice Service.
36. There are no direct financial implications of this report. However early intervention would lead not just to better outcomes for the service users but also provides better value for money for the council and likely mitigate risk of later intervention of more costly services.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
An inspection of youth offending services in Southwark	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b> <a href="https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2023/05/An-inspection-of-youth-offending-services-in-Southwark-v1.0.pdf">https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2023/05/An-inspection-of-youth-offending-services-in-Southwark-v1.0.pdf</a>		
Inspection of Youth Offending Work – HMIP Published 2 November 2016 Short Quality Screening	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b> <a href="https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2016/10/Southwark-SQS.pdf">https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2016/10/Southwark-SQS.pdf</a>		
Crime prevention programmes	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link:</b> <a href="https://www.gov.uk/youth-crime-prevention-programmes">https://www.gov.uk/youth-crime-prevention-programmes</a>		
Community sentence	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link:</b> <a href="https://www.gov.uk/community-sentences">https://www.gov.uk/community-sentences</a>		
Custody	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link:</b> <a href="https://www.gov.uk/young-people-in-custody">https://www.gov.uk/young-people-in-custody</a>		



Background Papers	Held At	Contact
Home Office – Crime outcomes in England and Wales: Technical Annex – Outcome 22 – published 20 July 2023	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>		
<a href="https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2022-to-2023/crime-outcomes-in-england-and-wales-technical-annex">https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2022-to-2023/crime-outcomes-in-england-and-wales-technical-annex</a>		
Crime and Disorder Act 1998	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>		
<a href="https://www.legislation.gov.uk/ukpga/1998/37/part/III/crossheading/youth-justice#:~:text=Crime%20and%20Disorder%20Act%201998">https://www.legislation.gov.uk/ukpga/1998/37/part/III/crossheading/youth-justice#:~:text=Crime%20and%20Disorder%20Act%201998</a>		
Youth Justice Board – Guidance Youth Justice Service Governance and Leadership – published 10 December 2021	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>		
<a href="https://www.gov.uk/government/publications/youth-justice-service-governance-and-leadership/youth-justice-service-governance-and-leadership#fnref:1">https://www.gov.uk/government/publications/youth-justice-service-governance-and-leadership/youth-justice-service-governance-and-leadership#fnref:1</a>		
Southwark Council's Delivery Plan, Appendix 1, Item 8 – Cabinet 17 October 2023	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>		
<a href="https://moderngov.southwark.gov.uk/documents/s116779/Appendix%201%20Southwark%20Council%20Delivery%20Plan%20Annual%20Performance%20Report.pdf">https://moderngov.southwark.gov.uk/documents/s116779/Appendix%201%20Southwark%20Council%20Delivery%20Plan%20Annual%20Performance%20Report.pdf</a>		
Equalities Act 2010	Children and Adult Services	Alasdair Smith 020 77525 0654

Background Papers	Held At	Contact
	Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	
<b>Link (please copy and paste into browser):</b>  <a href="https://www.legislation.gov.uk/ukpga/2010/15/contents">https://www.legislation.gov.uk/ukpga/2010/15/contents</a>		
Public Sector Equality Duty	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>  <a href="https://www.gov.uk/government/publications/public-sector-equality-duty">https://www.gov.uk/government/publications/public-sector-equality-duty</a>		
Council Assembly, 14 July 2021, Item 6.1 constitutional changes: Climate Emergency and Equality, Council assembly role and functions – Appendix 3 PART 3B Cabinet Role	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>  <a href="https://moderngov.southwark.gov.uk/documents/s99855/Appendix%203%20-%20Part%203B%20Cabinet%20role.pdf">https://moderngov.southwark.gov.uk/documents/s99855/Appendix%203%20-%20Part%203B%20Cabinet%20role.pdf</a>		
Council Assembly, 25 November 2020, Item 6.1 Refresh of the Council Plan 2018 - 2022 – Appendix A	Children and Adult Services Children and Families Directorate, 4 <sup>th</sup> Floor, 160 Tooley Street, London, SE1 2QH	Alasdair Smith 020 77525 0654
<b>Link (please copy and paste into browser):</b>  <a href="https://moderngov.southwark.gov.uk/documents/s92006/Appendix%20A%20Southwarks%20Borough%20Plan%202020.pdf">https://moderngov.southwark.gov.uk/documents/s92006/Appendix%20A%20Southwarks%20Borough%20Plan%202020.pdf</a>		

## APPENDICES

Number	Title
Appendix 1	HMIP an inspection of youth offending services in Southwark

## 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>	Alasdair Smith Director of Children and Families	
<b>Version</b>	Final	
<b>Dated</b>	27 November 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
List other officers here	N/A	N/A
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		27 November 2023



HM Inspectorate  
of Probation

An inspection of youth offending services in

# Southwark

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HM Inspectorate of Probation, October 2023

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### Acknowledgements

This inspection was led by HM Inspector Pauline Burke, supported by a team of inspectors and colleagues from across the inspectorate. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

#### The role of HM Inspectorate of Probation

HM Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We report on the effectiveness of probation and youth offending service work with adults and children.

We inspect these services and publish inspection reports. We highlight good and poor practice and use our data and information to encourage high-quality services. We are independent of government and speak independently.

Please note that throughout the report the names in the practice examples have been changed to protect the individual's identity.

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## Foreword

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This inspection is part of our programme of youth justice service (YJS) inspections. We have inspected and rated Southwark YJS across three broad areas: the arrangements for organisational delivery of the service, the quality of work done with children sentenced by the courts, and the quality of out-of-court disposal work. Overall, Southwark YJS was rated as 'Good'. We also inspected the quality of resettlement policy and provision, which was separately rated as 'Good'.

Board members help set the priorities for the service, and board subgroups exist to address issues of key importance. The YJS is well represented across strategic and operational partnerships, and the board receives high-quality information on the service's performance. Due to the increase in prevention work and out-of-court disposals, the inspection identified that increased reporting and oversight needs to occur so that the board can more closely monitor the performance and outcomes of these disposals. This needs to include increased analysis and understanding regarding children receiving police community resolutions outside of the joint decision-making arrangements and a full review of the use of Outcome 22<sup>1</sup>.

Staff are skilled and knowledgeable. There is a clear drive to encourage people from the local community and those with lived experience to be involved with the service and this is reflected with a richly diverse workforce. Volunteers report feeling fully supported and well-integrated into the service. Staff and volunteers indicate they feel valued by managers and by their peers, and there is a strong sense that the YJS is a caring organisation.

The quality of the partnership arrangements was a strength and includes a range of voluntary and community organisations alongside statutory agencies. Health provision for the YJS is of a high-quality. A clinical team which provides psychological and systemic consultations collaborates with YJS specialist workers. There are several projects and programmes which demonstrate the commitment to innovation and the YJSs strong desire to deliver the most effective services. These include a range of reparation projects which are available to all children, and exceptional mentors are utilised to support children and help them to engage. The service could build upon this by further developing its framework around feedback from children to ensure it is used to inform future service provision.

Overall, the interventions delivered in the inspected cases were found to be personalised and creative, showing the high standard of partnership working. Staff advocated for children and families and did all they could to encourage good engagement. Practitioners demonstrated high levels of knowledge and understanding of children's protected characteristics and we found they were confident in asking appropriate questions about a child's heritage and their lived experiences.

















**Marc Baker**  
Chief Operating Officer

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<sup>1</sup> Outcome 22 is a deferred prosecution involving diversionary, educational or intervention activity

## Ratings

<b>Southwark Youth Justice Service</b> Fieldwork started July 2023		<b>Score</b>	<b>29/36</b>
<b>Overall rating</b>		<b>Good</b>	
<b>1. Organisational delivery</b>			
1.1	Governance and leadership	<b>Good</b>	
1.2	Staff	<b>Outstanding</b>	
1.3	Partnerships and services	<b>Outstanding</b>	
1.4	Information and facilities	<b>Good</b>	
<b>2. Court disposals</b>			
2.1	Assessment	<b>Good</b>	
2.2	Planning	<b>Good</b>	
2.3	Implementation and delivery	<b>Outstanding</b>	
2.4	Reviewing	<b>Outstanding</b>	
<b>3. Out-of-court disposals</b>			
3.1	Assessment	<b>Requires improvement</b>	
3.2	Planning	<b>Outstanding</b>	
3.3	Implementation and delivery	<b>Outstanding</b>	
3.4	Out-of-court disposal policy and provision	<b>Good</b>	
<b>4. Resettlement<sup>2</sup></b>			
4.1	Resettlement policy and provision	<b>Good</b>	

<sup>2</sup> The rating for resettlement does not influence the overall YJS rating.

## Recommendations

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As a result of our inspection findings, we have made four recommendations that we believe, if implemented, will have a positive impact on the quality of youth offending services in Southwark. This will improve the lives of the children in contact with youth justice services, and better protect the public.

**The Southwark Youth Justice Management Board should:**

1. receive regular performance reports on the effectiveness of out-of-court disposals and make sure there is a system in place to look at the consistency of the out-of-court panel's decision-making processes.

**The Metropolitan Police should:**

2. review the use of Outcome 22 in Southwark and work with the YJS to monitor whether its implementation impacts on the level of disproportionality by ensuring that all children are offered interventions at the earliest opportunity.

**The YJS head of service should:**

3. put a framework in place so that all feedback from children and families is systematically collated and analysed to help determine future service provision
4. review the policy on knife crime to ensure that the level of risk is determined by the evidence in the child's assessment.



## Background

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We conducted fieldwork in Southwark YJS over a period of a week, beginning 17 July 2023. We inspected cases where the sentence or licence began, out-of-court disposals were delivered, and resettlement cases were sentenced or released between 18 July 2022 and 12 May 2023. We also conducted 34 interviews with case managers.

Southwark is an inner London borough, south of the River Thames, which borders Lambeth to the west, Lewisham to the east and Croydon to the south.

Southwark children services, including the YJS, utilise a systemic approach to working with children and families, supported by a team of clinical practitioners experienced in family work. Southwark YJS sits in the children and family's division, alongside family early help. Both services report to the assistant director for family early help and youth justice, who is managed by the director of children's services who is the chair of the youth justice management board. The head of service manages the Southwark extra-familial harm team and the edge of care team alongside the YJS. They are supported in the YJS by two service managers who manage the Intake teams (prevention and out-of-court disposals), and the court and community teams.

At the time of the inspection, the YJS had six teams led by six team managers, but from autumn 2023 that was due to increase to seven teams to incorporate the Turnaround programme. There are 66 staff and 80 volunteers in the YJS. In June 2023, 35 post-court interventions were open to the YJS. 26 out-of-court disposals. The service also manages prevention cases and provides a targeted prevention intervention for children who are not currently supported on an out-of-court disposal or statutory order, and who are ineligible for the Turnaround programme. Such children may have been previously known to the service or may be involved in complex or serious behaviours.

The YJS has access to a comprehensive suite of data across post-court orders and out-of-court disposals, analysis of which has informed deep-dive reports. These include reports on disproportionality and out-of-court disposals. The service also uses 'team targets' as part of its performance management structure, which focuses on each team's performance in order to drive up performance across all areas in the service.

Analysis of performance data for the YJS shows that the number of first-time entrants to the formal youth justice system was above the average for the region and for England and Wales. For reoffending, the proportion of children who reoffend is higher, although how frequently they reoffend is lower than the average for England and Wales.

## Domain one: Organisational delivery

To inspect organisational delivery, we reviewed written evidence submitted in advance by the YJS and conducted 15 meetings, including with staff, volunteers, managers, board members, and partnership staff and their managers.

Key findings about organisational delivery were as follows.

### 1.1. Governance and leadership



The governance and leadership of the YOT supports and promotes the delivery of a high-quality, personalised and responsive service for all children.

Good

#### Strengths:

- The management board has been chaired by the director of children's services for several years. It has a clear vision for the development of the board going forward.
- Board members help set the priorities for the service through focused workshops and contribute to the youth justice plan.
- The YJS is well represented across strategic and operational partnerships, both within the local authority and across the Southwark partnerships.
- There is a comprehensive board induction pack, supported by a meeting with the head of service.
- The board receives high-quality information on the service's performance, progress on past plans, and learning from case reviews and inspection reports, as well as other deep-dive thematic reports and national performance data.
- There are examples of board members holding each other to account and challenging partner agencies about the resources provided to the service.
- The board often runs subgroups to address issues of key importance, in addition to the quarterly board meeting, including one focused on disproportionality.
- To tackle the number of school exclusions, the board set up a subgroup led by a board member to challenge any decisions where YJS children were at risk of being excluded from school.
- The YJS has a disproportionality policy and action plan which is monitored through the management board. An annual disproportionality report is produced, and several workshops have been held for the management board members.
- An open evening was held, which gave volunteers and board members the opportunity to meet and gain an understanding of each other's roles.
- The YJS has a stable and experienced leadership team, managers lead on specific areas of practice, and their responsibilities are clear.

**Areas for improvement:**

- There have been changes in the membership of the board and a period of stability is needed for it to be more proactive and better engaged in setting the priorities for the service.
- Due to the increase in prevention work and out-of-court disposals, regular reporting and oversight needs to occur so that the board can more closely monitor performance and outcomes of these work streams, including proactively monitoring disproportionality.
- The board needs to increase analysis and understanding regarding children receiving police community resolutions outside of the joint decision-making arrangements and work with the Metropolitan police to explore the implementation of the use of Outcome 22.

## 1.2. Staff



Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children.

Outstanding

### Strengths:

- The inspection found there is a clear drive to encourage people from the local community and with lived experiences to be involved with the service.
- Staff and volunteers are a richly diverse group who are reflective of the area, this is supported by recruitment from the local community.
- Staff are happy, positive, and motivated in their work.
- The management team works well together to support the team, and staff feel confident approaching managers for advice and guidance.
- Staff and volunteers feel valued by managers and by their peers, and there is a sense that the YJS is a caring organisation where people are supported to take pride in their work.
- The provision for volunteers is excellent. All volunteers receive an induction and are offered the same training as paid members of staff. They receive individual support and are encouraged to apply for paid roles within the service. They report feeling fully supported and integrated into the service.
- There are 80 volunteers, and their roles include referral order panel members, appropriate adults, mentors, and reparation workers. Volunteers start their service by shadowing other volunteers or working closely with experienced staff. All volunteers are given access to Southwark council's learning platform, and the volunteer coordinator plans an annual training programme.
- When allocating cases, managers consider which staff have previously been involved with the child and the family so that they can prioritise consistency of case manager.
- Staff and managers take a child-first approach and know their children well. They do all they can to encourage good engagement with children and their families and this was evident in the cases inspected
- Clinical practitioners provide the necessary structure for the service to have a trauma-informed approach to working with children and families.
- Staff receive regular and purposeful monthly supervision; clinical supervision is also provided when needed. Seconded staff receive supervision and support from both their home agency and their YJS line manager.
- There is a comprehensive induction process for new staff, and procedures for addressing staff competency.
- There is a staff training plan, and staff and volunteers can access commissioned and in-house training courses, as well as training through local educational establishments. They report feeling encouraged to take up training opportunities.

- Staff are supported to reflect on their knowledge and understanding of children's protective characteristics. They are confident in asking appropriate questions about a child's heritage and their lived experiences. The cases showed that diversity issues were assessed appropriately in 81 per cent of the cases inspected, and that staff do all they can to advocate and challenge, when appropriate, to ensure children's needs are being met.
- Staff take responsibility for lead areas within the YJS, and the service actively encourages staff development through offering management opportunities and supporting staff to complete external qualifications.
- Team meetings encourage the sharing of positive information and recognition of good practice, and staff receive praise and appreciation emails from senior leaders and through supervision with their line managers.

**Area for improvement:**

- The inspection found that knowledge of multi-agency public protection arrangements (MAPPA) was inconsistent and not all staff were clear about the process.

### 1.3. Partnerships and services



A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children.

Outstanding

#### Strengths:

- The interventions delivered in the inspected cases were of a consistently high standard and showed the quality of partnership working with agencies such as London Bubble, Jamie's Farm, Roadworks Media, YouthInk, and St Giles Trust, as well as the partners used for delivering reparation projects.
- The YJS delivers a trauma informed weapons awareness programme to YJS children. This project also includes YJS practitioners going to schools and talking to children about the dangers of carrying weapons.
- The YJS is delivering an excellent programme for girls aimed at assisting them to explore their identity and become empowered to succeed in all aspects of their lives. This intervention is available to any girl across Southwark children's services.
- The service has an established relationship with the Wipers organisation to deliver black identity interventions for children, and this was evident in the cases inspected.
- The YJS has access to a comprehensive suite of data analysis, which leads to deep-dive reports.
- The YJS uses 'team targets' as part of its performance management structure. By focusing on each team's performance, areas of improvement are identified and monitored to drive up performance across all areas in the service.
- YJS children assessed as high risk can be discussed at risk management panels and the multi-agency extra-familial harm panel. There are also practice group discussions facilitated by the clinical practitioners, which case managers can use to help them review the interventions and progress they are making with children.
- The YJS works with the community harm and exploitation operational group (CHEOG) to respond to serious youth violence, exploitation, and antisocial behaviour. The YJS CHEOG officer works with older children to support both those being transitioned to probation, as well as those who want to continue their intervention on a voluntary basis after their time with the YJS finishes.
- A police youth integrated offender management (IOM) scheme works with YJS children most likely to reoffend, using both police and YJS staff to undertake joint meetings and home visits.
- As part of the Turnaround project, the YJS is piloting the provision of a family worker and the positive impact of this role is already evident, especially as they work closely with the YJS health and wellbeing officer.
- The YJS Your Choice intervention programme uses intensive cognitive behavioural interventions to reduce reoffending rates and lessen children's

involvement in the criminal justice system. Evaluation will be completed through the Youth Endowment Fund.

- YouthInk are an inspiring organisation who work with the YJS to ensure the voice of children within the justice system and the wider community is heard. Services include the peer support navigator network, led by individuals with lived experience working with children currently known to the YJS.
- The victim liaison workers contact victims to highlight the restorative justice opportunities available. This includes updates on how the child is progressing, signposting to other support services if necessary, views of victims about licence conditions, a letter of explanation or apology, mediation, face-to-face meetings or reparation.
- The YJS has excellent core reparation projects available, as well being able to use other projects ad hoc if a bespoke placement is needed. Reparation is offered to all children open to the YJS, and at each session a mentor attends to interact and engage with them as they are doing their activities.
- There is an exceptional mentoring service using mentors recruited from the local community, with some having lived experience of the youth justice system. In addition to facilitating engagement on reparation sessions, they offer one-to-one bespoke mentoring sessions based on the child's needs and are part of the exit strategy as children's intervention with the YJS ends.
- At their first point of contact with the YJS, the restorative families project offers children and their significant others an appointment focusing on the impact of offending on their key relationships, repairing harm caused, and preparing families to work together.
- The Southwark Alternative Provision taskforce is a Department for Education (DfE)-funded project providing multi-agency specialist support to children attending the pupil referral unit (PRU). The YJS has seconded a staff member and their involvement has led to better working relationships between the organisations.
- The YJS education, training, and employment (ETE) officers oversee children not engaging in education, and work in partnership with case managers and other specialist workers to support their integration into education, training, and employment. They offer support for each individual child as needed and advocate for the child and family. Alongside St Giles Trust, they support post-16 children to encourage and maintain ETE, to ensure that provision is sufficient and the YJS children are welcomed.
- The YJS education leads meet with ETE YJS board members and attend meetings across the partnership to monitor children's engagement with their education provision; they review children where additional support is required to ensure that their education package meets their needs.
- Health provision is of a high-quality and a clinical team provides psychological and systemic consultation, assessment, and interventions. They work in collaboration with other YJS specialist workers, such as speech and language, child and adolescent mental health service (CAMHS), education, health and wellbeing, and substance misuse. This multidisciplinary clinical team formulates children's clinical needs, as well as the service and interventions to best help to meet them.

- The Change Grow Live charity provides substance misuse services and supports children and other professionals working with families who require substance use information and support.
- Staff have a clear understanding of the referral process for children's social care interventions, and if they feel that the response from children's services is not appropriate or timely, they appropriately escalate their concerns.
- There is a harmful sexual behaviour forum led by a children's services senior clinical practitioner. With social care colleagues, the YJS delivers AIM3 (assessment, intervention and moving-on) interventions as appropriate.
- The YJS police officers share information and intelligence daily and attend the YJS risk panels, providing updated intelligence on children being discussed.
- A half-time seconded probation officer leads on transitions of young people to the Probation Service. The YJS and the Probation Service deliver the young adult transition programme to all young adults transferring to the Probation Service and adult custodial establishments. When post-18 young people come to the attention of the Probation Service, contact is made with the YJS to verify if they have been previously known to them.
- YJS children coming to court attention will be heard at Croydon court which, as it is shared by a smaller number of youth justice teams from other areas, can be staffed more regularly by the YJS. This will enable practitioners to advocate for all their children who appear in court to get the best outcome for them.
- Feedback from the court states that YJS staff are well prepared for their cases, provide information which the court requires, and that the reports they prepare are of an excellent quality.

#### **Areas for improvement:**

- Although there are victim satisfaction questionnaires at the end of interventions with victims, monitoring the safety of victims and how safe they feel could be used to improve this service.
- The local authority has both a strategic and operational focus on building schools' capacity to manage YJS children and retain them in learning. However, more work with schools is needed to reduce the level of school exclusions and get support for children in place at an earlier stage.



## 1.4. Information and facilities



Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all children.

Good

### Strengths:

- There is a full range of policies and guidance, which are understood by staff and reviewed regularly.
- Policies have a focus on disproportionality, ensuring that consideration of children's protected characteristics is evident in all areas of practice.
- Information-sharing protocols are in place and understood across the partnership.
- There is an escalation process for all partners to help in challenging other agencies, and staff feel supported by managers to raise concerns.
- The YJS has its own building which it shares with partners and is accessible, safe, and suitable for children and families. Staff also see children at venues around the area, including children's centres and schools.
- The YJS police officers have access to both police and YJS IT systems.
- The case management system enables the service to produce quality data on performance.
- The YJS has a quality assurance framework, case audits are regular with findings reported to the management board.
- The YJS is involved in multi-agency audits and takes part in multi-agency learning reviews.
- There is evidence that the YJS reviews cases when serious incidents occur and learns from the outcomes of inspections to help improve practice.
- Several projects and programmes being delivered show the YJS has a commitment to innovation and evaluation to ensure the most effective services are delivered.

### Areas for improvement:

- The case management system's connection can be intermittent, and staff report losing work, which causes frustration.
- Staff report that the wi-fi in the YJS building is poor and this can impact on the interventions they are delivering with children and families.
- The YJS obtains feedback from children, but there is not a current framework which effectively collates and analyses feedback systematically to help inform future service provision.

## Involvement of children and their parents or carers

The YJS gathers feedback from children, parents, carers, and victims in various ways. This includes feedback on reparation projects, completing self-assessments, and using volunteer mentors, as well as YouthInk to capture children's voices. However, the YJS recognises that, although it gathers feedback, it needs to make sure there is an effective process that more fully utilises what is said by children, parents, carers, and victims, and influences the way that services are delivered.

The YJS contacted, on our behalf, children who had open cases at the time of the inspection to gain their consent for a text survey. We delivered the survey independently to the 16 children who consented, and seven children replied.

When asked how they rated the service they had received from the YJS, six responded, with a score of nine or 10 out of 10. One child said about their worker:

*"They got me everything I needed, like anger management therapy, my own tutor and a mentor, and my life is becoming a lot better."*

When asked how the YJS had helped them stay out of trouble, one child said:

*"They've helped me massively. I was in a dark place before and if it wasn't for them, I would have been dead or in jail. I appreciate them for all the support they've given me."*

Inspectors also spoke to three children and three parents. All felt that their YJS workers had the right skills to do the work, and that they had been able to access the right services and support to help the child stay out of trouble.

One child, talking about their case manager, said:

*"I have had help with everything I needed. They really helped me with going to college and finding a job."*

Another child commented:

*"The people here are easy to talk to. Relatable because some of them have had similar experiences to me".*

One parent said:

*"The worker was exceptional. They went above and beyond and related to my son on his level and related to me on my level. They coached my son and were explicit in terms of what was going to happen. They were clear about the expectations but fair."*

## Diversity

Southwark is one of the most diverse inner London boroughs with over 120 languages spoken. This diversity is most clearly shown in the adolescent group, with 69 per cent of 10–17-year-old children being of non-white ethnicity. Research has also shown that Southwark adolescents are more materially deprived than residents of other ages; 45 per cent of 10-17s live in wards identified as being in the most deprived quintile of areas, compared to 20 per cent nationally and 38 per cent for Southwark residents overall.

Of the YJS workforce, 65.2 per cent identify as female, 57.6 per cent as black, Asian or minority ethnic, and 4.5 per cent have a declared disability. In terms of the caseload, the YJS is aware of the historical disproportionality of black, Asian and minority ethnic children known to the service and has an action plan to address it. It recognises that disproportionality has reduced in recent performance reporting but, because the numbers can fluctuate, the issue remains one of its key priorities. Based on the school census in August 2022, 73.4 per cent of children in the Southwark area identified as black, Asian or minority ethnic, while at the time of the inspection, the number of black, Asian or minority ethnic children on the YJS caseload was 70.8 per cent.

In 2020, the council implemented the Southwark Stands Together Against Racism programme to address local equality issues. The children and family's division (including the YJS) developed its own plan, and a steering group with representatives from across all service areas meet to monitor it.

Southwark undertook research and identified that various decisions affected disproportionality within the YJS cohort. These factors are being addressed with the relevant partner agencies and include disproportionate use of stop and search of black children by police officers; black children being more likely to get a fixed-term school exclusion; and a lower rate of education, health, and care plans completed for relevant black children than white children.

In early 2022, all YJS staff received cultural competence training to enable them to feel more confident in working with children and families from different ethnic backgrounds. Clinical staff have briefed staff on how to exercise curiosity in asking questions of children to assist their understanding of the child's lived experience. Culture, diversity, and inequality are themes within the ongoing lunchtime sessions run by YJS clinical practitioners.

At the time of inspection, the YJS had 61 open interventions of which 64.3 per cent had substance misuse issues, 78.6 per cent had emotional, mental health, and wellbeing concerns, and 52.1 per cent had a learning disability, learning difficulty or were subject to an education, health, and care plan. An identity questionnaire is completed with children, and the out-of-court disposal review panel has specific questions focusing on the YJS's response to children's diversity needs.

Because of a limited number of placements for children in care in the Southwark borough, none were known to the YJS at the time of the inspection. If the child lives in a neighbouring borough, however, the YJS prioritises keeping and supervising their case to support their connections with their home area.

## Domain two: Court disposals

We took a detailed look at 16 community sentences managed by the YJS.

### 2.1. Assessment



Assessment is well-informed, analytical and personalised, actively involving the child and their parents or carers.

Good

Our rating<sup>3</sup> for assessment is based on the following key questions:

	% 'Yes'
Does assessment sufficiently analyse how to support the child's desistance?	88%
Does assessment sufficiently analyse how to keep the child safe?	<b>69%</b>
Does assessment sufficiently analyse how to keep other people safe?	81%

Assessment activity was consistently effective across work undertaken to address children's desistance, their safety and wellbeing, and the risk they posed to others.

In assessing desistance, case managers showed a good understanding of the trauma that children had experienced and its impact on their behaviour and engagement.

Case managers collated information from other agencies, and the clinical practitioners reviewed children's health needs. Assessments contained an appropriate analysis of children's factors for and against desistance. Case managers considered children's attitude to and motivation for offending. Children's diversity needs were explored, and practitioners showed a good understanding of the child's lived experiences and heritage. Parents' views were prioritised, and case managers recognised children's levels of maturity appropriately. Case managers had not considered the wishes and needs of victims in some relevant cases, therefore restricting the opportunity for restorative interventions to be offered.

Case managers identified the potential risks to children's safety and wellbeing appropriately and included information from other agencies, for example, children's social care and education. Practitioners considered the external factors that could be put in place to support children's safety. However, in a small number of cases, not all the risks to the child's safety and wellbeing were recognised, for example their potential risk of being exploited.

In assessing risk of harm to others, information from other agencies informed the assessment. This included information from the police that was used to help analyse the internal and external controls. There were clear rationales for the interventions needed to manage the risks that children presented to others, and in most cases, case managers consistently considered who was at risk, and the nature of that risk.

<sup>3</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

## 2.2. Planning



Planning is well-informed, holistic and personalised, actively involving the child and their parents or carers.

Good

Our rating<sup>4</sup> for planning is based on the following key questions:

	% 'Yes'
Does planning focus sufficiently on supporting the child's desistance?	100%
Does planning focus sufficiently on keeping the child safe?	81%
Does planning focus sufficiently on keeping other people safe?	<b>75%</b>

The service prioritised allocating cases to practitioners who had already worked with the child and their family. Planning for interventions evidenced that the case manager knew the child well, considered their personal circumstances, and understood their motivation and strengths.

Planning was linked to the child's assessed desistance factors. There was a strong focus on considering children's learning needs, which was helped by the involvement of the speech, language, and communication therapists. Case managers identified appropriate interventions which were then agreed with the child. Health specialists and education workers were part of the planning process and built relationships with the children and their families. Planning included parents or carers, and in most relevant cases took account of the wishes of victims.

Planning to keep children safe was strong in nearly all the cases inspected. Children's safety plans involved other agencies, including working closely with social workers from children's social care. Multi-agency meetings, including the extra-familial harm panel, were regularly used to make sure information was shared and all agencies were up to date with the child's circumstances. Case managers planned for the interventions that were needed to support children, and managed the risk to their safety and wellbeing.

Planning to manage a child's risk of harm to others included thorough contingency planning based on the identified risks in nearly all cases. Case managers used the YJS multi-agency risk management meeting and information from other agencies, where appropriate, in the planning process. However, planning did not consistently promote the safety of other people as it focused too much on the offence and not on the child's other concerning behaviour(s). In some cases, case managers did not address in sufficient detail the safety of specific victims. Overall, though, planning focused sufficiently on keeping people safe.

<sup>4</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

## 2.3. Implementation and delivery



High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child.

Outstanding

Our rating<sup>5</sup> for implementation and delivery is based on the following key questions:

	% 'Yes'
Does the implementation and delivery of services effectively support the child's desistance?	<b>88%</b>
Does the implementation and delivery of services effectively support the safety of the child?	<b>88%</b>
Does the implementation and delivery of services effectively support the safety of other people?	94%

Case managers built strong relationships with the children and their families, and this was evident in the children's engagement. Most cases demonstrated the priority that case managers gave to developing and maintaining an effective working relationship with the child and their parents or carers to help support desistance. Interventions delivered were innovative and tailored to help motivate children. They built on the case manager's understanding of the child, their strengths, and their ability to engage.

There was evidence of the use of partner agencies to build relationships with children, ensuring that interventions were personalised to the child's needs. These included children working with London Bubble, Jamie's Farm, Roadworks Media, YouthInk, St Giles Trust, attending the girl's group, and working with the Wipers organisation to deliver black identity interventions.

All children were offered the opportunity to attend one of the high-quality reparation projects available, which also included a mentor at each session.

Interventions were identified to manage the child's safety and wellbeing. There was sufficient evidence of joint working with specialist staff, including the clinical practitioners, CAMHS worker, speech and language therapists, and the substance misuse workers. There were examples of case managers working in a trauma-informed way and using case consultations with clinical practitioners and health professionals to help them deliver sessions that would meet the child's needs. Inspectors noted some good work with parents or carers to ensure that families were receiving appropriate provision.

The delivery of services and interventions that considered a child's risk of harm to others was strong, and there was good multi-agency coordination to monitor the risks. Inspectors noted, however, that not all staff knew about MAPPA (multi-agency public protection arrangements). The protection of actual and potential victims was consistently considered in nearly all relevant cases. Communication and information-sharing between the YJS police officers, case managers, and specialist workers was timely and effective in ensuring that all professionals were updated, and the child's risk was being managed well.

<sup>5</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

## 2.4. Reviewing



Reviewing of progress is well-informed, analytical and personalised, actively involving the child and their parents or carers. **Outstanding**

Our rating<sup>6</sup> for reviewing is based on the following key questions:

	<b>% 'Yes'</b>
Does reviewing focus sufficiently on supporting the child's desistance?	94%
Does reviewing focus sufficiently on keeping the child safe?	<b>81%</b>
Does reviewing focus sufficiently on keeping other people safe?	88%

Reviews were completed at key points in the order, and most relevant cases showed ongoing review of desistance factors in a dynamic manner as the order progressed. It was pleasing that case managers continued to build on children's strengths and considered the changes in their personal circumstances, as well as responding to their diversity needs. There was evidence that the focus of interventions changed if needed and the child's ongoing plan was adjusted when necessary. Reviewing considered children's motivation and engagement, and all cases showed that the child and their parents or carers continued to be involved in the review process.

Reviews of children's safety and wellbeing mostly detailed the changes in children's circumstances. Case managers and partner agencies were involved in multi-agency discussions and meetings to ensure that provision was in place for the child when their involvement with the YJS ended. Case managers used the multi-agency risk management meetings and children's social care statutory meetings to help them manage any changing concerns or escalations in the risk to children's safety and wellbeing.

When reviewing children's risk of harm to others, case managers recognised and responded to changes in the child's circumstances, and the reviewing process included information from, and meetings with, other agencies. In nearly all relevant cases, reviews consistently led to the necessary adjustments in the ongoing plan, and work to manage the risk of harm to others was addressed and managed effectively.

<sup>6</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

## Domain three: Out-of-court disposals

We inspected 16 cases managed by the YJS that had received an out-of-court disposal. These consisted of eight youth conditional cautions, one youth caution, and seven community resolutions. We interviewed the case managers in 14 cases.

### 3.1. Assessment



Assessment is well-informed, analytical and personalised, actively involving the child and their parents or carers.

Requires improvement

Our rating<sup>7</sup> for assessment is based on the following key questions:

	% 'Yes'
Does assessment sufficiently analyse how to support the child's desistance?	94%
Does assessment sufficiently analyse how to keep the child safe?	81%
Does assessment sufficiently analyse how to keep other people safe?	<b>56%</b>

The AssetPlus assessment tool is used to assess both children on court orders and those subject to out-of-court disposals. However, the quality of assessing children subject to out-of-court disposals was not as strong as the assessment of those on a court order.

At the time of the inspection, the YJS policy was that all knife crime should be assessed as high risk of harm to others on an interim basis. The case was then heard at the multi-agency risk management panel, which may or may not have lowered the level of risk. Although the policy is now under review, it negatively impacted on the quality of assessing activity for out-of-court disposals, since it resulted in practitioners not sufficiently analysing concerns, particularly in relation to the risk of harm to others.

When assessing children's risk of harm to others, there were inconsistencies in the judgements made. In a number of cases the level of risk was not justified in the assessment, and the focus was on the child's behaviours, linked to knife crime, rather than full consideration and analysis of wider concerns and mitigating factors.

To help identify children's desistance factors, case managers had accessed a range of sources from partner agencies. Case managers and specialist workers showed a good awareness of the trauma that children had experienced and its impact on their behaviour and engagement. They focused on children's strengths and their motivation to change, and involved children and their parents or carers in the assessment. In nearly all relevant cases, staff considered the needs and wishes of victims. Children's diversity needs were analysed, and staff showed a good understanding of their lived experiences and heritage.

Most cases identified and sufficiently analysed the potential risks to children's safety and wellbeing. Case managers used information from other agencies to inform their assessments, and there was a clear written record of children's wellbeing and how to keep them safe.

<sup>7</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)



## 3.2. Planning



Planning is well-informed, analytical and personalised, actively involving the child and their parents or carers.

Outstanding

Our rating<sup>8</sup> for planning is based on the following key questions:

	% 'Yes'
Does planning focus on supporting the child's desistance?	<b>81%</b>
Does planning focus sufficiently on keeping the child safe?	<b>81%</b>
Does planning focus sufficiently on keeping other people safe?	<b>81%</b>

Planning addressed the child's desistance factors, and case managers took account of children's diversity needs. Practitioners included children and their parents or carers and made plans proportionate to the type of disposal. They also ensured that planning reflected the wishes and needs of victims, and cases showed good examples of engaging children in restorative justice work. As some of the interventions were delivered within a short period, case managers, specialist workers, and partner agency staff had an effective focus on children's access to mainstream services and opportunities for community integration after the disposal had ended.

Planning to address children's safety and wellbeing saw case managers working alongside other agencies, including clinical practitioners, CAMHS, children's social care, and education, training, and employment workers. They received information from other agencies, which was evident in the multi-agency risk management meetings, as well as discussion of children's risks in other forums across the partnership. Contingency planning was strong, showing staff were up to date with children's circumstances and ensured all information they receive was analysed so that their response to the child's needs was adapted accordingly.

Case managers planned for the interventions that were needed to manage the safety of other people in most cases, although this could be more consistent. Planning involved specialist workers and other agencies, and addressed the safety of specific victims. Contingency planning to address escalating concerns about the safety of other people was adequately detailed in nearly all cases. Overall planning focused sufficiently on keeping people safe.

<sup>8</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

### 3.3. Implementation and delivery



High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child.

Outstanding

Our rating<sup>9</sup> for implementation and delivery is based on the following key questions:

	% 'Yes'
Does service delivery effectively support the child's desistance?	100%
Does service delivery effectively support the safety of the child?	<b>88%</b>
Does service delivery effectively support the safety of other people?	94%

The delivery of services and interventions, in the main, built on assessment and the planning activity. Case managers could access all the services and interventions available for children on court orders for those subject to an out-of-court disposal. The interventions delivered showed that the case manager, specialist workers, and partner agencies had built strong relationships with children and their families, and this was evident in children's engagement with their disposal. The interventions delivered were innovative and creative, showing that staff understood the child's needs.

To help support children's desistance, case managers matched interventions to their needs and learning styles, taking account of their diversity. They were also proportionate to the type of disposal. Case managers worked hard to establish effective working relationships with both the children and their parents or carers. Using high-quality reparation projects, strong partnership working, and the introduction of mentors, there was evidence of children's good engagement with interventions, which were mainly voluntary. There was a strong focus on children's educational needs, with education, training, and employment workers advocating for children who were at risk of school exclusion. In all cases, practitioners had considered how children could be linked to mainstream services once their interventions had ended.

The delivery of interventions to support children's safety and wellbeing in out-of-court disposals showed evidence of case managers working alongside specialist workers and partner agencies, being creative in how to deliver interventions that were personalised to the child and met their needs. In nearly all of the cases inspected, service delivery and interventions supported children's safety effectively.

Case managers ensured that the interventions with children to support the safety of other people were managing and minimising the risk of harm. They considered the protection of potential and actual victims when delivering interventions in all relevant cases. Overall, the interventions delivered had supported the safety of other people in nearly all of the cases inspected.

<sup>9</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. [A more detailed explanation is available on our website.](#)

### 3.4. Out-of-court disposal policy and provision



There is a high-quality, evidence-based out-of-court disposal service in place that promotes diversion and supports sustainable desistance.

Good

We also inspected the quality of policy and provision in place for out-of-court disposals, using evidence from documents, meetings, and interviews. Our key findings were as follows:

#### Strengths:

- Southwark children services, including the YJS, utilise a systemic approach to working with children and families, supported by a team of clinical practitioners experienced in family work.
- The YJS has a prevention strategy and an out-of-court disposal policy. The service offers a targeted prevention service, as well as the Turnaround project.
- Partnership agencies screen all children on receipt of the notification from the police to check whether they know the child or family.
- Case managers visit the child and family, and make an initial proposal with an intervention plan to the out-of-court disposal panel.
- All interventions and services available to children on court orders can be used for children on an out-of-court disposal.
- YJS staff understand the process for out-of-court disposals and feel that their assessments influence the outcome for the child.
- There is evidence of joint decision-making, and the rationale for the disposal outcomes is clearly recorded. If there are any disagreements at the panel, there is a clear escalation process, although it is rarely used.
- The out-of-court disposal panel monitors and reviews the progress of children.
- A Southwark scrutiny panel meets twice a year and reviews cases that have gone through the out-of-court disposal process.

#### Areas for improvement:

- A policy decision regarding knife crime negatively impacted on the quality of assessing activity for out-of-court disposals. We found inconsistencies in the judgement ratings for risk of harm and instances where the focus was on the child's behaviours linked to knife crime, rather than full consideration of wider concerns and mitigating factors. The policy is under review and the YJS are further considering the policy in light of inspection findings.
- There is no specific quality assurance process that the out-of-court disposal panel uses to make sure that the decisions they make are consistent.

## 4.1. Resettlement

### 4.1. Resettlement policy and provision



There is a high-quality, evidence-based resettlement service for children leaving custody.

Good

We inspected the quality of policy and provision for resettlement work, using evidence from documents, meetings, and interviews. To illustrate that work, we inspected two cases managed by the YJS that had received a custodial sentence. Our key findings were as follows.

#### Strengths:

- The YJS resettlement policy, which will be reviewed annually, includes work with children in custody and after release from custody.
- The service is represented on the London resettlement partnership board, where custody issues can be raised at a strategic level, and there are contacts at the secure establishments to resolve any operational issues.
- The YJS has a resettlement panel that discusses all children in custody and agrees a resettlement plan for them. It is a multi-agency forum that determines the sequencing of work that will take place to address the child's needs, and agencies' roles and responsibilities. The panel monitors transitions between the youth estate and the adult estate, as well as resettlement in the community.
- YJS case managers and specialist workers attend review meetings and visit children in custody in person whenever possible to maintain and develop their working relationships.
- YJS case managers work closely with the child's social worker, including joint visits to the establishment and attending review meetings.
- YouthInk visits children in custody to support them through the custody and resettlement process.
- Staff describe communication with the secure estate as effective. Each child is allocated a resettlement worker and there are weekly conversations between the YJS and the establishment.
- In the cases inspected, there was sufficient planning and provision in place to support the child's education, training, and employment needs on release.
- There has been specific training in resettlement work for both YJS staff and partner agencies.

#### Areas for improvement:

- Planning and provision to meet the health care needs of children in custody is not consistently sufficient.
- Case managers need to ensure that they are taking account of victims and children's diversity needs when considering children's resettlement provision.
- Although the head of service raises individual case concerns with the management board and relevant partners when specific issues need to be escalated, there is no regular reporting to update board members on the timeliness of release arrangements and the plans for children being released, including the availability of education or training on the day of release and access to necessary healthcare.

## Further information

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The following can be found on our website:

- [inspection data, including methodology and contextual facts about the YJS](#)
- [a glossary of terms used in this report.](#)

<b>Item No.</b> 10.	<b>Classification:</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Southwark Green Finance – Community Municipal Investment (CMI)	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor James McAsh, Climate Emergency, Clean Air and Streets	
<b>Deputy Cabinet Member:</b>		Councillor Emily Hickson, Deputy Cabinet Member for Green Finance	

### **FOREWORD - COUNCILLOR EMILY HICKSON, DEPUTY CABINET MEMBER FOR GREEN FINANCE**

Southwark, like all local authorities, has an Everest-sized mountain to climb to reach our net-zero by 2030 target and achieve our climate emergency plan. In future years we must decarbonise our buildings and housing stock, transition our energy use to renewables, and dramatically reduce the use of petrol cars on our streets. Overcoming the technical and political barriers and achieving a just transition will require grit and ingenuity. It will also require money, and lots of it. £3.92Bn for the whole Borough, according to Southwark’s 2021 estimate.

Where will this £3.92Bn come from? This is the question the 2022-23 Environment and Community Engagement Scrutiny Commission asked itself. It concluded:

*“As our strategy sets out, the council does not have the resources for this and so requires considerable government investment, and also needs to consider other sources of income into the council and the borough to enable Southwark to decarbonise.”*

A myriad of approaches will be required in the next decades to fuel our transition to net-zero emissions. Everything should be on the table - from large scale energy projects with the private sector, to the development of innovative business models for retrofitting. We will need to be creative and innovative, trialling new forms of finance not typical to local authorities. It’s for these reasons, this paper is commending we launch our first Community Municipal Investment (CMIs) opportunity.

CMIs (green bonds as some affectionately, but as it turns out technically inaccurately, call them), have two core objectives. Firstly, to develop a new capital stream for the council and accelerate our ability to spend on green projects. And secondly, to engage residents in our climate emergency plan, enabling them to invest in our journey.

How will we do this? Thankfully, we can learn a lot from local authorities like West Berkshire, Islington and Lewisham who have started before us. However, because we will stand on the shoulders of others we will be, typical to Southwark's character, ambitious, which is why we will target raising £6million by 2030, the biggest sum projected in the UK to date.

Our ambition will not be contained to the total sum raised. For our CMI to be a success, we will pursue engaging as many residents and businesses as possible to invest. Taking part will not just be the preserve of our most affluent residents, as investments can be from £5. Through a creative communications campaign and councillor outreach at events we'll reach all corners of our borough, engaging many more magnitudes of people on our climate emergency plan than those who partake in the investment in the first round. This engagement will serve to create interest for the next round of CMIs launched, but also should have positive effects for overall engagement in green issues in the borough.

When it comes to the climate emergency, we have no time or cash to spare. We should also remember no one climbs Everest alone. We should be bold, creative, and importantly put our residents at the heart of our strategy. CMIs allow us to this.

It's with great pleasure I commend this report to Cabinet.

## **RECOMMENDATIONS**

1. To approve the launching of a Community Municipal Investment (CMI) opportunity in the borough, which will support the delivery of projects within the council's Climate Action Plan.
2. Notes the scale of ambition of the CMI programme, with a target to raise up to £6m of funding by 2030, which would be the largest CMI to date offered by a council in the UK.
3. To approve the adoption of the Southwark Green Finance Framework (SGFF) for CMIs, which sets out how the key principles of the scheme will operate and the types of projects that will be funded.
4. To approve the signing of the Green Finance Institute (GFI) Local Climate Bond Pledge.

## **BACKGROUND INFORMATION**

5. The council has declared a climate emergency and committed to doing all it can to make the borough carbon neutral by 2030. In responding to the emergency, we have carried out work to better estimate the cost of meeting this commitment, which in 2021 was £3.92bn. As our strategy sets out, the council does not have the resources for this and so requires considerable government investment, and also needs to consider other sources of income into the council and the borough to enable Southwark to

decarbonise.

6. Having identified the funding gap which exists, the council has been exploring new ways to secure the investment needed to meet our commitment to net zero. The Council Delivery Plan (CDP) commits the council to 'launch Southwark Green Finance, to create new ways for local people and businesses to invest in making our borough net zero'. This is also referenced in the council's Climate Action Plan, which states that we will 'launch a Southwark Green Finance Initiative'. The Leader of the Council created a new Deputy Cabinet Member role with responsibility for Green Finance to progress these commitments and lead the council's work on green finance.
7. In addition to the work that officers have been doing, the Environment and Community Engagement Scrutiny Commission previously conducted an inquiry into green finance. The commission reported to Cabinet in June 2023 with fourteen recommendations, including recommendations to:
  - Explore partnering with the Green Finance Institute to bring forward the following programmes; Local Climate Bonds (LCBs): A debt instrument issued by Local Authorities to raise capital to fund their net-zero and low-carbon projects.
  - Launch a Municipal Climate Bond to generate investment in projects that will help the council to achieve its net zero target. The Commission recommends that the council explores the most appropriate projects to be financed by a Municipal Climate Bond, recognising that these will need to have tangible environmental and community benefits.
  - Develop a Green Finance Framework, which would serve as a voluntary governance standard, setting out how Southwark Council would manage its green financial instruments and projects in the future, and outline how they would be classified as 'green'.
8. Cabinet's response to the commission included reference to ongoing work to look at new ways of financing the climate emergency response. This paper updates this work and brings proposals to Cabinet for approval.

## **KEY ISSUES FOR CONSIDERATION**

9. Cabinet is being asked to approve the launch of a CMI and framework for CMIs. These form part of Southwark Green Finance (SGF), which will provide a series of sustainable investment opportunities across the borough to support the council in closing the financial gap that exists in achieving net zero. The first product to be launched as part of SGF will be CMIs, sometimes referred to as green bonds.
10. CMIs are regulated debt instruments issued by a Local Authority in order to raise money directly from the public. In issuing a bond, the council are receiving a loan from an investor, and agreeing to pay back the face value of the loan on a specific date, while also paying interest payments at regular intervals. CMIs provide an investment product linked to the wider financial



strength of the local authority. A green CMI follows this process and is designed to fund environmentally sustainable projects.

11. Green CMIs were first launched in the UK in 2020 and a number of council's have subsequently issued CMIs as an investment opportunity directly related to climate change initiatives, including some other London local authorities.
12. In the UK, all of these schemes to date have been managed on behalf of councils by Abundance Investment Ltd, who are the only company in the UK regulated by the Financial Conduct Authority (FCA), to deliver local community bonds/CMIs. Abundance launched a decade ago after working with the University of Leeds to develop new ways to allow local people to actively participate in the transition to net zero. These investments let people invest directly into councils, allowing them to fund local green projects. Since their creation Abundance have secure over £150m of investment from over 8,000 investors.
13. The Green Finance Institute (GFI) is a UK based forum for green finance. GFI was established in 2019, following a key policy recommendation made to the UK Government, as a not for profit company. GFI brings together the public and private sectors to develop solutions that redeploy capital at the pace and scale to support the transition towards an environmentally sustainable and resilient economy. GFI partnered with Abundance Investment in 2021 to launch the Local Climate Bond Campaign, to raise awareness and support Local Authorities in the issuing of a local climate bond or related municipal finance investment.
14. In developing this project officers have met with three London boroughs with existing CMIs (Westminster, Lewisham and Camden), and with Abundance Investment and the GFI to learn more about how to implement the CMI model and to gather knowledge and any lessons learned from existing schemes.

### **How a CMI operates**

15. A CMI is a simple, low cost and proven way for councils to raise funding for projects that contribute to net zero. Through working with Abundance Investment, a crowdfunding web platform is established that allows investment in a safe and secure manner.
16. The process is designed to offer the council finance a rate lower than the Public Works Loan Board (PWLb) at the time of launch, while also offering investors a commercially viable opportunity, paying back at an agreed interest rate every 6 months over a 5 year period. Investors also have the opportunity to pay back all or part of their interest to the council at the end of the loan period, to further invest in green projects. This secures the funding for the council at a cheaper rate than borrowing publically from the PWLB and offers a low risk return for investors.

17. CMIs create engagement opportunities for councils with their local communities, while diversifying funding sources. They enable councils to promote an opportunity with their community to invest in green solutions which will have an impact within Southwark. As well as the financial benefit, in raising money, there is an opportunity to promote climate work and increase understanding within the borough about local solutions.
18. There are a number of successful case studies across the UK, with at least seven councils launching CMIs and securing their funding target. The maximum funding secured by any one council to date has been £1m. However, the model is moving toward larger sums of investment, launched in tranches. This allows awareness to be built over an extended period, developing a community of investors and a portfolio of projects that can successfully secure funding.
19. The CMI is hosted and administered by Abundance Investment Ltd. Lenders pledge their investment amount via Abundance's online platform. The council will then receive payments from the Abundance client money account when the capital is raised, in order to deliver the identified projects. In return the council will make single interest capital payments back to Abundance which they will then distribute on to all investors.
20. All investors will be made aware of the risks of investment. Abundance are regulated by the Financial Conduct Authority the company maintains a governance and risk management framework and regulated levels of capital to safeguard against failure.
21. Currently, if the council needs to borrow for capital purposes, it will typically use the PWLB. The PWLB lending facility is operated by the UK Debt Management Office (DMO) on behalf of HM Treasury and provides loans to local authorities, and other specified bodies, from the National Loans Fund, operating within a policy framework set by HM Treasury.
22. The funding secured is then used to deliver a range of projects, with most council's to date focusing on building retrofit, installation of solar panels, electric vehicle charging and fleet upgrades.

### **CMI Objectives**

23. Defining the principles and objectives of CMIs in Southwark will underpin the project and impact not only the funding target and approach to raising the funds, but also how the project is communicated. The following five principles have been set out to underpin the work.
24. Objective 1: **The council will focus on maximising investment from local residents and businesses.** This will ensure the project responds to the central aims of SGF, in creating a new local investment opportunity and will guide the approach to the council's communication work. However, officers note that to be successful and meet the stated targets, all CMIs launched to date have required a considerable number of investors from

outside the borough. Working with Abundance Investment to promote the project through their partnership channels will also therefore be vitally important. The council will take a flexible approach to the raising of funds, launching the scheme in tranches to present the opportunity locally as a priority. An initial target will be set for 25% of all investors to be from within Southwark.

25. Objective 2: **The council will be ambitious in the scale of CMIs in the borough and look to maximize the level of funding available while securing value for money.** This is subject to completing financial due diligence on the size of the CMI over the 5 year pay-back period. The scale of achieving net zero in Southwark is significant as noted above. While the scale of CMIs launched by councils to date remains significantly smaller, they still offer the opportunity for a new capital funding stream at a time when council financial resources remain under significant pressure. This will allow the council to progress projects that are currently unfunded or part-funded and offers a greater flexibility as to where money is allocated.
26. Objective 3: **Funding will be used to deliver projects in line with the council's Climate Action Plan.** To further strengthen the criteria for selecting projects the council will adopt a new Southwark Green Finance Framework. This framework will establish what is an appropriate project to fund via a CMI, linking projects to the key themes of the council's Climate Action Plan; housing and buildings, transport, energy, a circular economy and a thriving natural environment. A section on adaptation and resilience will also be added to align with the recent consultation on the council's new Climate Resilience and Adaptation Strategy, which will also be adopted (subject to Cabinet approval) in early 2024.
27. Objective 4: **The council will ensure that funding raised considers areas of the borough that are experiencing, or due to experience, some of the worst climate risks as a priority.** In line with the council's Climate Change Strategy this will seek to ensure a just transition, so that the substantial benefits of a green economy transition are shared widely, while also supporting those who stand to be most impacted, be they communities, workers, businesses or consumers.
28. Objective 5: **The council will be open, transparent and accountable in how the funding raised is spent.** This will include signing up to the GFI's Local Climate Bond Pledge, which includes sharing publicly the target dates for completion of funded projects and the measurable positive impact of the projects, be they environmental, economic or social.

### **CMI Value**

29. The majority of CMIs launched in the UK to date have consisted of a single round of funding against a single fundraising target. For the majority of

councils to date, the target has been £1m. There have been varying degrees of success as to whether the target have been met, most have been successful, and how long the target takes to reach. One council achieved £1m in just over a week, with others taking several months. Hammersmith and Fulham Council has recently launched the first multi-tranche CMI, with a target of raising up to £5m. The financial market conditions at the time of launch often have a big impact on how attractive the investment opportunity is.

30. The council's aim is to be ambitious in the scale of CMIs in Southwark, while maximising investment locally and provided longer term investment opportunities to residents and businesses in the borough. In order to do this, following conversations with Abundance Investment, officers propose releasing funding opportunities in tranches, towards an overall target of raising £6m by 2030. This will allow the council to promote the opportunity over an extended length of time, improving local awareness and attracting longer term, committed investors while remaining flexible to interest rates and other market conditions. This will be the most ambitious CMI to date in the UK and reflect the scale of ambition of Southwark in tackling the climate emergency.
31. This will help to establish the CMIs as a key part of the delivery of climate action in Southwark and ensure the opportunity for investment is recognised both locally and by investors from elsewhere in the country. Future funding rounds will be promoted through the success of the early delivery of transformative projects from the first tranche of funding.

### **Southwark Green Finance Framework**

32. The framework provides overarching criteria and guidelines as to how the council will issue the CMI and manage it on an ongoing basis. The council has developed the framework in line with various applicable market standards as set out within the document (Appendix 1).
33. The Framework contains a number of key sections:
  - Use of proceeds: how the funding raised will be spent in accordance with Green Bonds Principles and Green Loan Principles
  - Selection of projects: the types of projects that will be eligible, in accordance with the ambition set out in the council's Climate Action Plan
  - Process for evaluation and selection: the principles by which specific projects are deemed eligible for funding
  - Management of proceeds: details of how the collected funding will be managed, distributed and repaid
  - Reporting: how progress on project delivery will be measured and reported
  - Governance: the role of both the council and Abundance in ensuring clear governance in the management and distribution of funding to eligible projects.

34. Identification of the specific projects to be funded via a new CMI is therefore a vital step in development of the scheme. Knowledge gathered from other CMIs which have launched has shown that it is beneficial to have both an overall framework and examples of the specific projects which you intend to fund. The second of which is particularly important to help attract local investors.
35. The Framework sets out the requirements for each green project to be eligible under a CMI. Eligible green projects are derived from the categories laid out in the International Capital Market Association (ICMA) Green Bond Principles. Eligible projects must also support the council in delivering specific actions within the council's Climate Action Plan.
36. While the Framework initially sets out how the council will specifically raise capital via the launch of a CMI loan agreement, it is anticipated that the document could be updated in the future to include other green finance projects that are developed as part of SGF.
37. The principles referenced within the Framework are voluntary process guidelines and, at the date of this publication, are globally accepted as the standard guidelines governing CMIs. The Framework will ensure the council also follows the principles underpinning the UK Government's Green Gilt and Green NS&I saving bond products.

### **Risk to Investors**

38. As with any financial investment, there are risks involved for investors while subscribing to the CMIs. A key aspect is that the money will be locked-in for a period of 5 years. Investors need to be prepared to hold the investment until the end date of the CMIs as early redemption is not possible. As it is an investment scheme, investment in CMIs is not covered by Financial Services Compensation Scheme. However, the risk of the council going insolvent is extremely remote.
39. There is an additional risk that Abundance could fail. However, in such an instance, it is more of an administrative risk as opposed to financial risk. There are contingency plans in place including ongoing capital requirements to be maintained by Abundance as well as involvement of a third party administrator to manage the winding down process. This may lead to delays or temporary disruption in investor (re)payments but the investor capital would continue be protected by the council. More information about the risks and disclaimers associated with investment in CMIs are available on Abundance website at <https://www.abundanceinvestment.com/risks/councils>. Investors will also be guided through all these risks in more detail by Abundance as part of the subscription process.

## Local Climate Bond Pledge

40. In order to support raising awareness of the council's CMI, and to support the stated objective of being open, transparent and accountable, officers propose that the council signs the GFI's Local Climate Bond pledge. This commits the council to the following:
- Explore the launch of a Local Climate Bond or related Community Municipal Investment within 18 months of signing this Pledge, aiming to raise funding for a specific local net zero project(s)
  - Set and share publicly the target dates for completion of the project(s)
  - Provide public updates on the measurable positive impacts – e.g. environmental, financial, economic and social – of funded project(s), including any learnings for the future.
41. In line with the programme set out below, the council should do this in early 2024, and will be part of the communications plan to increase awareness of the upcoming investment opportunity.

## Timeline

42. Work is already underway to identify the projects that could be delivered through the CMI investment. As noted above, the identification of suitable projects is essential prior to launch of the CMI, to be clear with investors where the funding raised will be allocated and what it will deliver.
43. Following Cabinet approval, the council will progress with the legal review and signing of the necessary contractual forms, ensuring that necessary due diligence is undertaken. This will include following the council's gateway process to commission Abundance to launch the CMI.
44. The GFI pledge will be signed in early 2024, which will be the formal start of communication and promotional activity ahead of launching the CMI to investors. This is also anticipated to take place in early 2024, with an exact date to be agreed with Abundance Investment. Prior to launch the council will be required to update the council's Treasury Management Strategy, as noted in the Financial Implications section below, to permit the issuing of a CMI. This is schedule to take place in November 2023, prior to Cabinet.

## Communications

45. The Southwark CMI offers a significant engagement opportunity with residents and businesses in the borough. A full communications and engagement plan is in development to ensure activity is planned appropriately and scheduled for maximum benefit.
46. Coordinated communications with Abundance Investment and the GFI will also be needed to maximise reach, learn from previous campaigns and implement best practice. It will also be important to coordinate through Abundance and other councils to mitigate any risk of competition from other

council CMIs and to capitalise on any opportunities for shared promotion.

47. A key step in the process is raising awareness in the run up to the launch, to maximise interest and give the CMI the greatest chance of reaching its target. The council will use digital and print to promote the investment opportunity, alongside face-to-face events and meetings. The council's work will focus primarily on local audiences, including residents, businesses and other key institutions in the borough. Alongside this the council will work through Abundance to promote the opportunity to investors from outside of the borough.

### **Policy framework implications**

48. The council's response to the climate emergency is set out in the council's Climate Change Strategy and Climate Action Plan. This is updated annually and the actions reviewed. As set out in this report, delivery of Southwark Green Finance is an action within the Climate Action Plan and therefore tracked and updated accordingly. This action is also a commitment within the Council Delivery Plan and progress is therefore also reported quarterly.

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

#### **Community impact statement**

49. 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. The update to the climate strategy which was agreed by Cabinet in July 2023 strengthen our community engagement. As detailed in this report, one of the most significant opportunities of CMIs is the engagement opportunity they present with the local community and a clear communication and engagement plan will be developed to maximise this opportunity.

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

50. While everyone is affected by climate change, the extent of that impact is not equal. 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. As set out in Objective 4 above there will be a focus on directing funding to those areas of the borough most impacted by climate change and supporting a just transition that directs the benefits of this funding to the areas and communities that need it most.

#### **Health impact statement**

51. There are no direct health implications from this report. However, as with equalities, people with poorer health are more adversely affected by climate change. Action towards climate change can promote improvements in health, for example by reducing pollution, mitigating against extreme temperatures,

and encouraging active travel. These co-benefits will be tracked and reported on as part of the GFI Local Climate Bond Pledge.

### **Climate change implications**

52. This report directly addresses delivery of a key action contained within the council's Climate Action Plan. It directly addresses the funding shortfall in tackling the climate emergency in Southwark and funding of schemes that contribute towards emissions reduction and a borough that is resilient to the future changes in climate.

### **Resource implications**

53. The management of the CMI will be undertaken by Abundance Investment. Resource will be required from the Finance and Climate Change teams within the council, to lead on the development of the CMI model, promotion of the investment opportunity and delivery of funded projects. This work will be undertaken by existing resource within the council.

### **Legal implications**

54. Please see the concurrent report of the Assistant Chief Executive, Governance and Assurance below.

### **Financial implications**

55. The S151 officer is responsible for ensuring that all borrowing and investment will be in line with the council's standing orders.
56. The Treasury Management Strategy has to be updated to include CMIs as an approved source of borrowing. This approval will enable the council to launch its Southwark Green Finance agenda and contribute to meeting the priorities of the Climate Change Strategy.
57. The council's capital programme is funded by grants, capital receipts, reserves and borrowing. Part of the capital plans which would have been funded by PWLB borrowing will be funded by CMIs subject to the rate being less than that obtained from the PWLB. This would therefore be slightly less costly for the council.
58. Interest rates to be offered will be decided closer to the time of launch of CMIs. Different interest rates may have to be considered for different tranches of CMIs depending on the market conditions. Therefore, the quantum of potential savings from borrowing through CMIs or additional benefits (in the case of subscribers granting interest on CMIs back to the council) is currently unknown and will be assessed closer to the dates of the launch and/or interest repayments.
59. However, it is not expected that the overall cost to the council would increase as the interest rate on the CMIs would be less than the rate on borrowings



from PWLB. Additionally, the council will determine an appropriate interest rate such that even after the arrangement fee and management cost of the scheme to be paid to Abundance, the borrowing is at a lower cost compared to PWLB.

60. The council will service its debt obligations under CMIs and loans out of general cash flows and not specifically from revenues generated by eligible projects alone. This will also help in minimising risks to the investors. The overall financing cost of CMIs will be met from the same central budget as PWLB debt.
61. Ongoing monitoring and governance of the use of the CMIs funds and interest payments will need to be robust and in line with the principles laid down by the Framework.

### **Consultation**

62. There is no planned consultation associated with this report. However, any proposals that are developed and funded via a CMI will be subject to the appropriate consultation as part of development of the scale.

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

#### **Assistant Chief Executive – Governance and Assurance (SB071123)**

63. This report seeks approval of (i) the launching of a Community Municipal Investment (CMI) opportunity in the borough, (ii) the adoption of the Southwark Green Finance Framework; and (iii) the signing of the Green Finance Institute (GFI) Local Climate Bond Pledge, in order to support the delivery of projects within the council's Climate Action Plan.
64. The Treasury Management Strategy (TMSS) approved by Council Assembly on 22 February 2023 provides the necessary legal authority for the council to borrow. The proposal to issue the municipal investment via delegated authority within the TMSS to the Strategic Director of Finance is due to be approved by Council Assembly in the Treasury Management Mid-Year Update 2023-24 report on 22 November 2023.
65. The report notes that Abundance Investment Ltd will host and administer the platform through which lenders can pledge their investment amount and facilitate the loan. Being regulated by the Financial Conduct Authority the company maintains a governance and risk management framework and regulated levels of capital to safeguard against failure.
66. Statutory guidance on local government investments is issued under Section 15 (i) (a) of the Local Government Act 2003. Community Municipal Investments must comply with the Prudential Code for Capital Finance in Local Authorities (Prudential Code) and the Department for Levelling Up, Housing and Communities Guidance on Investment. This requires local authorities to demonstrate that any borrowing is affordable, sustainable and

prudent.

67. It is confirmed that entry into the type of community municipal lending arrangements referred to in this report is lawful and within the general power of competence bestowed on local authorities under the Localism Act 2011 and the Local Government Act 2003.
68. Officers should seek legal advice in connection with the terms of the contract that the council will enter into with Abundance Investment Ltd for the purpose of regulating the hosting and administration services which are to be provided.

### **Strategic Director of Finance**

69. The Strategic Director of Finance notes the report and the financial implications and will work with the Cabinet Member for Climate Emergency, Clean Air and Streets and Deputy Cabinet Member for Climate Finance accordingly.
70. The council's capital programme is funded by grants, capital receipts, reserves and borrowing. Part of the capital plans which would have been funded by PWLB borrowing will be funded by CMLs subject to the rate being less than that obtained from the PWLB. The rate and therefore the potential saving will not be known until closer to the time of launch.
71. There is also at present unknown potential financial benefit to be taken into account in terms of the number/value of loans whereby the lender decides to gift the interest back to the council. This would therefore be slightly less costly for the council.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Report of the Environment and Community Engagement Scrutiny Commission - Financing Southwark's Green Transition Scrutiny Review Report	Constitutional Team	
<b>Link (please copy and paste into browser):</b> <a href="https://moderngov.southwark.gov.uk/documents/s114680/Cover%20report%20Climate%20Finance%20Financing%20Southwarks%20Green%20Transition%200scrutiny%20review%20report.pdf">https://moderngov.southwark.gov.uk/documents/s114680/Cover%20report%20Climate%20Finance%20Financing%20Southwarks%20Green%20Transition%200scrutiny%20review%20report.pdf</a>		

## APPENDICES

No.	Title
Appendix A	Southwark Green Finance Framework

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor James McAsh, Climate Emergency, Clean Air and Streets	
<b>Deputy Cabinet Member</b>	Councillor Emily Hickson, Deputy Cabinet Member for Green Finance	
<b>Lead Officer</b>	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
<b>Report Author</b>	Tom Sharland, Head of Climate Change and Sustainability	
<b>Version</b>	Final	
<b>Dated</b>	23 November 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>		23 November 2023

## APPENDIX A

### Southwark Green Finance Framework

#### Introduction to the Council

Southwark is an inner London borough extending from the River Thames in the north to Dulwich in its south. The borough is made up of varied, vibrant and diverse neighbourhoods including Borough, Rotherhithe, Bermondsey, Walworth, Camberwell, Peckham, Nunhead, East Dulwich, Herne Hill (in part), and Dulwich.

Southwark borough covers just over 11 square miles but is home to 307,000 people, and a place of work and business for thousands of people every day. The borough welcomes millions of tourists every year to its many attractions which include The Shard, Tower Bridge, Tate Modern, Shakespeare's Globe, Borough Market, Dulwich Picture Gallery and the Imperial War Museum.

Southwark is home to 150,000 businesses and a diverse population with 120 languages spoken. Southwark Council is the largest local authority landlords in London and one of the biggest in the UK. In the borough, around 45% of residents live in social housing. Southwark is a young borough, with 57% of the population 35 or under.

The borough is also home to award-winning parks, open spaces and a built environment which provide homes for a range of common and rare wildlife, including birds, bats, invertebrates and plants. Southwark boasts an extensive range of parks and over 80,000 trees that help to green the borough and promote space for leisure and recreation.

#### Introduction to Climate Change in Southwark

Having declared a climate emergency in March 2019, Southwark Council set out an ambitious strategy to tackle the climate emergency, deliver a sustainable future for the people of Southwark and to achieve net zero by 2030.

The council's first Climate Change Strategy and Action Plan was adopted in July 2021 and aims to accelerate local climate action and carbon emission reductions through delivering a comprehensive set of actions split across five priorities:

- Greener buildings
- Active and sustainable travel
- Thriving natural environment
- A circular economy with green jobs
- Renewable energy

Resilience and adaptation to climate change will also be added as a sixth theme in early 2024. The Green Finance Framework will finance Eligible Green Projects from across the different priorities (see pages 5 to 7).

To deliver these priorities Southwark aims to be inclusive, transparent, and ambitious. Our approach will rely on working in partnership to deliver these priorities. At local, regional, and national levels the council will be a voice for change, lobbying Government for greater action and funding. The council will support businesses to take action. This includes local businesses as well as national and international companies in the borough. As they transition to a sustainable future, the council will invest in green jobs. Southwark will target support most where it reduces inequality and delivers wider benefits to our community, delivering a just transition that ensures a fairer future for all in the borough. The council will engage, educate, and empower their community. Southwark will celebrate and represent every part of our community by ensuring everyone is part of the conversation. This read the full version of the council's Climate Change Strategy visit [www.southwark.gov.uk/climate](http://www.southwark.gov.uk/climate)

### **Council Track Record on Climate**

Southwark have already made progress reducing greenhouse gases. Carbon emissions have reduced by around 40% between 2005 and 2018. The council re-baselined emissions in 2021 for both the borough and those emissions directly associated with the council, with updated analysis now taking place annually

Government data shows that borough wide emissions, from households, businesses and transport in the borough is declining. There is a lag in data, but most recent figures show:

- 2018 = 1030kt CO<sub>2</sub>e
- 2019 = 824kt CO<sub>2</sub>e
- 2020 = 809kt CO<sub>2</sub>e

As a council, we also specifically consider the emissions directly under our control, from the heating and powering of our housing, leisure centres, buildings and vehicles (scopes one and two) to the things we purchase through our supply chain (scope three). This data is more recent as it is based on annual energy consumption, mileage and procurement spend:

- 2021 = 432kt CO<sub>2</sub>e (19/20 data)
- 2022 = 415kt CO<sub>2</sub>e (20/21 data)
- 2023 = 380kt CO<sub>2</sub>e (21/22 data)

### **Breakdown of total council emissions for 2023**

- Scope 1 = 62kt CO<sub>2</sub>e, 16%
- Scope 2 = 12kt CO<sub>2</sub>e, 3%
- Scope 3 = 306kt CO<sub>2</sub>e, 81%

While solid progress has been made in reducing emissions over the last three years, we recognise that progress is not fast enough, and the scale of action needed is vast. Independent analysis in 2021 estimated that to become carbon neutral by 2030 would cost the borough around £3.92bn in capital spend alone, a figure which will have since increased.

Each year Southwark are improving both the accuracy of data and our understanding of where emissions come from. This allows the council to focus resource and funding on projects that have the greatest opportunity to reduce emissions.

### **Green Finance Framework**

The council has prepared this Green Finance Framework (the framework) with the intention of raising capital via the issuance of:

- Community Municipal Investments (CMI) in the form of bonds and P2P Loan Agreements to (re)finance Eligible Green Projects.

The framework provides overarching criteria and guidelines as to how the council will issue the above products and manage them on an ongoing basis. The council has developed the framework in line with various applicable market standards as below:

- CMI aligns to the International Capital Market Association (ICMA) 2021 Green Bond Principles (GBP) and Loan Market Association (LMA) 2020 Green Loan Principles (GLP) or as these principles may be subsequently amended.

The principles referenced within the framework are voluntary process guidelines and, at the date of this publication, are globally accepted as the standard guidelines. They also follow the principles underpinning the UK Government's Green Gilt and Green NS&I saving bond products.

Abundance Investment Ltd will provide assurance that the projects funded by Use of Proceeds are Eligible Green Projects and that all the Use of Proceeds are spent on Eligible Green Projects.

The council's Section 151 Officer, with assistance from the Climate Change and Sustainability Director, is responsible for ensuring that all borrowing and investment will be in line with the council's standing orders.

The council is committed to following best practice and appreciates any feedback from market participants on the approaches set out in this framework.

This framework may be updated from time to time to ensure continued alignment with voluntary market best practices and emerging standards. For instance, these documents may be amended to align with the UK Government Green Taxonomy when it is published. Any updated version of this framework will either maintain or improve

the current levels of transparency and reporting disclosures, including the corresponding external review.

### **Considering the Social Co-Benefits of Green Investment**

A just transition seeks to ensure that the substantial benefits of a green economy are shared widely, while also supporting those who stand to lose economically – be they, industries, communities, workers, or consumers.

A rapid increase in the speed and scale of actions required to reduce the risks of climate change will create new economic opportunities, but at the same time it may move economic activity away from damaging industries and can carry costs for consumers.

We aim to identify where the challenges will occur and plan the transition, so it minimises the costs to more vulnerable sections of the community. In our reporting we will communicate mitigation that we have put in place when delivering individual eligible green projects to support a just transition.

## **CMI: Green bonds and green loans**

This section of the framework sets out how the council proposes to issue and manage its CMI on an ongoing basis. Green bonds and loans are defined in this framework as bonds and loans established to finance Eligible Green Projects. These are projects or assets that deliver positive environmental outcomes.

The council developed the framework in line with the GBP and GLP and therefore the methodology includes the following four key components:

- Use of proceeds
- Process for evaluation and selection
- Management of proceeds
- Reporting.

### **Use of Funds**

The Use of Funds is defined in the legal documentation for each CMI issued. It is an amount equivalent to the net proceeds (funding raised after costs) of green bonds and loans issued under the framework and can only be allocated to the financing of Eligible Green Projects. These are projects with positive environmental outcomes, which contributed to a low carbon and climate resilient future.

Each CMI will detail which specific projects, asset, or project themes the CMI is funding. Where eligible projects and assets are jointly funded between the council and another party (e.g. central government), funding will be applied only to the council's share of the eligible scheme.

### **Eligible Green Projects**

The following tables outline the categories of Eligible Green Projects. The Eligible Green Projects are derived from the categories laid out in the ICMA Green Bond Principles, but for consistency follow the framework established by the UK Government for the countries Green Gilt and Green NS&I savings product scheme as well as the UK Taxonomy objectives.

<p><b>Renewable Energy</b></p> <p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Renewable Energy</li> </ul> <p>UK Taxonomy Objective:</p> <ul style="list-style-type: none"> <li>• Climate Change Mitigation</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes generating energy from renewable sources such as wind, solar, geothermal, hydropower (provided environmental and social impact assessments are undertaken and no significant controversies are</li> </ul>
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	<p>identified) and bioenergy with lifecycle emissions of less than 100g CO<sub>2</sub>e/kWh, declining to 0g CO<sub>2</sub>e/kWh by 2030 and only second-generation biofuels are used.</p> <ul style="list-style-type: none"> <li>• Energy storage facilities</li> <li>• Schemes for renewable heat such as district heating and heat pumps where energy is derived from renewable sources</li> </ul>
<p><b>Energy Efficiency</b></p> <p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Greener buildings</li> </ul> <p>UK Taxonomy Objective:</p> <ul style="list-style-type: none"> <li>• Climate Change Mitigation</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes that reduce the energy use (heat and electricity) and therefore the carbon intensity of buildings used by the council or buildings owned by the council but rented out for social housing or commercial purposes.</li> <li>• Schemes that support or provide services to the private residential or commercial market to encourage or implement energy efficiency measures.</li> <li>• Schemes that utilise energy more effectively to generate heat or utilise waste heat.</li> </ul>
<p><b>Clean Transportation</b></p> <p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Active and sustainable travel</li> </ul> <p>UK Taxonomy Objective:</p> <ul style="list-style-type: none"> <li>• Climate Change Mitigation</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes that support low and zero emission mobility, including EV (Electric Vehicle) charging infrastructure, EV fleet conversion, cycle way improvement, car reduction schemes and other schemes that encourage cleaner transportation.</li> </ul>
<p><b>Pollution Prevention and Control</b></p>	<ul style="list-style-type: none"> <li>• Schemes that support waste prevention, waste reduction, waste recycling</li> </ul>

<p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Renewable Energy</li> <li>• A circular economy with green jobs</li> </ul> <p>UK Taxonomy Objectives:</p> <ul style="list-style-type: none"> <li>• Climate Change Mitigation</li> <li>• Pollution Prevention and Control</li> <li>• Transition to a Circular Economy</li> </ul>	<p>and energy/emission-efficient waste to energy</p> <ul style="list-style-type: none"> <li>• Reduction of air and water emissions and greenhouse gas control</li> <li>• Schemes that support the circular economy</li> </ul>
<p><b>Climate Change Adaptation</b></p> <p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Resilience and Adaptation</li> </ul> <p>UK Taxonomy Objective:</p> <ul style="list-style-type: none"> <li>• Climate Change Adaptation</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes that deliver flood protection, resilience, and other risk mitigation programmes</li> <li>• Schemes that deliver heat protection, resilience, and other risk mitigation programmes</li> <li>• Engineering activities and technical consultancy dedicated to adaptation to climate change</li> </ul>
<p><b>Living and Natural Resources</b></p> <p>Southwark Climate Action Plan priority:</p> <ul style="list-style-type: none"> <li>• Thriving natural environment</li> </ul> <p>UK Taxonomy Objective:</p> <ul style="list-style-type: none"> <li>• The Protection and Restoration of Biodiversity and Ecosystems</li> <li>• Sustainable use and Protection of Water and Marine Resources</li> <li>• Climate Change Mitigation</li> <li>• Climate Change Adaptation</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes that protect and enhance terrestrial and marine biodiversity, ecosystems and natural capital</li> <li>• Schemes that support sustainable land use and protection, including environmentally sustainable agriculture</li> <li>• Schemes that support environmentally sustainable clean water, water storage and wastewater management initiatives</li> <li>• Funding for environmental activities of third sector partners.</li> </ul>

## **Process for evaluation and selection**

For new and existing CMI, the council will manage the eligible scheme selection process by applying professional judgement, discretion, sustainability knowledge and by considering the following objectives, features, and benefits:

- Conformance with the relevant principles
- Conformance with the eligible criteria set
- Alignment with the Council's Climate Change Strategy and Action Plan
- Broader environmental and/or social risks associated with the project

The resultant list of eligible assets and their budgets will be provided in the Use of Funds details associated with an individual CMI.

Before a CMI is launched Abundance will validate that the Use of Proceeds only includes Eligible Green Projects. In cases where Abundance and the council do not agree on the classification of a project as green, a third-party opinion may be sort.

## **Management of proceeds**

To manage the risk of holding unallocated proceeds from the CMI, the combined value of the CMI will be less than the total value of the eligible assets and any balance of funding will be met through existing funding sources.

## **Tracking of proceeds**

The council tracks the receipt and use of proceeds via its internal reporting systems, ensuring Eligible Green Projects (re)financed are appropriately identified.

In addition, to ensure appropriate earmarking for the purpose of internal monitoring and external reporting of proceeds, the council has established a register that contains details (including value) of all Eligible Green Projects.

The council will service its debt obligations under CMIs and loans out of general cash flows and not specifically from revenues generated by eligible projects alone. This will also help in minimising risks to the investors. The overall financing cost of CMIs will be met from the same central budget as PWLB debt.

Unallocated proceeds:

To the extent that green bond and loans proceeds have not been allocated to eligible assets at issuance, or if during the life of the green bond and loans proceeds become unallocated ("Unallocated Proceeds") (for example, because an eligible asset has been sold), the amount of unallocated proceeds shall be:

- held in temporary investment instruments that are cash, or cash equivalent instruments, within a treasury function; or
- held in temporary investment instruments that do not include greenhouse gas intensive projects which are inconsistent with the delivery of a low carbon and climate resilient economy; or
- applied to temporarily reduce indebtedness of a revolving nature before being redrawn for investments or disbursements to eligible assets.

Should unallocated proceeds arise for any outstanding green bond or loan:

- The council will disclose this information within the annual use of proceeds reporting
- No contractual right of review or repayment will arise, and no loss of green classification will occur.

The council expects there to be adequate headroom of eligible assets and will endeavour to ensure that funds are disbursed to eligible assets within 36 months of the issuance of the green bonds and loans.

## **Reporting**

The council will publish information on the Use of Proceeds as follows:

- Details of the schemes (re)financed and amount of money spent on each project
- A summary of the environmental outcomes that have been delivered by the projects

The information will be published as follows:

- Investor Update, this is the digital communication emailed to all investors in a specific GMI
- Abundance Project Page, the same information will be published on the Council GMI webpage so that any member of the public can view the information.
- Council Website, the same information will be published on the Council Website, or a link provided to the Council page on the Abundance website.

## **Governance**

The council is committed to pursuing the highest standards of integrity relating to its GMI programme. By providing an independent and third-party check Abundance Investment provide confidence that the programme is being delivered in line with the GBP and GLP and that the schemes selected are Eligible Green Projects.

The projects selected to be financed by the Use of Proceeds will be reviewed by Abundance to ensure they qualify as Eligible Green Projects. Where the green

credentials of a project are not clear, Abundance might recommend the recruitment of a technical expert to provide an expert opinion on the qualification of a project.

Abundance from time to time will spot check the council's programme to ensure that the updates provided are accurate and the internal systems and controls remain in place to ensure that ongoing compliance with the framework is assured.

<b>Item No.</b> 11.	<b>Classification:</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Economic Strategy 2023-30	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Martin Seaton, Jobs, Skills and Business	

### **FOREWORD - COUNCILLOR MARTIN SEATON, CABINET MEMBER FOR JOBS, SKILLS AND BUSINESS**

Southwark sits at the heart of London's economy, and plays a significant role in the economic fortunes of the capital. The 18,000 businesses and 302,000 people who work here every day generate over £20billion in economic value each year.

We're proud that Southwark's economic growth has far outstripped London and the rest of the UK over the past two decades. We continue to push for more investment in our borough, encouraging growing businesses in key sectors for the national economy such as life sciences, creative, cultural, and low carbon industries to establish themselves here.

However, despite our efforts, more residents still need to benefit directly from this growth. If working people are struggling to pay the bills and small businesses in our high streets are unable to generate profits to grow their businesses, we must redouble our efforts to build the support, infrastructure, skills and networks needed for a more inclusive economy where local people hold more of a stake.

Southwark should be a place where everyone benefits from the economy. Our vision is for a fairer, greener, and more resilient economy. We want to close the gap between the most and least prosperous in our borough. Our partners, from businesses and social enterprises to universities and healthcare providers, are pivotal in helping us achieving this aim and we have listened carefully to our residents, our businesses and our partners to make sure this strategy reflects our shared goals.

This is an economic strategy developed by and for the whole borough. It is grounded in a solid economic evidence base and builds on Southwark 2030, Southwark Stands Together and our Climate Action Plan. Our Southwark 2030 ambitions challenge us to create a better Southwark for all, having talked to people across our borough to help shape our future and develop plans to ensure we achieve our shared goals. This economic strategy is at the heart of our commitment to realising these ambitions.

If we get it right, by 2030 Southwark will support a high growth, low emission economy that works better for all.

Where the council takes a lead, we will root our delivery of this strategy within Southwark's neighbourhoods, taking a more localised approach and working alongside residents and businesses to develop new ways of designing and providing support.

But we cannot get there on our own. All those who invest in Southwark and do business here share responsibility for delivering against these goals. We look forward to working with all our partners in the coming years to build a fairer, greener, more resilient economy for Southwark.

## **RECOMMENDATION**

1. That the Cabinet approves the Economic Strategy 2023-30 as set out in Appendix 1.

## **BACKGROUND INFORMATION**

2. Southwark's previous Economic Wellbeing Strategy 2017-22 was adopted by the Cabinet on 13 December 2016. This refreshed an earlier version of the Economic Wellbeing strategy first adopted in 2012.
3. Framed as 'A Partnership for Local Growth', it set out the council's ambitions for the local economy under four headings, and our strategy to work with partners to achieve them:
  - Employment and skills – a full employment borough with a job opportunity for every Southwark resident who wants to work.
  - Business – a growth borough, where business thrives and prospers
  - Thriving town centres and high streets - dynamic, diverse, digital centers that are great places to visit, spend time and enjoy.
  - Financial wellbeing – helping people to grow their incomes and ensuring a fair days pay for a fair day's work.
4. Under this strategy, the council's approach to economic development in Southwark has focused on promoting economic growth, while securing benefits from this growth for our residents and businesses. This was reflected in a number of Council Plan commitments including promoting a strong local economy (2014-18) and making Southwark a full employment borough (2018-20).
5. This approach has delivered many successful outcomes. Over the past decade, Southwark's economy continued to grow at a faster rate compared to both London and the UK as a whole. During the same period over 4,500

new businesses and 55,000 additional jobs were welcomed to the borough.

6. Working in partnership with our communities, businesses, education and skills providers, we have taken action to ensure that Southwark's residents and small businesses have been able to participate in and benefit from this growth. Achievements include supporting over 12,000 residents into work and creating over 4,000 apprenticeships. Southwark became London's first Living Wage Borough, multiplying five-fold the number of accredited Living Wage employers in the borough and securing pay-rises for thousands of employees. Ongoing investment in skills, business support and town centres all continue to deliver positive outcomes for residents and businesses.
7. Moving forward, the new economic strategy will build on the successes of this approach while setting a clear direction towards addressing both longstanding inequalities and more recent economic challenges.
8. The impacts of the Covid-19 pandemic and Brexit continue to affect Southwark's local economy. The Covid-19 crisis starkly highlighted inequalities in the borough and intensified them in many ways. Similarly, the rising cost of living and doing business affects everyone, but it is those starting from positions of greatest economic vulnerability who have suffered most. Southwark Stands Together frames the council's response to addressing inequalities and its principles will be at the heart of our strategy to see the borough through the years ahead.
9. The climate emergency also requires us to reimagine what economic wellbeing means for present and future generations. Our new economic strategy must address the urgent need to expand the low carbon economy, prepare our residents with the skills needed for new green jobs, and reduce climate emissions from business activity where we can. Climate change also presents direct risks to Southwark's economy, which will require coordinated action with partners to mitigate.
10. Southwark 2030 will set out the overarching vision and ambitions for the borough, bringing together diverse perspectives to shape our shared priorities for the future of Southwark. The Economic Strategy for 2023-30 builds on the emerging Southwark 2030 ambitions for our economy and sets out key objectives for delivery through the combined talents, assets and strengths of our borough.

## **KEY ISSUES FOR CONSIDERATION**

### Developing the strategy

11. To establish an updated evidence base for the new economic strategy, the council commissioned an independent analysis of Southwark's economy, addressing three key questions: how fair is Southwark's economy, how



green is Southwark's economy, and how resilient is Southwark's economy. These questions reflected the Economic Renewal Plan that was adopted in 2020 to guide economic renewal from the Covid-19 pandemic. This set out the aim to "*Work collectively and collaboratively to deliver an economy that is fairer, greener and more resilient for the residents and businesses of our borough.*"

12. The evidence base drew together a wide range of quantitative and qualitative data sources to produce an up-to-date picture of the economy in Southwark at the macro level and, importantly, uncovering the experience of Southwark businesses, workers and residents.
13. Extensive consultation with residents, businesses and strategic partners built on the evidence base and further developed our understanding of the nature of the economic challenges facing Southwark. The consultation also started to address where interventions by the council and partners can respond. Further details of the consultation process are provided in paragraphs 53 to 56.
14. Through the development of the evidence base and the consultation process, a number of economic challenges were identified that stand in the way of a fairer, greener, more resilient economy. Many of these are common to the UK as whole, with some more acute in Southwark and similar areas of London. Some of the key challenges include:
  - High costs of living and doing business, squeezing households and small enterprises
  - Climate risks and poor air quality affecting least well-off communities most of all
  - High streets adapting to their changing role in a challenging economy
  - A growing need for connected services and infrastructure in our neighbourhoods to support economic wellbeing
  - Too little of the wealth created in Southwark retained in the borough
  - Our most disadvantaged young people at risk of being left further behind
  - Low pay and insecure work driving in-work poverty for many
  - Unacceptable gaps in our residents' pay and employment prospects linked to gender, ethnicity and disability
  - Ongoing skills shortages and difficulties accessing good quality learning at all stages of life.

### The strategy

15. The strategy sets out a response to these and other challenges. It puts forward a vision for a more inclusive local economy that works for everyone, with a focus on narrowing inequalities and raising prosperity across all parts of the economy and in every neighbourhood. Much of the focus is on removing barriers that prevent many from benefiting from the wealth that is generated locally. It is an approach that aims to drive better economic outcomes for all, without reliance on economic growth to deliver top-down

benefits. However, the strategy also recognises the importance of continuing Southwark's growth success story, especially in sectors that can deliver a wider benefit to the borough, and in extending growth opportunities more widely across our town centres.

16. The strategy set out a vision for 'A fairer greener, more resilient economy'. This vision for Southwark's economy in 2030 is developed further under three headline outcomes:
  - A high growth, low emission economy
  - An economy with opportunity for all
  - An economy of good work.
  
17. The vision will be supported through eight delivery themes, under which sit the headline actions the council will work with partners to focus on. These are:
  - Investment and growth
  - A greener economy
  - Thriving high streets
  - Inclusive neighbourhoods
  - Extending local ownership
  - Southwark's Youth Deal
  - Good work for all
  - Skills for now and the future.

### Delivery

18. The strategy was developed with the involvement of resident and business communities and strategic partners, and achievement of its aims will also depend on these combined resources and assets. Full delivery of the strategy will only be achieved through strong local partnerships working in collaboration.
  
19. In addition to holding a leading delivery role, the council also has a convening function that will bring together Southwark's businesses, BIDs, universities and colleges, NHS Trusts, cultural institutions, property developers, voluntary sector organisation and public sector partners to reach these shared goals.
  
20. Many such partnerships are already in place. Examples include the SC1 life sciences partnership, the Southwark Skills Partnership, the Southwark Living Wage Action Group, The Local Access Partnership and the Southwark Works network. These will have key roles in the delivery of the strategy. Where gaps in these partnership arrangements exist, new networks will be brought together.
  
21. Just as importantly, the needs, knowledge and lived experience of communities will be at the heart of delivery, with residents and businesses

from all backgrounds and neighbourhoods involved in delivery of the strategy. The implementation of this principle will look different across each of the eight delivery themes, but examples include resident and business involvement in town centre activity, consultation with the Southwark Youth Parliament on support for young people, commissioning locally embedded organisations to provide business, employment and skills support, and regularly capturing service user feedback across all project delivery,

22. Following adoption, the council will work with partners to develop a full delivery plan. This will reflect the extent of activity already underway under each delivery theme, programme planned activity yet to commence and identify where additional resources will be required to meet the objectives in full.
23. Substantial areas of work already underway to deliver the strategy include:
24. Southwark Works – our flagship employment support programme, Southwark Works supports hundreds of residents each year into work with a focus on those facing multiple and complex barriers to securing long-term, sustainable employment.
25. Skills Delivery Plan – developed by the Southwark Skills Partnership, the 2023 Skills Delivery Plan targets gaps in local skills provision to improve residents' access to high quality learning at all stages of life and meet skills shortages across the economy.
26. Living Wage Unit – Southwark's Living Wage Unit leads the delivery of the council delivery plan commitment to double the number of Living Wage employers in Southwark.
27. Southwark Youth Deal - Southwark's Youth Deal will reinvigorate the borough's youth service offer and place young people at the heart of future service design to ensure that they can influence decisions affecting their lives.
28. Town Centre action plans – these plans are developed under the council's ongoing dedicated cross-council strategic response for town centres and high streets, to ensure we identify and respond to the broader range of issues they face. The plans help us to standardise our efforts across the borough, whilst also reflecting a more targeted neighbourhood level approach where required.
29. Thriving High Streets Fund - aligned to our ambitions for town centres is the Thriving High Street Fund, which aims to attract more people back to Southwark's high streets and town centres by funding innovative solutions developed and delivered by local residents, businesses and community groups.
30. Southwark Pioneers Fund - the Southwark Pioneers Fund invests in Southwark's entrepreneurs who aspire to start and grow their enterprise. It

offers support for start-ups and entrepreneurs, support for later-stage enterprises focussed on growth, and support for enterprises to reduce their carbon emissions.

31. Affordable Workspace strategy – our emerging affordable workspace strategy will shape our approach to delivering more affordable workspace for start-ups and small businesses, and creative and community uses, where it is most needed.
32. SC1 - The SC1 partnership between King's Health Partners, Southwark and Lambeth Councils is working to develop sustainable life sciences clusters from London Bridge to Camberwell. Activities include business support, innovation and skills development to ensure access for local people and businesses to the opportunities arising from the development of a thriving south London health and life sciences cluster over coming years.

### **Policy framework implications**

33. Southwark 2030 will bring together the collective energy and focus of residents, community groups, partners and the council to agree and pursue ambitious goals for how Southwark will look and feel in 2030. The Economic Strategy has been developed alongside the listening events held across the borough to inform the development of Southwark 2030. The outputs from these events have guided the development of the strategic vision and delivery themes for Southwark's economy in 2030.
34. The Council Delivery Plan contains the council's commitments for the local economy over the period 2022-26. The Economic Strategy fully reflects these commitments, and also looks beyond the Council Delivery Plan period to 2030. In addition, the Economic Strategy has been developed to reflect the transforming priorities embedded in the Council Delivery Plan: to become truly people powered, to ensure every neighbourhood is a great place to live and to focus on closing the gap in everything we do.
35. The Economic Strategy also aligns with other strategies from across the Council. Delivery will be co-ordinated to meet shared objectives and targets.
36. The plan is consistent with the Southwark Plan 2019-36, the Climate Change Strategy, the Joint Health and Wellbeing Strategy, Southwark Stands Together, the Cultural Strategy, the Streets for People Strategy and the emerging Neighbourhood Plans.

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

### **Community impact statement**

37. The draft Economic Strategy 2023-2030 sets out the high-level roadmap towards a fairer, greener and more resilient economy in Southwark. It sets out a series of challenges that currently have a detrimental economic impact on some communities in Southwark, and a corresponding vision for change, aligned to a set of themes that will guide delivery over the period 2023 to 2030.
38. The principle of fairness is one of the foundations for the strategy. With equalities issues central to economic fairness, equalities issues have been at the forefront during the development the evidence base, the focus on feedback from affected communities and the subsequent drafting of the strategy.
39. Southwark Stands Together (SST) is the council's response to systemic discrimination and inequalities within the borough. It is a long-term programme of positive action, education and initiatives working in solidarity with Southwark's communities and the council's staff to tackle racism, injustice and inequality. The Economic Strategy has been developed with the Southwark Stands Together principles at its heart. It sets out a focus on narrowing inequalities including:
  - Working so that the great diversity of our borough is reflected across all parts of the economy.
  - Providing the best start in life.
  - Removing unequal barriers to success for people of all ages.
  - More opportunities to secure good jobs paying at least London Living Wage with leading employers and fewer barriers for the most disadvantaged
  - Better pay and employment standards and a focus on challenging discrimination will reduce gender, ethnicity and disability pay gaps.

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

40. An Equalities Impact and Needs Assessment (EINA) report has been completed to assess the Economic Strategy against the Council's Equality Duty. The report can be found at Appendix 2.
41. The equality impact and needs analysis (EINA) highlights the areas where the strategy sets out to achieve positive impacts on groups where negative socio-economic outcomes related to shared protected characteristics exist.

42. It also highlights some areas where there is the potential for negative impacts if the principles set out in the strategy are not consistently followed through into implementation.
43. The implementation of the strategy will be articulated through a regularly updated delivery plan. All major programmes and projects arising as a result of this strategy will go through the EINA process and equalities outcomes will be monitored at both the programme and borough level across the lifetime of the strategy.
44. Considering the above, at this stage the recommendations are not considered to have a disproportionate effect on any protected characteristic, 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**

45. The Economic Strategy has been developed with early and ongoing input from Public Health officers to ensure alignment with the Joint Health and Wellbeing Strategy 2022-2027. The Health and Wellbeing Strategy emphasises the relationship between economic factors and health outcomes, particularly reflected in its priorities: 'enable all children, young people and adults to maximise their capabilities and have control over their lives,' 'create fair employment and good work for all', and 'create and develop healthy and sustainable places and communities.'
46. The Economic Strategy sets out how the council and its partners will support these priorities. Related areas of focus for the strategy include providing the best start in life and removing unequal barriers to success, promoting good work and reducing employment and pay gaps between groups, supporting neighbourhoods and high streets that promote health and wellbeing, and supporting a cleaner, greener economy with reduced air pollution.

### **Climate change implications**

47. The Economic Strategy has been developed using independent evidence to consider the current climate impacts of Southwark's economy, the needs of businesses and residents if we are to achieve a just transition to net-zero, and the potential impacts of extreme weather on the economy.
48. Southwark's Climate Change Strategy and action plan set out how, working together, we can deliver a sustainable future for the people of Southwark and protect our planet. The climate change strategy makes clear our ambition to tackle climate change in a way that reduces inequality and creates opportunity for people in the borough.

49. Through its vision for a greener Southwark economy, the Economic Strategy supports the climate change strategy and action plan through commitments to support the growth of green jobs and invest in the green skills of the future, to ensure that businesses are doing their fair share in reducing their carbon impact, to work with our small businesses to support those taking steps to reduce waste and carbon emissions, and to work with our partners on mitigation and adaptation to the potential economic impacts of climate change.
50. The monitoring of actions related to a greener economy will be aligned with climate action plan monitoring to ensure coordination across the two strategies.

### **Resource implications**

#### **Financial and budget issues**

51. No additional funding assumptions beyond those already set out in agreed budgets have been made in designing the refreshed strategy. The strategy sets out core ambitions and our anticipated delivery in achieving those ambitions, including with partners. Any new funding requirements, if they arise, will be assessed and reviewed as part of the council's normal budget process.

#### **Staffing issues**

52. Officer time to effect the recommendations will be contained within existing resources.

#### **Consultation**

53. Several phases of consultation with residents, businesses, community and business networks and wider strategic partners have informed the development of the Economic Strategy. Council officers from across key departments have also provided input throughout its development.
54. In addition, the consultation on the development of the Economic Strategy has been supplemented by the extensive Southwark 2030 engagement and listening process, which took place over the same period. Where findings from the Southwark 2030 listening events have provided additional perspective on priorities for the local economy from across the borough these have been integrated in full.
55. The development of the Equalities Impact and Needs Assessment has been supported with feedback from the Forum for Equalities and Human Rights in Southwark and the Southwark Equalities and Human Rights

Panel.

56. The full consultation process is summarised in the table below.

Date	Participants	Event	Outcome
Nov 2021-Jan 2022	External stakeholders and public	External consultation on key principles of a fairer, greener, more resilient economy	Responses received from stakeholders and public. Comments integrated into first draft.
Feb-March 2022	Council teams	Internal consultation on the emerging strategy across key council teams	Responses received from council teams. Comments integrated into draft strategy.
July – November 2022	External stakeholders and public	External consultation on draft strategy	Responses received from stakeholders and public. Comments integrated into draft strategy.
March 2023	External stakeholders and public	Completion of Southwark 2030 listening events	Integration of key messages into the draft strategy.
18 April 2023	Southwark Equalities and Human Rights Panel	Equality impact and needs assessment for the economic strategy reviewed at Southwark Equalities and Human Rights Panel	Further feedback on EINA and finalisation pre-adoption.
June-July 2023	Council teams	Internal consultation on draft for adoption	Responses received from council teams. Comments integrated into final draft.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive, Governance and Assurance

57. The council has the statutory authority to produce this strategy in accordance with the powers of general competence in section 1 of the Localism Act 2011.
58. The production of this strategy is an executive function of the Council which is determined by the cabinet in accordance with the Local Government Act 2000 and Part 3B of the council's constitution.
59. 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 this in the "Community, equalities (including socio-economic) and health impacts" section above and an equalities impact and



needs analysis has been carried out which the cabinet should take account of in its deliberations.

60. The cabinet will note the consultation that has been carried out in connection with this strategy. The cabinet should carefully take account of the outcome of this consultation as set out in the report in reaching its conclusions.

**Strategic Director of Finance (FC23/004)**

61. This report is requesting the cabinet to approve the Economic Strategy 2023-30 as set out in Appendix 1.
62. The strategic director of finance notes the recommendation in this report and that there are no immediate financial implications arising from this report.
63. The staffing and other costs connected with the proposed Economic Strategy 2023-30 need to be contained within existing departmental revenue budgets, the agreed housing revenue account, or the council's agreed capital programme, as applicable. Any additional resources required in connection with this report will be subject to the council's usual financial governance procedures.

**BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
<b>Link:</b> <a href="#">Southwark Economic Evidence Base (2022)</a>	Local Economy Team 160 Tooley Street	Nick Wolff 020 7525 5676

**APPENDICES**

No.	Title
Appendix 1	Economic Strategy 2023-2030
Appendix 2	Equalities Impact and Needs Assessment

**AUDIT TRAIL**

<b>Cabinet Member</b>	Councillor Martin Seaton, Jobs, Skills and Business	
<b>Lead Officer</b>	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
<b>Report Author</b>	Nick Wolff, Principal Strategy Officer, Local Economy Team	
<b>Version</b>	Final	
<b>Dated</b>	22 November 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>		22 November 2023



# Southwark Economic Strategy 2023 to 2030

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# Section 1 Introduction

# Cabinet member's foreword

Southwark sits at the heart of London's economy, and plays a significant role in the economic fortunes of the capital.



## Foreword by Cllr Martin Seaton, Cabinet Member for Jobs, Skills and Business

The 18,000 businesses and 302,000 people<sup>1</sup> who work here every day generate over £20billion in economic value<sup>2</sup> each year.

We're proud that Southwark's economic growth has far outstripped London and the rest of the UK over the past two decades. We continue to push for more investment in our borough, encouraging growing businesses in key sectors for the national economy such as life sciences, creative, cultural, and low carbon industries to establish themselves here.

However, despite our efforts, still not enough of our residents benefit directly from this growth. If working people are struggling to pay the bills and small businesses in our high streets are unable to generate profits to grow their business, we must redouble our efforts on building the support, infrastructure, skills and networks needed for a more inclusive economy where local people hold more of a stake.

Southwark should be a place where everyone benefits from the economy. Our vision is for a fairer, greener, and more resilient economy. We want to close the gap between the most and least prosperous in our borough. Our Southwark 2030 ambitions challenge us

to create a better Southwark for all. This strategy is at the heart of our commitment to realising these ambitions.

This is an economic strategy developed by and for the whole borough. It is grounded in a solid economic evidence base and builds on Southwark 2030, Southwark Stands Together and our Climate Action Plan. We have listened carefully to our residents, our businesses and our partners such as universities and NHS Trusts to make sure it reflects our shared goals.

If we get it right, by 2030 Southwark will support a high growth, low emission economy that works better for all.

Where the council takes a lead, we will root our delivery of this strategy within Southwark's neighbourhoods, taking a more localised approach and working alongside residents and businesses to develop new ways of designing and providing support.

But we cannot get there on our own. All those who invest in Southwark and do business here share responsibility for delivering against these goals. We look forward to working with all our partners in the coming years to build a fairer, greener, more resilient economy for Southwark.

<sup>1</sup> NOMIS Labour Market Profile – Southwark (2023)

<sup>2</sup> NOMIS UK small area gross value added estimates (2021)

# A strong foundation

As part of our Southwark 2030 vision, this strategy sets our ambitions for Southwark's economy. We start from a position of strength.

**Working alongside partners in business, education and across our communities, over the last decade we have:**

- Directly supported over 12,000 residents into work and created over 4,000 apprenticeships.
- Cemented Southwark's reputation as a business-friendly borough, welcoming 4,500 new businesses and growing our business base by 37%.
- Increased five-fold the number of accredited London Living Wage employers and become London's first Living Wage Borough.
- Pioneered the Southwark Construction Skills Centre which has seen over 3,000 residents go on into work and seen over 10,000 people supported with training.
- Invested tens of millions of pounds in our town centres and high streets, supporting new business, creating workspace and empowering communities to transform their local area.
- Launched our £2m Pioneers Fund supporting small business to start up and grow.
- Created over a thousand green jobs, with many more in the pipeline, and trained hundreds of residents in skills needed for the net-zero transition.

The successes are many but the challenges remain. These challenges have been amplified in recent years with the impact of the pandemic and cost of living crises hurting still too many in our borough, meaning that delivery in the future demands a new approach – one focused on working collaboratively, building on our strengths, and delivery for all.

We will encourage growth, particularly in key sectors such as life sciences, digital, creative and cultural, and the green economy, and we will redouble our efforts to support local people and businesses to benefit from our growing economy.

A future strategy cannot rely on growth alone to close the gaps in prosperity within the borough. As we move to 2030 we will go further to shape a more inclusive local economy, working with business and other stakeholders to meet the challenges of the climate emergency, and building economic fairness and resilience across the whole economy.



# Strengths and challenges

## Southwark's economy is:

- **An engine for London and the UK**, generating around £1 of every £20 produced by London's economy and £1 of every £100 produced nationally.
- **Growing** faster than the rest of London and the UK as a whole, and high in jobs and employment.
- **Home to** world-leading universities, institutions and businesses.
- **Innovative**, with growing life sciences, digital and creative sectors.
- **Diverse**, made up of 96% small and micro businesses and with around half of all local jobs in the 'foundational economy' of everyday goods and services.
- **Highly skilled**, with around 60% of Southwark residents educated to degree level and above.

## But as a borough we face several economic challenges, in line with the UK as a whole, with some felt more acutely in London and Southwark. These include:

- High costs of living and doing business, squeezing households and small enterprises.
- Climate risks and poor air quality affecting least well off communities most of all.
- High streets adapting to their changing role in a challenging economy.
- A growing need for connected services and infrastructure in our neighbourhoods to support economic wellbeing.
- Too little of the wealth created in Southwark retained in the borough.
- Our most disadvantaged young people at risk of being left further behind.
- Low pay and insecure work driving in-work poverty for many.
- Unacceptable gaps in our residents' pay and employment prospects linked to gender, ethnicity and disability.
- Ongoing skills shortages and difficulties accessing good quality learning at all stages of life.





# By 2030 we will see a Southwark economy where:



- Southwark is home to 3,000 new jobs in life sciences, with a workforce that reflects the diversity of our borough.
- There are 7,000 new jobs in Southwark's green economy, doubling its size compared to 2020.
- Southwark grows as a centre of creative excellence with a cultural footprint that sets it on the international stage and attracts visitors from all around the world.
- Everyone who wants to can access good work, with fair pay and decent working conditions.
- Residents of all ages face fewer barriers to work and are able to progress in their careers of choice.
- Gaps in pay and employment rates between different groups have closed.
- Support for residents affected by the rising cost of living is readily available and easily accessed in every neighbourhood.
- Learners benefit from a first-class local skills offer that meets both their needs and those of employers.
- Co-operatives and social enterprises play a bigger role in our economy, keeping more wealth within our communities.
- All new investment into the borough generates meaningful social value for the community.
- Businesses play their part in a net-zero borough, meaning lower climate emissions and cleaner air.
- Our town centres and high streets are healthy and safe, and hubs or thriving neighbourhood-based economies.
- Investment across the borough underpins our Southwark Plan growth targets, adding 58,000 jobs and 460,000 sqm of commercial space by 2036.

# Building from Southwark 2030, delivering our vision for the local economy

## Southwark 2030

Southwark 2030 sets the vision and ambitions for the council

## Economic Strategy 2023 to 2030

The Economic Strategy sets our ambitions for reshaping Southwark's economy to achieve the Southwark 2030 vision

## Delivery Plan

The Delivery Plan will be developed with partners to set out our delivery commitments for the economy and holds us to account on progress



## Section 2 Our vision for Southwark's economy by 2030

# A fairer, greener, more resilient economy

Our vision for 2030 is a fairer, greener and more resilient Southwark economy that benefits everyone.

○ **A high growth, low emission economy**

We will attract investment, raising productivity and growth across the borough, with a focus on strategic growth opportunities in low-carbon and life sciences sectors, and reinforce our strengths in the creative, cultural and knowledge economies. We will secure investment in our town centres that supports our existing businesses and strengthens neighbourhood economies. The whole economy will be greener, with significant reductions in climate change emissions and improved air quality, promoting healthier lives.

○ **An economy with opportunity for all**

Residents and businesses alike will benefit from a more inclusive economy that works for everyone and where communities hold a bigger stake. Our focus is on narrowing inequalities so that the great diversity of our borough is reflected across all parts of the economy. This means providing the best start in life, as well as removing unequal barriers to success for people of all ages. We will encourage large employers and anchors to invest in our communities, talent and businesses. Our neighbourhoods will be places that promote health and wellbeing, where people can find connection, security and support when they need it.

○ **An economy of good work**

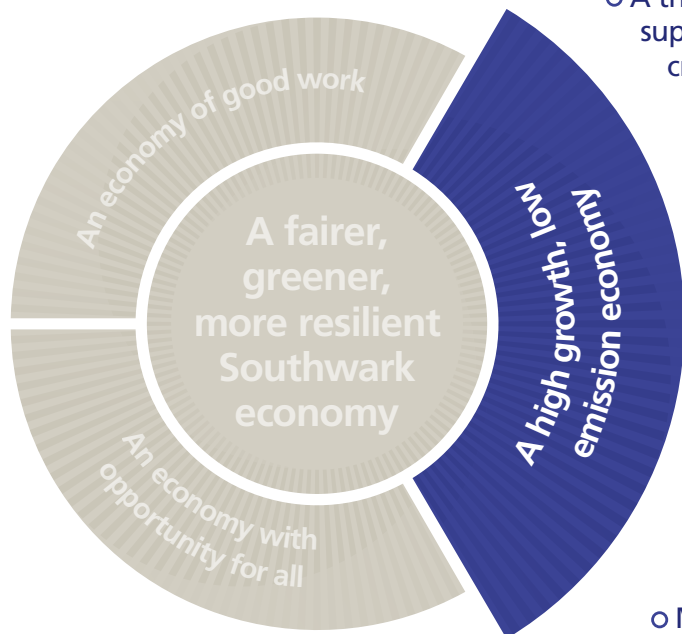
Southwark workers will see higher incomes, better job security and more opportunities to progress in work. There will be more opportunities to secure good jobs paying at least London Living Wage with leading employers and fewer barriers for the most disadvantaged. Better pay and employment standards and a focus on challenging discrimination will reduce gender, ethnicity and disability pay gaps. A first-class local skills offer will support people of all ages to progress in their careers of choice.



Next, we set out our detailed vision under these three headings >

Section 3 sets out how we plan to meet these ambitions under eight strategic delivery themes >

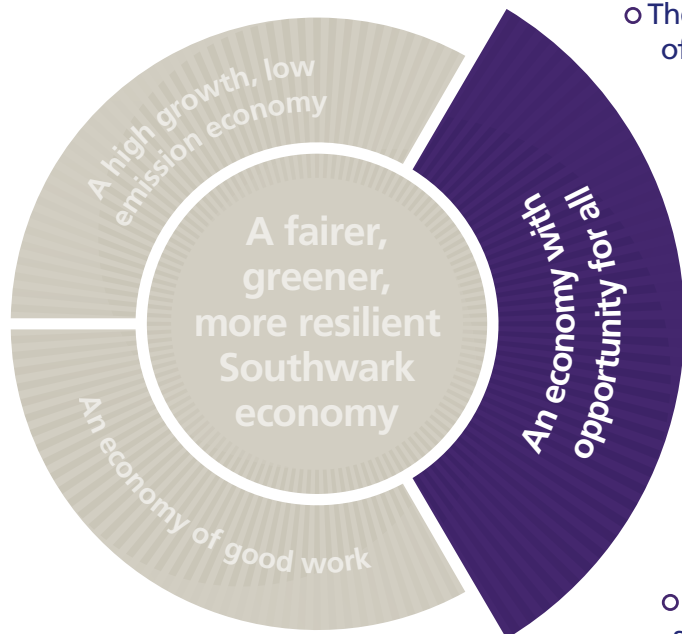
# A high growth, low emission economy



- o A thriving life sciences sector creating 3,000 new jobs, supporting our ambition to reduce health inequalities and creating opportunities for all.
- o Diverse creative, digital and cultural sectors, maintaining Southwark as a centre of creative excellence.
- o Well-established knowledge and visitor economies maintaining their central role in London's economic success.
- o An expanding low-carbon economy creating 7,000 new jobs, encouraging innovation and delivering on our ambitions for net zero.
- o A greener economy with lower greenhouse gas emissions and less contribution to air pollution.
- o A secure and thriving foundational economy of essential goods and services that residents and businesses rely on every day.
- o More businesses and jobs in Southwark's town centres, supporting healthy neighbourhood-based economies.

## Delivery themes

# An economy with opportunity for all



- o The great diversity of our borough is reflected in all parts of our economy.
- o A culture of enterprise and entrepreneurship with no barriers to business success for diverse talent.
- o When in need, residents have access to neighbourhood support with food security, personal finances, mental and physical wellbeing.
- o Communities hold more of a stake in the borough's economic success through co-operatives and social enterprises.
- o Land and buildings work for the benefit of all in the community.
- o Southwark's largest employers invest in local services and talent, creating social value across all of our communities.
- o Young people have every opportunity to build a successful career, whatever their background.

## Delivery themes

# An economy of good work



- More jobs in Southwark pay at least London Living Wage and offer a secure, reliable income.
- Improved employment standards and greater awareness of employment rights to benefit of employees and employers alike.
- Reduced ethnicity, gender and disability pay gaps, with equal participation and progression in the workforce and an end to discrimination in the workplace.
- More opportunities for local people to secure good jobs and apprenticeships with leading employers and fewer barriers for the most disadvantaged.
- A first-class local skills offer that supports people of all ages to progress in their careers of choice.

## Delivery themes

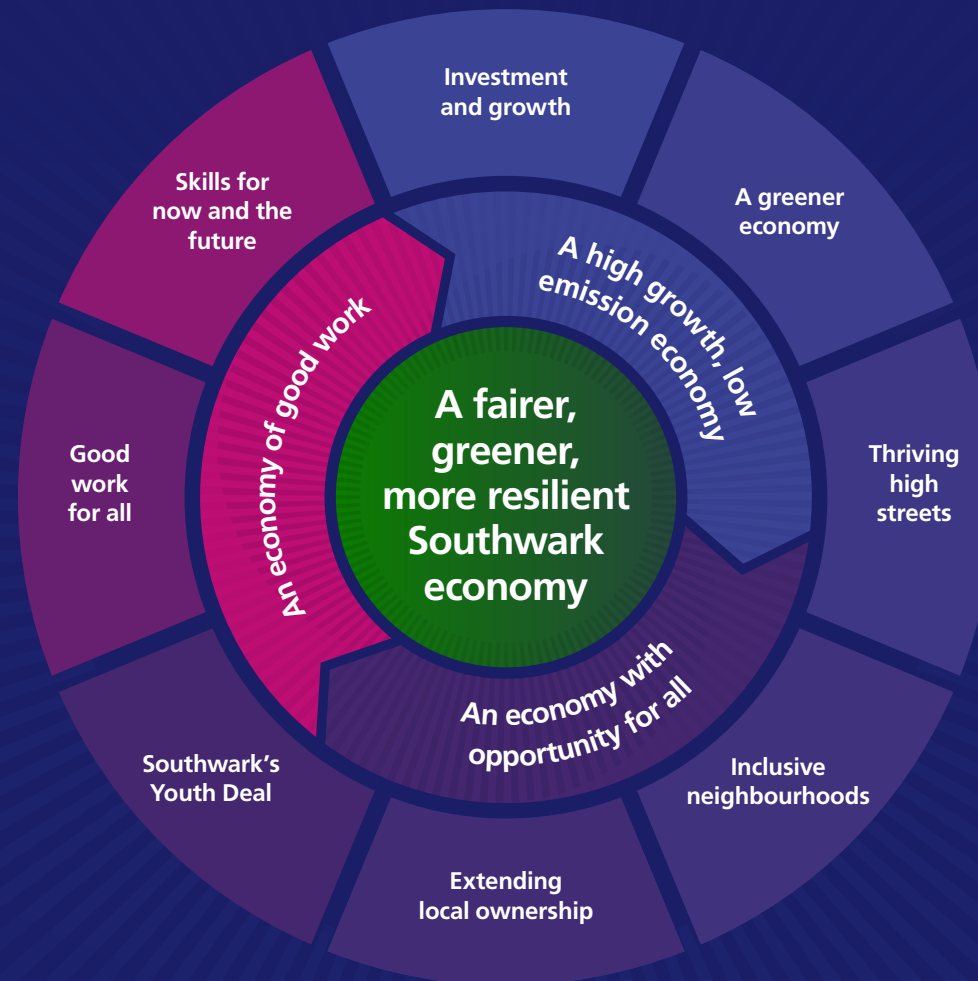


## Section 3 Towards an economy that works for everyone

How we will deliver on our vision for 2030



# Delivering our vision for a fairer, greener, more resilient Southwark economy



# Investment and growth

We will attract investment in key sectors that support our ambitions for a fairer, greener and more resilient economy.

**A growing economy needs support to thrive.**

Realising opportunities for growth in the life sciences sector demands a collaborative approach with key health partners. The net-zero economy needs space for innovation, start up and growth. Southwark's established knowledge, creative and cultural industries require an ongoing focus on keeping Southwark an attractive place to do business. Meanwhile, established smaller businesses can face pressures from development, rising land values and costs.

Our land use strategy, the Southwark Plan, sets out our commitment to add 58,000 jobs and 460,000 sqm of commercial space throughout the borough. We will attract investment in sectors that generate good jobs and wider value for our community and ensure our small businesses can grow and thrive.

## How we will deliver:

- Work with partners, including King's Health Partners and the Guy's and St Thomas' Foundation, to establish a world class health innovation district, attracting investment and opportunities in life sciences.
- Deliver additional work space in town centres, including industrial, distribution, hybrid and studio workspace.
- Protect arts and cultural space from redevelopment.
- Build on our strength as a filming destination, ensuring that film and event producers offer jobs and training for Southwark residents.
- Partner with local universities, King's, UAL, LSBU and TEDI-London, to support entrepreneurship and innovation.
- Invest in relationships with large and small businesses through key business networks including our established BIDs.
- Encourage development to create good jobs in London's Central Activities Zone (CAZ), Elephant and Castle, Canada Water, the Old Kent Road and other town centres across Southwark.
- Secure affordable workspace for start-ups and small businesses, creative and community uses, where it is most needed.
- Support small business affected by development and require relocation strategies where they are directly impacted.
- Make full use of planning and social value obligations to secure affordable housing, jobs and other local benefits from investment in Southwark.
- Improve access to town centres and growth areas with station improvements at Elephant and Castle and Peckham Rye.
- Work with TfL and wider partners to deliver the upgrade and extension of the Bakerloo Line, unlocking 5,000 jobs and 10,500 homes in Southwark and a total of 130,000 jobs and 110,000 homes across London.
- Make superfast broadband available to homes and businesses across the borough.
- Ensure Southwark is a business-friendly council, making it easy for new and existing business to access council services.

# A greener economy

We will grow the green economy and support a just transition to net zero.

The green economy offers new opportunities, but we need to ensure it works for all.

Across London, the number of jobs in the green economy is predicted to double by 2030. While this provides opportunities for young people with the right skills, many jobs in the green economy will require older workers to reskill. Local SMEs will need support to understand and benefit from supply chains arising from net-zero investments.

Climate change and poor air quality also threatens Southwark's businesses and residents' economic futures, with people living in areas of higher deprivation more likely to be at risk. We will work with anchor institutions, businesses and other stakeholders to reduce emissions and waste and create green jobs.

## How we will deliver:

- Provide small business support and affordable workspace for new and growing low-carbon businesses.
- Influence and support Southwark businesses to identify and reduce emissions in areas such as buildings and transport.
- Support local businesses to compete for work arising from council investment under the Southwark Climate Change Strategy, such as retrofitting council buildings for energy efficiencies and reduction in carbon emissions.
- Continue to support the circular economy to reduce waste and create jobs.
- Prepare residents for new roles in a growing green economy, including reskilling older workers and developing pathways for young people into good green jobs.
- Ensure we support those at greatest risk of disadvantage from the move to a net-zero economy, so no one is left behind.
- Work with business and public sector partners to plan for and prevent impacts from climate-related events on the local economy, such as extreme heat and flooding.



# Thriving high streets

We will promote thriving high streets for all.

**High streets continue to adapt to changing working and shopping habits.**

High streets and town centres increasingly provide social and leisure opportunities as shopping and services move online, while new commuting patterns have affected footfall. People value their local high streets as the heart of their neighbourhood and many depend on them for essential goods and services.

We want our high streets to be sustainable, accessible places where all residents are able to access a range of goods and services close to home. We will promote a strong sense of pride and ownership in high streets that reflect the diversity of Southwark's communities. Our high streets will be greener, healthier and safer, and local residents and businesses will be involved in their upkeep and development.

## How we will deliver:

- Protect employment space and attract new businesses investment into our town centres and high streets.
- Use our planning powers and role as a landlord to protect the role of markets, high streets and town centres as providers of essential goods and services to our communities and to shape healthier high streets.
- Support high streets across the borough to adapt and respond to shifting footfall patterns through our ongoing programme of investment and initiatives such as the Thriving High Streets Fund.
- Put local communities and businesses at the heart of town centre improvements by co-creating individual town centre action plans.
- Support the recovery of the hospitality, night-time and cultural economy while also recognising and addressing health and community safety concerns.
- Promote safer high streets and encourage businesses to sign up to good practice such as the Women's Night Safety Charter.
- Encourage businesses to switch to zero-pollution delivery vehicles, especially in town centres with poor air quality.



# Inclusive neighbourhoods

We will grow neighbourhood economies that support inclusion and wellbeing.

Access to community networks, local services and support is difficult for many, with serious impacts on wellbeing.

The ability to access basic services, feel connected to a community and so have somewhere to turn for support is essential for health and wellbeing. Where these are lacking, mental and physical health issues can limit an individual's ability to participate in family life, social activities, local communities, and the wider economy.

We want everyone in Southwark to be able to access basic services, be more active and healthier, feel connected to a community and have somewhere to turn for support locally.

## How we will deliver:

- Grow a network of start-up hubs rooted in our communities to support neighbourhood economies.
- Ensure our commissioned employment and business support services including Southwark Works and the Southwark Pioneers Fund are accessible across our estates and neighbourhoods.
- Increase access to digital devices, connection, motivation and skills for digitally excluded residents.
- Provide free, good quality essential skills support in English, Maths and digital skills within our neighbourhoods.
- Ensure everyone has access to healthy, affordable food within a short walk of their home and work towards healthier streets for people.
- Work with our voluntary and community sector to offer help with essential needs and encourage inclusion and connectedness at neighbourhood level.
- Encourage co-design of solutions to local health and wellbeing challenges by bringing together local communities and health and life sciences partners.
- Protect and preserve essential community infrastructure in neighbourhoods such as libraries, leisure centres, schools, playgrounds, sportsgrounds and green spaces.

# Extending local ownership

We will grow our residents' stake in the economy and direct more of Southwark's wealth into our communities.

Much of Southwark's economy is owned and operated remotely, meaning money flows out of our borough instead of into our communities.

Promoting growth and attracting investment must be complemented by activities designed to build and retain the wealth being generated in the borough through the work and talent of our communities and businesses.

The ownership of companies, buildings and land also shapes decisions that affect the local economy. We want to encourage broader and more transparent ownership of the economy through co-operatives and other local ownership models that bring social and economic benefits to our neighbourhoods.

## How we will deliver:

- Grow the role of co-operatives, community and social enterprises in the economy.
- Provide extra support for local entrepreneurs who are underrepresented in business, including women, Black, Asian, minority ethnic and disabled people.
- Consider findings from the independently-led Southwark Land Commission to explore new models for management, ownership and use of land and property to open up economic opportunities for local people.
- Develop a targeted approach to securing social value for residents through our investment and procurement.
- Increase our spend in the local economy and work with the largest local organisations to do the same.
- Work alongside communities, residents and businesses to develop innovative ways of designing and providing support for a more inclusive economy.
- Enable a more impactful, collaborative and sustainable voluntary and community sector.



# Southwark's Youth Deal

We will secure unlimited opportunities for Southwark's young people.

Young people are seizing opportunities in difficult circumstances, but some are at risk of being left behind.

Southwark is a borough where young people are facing unprecedented economic challenges. While many young people do well, a large number of families, particularly in the most deprived areas of Southwark, experience low pay and irregular, insecure work across multiple generations. This presents long-term risks to wellbeing for young adults.

We want all young people in Southwark to be well prepared to pursue any career they choose, regardless of their background or circumstances.

## How we will deliver:

- Under the council's Youth Deal, ensure all young people have awareness of and access to good quality career opportunities while in education and when entering the labour market, including through a digital information hub and regular youth opportunities bulletin.
- Provide additional engagement and support for young people from low-income families in the most disadvantaged parts of the borough, and other groups who are most at risk of being left behind including young carers and young people in care.
- Redouble our efforts to create quality apprenticeships, traineeships, paid internships and work experience opportunities for young people, with the broadest range of opportunities on offer at the borough's largest employers.
- Support young entrepreneurs to start their own business through the Southwark Pioneers Fund and other targeted programmes.
- Involve the Southwark Youth Parliament in developing new skills, employment and enterprise support for young people.



# Good work for all

We will support residents to find good quality well paid jobs and close pay and employment gaps.

Low-paid, insecure work and the high cost of living means incomes are precarious for many, reinforcing longstanding inequalities.

Income deprivation also affects those in work. Southwark is a costly place to live, work and bring up a family, and the effect of low pay is made worse by job insecurity and irregular incomes.

We want jobs to pay a real living wage, to lower the cost of living where possible, and for those out of work to have straightforward access to the additional support they need. Gender, ethnicity and disability employment and pay gaps demonstrate the earnings inequality faced by many and must be closed.

## How we will deliver:

- Build on our status as London's first Living Wage Borough to double the number of local employers paying the London Living Wage by 2026.
- Increase awareness of rights at work and the benefits of trade union membership.
- Raise standards, pay and conditions, promote healthier workplaces and address discrimination in the workplace in partnership with employers and trade unions.
- Provide effective, personalised support to those out of work who have multiple barriers to accessing good jobs.
- Work with employers so that people who need to work flexibly can find a job to match their circumstances.
- Support progression in the workplace, especially for those trapped in low-paid roles by issues such as ill-health, disability or caring responsibilities.
- Direct support to communities most in need, actively targeting persistent gender, ethnicity and disability employment and pay gaps in the borough.
- Provide a 'no wrong door' to residents looking for support with employment, benefits, financial difficulties or help to alleviate other forms of poverty, e.g. food or fuel poverty.
- Deliver more affordable housing to help reduce housing costs as a proportion of income.
- Increase access to affordable childcare for working parents.



# Skills for now and the future

We will help residents gain the right skills for the job.

Many people have left the labour market, and employers can't find the skills they need.

Lack of access to quality skills provision is a long-standing issue, contributing to ongoing skills shortages, worsened by the numbers leaving the workforce since 2020. People in lower-skilled roles are also struggling to find routes out of the low-skill, low-pay trap and progress their careers.

We want people of all ages in Southwark to know how to acquire the skills needed to get good, well-paid jobs across all sectors. We'll bring together employers in key sectors with skills providers to improve the range, quality and relevance of the skills offer available to Southwark residents.

## How we will deliver:

- Bring employers and training providers together to develop and invest in innovative skills programmes to address skills shortages in key sectors.
- Support education and training providers to offer high quality, accessible skills training in line with employer needs.
- Put Southwark learners first in getting the best possible funding deal for learning and skills.
- Offer clear, accessible careers information, advice and guidance to people at all stages of life.
- Provide more apprenticeship opportunities locally, particularly for our young and disadvantaged residents.
- Support residents to engage with local essential skills support at formal education institutions and within our neighbourhoods.
- Establish new skills pathways to employment opportunities arising from our life science district.
- Develop local capacity to meet the growing demand for green skills, with a focus on provision for those at greatest risk of being left behind.
- Inspire and help residents from disadvantaged backgrounds to pursue careers in our creative, digital and cultural sectors.
- Improve access to health and social care jobs locally, helping to address longstanding workforce challenges and unlock local opportunities for our residents.
- Increase the take-up of hospitality jobs locally, by raising the profile of the sector and improving local hospitality skills provision.

# People-powered delivery

This is a strategy for the whole borough, developed with resident and business communities and strategic partners.

**During our Southwark 2030 conversations, we have listened to people's lived experiences of our local economy and their views on how it could work better for all. Here we have set out our response.**

A detailed delivery plan for each theme will set out how we will work with partners to build on work done to date and grow existing networks to reach these objectives.

To achieve every objective in full we will need to secure additional investment in our borough as well as making the best use of the combined resources and assets.

Full delivery of the strategy will only be achieved through strong local partnerships working in collaboration to achieve our goals across Southwark and in local neighbourhoods. Southwark's businesses are at the centre of growing an economy that works better for everyone. We will use our convening power to bring together businesses, BIDs, universities and colleges, NHS Trusts, cultural institutions, property developers, voluntary sector and public sector partners to reach these shared goals.

We will ensure that the needs, knowledge and lived experience of communities will be at the heart of delivery, with residents and businesses from all backgrounds and neighbourhoods involved in delivery of the strategy.

Together, through these combined talents, assets and strengths, we will achieve a fairer, greener, more resilient Southwark economy for all.





# Equality Impact and Needs Analysis: Southwark Economic Strategy 2023- 2030

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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 competing 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>		Economic Strategy 2023-2030			
<b>Equality analysis author</b>		Nick Wolff, Principal Strategy Officer			
<b>Strategic Director:</b>		Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth			
<b>Department</b>		Environment, Neighbourhoods and Growth	<b>Division</b>	Local Economy	
<b>Period analysis undertaken</b>		October 2022 to April 2023			
<b>Date of review (if applicable)</b>					
<b>Sign-off</b>	Danny Edwards	<b>Position</b>	Head of Economy	<b>Date</b>	12/9/23

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

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

Southwark's Economic Strategy will guide how the council works directly and with partners to shape Southwark's economy in coming years.

It will align with the emerging Southwark 2030 vision and plan to shape a medium-term vision for Southwark's economy and how we work towards achieving our aims. It also builds on the previous Economic Wellbeing Strategy that was last updated in 2017, bringing together learning from the delivery of that strategy with evidence of the profound and unequal economic impacts on residents and businesses of the Covid-19 pandemic, Brexit, low growth, and rising costs of living and doing business.

The strategy sets out a vision for 'A fairer, greener, more resilient economy'. This vision for Southwark's economy in 2030 is developed further under three headline outcomes:

- A high growth, low emission economy
- An economy with opportunity for all
- An economy of good work

The vision will be supported through eight delivery themes, under which sit the headline actions the council will take, working with partners to deliver these outcomes. These are:

- Investment and growth
- A greener economy
- Thriving high streets
- Inclusive neighbourhoods
- Extending local ownership
- Southwark's Youth Deal
- Good work for all
- Skills for now and the future

Following adoption by the Cabinet, a delivery plan will be developed and maintained, to track progress against each delivery theme.

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

2. Service users and stakeholders	
<p><b>Key users of the department or service</b></p>	<p>The strategy will guide the commissioning of a range of projects and services that shape and support a fairer, greener and more resilient economy in Southwark.</p> <p>Key groups of service users are likely to include:</p> <ul style="list-style-type: none"> <li>- Residents on low incomes facing barriers to employment or to increasing their income.</li> <li>- Residents in need of support with skills and learning.</li> <li>- Residents seeking to start up or grow a small business.</li> <li>- Small and medium sized enterprises in need of support to, for example grow their business, employ local people or reduce carbon emissions.</li> <li>- Voluntary and community organisations and social enterprises seeking to provide services and grow their capacity to deliver outcomes in support of the Economic Strategy.</li> </ul> <p>Other groups affected by the strategy will include:</p> <ul style="list-style-type: none"> <li>- Businesses in the borough</li> <li>- Employers</li> <li>- Families of those receiving support to find employment and grow incomes</li> <li>- Users of high streets and town centres</li> <li>- Training and learning providers including schools, colleges, universities and private sector skills providers</li> <li>- The voluntary and community sector</li> <li>- Statutory service providers</li> <li>- Other local authorities</li> <li>- Business networks including Business Improvement Districts</li> </ul>
<p><b>Key stakeholders were/are involved in this policy/decision/business plan</b></p>	<p>Consultation on the draft strategy was undertaken between July and November 2022 via an open online survey plus meetings with local partnerships and stakeholder groups. Groups invited to contribute to the development of the strategy include:</p> <ul style="list-style-type: none"> <li>- Southwark Anchors Network</li> <li>- Southwark Skills Partnership</li> <li>- Southwark Youth Parliament</li> <li>- Southwark Digital Inclusion Group</li> <li>- Southwark Culture Network</li> <li>- Southwark Climate Justice Coalition</li> <li>- Southwark Works Network</li> <li>- Forum for Equalities and Human Rights in Southwark</li> <li>- Community Southwark members</li> <li>- Southwark Legal Advice Network</li> <li>- Southwark Food Alliance</li> <li>- Trade Unions</li> <li>- Living Wage Foundation</li> <li>- Impact on Urban Health</li> <li>- Better Bankside BID</li> <li>- Team London Bridge BID</li> <li>- Blue Bermondsey BID</li> <li>- We Are Waterloo BID</li> <li>- South Bank BID</li> </ul>



	<ul style="list-style-type: none"><li>- Federation of Small Businesses</li><li>- Southwark Chamber of Commerce</li><li>- British Land</li><li>- Lendlease</li><li>- The Arch Company</li><li>- SOUHAG</li><li>- Southwark businesses (via business newsletter)</li><li>- Southwark residents (via Southwark Life e-newsletter)</li><li>- Southwark youth opportunities bulletin recipients</li><li>- Southwark Stands Together networks</li><li>- Staff Climate Network</li><li>- Tenants and Residents Associations</li><li>- Greater London Authority</li><li>- Transport for London</li><li>- Metropolitan Police</li><li>- DWP</li><li>- Central London Forward</li><li>- London Councils</li><li>- London Borough of Lambeth</li><li>- London Borough of Lewisham</li><li>- London Borough of Wandsworth</li><li>- MPs and London Assembly Members</li></ul>
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## 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 under represented 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)**

### **Southwark's age profile**

Southwark is a relatively young borough. Its median age in 2021 was 32.4, compared to 34.9 across London and 39.4 across England. However, Southwark's comparatively young population is mainly due to large numbers of young adults in their 20s and 30s, rather than to children and teenagers.<sup>1</sup>

The relatively low numbers of children in Southwark and high housing costs are related, with adults in their 30s and 40s and young children leaving the borough in greater numbers than they move in<sup>2</sup>. The high cost of housing also contributes to relatively high levels of child poverty, with 43% of the borough's children living in households in poverty after housing costs are accounted for—the sixth highest in London.<sup>3</sup>

### **Age and socio-economic outcomes: how the strategy aims to make positive impacts**

The Economic Strategy seeks to address a wide range of socio-economic challenges that relate to age.

#### Employment and pay

Overall, young people in Southwark aged 18-24 are less likely to be in employment than the average person of working age (58% vs 77% employment rate<sup>4</sup>). While in part this can be accounted to young people in full time education, the youth employment gap widened to 30 percentage points during the pandemic with young people disproportionately working in the sectors worst affected by job losses. The strategy therefore sets out to increase the overall employment rate for young people and to ensure that younger people who have had their early careers disrupted by the pandemic will be supported to re-enter and progress in employment.

The employment prospects for young people vary across the borough. Young people from low-income families in the most disadvantaged areas of Southwark are more at risk of unemployment and less likely to have exposure to good quality career opportunities compared to young people in more prosperous parts of the borough<sup>5</sup>. The strategy sets out to ensure additional support is provided to those

<sup>1</sup> Census 2021

<sup>2</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>3</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>4</sup> NOMIS Labour Market Statistics

<sup>5</sup> Southwark Economic Evidence Base, PRD (2022)

most in need, to reduce the employment gap for young people from low-income families in the most disadvantaged parts of the borough.

Young people in Southwark from Black and Mixed or Multiple ethnic groups are more likely to face disadvantage in the labour market than young people from Asian or White ethnic groups with employment and pay inequalities set out in further detail in the Race section of this analysis.

For those in the workforce, younger people are disproportionately represented in lower paid, less secure sectors such as hospitality and retail<sup>6</sup>. The strategy sets out to increase payment of the London Living Wage and improve employment conditions across such lower paid sectors, which will have a positive impact on younger age workers.

Inequality can be maintained by the barriers preventing young people from lower-income families in Southwark securing good quality, high skilled jobs in growth sectors and Southwark's largest employers with potential for advancement and secure pay. The strategy sets out to increased access to quality apprenticeships, traineeships, paid internship and work experience opportunities for young people. Young people will also be supported to acquire the skills needed for new roles in growth sectors of the local economy such as the green economy, life sciences and digital.

People in older age groups are more likely to experience age-related physical and mental health conditions that act as barriers to accessing good jobs. Many people aged over 50 have left the workforce following the pandemic, some will have done so voluntarily but many have done so for health reasons.<sup>7</sup> The strategy sets out to measures to support those over 50 to re-enter the workforce where they wish to do so, including support to address health barriers.

### Environmental impacts and the economy

In Southwark, children and older people disproportionately live in areas affected by poor air quality (2.6% and 2.1% respectively, compared to all borough figure of 1.9%<sup>8</sup>).with potential impacts on health and economic wellbeing. The strategy sets out measures to make Southwark's economy greener including promoting low-carbon commercial transport options, especially in town centres and areas with poor air quality, which should lead to a positive impact on longer term outcomes.

The strategy addresses the need to decarbonise Southwark's economy to support the transition to net-zero. However evidence suggests that people who are mid-career in some high-carbon sectors such as construction and transport will be more likely to see changes in their roles<sup>9</sup>. The strategy therefore anticipates the

<sup>6</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>7</sup> London Datastore, Economic inactivity trends in London: Are Londoners aged 50 and over leaving the London labour market? An update (2022) [\[WEB\]](#)

<sup>8</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>9</sup> Southwark Economic Evidence Base, PRD (2022)

need to support people who are mid-career as well as new entrants to re-skill for the transition to a low-carbon economy.

### Connection and wellbeing

The impact of disruption to employment early in a career can extend into significant wider social harms. These including concerns among residents during the pandemic that lack of opportunities were leading young people to becoming victims of knife crime, grooming, and gang activity<sup>10</sup>, and evidence of a substantial increase in homelessness applications from young people of during the pandemic compared to the previous year<sup>11</sup>. The mental health impacts on young people are high, and the strategy sets out approaches to integrate mental health support with employment services, along with person-centred support for young people facing multiple barriers to securing good quality employment.

Digital exclusion is linked to both age and socio-economic disadvantage. Digital exclusion increases with age<sup>12</sup> but the effect is more pronounced in lower income groups. Young people from lower income families can also experience digital exclusion. A July 2020 survey of Southwark residents found that one in five children lacked sufficient access to technology for home schooling, especially children of Black and Asian respondents (29% and 30% respectively, vs 12% of white respondents)<sup>13</sup>. The strategy sets out measures through which digitally excluded people will have greater access to digital devices, connection, motivation and skills.

People in younger and older age groups, especially those with lower incomes are more likely to rely on local goods and services.<sup>14</sup> The strategy sets out objectives for protection and support for the foundational economy and healthier town centres, with the intended aim that those who rely on them are able to access healthy, affordable and accessible goods and services.

### **Potential negative impacts related to age to consider in the implementation of the strategy:**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- If resources available for employment programmes are constrained, continuing to prioritise support for younger and older cohorts may lead to less support available for those outside these age cohorts.

<sup>10</sup> Social Life, Understanding Southwark, 2021

<sup>11</sup> Southwark Public Health Division

<sup>12</sup> UK Consumer Digital Index 2022 ([WEB](#))

<sup>13</sup> Southwark Public Health Division, Covid-19 inequalities impact assessment, Mar 2021 ([PDF](#))

<sup>14</sup> GLA, High Streets for All ([WEB](#))

- Very young children may experience developmental disadvantage if parents are encouraged into employment without access to good quality affordable childcare support.
- Older people reliant on unpaid care from working-age family may face a reduced quality of life if their carers are encouraged into employment without availability of and access to replacement affordable quality care.

All the potential negative impacts related to Age will have a disproportionately greater impact on those experiencing greater socio-economic disadvantage.

<b>Equality information on which above analysis is based</b>	<b>Socio-Economic data on which above analysis is based</b>
See footnotes.	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within text above.	

**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)**

### **Southwark's population and disability**

Almost 1 in 6 (14%) Southwark residents identify as disabled (based on 2010 Equality Act definitions), a similar proportion to London and England.

The number of disabled residents increased by 3,000 (8%) between 2011 and 2021. In addition to these numbers, 18,000 Southwark residents reported having long-term health conditions that did not affect their day to day activities.<sup>15</sup>

Around 1 in 4 Southwark households contain one person with a disability. However, Southwark's disabled population is unevenly spread geographically. Neighbourhood areas with the highest proportions of disabled residents were in Newington, Nunhead & Queen's Road, Old Kent Road and North Bermondsey/Rotherhithe.<sup>16</sup> These areas had disability levels over 3 times higher than the areas with lowest levels of disability and tend to overlap with higher numbers of older residents and higher levels of income deprivation.

### **Disability and socio-economic outcomes**

Socio-economic disadvantage and disability are strongly correlated. On average, people with disabilities have lower incomes, are less likely to be employed, have fewer and lower level qualifications<sup>17</sup> and are more likely to experience other forms of exclusion such as loneliness<sup>18</sup> and digital exclusion<sup>19</sup>.

These dimensions of socio-economic disadvantage, damaging as they are on their own, are maintained over the long term by the effect of disability to further reduce opportunities available to individuals to improve their economic conditions. As a result, people with disabilities are more likely to be in positions of socio-economic disadvantage and to face greater barriers to changing their circumstances than people without disabilities.<sup>20</sup>

Furthermore, children and young people with disabilities in families with low incomes face additional disadvantage in their chances of securing good employment when they enter the labour market compared to those with disabilities in higher income families.<sup>21</sup>

The reciprocal links between disability and socio economic disadvantaged are also felt by working age adults on low incomes caring for family members with disabilities, who are more likely to have interrupted earnings due to their care responsibilities than higher income households or carers of non-working age.<sup>22</sup>

The relationship between disability and socio-economic disadvantage will be compounded for people with more than one protected characteristic by the intersection of several dimensions of inequality. For example, ethnicity and gender pay and employment gaps will intersect with disability to present multiple labour-market disadvantages to Black women with disabilities beyond those experienced by White men with disabilities.

<sup>15</sup> Census 2021

<sup>16</sup> Census 2021

<sup>17</sup> How is the cost of living crisis affecting disabled people in the UK?, Economic Observatory, 2022 ([WEB](#))

<sup>18</sup> Southwark Loneliness Strategy 2020-2024 ([PDF](#))

<sup>19</sup> UK Consumer Digital Index 2022 ([WEB](#))

<sup>20</sup> How is the cost of living crisis affecting disabled people in the UK?, Economic Observatory, 2022 ([WEB](#))

<sup>21</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>22</sup> Informal carers & poverty in the UK, New Policy Institute, 2016 ([PDF](#))

The economic strategy, through its themes of fairness and resilience, sets out to weaken the links between disability and socio-economic disadvantage for people with disabilities in Southwark.

### **How the strategy aims to make positive impacts related to disability**

The Economic Strategy aims to drive improved outcomes for people with disabilities in Southwark across the following measures:

- Increased overall employment rate for people with disabilities and long-term health conditions.
- Increased access to good quality jobs with pay at the London Living Wage and above and flexible, disability-friendly employment terms for people with disabilities and long-term health conditions.
- People who have left the labour market due to physical and mental health conditions that act as barriers to accessing good jobs are supported to re-enter the workforce.
- Increased access to quality apprenticeships, traineeships, paid internship and work experience opportunities for young people with special educational needs and disabilities.
- People with disabilities who are under-represented as entrepreneurs in specialist and growth sectors supported to start and grow businesses.
- People with disabilities and health conditions have more straightforward access to support with seeking employment and/or dealing with financial difficulties and other forms of poverty through the 'no wrong door' principle.
- People with physical and mental health conditions representing barriers to employment receive effective, specialist support person-centred support to access good jobs.
- People with disabilities, who are more likely to benefit from assistive technologies but are also more likely to be digitally excluded, have greater access to digital devices, connection, motivation and skills.
- People with disabilities that limit mobility who are more likely to rely on local goods and services are able to access healthy, affordable and accessible goods and services through protection and support for the foundational economy and healthier town centres.

### **Potential negative impacts related to disability to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- People with disabilities reliant on unpaid care from working-age family may face a reduced quality of life if their carers are encouraged into employment without availability of and access to replacement affordable quality care.



<ul style="list-style-type: none"> <li>People with disabilities in receipt of some benefits may risk losing income if encouraged into employment with inconsistent earnings due to delays in adjustment of Universal Credit payments.</li> </ul>	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
See footnotes.	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within text above.	

<p><b>Gender reassignment:</b> - The process of transitioning from one gender to another.</p> <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.</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>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>
<p><b>Southwark's population and gender reassignment</b></p> <p>Southwark has a higher percentage of residents identifying as trans or non-binary (1.2%) than London (0.9%) and England (0.5%). Southwark ranked 5<sup>th</sup> highest in England and 4<sup>th</sup> highest in London for levels of trans/non-binary identity. Southwark's trans and non-binary population has a distinct concentration in the Burgess Park neighbourhood area with 8% of residents identifying as trans or non-binary, the highest individual prevalence for an area in England.<sup>23</sup></p> <p><b>Gender reassignment and socio-economic outcomes</b></p> <p>Significant proportions of trans people report experiencing discrimination in the workplace and the labour market.<sup>24</sup></p> <p>Evidence indicates that trans residents are more likely to experience mental health issues - such as depression, anxiety and suicidal thoughts – than the general population, which are well known to hinder the earning and managing of</p>	

<sup>23</sup> Census 2021

<sup>24</sup> LGBT in Britain – Work Report, Stonewall, 2018 ([PDF](#))

money. Therefore, it is fair to assume that Southwark's trans population may be less financially resilient than the general population.

Further, it should be assumed that many of the challenges faced by those who have transitioned from male to female will overlap with those faced by residents whose gender and gender identity has been female since birth. These challenges are set out in detail in the 'Sex' section of the EINA but in brief these may include:

- Women are more likely to be unpaid carers, single parents, and are therefore more likely to face the financial pressures associated with caring and single parenting.
- Women are underrepresented in more highly paid sectors and overrepresented in less well-paid sectors, both as employees and entrepreneurs.
- Women, who are less likely to start businesses overall
- Mid-career interruptions and caring responsibilities may have a cumulative impact on women's earnings.

#### **How the strategy aims to make positive impacts related to gender reassignment**

The Economic Strategy aims to drive improved outcomes for identifying as trans or non-binary in Southwark across the following measures:

- Through the council's work with employers and trade unions, particularly those in the foundational economy to raise standards, pay and conditions, residents are less likely to face discrimination when applying for work and in the workplace due to their gender identify or reassignment (or any other protected characteristic).
- People with mental health conditions representing barriers to employment receive effective, person-centred support to access good jobs.

The following positive impacts also relate to sex, and further detail can be found in the 'Sex' section of the EINA.

- Through actions such as supporting more flexible employment policies and increasing the payment of London Living Wage in sectors where women are over-represented, the strategy aims to support the closure of the gender pay gap.
- Women will have greater access to entrepreneurship support to help remove barriers to entry and growth.
- To effect longer term change in the gendered structure of the economy, younger women will have access to good quality careers advice, skills opportunities and employment support to help remove barriers to opportunities in higher-paid sectors and roles where women are under-represented.
- Initiatives such as the Women's Night Safety Charter will support women to feel safer in Southwark's town centres at night

### **Potential negative impacts related to gender reassignment to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- Potential negative impacts may occur if programmes or projects are implemented without consideration and mitigation of the potential unequal impacts on gender assignment and identity including taking into account the widespread discrimination and abuse experienced by non-binary and trans people in the labour market and the workplace,
- If the mental health issues faced by this group of residents are not properly considered when employment support interventions are designed, there is also a risk that residents within this group do not receive effective, person-centred support and continue to face barriers to employment related to mental health.

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

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

See footnotes.

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

Included within text above.

**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.)**

**Potential impacts (positive and negative) of proposed policy/decision/business plan**

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

**Southwark's population and marriage and civil partnership**

Southwark is a relatively young borough, with an average age of 32.4 years, more than two years younger than the average for London and seven years younger than the average for England. With the average age at marriage for same-sex couples in 2019 being 38.1 for men and 33.8 for women, and for opposite-sex couples 34.3, unsurprisingly most of Southwark's residents aged 16 and over (60%) have never married or been in a civil partnership. This has increased since the 2011 Census.<sup>25</sup>

Nationally, among those identifying as lesbian, gay or bisexual in 2019, more than two-thirds (68.8%) had never married or been in a civil partnership. Local data isn't available, but it can be safely assumed that the percentage is higher in Southwark given the size of Southwark's LGBTQI+ community (see sexual orientation section) and the borough's low average age.

### **Marriage and civil partnership and socio-economic outcomes**

As noted above, same-sex couples can also have their relationships legally recognised as 'civil partnerships', and those who have must not be treated less favourably than those who have entered into marriage. This form of discrimination is most likely to occur during recruitment and/or within the workplace, if employers do not adhere to employment law.

It may also occur when a resident applies for accommodation, particularly within the unregulated private sector, for example where a landlord or letting agent's preference is a married couple, rather than a couple in a civil partnership. Likewise, single residents may be discriminated against when seeking to rent or purchase a property.

Finally, the financial pressures faced by single residents living in an expensive borough such as Southwark requires consideration. For example, a single income household relying solely on a full time London Living Wage could not comfortably afford their own privately rented one bedroom flat anywhere in the borough.<sup>26</sup>

### **How the strategy aims to make positive impacts related to marriage and civil partnership**

The Economic Strategy aims to drive improved outcomes related to marriage and civil partnership in Southwark across the following measures:

- Through the council's work with employers and trade unions, particularly those in the foundational economy to raise standards, pay and conditions, residents are less likely to face discrimination when applying for work and in the workplace due to their relationship status (or any other protected characteristic).
- Single residents facing financial difficulties (which may or may not be as a result of discrimination within an area of the economy such as housing) are better able to access well paid employment opportunities as a result of the council's work with the foundational economy and through its promotion of the London Living Wage.

<sup>25</sup> Census 2021

<sup>26</sup> Southwark Economic Evidence Base, PRD (2022)

- Residents, particularly those on low incomes, such as those in single-income households, have greater access to affordable housing within the borough as the council increases its output of affordable housing stock.

**Potential negative impacts related to marriage and civil partnership to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- Projects and programmes fail to target change in areas of the economy where standards of employment are lower and breaches of employment law are more likely to occur, such as the foundational economy.
- Employment support programmes do not sufficiently account for the high housing costs for single people and residents reliant on a single income continue to struggle to find affordable accommodation within the borough.

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

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

See footnotes.

**Mitigating actions to be taken**

Included within the text above.

**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 against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**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)**

**Southwark's population and pregnancy and maternity**

There were just over 3,500 live births in Southwark in 2021, and the average age of mothers giving birth is just over 33 years.<sup>27</sup>

### **Pregnancy and maternity and socio-economic outcomes**

Expectant and new parents often have costs to bear that cannot be delayed, such as equipment and clothing for new-borns, as well as groceries and toiletries, reducing their financial flexibility and, therefore, their financial resilience.

For medical reasons, expectant mothers may also need to take unpaid leave during pregnancy, further impacting their financial flexibility and resilience.

When on maternity leave, new parents can be expected to spend more time at home, incurring additional energy costs - particularly during the colder months – linked to keeping the house adequately heated for babies, as well as for themselves, adding to the financial pressures associated with the purchasing of equipment, groceries, etc

Becoming a new parent can be a trigger point for loneliness, as parents spend less time – or for periods spend no time at all – socialising with family members, friends and colleagues.<sup>28</sup>

During both pregnancy and maternity, financial difficulties can limit a parent's access to a healthy and nutritious diet, which is of particular importance for pregnant and breastfeeding women.

All of the above impacts will be more acute for single parents, particularly those unable to access emotional or financial support from friends, family or the community.

Women may face maternity discrimination in sectors of the economy where standards of employment are lower and breaches of employment law are more likely to occur. The foundational economy, where standards, pay and conditions are generally lower is an area of concern.

Even without overt discrimination, pregnancy and maternity can contribute negatively to employment and pay outcomes, with women substantially more likely to take time out from earning to care for young children than men.<sup>29</sup>

The impacts on work can include a reduction in hours, turning down potential job opportunities, and leaving the workforce entirely.

<sup>27</sup> <https://www.southwark.gov.uk/health-and-wellbeing/public-health/health-and-wellbeing-in-southwark-jsna/southwark-profile>

<sup>28</sup>

<https://moderngov.southwark.gov.uk/documents/s88179/Appendix%201%20loneliness%20strategy.pdf>

<sup>29</sup> Centre for Progressive Policy, 2021 [[WEB](#)]

### **How the strategy aims to make positive impacts related to pregnancy and maternity**

The Economic Strategy aims to drive improved outcomes for expectant and new parents in Southwark across the following measures:

- The council will encourage and support access to neighbourhood-level support for residents including expectant and new parents, with basic needs, and advice and support to increase incomes and financial security.
- The council will work with employers and trade unions to raise standards, pay and conditions, reducing the likelihood of maternity discrimination whilst increasing rates of pay.
- Working towards healthier street principles to ensure healthy, affordable and accessible goods and services are available in all our high streets and town centres.

### **Potential negative impacts related to pregnancy and maternity to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- Projects and programmes fail to target change in areas of the economy where standards of employment are lower and breaches of employment law are more likely to occur, such as the foundational economy.
- Employment support programmes do not sufficiently account for the high costs of childcare so parents of young children struggle to afford to work and live in Southwark.

<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
See footnotes	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within the text above.	

<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><b>Southwark's population and race</b></p> <p>Southwark is a diverse borough with residents from a wide range of ethnicities and backgrounds. Census 2021 shows that 51% of Southwark's population are from a White ethnic background, 25% are from Black, Black British, Caribbean or African ethnic background; 7% from a Mixed or multiple ethnic background and 10% from an Asian or Asian British ethnic background.<sup>30</sup></p> <p><b>Race and socio-economic outcomes</b></p> <p>The relationship between socio-economic disadvantage and ethnicity is well established. Ethnicity employment and pay gaps reflect structural disadvantage and discrimination in employment and the workplace for Black, Asian and minority ethnic people compared to White people.<sup>31</sup> Inequalities related to ethnicity will also intersect significantly with other protected characteristics to create variations in outcomes for wider groups detailed elsewhere in this EINA.</p> <p>This high-level picture of inequality is replicated through multiple dimensions within the economy.</p> <ul style="list-style-type: none"> <li>• In the 2021 Census, 7% of residents age 16+ from Black ethnic groups and 6% from Mixed or Multiple ethnic groups identified as unemployed against 3% from Asian and White ethnic groups.<sup>32</sup></li> <li>• Black residents in Southwark were more likely to struggle financially during the pandemic, when already disadvantaged groups were more likely to lose income and suffer job insecurity.<sup>33</sup></li> <li>• Asian (25% and Black (23% Londoners were more likely to report that they were financially struggling in November 2022 than average Londoners (19%).<sup>34</sup></li> <li>• Southwark's ethnicity pay gap also extends to job insecurity, linked to the racial imbalance of employment across low, medium and high job security sectors. Jobs more prone to be on zero-hours contracts are occupied by higher proportions of Black residents than other groups.<sup>35</sup></li> </ul>	

<sup>30</sup> Census 2021

<sup>31</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>32</sup> Census 2021 taken from Nomis

<sup>33</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>34</sup> GLA cost of living polling, 2022 ([WEB](#))

<sup>35</sup> Southwark Economic Evidence Base, PRD (2022)



- Black, Asian and minority ethnic groups are underrepresented in some high growth, high value sectors and overrepresented in the foundational economy, which is likely to contribute to continued income inequalities between ethnic groups over the longer term.<sup>36</sup> Small businesses within the foundational economy are also at risk of displacement from rent increases and redevelopment adding to potential income insecurity.<sup>37</sup>
- Looking to the green economy, the sectors requiring the greatest level of reskilling for the green transition have higher proportions of Black, Asian and minority ethnic workers than average.<sup>38</sup>
- As the strategy seeks to encourage a greener economy in Southwark, it is significant to note that Black people disproportionately live in the parts of the borough with poor air quality and high climate risks, with potential long-term impacts on health and economic wellbeing.<sup>39</sup>
- Similarly, Black, Asian and minority ethnic residents, are more likely to live in areas of Southwark with fewer supermarkets and more convenience stores, linked to less access to affordable food and other goods and services.<sup>40</sup>

### **How the strategy aims to make positive impacts related to race**

The Economic Strategy aims to drive improved outcomes related to race in Southwark across the following measures:

- Reduced ethnicity employment and pay gaps in Southwark, with people from Black, Asian and minority ethnic groups having greater access to higher skilled, good quality jobs in larger employers with higher pay and secure employment conditions.
- Support for young people in Southwark from Black and Mixed or Multiple ethnic groups who are more likely to face disadvantage in the labour market than young people from Asian or White ethnic groups leading to reduced lifetime employment and pay inequalities.
- Black residents who are more likely to have been employed in sectors where employment and income fell during the pandemic supported to re-enter employment in jobs paying London Living Wage and above.
- People from Black, Asian and minority ethnic groups, who are less likely to be employed in high skilled roles in fast growing high value sectors have access to good quality careers advice, skills opportunities and employment support to help remove barriers to these opportunities.
- People from Black, Asian and minority ethnic groups who are more likely to be employed and operate businesses within the foundational economy under less threat of their jobs or small businesses leaving the borough due to displacement, and more likely to receive pay at London Living Wage and above and more secure employment conditions.

<sup>36</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>37</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>38</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>39</sup> Southwark Economic Evidence Base, PRD (2022)

<sup>40</sup> Southwark Economic Evidence Base, PRD (2022)

- People from Black, Asian and minority ethnic groups who are more likely to be employed in transport and constructions sectors experiencing the greatest change during the green transition supported to re-skill for lower-carbon roles of the future.
- People from Black, Asian and minority ethnic groups, who are less likely to start businesses in fast growing high value sectors have access to entrepreneurship support to help remove barriers to entry and growth.
- Communities, including communities of common regional or ethnic background, supported to form co-operatives and social enterprises that extend community stewardship of the local economy and share benefits locally.
- Asian and Black residents, who are more likely to report that they are financially struggling during 2022 and who are more likely to live in the parts of Southwark where socio-economic disadvantage is concentrated, have access to services within communities providing support with basic needs, and advice and support to increase skills, incomes and financial security.
- Black residents, who are more likely to live in the parts of Southwark with poor air quality, benefit from improved air quality from growth in low-carbon commercial transport, especially around town centres.
- Black, Asian and minority ethnic residents, who are more likely to live in areas of Southwark with fewer supermarkets and more convenience stores, are able to access healthy, affordable and accessible goods and services through protection and support for the foundational economy and healthier town centres.

### **Potential negative impacts related to race to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

Potential negative impacts related to Race may occur if some actions in the strategy related to developing the local economy are pursued without consideration and mitigation of the potential unequal impacts on different ethnic groups.

For example, if the council follows a strategy of promoting high growth, high value sectors, such as life sciences, the low carbon economy and tech, without addressing the underrepresentation of some ethnic groups within these sectors, then existing inequalities may be maintained and disadvantaged communities unable to benefit from these opportunities.

Similarly, if the council supports a lower-carbon economy without addressing the impact on existing roles in transport and construction and supporting employers and workers with re-skilling for lower-carbon roles in those sectors, then there is a risk of negative economic impacts being disproportionately experienced by people from ethnic groups over-represented in these sectors.

The strategy explicitly acknowledges these risks and sets out objectives to work against them actively, to be carried through in the design and delivery of interventions.	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
See footnotes.	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within the text above.	

<b>Religion and belief</b> - 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.	
<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><b>Southwark's population and religion and belief</b></p> <p>Over 43% of Southwark residents identify as Christian, 10% as Muslim and 36% do not identify with any religion.<sup>41</sup></p> <p>Recent census data mapping reveals that a higher-than-average percentage of Christians reside in some of the more deprived parts of the borough, namely Peckham, Camberwell and parts of Walworth and Bermondsey. There is no observable clustering when the distribution of Muslim residents and residents of other faiths are mapped.<sup>42</sup></p> <p><b>Religion and belief and socio-economic outcomes</b></p> <p>There is little evidence that religious belief and socio-economic outcomes are directly linked. However, the intersection between religious belief and race protected characteristics can contribute to differences in socio-economic outcomes for members of some religious communities. Cultural beliefs associated</p>	

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<sup>41</sup> Census 2021

<sup>42</sup> Census 2021

with some religions may also intersect with sex, pregnancy and maternity, sexual orientation and gender reassignment to affect socio-economic outcomes for people sharing these protected characteristics.

Membership of a religious or faith group can offer residents positive community support with health and wellbeing, including access to support with basic needs for residents facing financial difficulties.

However, these organisations tend to lack financial resilience – as do voluntary and community sector organisations more broadly – and so are more exposed to economic crises. During such times, these organisations will not only face increased demand for the support from vulnerable residents they provide, but also financial pressures to continue to provide the existing level of support. As such, residents reliant on such organisations may struggle to access support in times of greater need.

### **How the strategy aims to make positive impacts related to religion and belief**

The Economic Strategy aims to drive improved outcomes related to religion and belief in Southwark across the following measures:

- The council will continue to fund and support Southwark's voluntary and community sector, enabling it to provide much needed support to vulnerable residents, particularly during times of high demand.
- In addition, the economic strategy will support access to neighbourhood-level support for residents, with basic needs, and advice and support to increase incomes and financial security. This will build on and link into existing support, such as that provided by religious and faith organisations, increasing the range of support available to residents and increasing the capacity of the community to support its residents.

### **Potential negative impacts related to religion and belief to consider in the implementation of the strategy**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

- The risk that delivery of neighbourhood-level support is inconsistent across the borough – or it is simply not possible to provide and/or sustain this support in certain areas – creating inequalities of access and exacerbating existing geographic inequalities.
- The risk that needs of different faiths are not properly considered during the design and implementation of policy responses. Consequently, what is implemented (e.g. an employment support programme) receives lower than expected take-up and the community is under-served.

<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
See footnotes.	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within the text above.	

<b>Sex</b> - A man or a woman.	
<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><b>Southwark's population and sex</b></p> <p>Southwark's population has 6% more women than men in the total all-age population with the disparities predominately in the population above the age of 15. This greatest difference in the working age population is seen in the 20–25 age group, with 22% more women than men.<sup>43</sup></p> <p><b>Sex and socio-economic outcomes: how the strategy aims to make positive impacts</b></p> <p>With women more likely to be unpaid carers, single parents (and therefore more likely to require flexible or part-time employment) and more likely to take breaks from paid employment to raise children the gender pay gap is persistent. Women earned on average 16 percent less per hour than men in London in 2021<sup>44</sup>.</p> <p>The distribution of women's employment across sectors also contributes to the gender pay gap. Women are underrepresented in more highly paid sectors and overrepresented in less well paid sectors of the foundational economy, both as employees and entrepreneurs.<sup>45</sup></p>	

<sup>43</sup> Census 2021

<sup>44</sup> GLA Intelligence, Economic Fairness – Gender Pay Gap ([WEB](#))

<sup>45</sup> Women and the UK Economy, House of Commons Library, 2022 ([PDF](#))

Through actions such as supporting more flexible employment policies and increasing the payment of London Living Wage in sectors where women are over-represented such as health and social care and retail<sup>46</sup> the strategy aims to support the closure of the gender pay gap.

Women, who are less likely to start businesses overall<sup>47</sup>, will also have greater access to entrepreneurship support to help remove barriers to entry and growth.

To effect longer term change in the gendered structure of the economy, younger women will have access to good quality careers advice, skills opportunities and employment support to help remove barriers to opportunities in higher-paid sectors and roles where women are under-represented.

However, with the gender pay gap increasing with age, it is likely that mid-career interruptions and caring responsibilities may have a cumulative impact on women's earnings<sup>48</sup>, meaning substantial change will be required in the availability of childcare and social care to effect significant change.

Single parents, who are significantly more likely to be women and spend a greater proportion of disposable income on groceries, as well as energy bills and housing,<sup>49</sup> will be able to access healthy, affordable and accessible goods and services through protection and support for the foundational economy and healthier town centres.

Initiatives such as the Women's Night Safety Charter will support women to feel safer in Southwark's town centres at night.

Young men, especially those from families experiencing socio-economic disadvantage are more likely to be unemployed than young women<sup>50</sup> and to face additional barriers to developing high-skilled, well paid careers. Greater targeted support with careers advice and guidance, skills and employment support will help to reduce the long-term employment and pay gaps experienced by this group.

### **Potential negative impacts related to sex to consider in the implementation of the strategy:**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

Potential negative impacts related to Sex may occur if some actions in the strategy related to developing the local economy are pursued without consideration and mitigation of the potential unequal impacts on men and women.

<sup>46</sup> Women and the UK Economy, House of Commons Library, 2022 ([PDF](#))

<sup>47</sup> Women and the UK Economy, House of Commons Library, 2022 ([PDF](#))

<sup>48</sup> Women and the UK Economy, House of Commons Library, 2022 ([PDF](#))

<sup>49</sup> Southwark Public Health Division, Cost of Living Crisis – Impacts across protected characteristics, 2022

<sup>50</sup> NOMIS Labour Market Statistics, 2022

For example, if the council follows a strategy of promoting high growth, high value sectors such as life sciences, the low carbon economy and tech without addressing the underrepresentation of women within these sectors, then existing inequalities may be maintained and women less able to benefit from these opportunities.

Similarly, if the council supports entrepreneurship without addressing the underrepresentation of women in leading start-ups, then there is a risk of perpetuating exclusion and benefits of the council's economic interventions disproportionately supporting men.

The strategy acknowledges these risks and sets out objectives to work against them actively, to be carried through in the design and delivery of interventions.

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

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

See footnotes.

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

Included within the text above.

**Sexual orientation** - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes

**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)**

In Southwark, 8.1% of the adult population identify as being gay, lesbian or bisexual (LGB), meaning it has one of the largest LGB communities in the country. Less than half identify as LGB across London (4%) and only 3% identify as LGB nationally.<sup>51</sup>

In the wealthier north west of the borough, residents identifying as LGB exceeds 10% in most areas.<sup>52</sup>

<sup>51</sup> Census 2021

<sup>52</sup> Census 2021

National data from 2019 shows that of all age groups, younger people (aged 16 to 24) were most likely to identify as LGB (6.6%, an increase from 4.4% in 2018). People aged 16 to 24 years who identify as LGB continue to be more likely to identify as bisexual than as lesbian or gay. For other age groups it is more common to identify as lesbian or gay than bisexual.

### **Sexual orientation and socio-economic outcomes**

Available national data on sexual identity shows that across the three high-level socio-economic classifications – Managerial and Professional, Intermediate and Routine and Manual – less than 10% of workers identify as anything other than heterosexual or straight.

Evidence of economic impacts related specifically to sexual orientation is very limited at the national level, and no local evidence exists. However, significant proportions of LGB people report experiencing discrimination in the workplace and the labour market.<sup>53</sup> Residents in the wider LGBTQI+ community in Southwark, particularly those from minority ethnic communities, are also thought to be at high risk of loneliness and social isolation, which can be driven by – and drive – financial worries, as well mental health issues that are well known barriers to economic participation.

### **How the strategy aims to make positive impacts related to sexual orientation:**

By encouraging new peer to peer support models and neighbourhood-level support with basic needs, advice and support to increase incomes and financial security, in areas of the borough where the LGBTQI+ community is well represented but perhaps underserved, those requiring support will have improved access to a greater range of community support and services.

More inclusive, person-centred support to those outside of the labour market facing multiple barriers to accessing good jobs will be better able to address the specific needs and/or sensitivities of members of the LGBTQI+ community seeking employment support.

Working with employers and trade unions in the foundational economy to raise standards, pay and conditions will reduce the likelihood of discrimination against employees/job applicants from the LGBTQI+ community.

### **Potential negative impacts related to sexual orientation to consider in the implementation of the strategy:**

There are some potential negative impacts to the proposed strategy, to be mitigated during implementation through the EINA process for specific projects and programmes within the delivery plan.

<sup>53</sup> LGBT in Britain – Work Report, Stonewall, 2018 ([PDF](#))



<ul style="list-style-type: none"> <li>If policy responses are developed and delivered without proper consideration of the needs of the specific needs and/or sensitivities of the LGBTQI+ community, this may lead to low uptake and the community being under-served.</li> </ul>	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
See footnotes.	
<b>Mitigating and/or improvement actions to be taken</b>	
Included within text above.	

<p><b>Human Rights</b></p> <p>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</p>
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p> <p>The Economic Strategy is anticipated to have a minor positive impact on the right to freedom from forced labour, the right to freedom of assembly and the right to freedom from discrimination.</p> <p>The impact is anticipated to be generated through increased work with trade unions and employers to improve pay and working conditions in the borough.</p> <p>The strategy is not anticipated to have a direct impact on the other 13 rights in the Human Rights Act.</p>
<p><b>Information on which above analysis is based</b></p> <p>The draft strategy includes the ambition to create 'a stronger foundational economy'. The foundational economy is a way of describing day-to-day economic activity that delivers essential goods and services to individuals and other businesses.</p>

<p>Jobs in the foundational economy tend to be lower paid and less likely to be secure, permanent positions.</p> <p>Southwark has already taken the lead in areas such as the care sector where the council uses its purchasing powers in homecare and residential care to drive up standards for care workers, leading to better working conditions and better quality of care. The strategy sets out a role for us to go further, working alongside partners such as trade unions, the Living Wage Foundation, the Mayor of London and other partners to improve pay and standards across the economy to the benefit of employees and employers alike.</p>
<p><b>Mitigating and/or improvement actions to be taken</b></p>
<p>N/A</p>

## **Conclusions**

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

The draft Economic Strategy 2023-2030 sets out the high-level roadmap towards a fairer, greener and more resilient economy in Southwark. It sets out a series of challenges that stand in the way of that outcome and a corresponding vision for change, aligned to a set of themes that will guide delivery over the period 2023 to 2030.

The principle of fairness is one of the foundations for the strategy. With equalities issues central to economic fairness, equalities issues have been at the forefront during the development the evidence base, the focus on feedback from affected communities and the subsequent drafting of the strategy.

This equality impact and needs analysis highlights the areas where the strategy sets out to achieve positive impacts on groups where negative socio-economic outcomes related to shared protected characteristics exist.

It also highlights some areas where there is the potential for negative impacts if the principles set out in the strategy are not consistently followed through into implementation.

The implementation of the strategy will be articulated through a regularly updated delivery plan. It will therefore be important that all major programmes and projects arising as a result of this strategy go through the EINA process and that equalities outcomes are monitored at both the programme and borough level across the lifetime of the strategy.

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

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### **5. Further actions**



<b>Item No.</b> 12.	<b>Classification</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Southwark Local List Adoption	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Helen Dennis, Climate Emergency, Planning and Transport	

### **FOREWORD – COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR CLIMATE EMERGENCY, PLANNING AND TRANSPORT**

It is a huge privilege to live in a borough with Southwark's rich heritage, and it is right that we should celebrate and protect that history as we think about our ever changing built environment. The benefits of a historic built environment are numerous and recent heritage projects, such as the renovation of shop frontages in Peckham, demonstrate the positive impact for education and learning, community engagement, wellbeing and the wider environment. It has been a longstanding desire of this Council to bring forward a Local List, supplementing the nationally listed buildings that we already have in the borough, and we set out our intention to take forward consultation with residents around this in our 2021 Heritage Supplementary Planning Document (SPD). This outlined criteria for a future Local List which included: age and rarity; aesthetic value & landmark status; group value; historic, evidential, communal & social values; archaeological interest; and designed landscaping.

We wanted to co-design a strategy with the community and last year we invited people to nominate buildings and other assets that had particular value and which met our criteria. I'm delighted that this was met with such a significant response with 2,644 contributions received, resulting in 219 additions to our draft Local List. The final list that is being presented to Cabinet today includes a huge range of heritage assets, from numerous public houses, former factories, schools, and residential buildings including estate tower blocks. It is a full and exciting list that reflects Southwark in all its diversity and one which will make a hugely positive contribution to decisions about sustainable development across the borough.

### **RECOMMENDATION**

1. That the Cabinet approves the draft Southwark Local List for adoption.

### **BACKGROUND INFORMATION**

#### **Statutory national listing**

2. Listing marks and celebrates a building's special architectural and historic interest and brings it under the consideration of the planning system so that it

can be protected for future generations. The older a building is, and the fewer the surviving examples of its kind, the more likely it is to be listed.

3. Statutory listed buildings are worthy of preservation due to a special architectural or historic interest at the national level. Statutory listing is managed by Historic England who are the Government's advisors on Heritage. Statutory Listing categorises entries into different levels of significance such as Grade I, Grade II and Grade II\*. These entries are designated heritage assets and are protected by legislation. Works to them would normally require a special planning permission called Listed Building Consent.

### **Local listing**

4. A Local List is made up of buildings or structures which are not listed at national level but are important to local people in Southwark. This importance can come from a special architectural or historic interest or from an entry having value in the local townscape or as part of a group.

### **Local listing in Southwark**

5. Locally listed buildings or structures are not protected by the same legislation as the National List and are instead dealt with under Policy P26 of the Southwark Plan 2022 which states '*development must take into account locally listed buildings and structures that positively contribute to local character and amenity*'.
6. The Council, however, does not currently have an adopted Local List.
7. A draft Local List was compiled in 2012, containing approximately 900 buildings and structures.
8. A separate draft Local List was compiled in 2018, consisting of the buildings and structures of local townscape, architectural or historical interest as identified in the Peckham and Nunhead Area Action Plan, Elephant and Castle Supplementary Planning Document, Blackfriars Road Supplementary Planning Document and the draft Old Kent Road Area Action Plan.
9. These previous lists formed the basis of a draft Local List which went to public consultation between 11 August and 30 November 2022.
10. The consultation process also invited public nominations for entries to be added to the draft Local List.

## **KEY ISSUES FOR CONSIDERATION**

### **Policy framework implications**

11. The Local List is underpinned by Policy P26 of the Southwark Plan 2022.

12. Policy P26 of the Southwark Plan (2022) set out the '*development must take into account locally listed buildings and structures that positively contribute to local character and amenity*'.
13. The council would have to consider the local significance of an entry on the Local List, if in the future a planning application came forward proposing redevelopment of the site.
14. Whilst the protection offered is not the same level as given by statutory listing, there will be a general presumption against demolition or substantial demolition.
15. Beyond the normal planning requirements, no additional development controls will be placed on sites if locally listed.
16. Inclusion on the Local List will not affect any previously consented planning permissions.
17. Works to a Locally Listed Building do not require Listed Building Consent. This is reserved only for statutory listed buildings.

#### **Determining planning applications**

18. In determining planning applications, applicants will be asked to provide a Heritage Statement that records the features of significance of any locally listed heritage assets that could be affected by their proposals and describes how the proposed development will affect those features of significance.
19. When considering the impacts of a proposed development on a locally listed heritage asset, great weight will be given to the applicant's efforts to conserve or adapt the building, minimising harm or loss through substantial alteration or destruction. As locally listed assets are irreplaceable, any harm or loss will require clear and convincing justification.
20. Any harm caused to a local list entry by a proposed development would have to be justified and outweighed by the benefits created as a result of the works.
21. Where a proposed development will lead to substantial harm to or total loss of significance of a locally listed building or structure and the harm is not justified, consent will be refused.
22. Exceptions will be made if it can be demonstrated that the wider public benefits of the scheme outweigh the harm, including securing an optimum alternative use for the building. All of the following apply:
  - The nature of the locally designated heritage asset prevents all reasonable uses of the site; and
  - No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its retention; and
  - The proposed replacement is of exceptional quality of design; and

- The harm or loss is outweighed by the public benefits arising from bringing the site back into use.
23. There are no foreseen actual or potential legal or financial consequences of taking the recommended course of action.

## **CONSULTATION**

24. The Local List was consulted on for 15 weeks from 11<sup>th</sup> August 2022 to 30<sup>th</sup> November 2022.
25. The public were invited to comment on the draft Local List which consisted of around 1,000 entries which the Council had proposed for Local Listing. The public could also nominate a building or structure for local listing if they felt it met the criteria as set out in Heritage SPD (2021).
26. The consultation was run through Commonplace and 2,644 contributions were received. Over 800 comments were registered, of which 400 were nominations for buildings and structures to be added to the local list. Over 1,700 agreements were made supporting the responses.
27. The owners of buildings included on the draft Local List were written to and given the opportunity to respond to the consultation on Commonplace or via Email or post. The letter explained the purpose of a Local List and what the policy designation means for building owners
28. Overall, the contributions were 86% positive supporting the consultation.
29. In addition to the contributions submitted on Commonplace, we received over 50 nominations and a further 50 comments via email.
30. The building owners of properties nominated in the first round of consultation were written to on 25<sup>th</sup> July 2023 to notify them of the nomination and give them the chance to register a comment. This round of consultation was open until 20<sup>th</sup> August 2023. 63 responses were received during this period regarding 13 entries which had been nominated for Local Listing. Of this, 59 responses were objections, however the bulk of these comments related to 3 entries.
31. The full summary of the Local List consultation can be found in the Consultation Report appended to this document.

## **Post-consultation review**

32. Senior officers from the Council's Design, Conservation and Transport team reviewed each nomination to decide whether it met the required criteria. Each objection to local listing from both rounds of consultation was also considered.
33. The outcome of the review process has formed a final draft Local List, which this report recommends for adoption.

34. Of the nominations received, 219 entries have been added to the draft Local List.
35. Officers are checking each nomination to be added to ensure the building or structure is not subject to any planning permission.
36. The full summary of the Local List consultation can be found in the Consultation Report appended to this document.
37. In accordance with the Heritage SPD owners of Locally Listed Buildings have the right to appeal against the council's decision.
38. Article 4(1) Orders removing the right to demolish Locally Listed buildings are being considered by Officers. This will mean that owners will need Planning Permission if they wish to demolish a building on the Local List.
39. The list will be reviewed on an annual basis when proposed additions to or removals from the Local List will be considered.

## **COMMUNITY, EQUALITIES (INCLUDING SOCIO-ECONOMIC) AND HEALTH IMPACTS**

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

40. The Public Sector Equality Duty (PSED) contained in Section 149 (1) of the Equality Act 2010 imposes a duty on public authorities (including the Council) to have, in the exercise of their functions, due regard to three "needs" which are central to the aims of the Act:
41. The need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act.
42. The need to advance equality of opportunity between persons sharing a relevant protected characteristic and persons who do not share it. This involves having due regard to the need to:
43. Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
44. Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
45. Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
46. The need to foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.



47. The protected characteristics are: race, age, gender reassignment, pregnancy and maternity, disability, sexual orientation, religion or belief, sex, marriage and civil partnership.
48. The council has given due regard to the above needs and rights where relevant.
49. The Local List and engagement on the Local List have intended to be inclusive and accessible. Planning has a key role to play in supporting the council to promote equality and value diversity. We want to involve as many people as possible from as many communities as possible in the planning process. This aligns with our Public Sector Equality Duty.

### **Community and health impact statement**

50. The Local List and engagement on the Local List have intended to be inclusive and accessible to communities recognizing buildings and places that make a positive contribution to their wellbeing. Planning has a key role to play in supporting the council to promote community cohesion and wellbeing. We want to involve as many people as possible from as many communities as possible in the planning process. This aligns with our Public Sector Equality Duty.

### **Climate change implications**

51. Southwark Council adopted a Climate Change Strategy in 2021 that sets out the borough-wide approach to tackling the climate emergency. All development including refurbishment and / or retrofitting of historic buildings must be compliant with New Southwark Plan policies. This includes onsite carbon reduction targets for major development. The adoption of the Local List recognises the importance of existing buildings to communities and neighbourhoods. By discouraging their demolition the policy encourages their enhancement (through refurbishment and retrofitting) and positive re-use.

### **Resource implications**

52. The council will publish the Local List virtually on Southwark Maps and any planning applications affecting them will be managed as usual through the DM process including expert advice provided by D&C Officers. There are no additional resource implications arising from the Local List.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance & Assurance NST021123**

53. This report is being brought before Cabinet on the basis of a request by the Cabinet Member for Climate Emergency, Planning and Transport.
54. Protection of buildings and sites through local heritage listing relies on the planning system. It is therefore very important that the planning context is understood, as set out in the NPPF (Chapter 16: Conserving and enhancing the historic environment) and in the PPG. The NPPF advises that plans should set

out 'a positive strategy for the conservation and enjoyment of the historic environment' (paragraph 190).

55. Emphasis is placed on 'sustaining and enhancing the significance of heritage assets' and recognising that heritage assets are an 'irreplaceable resource' which should be conserved 'in a manner appropriate to their significance' (paragraph 190). Paragraphs 190-197 of the NPPF outline the matters which must be taken into account where proposals affect heritage assets.
56. Paragraphs 190 and 191 give detail on the process which applicants and local planning authorities should follow in developing proposals and making and deciding applications concerning heritage assets, and paragraph 195 explains what local planning authorities should take into account in determining applications.
57. Whilst the planning protections for non-designated heritage assets are not as strong as those for designated heritage assets, they are still important. Specifically, paragraph 203 of the NPPF states that 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset'.
58. Significance, referred to above, is a guiding principle of heritage-related planning policy, of relevance to all forms of heritage asset across the continuum of designated to non-designated. The NPPF defines it as 'the value of a heritage asset to this and future generations because of its heritage interest.
59. The more information that can be provided about the significance of the asset and the reasons for its inclusion on the local list, the more effective its identification as a locally listed heritage asset will be.
60. The English planning system is plan-led. Where a local heritage list exists, it is therefore good practice to have a relevant policy in the Local Plan (and/ or Neighbourhood Plan) which sets out how proposals affecting the non-designated heritage assets on the list will be considered. In the case of Southwark, the relevant policy is set out in policy P26, set out in paragraph 12 of this report.
61. In determining applications for planning permission that affect a non-designated heritage asset or its setting, the NPPF requires, amongst other things, both that local planning authorities should take into account the desirability of sustaining and enhancing the significance of such heritage assets, and of putting them to viable uses consistent with their conservation, and the consideration of the positive contribution that conserving such heritage assets can make to sustainable communities including their economic vitality (NPPF paragraphs 190 and 197).
62. These NPPF requirements mean that the conservation of a building or site on a local heritage list as a heritage asset is an objective of the NPPF and a material

consideration when determining the outcome of a planning application (NPPF, paragraphs 80 and 189). The adoption of Southwark's Local List therefore contributes to the objective of the NPPF.

63. Planning applications can be refused on the grounds of harm to a non-designated heritage asset. Local planning authority decision-making concerning non-designated heritage assets will benefit in clarity and transparency from the preparation and publication of a local heritage list.
64. The legitimacy and weight within the planning system of local heritage lists is increased when the list has been prepared in accordance with defined selection criteria, and has been subject to public consultation. Officers have confirmed that they followed Local Heritage Listing Advice Note 7 published by Historic England on 27 January 2021 including the recommended advice in respect of consultation. Once adopted, Southwark's Local List will have legitimacy and weight within the planning system.

### Financial implications

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

### Strategic Director of Finance and Governance

67. This report is requesting the Cabinet Member for Climate Emergency, Planning and Transport to approve the Local List for adoption. Full details are contained within the main body of the report.
68. The strategic director of finance notes that there are no immediate financial implications arising from this.
69. It is also noted that staffing and any other related costs will be contained within existing departmental revenue budgets.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Heritage Supplementary Planning Document (September 2021)	<b>Link:</b> <a href="https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-guidance/spd-by-planning-topic?chapter=2">https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-guidance/spd-by-planning-topic?chapter=2</a>	Michael Tsoukaris, Group Manager Design, Conservation and Transport

**APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Local List
Appendix 2	Consultation report

**AUDIT TRAIL**

<b>Lead Officer</b>	Michael Tsoukaris, Group Manager Design, Conservation and Transport	
<b>Report Author</b>	Gemma Williams, Design and Conservation Senior Planner	
<b>Version</b>	Final	
<b>Dated</b>	24 November 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>		24 November 2023

<b>Item No.</b> 13.	<b>Classification</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Housing Revenue Account – Indicative Rent and Charges Report 2024-25	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Members:</b>		Councillor Darren Merrill, Council Homes  Councillor Stephanie Cryan, Communities, Democracy and Finance	

**FOREWORD - COUNCILLOR DARREN MERRILL, CABINET MEMBER FOR COUNCIL HOMES**

This report sets out proposals for tenant rents and service charges for the 2024-25 financial year. We are proud to be one of the largest social landlords in the country, with circa 53,000 rented, leasehold and freehold homes across the borough. It is clear that the cost of living crisis and wider economic situation over the past year have had huge ramifications for our tenants and homeowners. Likewise, the council has faced unprecedented challenges from rampant inflationary pressure, particularly energy and building/construction costs, high interest rates and a cap (below the level of cost inflation) in the amount of income we were able to generate through rents. All this at a time when the council has taken on onerous statutory responsibilities in relation to building and fire safety (with over 187 in-scope high-rise blocks to manage) and continues to progress its new homes programme.

In terms of funding, the HRA is entirely reliant on tenant rents and service charges, homeowners service charges, garages, commercial property and other income streams, which contribute to funding landlord services. This administration is committed to provide a high standard of service and to make sure all homes are safe, dry and warm and in good condition for those that live in them. It is critical therefore that the council raises income in order to fund services, whilst continuing its focus on greater cost control and value for money.

We are seeking residents views on the proposals during December so that feedback can be considered by Cabinet at its meeting in January 2024.

**RECOMMENDATIONS**

1. Cabinet agrees a rent increase of 7.7% for all directly and tenant managed (TMO) housing stock within the council’s Housing Revenue Account. This is in accordance with the government’s guideline rent formula of CPI+1% (based on the September Consumer Price Index) as set out at paragraphs 12-14 with effect from 1 April 2024.

2. Cabinet agrees a rent increase of 7.7% for the Council's shared ownership stock as set out at paragraphs 15-16 with effect from 1 April 2024.
3. Cabinet agrees the increases to tenant service charges, comprising estate cleaning, grounds maintenance, communal lighting and door entry maintenance as set out in paragraphs 17-18 with effect from 1 April 2024.
4. Cabinet agrees the increase in sheltered housing service charges as set out in paragraph 19 with effect from 1 April 2024.
5. Cabinet agrees the increase in charges for garages and other non-residential facilities as set out in paragraphs 20-21 with effect from 1 April 2024.
6. Cabinet instructs officers to undertake a review of garage policy including the concessionary scheme and to bring forward proposals following consultation with residents as set out in paragraph 22.
7. Cabinet agrees the increase in tenant heating charges, including metered charges as set out in paragraphs 23-39 with effect from 1 April 2024.

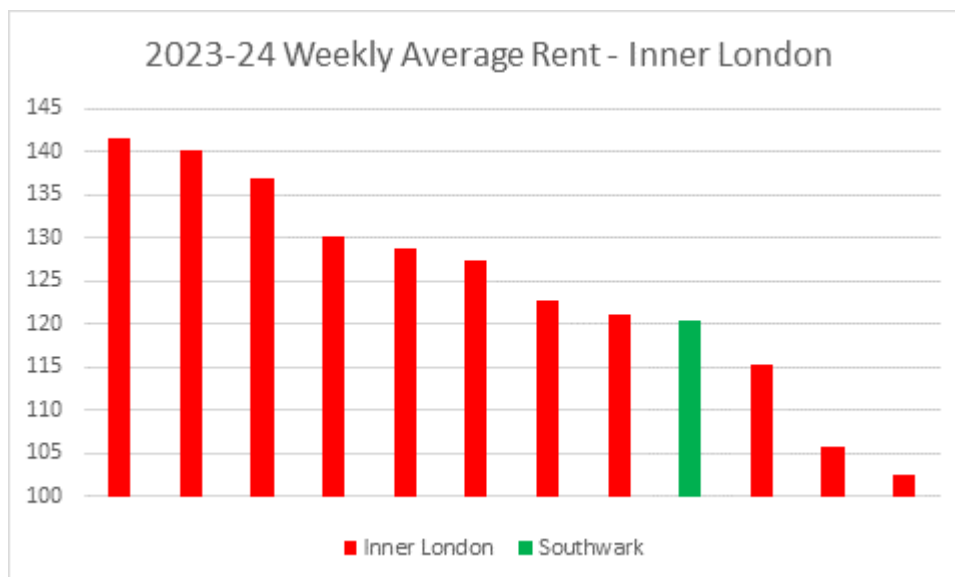
#### **Statutory Framework and Background Information**

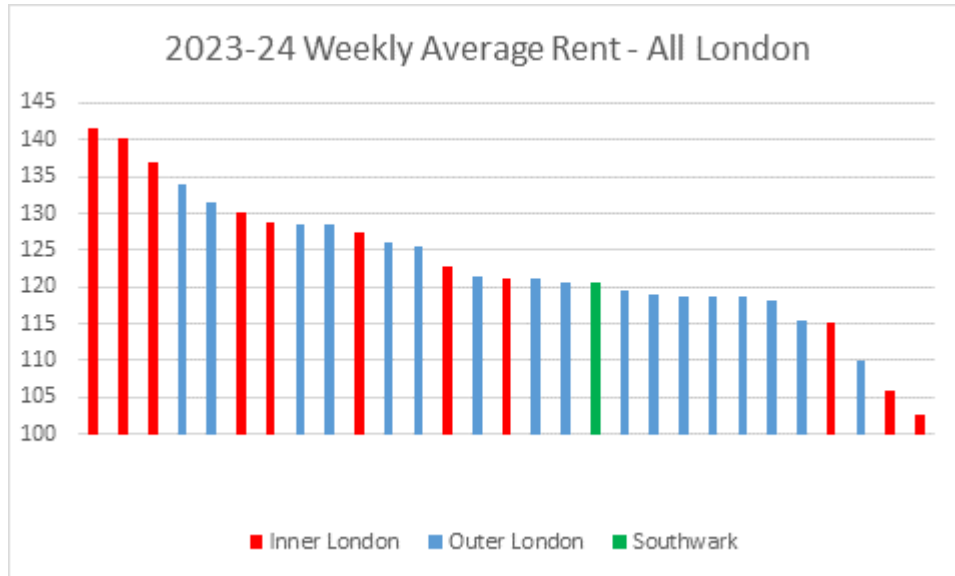
8. The Housing Revenue Account (HRA) reflects the statutory requirement under Section 74 of the Local Government and Housing Act 1989 to account separately for local authority housing provision. It is a ring-fenced account, containing solely the costs arising from the provision and management of the council's housing stock, offset by tenant rents and service charges, homeowner service charges, commercial property and other income streams. The council has a statutory responsibility to set a balanced HRA budget.
9. The Welfare Reform and Work Act 2016 compelled councils and housing associations to reduce rents by 1% each year for the financial years 2016-17 to 2019-20. In October 2017, government announced that national rent policy would revert to CPI+1% for a period of five years from 2020-21 to 2024-25. In February 2019, government issued a direction on the Rent Standard to the Regulator of Social Housing effective from 1 April 2020. This direction also brought local authority registered providers within the scope of the Regulator's Rent Standard.
10. Government rent policy of CPI+1% was set at a time of prolonged low inflation well within the government's own inflationary target of 2%. However, macro-economic conditions arising from the pandemic and the conflict in Ukraine combined to markedly increase inflationary pressure with September 2022 CPI being 10.1%, which would have resulted in a rent increase of 11.1% from April 2023. In recognition of the financial impact that a rent increase at that level would have, government consulted on a proposal to introduce a temporary rent cap for 2023-24. The council responded positively to the consultation, supporting action to protect tenants, with the proviso that government fully compensated local authorities for the loss of rental income (estimated at circa £9m per annum).

11. Government subsequently confirmed a maximum rent cap of 7% for 2023-24, but no assurance or funding was received to mitigate the resources forgone, thereby transferring the budget risk to the council. The compound effect of the imposed four-year rent reduction policy and one-off rent cap effectively reduces the rental baseline for future year's increases and over the life of the thirty-year business plan runs in to hundreds of millions of income foregone.

### Southwark Average Weekly Rents

12. Average rents in Southwark have historically been low and remain so compared with the 12 inner London boroughs and the wider 29 London boroughs that have retained housing stock. They also currently remain around 8% lower than the government rent target, with consequent rent loss, though the "straight-to-target" policy continues to gradually erode the gap, but will take many years to be fully convergent. The tables below illustrate Southwark's position in relation to other boroughs.





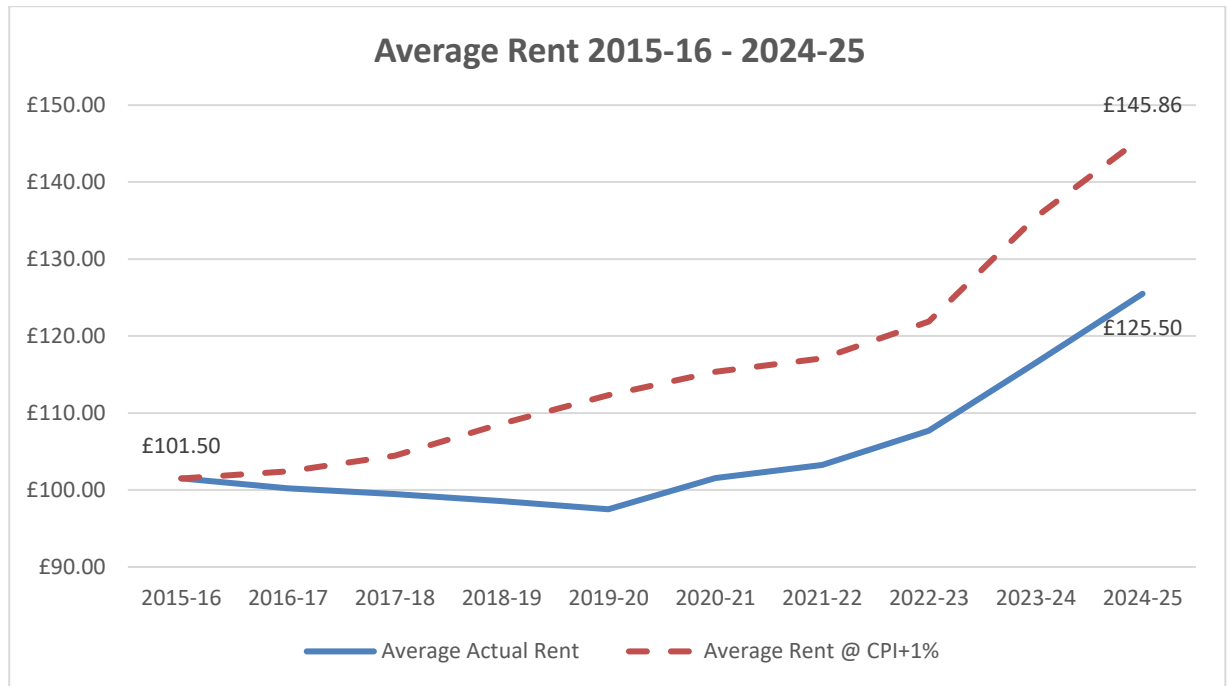
13. The table below compares the average rent by bed size for 2023-24 (updated to reflect the mid-year stock position), against the indicative average rent for 2024-25 uplifted by 7.7% (CPI+1%). It also includes estimated stock movements arising from stock loss offset by the addition of new homes coming on stream and the effect of the 'straight-to-target' rent policy for new lets. These rates only relate to the council's General Needs housing stock, excluding those used for temporary accommodation purposes pending regeneration.

Number of Bedrooms	Average Rent	Average Rent	Increase	Increase
	£ per week	£ per week	£ per week	£ per annum
	2023-24	2024-25		
0	91.21	98.24	7.03	365.56
1	105.10	113.20	8.10	421.20
2	116.36	125.32	8.96	465.92
3	127.50	137.32	9.82	510.64
4	138.25	148.89	10.64	553.28
5	152.41	164.15	11.74	610.48
6+	165.51	178.26	12.75	663.00
<b>Borough – wide Average</b>	<b>116.53</b>	<b>125.50</b>		

*Note. 2023-24 average updated to reflect the mid-year stock position.*



14. The chart below illustrates the impact on average rents arising from the four year national rent reduction policy under the Welfare Reform and Work Act 2016, together with the current rent cap imposed for 2023-24 to mitigate the impact of the cost of living crisis. The dotted line shows what the average rent would have been had formula (CPI+1%) been applied throughout. In 2020-21, it shows that the average rents broadly returned to the point they were at when the reduction process commenced. The gap in 2024-25 between the two lines represents the equivalent of £20.36 per week on average, equating to circa £39m in rent forgone for the provision of services and investment in the housing stock.



### Shared Ownership Rent Reforms

15. From 12 October 2023, government has introduced a series of reforms to shared ownership rents. These reforms apply to the leases of shared ownership properties delivered through the Affordable Homes Programme, Section 106 developer contributions and leasehold interests through the Right to Shared Ownership.
16. In the past, shared ownership rents have been set by reference to the Retail Price Index (RPI+0.5%), which government recognise is an outdated measure of inflation and committed to phasing out. This reform brings shared ownership rents in to line with the limit applied to annual rent increases in other forms of social housing (i.e. CPI+1%). For existing shared ownership properties where RPI is stated in the lease, the council retains flexibility to implement the CPI methodology rather than RPI, where the former is lower, to ensure equity between shared ownership residents. The council currently has 50 shared ownership properties; therefore the financial impact is not material.

## Tenant Service Charges

17. Tenant service charges (TSC) originated from the government's rent restructuring regime in 2002-03 with the intention of engendering greater consistency and transparency between local authority and Registered Social Landlord (RSL) sectors. They were first de-pooled from rents (i.e. rents were reduced by an equivalent amount to match the cost of the service charges) in Southwark in 2003-04 and are rebased annually to reflect inflationary pressures.
18. The principle underpinning the calculation of charges is that they are set at a level to recover the cost of providing the service; borough-wide costs are pooled in order to moderate any area cost differentials, then divided by the estimated number of service recipients to derive a standard charge. In order to ensure that costs and charges remain aligned, they are subject to annual rebasing and the existing and proposed rates are set out below. Crucially, like rents, they remain eligible for welfare benefit support.

<b>Tenant Service Charges</b>	<b>2023-24 £ per week</b>	<b>2024-25 £ per week</b>	<b>Increase £ per week</b>	<b>Increase £ per annum</b>
Estate Cleaning	6.73	8.11	1.38	71.76
Grounds Maintenance	1.51	1.77	0.26	13.52
Communal Lighting	2.06	2.44	0.38	19.76
Door Entry	0.78	0.82	0.04	2.08
<b>Total</b>	<b>11.08</b>	<b>13.14</b>	<b>2.06</b>	<b>107.12</b>

## Sheltered Housing Service Charges

19. Sheltered housing service charges reflect the cost of enhanced housing management support and emergency call services provided to residents. They are in addition to the standard rent for sheltered accommodation and are reviewed annually and set at a rate to be cost neutral to the HRA. For 2024-25, it is proposed to increase charges by £2.27 to £38.20 per week (6.32%), reflecting inflationary cost pressures. Service charges like rents are eligible for welfare benefit and currently circa 80% of residents are in receipt of full or partial support or receive transitional funding from Adult Social Care, a long-standing agreement emanating from the Supporting People funding regime, which is gradually falling out as residents leave sheltered care.

## Garage and Other Non-residential Charges

20. The garage portfolio remains a valuable asset within the HRA and generates an income stream that contributes to the wider provision of housing management services. Maintenance and repair of the stock and a programme of refurbishment continues to bring obsolete and closed garages back into use, albeit policy priorities for garage sites have shifted towards the provision of new homes, and where appropriate and financially viable, more affordable business/creative workspace.
21. Charges are routinely benchmarked against inner London quartile rates, taking into account elasticity of demand and stock availability. For 2024-25, it is proposed that charges are increased broadly in line with CPI (rounded). Charge rates for private renters (non-LBS tenants or homeowners) are set at a premium over the standard rate (circa 10%) and are inclusive of VAT at the prevailing rate (20%). The table below sets out the existing and proposed charges for 2024-25.

Garage Charges	2023-24 £ per week	2024-25 £ per week	Increase (%)	Increase £ per week	Increase £ per annum
Standard rate	23.10	24.70	6.93	1.60	83.20
Concessionary rate	18.10	19.70	8.84	1.60	83.20
Small sites rate	12.60	13.40	6.35	0.80	41.60
Private sector rate	41.20	45.30	9.95	4.10	213.20
Additional charges:					
Larger garage	5.80	6.20	6.90	0.40	20.80
Additional parking	5.80	6.20	6.90	0.40	20.80
Water supply	0.50	0.50	–	–	–
Additional security	1.00	1.00	–	–	–

*Note. The private sector charge is inclusive of VAT at the standard rate of 20%.*

## Concessionary Garage Rate

22. The council has for many years applied a concessionary reduction of £5 per week from the standard rate for registered disabled and elderly residents over 70 years of age, which currently applies to around 940 residents in either directly managed or TMO stock. Whilst this is commendable, the loss of income to the HRA equates to circa £240k on average per annum. It is proposed to undertake an audit of garage usage and the application of the concessionary scheme with a view to consulting with residents on a refreshed garage policy for consideration by Cabinet in the New Year.

## District Heating Charges - Background

23. The council's district heating systems are charged to service users on a full cost recovery basis. Utility costs for operating the district heating systems are paid from a ring-fenced Heating Account. Costs are recovered from tenants via pooled heating charges and homeowners through their service charge bills respectively.
24. While homeowners always pay the actual cost of their estate's heating within a financial year, the ring-fenced Heating Account allows small surpluses or deficits from tenants to be carried from one year to another to help smooth-out the impact of small energy price fluctuations or severe weather on tenants' charges.
25. The procurement of gas and electricity for the council's district heat networks is undertaken by LASER Energy, part of the Commercial Services Group wholly owned by Kent County Council (KCC). LASER are one of the largest energy buying organisations in the UK, purchasing over £500 million of energy from the wholesale market per annum and serving over 200 public sector bodies. This arrangement has delivered very competitive energy prices over a sustained period, with unit costs consistently lower than retail market rates, for the benefit of district heat network customers.
26. On-going investment in energy efficiency measures to reduce consumption has also contributed to the financial stability of the heating account over time, and historically helped to keep energy costs down. Measures have included loft insulation, cavity wall insulation and double glazing, as well as steps to ensure efficient generation and distribution of heat, for example by replacing heating pipes with better insulated equivalents. In 2013 the council began taking waste heat from the nearby SELCHP energy recovery facility which has yielded a significant financial benefit as well as carbon saving by offsetting gas consumption. The council is actively looking at how this scheme could be extended.
27. However, global events over the last two years have created unprecedented disruption in global energy markets, leading to huge price rises for customers across the board. Despite competitive buying through LASER Energy, the council's gas prices have quadrupled since 2021. Given this market turmoil, both tenants and homeowners have seen unavoidable increases in their heating charges, mirroring what has happened in the wider economy.
28. In January 2023, government introduced the Energy Bills Discount Scheme (EBDS), which provides a subsidy to heat network providers for 2023-24. This meant the rate increase was lower than it would otherwise have been. Latest market intelligence from LASER suggests there may be a modest reduction in wholesale prices next year, but in the absence of an extension to EBDS, the prices the council actually pays are anticipated to rise by around 10% above the existing subsidised capped rate. This is still uncertain and will remain so until further advanced utility purchasing has been completed by LASER Energy and government confirm their intentions with regards EBDS.

29. In accordance with the Heat Networks (Metering and Billing) Regulations, all new build properties on a communal or district heating system must have a heat meter fitted and in the last two years, new obligations have come into force requiring certain existing properties to have meters retrofitted. By April 2024, the council will have well over a thousand heat meters in operation.
30. A heat metering policy is currently being prepared which will deal with the principles relating to heat metering and billing, such as the pros and cons of credit billing vs pre-payment billing. The heat metering policy will not define specific tariffs and charges, which will change from year to year. These are instead addressed in this report.
31. Unmetered heat network charges (heat with rent) are not subject to VAT, but once heat is metered it is deemed to be a separate service to the rent and VAT is applicable at the reduced rate of 5%. For the avoidance of doubt the tariffs and charges shown in Appendix 1 are inclusive of VAT, where applicable, to reflect what residents will actually pay. Residents with a heat meter will receive separate communication in the New Year to explain how the proposed tariffs and charges apply to them individually. For some this communication will come from external billing partners, for others it will come from the council directly if internal billing applies.

#### **Tenant Charges – Non-metered**

32. Most council properties connected to district heating do not have heat meters. Since there is no way of knowing how much heat a property without a meter consumes, the fairest way of apportioning cost is by property size (number of bedrooms) and service provision (whether both space heating and hot water are provided, or only one of these). For tenants without heat meters, the charges are set on an average basis across the borough, as tenants are not necessarily able to choose where they live, and should not be penalised if their particular heating system is less efficient than the average. Tenants' weekly heating charges only recover the fuel costs and do not include any contribution towards the cost of repairs and maintenance as this is included in the basic rent.
33. The current and proposed weekly charges for tenanted properties without heat meters are set out in Table 1 of Appendix 1. The proposed increase is 10% which is necessary to recoup the tenants' share of the estimated cost of energy for next year and keep the Heating Account in balance. Mid-year changes to charges cannot be ruled out if, for example, energy prices change again, or if new government subsidies materialise. It is therefore recommended to plan on the basis of the 10% increase being applied from 1 April 2024.

## Tenant Charges - Metered

34. Heat metered properties pay for their individual heat consumption according to a heat tariff – a combination of a daily standing charge and a variable charge so what individual properties pay varies with how much heat they use. Tenant tariffs are set in a borough-wide manner for simplicity and fairness, and to mirror the non-metered pool charging principle. However, it is necessary to have two different tenant tariffs – one for new homes built since the heat metering Regulations came into force in 2014, and one for older homes that have recently had a meter retrofitted.
35. New homes are better insulated and the cost of providing heat is therefore lower. A cost recovery tariff applicable to new homes only (rather than an average for all homes) is a partial departure from the ‘pool charging’ principle but rent levels in new homes are higher and this is often justified on the basis that energy costs in new homes are lower. It would not be fair, therefore, to make tenants in new homes, who are paying higher rent, subsidise the heating of older properties with lower rent.
36. In light of energy cost increases, tenant heat meter tariffs for new blocks have which have been in place for some time, need updating to reflect current energy prices. The current and proposed tariffs are shown in Appendix 1 Table 2 along with the equivalent weekly cost for an average user. The standing charges are set to reduce by around 10-15% but the variable charge to increase by 53%. The net effect of these changes for an average user will be an overall increase of between 20-40%. The resulting average weekly costs remain well below both non-metered and retrofit metered property charges.
37. For retrofit heat metered properties, April 2024 will be the first time tenants are charged according to how much energy they use. For many properties, a whole year of consumption data has been collected to aid in setting the tariffs and charges fairly. The objective in tariff setting is to recover costs in a way that encourages the conservation of heat, while not overly penalising those who unavoidably need more warmth.
38. The proposed approach for 2024-25 is to recover around two-thirds of the cost via a daily standing charge and one third via a variable charge. The split between standing charge and variable charge will be reviewed annually to ensure charges remain fair and reflective of costs. The proposed borough-wide tenant tariffs for retrofit heat meters is set out in Appendix 1 Table 3 along with equivalent weekly charges for low, average and high users.
39. An average user with a retrofit heat meter is expected to pay about the same as the unmetered charge, whilst lower or higher volume users will pay less or more according to their individual consumption. Those properties with historical data recorded via an installed meter will have a unique weekly charge applied to their account to reflect their individual consumption levelled out across the year. Those properties for which no historic consumption data is available will be placed on

the 'Average' charge level initially. This will then be adjusted to an individual charge once their consumption level is established.

### **Homeowner Charges – Non-metered**

40. In accordance with the terms of the leases, homeowners connected to district heat networks are liable for the actual energy costs incurred in a particular financial year. The council cannot therefore allow deficits or surpluses to carry from one year to another. In addition and in line with other communal services, they are also liable for a proportion of the actual cost of repairs and maintenance to the heating system in the block/estate in which they reside. Where meters are not present, fuel charges to homeowners are weighted to reflect the type of heating in their property and then allocated on a bedroom weighting. Bills are administered by the Homeowner Services team via estimated bills (issued before the start of a financial year), and actual bills (issued after the end of a financial year as an adjustment to the estimate).

### **Homeowner Charges - Metered**

41. Where heat meters are fitted, heat tariffs for homeowners are different to the tenant tariffs as in order to comply with the terms of the leases, tariffs need to be unique to the individual heating system, to ensure actual cost recovery for the scheme in question, i.e. there is no borough-wide averaging for homeowner tariffs.
42. Those homeowners whose systems are heat metered by an external billing company will receive notifications from their billing agent in the New Year of the new tariffs that apply to their property from 1 April 2024. Those homeowners whose systems have been retrofitted with heat meters will receive estimated bills from the Homeowner Services team in February 2024. These will explain the tariff applicable to their heating system, their estimated consumption and the amount payable. Any differences in real consumption or costs will be adjusted in the actual service charge bill at the end of the financial year to ensure accurate cost recovery.

### **Other HRA Income Streams**

43. Whilst tenants rent and service charges constitute circa 85% of HRA income; the remainder comprise homeowner revenue and capital service charges, garage rents, commercial property rents, interest receivable, recharges and costs recovered, capitalised expenditure and mandatory and discretionary fees and charges.
44. Homeowner service charges are the second-largest income stream to the HRA (circa 10%) and represent the actual cost of services provided to homeowners that are recoverable under the terms of the lease. Major works are determined by the scale and delivery of investment in the housing stock and the extent to which it pertains to leasehold property (external and communal works), and can fluctuate year on year according to the capital programme.

### **Statutory Notification Requirements**

45. Unlike matters of direct housing management, there is no statutory requirement to consult on changes to rents and other charges; however, the council remains committed to engaging with residents under the terms of the Tenancy Agreement. That process commences with this indicative report to Cabinet that sets out the proposed increases in rents and charges from 1 April 2024.
46. Local Housing Forum meetings are scheduled for December 2023 following Cabinet and the outcomes of those meetings will be reported to the following Cabinet meeting on 17 January 2024. Whilst homeowner representatives are unable to make recommendations in the matter of tenant rents and service charges, they may do so in respect of proposals regarding garage and other miscellaneous charges and matters pertinent to their service charges. Following approval of the recommendations as set out or amended by Cabinet, the council will issue the statutory and contractual notification of variation in rents and other charges to all tenants, not less than 28 days prior to the effective date of 1 April 2024 for commencement of the new rent year.

### **Community, Equalities (including Socio-economic) and Health Impacts**

47. In making decisions the council is required to have regard to its Public Sector Equality Duty contained in section 149 of the Equality Act 2010, to eliminate discrimination, harassment, victimisation and other conduct that is prohibited by or under the Act. Equality analysis and screening enables understanding of the potential effects that the proposals may have on different groups and whether there may be unintended consequences and in the event, how such issues can be mitigated.
48. It is recognised that any increase in rents and charges may present particular difficulties for people on low incomes; however, rents and tenant service charges remain eligible for welfare benefits. In addition, both government and the council have put in place financial support mechanisms to mitigate the wider cost of living crisis and specifically energy costs, along with resources to support tenancy sustainment. Financial assistance is also available through the provision of Discretionary Housing Payments (DHP), which was match-funded on a one-off basis for 2023-24 from HRA reserves. No announcement has yet been made in respect of next year's allocation from government, but the financial outlook for the HRA would preclude further match-funding for 2024-25.

### **Climate Change Implications**

49. The council has committed to do everything it can to make Southwark carbon neutral by 2030. The Climate Emergency is a major focus for the council, working in partnership with stakeholders, residents and staff to tackle the effects of global warming. How the council uses its resources can have an impact on the borough's carbon emissions and the climate action strategy sets out the council's plans and



progress against the plan is monitored and published on the website. Specific areas relating to the decarbonisation programme for council housing is as follows:

- Raise the energy efficiency of council stock with an EPC rating of D or lower.
- Replace existing infrastructure with low-carbon heat generation technologies.
- Make all future council home projects low/net zero.
- Move council stock to metered energy provision to reduce gas consumption.
- Move to green gas and electricity provision

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance and Assurance (23/11/2023 DG)**

50. This report sets out the Housing Revenue Account Indicative Rent and Charges recommendations for 2024-25.

#### Policy and Legislative Context

51. The Local Government and Housing Act 1989 (“the 1989 Act”) sets out legal requirements in relation to housing finance, in particular a duty under Section 74 of the Act to maintain a Housing Revenue Account (“HRA”). The 1989 Act provisions include a duty, under Section 76, to budget to prevent a debit balance on the HRA and to implement and review the budget.
52. The Housing Act 1985 (“the 1985 Act”) section 24 gives the council power to “make such reasonable charges as [it] may determine for the tenancy or occupation of [its] houses”. Section 24 of the 1985 Act additionally requires the council, from time to time, to review rents and make such changes as circumstances may require.
53. As referenced in paragraphs 8-11 of this report, the discretion as to rents and charges in the Housing Act 1985 is subject to requirements, limitations and restrictions arising from legislation and government rent policy.
54. From 1 April 2020, the council must set rents in accordance with the Rent Standard April 2020 (“the 2020 Standard”). This is issued by the Regulator of Social Housing under direction (the Rent Standard Direction 2019) of the Secretary of State for Housing, Communities and Local Government pursuant to powers in section 197 of the Housing and Regeneration Act 2008. Government policy in this respect is set out in the “Policy Statement of Rents for Social Housing”.
55. Under the 2020 Rent Standard, the council may apply annual rent increases, over a five-year period, of up to 1% above the general index of consumer prices CPI. Under the Housing and Regeneration Act 2008 section 194(2A) the council must comply with the rules contained in the Rent Standard and with all the requirements and expectations in the Policy Statement on Rents for Social Housing.

## Consultation

56. Changes in rent and other charges are excluded from the statutory consultation requirements on matters of “housing management” in respect of which local authorities are required to consult their secure, introductory and demoted tenants pursuant to Section 105 of the Housing Act 1985 and Sections 137 and 143A of the Housing Act 1996. The council however has undertaken in its tenancy conditions to consult with the Tenant representative body before seeking to change rent and other charges. The report confirms, in paragraph 46, that consultation will take place in order to comply with this term and that the outcome will be reported to Cabinet in January for consideration of the final rent and charges recommendations.
57. Additionally the report recommends a review of garage policy, including the concessionary charging scheme for registered disabled and elderly residents, and confirms that consultation on a refreshed garage policy will take place. The responses from this consultation must be taken into account when a decision is taken on the policy.

## Statutory Notice of Variation

58. The council is required, by Section 103 of the Housing Act 1985 (relating to its secure tenancies), and by Section 111A of the Housing Act 1985 (relating to its introductory tenancies), and further to the council’s agreement with its tenants, to notify tenants of variations of rent and other charges. The council will need to serve a notice of variation, at least 28 days before the variation takes effect.

## Equalities Impact

59. In making a decision on the recommendations in this report the cabinet must give due regard to the council’s equalities duties set out in the Equalities Act 2010, specifically the need to:
  - Eliminate discrimination, harassment, victimisation or other prohibited conduct;
  - Advance quality of opportunity between persons who share a relevant protected characteristic and those who do not; and
  - Foster good relationships between those who share relevant characteristics and those who do not.
60. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
61. The report includes a community impact statement that sets out consideration given to the equality duties in the Equality Act to which members must have regard.

## Strategic Director Finance

62. This report sets out proposals for increases to tenants rent and a range of service charges for the financial year commencing 1 April 2024. All pertinent information relating to the proposals are contained in the report. This will inform the position in respect of the HRA budget for 2024-25, which will form part of the council's policy and resources strategy report to cabinet and council assembly.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

## APPENDICES

Appendix 1	District Heat Network – Tariffs and Charges
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## AUDIT TRAIL

<b>Cabinet Members</b>	Councillor Darren Merrill, Council Homes Councillor Stephanie Cryan, Communities, Democracy and Finance	
<b>Lead Officers</b>	Clive Palfreyman, Strategic Director Finance	
<b>Report Author</b>	Ian Young - Departmental Finance Manager, Housing	
<b>Version</b>	Final	
<b>Dated</b>	24 November 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 Finance	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		

## APPENDIX 1

## District Heating -Tariffs and Charges

Table 1 – Current and Proposed Non-metered Tenant Charges

	Number of Bedrooms	2023-24	2024-25	Increase	Increase
		£ per week	£ per week	£ per week	£ per annum
<b>Central Heating and Hot water</b>	0	15.24	16.76	1.52	79.04
	1	21.40	23.54	2.14	111.28
	2	26.49	29.14	2.65	137.80
	3	31.71	34.88	3.17	164.84
	4+	34.23	37.65	3.42	177.84
<b>Weatherfoil Heating and Hot Water</b>	0	12.83	14.11	1.28	66.56
	1	18.40	20.24	1.84	95.68
	2	22.99	25.29	2.30	119.60
	3	27.50	30.25	2.75	143.00
	4+	29.82	32.80	2.98	154.96
<b>Weatherfoil Heating only</b>	0	9.68	10.65	0.97	50.44
	1	12.00	13.20	1.20	62.40
	2	14.45	15.90	1.45	75.40
	3	16.87	18.56	1.69	87.88
	4+	19.27	21.20	1.93	100.36
<b>Central Heating only</b>	0	11.91	13.10	1.19	61.88
	1	14.97	16.47	1.50	78.00
	2	17.96	19.76	1.80	93.60
	4+	22.48	24.73	2.25	117.00
<b>Hot Water only</b>	1	4.07	4.48	0.41	21.32
	2	8.58	9.44	0.86	44.72
	3	10.62	11.68	1.06	55.12
<b>LRB Heating</b>	0	10.34	11.37	1.03	53.56
	1	15.41	16.95	1.54	80.08
	2	16.69	18.36	1.67	86.84
	3	18.02	19.82	1.80	93.60
<b>Partial Heating</b>	0	8.11	8.92	0.81	42.12
	1	9.95	10.95	1.00	52.00
<b>Underfloor Heating</b>	0	12.16	13.38	1.22	63.44
	1	13.49	14.84	1.35	70.20
	2	14.83	16.31	1.48	76.96
	3	16.60	18.26	1.66	86.32

**Table 2 – Current and Proposed Borough-wide Metered Tenant Tariffs for New Homes (including VAT at 5%)**

Number of bedrooms	Current tariffs (2023-24)		Proposed (2024-25)		Equivalent weekly charge for average user (£/week)	Increase for average user (%)
	Standing charge (p/day)	Variable charge (p/kWh)	Standing charge (p/day)	Variable charge (p/kWh)		
0	46.95	11.56	44.04	17.72	7.55	22%
1	51.48		46.55		10.19	25%
2	56.02		49.07		12.83	28%
3	59.90		51.58		18.48	33%
4+	63.79		54.09		24.14	36%

**Table 3 – Proposed Borough-wide Metered Tenant Tariffs for Retrofitted Homes (including VAT at 5%)**

Number of bedrooms	Proposed (2024-25)		Equivalent weekly charge for different users		
	Standing charge £/day	Variable charge p/kWh	Low user £/week	Average £/week	High user £/week
0	1.52	4.54	12.81	16.00	20.08
1	2.14		17.49	21.14	24.35
2	2.66		20.44	25.05	31.52
3	2.89		28.47	34.63	43.02
4+	3.02		30.54	37.53	47.07

<b>Item No.</b> 16.	<b>Classification:</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Gateway 0 - Strategic Options Assessment Domestic Abuse and Gender Based Violence Services	
<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**

The tragic events over the last two years has shown there is a need for stronger responses and to intervene earlier against all forms of Violence against Women & Girls and Domestic Abuse. The council need to ensure all survivors get the support they need. One of our highest priorities as a council is to do everything possible to keep women safe.

In Southwark, 61% of women have experienced harassment in public places, there are almost five thousand reports of Domestic Abuse incidents reported to police each year. Safelives, report only 1 in 5 survivors ever call the police, there are also significant inequalities in who report incidents, seek and subsequently access support. In Southwark most people seeking help locally are women aged 25 to 50 years. The Council should work towards providing services to meet the needs of everyone regardless of protective characteristics.

Every Domestic Homicide is one too many, and too many victims are older and for different reasons have not reported incidents and accessed the support currently available. This is not dissimilar to other parts of the country. Although, in Southwark tackling, stopping and preventing Violence against Women and Girls and all forms of Domestic Abuse are a high priority which is why services and how they are developed are fundamentally important to the council. Under the council's contribution, the commissioning of these services would not require the approval of Cabinet. However, by bringing this report to Cabinet it demonstrates both the importance placed on this area as a priority and these services for people impacted by violence and abuse who are some of the most vulnerable residents living in very high risk situations.

The council's current commissioned provider and wider service offer provides high quality provision. However, the numbers of people experiencing all forms of violence and abuse are too high, the council are aware of the trend of escalating risk in relation to domestic abuse cases and too many survivors returning to unsafe relationships. More needs to be done to address the abusive and violent behaviours of perpetrators, safely intervening earlier to prevent abuse. There are huge

inequalities in terms of people accessing services, with too much focus on rehousing survivors as a primary focus without tackling offending behaviour.

This report and approach seeks to find a new partner to work alongside the council to develop innovative solutions to tackle these high risk incidents of violence and abuse as complex issues, including exploring how renowned models internationally could work within a Southwark context.

## **RECOMMENDATIONS**

1. That Cabinet approves this Strategic Options Assessment for delivery of the Domestic Abuse and Gender Based Violence Services for Southwark Council and notes the next steps set out in this report.
2. That Cabinet delegates the decision to approve the Gateway 1 procurement strategy for the Domestic Abuse and Gender Based Violence Services to the Strategic Director for Environment, Neighbourhoods and Growth, in consultation with the Cabinet Member for Community Safety.

## **BACKGROUND INFORMATION**

3. Reducing Violence against Women and Girls (VAWG) including domestic abuse is a key priority for the council and the statutory Community Safety Partnership. In 2015, Southwark developed a five year Domestic Abuse (DA) Strategy. In 2019, this was replaced with a five year VAWG Strategy in recognition of the need to deliver a partnership response to all areas of gender based violence, not only domestic abuse. These include harmful practices such as female genital mutilation (FGM) and honour based violence, as well as sexual harassment and stalking.
4. Cabinet has committed to the development of a Women Safety Centre by June 2026, and its development will need to be considered as a vehicle to support the delivery of a newly commissioned service for those experiencing Domestic Abuse along with exploring other forms of support for VAWG services.
5. The Southwark council VAWG programme has been refocused to include more public realm safety in the aftermath of tragic murders of women in public spaces. For Southwark, this has included the development of Safe Spaces and Safe Havens, the Women's Safety Charter and Women's Safety in the Night Time Economy and has resulted in a more place-based approach for both women and girls. Through the council's work on women's safety, it developed a ground breaking misogyny campaign targeted at the behaviour of young men which has been made available to all secondary schools both in Southwark, across London and in youth provision in Southwark.
6. Successive council commissioned services in Southwark have focused on domestic abuse and sexual violence services, with a focus on survivors more so than on addressing perpetrator behaviour and with no wider VAWG service support. This is not dissimilar to other local authorities and provides the rationale for why the council is more informed about the need and demand for

Domestic Abuse services. Further to this, demographic data from service delivery shows that a high number of survivors are females between 25 and 50 and national research shows that anyone can experience Domestic Abuse so there is a need when considering future commissioning, how a wider demographic can be encouraged to seek support.

7. The Southwark Community Safety Partnership Strategic Needs Assessment details that Southwark has one of the highest police reported rates of domestic abuse offences in London. There is a need to proactively try to prevent and reduce this number by identifying people at risk of experiencing domestic abuse at the earliest opportunity, engaging them through an early intervention and prevention approach, whilst continuing to provide specialist services to vulnerable people already experiencing domestic abuse.
8. Local residents also have access to other VAWG and DA services across the borough commissioned directly by Hospital Trusts, London Councils grants, Mayor's Office for Police and Crime and the Home Office. These are mainly delivered by the Community & Voluntary Sector and provide both additional capacity and more targeted services for diverse and seldom heard voices.
9. Since the development of the VAWG strategy in 2019, the landscape has changed significantly. The COVID-19 pandemic saw significant increases in demand and risk. Although demand levels appear to have returned to pre-pandemic levels, the way that survivors seek support and how the council now deliver domestic abuse services has changed, specifically with the requirement for face to face contact and increase in requests for online engagement and support. All of this demonstrates the need for flexibility. This has been further compounded by the cost of living crisis which, in turn, has seen changes to how and which survivors access support.
10. As a response to the changing nature of support required the council developed a virtual offer of support to bring wider access to a range of support and advice in one place, via the council's website.

#### National Context

11. It is nationally recognised that anyone can be affected by domestic abuse, regardless of age, disability, sex, sexual orientation, gender identity, gender reassignment, race, religion or belief. In addition, domestic abuse can manifest itself in different ways within different communities. Please see Appendix 1 Domestic Abuse and VAWG definitions.

#### Southwark Context

12. During 2021-2022, 4667 Domestic Abuse incidents were reported to have taken place in Southwark and were subsequently recorded by the Metropolitan Police. The Southwark Domestic Abuse Multi-agency Risk Assessment Conference (MARAC), which reviews the highest risk cases, for the period of



2021-22 received 599 referrals, 632 children were recorded within the total number of referrals received. Please see Appendix 2 for further information.

### Previous Council Domestic Abuse Provision

13. The council has previously commissioned the delivery of specialist support services for people impacted by Domestic Abuse. Solace Woman's Aid delivered Survivor Advocacy and Support Services between 2015 and spring 2023. In February 2023 the Refuge Safe Accommodation contract was widened to include all delivery of council commissioned DA specialist support services for Southwark residents. Please see Appendix 3 for further information.

### **Finance**

14. The total annual expenditure for the Southwark DA service is £872,556. Of which £708,353 funds the main service and £164,203 funds the safe accommodation element. Of the total expenditure £221,680 is grant secured until March 2025.

## **KEY ISSUES FOR CONSIDERATION**

### **Future service requirements and outcomes**

15. It is believed that new, collaborative ways of working and transformational service delivery will benefit residents at risk of and/or impacted by DA, aiming to include:
- a) **Integrated Specialist Prevention and Support Services**  
Co-designed, co-produced and co-located with specific emphasis from victims and survivors.
  - b) **Accessible Victim/Survivor Referral Pathway's**  
Considering whole families, which lead to high quality, person-centred, appropriate specialist support services which are easy to navigate for all acknowledging and responding to intersectionality.
  - c) **Effective Needs-Led Services**  
Striving to meet the needs of all victims/survivors and their families working towards empowering people to create positive change.
  - d) **Service Delivery in Community Settings**  
Suitable for Southwark communities and removing barriers to accessing support.
  - e) **Zero Tolerance to all forms of Gender Based Violence**  
Acknowledging that violence against all genders is a violation of an individual's human rights. Increase victim/survivor safety by challenging

perpetrator behaviours through enforcement and appropriate interventions.

- f) Equality and Diversity**  
Tailoring strategies and service delivery actions with regard to specific issues faced by different groups aiming to equal outcomes for all.
  - g) Consistent Effective Communication strategy and plan**  
Wide ranging delivery formats, reflective imagery, publicity, including service delivery referral pathways to specific specialist support.
16. Future provision will need to replace the existing Domestic Abuse contract, both accommodation and support services, and will be the council's key delivery vehicle for supporting those experiencing all forms of domestic abuse with a dual focus on both support for survivors and addressing the behaviour of perpetrators.
  17. Preliminary research identified that there is merit in the consideration of the adoption of a wider safety provision to tackle domestic abuse including principles of the Dutch "Oranje Huis" model, to provide a combination of Domestic Abuse support services aligned with risk management, aiming to provide services collectively under one roof, to improve support offered from the earliest stage possible.
  18. Currently Southwark residents also have access to other Domestic Abuse services largely delivered by the Community and Voluntary Sector and funded externally from the Council. Any future service will need to be developed to maximise the strength of this wider local infrastructure and offer.

## Policy Implications

19. There are statutory duties and legislative measures that provide national and regional frameworks and initiatives aiming to promote awareness, protect victims and survivors and prioritise safety, provide specialist support victims and survivors and reduce Domestic Abuse and VAWG in London and England. See Appendix 4 for further information.
20. Violence against Women & Girls, including Women Safety, is a key strategic priority for the Southwark Community Safety Partnership, as identified through the latest Community Safety Strategic Needs Assessment, 2023. The next steps will involve refreshing the current strategy to ensure that it includes women safety within the public realm and underpins the key related recommendations as set out in the Baroness Casey Review 2023.<sup>1</sup>
21. Domestic Abuse is also a joint priority for both the Southwark Children's Partnership and the Adult Safeguarding Board. Southwark Council colleagues have been working closely across this wider partnership space, to support the production of a strategic needs assessment which will set out in more detail

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<sup>1</sup> [BARONESS CASEY REVIEW Final Report \(met.police.uk\)](#)

data and insight along with the survivor's voice to shape future strategic intentions.

22. Integrated Care Boards and NHS London who are also part of these partnerships have signed up to six core pledges set out by the Mayor of London to tackle misogyny, sexual harassment and violence against women and girls through their services and in health environments. This include:
  - Recognising all forms of violence against women and girls in everything we do
  - Embedding action to end perpetration of VAWG
  - Working together to actively tackle VAWG
  - Strengthening work based safety
  - Promoting a collaborative learning environment
  - Ensuring an anti-misogynistic environment.
23. There is an identified provider market of voluntary sector and charitable organisations of varying scale and size with the requisite experience, knowledge and skills to deliver effective, high-quality, safe services in this field. Current providers operate nationally and others within specific geographic areas based on funding allocation. The sector as a whole has seen significant funding reduction and demonstrable impact on frontline delivery, which means there is a strong likelihood that this will have a further detrimental impact on market interest in tendering for future contracts, with a possible resulting outcome of the council not receiving any tender submissions.
24. Market knowledge has raised awareness that some London boroughs have recently encountered difficulties in attracting bids when tendering for these services. There are identified sector wide staff shortages which are impacting on service provision throughout the country. Over the last year, specialist providers have reported challenges with recruitment and retention of staff due to low rates of pay being insufficient for staff due to the current UK cost of living crisis. Specialist providers are strongly considering the financial implications before submitting tender bidding applications. As part of market testing, the council will explore this and its implications.
25. Specialist providers are experiencing the impact of the current UK cost of living crisis, in terms of premises and associated running costs and increased utilities and energy bills, combined with experienced staff leaving the sector in order to remove themselves from in work poverty. These factors may negatively impact on the frontline delivery.
26. Current market knowledge conveys that a majority of London boroughs do not deliver Domestic Abuse Services in house. This due to a number of reasons, although specifically as these services include independent advocacy which potential service users don't associate a public body such as a council having.

### **Strategic service delivery options and assessment**

27. The following options have been considered for the future delivery of the service as set out in the following paragraphs.

### **In-Source**

28. Insourcing this service would require highly specialist professionals with the necessary expertise, governance, knowledge and skills that are not currently available within the council. Although, this is an option to consider through a short-term contract, the key challenge is the lack of perceived independency of a service directly delivered by the council as a public organisation. Trust and confidence are critical to the success of any Domestic Abuse provision and given the reluctance already of survivors to report to other authorities such as the police, there would be a significant risk to future effective delivery if this was insourced to the council. Engagement with survivors highlights that both confidentiality and independency is key to success in securing and maintaining trust in order to support recovery and resilience.

### **Shared Service Delivery with other boroughs**

29. At the time of writing, the nature of Domestic Abuse victim, survivor and perpetrator service delivery required for Southwark requires distinct and dedicated borough service delivery to ensure risks are managed. Further to this, officers are not aware of any neighbouring boroughs that are planning to re-commission their domestic abuse provision. Officers believe the most appropriate service delivery is achieved through commissioning an independent contract completely aligned with the borough's victim and survivor requirements. This will best serve residents and maximise the council's influence over the delivery of the provision.

### **Decommissioning Services/Do Nothing**

30. Taking a decision to decommission the services without commissioning a new contract is not viable and would result in the council being unable to meet the needs of existing and ongoing victim and survivor needs and would put vulnerable people at further risk of harm and serious danger for people experiencing and impacted by Domestic abuse. Further to this, commissioning a service will support the council delivering its various statutory functions as set in this report.
31. Taking a decision to do nothing, is not a viable option as the current contract is not meeting the needs and demands more widely of those experiencing domestic abuse and other forms of VAWG along with the legislative changes.

### **External Procurement, including voluntary sector/not for profit**

32. The service contract is currently delivered by a community and voluntary sector provider, with this sector commonly delivering these services across England as set in paragraph 23.
33. The current procurement legislation (Public Contracts Regulations 2015; PCR 2015) contain provision for a specific set of rules governing the procurement

of service contracts that tend to be of lower interest to cross border competition, including social, health and education services (formerly Part B services; PCR 2006), which is referred to as the Light Touch Regime (LTR). The services detailed in this report are considered to fall within the LTR.

34. LTR services provide authorities with significant flexibility to use any process or procedure they choose to run a competitive procurement process subject to compliance with Contract Standing Orders (CSO's); and the principles of public procurement with reference to the services detailed in this report:
- a. **Public good** - procurement should support the delivery of strategic national priorities including economic, social, ethical, environmental and public safety.
  - b. **Value for money** - procurement should enable the optimal whole-life blend of economy, efficiency and effectiveness that achieves the intended outcome of the business case.
  - c. **Transparency** - openness that underpins accountability for public money, anti-corruption, and the effectiveness of procurements
  - d. **Integrity** - good management, prevention of misconduct, and control in order to prevent fraud and corruption.
  - e. **Fair treatment of suppliers** - decision-making by contracting authorities should be impartial and without conflict of interest and should not be discriminatory.
35. These principles will assist the council with designing a procurement process that provides assurance of high quality and best value, and are of high importance in contracting of effective services for vulnerable people with complex needs.
36. As outlined previously, the VAWG and Domestic Abuse landscape, including legislation and national focus, has rapidly and significantly changed in recent years and this has brought opportunities to review the council's current commissioned services portfolio for these services and to consider different models of service provision, including scope for the future.
37. The council could take a view to re-commission the future provision based on existing service specifications, but this would fail to incorporate legislative changes that affect access to Domestic Abuse services and would not build confidence that the proposed provision is fit for the future and representative of the best service offer or meeting the needs of all residents experiencing Domestic Abuse. There are significant opportunities for innovation in the future design of the service contract offer and officers consider it prudent to consider a procurement strategy option to allow the council to engage with the market sector as part of the tender process to identify an innovative solution to

borough requirements, and, to assess if the market sector is ready and able to deliver services in different ways.

38. A hybrid competitive dialogue process, under the LTR, provides a flexible procurement solution to the council's requirements for these services. There are a range of circumstances where competitive dialogue is appropriate, namely:
  - i. Where needs cannot be met without adaptation of readily available solutions;
  - ii. Where the services include design or innovative solutions.
39. It is considered that there is currently no solution available off-the-shelf and that readily available solutions (e.g. the current specification) will need adapting to meet requirements and that the solution involves a refreshed or innovative approach to reflect changing conditions and / or methods of delivery and this would give rise to the use of an LTR competitive dialogue model procurement route adapted to the councils needs with LTR provisions. The proposed procurement route intention is to follow a procurement process based on a competitive dialogue model as adapted to the council's requirements
40. Adopting this route will offer significant benefits to the council and bidders as it will provide the ability to have dialogue throughout the procurement process. This will be underpinned by a dialogue/negotiation strategy in order to ensure that best value money is optimised through the process as well as sourcing a high quality, fit for purpose future model.
41. For the council, the process will build confidence in our ability to ensure best value and minimise risk by testing solution deliverability, exploring options for innovation throughout the contractual term and building and testing the relationship between the council as commissioner and providers as suppliers, to ensure that this will be successful. For bidders, they will be provided with the opportunity to test the future relationship with the council, discuss areas of concern, understand future financial exposure and demonstrate to their own governance system that the proposed contract is deliverable and will provide a return on investment, an issue that is critical in a marketplace where suppliers are carefully considering the viability of contracts and opting to participate accordingly. A key element in the ambition to deliver transformation in this area will seeking to test the maturity and capability of the market in line with affordability.

### **Existing frameworks**

42. There are no existing frameworks for this type of service provision.

### Recommended Strategic Delivery Option

43. As indicated in paragraph 39, the recommended strategic delivery option is to procure an external service contract through a LTR competitive dialogue process, the full details of which will be outlined in a subsequent GW1 report. In summary, the proposed procurement route intention is to follow a procurement process based on a competitive dialogue model as adapted to the council's requirements and subject to approval of a preferred option, provision will be commissioned in alignment with the council's Fairer Future Procurement Strategy.
44. Detailed work will continue over the coming weeks to plan and prepare for the proposed procurement strategy and the details of this will be outlined in a GW1 report.

### Identified risks for the service and recommended strategic option

No.	Description of risk	Mitigating action	Risk rating (mitigated score)
R1	Poor procurement response could result in no providers submitting a tender for the services	Significant and ongoing soft market testing and market engagement opportunities planned prior to GW1 stage.	Low
R2	Delays to procurement would result in the need to extend the existing contract which ends August 2024 with a possible risk of legal challenge	A formal project board will be established to oversee the procurement timetable. A short extension to the current contract will be considered to align with the procurement approach. This is unlikely to attract a legal challenge.	Medium
R3	Resource/capacity risk – intended procurement route will be resource intensive	Clear project plan milestones, and identification of dedicated resource to delivery. This will include securing strategic procurement partner arrangements.	Low
R4	Market failure – an appropriately qualified and sized provider may be unable to tender for the services.	Extensive market engagement opportunities are planned prior to GW1. There are identified specialist providers that	Low

No.	Description of risk	Mitigating action	Risk rating (mitigated score)
		are likely to be interested in the opportunity.	
R5	Current service quality may decrease during the transitional period including staff resources	A plan will be put into place between the commissioners and provider for the 6 months prior to the end of the current contract which will consider realistic KPIs and milestones. Ongoing support will involve weekly telephone briefings, monthly and quarterly meetings.	Medium
R6	Current service provider does not wish to extend contract which is due to expire in August 2024	Initial discussions with provider on viability to extend have been explored. Contingency plan will be in place should other options be required.	Low
R7	Current market not ready for the transformation of service delivery required.	Transformation plan to be developed which sets out the scope for change which can be explored at market testing stage ahead of GW1.	Medium

### Key/Non Key decisions

45. This is a key decision.

### Next Steps

46. Following completion of this GW0 process a GW1 - Procurement Strategy will be prepared for the Domestic Abuse and Gender Based Violence Services in early 2024. Following this a GW2 document will be prepared.
47. This report is seeking that the future GW1 procurement strategy is approved by Strategic Director for Environment, Neighbourhoods and Growth, in consultation with the Cabinet Member for Community Safety. Doing so will enable officers to progress the procurement of services and the development of a women safety centre in line with Cabinet timetables.
48. The council is carefully considering the resources that will be needed to support the process including project team make up and a senior responsible owner to guide the procedures. A competitive dialogue process is resource intensive and requires procurement specialism. Strategic procurement partner



arrangements will be secured through the council's Contract Standing Orders pathway. Consideration is being given to developing an appropriate timetable and ensuring that robust recording keeping, data sharing and decision log and project, action management processes are in place to capture the details of the process as they emerge.

### **Service Delivery Project Plan (Key Decisions)**

<b>Activity</b>	<b>Complete by:</b>
Enter Gateway 0 decision on the Forward Plan	17/10/2023
DCRB Review Gateway 0	01/11/2024
CCRB Review Gateway 0	02/11/2023
CMT deadline	02/11/2023
CMT sign off	07/11/2023
Agenda planning	21/11/2023
Approval of Gateway 0: Strategic Options Assessment	05/12/2023
Scrutiny call in period and notification of implementing decision of gateway 0	13/12/2023
Current contract end date	06/08/2024

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

### **Community impact statement**

49. The council's VAWG strategy 2019–2024 clearly shows a need for provision of domestic abuse services to meet the needs of Southwark residents in this regard and there will be a focus through the service design and testing process to ensure that people affected by domestic abuse are able to access and receive the right level of support at the right time when it is needed.
50. VAWG and Domestic abuse occurs across the whole of society. Women and girls are disproportionately affected, however, the risk and protective factors are different for everyone. As part of the new service model developmental process, consideration will be given to access and eligibility criteria for the service provision in line with legislation, equality impact assessment and needs assessment.

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

51. There are well established links between VAWG, domestic abuse and socio-economic factors. Women are disproportionately affected by domestic abuse and are also more likely to be financially dependent upon another person or the state, which is driven by a range of factors. Often, the precarious economic

position that many women experience has a direct impact on their safety due to remaining at the same address as the perpetrator upon whom they are financially dependent and this situation has been compounded by the current cost of living crisis.

52. An inter-related range of structural socio-economic factors, including poverty and inequality are experienced by many people experiencing domestic abuse. Domestic Abuse occurs across all income brackets, however, there is some direct association between domestic abuse and poverty where vulnerabilities of survivors and exposure to abuse can be significantly increased due to a poor, unsafe living situations, and the ability to leave is sometimes reduced for victims and survivors who may become financially poorer if they leave the relationship.
53. Women in low income households are three and a half times more likely to report Domestic Abuse than women in households with higher income levels, abuse often includes economic abuse, and coercive control of finances (97% of victims), and financial exploitation (87%) and victim sabotage (89%). Additionally, financial insecurity can contribute to the impact on decision-making to leave abusive relationships, particularly where there are dependent children in the home.
54. Economic abuse is often less visible to professionals, a form of abuse that involves the perpetrator exerting economic power and control over the victim in a variety of ways including using coercion and threats, intimidation, use of emotional abuse and isolation, denial and blaming, using children, and male privilege.
55. Some groups of women experiencing domestic abuse, including those with protected characteristics and especially women with disabilities, are even more disproportionately impacted due to possessing fewer resources as they may not be able to sustain employment along with benefit reductions which have made it increasingly difficult to have enough money to live on.
56. Financial and economic abuse impacts on older survivors too, perpetrators controlling finances, restricting access to financial information and/or new banking apps / technology, accessing money, withholding money and using it without consent and refusing to pay it back. Abuse of financial power over joint finances, exaggerating care and support needs and obtaining power of attorney.
57. Women with no recourse to public funds are also vulnerable to domestic abuse from an economic perspective as their options if they leave are even worse as they cannot access state support and there are a reduced number of services that are able to support them due to their status. Language and stigma can be a barrier to seeking help or the so called shame of bring dishonour to families.
58. Services for male victims and survivors are often embedded within female dominated services and can present as significant barriers for men in accessing services. It is worthwhile noting that in the main, refuge spaces are

single sex spaces, provided for women and women survivors with children, including boys up to the age of 14 years old.

59. A service delivery offer responsible for responding to the needs of male survivors should be appropriate and men should not feel stigmatised, or their experiences minimised.
60. People identifying as LGBT+ victims are sometimes threatened with being 'outed' or have concerns about homophobia when trying to access services and maybe apprehensive about accessing support or the support being inappropriate.
61. Pursuant to section 149 of the Equality Act 2010, due regard has been given to the Council's decision-making processes to the need to:
  - a) Eliminate discrimination, harassment, victimisation or other prohibited conduct.
  - b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not.
  - c) Foster good relations between those who share a relevant characteristic and those that do not share it.
62. An Equality Impact Assessment (EqIA) was undertaken in 2019 in consideration of the development of the VAWG Strategy. This has been reviewed and updated in January 2022 as part of the developmental work for the recommissioning of domestic abuse services. The findings of the EQIA 2022 will be used to inform considerations around the development of the future service model and how it will maximise engagement with different groups in order to reduce risk and harm. The 2022 EQIA (Appendix 5) will be reviewed and refreshed subject to any new or emerging themes or relevant health information as part of the recommissioning process/cycle and form part of the GW1 report.
63. The health impact of domestic abuse is well researched and is evidenced throughout the VAWG Strategy and this GW1 report. SafeLives summarises a range of health impacts as follows:
  - a) Number of people murdered by partner
  - b) Number of people that commit suicide
  - c) 1 in 5 high-risk victims reported A&E attendance as a result of injuries sustained in the year before receiving help.

Victims experience a range of long-term physical health conditions associated with abuse including asthma, bladder and kidney infections, cardiovascular disease, fibromyalgia, chronic pain, central nervous system disorders, gastrointestinal disorders, migraines and headaches, and gynaecological disorders with associated reproductive consequences.

64. At least a fifth (18%) of children living in homes where domestic abuse is present are injured as a result of the abuse.
- a) 40% of high-risk victims report having mental health issues;
  - b) 16% of victims report thoughts or attempts of suicide as a result of the abuse, and 13% report self-harm.
65. Victims and survivors can experience a range of psychological responses to abuse, including anxiety, depression, suicidal thoughts and behaviour, lower self-esteem, inability to trust others, flashbacks and sleep disturbances, and can be at an increased risk of experiencing acute responses to trauma such as post-traumatic stress disorder (PTSD).
66. Families known to children's services are significantly more likely to have disclosed complex needs, including drug misuse (6% vs 2%), alcohol misuse (8% vs 3%) and/or mental health issues (36% vs 26%), compared to families with children who are not known to children's services. However, it should be noted that many victims do not disclose these needs, as identified by Safe Lives' report 'Cry for Health', resulting in under-representation of true prevalence. Where there are children in the family, this can be an added barrier to disclosing both domestic abuse and other support needs.
67. Overcoming these barriers to disclosure and understanding the full range of experiences within the household is vital to supporting children affected by domestic abuse. Adverse childhood experiences (ACEs), such as being exposed to domestic abuse or substance misuse in the home, have been found to have an impact on long term health and behavioural outcomes, and a combination of ACEs can increase this risk even further.
68. The term 'toxic trio' has been used to describe the presence of concurrent domestic abuse, mental ill-health and substance misuse, and these are identified as common features of families where harm to children and adults has occurred. If all three factors are present, there can be an increased risk of harm to families. Work in this area has shown a large overlap between parental risk factors and possible impact on child outcomes for children into adulthood through the research into Adverse Childhood Experiences (ACEs).
69. Findings from an analysis of Domestic Homicide Reviews have identified that domestic abuse, mental; health and substance misuse as being major factors in some domestic homicides.

### **Climate change implications**

70. The climate change implications of the proposed contract have been considered; this section should be read in conjunction with the environmental/sustainability section of this report.
71. The contract will require accessibility within the borough to provide the scope of the service specification; invariably, the service hub will generate waste, and will also use energy and consumables. There are a range of options that the council could expect from the successful provider(s) in order to reduce the

climate change implications of the use of a physical hub, and associated service delivery, including:

- a) the use of building(s) that are as energy efficient as possible;
  - b) the use of sustainable paper options and usage offset by planting of new trees;
  - c) the use of renewable energy;
  - d) reducing carbon emissions in the supply chain of service consumables;
  - e) recycling of service waste into energy and consumables, thus reducing the amount of waste that goes to landfill;
  - f) reducing the use of single use plastics in service delivery;
  - g) Options for resourcing the service with recycled items.
72. The service will also be delivered through an outreach model; this will primarily be on foot, with nil generation of carbon emissions, or by public transport, thus minimising transport-related emissions by spreading them out over many passengers.
73. The onset of the pandemic in March 2020 resulted in a rapid transition to a remote delivery model for the provider, with service users able to access 1:1 and group interventions via digital technology. This proved very effective for many people, and the future service offer will reflect a hybrid model of face to face and virtual engagement opportunities. This shift from 100% face to face delivery will substantially reduce the number of people travelling across the borough to attend a physical hub, thus supporting the reduction of travel-related carbon emissions.

### **Social Value considerations**

74. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing any procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured. Domestic abuse services by their nature support social value. They are focused on the most vulnerable in our communities which, through the support provided improves the health and wellbeing of survivors, their children and perpetrators of abuse. This meets the council's commitment to be a fair and just borough.
75. Social value considerations and how the delivery of these services can benefit the local area are detailed below and will be developed further in the GW1 report, including how the service will be engaging with some of the most vulnerable residents in the borough.

### **Economic considerations**

76. The nature of the services requires delivery within the borough and this will provide opportunities for local labour, bringing local economic benefits.
77. The services will be located and primarily delivered within the boundaries of the borough, providing local economic benefits for residents who may be

employed as staff and service users who will be supported to contribute to the local economy through addressing their identified support needs.

### **Social considerations**

78. The key priority for service provision is to prevent and reduce the prevalence of domestic abuse and associated VAWG in Southwark, including the numbers of victims experiencing these issues for the first time and those already experiencing them, and to reduce the severe health and social inequalities experienced by victims through a rapid response and facilitated access to support pathways and suitable accommodation, where appropriate. The service will contribute to making Southwark a more equal, fair and just borough.
79. The service will seek to improve the health and wellbeing outcomes of Southwark residents with domestic abuse and associated VAWG support needs and their families. Extensive local, regional and national wide ranging performance and outcomes measures will be developed to underpin and assess the effective delivery of the new provision.
80. The delivery of the service contract provides additional opportunities for individuals or groups facing greater social barriers. Through a robust partnership delivery management approach, the services will support people experiencing domestic abuse and associated VAWG, and their children, to engage with a range of care and support services which helps them to escape from these experiences by navigating a wide range of services to meet their needs and improve their health, wellbeing and social functioning. These activities contribute to reducing the economic, human and social costs associated with domestic abuse and VAWG where there is no intervention.
81. The council will require the future provision to demonstrate not only a commitment to improving the health and wellbeing of vulnerable victims of domestic abuse and associated VAWG, as well as any children in the home, but also to commit to work practices that improve staff wellbeing, reduce absenteeism due to ill health and recognise mental health as an issue.
82. The council places a high level of emphasis on community engagement within this service to ensure that the voices and views of people with lived experience shape both the design and development of the services.
83. The council is an officially accredited London Living Wage (LLW) Employed and is committed to ensuring that, where appropriate, contractors and subcontractors engaged by the council to provide works or services within Southwark pay their staff at a minimum rate equivalent to the LLW rate. Successful contractors will be expected to meet LLW requirements, and contract conditions requiring the payment of LLW will be included in the tender documents.
84. The council will include a request for the necessary information from tenderers (using the council's standard documentation in relation to blacklisting). The

council's contract conditions will include an express condition requiring compliance with the blacklisting regulations and include a provision to allow the contract to be terminated for breach of these requirements.

### **Environmental/Sustainability considerations**

85. Areas to be explored for inclusion are opportunities to reduce carbon emissions, to reduce waste and increase recycling, for use of recyclable or reusable products, to increase recycling rates, to use renewable energy in physical premises, for greener versions of staff transport and to underpin environmental activities with membership of accredited schemes.

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

86. The contract will be managed and monitored by officers in the council's Community Safety and Partnership Business Unit. Governance will be provided by the Violence against Women and Girls' Group, which forms part of the statutory Community Safety Partnership.
87. Formal contract monitoring processes will take place on a quarterly basis with representation from the council and provider(s). A bespoke contract monitoring report template will provide the council with a range of quantitative and qualitative information about the delivery of the services during the quarter. There is a need to ensure that the voices and views of people with lived experience are considered as part of every formal review process.
88. In addition, a monthly meeting will be scheduled between all parties to ensure that the council has current and relevant knowledge of contractual delivery, including highlights, new initiatives and challenges. This will be in addition to the minimum weekly telephone contact between the council and provider(s) to meet any business-as-usual requirements.
89. A more intensive pattern of contact will be established between the council and provider(s) during the mobilisation period (minimum of six months following contract commencement), and until such a time as the council is satisfied that successful implementation of the service specification has been achieved. This will serve to support the development of effective partnerships in the borough, including a strong relationship with Partnership Southwark, and health services.
90. Performance reporting will be in alignment with the council's contract standing orders and will include an annual review and reporting that will also form the basis of contract performance KPIs that may be subject publication under the Procurement Act.

### **Resource implications**

91. Community Safety and Partnerships, legal and procurement resource has been identified to deliver this procurement project. Council officers and people with expertise and knowledge of the services will form part of the project team

oversee this transformation. Any further resource implications will be detailed in the GW1 report.

### **TUPE/Pensions implications**

92. There are no immediate implications arising from the recommendation of this report to continue to a Gateway 1 report that would have a direct bearing on the application of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE). Implications and advice relating to TUPE and pensions will be sought by the council's legal team and considered ahead of the submission of GW1 and GW2 reports.

### **Financial implications**

93. The total annual expenditure for the Southwark Domestic Abuse Service is £872,556. Of which £708,353 funds the main service and £164,203 funds the safe accommodation element. Of the total expenditure £221,680 is grant secured until March 2025.
94. There are no financial implications arising directly from this report at this stage. All financial implications will be identified in the GW1 and GW2 reports and assessed against the current council budget allocations following the council's annual budget setting process

### **Legal implications**

95. Please see concurrent from the Assistant Chief Executive of Governance & Assurance.

### **Consultation**

96. This report has taken into account data and insight from the strategic needs assessment undertaken on Domestic Abuse and Expertise by Experience.
97. The council is currently undertaking further consultation with a wide range of interested parties as part of future planning, the details of which will be included in the subsequent GW1 report.

### **Other implications or issues**

98. There are no other implications or issues arising directly from this report.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Finance, (ENG23/097)**

99. The Strategic Director of Finance notes the recommendation to Cabinet to approve the Strategic Options Assessment for the council's Domestic Abuse and Gender Based Violence provision and notes the timescales for the Gateway 1.



100. The strategic director notes the current annual expenditure for the Southwark Domestic Abuse service and the source of funding including fixed term grants. The strategic director also notes there are no direct financial implications arising from this report at this stage and that the financial implications will be identified in the GW1 and GW2 reports and assessed against the current council budget allocations.
101. Officers' time and any other costs associated with this recommendation will be contained within existing departmental revenue budgets.

### **Head of Procurement**

102. This report seeks approval of the Gateway 0 strategic options assessment for the council's Domestic Abuse and Gender Based Violence provision and notes the request to delegate the decision to approve the Gateway 1 procurement strategy for the Domestic Abuse and Gender Based Violence Services to the Strategic Director for Environment, Neighbourhoods and Growth, in consultation with the Cabinet Member for Community Safety. In accordance with the council's Contract Standing Orders, decision must be taken by the relevant Cabinet member (or referred to Cabinet for decision) following review by DCRB and CCRB.
103. Analysis and accompanying narrative associated with each of the proposed strategic options is contained within paragraphs 27 - 42.
104. Headline risks associated with the recommended strategic option are contained within table at paragraph 44.
105. Intended alignment with the Fairer Future Procurement Framework (FFPF) is explicitly referenced at paragraph 43, and within the content of paragraphs 49 – 85 more generally.
106. Proposed methodology for performance/contract monitoring is detailed within paragraphs 86 - 90. The report also confirms that an annual performance review will be provided to the council's DCRB and CCRB in alignment with council Contract Standing Orders.
107. The Community, Equalities and Health Impact Statements are set out in paragraphs 49 - 69.
108. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 70 - 85.

### **Assistant Chief Executive – Governance and Assurance (SB16112023)**

109. This report seeks approval of the strategic options assessment for delivery of the council's Domestic Abuse and Gender Based Violence prevention services.

110. Under the council's Contract Standing Orders, a pre-procurement/Gateway 0 report is required for any service contract with an estimated contract value of £10m or more, or other strategically important contract for services, goods or works where requested by the relevant Cabinet member. The decision to approve the report recommendation is reserved to the relevant Cabinet member, who may elect to refer the decision to Cabinet, following consideration of the report by the Departmental and Corporate Contract Review Boards.
111. The report notes that the recommended strategic delivery option is for the council to follow a procurement process based on a competitive dialogue model as prescribed by the Public Contracts Regulations 2015 and adapted to the council's requirements. Subject to approval of the recommendations of this report the details of that competitive dialogue process will be finalised and set out in a Gateway 1 report together with the proposed procurement timetable.

**Director of Exchequer (For Housing contracts only)**

112. N/A

**BACKGROUND DOCUMENTS**

<b>Background Documents</b>	<b>Held At</b>	<b>Contact</b>
Violence Against Women & Girls Strategy 2019-2024	Community Safety & Partnership, Environment, Neighbourhood & Growth, Southwark Council	Caroline Thwaites 02075250805
<b>Link:</b> <a href="#">Violence Against Women and Girls Strategy 2019 to 2024 - Southwark Council</a>		
Community Safety Strategic Assessment	Community Safety & Partnership, Environment, Neighbourhood & Growth, Southwark Council	Caroline Thwaites 02075250805
<b>Link:</b> <a href="#">Agenda for Cabinet on Tuesday 5 December 2023, 11.00 am - Southwark Council (item 16)</a>		

## APPENDICES

No	Title
Appendix 1	Domestic Abuse and Violence Against Women & Girls Definitions
Appendix 2	Southwark Context
Appendix 3	Current Domestic Abuse Service
Appendix 4	Policy and Legislation
Appendix 5	EQIA 2022

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Evelyn Akoto, Health and Wellbeing	
<b>Lead Officer</b>	Caroline Bruce, Strategic Director of Environment, Neighbourhoods & Growth	
<b>Report Author</b>	Caroline Thwaites, Assistant Director of Community Safety & Partnerships	
<b>Version</b>	Final	
<b>Dated</b>	23 November 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)	No	No
<b>Contract Review Boards</b>		
Departmental Contract Review Board	01 November 2023	Yes
Corporate Contract Review Board	02 November 2023	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		23 November 2023

## APPENDIX 1

### Domestic Abuse & VAWG Definitions

1. **Gender-based violence (GBV)** - refers to harmful acts directed at an individual based on their gender or violence that affects persons of a particular gender disproportionately. It is rooted in gender inequality, the abuse of power and harmful gender-norms. While women and girls are the main victims of GBV, it also causes severe harm to, families and communities.
2. **VAWG** is defined as: ‘any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life<sup>1</sup>.’ Different types of VAWG have their own distinct causes and impact on victims and survivors. What these crimes share is that they disproportionately affect women and girls<sup>2</sup>.
3. The term ‘VAWG,’ refers to acts of violence or abuse known to disproportionately affect women and girls, please note that a considerable number of men and boys also experience these types of crimes<sup>3</sup>. The use of the term VAWG should not negate the experiences of, or provisions for, male victims of these crimes. VAWG is an umbrella term which brings together multiple forms of serious violence under a single policy strand.
4. It is important to note these forms of violence are not discrete strands, victims often experience more than one form of VAWG crime and or exploitation at any given time, during the experience of abuse. Unlike other types of crimes, VAWG crimes, exploitation and abuse can take place over a prolonged periods of time. Some victims are affected by multiple forms of VAWG within intimate partner and/or family relationships, whilst others experience of VAWG crimes and exploitation is perpetrated within wider local community. Metropolitan Police Service VAWG crimes classifications include:
  - Rape
  - Assault by Penetration
  - Sexual activity without consent
  - Sexual assault
  - Indecent assault
  - Abduction
  - Harassment
  - Stalking
  - Trafficking for sexual exploitation

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<sup>1</sup> UN Declaration on the Elimination of Violence Against Women, 1993 [Declaration on the Elimination of Violence against Women | OHCHR](#)

<sup>2</sup> Tackling Violence Against Women and Girls (VAWG) Strategy, 2021 - <https://www.southwark.gov.uk/community-safety/domestic-abuse/information-for-professionals-about-domestic-abuse/violence-against-women-and-girls-strategy-2019-to-2024>

<sup>3</sup> Supporting Male Victims, 2022 (Position statement on male victims of crimes considered in the cross-government Tackling Violence Against Women and Girls Strategy and the Tackling Domestic Abuse Plan). [Position statement on male victims of crimes considered in the cross-Government strategy on ending Violence Against Women and Girls \(VAWG\) \(publishing.service.gov.uk\)](#)

- Indecent exposure
- Outraging public decency (exposure nature)
- Voyeurism
- Up-skirting
- Spiking

People in abusive, intimate relationships may experience the above and other forms of violence and Domestic Abuse.

5. **In 2021 a new Domestic Abuse Act** and introduced a legal definition of domestic, and, for the first time children and young people are recognised as direct victims of Domestic Abuse when living in a household where Domestic Abuse has or is taking place, the act recognises the impact of domestic abuse on a child/children who see, hears or experiences the effects of abuse and treats children as victims of domestic abuse in their own right.
6. It is also worthwhile noting Part four of the act, the Safe Accommodation duty, places statutory requirements on local authority functions relating to the provision of support for all victims of domestic abuse including their children, regardless of their relevant protected characteristics, within 'relevant' accommodation.
7. **Domestic abuse**, as defined by the Domestic Abuse Act 2021 is: 'Behaviour of a person (A) towards another person (B), where they are each aged 16 or over and personally connected to each other and the behaviour is abusive.'
8. Domestic abuse affects millions of people in the United Kingdom (UK) every year. An estimated 7.3% of women (1.6 million) and 3.6% of men (757,000) experienced domestic abuse in the year between 1 April 2019 and 31 March 2020. It is considered that this is an underestimate as domestic abuse and VAWG are not always reported to the police and are 'hidden crimes'.
9. It is estimated that one in four women will become a victim of domestic abuse in their lifetime, and two women in the UK are killed each week by an intimate partner.
10. The gendered nature of domestic abuse is consistently illustrated in statistics; victims are disproportionately female and perpetrators are disproportionately male.
11. Behaviour is "abusive" if it consists of any of the following -
  - a. Physical or sexual abuse
  - b. Violent or threatening behaviour
  - c. Controlling or coercive behaviour
  - d. Economic abuse
  - e. Psychological, emotional, or other abuse
12. The definition ensures several types of relationships are acknowledged, including ex-partners and family members.
13. Organisations exercising public protection duties and frontline professionals need to be able to identify all victims of abuse, including children and young people, and ensure people receive appropriate support and are protected as per their particular needs.

14. Incidents categorised within the definition of domestic abuse can and do, manifest in other categories of VAWG, including 'honour' based abuse, sexual harassment and violence, exploitation and rape, and stalking.

## APPENDIX 2

### Southwark Context

1. During 2021-2022, there were 4667 Domestic Abuse incidents reported in Southwark as recorded by the Metropolitan Police.
2. The Southwark Domestic Abuse Multi-agency Risk Assessment Conference (MARAC) 2021-22 received 599 referrals. This process is a multi-agency conference which supports survivors that are high risk survivors of Domestic Abuse. There were 632 children within the total number of referrals received. There were 203 repeat victim referrals, however, the data cannot confirm how many times someone is a repeat victim referral. The data also cannot confirm whether the number of children mentioned are from families entered into the system as repeat victim cases, or how many times they were referred.
3. There were five recorded Domestic Abuse flagged domestic homicides during 2022-23, unusually four of these were committed by the same person, denoting two separate incidents.
4. During 2022-23, Children's Social Care recorded 2059 contacts where Domestic Abuse was flagged of which included 957 female, 1038 male and 64 for unborn children.
5. During 2021-22 379 VAWG<sup>1</sup> offences were recorded by the Metropolitan Police in Southwark. This was a 24.7% increase from the 304 offences in 2019-20 (pre-covid pandemic). 72.3% (274) were for sexual offences, of which 33 were for Rape and 241 were classified under other sexual offences.
6. VAWG in Southwark presents itself more often in locations where there are transport hubs and high street locations, areas in particular where there are often higher footfall, commuter traffic or night-time economy venues.
7. Southwark has a higher rate of women and girls found to have FGM than London and England. In 2020-21 160 Southwark resident women and girls were recorded as having FGM, more than twice the rate for London and five times the rate for England.
8. VAWG crimes are experienced by younger age groups in online spaces, social and school settings, including providing/sharing of indecent images. In Southwark, the police data shows children and young people aged 10-14 years are reported as being disproportionately impacted by VAWG related offending. It is worthwhile noting that adolescent girls and young women groomed into drug lines, (phone number that sends and received orders for drugs) are highly likely to be, or become victims of Drug Trafficking, VAWG, Child Exploitation and Domestic Abuse. This type of exploitation is also directed at adults, sometimes the most vulnerable adults in society. Dual diagnosis and multiple

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<sup>1</sup> VAWG offences are defined as sexual or violent crimes that occur away from a private residence. The offences that are covered by this definition range from stalking, harassment and voyeurism through to rape, sexual assault and violence. Domestic Abuse categorised offences are excluded.

complex needs can be barriers to reporting Domestic Abuse to both the Police and support services.

9. Victims of these types of crimes are mainly female and of all ages, although there are also male victims of VAWG crimes. White and White British female victims report offences, however, inequalities and significant lack of trust and confidence in authorities' present challenges to reporting of marginalised people and this is evidenced through those seeking support services and through engagement with Domestic Abuse Survivors. Statistics are unable to accurately reflect a true picture or scale of offences and people impacted.



## APPENDIX 3

### Current Domestic Abuse Provision

1. The contract the Council had with Solace came to a natural end in late 2022. In February 2023, the council awarded a contract to deliver all standalone Domestic Abuse commissioned specialist support services to Refuge, commencing on 6 February 2023 until 6 August 2024 ahead of the commencement of a transformation programme to review existing provision.
2. This is in addition to the pre-existing single-sex refuge accommodation contract, which provides 31 single-sex refuge bed spaces and specialist support for single Women and Women with Children, including boys up to the age of 14 years, fleeing domestic abuse. Referrals are primarily made to the service through various national voluntary bodies such as the National Domestic Violence Helpline, and local social services and the police. Women may also self-refer for support.
3. All support provided aims to empower women, help with the recovery from being abused, increase survivor confidence and knowledge to move on, successfully resettle and maintain independence. The service also helps survivors to find alternative accommodation, and provides support to set up and maintain the home or tenancy.
4. Risk levels are interchangeable and the service provider is required to work across all levels of risk. The service provider aims to have an Independent Gender Violence Advisor (IGVA) contact as the first step attempted within 24 hours of referral and risk assessed in line with national standards. IGVA and the crisis support / duty system enables survivors to access initial support and advice when they contact the service.
5. Duty IGVAs deliver immediate crisis support, including referral to refuge accommodation where eligible, information about other safe accommodation options; guidance regarding civil and criminal legal options; safety planning (in relation to leaving safely, or remaining in the relationship) and support to safeguard vulnerable adults and children. Service managers are always available to provide support regarding safeguarding or other concerns.
6. An individual needs assessment and support plan is completed within five working days. Refuge also refer people not eligible for their service to other specialist providers, not funded by the Council such as Galop and Sign Health to meet needs of survivors with protected characteristics. The provider is responsible for delivery of the following:
  - Survivor Advocacy and Support Service, eight IGVA's annual caseload of 112.5 (based on 1500 referrals per year, and 60% of survivors referred taking up the service).
  - Sanctuary Schemes @ Part 4 Safe Accommodation Duty activates eligibility to access to pan-London floating support as opposed to the eight IGVA's mentioned above.
  - Perpetrator Programme

- Child Therapeutic Programme
- Adult Survivors Counselling Programme
- Training programme
- Service User Group work programme
- Iris Programme – General Practice, (GP) Training
- Homelessness Independent Domestic Violence Advocacy (IDVA)  
Homelessness IDVA:
- The Homelessness IDVAs is embedded Southwark Housing Solutions Team to ensure that survivors' safety and housing needs are met.
- Southwark Refuge provides 31 single sex accommodation bed spaces. Survivors with boys aged 14+ are not eligible for refuge accommodation, this is national standard practice.

7. As of February 2023, the specialist service provision metrics provided by the Refuge Southwark Domestic Abuse Service (SDAS) contract are as follows:

- a. Survivor Advocacy and Support – no target set but anticipated will receive 1,500 referrals per year, 60% to take up service offer (900)
- b. Survivor Counselling Service – 53 individuals to complete course
- c. Survivor Group Programmes – 3 programmes delivered, 40 participants per year
- d. Child Therapeutic Programme – no target set but anticipated 20-25 cases per year
- e. Sanctuary Scheme – no target set but 150-200 individuals expected to be supported.
- f. Iris Programme – 100 referrals from IRIS trained surgeries
- g. Homelessness IDVA Service – no expected number
- h. Training Programme – 20 awareness raising sessions delivered
- i. Perpetrator Programme – 20-25 individuals to engage
- j. Supported Accommodation – 45 adults to commence residence

## APPENDIX 4

### Policy and Legislation tackling Domestic Abuse and VAWG in London and England

- I. Legislative measures have been introduced, to provide a firm framework in the national drive to tackle VAWG and domestic abuse. These include:
  - a) Protection from Harassment Act 1997;
  - b) The Crime and Disorder Act 1998;
  - c) The Domestic Violence, Crime and Victims Act 2004;
  - d) The Forced Marriage (Civil Protection) Act 2007;
  - e) The Anti-Social Behaviour Act 2014 made it a criminal offence in England, Wales, and Scotland to force someone to marry;
  - f) The Domestic Violence Disclosure Scheme (known as Clare's Law) 2014
  - g) DVPO (Domestic Violence Protection Orders) Domestic Violence Protection Orders (DVPO) and Domestic Violence Protection Notices (DVPN) DVPO civil powers that enable protective measures to be put in place by the Police and magistrates to put in place protective measures immediately after incidents of domestic abuse;
  - h) The Care Act 2014, included new duties to protect vulnerable adults affected by gender violence;
  - i) The Serious Crime Act 2015;
  - j) The Modern Slavery Act 2015, to address issues linked to Human Trafficking;
  - k) The Domestic Abuse Act 2021
    - Part 1, Definition of Domestic Abuse: introduces a new statutory definition of domestic abuse to the law of England Wales, outlining that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse
    - Part 2, The Domestic Abuse Commissioner: provides the framework for a new Domestic Abuse Commissioner. The intention of the Commissioner is to "provide strategic oversight of the national response to domestic abuse and hold public authorities to account."
    - Part 4, Local authority support: places a duty on Tier 1 local authorities in England to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation.
  - l) The Police, Crime, Sentencing and Courts Act 2022 provides a statutory Serious Violence Duty on public bodies as specified authorities, to work together to identify the causes, prevent and reduce serious violence in the local authority area. To prepare serious violence reduction strategy and underpinning multi-agency, delivery plan.
  - m) Online Safety Bill, to reduce risks of harm to women and girls and to tackle the online abuse.

- n) The Serious Violence Duty statutory guidance directs specified authorities to work together to prevent and reduce serious violence, identify the kinds of serious violence taking place in the local authority area, the causes of violence prepare and implement a strategy to prevent and reduce serious violence incidents in the area. Including supporting victims sexual violence attributed to sex working and also sexual violence experienced by young women during drug trafficking, re-offending amongst violent offenders and protect vulnerable groups (for example, victims of domestic abuse), monitor progress; and commission domestic violence homicide reviews.

## APPENDIX 5

### Equality Impact Assessment

#### Section 1: Equality analysis details

<b>Proposed policy/decision/business plan to which this equality analysis relates</b>	Domestic Abuse Service Procurement 2022
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<b>Equality analysis author</b>	Sharon Ogden – Safer Communities Team Manager		
<b>Strategic Director:</b>	Caroline Bruce		
<b>Department</b>	Environment and Leisure	<b>Division</b>	Communities
<b>Period analysis undertaken</b>	2018 - 2021		
<b>Date of review (if applicable)</b>			
<b>Sig n-off</b>		<b>Position</b>	<b>Date</b>

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

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

The council and its partners have recognised domestic abuse (DA) as a priority for many years and it is a fairer future commitment to tackle all forms of gender based violence. Tackling DA and its long term effects is also a shared priority for both the Southwark Safeguarding Adults Board (SSAB) and the Southwark Safeguarding Children's Partnership (SSCP).

A 5 year Domestic Abuse Strategy was launched in 2015 and Solace Women's Aid was commissioned to deliver Southwark's integrated Domestic and Sexual Abuse service. Building on the Domestic Abuse Strategy, July 2019 saw the launch of a new VAWG Strategy (2019-2024). This extended the partnership priorities to tackle all forms of gender based violence. These are:

- Supporting victims
- Tackling perpetrators
- Prevention and early intervention
- Partnership working

The Council's main DA support is commissioned through the Southwark Advocacy Support Service (SASS), delivered by Solace Women's Aid. The service provides; Survivor advocacy and support - up to 12 weeks (all risk levels), Sanctuary scheme, 26 week Perpetrator Programme, Child therapy, Counselling, Survivor group work programme, Community training and awareness raising.

Other commissioned services by the council include:

- Refuge service; 26 beds including family units
- IDVA/Outreach full-time housing Senior IDVA working with survivors of VAWG presenting as homeless.
- RHEA project worker offering floating support to survivors in eight 'RHEA project' properties, operating as temporary accommodation for survivors of VAWG presenting at Southwark Housing Solutions.
- Somewhere Safe To Stay Hub – 4 bed HMO run by Solace for female rough sleepers that have experienced domestic abuse.
- YUVA - service for young people using or experiencing violence in close relationships.
- IRIS – additional GP support and training in 25 surgeries in Southwark

The Council's two main DA Service contract with Solace Women's Aid and Refuge are due to end on 7th April 2022. Proposals are currently being developed (including extension of the contracts until March 2023) for a new commissioned service encompassing the areas identified in our VAWG Strategy. This EQIA will support this re-commissioning process.

#### Local Picture

Southwark's current response to VAWG is weighted toward domestic abuse (DA). This is a proportionate response as DA is the volume crime and Southwark has the 13th highest volume of recorded DA offences in London<sup>1</sup>

In the 12 months from December 2020 to November 2021 Southwark was the 13th highest ranked London borough with 3,239 DA Offences recorded. This compares to being ranked 11th with 3,412 for the December 2019 - November 2020 period, a reduction of 5%. It should be noted that a spike in reported cases occurred during Covid lockdown measures, with August 2020 seeing the highest monthly cases (372) since May 2019 (377). Figures stabilised from September 2020 to September 2021, averaging 282 recorded offences per month. Since September 2021 monthly figures have decreased with the December 2021 recording 209 offences.

Our commissioned DA service receives on average 2,500 referrals a year and saw a corresponding increase in referrals to survivor support. The financial year 20/21 saw a 21% increase in the number of referrals compared to the previous year.

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

#### **2. Service users and stakeholders**

<sup>1</sup> <https://www.london.gov.uk>

<p><b>Key users of the department or service</b></p>	<p>Individuals affected by domestic abuse crimes which disproportionately affect women and girls.</p> <p>In addition our commissioned service also provides a perpetrator programme working with approximately 25 individuals each year and child therapeutic support working with 25 children impacted by DA each year.</p>
<p><b>Key stakeholders were/are involved in this policy/decision/business plan</b></p>	<p>In developing proposals for a new service model, officers have undertaken a considerable amount of desk top research and consultation with stakeholders and professionals. In the very early stages workshops took place examining the interface between specialist domestic abuse provision and social care (from early help to child protection) and housing services. Please see below a summary of the key findings from the consultation that took place:</p> <ul style="list-style-type: none"> <li>• Prevention and early intervention –lack of focus</li> <li>• Improved Healthy Relationships offer and working with schools</li> <li>• Young people – lack of dedicated support</li> <li>• Complex needs - lack of bespoke offer.</li> <li>• Improved approach to dealing with perpetrators</li> <li>• Focus on wider VAWG issues - including harassment</li> <li>• Improved community awareness raising – for all VAWG areas</li> <li>• Importance of staff training and awareness raising</li> <li>• Develop a new early help model to work with the whole family safely</li> <li>• Better housing options for victims – helping victims to stay in the home and in an area where there is support</li> <li>• Fathers - Working more closely with fathers and ensure father involved in CP plans, in a safe way.</li> </ul> <p>Service users also provided their views on existing service provision and improvements that could be made to the support available.</p>

#### **Section 4: Pre-implementation equality 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 and any mitigating actions to be taken.

The first column on the left is for societal and economic issues (discrimination, higher poverty levels) and the second column on the right for health issues, physical and mental. 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 health is given special consideration, as it is the council's declared intention to

reduce health inequalities in the borough. The Public Health Team can assist with research and data.

<p><b>Age</b> - 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).</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>DA affects people of all age groups including unborn children who are also at risk of harm, through acts of abuse directed at their mothers.</p> <p>The Crime Survey for England and Wales<sup>2</sup> identifies that women aged 16 to 19 were more likely to be the victim of DA than women aged 25 years and over. This is reinforced in local police crime data<sup>3</sup> the largest victim age group for DA offences is 19 to 25 year olds with 22% of DA victims. 17% of service users accessing the councils commissioned DA service (victim support) were aged 16 – 25 years. It is estimated that 13% of the Southwark population is 16 – 25 years<sup>2</sup> which compared to the crime data suggest that this age group is over represented.</p> <p>It is estimated that 45% of the population of Southwark is aged 26 – 50 years<sup>4</sup> When looking at DA survivors accessing our DA service 69% fall into his age bracket.</p> <p>An identified gap exists in relation to people over the age of 50 accessing our service; 12% of service users (July 2020 to June 2021) accessing survivor support fall in this age group compared to a population group size of 24%.</p> <p>These disparities will be considered when commissioning a new DA service to ensure that any future provision provides appropriate support and is accessible across all age ranges. It is also important to acknowledge</p>	<p>DA involving elderly victims can be mis- represented as ‘elder abuse’. By ensuring that any new service is appropriate for all ages and targeted awareness raising of the new service when it starts we will be better placed to support elderly victims of DA, improving health outcomes.</p>

<sup>2</sup> Crime Survey for England and Wales year ending March 2020

<sup>3</sup> Southwark Police Crime data 2018/19

<sup>4</sup> ONS mid-year resident population estimate released June 2020



that children are often the witness to these incidents of violence in the home and elsewhere and future service delivery responses should include wraparound services for survivors and their family.	
<b>Equality information on which above analysis is based</b>	<b>Health data on which above analysis is based</b>
The Southwark Community Safety Strategic Assessment 2017-2019 Southwark Police Crime Data 2018/19 LB Southwark Commissioned Services Data 2020/21 Domestic Abuse JSNA	Domestic Homicide Reviews
<b>Mitigating actions to be taken</b>	
All age groups are at risk of DA any future commissioned service must be accessible to all and able to work across age ranges to identify and support those at risk of harm. Once the new service is launched targeted work will be developed to promote the service too hard to reach groups.	The health needs assessment which took place in 2017 did not look at this area. It is recommended that this area be included in any future assessments particularly in relation to support for older victims.

<b>Disability</b> - 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.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential health impacts (positive and negative)</b>
National research highlights that people with long term illness disabled women are at a higher risk of victimisation than people without.  Approximately 13% of people living in inner London have a disability, equating to 40,700 people in Southwark <sup>5</sup> .  Survivor service user data for the councils commissioned DA service shows that 52% of	Women who experience intimate partner violence have more health needs and seek health services more frequently than the general population, and their use of these services rises as the frequency and severity of violence increases <sup>7</sup> . This includes mental health, mild and Serious mental illnesses;

<sup>5</sup> JSNA Protected Characteristics Factsheet 2017

<sup>7</sup> (2014) European Union Agency for Fundamental Rights. Violence against women: an EU-wide survey

<p>service users (June 2020 to June 2021) indicated that they has some form of disability<sup>6</sup></p> <p>Data from Southwark MARAC (Multi Agency Risk Assessment Conference) for high risk victims of domestic abuse highlights that 126 victims with disabilities were referred into the Southwark MARAC during 2021. This represents 19% of all cases presented during the period.</p>	<p>depression, fear, anxiety, sexual dysfunction, obsessive compulsive disorder, post-traumatic stress disorder, suicide.</p> <p>Local service data indicates that 35% of survivors accessing the councils commissioned DA service for the period June 2020 to July 2021 had mental health issues. This includes having experienced significant trauma and living with ongoing anxiety and post traumatic distress.</p> <p>Trauma also impacts children exposed to DA<sup>8</sup> which is well documented. The councils commissioned DA service includes is child therapeutic support for children of survivors accessing the service. Approximately 25 children are supported by this service every year.</p> <p>Mental health also impacts perpetrators of DA. Analysis of service users from a perpetrator programme showed that just over a quarter had mental health needs.</p> <p>In addition, the finding of the review into Domestic Homicide Reviews has found that there is a correlation between Domestic Abuse, Substance Abuse and Mental Health in relation to perpetrators of these deaths.</p>
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>

<sup>6</sup> Mental health, physical disability, undisclosed – diagnosed and undiagnosed

<sup>8</sup> Domestic Abuse and Families – Report for Health and Wellbeing Overview and Scrutiny Jan 2021

Safe Lives. Disabled Survivors Too: Disabled people and domestic abuse. 2017. Southwark MARAC data 2020 LB Southwark. Commissioned Services Data	Home Office. Domestic Homicide Review: Key Findings From the Analysis of Domestic Homicide Reviews. Dec 2016
<b>Mitigating actions to be taken</b>	
Individuals with a disability will be considered in the procurement of a new DA service to ensure that the service is accessible to all and that appropriate support is made available to meet their needs such as mental health.	

<b>Gender reassignment</b> - The process of transitioning from one gender to another.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential health impacts (positive and negative)</b>
The Councils VAWG Strategy published in 2019 acknowledges the needs of transgender people, how they define their gender and choose services that are appropriate to their needs. We are aware that there may be under reporting from the transgender community. During 2021, there were 17 cases to MARAC where the victim identified as LGBT+ . This data does not clarify how many of these identified as gender reassignment .	None identified
<b>Equality information on which above analysis is based.</b>	<b>Health data on which above analysis is based</b>
Southwark MARAC data 2020 VAWG Strategy 2019 - 2024	
<b>Mitigating actions to be taken</b>	
Service need for the LGBTQ+ community will be considered in the procurement of a new DA service to ensure that the service is accessible to all and that appropriate support is made available to meet the needs of this group.	
<b>Marriage and civil partnership</b> – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage	

<p>between a same-sex couple. 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. <b>(Only to be considered in respect to the need to eliminate discrimination.)</b></p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential health impacts (positive and negative)</b>
<p>The council's commissioned DA service seeks to support all people regardless of marital status. However, for some, marriage is synonymous with abuse specifically Forced marriage where the victim is often subjected to sexual violence and rape.</p> <p>Current service provision in Southwark remains the same regardless of marital status, It is known that individuals, particularly women, living in couples (married or cohabiting) or who have decided to separate from their partners are more likely to be a victims of domestic abuse. Relationship breakdown is identified as a significant indicator of risk in homicide reviews</p>	None identified
<b>Equality information on which above analysis is based</b>	<b>Health data on which above analysis is based</b>
We don't collect data on relationship status for service users to our DA service.	
<b>Mitigating actions to be taken</b>	
Relationship status is not a factor in accessing DA support. The council's DA service and any future service will not discriminate in this area.	

<p><b>Pregnancy and maternity</b> - 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 against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.</p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential health impacts (positive and negative)</b>
This is a high risk group in relation to domestic abuse with pregnancy and maternity being a significant risk factor for victimisation. There is	Community Child Services; including community midwifery,

<p>an ongoing need for capacity in maternity and both pre and post-natal services to identify risks and refer appropriately to relevant support services.</p> <p>The Home Office have suggested that 70% of teenage mothers are in a violent relationship<sup>9</sup></p>	<p>health visitors etc. have a high awareness of DA with routine enquiry embedded in services. Services are aware and know how to make referrals to the councils DA service</p>
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>Home Office VAWG EIA. 2011</p>	<p>Domestic Abuse JSNA</p>
<p><b>Mitigating actions to be taken</b></p>	
<p>The heightened risk of DA when pregnant is already recognised by our DA service which is considered an additional risk factor during initial assessment. This recognition of heightened risk will continue in any new service that is procured ensuring that the right support is provided with appropriate links to maternity services.</p>	<p>As an identified high risk area maternity services to be included in future health needs assessments (JSNA).</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</b></p>	<p><b>Potential health impacts (positive and negative)</b></p>
<p>Southwark is an ethnically diverse borough with almost half of the population identifying as a minority group. 54% of the population belong to a White ethnicity group, 25% Black, 11% Asian, and 10% Other<sup>10</sup>.</p> <p>Data from our commissioned DA service shows that of the 2,788 survivors using the service between July 2020 and June 2021 38% defined themselves as Black, 32% White, 6% Asian, 12% Other, 12% non-identified.</p>	<p>None identified</p>

<sup>9</sup> Home Office VAWG EIA. 2011

<sup>10</sup> JSNA Protected Characteristics Factsheet

<p>Of the 670 cases discussed at the DA MARAC during 2020 37%, 246 were identified as from a black and minority ethnic community.</p> <p>Comparing this to the population Black ethnic groups are over represented with White groups under presented in services. In comparison to Police crime data for 2018/19 50% of victims belonged to a white ethnic group, 41% black ethnic group. On this basis referrals into the councils DA service are at the right level of DA with an underrepresentation of white victims<sup>11</sup></p> <p>Outside of DA some forms of broader gender based violence affect specific communities BAME groups more significantly, this includes; Dowry crime; Honour Based Violence; Female Genital Mutilation; Forced Marriage.</p>	
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>Southwark MARAC data 2020 LB Southwark Commissioned Services Data 2020/21</p>	
<p><b>Mitigating actions to be taken</b></p>	
<p>We are committed to supporting all survivors of DA violence. Southwark will need to ensure that any new DA service will be accessible and support the diverse community and culture of Southwark's residents.</p>	

<p><b>Religion and belief</b> - 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.</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>	<p><b>Potential health impacts (positive and negative)</b></p>
<p>Information that could be useful for strategic analysis and service provision is currently underdeveloped in Southwark. Qualitative</p>	<p>None identified</p>

<sup>11</sup> Please note these different data types use slightly different methods of identification so not exactly comparable.

<p>research shows that individuals with particular religious beliefs are more likely to be victims of certain forms of hate crime, However, there is a strong correlation between some forms of gender violence with a belief in spirit possession. This was evident in the 2010 murder of Kristy Bamu in Newham. Highlighting some aspects of inter family violence that are often misunderstood.</p> <p>Information on religion and belief is captured for service users accessing the councils DA service. During 2020 31% stated they were Christian, 8% Muslim. 26% stated they had no religion, 7% stated they didn't know and 15% declined to answer. This is in comparison to the 2011 census which identified over half; 53% of the population in Southwark identifying as Christian.</p>	
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>LB Southwark Commissioned Services Data 2020/21 2011 Census</p>	
<p><b>Mitigating actions to be taken</b></p>	
<p>We are committed to supporting all survivors of DA violence. Southwark will need to ensure that any new DA service will be accessible and support the diverse community and culture of Southwark's residents.</p>	

<p><b>Sex</b> - A man or a woman.</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>	<p><b>Potential health impacts (positive and negative)</b></p>
<p>Both men and women can be victims and/or perpetrators of DA. However, it is the disproportionate number of women whom are victims that impact on gender inequality and is the reason the majority of our response must reflect needs for services for the impact of violence on women.</p>	<p>See section on pregnancy and maternity.</p>

<p>For the period July 2020 to June 2021 95% of survivor service users in our commissioned service identified as female. When looking at local Police crime data 36% of victims of DA were male. This suggests that there is an underrepresentation of males referred to the councils DA service. There could be a number of reasons for this for example a belief that the service is not suitable for them? Less willingness to show vulnerability?</p>	
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>LB Southwark Commissioned Services Data 2020/21 Southwark Police Crime Data 2018/19</p>	
<p><b>Mitigating actions to be taken</b></p>	
<p>There is a disparity between proportion of males recorded as a victim in Police recorded DA offences and the proportion accessing the council DA service. This needs to be explored further the findings of which can then be incorporated into the new service commissioning.</p>	<p>It is recommended that the disparity between representation of males in Police Crime data and local service data is explored in any future health needs assessment (JSNA).</p>
<p><b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>	<p><b>Potential health impacts (positive and negative)</b></p>
<p>There is minimal data available the sexual orientation of victims or perpetrators of gender based violence. However, data from our domestic abuse commissioned service confirms that 3% of service users/victims identified themselves as belonging to a LGBTQ+ group. This level was similar to cases discussed at the DA MARAC for which 2.5% of cases identified as LGBTQ+. These levels are compared to a population level in Southwark of approximately 6% LGBTQ+.</p>	<p>None identified</p>



<p>The councils DA service is open to all including support for the LGBTQ+ community and whilst there is no dedicated LGBTQ+ service for DA victims in Southwark. There are a number of regional services who specialise in supporting this community for which referrals can be made.</p>	
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>LB Southwark Commissioned Services Data 2020/21 MARAC data 2020</p>	
<p><b>Mitigating actions to be taken</b></p>	
<p>We are committed to supporting all survivors of DA violence. Southwark will need to ensure that any new DA service will be accessible and support the diverse community and culture of Southwark's residents.</p>	
<p><b>Socio-economic disadvantage</b> – although the Equality Act 2010 does not include socio-economic status as one of the protected characteristics, Southwark Council recognises that this continues to be a major cause of inequality in the borough. Socio economic status is the measure of an area's, an individual's or family's economic and social position in relation to others, based on income, education, health, living conditions and occupation.</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>	<p><b>Potential health impacts (positive and negative)</b></p>
<p>Southwark is the 43rd most deprived LA in the country (out of 317 local authorities). While Southwark has seen an improvement in its ranking compared to other local authorities in England, the borough remains one of the most deprived in the country<sup>12</sup>.</p> <ul style="list-style-type: none"> <li>• Almost a third of residents live in communities ranked in the 20% most income deprived in England</li> <li>• Levels of health deprivation in the borough are mixed, with pockets spread across Southwark</li> </ul>	

<sup>12</sup> Indices of Deprivation 2019 JSNA Factsheet

<ul style="list-style-type: none"> <li>• More than a third of residents live in communities ranked in the most crime deprived in England</li> <li>• There are high levels of deprivation relating to barriers to housing and services across Southwark</li> <li>• There are high levels of deprivation relating to the living environment across the borough</li> </ul> <p>The demographics of Southwark means there are relatively high levels of vulnerability within the borough's population including high levels of mental health and substance misuse as well as those with language support needs. Victims with additional vulnerabilities have more barriers to seeking help.</p> <p>We work closely with specialist organisations to support other groups who are less likely to seek help including no recourse to public funds and those experiencing multiple disadvantage (homelessness, complex drug and alcohol use, offending, sex work and mental health issues).</p> <p>Those single women with the status of No Recourse to Public Funds are a particular group that are disadvantaged and have significant challenges to access support to safety. Although the Police will respond to incidents and cases are referred to MARAC for safety planning. Due to their immigration status this group have limited eligibility for public funds and associated support.</p> <p>The Mayors Office for Policing And Crime has identified low income as a driver for gender based violence including DA. Information from Southwark's Strategic Assessment highlights Camberwell Green and Peckham as areas with higher levels of domestic abuse.</p>	
<p><b>Equality information on which above analysis is based</b></p>	<p><b>Health data on which above analysis is based</b></p>
<p>Indices of Deprivation 2019 JSNA Factsheet Data from Southwark PAUSE Southwark Community Safety Strategic Assessment, 2017-2019</p>	

<b>Mitigating actions to be taken</b>	
<p>Socio economic status characteristics can be a barrier for individuals accessing services. These needs to be considered in the commissioning of the councils new DA service to ensure that the service is accessible to all. There is also a need to ensure connectivity between commissioned services and the specialist support services working with communities and those with multiple disadvantages. This includes ensuring that NRPF clients are able to access services and are supported. This may include referring to specialist NRPF services outside the council for support.</p>	

<b>Human Rights</b>	
<p>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</p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	
<p>VAWG including DA is a cause and effect of gender inequality. There are no negative impacts for the Council in coming into line with national and regional policy. It can only enhance the Councils Public Equality Duty.</p>	
<b>Information on which above analysis is based</b>	
<p>World Health Organisation 2017</p>	
<b>Mitigating actions to be taken</b>	
<p>VAWG including DA is already recognised as priority for the council and partners and has been for many years. This is supported by the council's 5 year VAWG Strategy. The recommissioning of the council DA service will further enhance support to individuals in this important area.</p>	

## Section 5: Further actions and objectives

<b>5. Further actions</b>			
Based on the initial analysis above, please detail the key mitigating actions or the areas identified as requiring more detailed analysis.			
<b>Number</b>	<b>Description of issue</b>	<b>Action</b>	<b>Timeframe</b>
1	Under representation of older victims of DA accessing DA services	Further analysis to identify why this is the case and how we can improve referral rates for this age group	
2	Pregnancy is identified as being a time of high risk for DA	Review of services approach particularly health including maternity services	
3	Police crime data has suggested that over a third of victims for DA offences are recorded as male, which is not reflected in DA service user data	Further analysis required to look into this area to identify why this is the case.	

<b>5. Equality objectives (for business plans)</b>				
Based on the initial analysis above, please detail any equality objectives 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.				
<b>Objective and measure</b>	<b>Lead officer</b>	<b>Current performance (baseline)</b>	<b>Targets</b>	
			<b>Year 1</b>	<b>Year 2</b>

## 5. Health objectives (for business plans)

Based on the initial analysis above, please detail any health objectives 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

<b>Item No.</b> 17.	<b>Classification:</b> Open	<b>Date:</b> 5 December 2023	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Creation of a new senior management post: Assistant Director of Repairs	
<b>Ward(s) or groups affected:</b>		All	
<b>Cabinet Member:</b>		Councillor Darren Merrill, Council Homes	

### **FOREWORD: COUNCILLOR DARREN MERRILL, CABINET MEMBER FOR COUNCIL HOMES**

As London's largest social landlord, the council manages 55,000 homes. Maintaining these homes to a decent standard and keeping them warm, dry and safe for our residents has always been the starting point for any major works that we undertake. In doing so, it is vitally important that we listen to our residents and adapt and change our approach where required – in particular, to ensure we are meeting the council's commitments to tackle inequality and take positive action to address the climate emergency.

In September 2023, Cabinet approved "A home to be proud of", our approach to improving the council's in-house repairs service and ensuring everyone who lives in a council home can expect a quality repair, completed right first time. This report seeks approval to create a new Assistant Director of Repairs. We are making good progress with our plans to improve the repairs service with resident satisfaction improving month on month. The creation of this new post will ensure we embed and continue these improvements.

### **RECOMMENDATIONS**

That Cabinet:

1. Approves the creation of a new senior management post, Assistant Director of Repairs

### **BACKGROUND INFORMATION**

2. As London's largest social landlord, the council manages 55,000 homes on behalf of tenants and leaseholders, about a third of the homes in Southwark.

3. In 2018, the council brought its housing repairs service in-house. Since this time, the service has benefited from significant investment, resulting in improvements across a range of performance measures, including customer satisfaction and the percentage of repairs completed right first time. However, for a number of reasons – including, critically, the Covid-19 pandemic – progress in transforming the repairs service has been slower than the council anticipated at the time the service was brought in-house.
4. In September 2023, Cabinet approved a report, “A home to be proud of”, which set out plans for improving the repairs service over the next year, including the introduction of four promises to tenants:
  - a quality repair, completed right first time
  - an exceptional customer service
  - your voice will be heard
  - we will invest in your homes and try to prevent problems happening.

### **KEY ISSUES FOR CONSIDERATION**

5. Delivering the planned transformation of the repairs service and achieving the council’s promises to tenants will require dedicated senior officer leadership. For this reason, it is proposed to create a new Assistant Director of Repairs, which will be a grade 17 role that reports into the Director of Asset Management. The Assistant Director of Repairs will be responsible for:
  - leading the council’s repairs service and achieving its intended transformation
  - compliance with statutory obligations set out in the Social Housing (Regulation) Act, Fire Safety Act and Building Safety Act
  - advising the Leader, Cabinet Members, Chief Executive and senior officers on all matters associated with the repair of council homes.
6. Under the council's constitution, the creation of posts at grade 17 and above is a matter reserved for Cabinet.
7. Subject to Cabinet approval of the proposal to create this role, recruitment of a permanent postholder will commence at the earliest opportunity. The council is committed to ensuring recruitment is always open, fair and transparent, and the recruitment process will be managed in line with the council’s established recruitment policy and procedures.

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

### **Community impact statement**

8. The creation of a new Assistant Director of Repairs is an important element of the council's plan to improve the repairs service, which in turn will directly benefit residents.

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

9. Under section 149 of the Equality Act 2010, the council has a duty when exercising its functions to have due regard to:
  - the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010
  - the need to advance equality of opportunity between persons who share protected characteristics and those who do not
  - the need to foster good relations between those who have protected characteristics and those who do not.
10. The protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
11. The proposal to create a new Assistant Director of Repairs is not anticipated to adversely impact on any of the duties defined in the Equality Act 2010.

### **Health impact statement**

12. There are no significant health implications arising from the proposal to create a new Assistant Director of Repairs.

### **Climate change implications**

13. There are no significant climate change implications arising from the proposal to create a new Assistant Director of Repairs.

### **Legal implications**

14. Under the council's constitution, the cabinet is responsible for making any decisions regarding the strategic management of the council, including decisions on major reorganisations, major reallocations of functions between departments or chief officers, and the creation of posts at grade 17 or above.



15. This report seeks the cabinet's agreement to the creation of a new senior management post, Assistant Director of Repairs, which is a grade 17 role.

### **Financial implications**

16. The cost of employing an Assistant Director of Repairs will be funded from the existing revenue budget for the repairs service.

### **Consultation**

17. The proposal to create a new Assistant Director of Repairs has been subject to consultation with employees and trade union representatives. This consultation was undertaken in line with the requirements of the council's HR policy framework.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

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

18. This report asks the cabinet to approve the creation of a new senior management post, Assistant Director of Repairs, which is a grade 17 role. Approval of the creation of posts at grade 17 and above is a matter reserved to the cabinet under part 3C of the council's constitution.
19. The appointment of an individual to this post is a non-executive function of the council delegated to the chief executive as the head of paid service.
20. The cabinet will need to ensure it considers the public sector equality duty in section 149 of the Equality Act 2010 when making this decision.

### **Strategic Director of Finance (H&M 23/060)**

21. The Strategic Director of Finance notes the proposal to create a new Assistant Director of Repairs. The cost of employing an individual to fill this role (1 FTE @ G17 midpoint, ie. £146,956 at 23/24 pay scales, including on costs) will need to be funded from the existing revenue budget for the repairs service. Given the financial pressures facing the Housing Revenue Account (HRA), the postholder will need to ensure that the improvement plan for the repairs service includes a strong focus on financial management and efficient, cost-effective service delivery to tenants.
22. There are no capital implications in this report.

## BACKGROUND DOCUMENTS

Background Document	Held by and Contact
A home to be proud of – the council's plan for improving its housing repairs service to tenants (Cabinet report, 12 September 2023)	Southwark Council David Hodgson <a href="mailto:david.hodgson@southwark.gov.uk">david.hodgson@southwark.gov.uk</a>
<b>Link (please copy and paste into browser):</b> <a href="https://modern.gov.southwark.gov.uk/documents/s116157/Report%20A%20Home%20to%20be%20Proud%20Of.pdf">https://modern.gov.southwark.gov.uk/documents/s116157/Report%20A%20Home%20to%20be%20Proud%20Of.pdf</a>	

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Darren Merrill, Council Homes	
<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director for Children and Adults	
<b>Report Authors</b>	David Hodgson, Director of Asset Management Ben Plant, Director of People and Organisational Development	
<b>Version</b>	Final	
<b>Dated</b>	23 November 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>		23 November 2023

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