

APPENDIX 2.
Southwark Council: The Community Support Commissioning Programme

Commissioning Plan 2011/12

CONTEXT

Purpose of the Programme

- 1 The overall objectives of the Community Support programme are to:
 - Provide support for Southwark's disadvantaged communities to build a fairer Southwark where people realise their potential.
 - Build the capacity of the voluntary sector to enable it to play a full and effective role in the development and delivery of the Community Strategy (2016) including adding value (is there some way of explaining what we mean by adding value) and maximising the value of the council's investment by leveraging in additional funding from other sources.
 - Develop and sustain multi-use facilities aimed at tackling social exclusion in deprived areas and neighbourhoods.
 - Support a sustainable and effective voluntary sector which demonstrates the capacity to modernise and innovate and to work in partnership with the council to address the needs of local communities.
 - To promote volunteering and support the development of volunteer champions within local communities.
- 2 These objectives fall within the council's overall objectives and priorities in the Community Strategy - *Southwark 2016*. They support the council's Equalities and Human Rights Scheme in relation to tackling discrimination and promoting positive community relations.

Needs in the borough

- 3 Key facts from the Office for National Statistics shows that in 2006 Southwark had an unemployment rate of 8% compared with 7.4% for London and 25.1 % economically inactive. In the 2001 census, more than 38,000 people identified themselves as having a disability or life limiting illness. Of these, about 9500 were permanently sick or disabled. The population is growing at a faster rate than the national average, increasing by 11% between 2002 and 2009 compared with 4% growth in England. There are also 13.1% lone parents in the borough with dependant children and 25.8% one person households.
- 4 The profile of ethnicity shows that 65% of the population in Southwark is white with 35% of the population now made up of people from black and minority ethnic communities. The largest ethnic group is of African Origin (12.3%). In addition we have communities of interest of Caribbean and Irish origins and those who are settled Travellers. Other ethnic groups Southwark is home to are Chinese, Vietnamese, Latin American, Eastern European, Indian, Pakistani, Bangladeshi and Turkish. This list is not exhaustive. The Refugee Council estimates about 11,000 refugees and asylum seekers live in the borough. Employment rates for black and ethnic minority groups are 16% lower than for other groups. It is also estimated that the lesbian, gay, bisexual and transgender community of Southwark is higher than the national average.

- 5 In terms of faith, the Christian community comprises 62% of the borough's residents. The Muslim community forms the second largest faith community, making up 7% of the borough's residents. Just over 28% did not state their religion or said they were of no faith. Other faiths include Bahai, Buddhism, Hinduism, Judaism, Rastafarian and Sikhism.
- 6 Inequality in educational achievement and health are very much associated with deprivation. Educational achievement at Key Stage 2 has improved but is below the national target. The GCSE achievements are also improving but remain below the national average. Southwark is aiming for at least the national average but with a relatively large number of the population being transient and significant numbers of people for whom English is a second language; this continues to present a challenge.
- 7 Southwark has high rates of teenage conceptions and sexually transmitted infections. The teenage conception rate per 1,000 female population aged 15 – 17 was 76.7% in Southwark, compared with a national average of 41.7%. Male life expectancy is well below the national average, although this gap is beginning to close. Youth involvement as both victims and perpetrators of crime is high and although falling, violent crime remains a concern.
- 8 Geographically, the borough is very diverse. Under the 2007 Communities & Local Government Index of Multiple Deprivation, Southwark is in the top 10% of most deprived boroughs, ranked 26th out of 354 local authorities in England in terms of average deprivation, (where 1 is most deprived) and 9th in London. The concentration of deprivation is in the centre and north of the borough; with pockets in the South, though locality focused work is being carried out in deprived areas to address this.

National policy that influences the Council's Community Support Programme

- 9 **Duty to promote the well-being of communities.** Councils have a duty to promote the economic, social and environmental well being of their areas and to work in partnership with others in order to achieve this. At the highest level, the council is a partner in the Southwark Alliance - the local strategic partnership, and supports the development and implementation of the Community Strategy.
- 10 Southwark Equalities & Human Rights Scheme 2008 – 2011 provides a framework to ensure that steps are taken to eliminate discrimination and harassment of any group, and that employment and services provided by the council are done so fairly.
- 11 The new **Equality Act 2010** brings together all the existing strands of equality and discrimination legislation, with the aim of clarifying existing law, extending it to cover some anomalies in existing discrimination law, and creating a stronger set of obligations on public bodies to promote equality. There are nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Act sets out the principles that will apply in considering whether one or more of the protected characteristics apply to an individual or group. The Act completed its passage through parliament immediately before the General Election was called, receiving Royal Assent on 8 April 2010. The main parts of the Act are due to come into force in October 2010, with a more detailed timetable for some particular elements. However where detailed regulations are awaited the timetable and specified elements may be subject to change. Non statutory guidance will cover all aspects of the Equality Bill once it becomes law.

- 12 Three separate online consultations on employment, services, public functions and associations, and education closed in mid-April. Publication of the final version of the guidance is expected this July.

Partnership working

- 13 Effective work to address local need is increasingly based on statutory and non-statutory agencies working in partnership arrangements. The government has made some of these arrangements mandatory. Others are discretionary. Partnerships exist across many areas of service including community safety, health and education. These partnerships lead on the development and implementation of a range of strategies, which contribute to the Community Strategy. This is a genuine partnership with the voluntary sector where the Council and other statutory agencies work together to deliver common aims and jointly address problematic issues.

a) National policy issues

- 14 Under the Local Government & Public Involvement in Health Act 2007 which came into force on April 2009 Local Authorities have a 'duty to inform, consult and involve'. The duty requires authorities to take those steps to involve representatives of local persons in the exercise of any of their functions, where they consider it is appropriate to do so. Two National indicators of particular relevance to the Community Support programme are National Indicator 4 (NI 4) which measures the percentage of people who feel they can influence decisions in the locality. National Indicator 7 (NI 7) will measure the contribution that local government and its partners make to the environment in which independent third sector organisations can successfully operate. The indicator is scored on a five point scale according to the number of third sector organisations who answer the following question as 'positive' or 'very positive': "**How do the local statutory bodies in your local area influence your organisation's success?**" Southwark did not adopt NI7 as an LAA indicator but it was included in the basket of indicators that were previously agreed by the Stronger Communities Partnership. With Comprehensive Area Assessments having been brought to an end it is not clear whether these indicators will continue to be used.
- 15 The act also has an emphasis on improving community engagement in local decisions particularly the duty on councils to involve local people in all their functions where it is relevant.
- 16 There have been a number of Participatory Budgeting exercises carried out across the country ranging from allocation of funding e.g. New Deal for Communities to agreeing Local Area Agreement. In 2004 Southwark introduced a form of devolved decision making to the community for the 'Cleaner, Greener, Safer funding, which is approximately £3m of capital funding decided by community councils. Local groups are asked to propose projects and these are then debated at open community council meetings and clear decisions are taken in that arena. This has been further extended in the annual 'Streetscape' budget, again approximately £3m per annum and residents are invited to put forward views as to how this capital money should be expended.

- 17 Other issues promoted at a national level include the following:
- The Compact, Codes of Practice & Compact Plus and proposals for the development of specific powers in relation to its implementation.
 - Civic Renewal through a range of Central Government initiatives such as the Empowerment fund, Community Builders scheme, Future Builders Investment Fund and asset transfer. Continuation of these will be subject to budget reductions imposed on the Department for Communities and Local Government.

Council Policy

18 The Community Strategy, *Southwark 2016*, was adopted by the council and its partners as Southwark's Community Strategy in December 2006. This sets out an agreed vision for the borough for the period to 2016. The objectives of *Southwark 2016* are also reflected in the key corporate planning documents and processes of the council and its partners.

19 Through the Community Strategy the council has defined 3 key objectives:

- Improving life chances
- A better place for people
- Delivering quality services

20 Within these objectives there are specific priorities that are aimed at reducing inequality and bringing about change. So, for example, in the **Improving Life Chances** objective, there is a specific priority to value diversity and be active citizens. Within the **Better Place for People** objective, there is a commitment to making Southwark a place where we have localities of mixed communities. Our **Delivering Quality Services** objective has a priority to ensure that our services are customer focused.

21 The Local Area Agreement is a three-year agreement based on the council's Community Strategy and sets out the agreed priorities for the borough. A new LAA for Southwark was negotiated in the second half of 2007/8. The outcomes in Southwark's LAA are aligned with the objectives and priorities contained in the Community Strategy and are broken down into eight blocks:

- **Children & Young People**
- **Employment**
- **Reduction in health inequalities**
- **Cleaner, Greener Environment**
- **Safer Environment**
- **Improved parks and open spaces**
- **Housing**
- **Enterprise**

The LAA for Southwark involved intensive consultation across both the council and its key partners (including the voluntary and community sector) resulting in the development of LAA indicators and targets. The local strategic partnership brings together the main agencies with a responsibility for and an influence on the public policy and services that shape the future of the borough.

Southwark's local strategic partnership has recently undergone a period of extensive review to provide it with a much greater strategic focus and ability to influence and deliver cross-cutting issues relevant across the borough. As part of that review process there is an intention to refresh to current Community Strategy 2010/11.

- 22 In addition Southwark's current LAA comes to an end in March 2011. At present the national coalition government has not set out detailed plans for the future of local government but it is unlikely that the current system of Local Area Agreements will be renewed. The council and its partners will therefore be required to be flexible and responsive to changes in the local government framework as we move forward.
- 23 National and local policy is defined in more detail through the council's policy and resources strategy, which includes the council's corporate plan and medium term financial strategy. This framework will be an important focus in order to maintain service delivery and a clear focus on outcomes in the absence of definitive guidance from central government.
- 24 The community support commissioning programme seeks to promote and target those voluntary sector organisations whose core business cuts across or falls outside of the individual departmental themes and services within the Community Strategy and LAA priorities. These are listed at Annex A.

Strategic Review of the Council's Relationship with the Voluntary Sector

- 25 Following a strategic review of the council's relationship with the voluntary and community sector the findings and recommendations were set out in the Council/Voluntary Sector Framework and agreed by the Executive on 24 April 2007. This document sets out the policy and principles governing the council's arrangements for partnership with, support to and resourcing of Southwark's voluntary and community sector (VCS).
- 26 In relation to commissioning and funding the VCS, the Framework sets out that the council will operate a mixed economy of grant aid and contracts and will where possible, operate on a three-year cycle. For 2010/11 within the community support programme all successful applicants were awarded grant aid, with the exception of the new borough Council for Voluntary sector, Community Action Southwark. This organisation is in a 3 year contract jointly managed by health & social care, children's services and community support which expires in March 2011.
- 27 In 2010 a set of high level principles and proposals for future ways of working were developed. It is important to note that this is not a change of policy but builds on the existing framework. All senior management teams and chief officers have been asked to sign up to these principles, to cascade them through departments and ensure adherence by commissioners. These principles are listed below as follows:
 - The Council recognises the importance of the relationship with the VCS and of the Southwark Compact which provides a code of conduct for the Council and the VCS.
 - The Council wishes to coordinate commissioning of VCS organisations more effectively in order to provide better value for money and better performance.
 - There needs to be clarity about the difference between grants and contracts and which most appropriately apply

- CLG is responsible for information on all grants to the VCS while Departments are responsible for their own contract arrangements.
 - Departments are to support CLG in maintaining the database by providing information on all grants (including WNF and ABG), service agreements and contracts with VCS organisations as required. CLG will manage coordinated information for the benefit of all departments and to provide a strategic overview for the council.
 - There should be transparent criteria for the evaluation of all grants and contracts and fairness of distribution across functions and geographically.
 - There should be consistency of both standards and processes in managing performance across the Council.
 - No grants should be made that do not comply with corporate standards and timescales and without advice from CLG.
 - The VCS/Council quarterly liaison meetings should be supported by officers at an appropriate senior level from each department.
- 28 Departments were also requested to nominate a Head of service with responsibility for commissioning to attend the quarterly council/VCS liaison meetings and to make a commitment to and ensure that departments respond to requests for information e.g. financial, monitoring in a timely fashion All departmental representatives have now been appointed.

PRIORITIES FOR FUNDING THE COMMUNITY SUPPORT VOLUNTARY SECTOR FUNDING PROGRAMME 2009/10

A: Communities of interest

- 29 The council aims to support organisations that promote specific cultural, social, faith and personal identities in ways that contribute to the development of confident communities able to play a full role in civic and public life. Funded organisations should contribute to building mutual understanding and shared ways of working across different faiths, cultures, and ethnic identities. They should also seek to tackle deprivation with the objective of improving the quality of life of those communities.
- 30 In addition initiatives which seek to:
- Promote community cohesion, cultural interchange and mutual understanding across cultures, ethnic groups and faith
 - Build capacity to enable full participation as citizens` in public & civic life
 - Act as community champions and advocates
 - Mediate on behalf of and provide specific information & support to a range of communities of interest and the wider public
 - Act as agents for consultation
 - We will prioritise organisations that represent new and emerging disadvantaged communities or those existing communities where there is a demonstrable case that disadvantage means that people are unable to access social opportunities.

31 **Organisations will be expected to achieve the following outcomes, which flow from the Community Strategy, and proposals will need to demonstrate how these will be measured:**

- i) **Reduction of community tension, and improved integration and community cohesion**
- ii) **Increased involvement of communities in public & civic life (active citizens)**
- iii) **Valuing diversity**
- iv) **Provision of services that are customer focused**
- v) **Delivery of user-led services tailored to respective community needs.**

Funding will be prioritised to areas/communities of greatest need.

Funding will not normally be provided for activities that fall directly within any of the other departmental commissioning programmes (listed in Annex A).

B: Specialist Capacity Building

32 A vibrant voluntary sector which is capable of sustaining long-term service delivery and support to excluded communities has a critical contribution to make towards improving the borough. The council, therefore, seeks to support organisations that build the capacity of the voluntary sector to enable it to play a full and effective role in the development and delivery of the Community Strategy.

33 Within the community support programme, a new CVS for the borough, Community Action Southwark has been contracted for 3 years to provide general and borough-wide capacity building and infrastructure support. Other VCS organisations should apply against the criteria set out in paragraphs 30, 31 and 32 and the box which follows.

34 Within budget limitations, the council will support specialist services which provide:

- Legal, financial, IT, business planning, fundraising and management development support to voluntary organisations.
- Infrastructure support that builds the capacity of the voluntary sector within a specific geographical area, or in relation to specific communities of interest, for example, refugees or volunteers.
- A voice for the VCS on the above and other national/local issues.

35 Organisations will be expected to demonstrate how any core funding through the community support programme adds value to and supports leverage from other funding programmes (within the council and externally).

36 **Organisations will be expected to achieve the following outcomes, and proposals will need to demonstrate how these will be measured:**

- i) **Strengthened capacity of the VCS to deliver citizen-led services and solutions through enhanced support services and training.**
- ii) **Strengthened capacity of voluntary and community organisations to work in partnership with statutory and private sector partners and to be a partner and influence policy development.**

- iii) **Encouragement and support of self-help and community-led activities that help create safer, stronger communities and which improve quality of life and community cohesion.**
- iv) **Support for the Community Strategy aim to develop active citizenship and volunteering.**
- v) **A strengthened VCS sector, able to influence the policies & plans of decision-making bodies in relation to the diverse communities of Southwark.**
(Can we link this to e.g. personalisation and other changes that mean that developing the capacity of the sector to work with the council is vital?)

Funding will be targeted at those aspects of capacity-building and infrastructure support that cannot be funded through other sources, that demonstrate added value, and which can provide evidence of effectiveness in supporting the smaller voluntary sector organisations to fulfil their own objectives

C: Area resource bases for tackling social exclusion

- 37 The council aims to make a contribution through funding to organisations that provide a core resource base for work that tackles social exclusion in the deprived areas and neighbourhoods in Southwark. It seeks to support a geographical spread of community resource bases within localities in the areas of greatest deprivation.
- 38 Organisations seeking funding should:
- Engage in, and contribute to local area and neighbourhood partnerships
 - Influence and contribute to increased community involvement
 - Engage and involve marginalized communities within their 'catchment' area and promote cross-community relationships.
 - Provide a physical base and capacity-building support for area and neighbourhood activities run directly by and for residents, and by smaller organisations
 - Proactively engage, build relationships with, promote the priorities of and provide regular information to the relevant Community Council for their area.
- 39 Organisations will be expected to demonstrate how any core funding through the community support programme adds value to and supports leverage from other funding programmes (within the council and externally). **Evidence of fundraising efforts must be demonstrated.**
- 40 **Organisations will be expected to achieve the following outcomes, and proposals will need to demonstrate how these will be measured:**
- i) **Strengthening local area & neighbourhood partnerships between agencies and with local people**
 - ii) **Increased effectiveness of and engagement with local neighbourhood regeneration and renewal initiatives**

- iii) **Increased community activity & involvement as measured by the range and take-up of users and the development of cross community relationships**
- iv) **Providing relevant community facilities that work for the specific area in which they are based.**

Funding will be targeted at contributing to core costs that enable organisations to act as a local focus for the community and to lever in funds from other sources.

Funding will not normally be provided for activities that fall directly within one of the Council's thematic commissioning programmes (listed in Annex).

Premises

- 41 In the community support programme, a number of organisations receive grants, which incorporate a rent element where the council is the landlord. This rent element is withheld at source and is payable to property division. Organisations will be required to adhere to the council's premises and asset management strategies and to ensure that buildings are compliant and fit-for-purpose. Any support provided by the council in relation to premises must be based on fairness and transparency and organisations in receipt of council funding must have a lease agreement in place. The premises policy and asset management strategy and resulting actions are now the joint remit of a VCS Premises Portfolio officer in Property and a newly appointed community engagement premises officer.

Deadline for submissions.

- 42 Applications will be sought from all currently funded organisations together with new applications. The deadline for receipt of applications will be determined subject to which option is adopted for the award of funding 2011/2012.

Funding Agreements

- 43 The council voluntary sector framework sets out that there should be a mixed economy of grants and contracts for funding the VCS. The simplified contract has been finalised and a threshold of £156,000 agreed which is line with the European Union threshold. This is currently in the process of being evaluated and updated.

Available Resources

- 44 The council's budget for funding the Community Support Grant Aid programme in 2010/11 totals £1,316,654 including £140,000 contract plus inflation per annum from 2008-2011 for Community Action Southwark. The 2011/12 budget will be agreed within the context of tight financial constraints of the local government settlement 2011-14 and through the council's annual Policy and Resources process.
- 45 Central government deficit reduction is likely to mean that the council will be working in a context of ever tighter resource constraints. With an in-year reduction to the Area Based Grant the impact on the VCS of all future funding decisions will need to be carefully factored in. Organisations funded by the council must therefore demonstrate that they provide added value and value for money. The council will seek to deliver more efficient and effective services by jointly commissioning organisations that cross the thematic programmes where this is possible.

Annex A:

The Community Support grant aid programme will **NOT** consider applications for funding for organisations whose main activities fall within the following theme/service-based programmes:

- Children's Services – Early Years (Children's Services)
- Youth provision (Children's Services)
- Mother tongue & Supplementary Education (Children's Services)
- After-school, Play & Holiday (Children's Services)
- CAHMS (Children's Services)
- Arts and Culture (Environment and Housing)
- Community Safety (Environment and Housing)
- Ecology & Environment (Environment and Housing)
- Economic Development (Regeneration and Neighbourhoods)
- Advice Services (Communities, Law & Governance)
- Social Care - Universal (Health and Social Care)

Each of these Council programmes has its own arrangements and timetables for commissioning from voluntary sector providers, including through formal tendering.

For more information on these programmes, and on the commissioning process for the Community Support commissioning programme, contact:

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Annex C: Community Support Commissioning 2010/11

ORGANISATION	
<i>Communities of Interest</i>	<i>Funding 2010/11</i>
AAINA	32,073
Blackfriars Settlement (Older People's Club)	10,496
HornAfrik	10,000
Org. Blind African Carribeans	20,421
Rockingham Somali Support Group	11,000
South East Muslim Association	18,792
Southwark Somali Refugee Council	61,500
Southwark Vietnamese/Chinese Association	39,539
Southwark Cyprus Turkish Group	7,803
Southwark Muslim Women's Association	63,646
Southwark Refugee Project	68,747
Southwark Day Centre for Asylum Seekers	53,319
Southwark Pensioners Centre	132,888
Time & Talents over-60's group	5,339
Vietnamese Women's Group	11,308
<i>Area Based Resources</i>	
Bede House Core costs	17,378
Beormund Community Centre	92,999
Blackfriars Settlement Core Costs	17,378
Cambridge House Core Costs	17,378
Clubland	28,456
East Dulwich Community Association	8,700
Elephant Jobs Ltd – Aylesbury Access Centre	27,485
Peckham Settlement	17,378
St Faiths Community Centre	27,281
St Judes Community Centre	42,724
St Mathews Community Centre	26,167
Time & Talents Core Costs	17,378
Wickway Community Centre	61,925
<i>Capacity Building & Infrastructure Support</i>	
Local Accountancy Project	47,232
Community Action Southwark	147,088
Southwark Refugee Communities Forum	25,625
Peckham Settlement (Hourbank)	34,951
Peckham Voluntary Sector Forum	41,051
Volunteer Centre Southwark	51,839
Earmarked for Equalities & Human Rights	28,000
<i>Overall Total</i>	<i>1,316,654</i>