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**CABINET
AGENDA**
for the meeting
on
23 March 2020 at
6.30 pm

Cabinet Seating Plan

Members

Minority Group Members

Press

Shadow Cabinet
6 seats

Guest Speakers

Officers

Deputy Cabinet Members

Executive Director – Place

Stuart King
(non-voting Job Share)

Paul Scott
(voting Job Share)

Hamida Ali

Executive Director – Children, Families and Education

Alisa Flemming

Executive Director – Resources

Chief Executive

Louisa Woodley

Jane Avis

Executive Director – Health, Wellbeing & Adults

Oliver Lewis

Manju Shahul-Hameed

Simon Hall

Section 151 Officer

Stuart Collins
(Deputy Leader)

Deputy Cabinet Members

Officers

Tony Newman
(Leader)

Alison Butler
(Statutory Deputy Leader)

To: Croydon Cabinet Members:

Councillor Tony Newman, Leader of the Council - Budget and Strategic Policy
Councillor Alison Butler, Deputy Leader (Statutory) and Cabinet Member for Homes & Gateway Services
Councillor Stuart Collins, Deputy Leader and Cabinet Member for Clean Green Croydon
Councillor Hamida Ali, Cabinet Member for Safer Croydon & Communities
Councillor Jane Avis, Cabinet Member for Families, Health & Social Care
Councillor Alisa Flemming, Cabinet Member for Children. Young People & Learning
Councillor Simon Hall, Cabinet Member for Finance & Resources
Councillor Stuart King, Cabinet Member for Environment, Transport & Regeneration (non-voting - Job Share)
Councillor Oliver Lewis, Cabinet Member for Culture, Leisure & Sport
Councillor Paul Scott, Cabinet Member for Environment, Transport & Regeneration (voting - Job Share)
Councillor Manju Shahul-Hameed, Cabinet Member for Economy and Jobs

Invited participants:
Councillor Louisa Woodley, Chair of the Health & Wellbeing Board
All other Members of the Council
Matthew Kershaw, Joint Croydon Health Services Chief Executive and Place-Based Leader for Health

A meeting of the **CABINET** which you are hereby summoned to attend, will be held on **Monday, 23 March 2020** at **6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS BAKER   Victoria Lower
Council Solicitor and Monitoring Officer   020 8726 6000 x14773
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Bernard Weatherill House   www.croydon.gov.uk/meetings
8 Mint Walk, Croydon CR0 1EA   13 March 2020

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http://webcasting.croydon.gov.uk

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020 8726 6000 x14773 as detailed above.

AGENDA – PART A

1.   **Apologies for Absence**

2.   **Minutes of the previous meeting** (Pages 7 - 28)

To approve the minutes of the meeting held on 24 February 2020 as an accurate record.

3.   **Disclosure of Interests**

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

4.   **Urgent Business (If any)**

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

Cabinet Member: Leader of the Council

a)   **Covid-19 Update**

Officer: Rachel Flowers
Key decision: no

To include updates from:
- The Director of Public Health, Rachel Flowers
- The Joint Croydon Health Services Chief Executive and Place-Based Leader for Health, Matthew Kershaw
- Cabinet Leads

Cabinet Member: Leader of the Council

5.   **Recommendations from the Citizen's Assembly on Climate Change** (Pages 29 - 60)

Officer: Shifa Mustafa
Key decision: yes

Cabinet Member: Cabinet Member for Culture, Leisure & Sport

6.   **This is Croydon - Borough of Culture 2023** (Pages 61 - 70)

Officer: Shifa Mustafa
Key decision: no

Cabinet Member: Cabinet Member for Children, Young People & Learning

7.   **Findings from Ofsted Inspection of Early Help and Children's Social Care** (Pages 71 - 76)

Officer: Robert Henderson
Key decision: no

Cabinet Member: Cabinet Member for Children, Young People & Learning

8.   **Children, Young People & Families Plan** (Pages 77 - 106)

Officer: Robert Henderson
Key decision: no

Cabinet Member: Cabinet Member for Economy & Jobs

9.   **Investing in Our Future - Apprenticeship Plan** (Pages 107 - 148)

Officer: Shifa Mustafa
Key decision: no

Cabinet Member: Cabinet Member for Homes & Gateway Services

10.   **Increasing Housing Supply** (Pages 149 - 176)

Officer: Ozay Ali
Key decision: yes

Cabinet Member: Leader of the Council and Cabinet Member for Safer Croydon & Communities

11.   **Emergency Preparedness (Resilience) at Croydon Council** (Pages 177 - 326)

Officer: Shifa Mustafa
Key decision: no

Lead Member: Chair of Scrutiny & Overview Committee

12. **Stage 1: Recommendations arising from Scrutiny** (Pages 327 - 336)

Officer: Jacqueline Harris Baker
Key decision: no

Cabinet Member: All Cabinet Members

13. **Stage 2 Response to Recommendations arising from Scrutiny & Overview Committee on 29 October 2019, Children & Young People Scrutiny Sub-Committee on 5 November 2019 and Streets, Environment & Homes Scrutiny Sub-Committee on 17 December 2019** (Pages 337 - 342)

Officer: Jacqueline Harris Baker
Key decision: no

Cabinet Member: Cabinet Member for Finance & Resources

14. **Investing in our Borough** (Pages 343 - 410)

Officer: Jacqueline Harris Baker
Key decision: no

15. **Exclusion of the Press and Public**

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

"That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended."

PART B AGENDA

16. **Minutes of the previous meeting** (Pages 411 - 414)

To approve the Part B minutes of the meeting held on 24 February 2020 as an accurate record.

Cabinet

Meeting held on Monday, 24 February 2020 at 6.30 pm in Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX

MINUTES

Present: Councillor Tony Newman (Chair);

Councillor Alison Butler, Stuart Collins, Hamida Ali, Alisa Flemming, Simon Hall, Stuart King (non-voting – Job Share), Oliver Lewis, Paul Scott (voting – Job Share) and Manju Shahul-Hameed

Also Present: Councillor Tim Pollard, Jason Cummings, Jason Perry, Maria Gatland, Lynne Hale, Simon Hoar, Yvette Hopley, Helen Pollard, Sean Fitzsimons, Robert Ward, Clive Fraser, Helen Redfern, Leila Ben-Hassel, Janet Campbell, Sherwan Chowdhury, Patsy Cummings, Patricia Hay-Justice, Bernadette Khan, Shafi Khan and Louisa Woodley

Apologies: Councillors Jane Avis and Mario Creatura

PART A

16/20   **Minutes of the previous meeting**

The part A minutes of the Cabinet meeting held on 20 January 2020 were agreed. The Leader of the Council signed the minutes as an accurate record.

17/20   **Disclosure of Interests**

There were none.

18/20   **Urgent Business (If any)**

There were no items of urgent business.

19/20   **Budget and Council Tax 2020/21**

a   **General Fund and HRA Budget 2020/21**

The Leader thanked the Cabinet Member for Finance & Resources, the Section 151 Officer and her team for their work in producing the budget. It was stated that while increases in council tax were not desired it was prudent to ensure the council had a balanced budget. Ongoing budget pressures continued, however the Leader stated he hoped that the Government budget, which was to be announced on 11 March 2020, would reflect the pressures local government were under.

The Leader commended the budget to Cabinet.

Cabinet was provided with a presentation from the Cabinet Member for Finance & Resources which gave an overview of the financial pressures the council continued to face and the proposed budget. It was recognised that the scale of cuts facing local government were not to the same level as previous years but that there had not been a rebalancing of the central government grant which would address the high levels of demand for adult social care which were being experienced nationally.

The Croydon specific challenges of being historically underfunded were raised by the Cabinet Member, including the borough having the same level of challenges as an inner London borough but being funded as an outer London borough and the continued underfunding of Unaccompanied Asylum Seeker Children (UASC) by the Home Office. Despite these challenges, the Cabinet Member stated the council continued to manage its budget.

The Cabinet Member welcomed the small increase in grant the council would receive in 2020/21; however it was stated that this was against the backdrop of a ¾ decrease in grant in recent years which had placed a huge amount of stress on council resources.

In terms of the 2020/21 budget, the Cabinet Member informed Members that there was a planned contribution of £5m to the reserves as it was recognised that significant risks remained. It was proposed to increase council tax by 1.99%, which was the level that Government assumed council tax would be raised, and which 93% of councils were doing nationally.

Prudent financial management was at the heart of the budget with money being placed in reserves, contingency budgets and detailed plans for proposed savings.

Despite the challenges faced by the council it had continued to deliver manifesto commitments and had protected and invested in frontline services. The Cabinet Member noted that over the six years of the Labour Administration there had been a net growth of £42m in people services, which it was stated was in direct contrast to the previous administration which had cut those services.

The council would continue to be innovative, it was stated, which would enable frontline services to be protected. Additionally, with the council focussing on prevention, there were benefits which could be realised not only for residents but also for the council's budget. Innovative measures included looking at sustainable solutions to combat the climate emergency and it was noted that there was a specific budget to tackle this.

Three quarters of the budget, the Cabinet Member noted, was allocated to people based services and this was an area of council services which had been growing year on year due to increasing demand. Prevention was key to managing the budget whilst demand continued to grow.

Members noted that the council had received increased income from council tax and this was attributed to improvements in collections. Furthermore, the Cabinet Member informed Members that the dividends from Brick by Brick were due to increase which would further support the budget going forward. The asset investment programme would also be accelerated, Members were informed, which would further support frontline services, and the Growth Zone programme would support further investment in the borough and increased business rates.

The Cabinet Member for Finance & Resources concluded that the recommendation to increase council tax by £1.29 per week was to support the delivery of services and reiterated that the budget had been carefully planned.

The Section 151 Officer presented her comments to Cabinet, which were detailed in the report. Members were informed that the council's reserves were expected to remain at £10m and that the council, unlike others in the country, had not used reserves to plug holes in the budget.

There had been a reduction in earmarked reserves over the previous three years to be around £12m at the end of 2019/20, however the Section 151 Officer stated that earmarked reserves were due to be replenished in 2021.

Members were informed that £9m had been allocated to fund UASC services and that this had been put in place due to insufficient government funding. The council would continue to lobby the Home Office for appropriate funding however it had been prudent to budget for this expenditure.

The Section 151 Officer informed Members that the savings which were outlined in the report had an associated delivery plan which was understood by each Cabinet Member and Executive Director.

Cabinet was informed that the setting of council tax levels was a political choice, however the proposed increase would lead to an additional £12m being raised which would support the balancing of the budget.

In terms of risk, the Section 151 identified that there were risks in terms of budget delivery and as such a forensic approach would be taken to ensure savings were delivered. Additionally, the increasing demand in adult social care remained a key risk. To mitigate these risks contingency had been included in the budget.

The Section 151 Officer recognised that the general fund reserves were low in terms of the size of the council, however stated that a substantial increase would take place during 2020/21.

Members were informed that the government's budgeting on a one year basis was a challenge for long-term financing of the council although, despite this challenge, a new Medium Term Financial Plan would be published.

The Section 151 Officer concluded that robust budget management was integral to ensure the long term stability of budgets.

The Cabinet Member for Homes & Gateway Services introduced the Housing Revenue Account budget recommendations. It was noted that over the previous four years there had been an annual decrease in rents of 1%, however, for 2020/21 it was proposed that there was an increase which was in line with government policy.

Members noted that there was no proposed increase in garage or parking space rents within the 2020/21 budget, although there was a proposed increase of 2% in service charges.

The Cabinet Member for Homes & Gateway Services informed Members that the budget included an investment of £27m in improvements to the council stock, ensuring residents had good quality homes.

Members thanked officers for the work which had gone into the formation of the proposed 2020/21 council budget.

In response to Member questions, the Cabinet Member for Finance & Resources stated that conversations had started with the NHS in relation to the funding gap in the One Croydon Alliance and ensuring the council was properly recompensed. The principle of fair funding of the Alliance had been agreed and discussions would continue to ensure appropriate contributions for the current and future financial years.

The Cabinet Member for Finance & Resources stated, in response to questions, that it was too early to definitively say what the impact of £1.6m savings in staff layers would be. The council was looking at staff structures and identifying where it could be more efficient, however any changes in staff would undergo the formal process with trade unions and consultation.

Members welcomed the planned increase in reserves and expressed a desire that this continued in future years. In response, the Cabinet Member for Finance & Resources noted that this would be possible if there was a commitment from government to fund local government properly in future years.

In response to concerns in terms of the deliverability of the budget, the Cabinet Member for Finance & Resources stated that the key areas of the budget would be carefully monitored and actions would be taken where necessary. Additionally, all savings had plans associated with them which would be monitored also. It was felt that a more prudent estimate had been taken.

The Cabinet Member for Finance & Resources noted that earmarked reserves were created for specific purposes and had been used for those purposes. The intention of the council was to replenish those reserves through the council tax collection surplus.

In terms of Q1 monitoring, the Cabinet Member for Finance & Resources clarified that if all the actions towards a saving had not been completed then the saving would not be reported. The Section 151 Officer informed Members that more stringent controls would be put in place, with high risk areas being reviewed on a monthly basis.

Members welcomed the increase in funding in adult social care, however it was noted by the Cabinet Member for Finance & Resources that nationally there continued to be a lack of funding which needed to be addressed as demand continued to outstrip funding. In terms of the Public Health grant, Members noted that there had been no indication of when the details would be published.

In response to Member questions, the Cabinet Member welcomed the New Addington Health & Wellbeing Centre and noted that life expectancy was significantly lower in New Addington than in the neighbouring ward of Sanderstead and as such it was prudent to open the first centre in this location. It was a facility which Members would welcome across the borough however it was not possible with current funding constraints.

The funding for the homelessness hub was welcomed by Members although the Cabinet Member for Finance & Resources noted that the requirement to bid against other boroughs was not ideal and that the grant did not cover all of the costs for this hub.

Cabinet was informed by the Cabinet Member for Finance & Resources that contrary to reports, the New Addington Boxing Club would receive support from the council to ensure the important resource was maintained.

In response to questions, the Cabinet Member for Finance & Resources confirmed that the figures on void properties and the budget implications of the voids would be provided to the Shadow Cabinet Member for Housing & Gateway Services following the meeting.

Officers and Cabinet Members were thanked for their work to ensure that the council's budget remained balanced whilst enabling significant

investment in children's services. That investment had been integral to the children's service improvement plans.

Members of the Opposition confirmed their support for fairer funding in terms of UASC and would continue to support the council's lobbying. The Leader thanked Members for their support and expressed hope that the new Home Officer Minister was open to discussions on UASC funding.

The increase to the dedicated schools grant was welcomed by Members, however it was noted by the Cabinet Member for Finance & Resources that whilst there had been an increase of £20m, the bulk of this money had not been received by councils like Croydon. Additionally, huge pressures continued to be experienced in relation to high needs support and that while there had been an increase in funding this did not match the increased scale of support required.

In response to Member questions, the Cabinet Member for Finance & Resources informed Members that the Parklife project was being reviewed which was why there had not been any expenditure on this project during Q3 of 2019/20. In relation to the number of staff within the parks service, officers committed to provide this detail to the Shadow Cabinet Member for Culture, Leisure & Sport and detail on the variance on Fairfield Halls which was included in the Q3 report.

The Cabinet Member for Finance & Resources, in response to questions, noted that parking and driving fines were only issued when the driver had not driven or parked appropriately. Furthermore, Members were informed that 60% of issued fines were to vehicles coming into Croydon from out of the Borough.

Members noted that tackling climate change was vital and in response the council had committed £0.25m of revenue budget to have a dedicated team to look at this. Additionally, £7.5m was allocated within the capital budget on top of what the council was already doing to combat climate change. The climate emergency was an important area of focus for the council and this strand, it was stated, now ran throughout the budget.

Furthermore, the Cabinet Member for Finance & Resources informed Members that discussions had started to move pension fund investments away from fossil fuel investments as a further commitment to tackling climate change.

Members noted that the proposed increase in council tax was lower than the increase the previous year. Whilst it was recognised that the council tax bill was a significant bill for many households, it was stated that it represented good value for money given the services provided by the council. It was further stated that if the council had not experienced a reduction in government funding then it would not be necessary to have discussions on increasing council tax.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To recommend to full Council

1. A **1.99**% increase in the Council Tax for Croydon Services (a level of increase Central Government has assumed in all Councils' spending power calculation).

2. A **2.00**% increase in the Adult Social Care precept (a charge Central Government has assumed all councils' will levy in its spending power calculations).

3. The GLA increase of 3.6**%**.
   With reference to the principles for 2020/21 determined by the Secretary of State under Section52ZC (1) of the Local Government Finance Act 1992 (as amended) confirm that in accordance with s.52ZB (1) the Council Tax and GLA precept referred to above are **not excessive** in terms of the most recently issued principles and as such to note that no referendum is required. This is detailed further in section 3.8 of the report.

4. The calculation of budget requirement and council tax as set out in Appendix D and E. Including the GLA increase this will result in a total increase of 3.92% in the overall council tax bill for Croydon.

5. The revenue budget assumptions as detailed in the report and the associated appendices.

6. The programme of revenue savings, income and growth by department for 2020/21 (Appendix A).

7. The Council's detailed budget book for 2020/21 (Appendix B).

8. The draft Capital Programme as set out in section 11, table 18 and 19 of the report, except where noted for specific programmes are subject to separate Cabinet reports.

9. To increase the Asset Investment Fund by £100 million to £300 million.

10. To note there are no proposed amendments to the Council's existing Council Tax Support Scheme for the financial year 2020/21.

11. The adoption of the Pay Policy statement at Appendix H.

RESOLVED: To agree

1. A rent increase for all Council tenants for 2020/21, in line with the

Government's social rent policy which has legislated to increase social rents by CPI + 1%, which is equal to 2.7%

2. No increase to Garage and Parking space rents.

3. 2% increase to the service charges for caretaking, grounds maintenance and bulk refuse collection as detailed in section 12 of the report.

RESOLVED: To note

1. That in respect of the Council's public sector equalities duties where the setting of the capital, revenue and HRA budget result in new policies or policy change the relevant service department will carry out an equality impact assessment to secure delivery of that duty including such consultation as may be required.

2. The progress being made towards balancing the Council's financial position for 2019/20 as at Quarter 3 and the current projected outturn forecast of £2.371m as set out in the report at item 5b on the agenda.

3. The response to the provisional local government settlement which is attached at Appendix F of the report.

4. That pre-decision scrutiny of the proposed budget 2020/21 took place at the Scrutiny and Overview Committee on the 10th February 2020. The Scrutiny and Overview Committee agreed to recommend that the Cabinet Member for Finance and Resources be invited to attend a meeting of the Committee and provide an update on the bedding in of the Council's new financial monitoring systems in September 2020.

5. The statement on reserves and balances and robustness of estimates from the statutory Section 151 Officer.

b   **Quarter 3 Financial Performance 2019/20**

The Cabinet Member for Finance & Resources noted that a huge amount of work had been undertaken since the Q2 monitoring report which was seen in the improved forecasted outturn for 2019/20. Whilst it was noted that an overspend of £2.4m remained there continued to be £8.4m of exceptional expenditure due to the Home Office not providing adequate funding for Unaccompanied Asylum Seeker Children.

Members were informed that the savings which had been made since Q2 were one off initiatives taken within 2019/20 and as such there would be some flow through to the next financial year; however the Cabinet Member stated that there was now a much better understanding of where the overspend was coming from. The Section 151 Officer reiterated that it

was important that the council had a much better understanding of where spending was taking place to enable the budget to be well managed.

In terms of the capital budget, the Cabinet Member stated the projections had been improved and that any underspend was due to timelines slipping.

In response to concerns raised, the Cabinet Member stated that capital budgets had been charged where appropriate. The review which had taken place between Q2 and Q3 had identified areas of transformation which were not being charged to the transformation budget, such as the digital service which was undergoing a large amount of transformation, and this had been rectified.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Note the current revenue outturn forecast at the end of the third quarter of 2019/20 of £5.8m underspend, before exceptional items of £8.2m, resulting in a total overspend of £2.4m;

2. Note that the exceptional items of £8.2m relate to costs incurred by Croydon Council for Unaccompanied Asylum Seeking Children (UASC) and No Recourse To Public Funds (NRPF), due to woefully insufficient funding from the Home Office.

3. Note the ongoing engagement with and lobbying of Government by the Council for additional funding for Croydon, both in general terms and specifically Unaccompanied Asylum Seeking Children given Croydon's gateway status.

4. Note the HRA position of a £1.5m forecast overspend against budget;

5. Note the capital outturn projection of £277m, forecast to be an underspend of £159m against budget;

RESOLVED: To recommend to Council the approval to reduce to the capital programme by **£1.2m** as set out in Table 6 of the report.

c   **Treasury Management Strategy Statement, Capital Strategy, Minimum Revenue Provision Policy Statement and Annual Investment Strategy 2020/2021**

The Cabinet Member for Finance & Resources noted that the report found that the council was within all of the prudential indicators. The council was borrowing money for a number of programmes, however it was stated that

most of these programmes had their own income stream and so were not a burden on the council's finances.

Concerns were raised by some Members that the council was borrowing £1b and the figure was expected to rise to £2b. In response, the Cabinet Member stated that there was a mix of borrowing being undertaken by the council; including asset investment which generated annually £6.5m of revenue and Brick by Brick which was developing much needed housing and was providing dividend payments to the council. The Cabinet Member suggested that it was important to look at the wider context of the benefits that were associated with the borrowing streams.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To recommend Council approve

1. The Treasury Management Strategy Statement 2020/2021 as set out in the report including the recommendations:

    a. That the Council takes up borrowing requirements as set out in paragraph 4.5 of the report.

    b. That for the reasons detailed in paragraph 4.14 of the report, opportunities for debt rescheduling are reviewed throughout the year by the Director of Finance, Investment and Risk (S151 Officer) and that she be given delegated authority, in consultation with the Cabinet Member for Finance and Resources and in conjunction with the Council's independent treasury advisers, to undertake such rescheduling only if revenue savings or additional cost avoidance can be achieved at minimal risk in line with organisational considerations and with regard to the Housing Revenue Account (HRA) as set out in the Council's Medium Term Financial Strategy 2019/2023.

    c. That delegated authority be given to the Director of Finance, Investment and Risk (S151 Officer), in consultation with the Cabinet Member for Finance and Resources, to make any necessary decisions to protect the Council's financial position in light of market changes or investment risk exposure.

2. That the Council adopts the Annual Investment Strategy as set out in sections 4.16 and 4.17 of the report.

3. That the Authorised Limit (required by Section 3 of the Local Government Act 2003) as set out in paragraph 4.10 and as detailed in **Appendix C** of the report be as follows:

2020/2021	**2021/2022**	**2022/2023**
£1,840.757m	**£2,038.506m**	**£2,085.274m**

4. That the Council approve the Prudential Indicators as set out in **Appendix C** of the report.

5. The Annual Minimum Revenue Provision Policy Statement (required by the Local Authorities (Capital Financing and Accounting) (England) (Amendment) Regulations 2008SI 2008/414) as set out in **Appendix D** of the report.

6. That the Council's authorised counterparty lending list as at 31st December 2019 as set out in **Appendix E** of the report and the rating criteria set for inclusion onto this list be approved.

7. That the Council adopts the Capital Strategy Statement set out below in section 3 of the report.

20/20   **Delivering the Croydon Growth Zone**

Cabinet was provided with a presentation which gave an overview of the Croydon Growth Zone. The Cabinet Member for Environment, Transport & Regeneration (voting – Job Share) noted that the Growth Zone looked primarily at the town centre but the regeneration was in the context of the large amount of growth which had been witnessed across the borough since 2012.

The uplift in business rates which had been experienced was helping to fund the transformation of the town centre to create a modern European city. Whilst the transformation had begun it was noted by the Cabinet Member that it would take time before the ambition was fully realised. The town centre was due to be transformed with a large amount of consented and planned developments due to take place, which were delivering new homes and spaces in the town centre.

The Cabinet Member welcomed the redevelopment of East Croydon, however it was noted that this would be dependent upon the work of Network Rail to improve the Brighton Mainline and the associated works. The projects within the Growth Zone project were complex and it was important to continuously review and re-profile to ensure projects were taking place at the most convenient time.

The Cabinet Member highlighted a number of achievements to-date, including award winning meanwhile activities, the enterprise zone, plans for a creative campus and projects which looked to transform the subways. Social infrastructure continued to be key to the Growth Zone plans as it recognised that the regeneration of the town centre would impact communities across the borough.

The Cabinet Member for Economy & Jobs spoke on Croydon Works, a job brokerage service which had supported over 1,000 people to start their careers, with particular success in introducing people to opportunities within construction. The opportunities of the Growth Zone were highlighted as they enabled the creation of new jobs in the borough which supported residents into employment.

The 100 Apprentices in 100 Days initiative was noted by the Cabinet Member for Economy & Jobs as having further supported residents. Additionally, it was noted that the council in partnership with Croydon College had been successful in being awarded £393,000 of GLA funding for a project which would support employers to recruit apprentices in creative, digital and health and social care.

The Smart City workstream was highlighted by the Cabinet Member for Economy & Jobs as being integral to ensure the best of technology in the borough. The council continued to support new digital companies being set up in the borough.

Between January and March 2020 it was anticipated that 1,700 young people would have accessed digital workshops at the 14 roadshows which were due to be held in schools in the borough, further supporting residents to have good technology skills.

The Cabinet Member for Culture, Leisure & Sport informed Members that culture remained at the heart of regeneration. In recent years Croydon had enhanced its profile as a cultural hub with a broad programme of events and exciting activities. The success of this focus on culture had been realised with Croydon being award the Borough of Culture for 2023 and the Cabinet Member thanked officers and partners for their work.

2023 would be a fantastic year for Croydon and work to prepare for this had already begun. The Cabinet Member for Culture, Leisure & Sport informed Members that more details would be shared in a report to Cabinet in March 2020.

The Cabinet Member for Environment, Transport & Regeneration (non-voting – Job Share) noted that while HGVs represented only 4% of vehicular movements across the country they contributed to over 50% of causalities. As such, construction logistics had been an important area of focus within the Growth Zone to support the delivery of the developments whilst ensuring the safety of all. The construction logistics plan had supported the council to coordinate construction traffic in the borough to enable both residents and businesses to continue with minimal disruption.

Members were informed that additional funding of £10m had been secured from Transport for London for the Liveable Neighbourhoods programme and £0.5m for bus priority projects.

The Cabinet Member for Environment, Transport & Regeneration (non-voting – Job Share) recognised that the re-profiling of the Growth Zone did lead to some schemes having a short term funding reduction, whilst others were increased, however it was stressed there was no reduction in the overall project.

Members were informed that an external consultant's report had been commissioned to determine whether to design and build an energy network and it was suggested that the report would be taken to a Cabinet Member Advisory Committee, when established, for discussion.

The work of scrutiny members was recognised by the Cabinet Members and they were thanked for their work in reviewing the programme and making recommendations which had enhanced the Growth Zone programme.

Finally, the link between the Growth Zone and the council's commitment to tackle the climate emergency being faced by the borough was recognised and as such the council was committed to ensure that the Borough's regeneration was sustainable. It was integral to the success of the Growth Zone that Croydon was seen as a great place to live, study and invest.

The Cabinet Member for Safer Croydon & Communities thanked Cabinet Members and officers for the hugely significant report. The need for affordable community spaces across the borough was often considered a challenge and the Cabinet Member stated she was pleased to see that a detailed study on possible community spaces was being planned.

In response to Opposition Member concerns in relation to the Westfield development, the Leader informed Members that there would be a debate on the matter the following week after the Council meeting. Members were informed that the Leader had attended a meeting earlier that day with the developers at City Hall and that the developers had been clear that they were not leaving the city. It was stated that senior officials at Westfield did not recognise the narrative that had been circulated by Opposition Members and the Leader requested that councillors did not mislead residents.

The Leader further noted that when Westfield was first introduced to Croydon it was considered the first piece of the jigsaw to regeneration of the town centre; however it was now the last piece of the jigsaw. Westfield itself, it was stated, recognised that Croydon had transformed and the council would continue to hold them to account. It was however, acknowledged that there had been some large scale changes since the development was first proposed including Brexit and changes in the retail market and as such it was prudent for the developer to review its options.

In response to concerns relating to the reduction of the transport schemes within the Growth Zone, the Leader stated that the challenge was to

ensure the council supported the growth which was taking place and that it was necessary for Network Rail to invest in the Brighton Mainline to support council investment in the East Croydon area. The Cabinet Member for Environment, Transport & Regeneration (non-voting – Job Share) informed Members that there remained £35m of planned investment in transport and that the overall budget had not been cut. It was noted that it was prudent to regularly re-profile large scale projects to ensure investment took place at the right time and the Growth Zone was a £16m programme of works. In terms of concerns relating to public realm works at East and West Croydon stations, the Cabinet Member stated that it was important to work with partners at these sites and to redevelop the public realm once rail improvements had taken place as it would be impractical to remove the public realm to enable the rail/station improvements to take place.

Members welcomed the Growth Zone project and the further regeneration planned for the town centre.

Cabinet Members stated that it was disappointing that misinformation had been shared by some Members in relation to the Westfield development and suggested that the behaviour of some Members was damaging the reputation of the borough. The Leader stated that the Administration had not delayed the development of the project and that it was a priority of the council to ensure Croydon remained robust despite the challenges of Brexit.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the amended funding profile for projects as summarised in paragraph 3.7 of the report; and

2. Subject to the requirement to comply with the provisions of Part 4G of the Constitution in taking delegated decisions and the parameters previously approved in the October 2018 Cabinet report 'Delivering the Growth Zone (specifically Paragraph 3.88) delegate to the Executive Director of Place in consultation with the Executive Director of Resources (Section 151 Officer), the Cabinet Member for Finance and Resources, the Cabinet Members for Environment, Transport & Regeneration (Job Share) and the Cabinet member for Economy and Jobs, authority to make necessary changes to the funding and phasing of the approved Growth Zone projects list. Any such changes will be reported to Cabinet.

21/20 **Brick by Brick Business Plan 2020/21**

Members were provided with a presentation by the Cabinet Member for Homes & Gateway Services which gave an overview of the need for housing in the borough and the rationale for Brick by Brick. Members were directed to a quote on the Brick by Brick website which stated:

> *"It's a way for Croydon Council to deliver much needed homes for local people, with the proceeds that arise from this process returned to the council to help fund frontline council services. This means that the profit created by Brick By Brick stays within Croydon. Local people get priority to buy our homes, and unlike most private developers the profit doesn't line the pockets of individuals or get sent to shareholders overseas."*
>
> Brick by Brick Ltd

The Cabinet Member highlighted that there were over 5,500 households on the housing waiting list, around 2,000 households in temporary homes and almost 1,000 children sleeping in emergency accommodation in Croydon. The council, it was noted, not only had a statutory duty to support those in need but also a moral duty to assist those residents.

The homes which Brick by Brick were building, the Cabinet Member noted, were of a high quality and were very sustainable. Additionally, to support local residents they were being offered on a Croydon First basis and were offered directly to those on the housing waiting list.

Colm Lacey, Chief Executive of Brick by Brick, also provided Cabinet with a presentation and gave an overview of the work of the company from when it started trading in 2016. The aim of the company was to ensure development of the area was undertaken differently with well-designed homes and support for the local community. Members were informed that the company was an important local employer with around 70% of employees being Croydon residents.

The presentation highlighted that 500 homes had been completed or were due to complete soon and that the company had delivered the refurbishment on Fairfield Halls in the last year. The trading figures, Members were informed, were due to be published in April 2020.

The Chief Executive acknowledged that Brick by Brick had experienced some challenges over the last 12 months with Brexit, which had impacted consumer confidence and the construction industry, some sites had been challenging and there had been difficulties with some contractors. However, Brick by Brick continued to develop and learn from those challenges.

Despite those challenges; there had been a number of opportunities as the company was starting to be the partner of choice for those seeking responsible development opportunities, the company had developed the

way it consulted with local residents to ensure it worked closely with communities and it sought to become more environmentally sustainable with its work being audited by a climate emergency team.

Members were informed that another 11 schemes were due to be completed before 2020 and pipeline schemes had been assessed. The assessment had enabled Brick by Brick to increase its affordability to 70% for upcoming projects which would further support local residents to afford homes in the borough. Work had also begun with the Crystal Palace Community Land Trust to deliver the first community housing project in the borough.

The Chief Executive highlighted the key aims of Brick by Brick for the next year which included the adoption of 'One Planet Living', a stringent set of sustainability principles, achieve planning consent for more than 30 schemes which would deliver 800 additional homes and to start construction on around 12 new sites.

The Cabinet Member for Finance & Resources noted that the Brick by Brick developments made a difference to residents by delivering affordable housing which was supporting the housing department to deliver savings as fewer families would require temporary and emergency accommodation. Additionally, it was noted, the dividends and interest received from Brick by Brick were supporting frontline services of the council. Whilst there were financial benefits to the model of delivery, the important area of focus was the delivery of homes for families in the borough.

Opposition Members noted that the Brick by Brick aim of delivering much needed homes in the borough was positive, however felt that the delivery was not. When Brick by Brick was set up it was stated that it would be self-financing by 2020, however the latest Business Plan set out that it would not be self-financing until 2023. Concerns were raised that the loan amounts from the council were increasing, whilst Brick by Brick failed to deliver homes and used much loved green spaces across the borough.

The Chief Executive stated that it had been previously discussed that the estimate of when Brick by Brick would be self-financing had been revised in light of new schemes being brought forward which required funding. The profits were laid out in detail and it was stated that they had not gone down and that there was more certainty in 2019/20 profits. The Cabinet Member for Finance & Resources further noted that the forecasted profits were significantly ahead of what had been budgeted and that the risks associated with the company were detailed in the Business Plan.

It was noted that the Business Plan stated that it had been found that family houses were more popular than flats and in response the Cabinet Member stated that there was a need for homes of every size across the borough. Research, it was noted, had found that 48% of those on the

housing waiting list required two bed homes whilst 20% required one bed homes.

The Leader noted the work of Brick by Brick and suggested that it was important that all Members noted that those living in the homes being delivered were benefiting as there was a need for more high quality and sustainable housing.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the proposed 2020/2021 Business Plan of BBB as set out in Appendix 1 of the report.

22/20   **Stage 1: Recommendations arising from Scrutiny**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To receive the recommendations arising from the Scrutiny & Overview Committee (10 February 2020) and Streets Environment & Homes (17 December 2019), and to provide a substantive response within two months (i.e. at the next available Cabinet meeting on **11 May 2020**).

23/20   **Investing in our Borough**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve:

1. The contract award for the delivery of Enforcement Agency Services under a framework for the maximum value of £9,000,000 across 4 years, as set out at agenda item 9a.

2. The contract variation & extension award for Best Start suite of contracts at a maximum contract value of £12,893,000, an increase by £1,170,000, over a term of 5 months as set out at agenda item 9b.

3. The contract award for the delivery of the Addington Valley Academy SEN School for the maximum value of £14,183,745 across 34 months and to recommend to the Leader to delegate the approval for the various awards of contract, as set out at agenda item 9c.

4. The contract variation for the South London Waste Partnership Joint Waste Collection and Related Environmental Services to

increase the overall value by a yearly amount of £3,250,000 plus a one off payment of £1,379,000 for all boroughs within the partnership, of which Croydon spend will increase by £1,500,000 per annum plus a one off payment of £673,955, as set out at agenda item 9d.

RESOLVED: The Cabinet recommend to the Leader of the Council that prior to the next meeting of Cabinet in March, in respect of the New Addington Health and Wellbeing Centre project for the Lead Architect and Multi-disciplinary Professional Services, the Leader delegate the power to make decisions for awards of contract to the Cabinet Member for Environment, Transport & Regeneration (Job Share) in consultation with the Cabinet Member for Finance & Resources for the reasons set out in paragraph 3.4 of the report.

RESOLVED: To note

1. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 18/12/2019 – 17/01/2020, as set out in section 4.2.1 of the report.

2. Property acquisitions and disposals agreed by the Cabinet Member for Finance & Resources in consultation with the Leader since the previous meetings of Cabinet, as set out in section 4.3 of the report.

a   **Enforcement Agent Framework Award**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the award of the framework agreement for the delivery of Enforcement Agency Services split into Lots (Lot 1 – Collection of parking and traffic penalty charges and Lot 2 – Collection of council tax and business rates) in accordance with Regulation 28.4(c) of the Council's Contracts and Tenders Regulations for a maximum contract term of 2 years, plus 1+1 years extension, to the suppliers stated in Part B of the report and for the expected debt collection value of £9.78 million.

b   **Variation to extend the Best Start contracts**

The Cabinet Member for Children, Young People & Learning informed Members that a report would be taken to a future Cabinet meeting which would look at the delivery of Best Start centres so as to ensure Croydon delivered the best outcomes for the children and families in the borough.

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To in accordance with Regulation 30 of the Council's Contracts and Tenders Regulations to extend the following Best Start contracts listed below by up to a further 5 months (1st April to 31st August 2020) for an aggregate value of £1,170,000 to give an overall maximum (aggregate) contracts value of £12,846,000:

1. Eight, Best Start Children's Centres with contracts/SLAs to four academies and five maintained schools. Five month extension value: £854,000.

2. Five, Community, Parenting Aspirations and Parenting Skills contracts (covering 6 lots). Five month extension value: £153,000.

3. One, Early Learning Collaboration contract. Five month extension value £138,000.

4. One, Parenting Infant Partnership contract. Five month extension value £25,000

c **Addington Valley Academy SEN School - Award of PCSA and Main Works Contract**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the award for the design and construction of Addington Valley Academy SEN Academy to the supplier listed in part B of this report for an estimated contract term of 34 months (this consists of 5 months of PCSA, 17 months of constructions and 12 months Defects Liability period) for a maximum contract value of £14,363,745 (including the supply of £180,000 loose furniture, fixtures and equipment).

2. Recommend the Leader to delegate the decision to approve the award of various contracts that are required to deliver this overarching contract, to the Cabinet Member for Children, Young People and Learning in consultation with the Cabinet Member for Finance and Resources for the reasons as explained in paragraph 2.4 of the report

3. Note that the Chair of the Contracts and Commissioning Board has approved the award of the Pre-Construction Services Agreement to the supplier listed in Part B of the report.

d **South London Waste Partnership - Waste Collection Contract Variation**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To, in accordance with regulation 30 of the Council's Tenders and Contract Regulations, approve a variation of the contract entered into with Veolia ES (UK) Limited on behalf of the South London Waste Partnership for Waste Collections and Related Environmental Services Contract, to provide for an increase in the annual contract value of £3,250,000 and a one off payment of £1,379,000, which for the term of the contract amounts to an additional £17,629,000 (until 2025). The impact for the London Borough of Croydon is increased expenditure of £1,500,000 a year for the remainder of the initial term (to 2025), and a one off lump sum of £673,955.

24/20 **Exclusion of the Press and Public**

The following motion was moved by Councillor Newman and seconded by Councillor Butler to exclude the press and public:

"That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within paragraph 3 as indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended."

The motion was put and it was agreed by the Committee to exclude the press and public for the remainder of the meeting.

25/20 **Investing in our Borough**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve

1. The contract award for the delivery of Enforcement Agency Services under a framework for the maximum value of £9,000,000 across 4 years, as set out at agenda item 11a.

2. The contract award for the delivery of the Addington Valley Academy SEN School for the maximum value of £14,183,745 across 34 months and to recommend to the Leader to delegate the approval for the various awards of contract, as set out at agenda item 11b.

a   **Enforcement Agents Framework Award**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To approve the award of the framework agreement for the delivery of Enforcement Agency Services split into Lots (Lot 1 – Collection of parking and traffic penalty charges and Lot 2 – Collection of council tax and business rates) in accordance with Regulation 28.4(c) of the Council's Contracts and Tenders Regulations for a maximum contract term of 2 years, plus 1+1 years extension, to the suppliers stated in Part B of the report and for the expected debt collection value of £9.78 million.

b   **Addington Valley Academy SEN School - Award of PCSA and Main Works Contract**

The Leader of the Council delegated authority to the Cabinet to make the following decisions:

RESOLVED: To

1. Approve the award for the design and construction of Addington Valley Academy SEN Academy to the supplier listed in part B of this report for an estimated contract term of 34 months (this consists of 5 months of PCSA, 17 months of constructions and 12 months Defects Liability period) for a maximum contract value of £14,363,745 (including the supply of £180,000 loose furniture, fixtures and equipment).

2. Recommend the Leader to delegate the decision to approve the award of various contracts that are required to deliver this overarching contract, to the Cabinet Member for Children, Young People and Learning in consultation with the Cabinet Member for Finance and Resources for the reasons as explained in paragraph 2.4 of the report

3. Note that the Chair of the Contracts and Commissioning Board has approved the award of the Pre-Construction Services Agreement to the supplier listed in Part B of the report.

The meeting ended at 9.14 pm

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For General Release

REPORT TO:	CABINET 23rd March 2020
SUBJECT:	**Recommendations from Citizen's Assembly on Climate Change**
LEAD OFFICER:	**Shifa Mustafa – Executive Director of Place**
CABINET MEMBER:	**Cllr Tony Newman – Leader of the Council** **All Cabinet Members**
WARDS:	**All**

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

The recommendations contained in this report aims to deliver against multiple priorities outlined in the Corporate Plan including but not limited to:

- *Improved air quality, especially at or near schools*
- *Getting more young people involved in taking part in local democracy and in tackling the issues that matter most to them*
- *Croydon's recycling rate is increased and the use of plastics is reduced*
- *Transport, digital and social infrastructures are effective and support economic growth*
- *Less reliance on cars, more willingness to use public transport, walk and cycle*

Corporate Plan for Croydon 2018-2022

FINANCIAL IMPACT

The costs associated with the Citizen's Assembly and Climate Crisis Commission have been and will continue to be funded from within existing revenue budgets. The recommendations themselves do not have any additional specific financial impact for the Council.

FORWARD PLAN KEY DECISION REFERENCE NO.: 1320CAB

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1.   RECOMMENDATIONS

        The Cabinet is recommended to

1.1 Note the statements from the Citizen's Assembly.

1.2 Delegate authority to the Executive Director Place, in consultation with the Leader of the Council, to consider the recommendations from the Citizen's Assembly and, following input from the Croydon Climate Crisis Commission, develop an Action Plan for consideration and approval by Cabinet to progress these recommendations.

2. EXECUTIVE SUMMARY

2.1 This report is an update following previous reports to Members during September [Minute 71/19] and October [Minute 84/19] and sets out recommendations from the Citizen's Assembly on Climate Change which was set up following the exercise of delegated authority from Cabinet by the Executive Director Place (0619PL //051 (19) DD). This followed on from the Sustainable Croydon Summit 2019 that took place on the 27th June where the Leader announced the intention to take a declaration of Climate Emergency to Council. Full Council declared a Climate and Ecological Emergency on 15th July 2019.

2.2 This report is a summary of the assembly sessions and recommendations. A more detailed report of the Citizen's Assembly is attached at Appendix 1.

3. DETAILS OF THE CITIZEN'S ASSEMBLY

3.1 The Citizen's Assembly on Climate Change launched this year and took place from January – February 2020.

3.2 A citizens' assembly is a group of people who are brought together to discuss an issue or issues and reach a conclusion about what they think should happen. This method ensures that the actions the Council takes in regards to climate change and sustainability will be heavily influenced by the voice of residents.

3.3 Multiple Councils have undertaken Citizen's Assemblies after declaring climate emergencies to great success including Camden Council.

3.4 This January, we launched our first Citizen's Assembly, the first being on Climate Change. The Council worked with The Campaign Company to deliver the assembly to ensure that the recommendations that have resulted are independent and based solely on resident input.

3.5 In order for the assembly to come to a borough-wide consensus of opinion, members of the community were recruited and entered into a pool where 70 residents were then selected by age, gender, ethnicity and age group, and across groups that shared protected characteristics to ensure they were representative of our borough's diverse communities.

3.6 Assembly members were being provided with £50 per session they attend to encourage those selected to participate in all three of the meetings of the

assembly. Originally vouchers were suggested but due to popular demand, cash was given instead as it was more convenient for assembly members.

3.7 Participants that were recruited to take part in the Citizen's Assembly process were provided with pre-meeting briefings before each meeting to ensure that they were clear about what to expect before each session. This allowed each member to take an active approach over the course of the assembly.

3.8 The content of the meetings were co-designed by the Campaign Company with the Council to ensure that the assembly members were:
➢ Informed of any relevant background information regarding climate change and lowering carbon emissions in Croydon and London for context;
➢ Given the opportunity to scope the issue of climate change in Croydon in the first session;
➢ Able to take evidence and explore options around what can be done in Croydon to lower our carbon emissions across the borough as well as a Council;
➢ Able to form a conclusion based on the scoping they have done and the evidence they have seen to produce a set of recommendations to be taken to Cabinet for the review of Council Members.

3.9 The meetings took place over a 2.5hr slot during evenings around the borough depending on the availability of assembly members to ensure most are able to attend. Over the course of the sessions, 42 individual assembly members attended the Citizen's Assembly.

3.10 The assembly was made up of three sessions:
➢ The first session served to provide background of the challenge around climate change and identify the main themes that Croydon needed to take action on. These were transport, education awareness and engagement and improving energy efficiency.
➢ The second session focussed on what action could be taken in regards to the identified themes on an individual, Council and community level.
➢ The third session had assembly members set out and agree specific recommendations to be considered by Cabinet.

3.11 Further detail on the assembly sessions can be found in the attached report, Appendix 1.

4 **OUTCOMES FROM THE CITIZEN'S ASSEMBLY**

4.1 The outcomes from the Citizen's Assembly deliberations are summarised below as expressed by the assembly members:

Statements
➢ We support the Council's decision to take action on climate change.
➢ We believe that Croydon has a great opportunity to be one of the first to act and develop some trail blazing solutions.
➢ We believe that the issue is too big for anyone to do on their own so we call on the Council to show leadership and act as a role model collaborating with others including businesses, the NHS, the voluntary sector, communities and

special interest groups (e.g. the London Cycling Campaign, Ramblers, Friends of the Earth etc.) to develop concerted and co-ordinated action.

➢ We are prepared to take action ourselves on climate change but this will be boosted if the Council also leads by example by considering the following:
- Building climate impact into everything it does (commissioning, operating etc.)
- Educating and encouraging its staff to become Workplace Environmental Protection Officers, advocates and champions for climate action
- Supporting businesses, landlords and residents to take action
- Lobbying for more action from Government, the Mayor of London and other bodies
- Using its influence within Croydon to encourage all agencies to adopt action plans

➢ We believe that many people are put off taking action on the climate because the information is confusing. We believe that we need a set of simple, understandable measures to chart our progress in Croydon.

➢ We believe that education and awareness around the issue cannot start too early. We therefore call for an extensive programme in all the borough's schools as a central part of the syllabus rather than an optional bolt-on. Colleges, training establishments and centres of adult education also have an important role to play.

➢ We want to see clearer and more regular feedback on the impact being made on the issue.

➢ We believe that there is a great opportunity to embrace and harness new technology to provide solutions to some of the challenges we face. Putting Croydon at the forefront of this will help to make this a centre for jobs and innovation and will promote Croydon as a future facing place to live and work.

➢ We want to see local business (particularly small and medium sized enterprises) rewarded if they sign up to environmentally friendly policies.

➢ Businesses and residents should be involved in discussions about the cost and payment schemes for environmental plans.

➢ We want the majority of socially responsible residents supported and recognised for contributions they make. We also want to see those who let us down identified and penalised.

➢ Action on climate must go hand in hand with measures to make the place cleaner, greener and safer.

➢ Young people are key – we want to see them taking a central role.

➢ We are open to the idea of charging people at a reasonable level who have highly polluting cars more on condition that efforts are made to improve public transport and those who adopt greener solutions (like walking, cycling car sharing and electric vehicles are rewarded). But above all we want to see fewer cars in total on the borough's roads with shorter journeys in particular being cut.

➢ We believe that the scale and speed of action required to tackle the climate challenge will need a whole community approach.

➢ We understand that Croydon faces a housing crisis and it needs to build more homes especially affordable housing for local people who are unable to find suitable accommodation. We call on the Council to develop a set of principles and regulations that will ensure that additional homes do not compromise the commitment to a greener, cleaner and more attractive

borough. Making better use of existing housing stock that is empty or under used would help in this respect.

➤ The key priority areas to be the actioned for Climate Emergency are: transport, air quality, energy use and awareness and engagement.

➤ We do not believe that currently, Croydon residents are sufficiently aware, engaged or equipped to play the central part needed in this change. Addressing this should therefore be a major priority.

➤ We support a community advocate programme that will train and support residents to be help their communities' effect change.

➤ The spaces, networks, organisations and expertise that the borough has should be identified and co-ordinated to provide maximum environmental impact.

➤ Waste and recycling is an important aspect of the environmental challenge as everyone should be responsible for it. Information and action is needed to enforce good practice and take measures to penalise those who do not act responsibly.

➤ We are pleased to hear that the Croydon Climate Crisis Commission for a Sustainable Croydon has been set up and that residents' voices will be represented on this. We would like to see work from the Council and the Commission begin as soon as possible (we think some action can be taken immediately) and for residents' to be informed and engaged in this important area.

Recommendations

4.2 The recommendations for consideration and action by the Council which arise from the above statements are the following:

➤ Continue to take action on Climate Change, working in conjunction with partners, schools, businesses and residents.

➤ Consider the following:

- Building climate impact into everything it does (commissioning, operating etc.)
- Educating and encouraging its staff to become Workplace Environmental Protection Officers, advocates and champions for climate action
- Support businesses, landlords and residents to take action with schemes rewarding positive action and punishing negative action
- Lobbying for more action from Government, the Mayor of London and other bodies
- Using its influence within Croydon to encourage all agencies to adopt action plans

➤ Create a set of simple, understandable measures to chart progress in tackling the climate emergency in Croydon.

➤ Encourage all the schools in the borough to implement an extensive programme as a central part of the syllabus rather than an optional bolt-on.

➤ Encourage young people to take a central role in tackling the climate emergency.

➤ Develop a set of principles and regulations that will ensure that additional homes do not compromise the commitment to a greener, cleaner and more attractive borough [Note that this would need to link into the Council's planning documents].

- Create a community advocate programme that will train and support residents to be help their communities' effect change as tackling the climate challenge will need a whole community approach.
- Identify and coordinate a network of spaces, groups, organisations and experts that the borough has to provide maximum environmental impact.
- Continue with work through the Croydon Climate Crisis Commission and ensure that residents are kept informed and engaged.

5 NEXT STEPS - CROYDON CLIMATE CRISIS COMMISSION

5.1 After declaring the Climate an Ecological emergency in July 2019, the Leader made the decision to have the Council work with the New Economics Foundation to create the independent Croydon Climate Crisis Commission which will be launching on the 12th March at Croydon College.

5.2 This commission is to identify long term goals in order to dramatically reduce the Council's carbon emissions as well as recommend realistic actions in order for Croydon as a borough to become a sustainable city.

5.3 As has been said from the beginning at the Sustainable Croydon Summit, the Council intends to work closely with residents, including young people, and businesses to become more sustainable. To this end, the New Economics Foundation has consulted with stakeholders around the borough to begin to form the commission.

5.4 The recommendations from the Citizen's Assembly can be used by the commission as a starting point for the commissioners to then form an action plan to make Croydon more sustainable. Strategy groups sitting under the commission which will likely be a mix of relevant officers, experts, businesses and residents could then begin to enact this plan once it has been approved by Cabinet.

5.5 However this is subject to change as the commissioners will be expected to take part in setting the brief for the commission after the launch.

5.6 At the beginning of this year, Miatta Fahnbulleh, CEO of the New Economics Foundation, was appointed the chair of the Croydon Climate Crisis Commission.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 The costs associated with the Citizen's Assembly and Climate Crisis Commission are being funded from within existing revenue budgets. The recommendations do not have any additional financial implications and any future financial impact will need to be met from existing revenue budgets.

6.2 The allocation of funding and the outcomes of the Commission will be monitored regularly.

Approved by Lisa Taylor, Director of Finance, Investment and Risk and s151 Officer.

7 LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that whilst there are no direct legal implications arising from the recommendations within this report, as recommendations are sought to be implemented, whether via Action Plans or otherwise, this could give rise to legal implications and specific legal advice will need to be sought to support this implementation.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

8 HUMAN RESOURCES IMPACT

8.1 There are no immediate implications for LBC staff arising from this report.

Approved by: Sue Moorman, Director of Human Resources

9 EQUALITIES IMPACT

9.1 The Citizen's Assembly members were recruited to form a representative sample of Croydon's diverse population to ensure we take on board the views of and hear the voices of all our residents.

9.2 Likewise the commissioners for the Climate Crisis Commission have been and will continue to be appointed are from diverse backgrounds to further ensure that Croydon is adequately represented in any action the Council takes regarding climate change and sustainability.

9.3 An Equality Analysis will be completed and come to Cabinet with the climate action plan to ascertain the potential impact on groups that share protected characteristics

Approved by: Yvonne Okiyo, Equalities Manager

10 ENVIRONMENTAL IMPACT

10.1 There have been no direct environmental impacts from the Citizen's Assembly however, the meetings have encouraged residents to think and act on ways to become more sustainable and lower their carbon footprint.

10.2 The recommendations that have come from the assembly and the actions that will be taken as a result will lower our carbon emissions as a Council and a borough with direct input from Croydon residents.

10.3 This assembly has and the commission will identify what is necessary to achieve Croydon's aim to be carbon neutral by 2030 and London's commitment of 2050 with resident input.

10.4 A report detailing the climate action plan will come to Cabinet and identify further environmental impacts.

11 CRIME AND DISORDER REDUCTION IMPACT

11.1 No expected impact.

12 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 The recommendations from the Citizen's Assembly on Climate Change need to be approved so the Council (via the commission) can take action on the Climate and Ecological emergency with resident input.

13 OPTIONS CONSIDERED AND REJECTED

13.1 No other options have been considered at this stage.

14 DATA PROTECTION IMPLICATIONS

14.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

NO

14.2 The Director of Policy and Partnership comments that the data and evidence considered by the Citizen's Assembly did not include any personal data.

14.3 Personal data for the Citizen's assembly members was collected and maintained by the third party provider. This was held in accordance with their policies and privacy notices.

Approved by: Gavin Handford, Director of Policy and Partnership.

CONTACT OFFICER: Yasmin Ahmed, Senior Strategy Officer, ext 62545

APPENDICES TO THIS REPORT: Appendix 1 – Final report on Citizen's Assembly on Climate Change

BACKGROUND DOCUMENTS: None

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'Tackling the climate crisis in Croydon'

A report of the work of the
Croydon Citizens' Assembly on Climate Change

(March 2020)

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Executive Summary

1   Background

In July 2019, the Leader of Croydon Council declared a climate emergency. The Citizens' Assembly on Climate Change was set up to ensure that the voice of residents across the borough would be put at the heart of Croydon Council's plans to tackle this.

A representative group were recruited to form the Citizens' Assembly. These 42 members met on three occasions in January and February 2020 to review evidence and explore the options for reducing carbon emissions across the borough. By the end of the process, Assembly members agreed a position statement for the Council to consider. The deliberations of the Assembly will inform the work of the Croydon Climate Crisis Commission set up to identify long-term actions and goals to reduce the Council's carbon emissions.

The Campaign Company (TCC), an independent research and engagement company, was commissioned to recruit, facilitate and report back on the work of the Croydon Citizens' Assembly on Climate Change. This report represents the results of the Assembly's work. We are grateful for the enthusiasm and commitment that Assembly members showed throughout the process.

2   The approach

Citizens' Assemblies are a form of deliberative engagement that give members of the public, not already actively engaged in civic life, the time and opportunity to learn about and discuss a topic, before reaching conclusions.

As the urgency to take action to address the climate crisis has become more apparent, some councils have used the Citizens' Assembly approach (one that is also advocated by campaigning organisations such as Extinction Rebellion) to gain community insight into how to address the issue locally.

The small number of Citizens' Assemblies that have discussed climate change issues so far have set residents the task of deliberating on the question of the climate emergency and agreeing detailed outputs, targets and measures over a discrete short period of time. This was rightly never the objective in Croydon. The Council had invested in previous research on sustainability across the borough and understood that in Croydon a longer-term process would be needed to produce inclusive and sustainable change. This is one reason why it had been agreed to set up an independent Climate Crisis Commission to carry forward the work. The conclusions of the Citizens Assembly represent an important stage in the process which was set up to better understand:

- The priority climate change issues for residents
- How residents would like to see their town develop in a sustainable way
- The role that residents and communities can play in achieving this
- The challenges, barriers to, and also opportunities for change

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- The propensity of residents to take action
- What residents want to see from the Council and other partners

At the core of the deliberative approach is a format and environment with both resident and expert input that allows for reasoned, informed discussion of the issues. Assembly members met experts, elected members and officers and were able to express concerns, raise questions and put forward suggestions. Discussions were designed to share experiences and perspectives so that areas of consensus and disagreement could be captured.

In addition to the priorities for discussion around key areas such as transport, air quality and clean energy, the Assembly added the priority of increasing awareness and engagement for Croydon residents. This group of previously largely unengaged residents demonstrated an appetite to learn and take further action once they had heard evidence and expert witnesses. Deliberation with each other cemented this interest, and a high proportion of Assembly members have signalled a desire to stay involved in the process. This suggests that a key component of the strategy now to be developed by the independent Commission should be how to inform, involve and inspire the people of Croydon to be part of the change.

3   What Citizens' Assembly members said

The position statement below reflects the outcome of the deliberations of the Assembly which has been agreed by Assembly members.

CROYDON CITIZENS' ASSEMBLY ON CLIMATE CHANGE: OUR VIEWS

We support the Council's decision to take action on climate change.

We believe that Croydon has a great opportunity to be one of the first to act and develop some trail blazing solutions.

We believe that the issue is too big for anyone to do on their own so we call on the Council to show leadership and act as a role model collaborating with others including businesses, the NHS, the voluntary sector, communities and special interest groups (eg the London Cycling Campaign, Ramblers, Friends of the Earth etc) to develop concerted and co-ordinated action.

We are prepared to take action ourselves on climate change but this will be boosted if the Council also leads by example by considering the following:

- *Building climate impact into everything it does (commissioning, operating etc)*

- *Educating and encouraging its staff to become Workplace Environmental Protection Officers, advocates and champions for climate action*

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- *Supporting businesses, landlords and residents to take action*

- *Lobbying for more action from Government, the Mayor of London and other bodies*

- *Using its influence within Croydon to encourage all agencies to adopt action plans*

We believe that many people are put off taking action on the climate because the information is confusing. We believe that we need a set of simple, understandable measures to chart our progress in Croydon.

We believe that education and awareness around the issue cannot start too early. We therefore call for an extensive programme in all the borough's schools as a central part of the syllabus rather than an optional bolt-on. Colleges, training establishments and centres of adult education also have an important role to play.

We want to see clearer and more regular feedback on the impact being made on the issue.

We believe that there is a great opportunity to embrace and harness new technology to provide solutions to some of the challenges we face. Putting Croydon at the forefront of this will help to make this a centre for jobs and innovation and will promote Croydon as a future facing place to live and work.

We want to see local business (particularly small and medium sized enterprises) rewarded if they sign up to environmentally friendly policies.

Businesses and residents should be involved in discussions about the cost and payment schemes for environmental plans.

We want the majority of socially responsible residents supported and recognised for contributions they make. We also want to see those who let us down identified and penalised.

Action on climate must go hand in hand with measures to make the place cleaner, greener and safer.

Young people are key – we want to see them taking a central role.

We are open to the idea of charging people at a reasonable level who have highly polluting cars more on condition that efforts are made to improve public transport and those who adopt greener solutions (like walking, cycling car sharing and electric vehicles are rewarded). But above all we want to see fewer cars in total on the borough's roads with shorter journeys in particular being cut.

We believe that the scale and speed of action required to tackle the climate challenge will need a whole community approach.

We understand that Croydon faces a housing crisis and it needs to build more homes especially affordable housing for local people who are unable to find suitable accommodation. We call on the Council to develop a set of principles and regulations that will ensure that additional homes do not compromise the commitment to a greener, cleaner and more attractive borough. Making better use of existing housing stock that is empty or under used would help in this respect.

The key priority areas for this are: transport, air quality, energy use and awareness and engagement.

We do not believe that currently, Croydon residents are sufficiently aware, engaged or equipped to play the central part needed in this change. Addressing this should therefore be a major priority.

We support a community advocate programme that will train and support residents to be help their communities effect change.

The spaces, networks, organisations and expertise that the borough has should be identified and co-ordinated to provide maximum environmental impact.

Waste and recycling is an important aspect of the environmental challenge as most people should be responsible for it. Information and action is needed to enforce good practice and take measures to penalise those who do not act responsibly.

We are pleased to hear that the Climate Crisis Commission for a Sustainable Croydon has been set up and that residents' voices will be represented on this. We would like to see work from the Council and the Commission begin as soon as possible (we think some action can be taken immediately) and for residents' to be formed and engaged in this important area.

1   Introduction

1.1   Croydon Citizens' Assembly on Climate Change – the context

Croydon Council has a vision of making Croydon the greenest and most sustainable borough in London. Taking action locally to tackle the climate and ecological emergency is a key part of that vision. In July 2019, the Leader of Croydon Council declared a climate emergency and the Council has a target of being carbon neutral by 2030.

The Council has always recognised that it cannot tackle this challenge alone and that to succeed a longer-term process would be needed to produce inclusive and sustainable change. It has invested in seeking the views of key statutory partners, businesses and most critically Croydon residents which culminated in a Sustainable Croydon Summit held at Boxpark in June 2019 which aimed to look at ways everyone in Croydon could work together to achieve its ambitions.

One of the key outcomes of the Sustainable Croydon Summit was to set up an independent Climate Crisis Commission to help deliver a sustainable Croydon and identify long-term goals to reduce carbon emissions across the borough. It was also agreed that a Citizens' Assembly on Climate Change should be set up in advance of the launch of the Commission to ensure that the voice of residents across the borough could inform the work of the Commission and Croydon Council's plans.

The Campaign Company (TCC), an independent research and engagement company, was commissioned to recruit, design, facilitate and report back on the work of the Croydon Citizens' Assembly on Climate Change. This report represents the results of the Assembly's work.

1.2   How the Citizens' Assembly worked

Citizens' Assemblies are a form of deliberative engagement that give members of the public, not already actively engaged in civic life, the time and opportunity to learn about and discuss a topic, before reaching conclusions.

As the urgency to take action to address the climate crisis has become more apparent, councils have increasingly used the Citizens' Assembly approach (one that is also advocated by campaigning organisations such as Extinction Rebellion) to gain community insight into how to address the issue locally.

In Croydon, a group of residents were recruited to form Croydon Citizens' Assembly. These Assembly members were recruited to be broadly representative of the borough by age, gender, ethnicity and geography. More information about the recruitment process is set out in Appendix A.

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The organisation of the Citizens' Assembly was led by officers from Croydon Council, overseen by an independent advisory board and supported by TCC.

The role of the advisory board was to review the structure and content of the Citizens' Assembly to ensure that Assembly members were provided with information to allow them to deliberate in an informed manner. The members of the Advisory Board were:

- Polly Billington – Director, UK100 Cities
- Tim Coombe – Croydon Extinction Rebellion
- Shifa Mustafa – Director of Place, Croydon Council
- Richard Jackson – Director of Environmental Sustainability, University College London

1.3   The Citizens' Assembly journey

Croydon's Citizens' Assembly on Climate Change was set up to help the Council better understand:

- The priority climate change issues for residents
- How residents would like to see their town develop in a sustainable way
- The role that residents and communities can play in achieving this
- The challenges, barriers to, and also opportunities for change
- The propensity of residents to take action
- What residents want to see from the Council and other partners

A programme of three deliberative sessions, attended by 42 Assembly members, was designed and delivered in January and February 2020 to help gain a better understanding of these issues.

The programme covered these in the following way:

- ***Introduction to the Croydon Citizens' Assembly (pre-event communication)*** – this focussed on setting out the purpose of the Citizens' Assembly and expectations of members as well as providing a briefing on Croydon's approach to sustainability to provide some context
- ***Session 1: What climate change means for people in Croydon*** *(22 January, Stanley Halls, South Norwood)* – this set out why climate change was an urgent issue; what this meant for Croydon; an overview of the priority issues that Croydon Council wants Assembly members input on including tackling transport; improving air quality; improving energy efficiency and any other issues that Assembly members want to focus on
- ***Session 2: How we can tackle climate change in Croydon together*** *(6 February, Braithwaite Hall, Croydon Clocktower)* – exploring the roles individuals,

communities, the Council and its partners can play in reduced carbon emissions in the key priority areas

- ***Session 3: Taking action to tackle climate change*** *(20 February, Braithwaite Hall, Croydon Clocktower October)* – agreeing a position statement reflecting the deliberations of the Citizens' Assembly and prioritising action.

At the core of the deliberative approach is a format and environment with both resident and expert input that allows for reasoned, informed discussion of the issues. The Croydon Citizens' Assembly sessions were designed to allow Assembly members to meet experts, elected members and officers and to express concerns, raise questions and put forward suggestions in a safe environment. Discussions were designed to share experiences and perspectives so that areas of consensus and disagreement could be captured.

Each session involved introductory presentations on each topic from the Council or external speakers. Assembly members split into groups for facilitated discussion, using open-ended questions and exercises to capture the full range of views of the Assembly members, who showed insight and a range of informed opinions in deliberating each topic. Feedback from table discussions were also shared at each session so that Assembly members could hear what their peers on other tables had discussed.

The final session was an opportunity to get consensus from the whole Assembly on what residents across Croydon felt were the important issues to address to effectively tackle the climate emergency.

As part of their discussions, Assembly members met key decision-makers from the council, including the Leader, Deputy Leader for Housing, Deputy Cabinet member for Clean and Green Croydon and the Deputy Cabinet member for Environment, transport and Regeneration.

Throughout the process, those participating in the Assembly showed a high-level of enthusiasm in helping to shape the changes taking place in Euston and the importance of ensuring that any development would benefit their community. This enthusiasm became particularly apparent during the walking tour when their local knowledge and experiences showed a direct understanding of the challenges that the developments at Euston presents.

The content generated as part of each session is detailed below. The presentations and exercises that were used to guide discussion are available to download separately from www.croydoncitizensassembly.org (an online space to support Citizens' Assembly deliberations).

2 Session 1: What climate change means for people in Croydon

2.1 Overview of the session

The agenda for this session covered the following key elements:

Presentations
- "Why Croydon Citizens' Assembly on Climate Change is important" – *Cllr Tony Newman, Leader of Croydon Council*
- "The Climate Emergency" – *Dr Alex Chapman, New Economics Foundation*
- "Climate change and Croydon: the story so far" Shifa Mustafa (Executive Director-Place, Croydon Council)

Table discussions
- Table discussion 1: What do you think? *Inviting Assembly members to comment on and add to Croydon's priority issues – transport, air quality, improving energy efficiency*
- Table discussion 2: What does this mean for you? *Inviting Assembly members to discuss the priority issues in more details*

2.2 What the Citizens' Assembly said

Table discussions focussed on the key issues that the Council are looking for resident feedback on to inform decisions on reducing carbon emissions across the borough and creating a sustainable Croydon. These issues are air quality, transport and improving energy efficiency. Assembly members themselves identified an additional priority that they wanted the Council to consider – educating and engaging the public around climate change.

The key headlines from these discussions are summarised below. At this stage, members were also asked to prioritise the issues that were most important to them: transport was identified as the most popular issue for discussion. This is followed by air quality then education and lastly improving energy efficiency.

Air quality – the issues and challenges
- There is a general consensus that this is really important because of the health challenges this presents to the most vulnerable in communities (especially children and older people) and people who are trying to be healthier (including runners, walkers and cyclists)

- There is recognition that although the Council is trying to address this through anti-idling measures especially near schools and no parking zones. However, this could potentially exacerbate pollution in other areas – "it just moves the problem to other

streets". More strategic and holistic approaches that takes into account the impact on the "whole place" should be taken.

- There was strong agreement that since there is clearly a link between air quality and transport, developing sustainable forms of public transport to discourage people using cars would also improve air quality.

- It was suggested that there should be stronger enforcement on "pollutants" (including heavy road users, higher emission vehicles and businesses) – "stop procrastinating and act"

- It was also recognised that there is a conflict between the need to improve the climate and the extent to which individuals will make sacrifices – flying to holiday destinations exemplified this. More education about the impact and what can be done to offset any actions would be helpful.

Transport – the issues and challenges
- The following sentiment summarised a common feeling across all discussions: "The thing about public transport at the moment is that it isn't good enough or regular enough – make it better and of course we'll stop using our cars as much".

- There is a general consensus that Croydon has a really strong transport infrastructure and the biggest impact on the climate could be made by "greening" this and looking at sustainable forms of public transport. A number of suggestions to build on these assets and discourage car use were made including: extending the tram link; improving connections across Croydon (not just through town centre),having more park and rides; incentivising car sharing schemes, more Boris bikes, banning 4x4 vehicles "Chelsea tractors" in high density parts of the borough, points off licences, etc).

- Affordability of public transport and accessibility were raised as issues to be addressed if we were to steer people away from the convenience of cars

- It was also felt that more could be done to support the growth of electric vehicles including more charging points in public places for electric cars, more electric buses, etc

Improving energy efficiency – the issues and challenges

- It was felt that a big opportunity to address this would be to set enforceable targets for developers to introduce energy efficiency measures in all new-builds (homes and businesses)

- It was felt that more action might be taken if there were financial incentives for energy efficient homes and businesses.

- More should be done to tell people what to do to make their homes more energy efficient (eg solar panels, insulate roofs, use LED bulbs, etc)

- Could introduce innovations such as V2G (vehicle to grid) to "recycle energy" better

- Make sure each part of a "sustainable system" eg electric cars is eco-friendly rather than just putting a zero-carbon step at the end of a process which starts with burning fossil fuels

Educating and engaging the public – the issues and challenges
- There was consensus that carbon literacy was really important to engage more people on the issue of tackling climate change and getting them to take action. This included "de-jargonising" the whole climate change language (eg explaining what net zero means) and making targets more realistic and more local/individual (rather than global).

- The need for better education, information and awareness on how to make a difference crossed all the themes discussed. In addition, people thought that there should be more on other areas too including recycling – especially of plastics and food waste

- Campaigns or information to change people's attitudes was also felt to be important and the need to start educating people at an early age (eg in schools) was felt to be critical to this.

3 Session 2: How we can tackle climate change together

3.1 Overview of the session

The agenda for this session covered the following key elements:

Presentations on how to take action on the priority issues
- "Changing how we travel" – *Ian Plowright (Croydon Council)*
- "Engaging and communicating with Croydon residents on climate change" – *David Evans (TCC)*

Table discussions
- **Table discussion 1: What can individuals do to tackle climate change?** – *Inviting members to explore what people can do to change the way way they travel; clean up their energy / be more energy-efficient; engage people to change their behaviours (including changing what they eat and buy, how they waste less and recycle more, and work with nature)*
- **Table discussion 2: What can communities do to tackle climate change?** - *Explore what can be done at a neighbourhood / community level to reduce carbon in terms of travel; energy efficiency; community engagement, etc)*
- **Table discussion 3: What can the Council and partners do to tackle climate change?** *Explore what the Council can do as provider, enabler and influencer to reduce carbon across the themes but also in partnership with health, businesses, VCS, etc*

3.2 What the Citizens' Assembly said

Table discussions focussed on the key roles that individuals, communities and the Council (and partners) can play in tackling climate change.

Some of the cross-cutting themes that were raised across all tables included:
- The best role the Council can play is creating an environment where individuals, communities and others can easily take actions to tackle the climate emergency – this can be done through raising awareness and engaging people on the issues; incentivising good behaviour; punishing bad behaviour; being an effective advocate for the people of Croydon
- To show its commitment to this agenda, the Council should aim to "Be the first" and lead the way in a number of areas – role modelling the right actions, piloting innovative solutions, engaging widely
- The big "issues" that the Council needed to address as part of this agenda were:
  - the challenge of building homes to meet the housing crisis vs protecting the borough's valued green and open spaces
  - Croydon is a growth borough – there is an opportunity to make sure that targets for "growth" have sustainability – especially environmental sustainability - built in to them

o making the most of the borough's excellent transport infrastructure to discourage car use

o equipping communities and individuals to do more for themselves

More detailed feedback on the table discussions around roles that individuals, communities and Council can do is summarised below.

WHAT CAN INDIVIDUALS DO

Changing how we travel
- Encourage people to make sustainable modes of transport (cycling, walking, public transport etc) a part of their daily routine, rather than certain options occasionally taken. By getting into habits and making this a regular part of their day, people will find it much easier to avoid using polluting forms of travel
- Fly less
- Gain confidence in cycle roads routes (know design, lights and where you feel safe)
- Use electric bikes
- Sharing car journeys and car-pool more
- Think of the health benefits of cycling or walking
- Stop car-idling – one's own car but also not be shy about politely asking people leaving their engines running to turn them off.
- Evaluate the need to actually own a car, and in the case of families with multiple cars, look into the possibility of all sharing one car rather than each having a personal vehicle.

Managing what we eat
- Grow own food
- Reduce food wastage/ don't over food shop
- Portion sizes reduced (Reduce food waste)
- Eating less red meat

Cutting energy at home
- Insulate homes more efficiently – lofts, windows, doors
- Close doors to trap warmth
- Use central heating sparingly or just in the room you want to heat
- Landlords can incentivise tenants to be energy efficient
- Solar panels
- Smart technology including smart heating, smart meters, etc
- Timers on appliances that use water
- Wash on lower temperatures
- Use energy more efficiently, bulbs, running appliances at off peak times.

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Managing what we buy
- Recycling and reusing material waste as much as possible, as well as being conscious to buy/use products which don't produce much plastic waste (eg unpackaged fruit)
- Make own cleaning products
- Re-use bags
- Reduce plastic usage
- Don't use wrapping-paper and plastics over Christmas
- Buy fewer clothes that last longer

Other
- Treating the area directly around you (eg your street) as "your patch", to be looked after and maintained. This can be done in collaboration with neighbours and will contribute to an overall cleaner borough for everyone
- Set own personal goals (i.e. targets for recycling, lowering food and clothing purchases)
- Compost more
- People should make sure to police, where possible, fly tipping in their area
- Recognise that for some families – particularly in low income households – that they will have more urgent priorities than the environment.

WHAT CAN COMMUNITIES DO

Work together
- Carpooling
- Cycling clubs
- Walk to school days
- Local community orgs to form a pan-network of community groups that can share information and resources to help tackle the climate emergency together
- Coordinate resources/ skills/ knowledge including community and business spaces
- Local community transport schemes eg school busses
- Groups can set their own targets for reducing waste and emissions, tailored to their own circumstances, goals and resources.
- Shared shopping schemes

Community voice
- Form parent lobby groups in schools
- Spread information through community groups
- Use social media eg neighbourhood WhatsApp groups to share, educate and inform
- Engage with neighbours (start a conversation about recycling, actions one can take)
- Lobby energy companies
- More neighbourhood assemblies like this (Croydon Citizens Assembly) but in local areas. Have 'green events' in communities to host climate crisis briefings like this.

Raise awareness
- 'Safer cycling for kids' courses and clubs
- Give help and publicity to existing action groups and local initiatives
- Develop and support community "green" champions
- Pyramid messaging - a good way of educating the community is for a group or individual to share ideas which have worked well for them and then share those ideas with another three people, helping creative solutions spread through the community.
- Workshops for local community groups to raise awareness on how and what their community spends energy on.
- Promote the 'Don't mess with Croydon' App.
- Use transport areas and community spaces to promote initiatives

Encourage and incentivise community action
- Businesses reducing use of light, sensor lighting for public buildings
- Subsidies for more expensive lightbulbs
- Providing perks for "wanted behaviour" i.e. timers for water usage during showers
- Give communities targets
- Give people posters, badges that show they are taking part (neighbourhood watch style)
- Environmental themed competitions, to encourage communities and people of all ages.
- Companies can introduce a cycle scheme for their employees whereby they help people buy a bike (and the relevant safety gear, safety being identified as a major disincentive to people wanting to switch to cycling). On this bike shops are specifically identified as needing to offer more bundles to people buying a bike (helmets, lights, locks etc)
- Businesses need to take more pride in the area surrounding them and treat it as if they lived there. Therefore the "personal patch" idea also applies to them.
- Eco-friendly shops and businesses. Ensure that local shops and businesses are eco-rated on things like how much they recycle or energy use. We have it for hygiene so why not for their environmental impact?

Allow communities to innovate and lead the way
- Schools should be electricity generating hubs i.e. swings, bikes, playground accessories - generating power
- Tree planting schemes in schools
- Reduce light usage in schools, have outside lessons when seasons allows it (ie using natural light)
- Expand the 'Library of Things" concept where rarely but frequently used items (eg Hedge Trimmers) are held for community use – helps to reduce consumerism
- Turn parts of parks into allotments, vegetable patches, polytunnels, garden centres
- Use waste to create art, i.e. instead of drawing on new paper, use what is available of food wrappers or lollipop sticks to create the art.
- "School streets" – more initiatives and schemes like this.
- Solar panels on the roofs of schools.

WHAT CAN THE COUNCIL DO

Lead by example
- Eliminate single-use plastics from its services and set standards for others
- Take on a leadership role among partners including NHS, nationally run public services and government departments in the borough, TfL and others to achieve and exceed its sustainability goals
- Hybrid electric fleet
- Reduce waste within council i.e. paper
- Go fully green in the council
- Have recycling opportunities in work place
- Council staff should drive less
- Practice what you preach and inspire people to make a difference

'Be the first'
- Set ambitious targets to inspire action
- For example, the first all-electric bus routes
- The first to have community water points to fill up chilly bottles, etc
- The first to have public smart bins
- The first to have wind powered schools or other public services
- Using Westfield as an opportunity to be the best model for "green and sustainable" high street and retail development

Enable 'greener' travel
- The council should look into making sure that streets (and bus stops especially) are well lit at night- safety is a large factor for people choosing to drive over more sustainable travel options.
- The council needs to bring in more dedicated bike lanes, prioritising common commuting routes and particularly dangerous roads. Make existing bike lanes safer and signpost them more clearly.
- In central Croydon a "park and ride" scheme would help prevent people from driving into the town centre, where air pollution is especially bad. People could park in a large car park, before buying a ticket which pays for both their parking and a bus journey into town. In peak commuter times, buses could be constantly running back and forth.
- There needs to be more clarity on which tram lines can be driven around (Church Street was identified as particularly confusing). Gradually removing cars altogether from streets with trams lines was also suggested.
- The risk of theft is also a big disincentive to people wanting to take up cycling. The council should look into a scheme of public bike sheds where people can securely leave their bikes, not having to worry about it being stolen.
- Subsidise community transport schemes including school buses
- Look at best practice elsewhere eg Birmingham Big Bike scheme (Giving bikes to individuals that don't normally cycle and teaching them how to cycle)
- Expand tram system so it extends to the whole borough
- More bike storage on streets

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- More electric charging points
- Lobby for cheaper transport
- Better travel during peak times, tram extensions
- 20MPH speed limits
- Ban cars in central Croydon and pedestrianise the Town Centre
- Buses with less seating for shorter journeys possibly shuttle type operation (airport bus style) more able to accommodate luggage, shopping bags, pushchairs etc.
- Make buses, electric / hydrogen cell
- Expand rental bikes
- Close off roads to help with walking
- Incentivise no car days
- Make roads less scary for cyclists, reduce speed limits, car free bike routes.
- Electric busses – V2G systems from Honda
- Have signs around Croydon which show how long a distance to a location is and make people aware of driving vs walking times
- Limit car idling, especially in school areas.
- Electric scooters should be on the road. Also there should be scooter hire/rentals just like Boris bikes.

Encourage and incentivise green behaviour
- Use data and knowledge to link people up/ facilitate community action/ provide information to relevant groups
- Ring-fence tax for environment
- Reduction in council tax bill or business rates if you take part in a green initiative (or other tax incentives)
- Innovate – generate income not just through tax and encourage green business
- Create green street champions
- Give incentives to recycle eg more free waste bags for food waste
- Introduce sharing schemes where individuals can borrow equipment they might not want to buy outright (eg lawnmowers) and then return it for other residents to use. This would reduce the amount of new material being consumed by the borough whilst also saving residents space and money.

Better enforcement
- Punish super market wastage and poor business practice
- Instant fines for car-idling
- Get litterers to do community service eg give them litter pickup duty

Be more green-minded in decision-making including planning
- When opening new council services (e.g. leisure centres, libraries etc), the council should make sure they are in areas which are easily accessible by walking or at least by public transport to the people who will use them. The goal should be to make sure that nobody needs to drive to benefit from local services and amenities. The "pram-walk" test was suggested here: could a parent pushing a pram easily reach this location?

- The council should, both through its own building and when considering planning applications, consistently prioritise or even require the highest environmental standards (energy efficiency and building materials were identified as important factors).
- The council should look to equip existing and new buildings with solar panels where viable- this could help create a solar network within Croydon producing clean energy for residents and businesses within the borough.
- Tree planting and new green spaces should also be explored as a significant part of planning new developments.
- Be more commercially green i.e. invest in hemp
- Build green social housing
- long term planning not short term
- incentivise the use of smart tech in homes
- Be bold – i.e. all new housing – "a right to green space"
- Fewer incinerators
- Have a woodland burial site in Croydon
- More efficient bin collections
- Create more green spaces
- Promote Croydon as a 'Green Centre'

Raise awareness and engage more widely
- The council needs to communicate better when acting against fly-tipping and other anti-social practices. The use of physical letters, and local or building noticeboards was agreed as a good way of reaching as many people as possible.
- Be more open and transparent about targets and whether they have been reached or not
- Education about all the themes – waste management, transport, energy efficiency, smart technology
- Make it clear what needs to be recycled
- More engaging information leaflets
- Tap into the political awareness created by Brexit debate and divert it to environmental issues
- Use real phrases and language and not so much jargon like "tipping point" people have to relate to the issues.
- Make sure people are aware about what can and can't be recycled
- Recognise the 'doom' and 'denial' modes when communicating to people about this issue
- Big fun days/family day outs raising awareness on green issues

Work in partnership
- The council should work with all businesses and public bodies (eg NHS) to promote sustainability
- Surrey Street Market was singled out as a good opportunity to support good environmental practice whilst helping local businesses. The council could work with vendors (perhaps through subsidies) to eliminate plastic from the market
- Encourage partners to host / facilitate community meetings

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4   Session 3: Taking action to tackle climate change

4.1   Overview of the session
The agenda for this session covered the following key elements:

Presentations
- "How your views will inform the Climate Crisis Commission" – *Dr Alex Chapman (New Economics Foundationl)*
- "Inspiring Action" – *Alethea Warrington (Possible – formerly 10:10 Climate Action)*
- Thank you and next steps – *Cllr Alison Butler, Deputy Leader*

Table discussions
- **Table discussion 1: What the Assembly thinks** – *agreeing an Assembly position statement*
- **Table discussion 2: What's most important to you?** – *prioritising actions raised at the last session*
- **Table discussions 3 & 4: Deep dive discussions on "Tackling transport and improving air quality" and "Community action on raising awareness"**

4.2   What the Citizens' Assembly said
The position statement below reflects the outcome of the deliberations of the Assembly which has been agreed by Assembly members.

> ***CROYDON CITIZENS' ASSEMBLY ON CLIMATE CHANGE: OUR VIEWS***
>
> *We support the Council's decision to take action on climate change.*
>
> *We believe that Croydon has a great opportunity to be one of the first to act and develop some trail blazing solutions.*
>
> *We believe that the issue is too big for anyone to do on their own so we call on the Council to show leadership and act as a role model collaborating with others including businesses, the NHS, the voluntary sector, communities and special interest groups (eg the London Cycling Campaign, Ramblers, Friends of the Earth etc) to develop concerted and co-ordinated action.*
>
> *We are prepared to take action ourselves on climate change but this will be boosted if the Council also leads by example by considering the following:*
>
> - *Building climate impact into everything it does (commissioning, operating etc)*
>
> - *Educating and encouraging its staff to become Workplace Environmental Protection Officers, advocates and champions for climate action*

- *Supporting businesses, landlords and residents to take action*

- *Lobbying for more action from Government, the Mayor of London and other bodies*

- *Using its influence within Croydon to encourage all agencies to adopt action plans*

We believe that many people are put off taking action on the climate because the information is confusing. We believe that we need a set of simple, understandable measures to chart our progress in Croydon.

We believe that education and awareness around the issue cannot start too early. We therefore call for an extensive programme in all the borough's schools as a central part of the syllabus rather than an optional bolt-on. Colleges, training establishments and centres of adult education also have an important role to play.

We want to see clearer and more regular feedback on the impact being made on the issue.

We believe that there is a great opportunity to embrace and harness new technology to provide solutions to some of the challenges we face. Putting Croydon at the forefront of this will help to make this a centre for jobs and innovation and will promote Croydon as a future facing place to live and work.

We want to see local business (particularly small and medium sized enterprises) rewarded if they sign up to environmentally friendly policies.

Businesses and residents should be involved in discussions about the cost and payment schemes for environmental plans.

We want the majority of socially responsible residents supported and recognised for contributions they make. We also want to see those who let us down identified and penalised.

Action on climate must go hand in hand with measures to make the place cleaner, greener and safer.

Young people are key – we want to see them taking a central role.

We are open to the idea of charging people at a reasonable level who have highly polluting cars more on condition that efforts are made to improve public transport and those who adopt greener solutions (like walking, cycling car sharing and electric vehicles are rewarded). But above all we want to see fewer cars in total on the borough's roads with shorter journeys in particular being cut.

We believe that the scale and speed of action required to tackle the climate challenge will need a whole community approach.

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We understand that Croydon faces a housing crisis and it needs to build more homes especially affordable housing for local people who are unable to find suitable accommodation. We call on the Council to develop a set of principles and regulations that will ensure that additional homes do not compromise the commitment to a greener, cleaner and more attractive borough. Making better use of existing housing stock that is empty or under used would help in this respect.

The key priority areas for this are: transport, air quality, energy use and awareness and engagement.

We do not believe that currently, Croydon residents are sufficiently aware, engaged or equipped to play the central part needed in this change. Addressing this should therefore be a major priority.

We support a community advocate programme that will train and support residents to be help their communities effect change.

The spaces, networks, organisations and expertise that the borough has should be identified and co-ordinated to provide maximum environmental impact.

Waste and recycling is an important aspect of the environmental challenge as most people should be responsible for it. Information and action is needed to enforce good practice and take measures to penalise those who do not act responsibly.

We are pleased to hear that the Climate Crisis Commission for a Sustainable Croydon has been set up and that residents' voices will be represented on this. We would like to see work from the Council and the Commission begin as soon as possible (we think some action can be taken immediately) and for residents' to be formed and engaged in this important area.

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5   Summary and next steps

"To be honest, I wasn't sure what to expect before the first meeting but I thought I should come along but this is such an important issue and it was nice to be asked to share my views. I was so glad I came because I absolutely loved these meetings – we had some really interesting speakers and I learnt some new things each time. It was also great to meet and hear the views of others like myself who have lived here most of our lives and who love the place. I also really feel that we've been listened to. Can't wait to see what happens next." *Croydon Citizens' Assembly Member*

Although the work of the Croydon Citizens' Assembly on Climate Change itself has now come to a close, the majority of the Assembly members stated at the end of the process that they would be interested in taking part in further conversations about this and staying involved with the work of the Climate Crisis Commission.

The work discussed by the Croydon Citizens' Assembly will be fed into the Climate Crisis Commission and will also feed into the Council's continuing work on climate change and sustainability.

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For General Release

REPORT TO:	**CABINET 23rd March 2020**
SUBJECT:	**This is Croydon – Borough of Culture 2023**
LEAD OFFICER:	**Shifa Mustafa - Executive Director - Place** **Paula Murray – Culture Director**
CABINET MEMBER:	**Councillor Oliver Lewis** **Cabinet Member for Culture, Leisure & Sport**
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Croydon will be London's Borough of Culture in 2023 and will deliver an ambitious programme of cultural activity not only in 2023 but also in the lead up to it. Through BoC we are actively delivering on the Corporate Plan ambition to value the arts, culture, sports and activities - we are investing in Croydon's cultural offer, working with diverse communities across the borough supporting them to create cultural content and deliver events. We will also be delivering large scale cultural events of regional and national interest driving visitor numbers in Croydon.

FINANCIAL IMPACT

The Borough of Culture award will bring in £4.4m for culture and the arts through Greater London Authority (GLA) and from other funders including Arts Council England (ACE).

FORWARD PLAN KEY DECISION REFERENCE NO.: N/A

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

1.1 Note that Croydon is the Borough of Culture for 2023.

---

2. EXECUTIVE SUMMARY

2.1 On 11th February Croydon was announced as Borough of Culture 2023, we have been recognised as a London cultural leader for putting culture at the heart of regeneration and investing in cultural infrastructure, and for our future cultural ambitions.

2.2 Through the Borough of Culture we will create an open access fund for local community and cultural projects as well as deliver a year of large scale events

and initiatives designed and delivered with our arts community and young people.

2.3 A number of foundation projects will begin during 2020, including:
- The Croydon Map of the World that plans to identify 23 communities and countries that make up our collective cultural DNA
- The Beacons project which will select 23 locations for artist-decorated beacons that will form a trail during 2023.

2.4 We will also be recruiting 23 community leaders to join our Cultural Champions and Ambassadors who will help develop and shape the 2023 programme.

2.5 The Borough of Culture will have 20,000 participants, every school involved, 300 volunteers, audiences of over 120,000 and over 1,000 artists. A top quality programme involving local, national and international artists is proposed including large scale youth led opening and closing events. Announcements about specific elements of the programme is scheduled between now and the opening ceremony to maintain momentum and engage residents, creatives and wider audiences.

3. Borough of Culture

3.1 Croydon is putting Culture at the heart of regeneration, investing in physical infrastructure such as the £42.6m investment in the heritage led refurbishment of Fairfield Hals and in our cultural community through the Cultural Partnership Fund and Youth Arts Fund. Our partnership funds see a return of £3.68 for every £1 invested by the council.

3.2 We are already home to a Music City and to a Cultural Enterprise Zone – two programmes designed to strengthen our live music scene, promote artists and grow our culture and creative economy. Our Culture Network has over 200 members and continues to grow, creating new partnerships along the way. Our new Culture Plan signifies the momentum at a time when libraries return to the council, aligning culture with our core growth and a movement to culture-led regeneration.

3.3 Our successes however, needs to be viewed against a backdrop of historic chronic under investment from leading funding bodies. Croydon has felt a 98% drop in National Heritage Lottery Funding (NHLF) funding over the last six years and is now second lowest in London. Before the arrival of Talawa we had no Arts Council England (ACE) National Portfolio Organisations (NPOs) in the Borough and we have fared little better from the larger trusts and foundations.

3.4 The Borough of Culture award is an opportunity to improve public perception of the borough and to encourage inward investment through funders and corporate engagement.

This is Croydon - Borough of Culture 2023
The Borough of Culture will help us to achieve our 6 ambitions for culture in the Borough:

3.5 **Croydon will embed culture at a strategic level to ensure it is for everyone.**

- A new cultural charter will be a call to action for all artists and businesses involved in the programme. It reflects the borough's key equalities, sustainability and fairness policies through commitment on paying the London Living Wage and adopting sustainable practices.
- During 2023 we will work with teams across the council to update our Cultural Plan on the back of BoC investment. Cultural will continue to be represented in our structures and strategies, and by 2023 we will enable other services (e.g. Health & Social Care) to integrate into the cultural agenda.
- The Culture Network will be an integral part of this decision-making with regards to cultural policy and we will to see this network grow from the current 200.

3.6 **Croydon will be a place where people come first; where residents will benefit from investment.**

- We will ensure all of our residents will have the opportunity to participate and engage in the production of cultural activity, aiming to engage with 20,000 participants including 1,000 artists and a live audience of 120,000 across the whole borough.
- Through the use of social media we will reach over 3 million people worldwide. We will create a cohort of active citizens with 140 community champions and ambassadors, 300 trained volunteers.
- Everyone will be welcome to all our cultural events irrespective of race, sex, ability, religion or sexuality. Our diversity will be reflected not only at an audience level but also at management and trustee levels.
- Mental health and well-being are priorities, activities such as 'This is Our Croydon' will forge links across generations to overcome issues around social isolation experienced by older generations.
- Young people will benefit from opportunities to build skills and take advantage of improved career pathways into the creative sector.

3.7 **People will feel differently about Croydon, it will be a full and dynamic programme which celebrates it's past and present.**

- Our first Croydon Poet Laureate will be in post during the development of the programme to 2023, raising awareness around poetry, as well as amplifying the diversity of voices within Croydon, connecting across all projects. A successor will be selected for January 2023 to carry on this legacy.
- Through our programme, flagship events and investment strands Croydon's profile will be forever altered, reaching national and international audiences and becoming the "centre of the universe" and as stated in The Guardian citing "It's been through countless incarnations, but it could just be its time has come".
- Our **Beacons** project will feature in our neighbourhoods, communities and cultural hubs across 23 locations to create symbolic art works. We will go global as 10 of our 23 beacons will have international locations/partners, 100+ international artists across all genres will be invited to collaborate on a variety of projects.

3.8 **Croydon will be THE place where cultural entrepreneurs and creative businesses succeed through new creative partnerships and new ways of working which will build resilience.**

- Through the support of the Borough of Culture we will develop new creative partnerships which will build resilience of our creative and cultural sector. Funding bodies will be proactive in working with us to redress the historic lack of investment in Croydon.

- Our Cultural Partnership scheme will have doubled its membership to over 25 active corporate supporters and over £100,000 of investment annually. We want to see this reflected in other Corporate Social Responsibility (CSR) budgets through active engagement with businesses and their networks (Croydon BID, Croydon Chamber of Commerce) and through a new fundraising toolkit for local creatives.

- We will be proactive with our Ignite fund and other grant schemes to go direct to communities through partners to identify audiences and participants not yet engaged.

- We will form new partnerships with cultural organisations who help meet our ambitions. Croydon will be recognised as a place where art is produced not just performed strengthening our cultural sector.

- Our talent pipeline will be nurtured to meet business demand in the cultural and creative sectors. We will provide pathways for young people through work experience, job shadowing, and new paid internships, and more schools will participate in careers fairs.

3.9 **The Cultural Programme**
The Borough of Culture will have 20,000 participants, every school involved, 300 volunteers, audiences of over 120,000 and over 1,000 artists. A top quality programme of national and international interest is proposed including large scale youth led opening and closing events. Announcements about specific elements of the programme is scheduled between now and the opening ceremony to maintain momentum and engage creatives and audiences – some of the events and activities to be delivered are outlined below:

3.9.1 Our **Beacons** project will feature in our neighbourhoods, communities and cultural hubs across the borough; 23 symbolic beacons from an original design created by a Croydon artist will be reimagined by 23 local, national and international artists. These will be auctioned off at the end of the year to raise money for local community and cultural organisations. The locations, chosen by our Ambassadors and Champions, will be spread across the borough providing focal points for 2023.

3.9.2 Our open access **Ignite Fund** will support 100 projects with a share of £400,000 across the year and across the following four themes, identified through consultation with our culture network.

3.9.3 **Croydon Map of the World**, led by Apsara Arts, will be a look beyond the census data to identify the 23 most significant communities or countries for Croydon with events in libraries and community halls across the borough during 2020/21. The project will develop a cultural Map of Croydon and reimagine the world map from a Croydon perspective. The map will also identify international locations for partner beacons in countries across the world. It will also feed in to

our evaluation framework for the year.

4. CONSULTATION

4.1 The bid was subject to wide engagement with members of the Culture Network – a group of 200 cultural and arts organisations and individuals in Croydon.

4.2 We will also be recruiting 23 community leaders to join our Cultural Champions and Ambassadors who will help develop and shape the 2023 programme. Ambassadors and champions will come from 4 different parts of our community: Artists and arts organisations via the Culture Network, Community leaders via the Big Conversation, Young people (under 25) via the steering group for C3 our YPP programme and CYAC (Croydon Youth Arts Collective), and school champions from our primary, secondary and special schools.

4.3 Over the next three months, a number of specific consultation and planning sessions have been scheduled: two sessions in March and April for the Culture Network to take part in the development of the next steps; the route map from now to a successful year in 2023 and the council will hold a policy development session for the majority group Members.

5. PRE-DECISION SCRUTINY

5.1 The detailed plans to deliver the Borough of Culture year will be taken to Scrutiny later this year.

6. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 Being the Borough of Culture will bring in funding for arts and culture to the council and also Croydon organisations. We have committed funding of £2.35m - £1.35m from the GLA, £0.75m from Growth Zone, £0.25m match funding from organisations such as ACE and Heritage Lottery Fund. Ticket sales and sponsorship will contribute £1.125m.

6.2 We will seek additional external funding for activities and events to enhance the programme of planned activities between now and 2023. We have had a warm response from ACE and other funders who are keen to support Borough of Culture activities.

1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2020/21	2021/22	2022/23	2023/24
	£'000	£'000	£'000	£'000
Revenue Budget available				
Expenditure				
Income				
Effect of decision from report				
Expenditure	62.5	192.5	564	3,346
Income				
Greater London Authority (LBoC award)	0	0	(276)	(1,073)
Greater London Authority (other grants)	0	0	(75)	(75)
Croydon Council support	(42.5)	(97.5)	(138.1)	(489.2)
Other Public Subsidy (Arts Council, Big Lottery, DWP, NHS)	(20)	(95)	(75)	(485)
Earned Income - Generated Income (ticket sales)	0	0	0	(826.9)
Contributed income (Sponsorship)	0	0	0	(322.5)
Charitable trusts and foundations income	0	0	0	(74)
Remaining budget	**0**	**0**	**0**	**0**
Capital Budget available				
Expenditure				
Effect of decision from report				
Expenditure				
Remaining budget				

2 **The effect of the decision**

By approving this decision the Council will be able to access various grants from across the cultural sector, sponsorship and income from ticket generation. It will, however, commit the Council to £767,267 of revenue support.

3 **Risks**

The Council is commiting to a high profile cultural programme over the coming years, peaking in 2023. There is a risk that sponsorship and ticket sales will not generate sufficient income to cover costs, however, through good programming this risk is reduced.

4 **Options**

Approve the Borough of Culture award and commit to a high profile cultural programme in 2023.

Reject the Borough of Culture award, however, there will be significant reputational damage to the Council and the cultural sector across the borough.

5 **Future savings/efficiencies**

The Borough of Culture programme is not a savings programme, however, the positive impact of the scheme will be felt in its contribution to the strengthened case for inward investment in Croydon.

Approved by Lisa Taylor, Director of Finance, Investment and Risk and s151 Officer

7. LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that there are no direct implications arising from the recommendations in this report. As and when projects are brought forward as part of or in support of the Borough of Culture, including any specific funding agreements required, these will require separate legal advice as to implications.

Approved by Sandra Herbert,, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer.

8. HUMAN RESOURCES IMPACT

8.1 A Borough of Culture delivery team will be established to manage the programme of activity and recruitment the team will follow council processes.

8.2 There are no further HR implications for the Borough of Culture.

Approved by: Jennifer Sankar, Head of HR Place, for and on behalf of the Sue Moorman, Director of Human Resources

9. EQUALITIES IMPACT

9.1 An Equalities Analysis will be undertaken for specific projects or events to ascertain potential impact on groups that share protected characteristics as well as ensure that the council has due regard to meeting the aims of the general equality duty. An equality analysis will also be undertaken as part of the programme development process in order to ascertain potential impact on groups that share protected characteristics as well as inform and strengthen the activity and prior to finalising the programme

9.2 Overall the programme will have a positive impact on groups that share protected characteritstics as it seeks to bring in new audiences, engage with a wide range of people, communities and organisations and deliver an inclusive and diverse programme.

Approved by: Yvonne Okiyo , Equalities Manager

10. ENVIRONMENTAL IMPACT

10.1 There are no environmental impacts directly relating to BoC. Consideration will be given to environmental sustainability when devising and delivering the programme

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 Participation in cultural and leisure activities often leads to a recution in incidents of crime and disorder as it engages individuals provising and activates places, however there is no specific impact of the range of activities proposed.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 Investing in culture is a key outcome of the Corporate Plan. Endorsing the Borough of Culture programme with its wide range of activities for people of all ages and backgrounds will engage more people in cultural activity and truly place it at the heart of regeneration.

13. OPTIONS CONSIDERED AND REJECTED

13.1 Do nothing – the council could turn down the award however this would have significant negative reputational impact. There would be reduced investment in culture between 2020 and the end of 2023.

Deliver a different range of activity – from spring 2020 the council with the culture network and our newly recruited Cultural Champions and Ambassadors will develop and shape the 2023 programme. The outline progamme has been determined but specific projects and activities will change.

14. DATA PROTECTION IMPLICATIONS

14.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

YES

14.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO

An impact assessment will be carried out between 2020 and 2023. The personal data that will be captured through Borough of culture will be for allocation of tickets / places at events which form part of the programme.

The Executive Director of Place comments that a DPIA will be in place in time for 2023 when Croydon is Borough of Culture.

Approved by: Shifa Mustafa Executive Director Place.

CONTACT OFFICER: Rob Hunt – Asset Manager
                        Marie Tulley-Rose – Museum & Archives Manager

APPENDICES TO THIS REPORT: None

BACKGROUND PAPERS:
Borough of Culture background and guidance from Greater London Authority - https://www.london.gov.uk/what-we-do/arts-and-culture/current-culture-projects/london-borough-culture/london-borough-culture

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REPORT TO:	CABINET 23rd MARCH 2020
SUBJECT:	Findings from Ofsted Inspection of Croydon's Early Help and Children's Social Care Services
LEAD OFFICER:	Robert Henderson, Executive Director of Children, Families and Education
CABINET MEMBER:	Councillor Alisa Flemming, Cabinet Member for Children and Young People
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

This report focuses on progress achieved that will ensure that all Croydon's children live a happy, healthy life, free from harm and that they have every opportunity to thrive and become fulfilled adults.

Corporate Plan for Croydon 2018-2022

FINANCIAL IMPACT

There are no specific financial impacts arising from the content of this report.

Investment of £22.2m has been allocated to Early Help and Children's Social Care base budgets in 2018/19 and 2019/20 to support the drive to improve children's services. This is in addition to transformation funding of £20m over the same period.

FORWARD PLAN KEY DECISION REFERENCE NO.: Not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1.   RECOMMENDATIONS

The Cabinet is asked to:

1.1.   Note the findings from the full re-inspection of Croydon's Early Help and Children's Social Care Services by Ofsted which concluded on 14th February 2020.

1.2.   Note that the final inspection report on Croydon's Early Help and Children's Social Care Services was published on Ofsted's website on 16th March 2020

2. EXECUTIVE SUMMARY

2.1   This report advises cabinet of the outcome and findings from Ofsted's re-inspection of Croydon's Early Help and Children's Social Care Services which concluded on 14th February 2020.

2.2   The final report on the findings from the inspection was published on Ofsted's website on the 16th March 2020 (see hyperlink[1]).

3.   DETAIL

3.1   Following the Ofsted inspection in 2017 which judged children's services as 'inadequate', Ofsted has completed seven Ofsted monitoring visits and a full re-inspection of Croydon's services took place between 27th January and 14th February 2020.

3.2   Under Ofsted's framework (known as 'ILACs') inspectors provide four judgements;

- The quality of services for children in need of help and protection
- The quality of services for children looked after and care leavers
- The Impact of leaders on social work practice
- Overall effectiveness

3.3   A full re-inspection concluded on the 14th February 2020 and the lead inspector together with the inspection team provided verbal feedback on Ofsted findings to:

- The Leader of the Council
- Lead Member for Children, Families and Education and her Deputy
- The council's Chief Executive

3.4   The final inspection report on Croydon's Early Help and Children's Social Care Services was published on Ofsted's website on 16th March 2020.

3.5   The Ofsted gradings for Early Help and Children's Social Care Services in Croydon were as follows;

- Children in need of help and protection – 'Good'
- Children looked after and care leavers – 'Requires improvement to be good'
- Impact of leaders on SW practice – 'Good'
- Overall effectiveness – 'Good'

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[1] https://reports.ofsted.gov.uk/provider/44/306

3.6 Ofsted recognised during their re-inspection of Croydon's Early Help and Children's Social Care Services in February 2020 that services for children and families have been "transformed" through strong corporate and political support and leaders were creating "the right conditions for effective social work".

3.7 However, there is still work to do to ensure that change is sustained in our services for children in need of help and protection and we to continue to improve our services and support for children in care and care leavers.

3.8 The department is determined to build upon the momentum and success of the Children's Improvement Programme to ensure we are delivering outstanding outcomes for children and young people. At a high level, our priorities across the partnership for Children Young People in Croydon are set out in the Children, Young People and Families Plan 2020-24.

3.9 Following the inspection outcome, the Children's Plan for Improvement 2019/20 is being reviewed and new priorities and actions developed to respond to Ofsted's recommendations ('what needs to improve' set out on page 2 of the final Ofsted report).

4 PRE-DECISION SCRUTINY

4.1 This report has not been reviewed by Children and Young People's Scrutiny Committee as the inspection report is due for publication on 16th March. The next Committee, on 14th April, will scrutinise and comment on the draft improvement plan in response to the report's recommendations.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 There are no direct financial implications.

Approved by Kate Bingham, Head of Finance, Children, Families and Education on behalf of the Director of Finance, Investment and Risk and Section 151 Officer

6. LEGAL CONSIDERATIONS

6.1 The Head of Social Care and Education Law comments on behalf of the Director of Law and Governance & Deputy Monitoring Officer.

6.2 The framework for Ofsted inspections of Children's Services is set out in sections 135-142 of the Education and Inspection Act 2006 ('the Act') and associated Employment and Education Act 2006 (Inspection of Local Authorities) Regulations 2007 ('the Regulations').

6.3 Croydon was inspected from 20th June to 13th July 2017 under Ofsted's

"Framework and evaluation schedule for the inspections of services for children in need of help and protection, children looked after and care leavers and Reviews of Local Safeguarding Children's Boards" ('the SIF'), which sets out a single assessment framework for assessing local authorities during inspections conducted under section 136 of the Act. Local authorities are graded outstanding, good, requires improvement or inadequate in each of the areas inspected.

6.4   Ofsted introduced a new "Framework, evaluation criteria and inspector guidance for the inspections of local authority children's services" in November 2017 ("the ILACS"). This is a more flexible regime and uses information held about each local authority to inform decisions about how best to inspect that authority. Since the framework for inspection was published in 2017 it's been updated several times & brought all inspections under the ILACS framework.

6.5   On January 27th 2020 Croydon was notified of a full re-inspection under the ILACS framework which concluded on 14th February 2020.

6.6   If the outcome of the subsequent re-inspection is better than 'inadequate', Croydon will then begin to follow the pathway for local authorities which either require improvement or are graded good. This will include the Minister for Children and Families lifting the statutory direction for Croydon to improve.

Approved by Doutimi Aseh, Head of Social Care and Education Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer.

7.   HUMAN RESOURCES IMPACT

7.1   There are no specific human resources impacts arising from the content of this report. Recruitment and retention activity remains a key priority for Croydon Early Help and Children's Social Care.

Approved by Sue Moorman, Director of Human Resources

8.   EQUALITIES IMPACT

8.1   There are no specific equalities impacts arising from the content of this report

Approved by Yvonne Okiyo, Equalities Manager

9.   ENVIRONMENTAL IMPACT

9.1   There are no specific environmental impacts arising from the contents of this report.

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 There are no specific crime and disorder reduction impacts arising from the contents of this report.

11. DATA PROTECTION IMPLICATIONS

11.1 There are no specific data protection impacts arising from the contents of this report.

CONTACT OFFICER: Robert Henderson, Executive Director, Children, Families and Education
Robert.henderson@croydon.gov.uk

BACKGROUND PAPERS: N/A

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For General Release

REPORT TO:	**CABINET 23RD MARCH 2020**
SUBJECT:	**Children, Young People & Families Plan**
LEAD OFFICER:	**Robert Henderson, Executive Director of Children, Families and Education**
CABINET MEMBER:	**Councillor Alisa Flemming, Cabinet Member for Children and Young People**
WARDS:	**All**

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Children, Young People and Families are at the heart of all of the Council's corporate priorities. The recommendations contained in this report aim to deliver against multiple priorities in our Corporate Plan for Croydon 2018-2022, including but not limited to:

- Children and young people in Croydon are safe, healthy and happy, and aspire to be the best they can be;
- Every child and young person can access high quality education and youth facilities;
- Getting more young people involved in taking part in local democracy and in tackling the issues that matter most to them;
- Croydon becomes a more equal place;
- Happy, healthy and independent lives are lived by as many as possible, for as long as possible, and;
- Access to effective health services and care services when needed.

Ultimately this should help us to ensure the following outcomes:

1. *"Our children and young people thrive and reach their full potential";*
2. *"People live long, health, happy and independent lives*", as our children and young people transition into adulthood.

FINANCIAL IMPACT

Whilst there are no direct financial implications arising from the Children, Young People and Families Plan, the plan details existing commitments, projects and actions, including those outlined in the Corporate Plan.

The purpose of the plan is to provide a joined up strategic partnership vision for children and young people across the borough, reiterating our commitment, and aligning our resources and strategic priorities. Across the Children and Families Partnership.

Any specific proposals with implications for the Council's revenue budgets, or requiring capital investment, will need to be reviewed and approved via the appropriate approval route ahead of implementation.

FORWARD PLAN KEY DECISION REFERENCE NO.: Not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1.   RECOMMENDATIONS

The Cabinet is recommended to:

1.1.   Refer the adoption of the Children, Young People and Families Plan to Full Council with a recommendation for approval.

1.2.   Note the engagement and consultation that has been undertaken to develop this plan with children and young people, in addition to our partners, and organisations working with children and young people in Croydon.

2. EXECUTIVE SUMMARY

2.1   The Council has undertaken a review of the priorities for children and young people across Croydon's Local Strategic Partnership including key stakeholder groups. This review has been carried out in collaboration with Croydon's Children and Families Partnership Board and in engagement and consultation with Croydon's children and young people. The purpose of the review was to map existing priorities and identify a shared set of outcomes, priorities and success measures across the partnership, behind which resources and activity can be aligned to improve outcomes for children, young people and families in Croydon.

2.2   This report reflects the outcome of our review and details a proposed Children, Young People and Families Plan to tackle some of our key challenges, and to provide accountability to our children and young people. Our ultimate ambition is to deliver outstanding outcomes for children and young people, and deliver on the things which they told us matter most to them; including safety, health and learning.

3. DETAIL

3.1   Local Strategic Partnerships (LSP) are non-statutory public, private and voluntary and community sector partnerships. Croydon's LSP operates at a level which enables strategic decisions to be made, as well as enabling us to work collaboratively to tackle wicked societal issues in the local area. This can include tackling key issues for local people such as crime, jobs, education, health and housing which all require a range of local organisations working together towards better outcomes.

3.2 Croydon's Children and Families Partnership is responsible for mobilising partners (including the voluntary sector) to improve outcomes for children, young people and families in Croydon. Given the breadth of services for children and families, as well as growing demand and increasingly complex needs of our children and young people in the borough, it's crucial that we align our priorities for delivery and better align our resources.

3.3 Nationally, the three statutory safeguarding partners are the Local Authority, Chief Officers of Police, and Clinical Commissioning Groups. These organisations take ultimate responsibility for the safeguarding agenda for our children and young people. However it is the collective responsibility of all organisations working with children and young people, taking a multi-agency approach, to deliver positive outcomes and that the information sharing process is effective in achieving this – noting that there are existing data sharing procedures in place with children's services and with partners. Croydon Safeguarding Children Partnership (CSCP) is the statutory body that brings together local agencies that work to safeguard and promote the welfare of children and young people up to the age of 18 in the borough.

Early Help and Children's Social Care Improvement

3.4 Early Help and Children's Social Care Services in Croydon have been on a journey of improvement since 2017, supported by the wider council and key partner agencies (police, schools and health). Services were subject to a full re-inspection by Ofsted which began on 27th January and concluded on the 14th February 2020. The full Ofsted report and overall judgments on the quality of Croydon's Children's Services will be published on Ofsted's website on March 16th 2020. During the last monitoring visit in October 2019 inspectors noted that services for children were 'consistently improving' with progress being driven at a 'sustained and rapid pace.'

(Please refer to agenda item 7 for further information on the outcome of the final Ofsted inspection.)

3.5 It is important that we capitalise on the momentum of the Children's Improvement Programme and continue to mobilise council and partnership support to improve outcomes for all children and young people in Croydon. To support improvement activity across the Children, Families and Education Directorate the Executive Director set out a clear departmental vision in spring 2019 (the 'destination') underpinned by 4 work streams (the 'how') and a set of principles (the 'values that guide us'). These are set out in the pictures below. Wherever possible, a similar approach will be taken to delivering on the priorities in the Children, Young People and Families plan to ensure that approaches to delivery are consistent across the partnership, so that children and families receive seamless support from professionals.

Children, families and education principles

| Putting children at the centre of all that we do | Building and sustaining trusting relationships | Doing things *with* children and their families not to them and enabling independence | Working with the whole family, the school and community | Making the journey of the child and family as simple as possible | Delivering services as early as possible |

Taking a 'localities approach'

3.6   As a borough, we're looking at how we deliver services closer to where residents need them. This about taking a 'localities approach' to deliver services differently, in each local area based on a diverse range of identified needs. This is an important consideration in how we will deliver on the priorities set out in our Children, Young People and Families Plan. A number of council services are already delivered in a locality model, including Early Help and we will build on what works here to join up with partners locally (e.g. through colocation) to provide wrap around support to families.

OPERATING MODEL

1 Evidence is key

Building a detailed picture of our borough, our people and our places, by mapping the physical and community assets, spend and demand by localities to understand future opportunities and challenges.

2 Preventing issues becoming problems

Services designed to identify issues early on and target support on promoting independence and enablement to **deliver long-term sustainable solutions.**

3 Locality matters

Place-based, integrated services that help residents to find the information and support they need **within their local community and tailored to local need.**

4 A system wide approach

Collaboration across the borough with other public services, business and the community and voluntary sector to create a seamless system of information, engagement and service delivery.

5 Residents drive what we do

Engaging residents and local communities in the design and where appropriate the delivery of services. **Enabling residents to have a say in the vision for their local areas.**

6 Organisation design

Consideration of the business processes, systems, budgeting, workforce, capacities and capabilities that will reflect the requirements of the operating model.

Importance of working in partnership

3.7   Given the current financial context, and the challenges that the public and voluntary sectors face nationally as well as locally, it's more important than ever to make sure that we're delivering improved outcomes for children, young people and families in the most efficient way possible; pooling resources and expertise wherever we can. We are experiencing continuous

increase in demand for services in addition to population growth, and changing requirements. This means we need to be more preventative, and proactive in our approach.

3.8   Fragmented provision of services creates inefficiencies, potential duplication and risks disengagement by children and their families from services such as GPs, education and wider voluntary and community specialist support. It also creates a risk that we miss something, where information is not shared effectively. From the experience of a service user (e.g. a young person parent) it can also be a frustrating experience to have multiple professionals involved in their lives and tell their stories again and again to access help and support.

3.9   By aligning our delivery as a partnership, we are better positioned to share high level or anonymised intelligence to assist with the decision making process, as well as to better align current resources and invest future resources in a much more collaborative way. It's not about everyone doing everything, but about any professional intervening at the earliest opportunity (first point of contact) and where possible, a child or young person having a single point of contact ('tell us once' approach). This Children, Young People and Families Plan and the mapping work that has been undertaken to create it (across different partner plans) will help to support partnership working by articulating a clear set of outcomes and priorities that we will work towards together.

What does the evidence tell us?

3.10   We know that there are some serious challenges in Croydon, and nationally, that can only be tackled through using a targeted approach in partnership. Some of our key challenges are highlighted below:

3.11   Croydon has the largest population of 0-17 year olds in London:[1]

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[1]Link to data source: https://www.nomisweb.co.uk/

Total number of 0-17 year olds - 2018

94,702
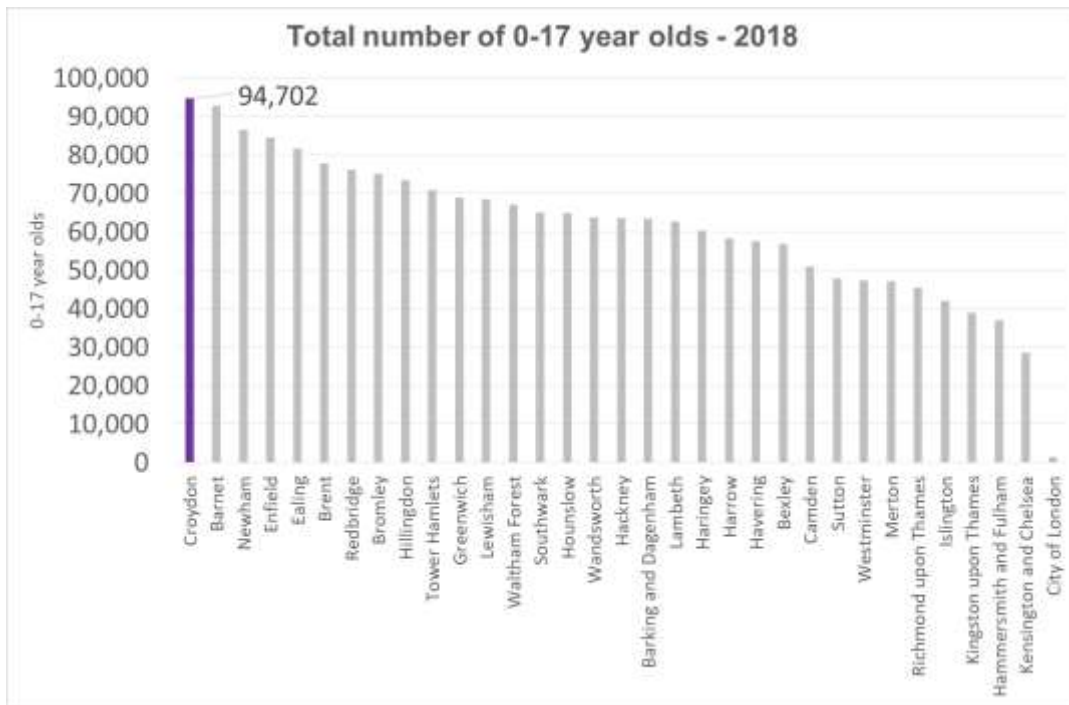
3.12 Croydon has the highest number of Children looked After in London[2]:

Children looked after at 31 March 2019

554

265

■ UASC   ■ Other CLA

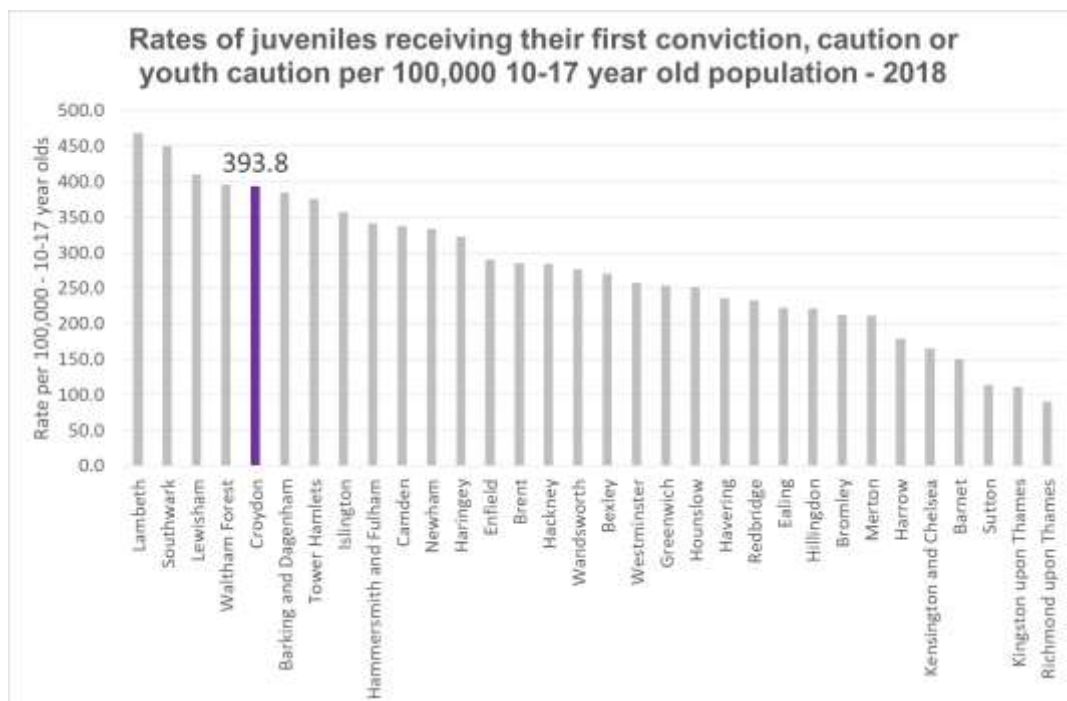[2] Link to data source: https://www.gov.uk/government/collections/statistics-looked-after-children
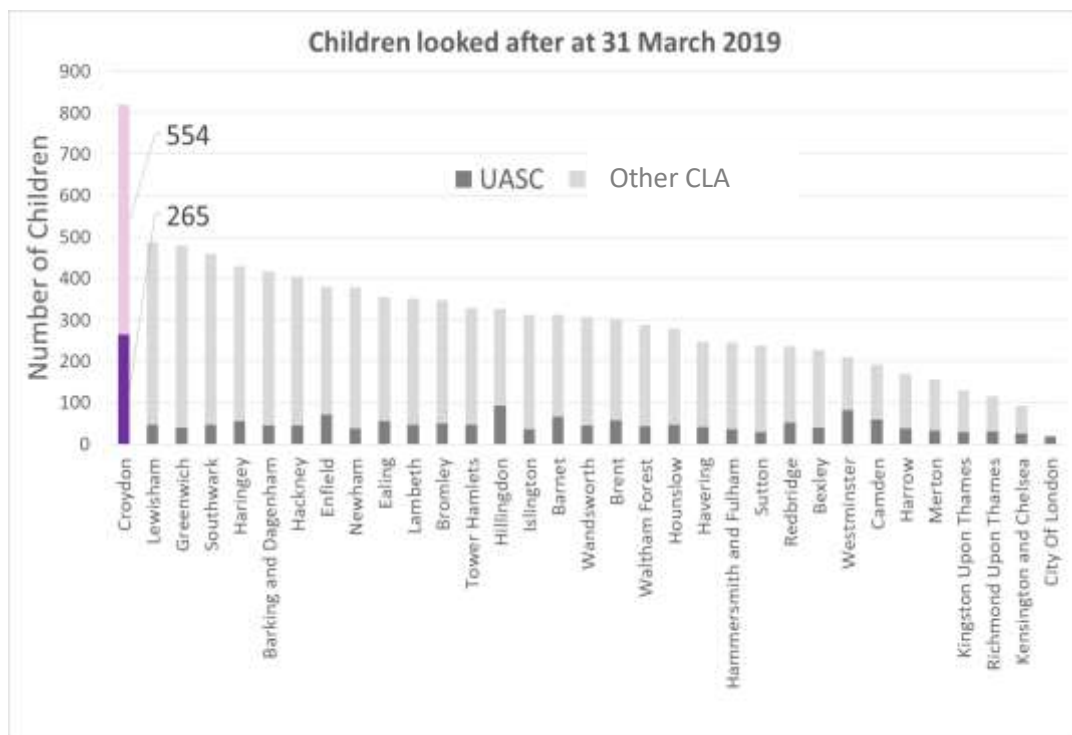
3.13 Croydon had the highest number of episodes of children in need in London at any point during 2018/19[3]:

Number of episodes of children in need at any point during the year 2018/19

10,296
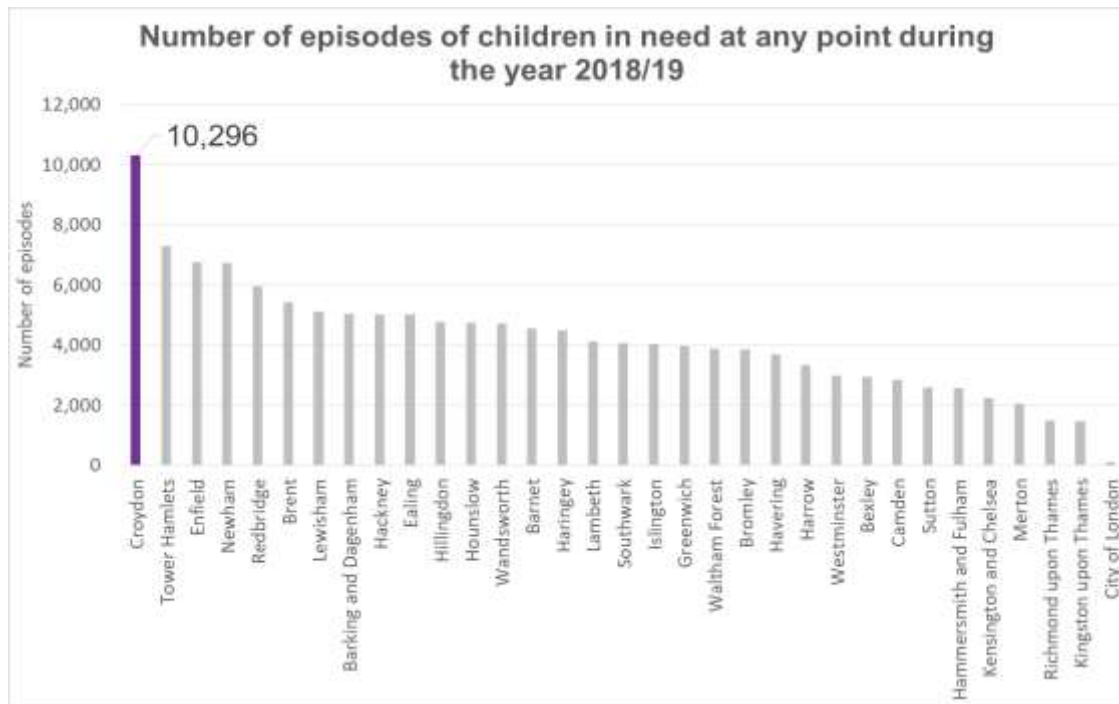
3.14 Croydon has the 5th highest rate (in London) of first time entrants into the youth justice system[4]:

Rates of juveniles receiving their first conviction, caution or youth caution per 100,000 10-17 year old population - 2018

393.8

[3] Link to data source: https://www.gov.uk/government/collections/statistics-children-in-need
[4] Link to data source: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2018

3.15   31.4% of children in Croydon received a 2-2½ year review by a health visitor. This is the lowest rate in London[5].

Health Visiting Metrics - 2018/19
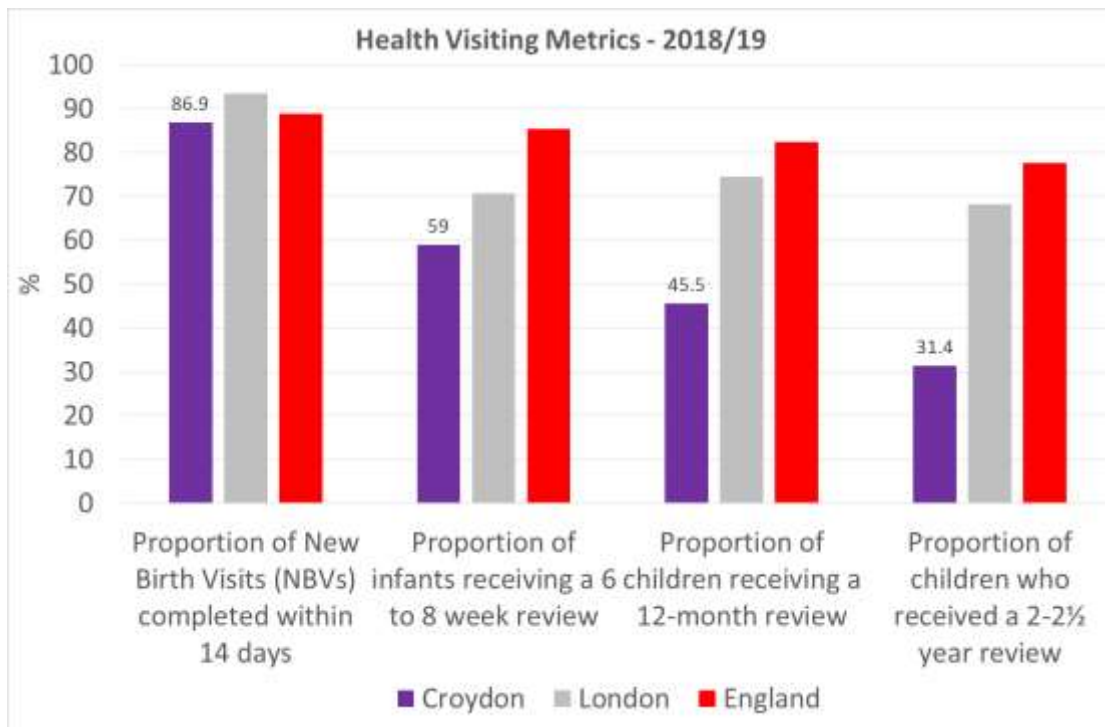
3.16   38.6% of year 6 children in Croydon are overweight. This is the 13th highest rate in London[6]:

Year 6: Prevalence of overweight (including obesity)

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[5] Link to data source: https://www.gov.uk/government/collections/child-and-maternal-health-statistics#health-visitor-service-delivery-metrics
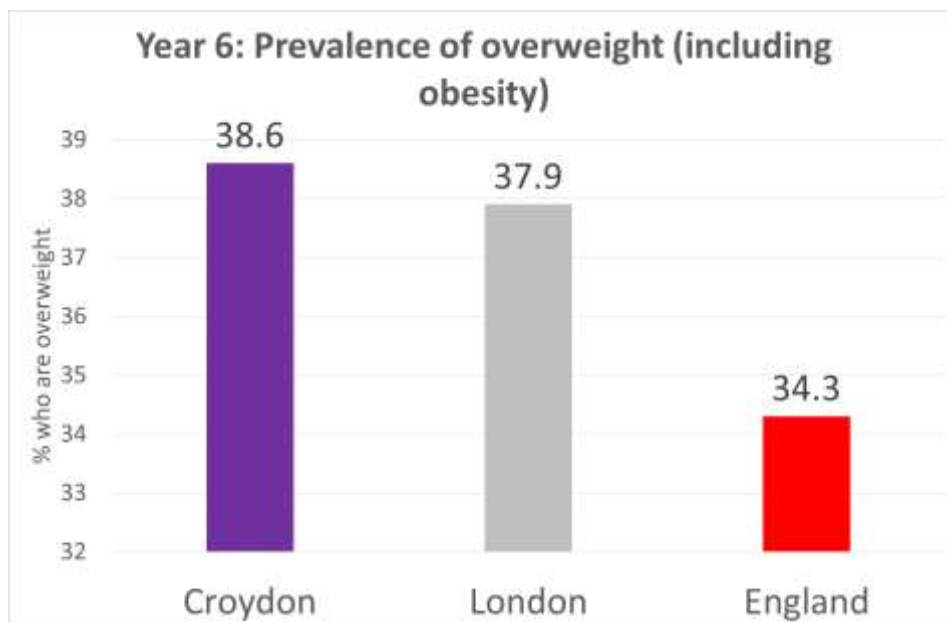
[6]Link to data source: https://digital.nhs.uk/services/national-child-measurement-programme/

3.17   The map below shows income deprivation among children in Croydon.
- Croydon is the **14th** (out of 33) most deprived London Borough (Income affecting children) (17th in IMD 2015)
- **485** (0.5%) 0-17 year olds in Croydon live amongst the 5% most deprived area in the country. This LSOA is **the most deprived in London** and 75th out of 32,844 in the country.
- **23,335** (24.6%) 0-17 year olds in Croydon live amongst the 20% most deprived area in the country

Indices of Deprivation 2019
Income deprivation among children index (IDACI)
Croydon Lower Super Output Areas (LSOAs)

IMD 2019
Number of LSOAs in brackets

5% most deprived in the country	(1)
5%-10% most deprived	(13)
10%-20% most deprived	(31)
Not in 20% most deprived	(175)
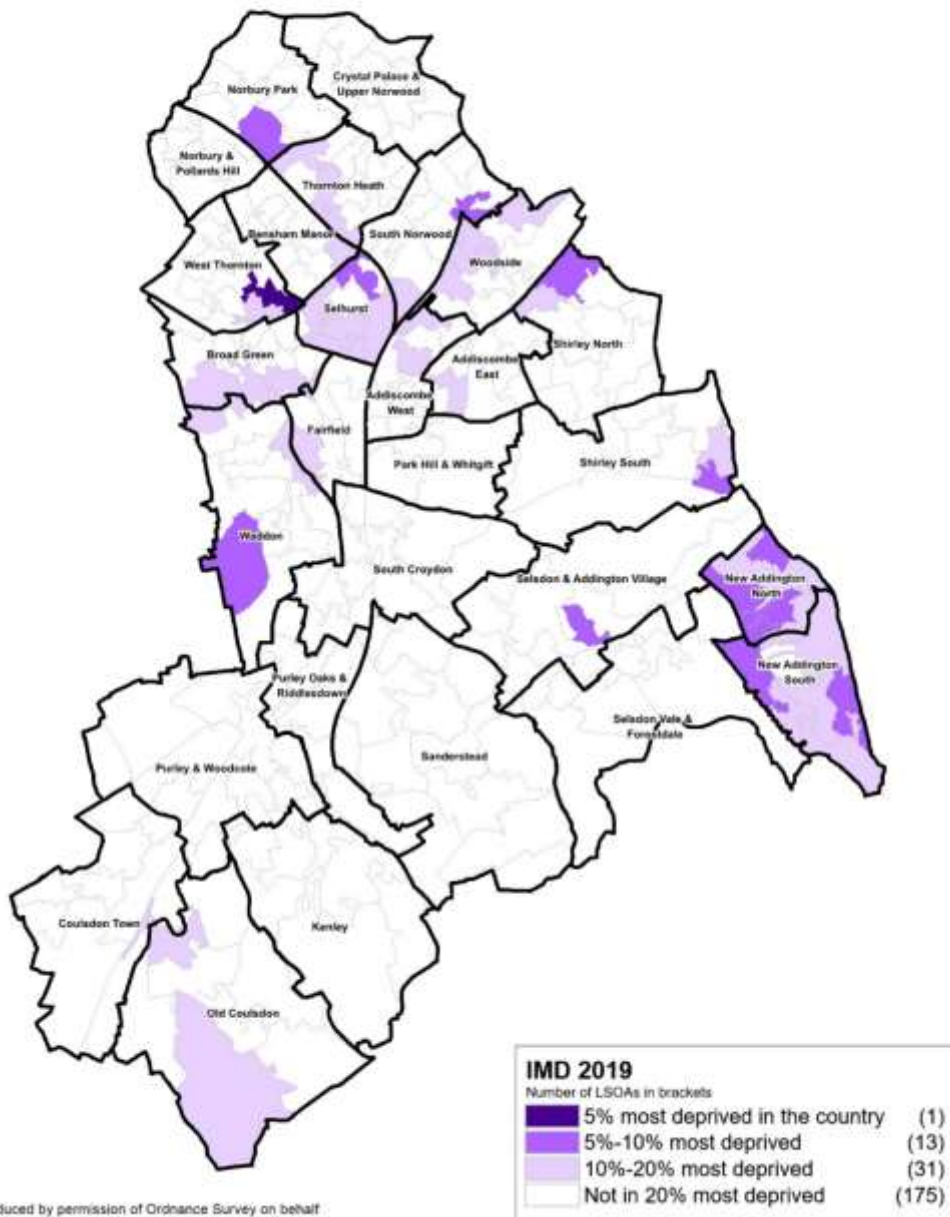
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4. DEVELOPMENT PROCESS

4.1 Prior to the development of this draft plan, and throughout engagement, research has been undertaken to identify best practice. The following local authorities' plans and strategies were reviewed and considered in this process:

- South Gloucestershire Council
- Royal Borough of Kensington & Chelsea, City of Westminster Council
- Lambeth Council
- Leeds City Council
- Manchester City Council
- Richmond Council
- City of London
- Barnet Council
- Liverpool Council
- Bradford Council

Mapping existing strategic priorities

4.2 In order to identify synergies and opportunity for join up, we began by reaching out to partners and key organisations involved with children and young people across the borough.

4.3 Initially we asked for a survey to be completed - we asked partner organisations to provide us with detail of their vision, priorities, and intended outcomes for children and young people in Croydon. An online survey was circulated to internal agencies and external partners to begin the mapping process:

- *Please outline your organisation's vision statement for children, young people and families;*
- *Please outline the outcomes that your organisation hopes to achieve for children, young people and families;*
- *Please outline the priorities that you plan to deliver for children, young people and families;*
- *Please detail the actions that you take to deliver against your priorities for children, young people and families;*
- *Detail the success measures that you have in place to know that you've been successful.*

4.4 This information helped us to create a really clear map of themes to discuss with children and young people. 21 individuals from 14 organisations responded to the survey; we were then able to condense the information received into the following seven broader themes:

The figure shows overlapping circles arranged around a central circle labelled "Children, young people & families":

- Housing 14%
- SEND, CLA & carers 43%
- Mental wellbeing 67%
- Physical health 67%
- Safety 52%
- Education 67%
- Community 76%
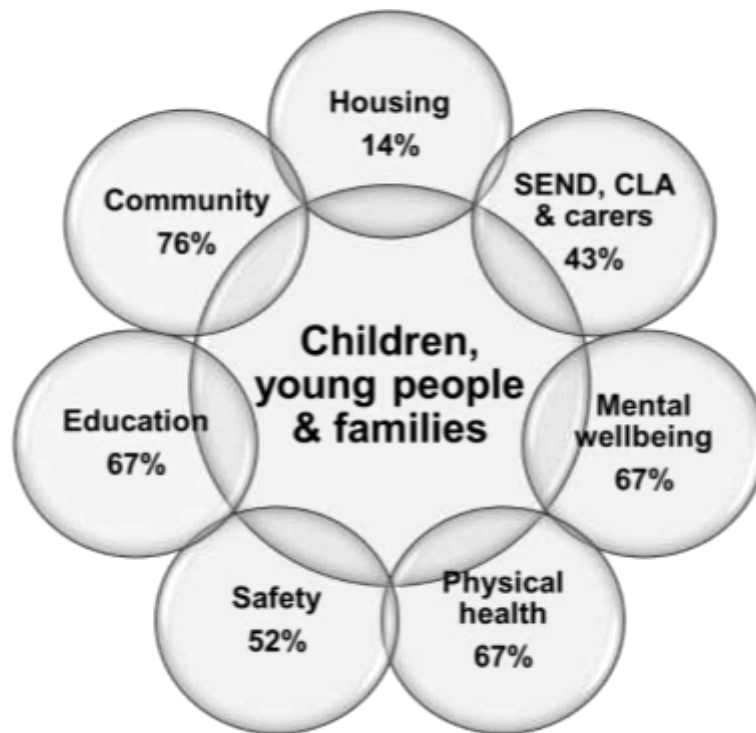
7

4.5 In addition to the responses received, we were also able to identify key priorities from existing strategies and plans, including our Children's Plan for Improvement, Croydon's Early Help Delivery Plan (previously strategy), Croydon's Health and Wellbeing Strategy, Health and Care Plan, Youth Congress Report and Croydon's SEND Strategy.

Engagement with Croydon's Children and Young People

4.6 By following this process, it provided the foundations to test whether we're focussed on the right areas with our children and young people. We were particularly interested in understanding how our children and young people felt about the things that we're focussed on – we wanted to understand how important they felt our priorities are, and vitally – whether we're missing anything. This part of the process was about understanding whether the priorities we're working towards in Croydon are in line with the expectations and needs of our children and young people.

4.7 To ensure that the plan being created has meaningful impact, an engagement plan was created to carry out sessions across education provisions within the borough. All schools and Pupil Referral Units were contacted and offered the opportunity to participate.

4.8 In total 20 sessions across 16 educational provisions in the borough were carried out, with an average of 5-15 students in each session. In total, we were able to engage with around 200 children and young people over a three week period.
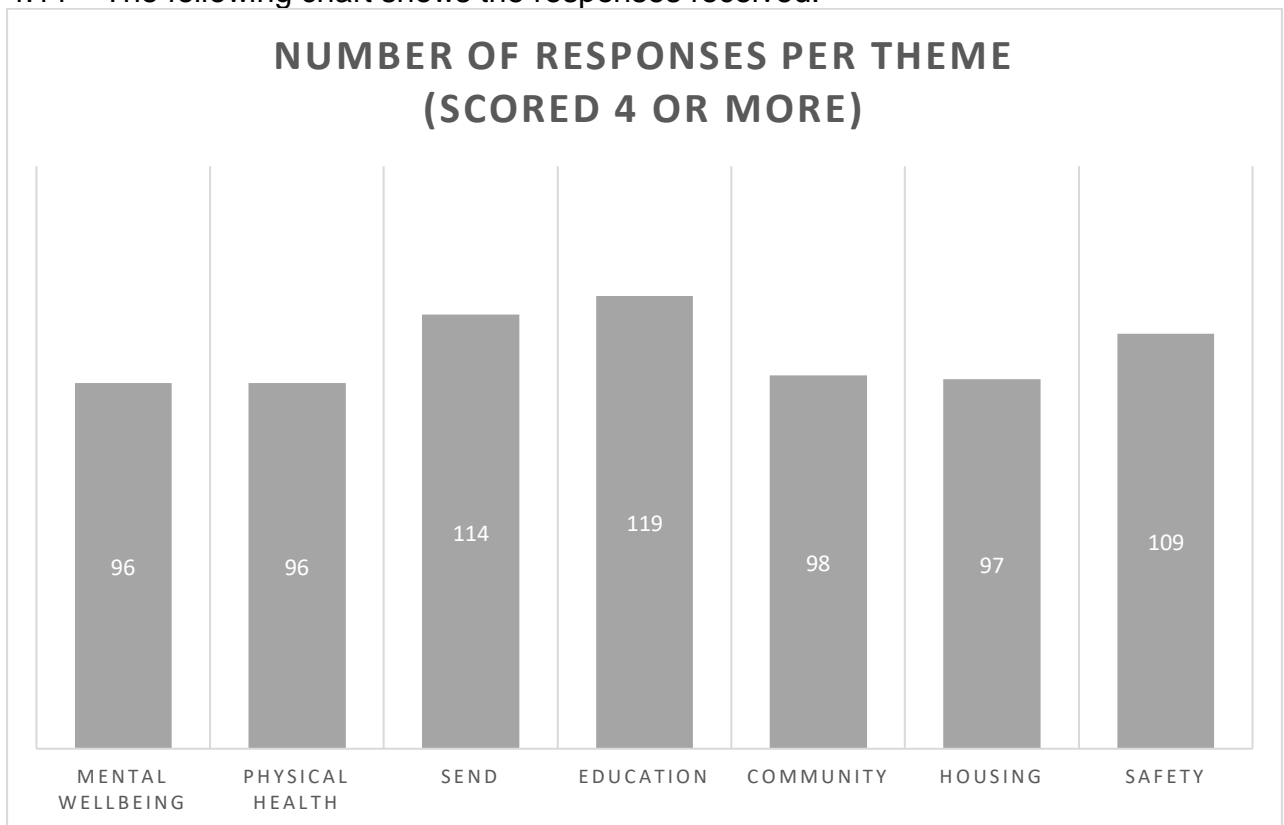
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[7] The figure represents the percentage of the 21 organisations that responded, with this area as a key priority.

4.9 To make sure that the engagement had broad audience capture, engagement was carried out at a range of different schools and provision, with different focus groups, including:
- Early years drop-in centres
- Primary schools
- Co-ed secondary schools
- Single-sex secondary schools
- Pupil referral units
- Special educational needs schools (primary and secondary)
- Colleges
- Voluntary sector organisations

4.10 The aforementioned seven themes identified in the priority mapping process were tested with children and young people in an age appropriate manner. All participants were asked to rate each of the seven themes by importance on a scale of one to five; a score of one indicated that the theme was not important and a score of five indicated that the theme was extremely important.

4.11 The following chart shows the responses received:

NUMBER OF RESPONSES PER THEME (SCORED 4 OR MORE)

Theme	Responses
MENTAL WELLBEING	96
PHYSICAL HEALTH	96
SEND	114
EDUCATION	119
COMMUNITY	98
HOUSING	97
SAFETY	109

4.12 The data was interpreted as confirming the importance of the seven broad themes.

4.13 In many cases, the feedback received from children and young people for each theme was similar across the different educational provisions. Within each theme, certain issues arose repeatedly. A broad summary is captured below:

Mental Health:
Amongst certain groups the lack of mental health provision in schools was raised as a key challenge. In contrast, some groups felt that mental wellbeing was the responsibility of the individual and demonstrated a reluctance to rely on Council or partner services. In some sessions, there was a notable difference in attitude towards mental health problems between male and female participants. Some participants stated that anti-depressants were prescribed too readily to young people.

Physical Health:
The majority of children and young people claimed that an individual's physical health was their own responsibility and few participants believed that their physical health was the responsibility of the council or other partner organisations. Many groups identified a link between physical health and mental health, yet there was disagreement regarding whether one was more important than the other. Chicken shops were identified as a specific problem by young people and some individuals stated that more should be done to ensure healthy food is as cheap as fast food. Some reference was made to the provision of child-friendly, low-cost gyms.

Special Educational Needs & Disabilities (SEND):
It was felt by many children and young people that SEND provision in mainstream schools was not good enough. Those in special educational needs schools stated that they had experienced bullying in mainstream schools and had felt particularly unsupported, as though mainstreams schools were ill-equipped to handle children and young people with SEND. Other young people explained that learning disabilities such as dyslexia and dyspraxia were not spotted early enough, and more could be done to educate all children and parents on these types of needs.

Education:
Several references were made to unsatisfactory teaching in schools, and some young people cited this as the cause of their bad behaviour. Particularly, several participants mentioned that the 'standard' teaching style was not suited for those with additional needs or behavioural issues. Several participants, particularly those in primary schools, stated that there was not enough discipline in schools and other pupils' bad behaviour disrupted lessons which then impacted on their ability to learn.

Contrastingly, in sessions with older children, reference was made to pupils being disciplined for trivial reasons, such as small uniform violations. Increasing diversity in the curriculum was referenced across multiple sessions (for example, a greater focus on black history), and many groups stated that they would like to increase the vocational training provision in schools, and remove the reliance on Pupil Referral Units.

Community:
All groups questioned what was meant by the term 'community'. Some children identified their families, teachers and schools as their communities, whilst many older children claimed that their community was their 'inner circle'

of friends or family. Several children and young people were initially reluctant to consider the impact their wider environment has on them. Reference was made to the importance of knowing your neighbours, and the relationship between community and safety. Older participants referenced a lack of community centres and activities for young people. Once each group had agreed upon their definition of community, most groups agreed that not having a community would be detrimental, and some groups suggested that the community could do more to help with things like mental health and safety.

Safety:
The majority of participants referenced knife crime and youth violence, even in primary schools. Younger children stated that adult supervision and the presence of teachers made them feel safe. Several young people stated that they were responsible for their own safety; some groups stated that they felt safe in Croydon, and the borough is safer than some people believe. The majority of young people stated that the police did not make them feel safe, and they do not trust them. Some individuals claimed that this was because they believed the police were homophobic, or transphobic. Others stated that this was because the police were racist, and recalled negative interactions with police officers. When asked how they would do things differently, most groups struggled to provide a response.

Housing:
References to Croydon's homeless population and the number of new homes being built in the borough were made during several sessions. Some children and young people stated that the government was not doing enough to end homelessness. References to housing instability and the disruption this causes children and young people were made in a number of sessions. Older participants stated that they wanted to move out of their family homes but expressed concern that property prices and rent were too high. Others mentioned that they don't know enough about the process for buying or renting a property, and express an interest in learning more about the process in advance of leaving full time education.

4.14   During the sessions, the children and young people were given an opportunity to raise any issues they felt were missing from our priorities and had not been discussed. These included:
- Brexit
- Sustainability and climate change
- Diversity in the curriculum
- Better addressing bullying in schools
- Enabling young people to influence decisions
- More opportunities for all children and young people

Having received this feedback, where possible and appropriate these issues have subsequently been addressed in the draft Plan.

4.15   Following engagement, we drafted the following outcomes and supporting priorities to form the basis of the plan:

OUTCOMES: All children and young people in Croydon:
1 Are supported to do well & access learning
2 Feel safe in their homes, schools & communities
3 Have good mental and physical health

PRIORITIES:
1 Narrow the **attainment** gap for children & young people
2 Support children & young people into adulthood and work
3 Build relationships with families to ensure a safe, happy & caring home
4 Help young people feel safer by addressing the causes and impact of exploitation and youth violence
5 Reduce the impact of negative childhood experiences and trauma
6 Make improvements to emotional wellbeing and mental health services

4.16 These outcomes and priorities have been included in the attached plan (see appendix 1).

4.17 In addition to asking the participants how they felt about each of the topic areas, they were also asked about the look and feel (design) of plans and strategies developed by other local authorities, and were asked what they would like to see Croydon's plan look like when produced.

4.18 Particular likes included:
- Plans that were short and succinct (1-3 pages)
- Realistic images that were relatable or cartoon images that are non-specific
- Easy to understand
- Colourful
- Short sentences

4.19 Particular dislikes included:
- Pictures of senior officials
- Lengthy documents
- Plans with no pictures
- Plans with no colours
- Too much text on one page

4.20 As a result, we asked a small group of our care leavers to co-design the final plan with us, based on the feedback received from the broader group of children and young people. They helped us to design the final version (attached at appendix one).

5. CONSULTATION

5.1 Following a four week engagement period, a six week consultation was launched and ran from 22nd January – 4th March. The consultation looked at the whole draft plan, however primarily focused on the outcomes and priorities listed above.

5.2   Upon completion of the consultation period, a full analysis of findings was carried out to identify whether respondents feel that we have developed the right outcomes and priorities for Croydon. In addition, we asked participants to highlight if they feel we have missed anything, and if the language use feels right or whether it needs to be simplified to meet the understanding of a broad audience range.

5.3   The consultation was open to all residents, professionals, partners, children and young people. Targeted messages were circulated to schools, partners, and professionals working in the borough, as well as an internal communications campaign run to encourage staff in the Council to respond and circulate to their wider networks.

5.4   During the consultation period, a total of 128 people responded to the online survey via the council's "get involved" website.

5.5   Participants were provided with a draft copy of the plan, and were asked to comment specifically on the priorities and the outcomes that were being proposed.

5.6   Initially participants were asked to consider the proposed high level outcomes as follows:

"We are proposing the following three outcomes to form the basis of our plan: All children and young people:-
   1.   Are supported to do well and access learning
   2.   Feel safe in their homes, schools and communities
   3.   Have good mental and physical health
Do you agree or disagree that these are the outcomes that our Children, Young People and Families Plan should focus on?"

5.7   118 responses were received, broken down as follows:

Response	Number of Respondents	Percentage of Respondents
Strongly agree	62	52.54%
Agree	43	36.44%
Neither agree nor disagree	7	5.93%
Disagree	2	1.69%
Strongly disagree	3	2.54%
Don't know	1	0.85%

Broadly this shows that the majority of respondents (88.98%) strongly agreed or agree that they feel the proposed outcomes should be the focus of the Children, Young People and Families Plan.

5.8   Next, participants were asked to think about each priority, and advise whether they felt each priority was either:
   • Very important

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- Fairly important
- Neither important nor unimportant
- Fairly unimportant, or
- Very unimportant

5.9 Participants were then provided with an opportunity to explain their response using a free text box. Subsequently, for each priority, participants were ask to state on a scale of 1 to 10 (1 being not well at all, and 10 being extremely well) how well they feel we are currently doing to meet the listed challenge, and again provided with a free text box to provide commentary for their response.

5.10 A full analysis of the consultation to understand all comments is currently being prepared, and will be made available on the council's get involved website. High level findings will be shared as appropriate across the council and with partners, and in line with our privacy notice, with services to help shape strategic direction.

5.11 However, the consultation did confirm that the priorities that have been selected are either very important or fairly important although recognising that it's generally not felt we're currently doing enough as a partnership to meet these challenges. Below is an outline of the quantitative analysis of the consultation, including the response rates to each question.

5.12

Priority 1: Narrow the attainment gap for children and young people		
This single response question was answered by 96 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	63	65.63%
Fairly important	27	28.13%
Neither important nor unimportant	3	3.13%
Fairly unimportant	1	1.04%
Very unimportant	2	2.08%
Don't know		
Priority 1: Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')		
This single response question was answered by 106 respondents.		
Response	Number of Respondents	Percentage of Respondents
1	28	26.42%
2	4	3.77%
3	9	8.49%
4	7	6.60%
5	25	23.58%
6	11	10.38%
7	15	14.15%

8	5	4.72%
9	1	0.94%
10	1	0.94%

5.13

Priority 2: Support children and young people into adulthood and work		
This single response question was answered by 88 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	76	86.36%
Fairly important	8	9.09%
Neither important nor unimportant		
Fairly unimportant	2	2.27%
Very unimportant	2	2.27%
Don't know		
Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')		
This single response question was answered by 97 respondents.		
Response	Number of Respondents	Percentage of Respondents
1	23	23.71%
2	8	8.25%
3	4	4.12%
4	15	15.46%
5	21	21.65%
6	5	5.15%
7	11	11.34%
8	5	5.15%
9	2	2.06%
10	3	3.09%

5.14

Priority 3: Build relationships with families to ensure a safe, happy and caring home.		
This single response question was answered by 85 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	75	88.24%
Fairly important	8	9.41%

Neither important nor unimportant	1	1.18%
Fairly unimportant		
Very unimportant	1	1.18%
Don't know		

Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')

This single response question was answered by 90 respondents.

Response	Number of Respondents	Percentage of Respondents
1	21	23.33%
2	7	7.78%
3	5	5.56%
4	11	12.22%
5	18	20%
6	12	13.33%
7	6	6.67%
8	7	7.78%
9	1	1.11%
10	2	2.22%

5.15

Priority 4: Help young people feel safer by addressing the causes and impact of exploitation and youth violence.		
This single response question was answered by 77 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	70	90.91%
Fairly important	5	6.49%
Neither important nor unimportant		
Fairly unimportant		
Very unimportant	2	2.60%
Don't know		
Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')		
This single response question was answered by 81 respondents.		
Response	Number of Respondents	Percentage of Respondents
1	17	20.99%
2	10	12.35%
3	7	8.64%
4	6	7.41%
5	14	17.28%
6	12	14.81%

7	10	12.35%
8	3	3.70%
9		
10	2	2.47%

5.16

Priority 5: Reduce the impact of negative childhood experiences and trauma.		
This single response question was answered by 75 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	65	86.67%
Fairly important	8	10.67%
Neither important nor unimportant	2	2.67%
Fairly unimportant		
Very unimportant		
Don't know		
Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')		
This single response question was answered by 80 respondents.		
Response	Number of Respondents	Percentage of Respondents
1	21	26.25%
2	7	8.75%
3	10	12.50%
4	4	5%
5	15	18.75%
6	5	6.25%
7	10	12.50%
8	5	6.25%
9	1	1.25%
10	2	2.50%

5.17

Priority 6: Make improvements to emotional wellbeing and mental health services.		
This single response question was answered by 75 respondents.		
Response	Number of Respondents	Percentage of Respondents
Very important	65	86.67%
Fairly important	7	9.33%
Neither important nor unimportant		
Fairly unimportant	2	2.67%

| Very unimportant | 1 | 1.33% |
| Don't know | | |

Are we doing enough to meet this challenge (please rate on a scale of 1 to 10, where 1 is 'no, not at all' and 10 is 'yes, absolutely')

This single response question was answered by 79 respondents.

Response	Number of Respondents	Percentage of Respondents
1	21	26.58%
2	9	11.39%
3	10	12.66%
4	5	6.33%
5	13	16.46%
6	9	11.39%
7	8	10.13%
8	2	2.53%
9	1	1.27%
10	1	1.27%

5.18 As a result of the consultation findings and feedback from young people, the outcomes and priorities have subsequently been adapted to reflect their voices. Most noticeably young people requested that the language was simplified, and that the amount of text on the page was reduced. In order to respond to this feedback, we removed the "how we will get there section", removed any acronyms, and tried to simplify language wherever possible but without losing the meaning of the plan.

5.19 Further feedback from the consultation included reference to the following:
- Ensuring that we maximise equal opportunities, and ensure that we do our best to make sure that learning and employment opportunities are equitable. Specifically it is about recognising that one size does not fit all and understanding the difference in learning styles, for example and that the available opportunities will differ from person to person, and group to group.
- Some specific groups were referenced as requiring extra support (for example Children Looked After, care leavers, those with Special Educational Needs and Disabilities) which can and will be recognised in underpinning action plans, however given that the plan is on one page it would be unrealistic to attempt to mention all specificities relating to each priority. This feedback has been fed into the service for consideration in service delivery.
- Particular reference has been made towards groups experiencing poverty and taking a whole family approach, including support for parents. This is about recognising that a child or young person's experience is impacted in the home, school and community and has therefore been reflected in **priority 1** below.
- Prominence given to the lack of support into adulthood for all groups, with particular attention paid to our more vulnerable groups. Reference paid to

providing employment support and coaching for young people in this transition phase which emphasises the need for more of a focus to be given to our transitions. This is included within the context of the new **priority 6: "Building skills for adulthood and work opportunities".**

- Within the priority to build relationships with families, it was identified that it's key to make sure that Children Looked After are included. Most comments recognise the importance of family, whilst also recognising that what family looks like for each individual is different, and recognising that the stage at which a family may need help or support may differ. Priority 1 to build relationships with families includes **all types** of families.

- Respondents appear to have a good understanding of safety issues affecting the borough, and particularly raised issues around bullying, links to mental ill health and suicide, and the impact of not feeling safe on a child or young person's ability to access green space and not become socially isolated in their reliance on mobile technology.

- Respondents particularly focussed on the need for education amongst children and young people about exploitation and bullying – particularly what they mean and how they may impact on an individual. In addition, the need for early intervention and prevention of issues becoming real challenges was highlighted as being important. This has be addressed in the underpinning behaviours that will make sure the plan is delivered: *"how we will get there".*

5.20 Participants in the consultation were asked to reflect on the language use in the plan. The purpose of this question was to understand whether the use of language was too professional, and whether it could be understood by children and young people. Feedback on the use of language included:

COMMENT	RESPONSE
- The language needs to be accessible to children, young people and professionals - "Not for a young person" - Don't use medicalised language - "Yes it's clear – it could be more child friendly"	As a result, we have simplified the language as far as possible.
There is too much information on the page for a child or young person to understand or pay attention to	We have removed the "how we will get there" sections and have included a very simplified version.
"Narrowing the attainment gap" is used by educationalists but it not helpful for the proposed audience	We have re-phrased this as: "Making sure that everybody has opportunities in education and learning"
Language needs to be more aspirational	On balance, the majority of comments on language noted that it needed to be simplified and therefore making the language more aspirational would be a challenge to balance with this. As a result we have

	chosen to simplify the language for the benefit of children and young people.
Other responses included: "They are succinct and clear" "This is nice and clear without jargon – keep it up"	

5.21 Other comments included reference to including more detail which has been noted, however given that this is a one page plan the detail will sit in the action plans that underpin it, and all detailed comments have been sent to service leads within the Council to be shared with partners.

5.22 In addition more of a focus on life skills, budgeting, apprenticeships and alternative education options which is now encompassed within new priority 5 and new priority 6: making sure that everybody has opportunities in education and learning, and building skills for adulthood and work opportunities. Similarities were identified between priority 5 and 6, and several suggestions were made to merge the two priorities together, with a need to create a priority that speaks specifically to physical health. Therefore the priorities have been altered to reflect this. The draft language of priority 5 to "reduce negative childhood experiences and trauma" was felt to be too complex, and not understandable for some children and young people. Therefore this is encompassed in the new priority 3 to "invest in emotional wellbeing and mental health" which incorporates responding to the reasons for mental ill health, including trauma and adverse childhood experiences (ACEs).

OUTCOMES:
1. *"I feel safe in my home, school and community."*
2. *"I am supported to feel happier and healthier."*
3. *"I am supported to do well, and access learning and work opportunities."*

PRIORITIES:
1. Building relationships with families to support safe, happy and caring homes
2. Supporting young people to keep themselves safe (e.g. from being exploited or bullied)
3. Investing in emotional wellbeing and mental health
4. Promoting physical health and more active lifestyles
5. Making sure that everybody has opportunities in education and learning
6. Building skills for adulthood and work

6. PRE-DECISION SCRUTINY

6.1 In January, Children and Young People's Scrutiny Sub-Committee were provided with an opportunity to scrutinise the process used to develop the plan and feedback received from children and young people, and partners. Overall comments from the committee were positive and members of the committee responded well to the idea of a plan being developed with the voice of the child at the heart.

6.2 Following the meeting, the committee received the link to the consultation for the plan, and were invited to provide detailed feedback on the individual outcomes and priorities.

7 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

7.1 There are no direct financial implications for this plan.

7.2 **The effect of the decision**
This plan does outline the opportunity for our partnership to be delivering better outcomes in collaboration, and seeks the opportunity to ensure efficiency of service delivery. By having this plan agreed across our partnership, it will enable the partnership to better jointly prioritise funding across the partnership for the benefit of delivering the plan, and of our children and young people.

7.3 Investment across the Children and Families Partnership may be required to deliver the outcomes outlined in the plan, where actions or projects required are not already funded via existing resources or budgets. Investment in prevention and early intervention activity to improve outcomes may generate future savings or result in cost avoidance across the partnership.

7.4 Any actions or projects required within the action plans that are formed, are expected to be delivered within the existing resources of the Children and Families Partnership, and the Children, Families and Education Department.

7.5 **Risks**
The risk of not adopting the Children, Young People and Families Plan could mean that the Council and its partners fail to meet the needs of our children and young people which could have a direct impact on their life prospects and opportunities to achieve positive outcomes.

7.6 **Options**
Outlined below in section 12.

7.7 **Future savings/ efficiencies**
This will have a positive impact on the Council's budget by:
- Taking a preventative approach to reduce demand on service need where escalated levels of support are required.
- Taking a partnership/ whole-systems approach which should remove duplication and encourage a collaborative approach to service delivery and meeting the needs of residents.

Approved by Kate Bingham, (Interim) Head of Finance – Children, Families and Education

8. LEGAL CONSIDERATIONS

8.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and governance that the adoption and approval of the Children's and Young People's Plan is part of the Council's Policy Framework which full Council has reserved to itself to consider.

8.2 Whilst there are no direct legal implications arising from the recommendations in the report, as various projects and proposals are brought forward to support the delivery of priorities, specific legal advice will be required as to the implications.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

9. HUMAN RESOURCES IMPACT

9.1 There are no direct human resources implications expected as a result of the development and implementation of this plan. The priorities and actions created to support its implementation are either already planned for, or will be supported through to delivery through creating a skilled and motivated workforce, aligned to Croydon's Workforce Strategy, and Croydon's **Interim** Children's Workforce Strategy.

Approved by Sue Moorman, Director of Human Resources

10. EQUALITIES IMPACT

10.1 In January 2018 there were 56,570 children of school age living in Croydon. That number rose to 57,032, in January 2019. Of those children and young people 49.8% were female and 50.2% were male. We also know that 3.6% of Croydon students have an Education Health and Care Plan, and 11.4% require SEND support. 117 children on roll in Croydon schools identify as Gypsy/Roma or travellers of Irish heritage, and 33,852 identify as BAME or Non-White. Of those who identify as BAME 5,711 are Black Caribbean and a further 2,751 identify as White and Black Caribbean.

10.2 According to the 2018 Croydon Public Health report, "some areas in Croydon are amongst the 10% most deprived in the country. We know that in 2015, almost a fifth (18.7%) of Croydon children were living in poverty". That child poverty rate varies significantly across the borough by localities, with "almost four times as many children living in poverty in Fieldway (30%) than Sanderstead (8%)".

10.3 The development of this plan supports our ambition for "our children and young people to thrive and reach their full potential" – that every child is safe, happy and healthy, can access high quality education and youth facilities, and

is able to take part in local democracy to ensure that the council tackles issues that matter most to children and young people.

10.4 The plan also seeks a long term resolution to some of the challenges Croydon faces in regards to children and young people. We anticipate that the plan will address identified and/or emerging issues in relation to equality of opportunities whilst creating opportunities that allow all children and young people to realise their personal potential.

10.5 Based on the engagement sessions carried out at a variety of educational provisions in the borough, we were able to engage with children and young people under a variety of protected characteristics. This information was not collected, however based on our observations and conversations we are confident that the following protected characteristics as defined within the Equality Act 2010 were engaged with: disability, age, ethnicity, gender and sexual orientation.

10.6 We are unable to confirm whether or not any of the children and young people engaged with fell under the following protected groups: religion or belief, gender reassignment, marriage or civil partnership, and pregnancy or maternity.

10.7 We anticipate no negative impact on groups that share protected characteristics will be created by developing and implementing this plan. Our ambition is to ensure that all children and young people have equal access to opportunity, and therefore extra support will need to be provided to ensure that all priorities are equitable, and that all children and young people have a fair opportunity to achieve positive outcomes.

Approved by Yvonne Okiyo, Equalities Manager

11. ENVIRONMENTAL IMPACT

11.1 There are no specific environmental impacts arising from the contents of this report.

11.2 However given that the plan is looking at developing positive outcomes for our children and young people, the priorities that we set elsewhere in our strategies and plans, in terms of environment and sustainability, will need to speak to the priorities in this plan. Specifically with health as a key priority, poor air quality for example would have an impact on this.

12. CRIME AND DISORDER REDUCTION IMPACT

12.1 One of the key priorities proposed within the plan is to help young people feel safer by addressing the causes and impact of exploitation and youth violence, and further the outcome that we are seeking to achieve is to ensure that children and young people feel safe in their homes, schools and communities.

12.2 The action plans that underpin this plan have been developed in partnership with the Police, and with the goals of the Violence Reduction Network in mind. Further we will ensure that this plan speaks to the Croydon Safer Communities Strategy when it is refreshed later in the year.

12.3 The priorities of the Violence Reduction Network, which seeks to take a public health approach to tackling violence, are aligned with the priorities within this plan. Our ambition is that working with young people are an early enough stage, we will prevent future crime and disorder, and make it safer for all children and young people to live in Croydon (Section 6 of the Crime and Disorder Act 1998).

13. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

13.1 The proposed recommendations are as follows:

- Recommend to Full Council the adoption of the Children, Young People and Families Plan: the plan sits under the Council's policy framework, within the constitution and therefore is required to be recommended to Full Council.
- The priorities and outcomes proposed have been developed in consultation with children, young people, staff, partners and key professionals. The plan puts our children and young people at the heart of our priorities, and they will also contribute towards delivery of our priorities within the Corporate Plan.

14. OPTIONS CONSIDERED AND REJECTED

14.1 Not to adopt a strategy or Children and Young People's Plan.

14.2 In choosing not to adopt a partnership plan, it could mean that the Council and partners are not aligned in delivering services for our children and young people. This could lead to the delivery of multiple programmes of work, duplicating delivery. This does not conform to our whole-systems approach.

15. DATA PROTECTION IMPLICATIONS

15.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

No personal data has been requested or access during the process of developing this plan.

However, there is a small possibility that as a result of the questions in the consultation using free text boxes, the individuals participating in the consultation may utilise free text boxes to include personal data, or data that may be combined with other information to conclude personal data. This risk

will be mitigated, see section 15.2.

The engagement process is concluded to not involve the processing of personal data, no individual can be identified by the high level analysis of the findings from the engagement sessions.

There are existing data sharing procedures in place with children's services and with partners. There are no amendments or additional data sharing implications arising from this report or this plan.

15.2 **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

As a result of the information above, a DPIA has been completed and a privacy notice has been included on the get involved platform for information relating to the data process. Further, to mitigate any potential risk of capturing personal data, the Policy Team will ensure that the raw data is firstly process to remove any potential personal data implications, and will remove any indication of personal data. The new data set will then become the "workable" data set, and the original data set will be permanently deleted, meaning that no personal data will remain and can then be shared.

High level findings from the workable data set will be shared in order to make decisions about how best to plan/ prioritise for the outcomes and priorities highlighted in this plan.

The Director of Policy & Partnerships comments that the information captured during the engagement process is not personal data, and no individual can be identified through any of the information used.

Approved by Gavin Handford, Director or Policy & Partnerships

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CONTACT OFFICER: Rachel Farrar, Senior Policy Manager – Policy & Partnerships
Tel: 0208 726 6000 ext. 63242

APPENDICES TO THIS REPORT: Appendix 1: DRAFT Children, Young People and Families Plan

BACKGROUND PAPERS: None

Croydon's Children, Young People and Families Plan 2020-2024

Our vision: Working together to make Croydon a place where all children and young people feel safe, healthy and happy.

"I feel safe in my home, school and community."

What will we focus on?

- Building relationships with families to support safe, happy and caring homes
- Supporting young people to keep themselves safe (e.g. from being exploited or bullied)

What will this mean for children and young people?

- More families are supported earlier before problems get worse
- More young people are kept safe from crime – fewer victims and offenders
- More young people understand how to keep themselves safe within the community
- More families living in permanent homes

"I am supported to feel happier and healthier."

What will we focus on?

- Investing in emotional wellbeing and mental health
- Promoting physical health and more active lifestyles

What will this mean for children and young people?

- More young people access emotional wellbeing support
- More families benefit from health visiting
- More children and young people are eat regular, healthy meals
- More children and young people are at a healthy weight

"I am supported to do well, and access learning and work opportunities."

What will we focus on?

- Making sure that everybody has opportunities in education and learning
- Building skills for adulthood and work opportunities

What will this mean for children and young people?

- More young people stay in school and avoid all types of exclusion
- More children and young people attend school more of the time
- More children and young people with special educational needs are better supported in mainstream and special schools
- More 16-24 year olds are in education, employment or training

How will we get there?

Working side by side in partnership to build strong relationships, focusing on early intervention and prevention, and providing services closer to where people need them (what we are calling 'localities').

Our plan will be supported by a number of strategies and plans.

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For General Release

REPORT TO:	CABINET 23rd March 2020
SUBJECT:	**Investing in Our Future – Apprenticeship Plan**
LEAD OFFICER:	**Stephen Tate, Director of Growth, Employment and Regeneration**
CABINET MEMBER:	**Councillor Manju Shahul - Hameed, Cabinet Member for Economy & Jobs**
WARDS:	**All**

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

As a Council we are dedicated to providing our residents with the best professional services. Committed to delivering excellence means that we need to invest in our workforce and support the enablement of our business community to grow local talent. It is imperative that we create employment pathways that provide the skills we need as an employer to support the needs of our community. This supports our ambition to create a fairer society that creates opportunity for all.

The apprenticeship plan has been developed in partnership with internal and external stakeholders and is one of the legacies of the successful 100 in 100 campaign outlined in the report below.

This report is particularly relevant in relation to the following Corporate Plan priorities:

Corporate Plan for Croydon 2018-2022

- **Our children and young people thrive and reach their full potential:** The corporate plan outlines the Council's ambition to deliver 'Chose Your Future' a campaign to raise young people's aspirations. Access to good quality and varied apprenticeship opportunities is an important part of this activity.

- **People live long, healthy, happy and independent lives and everybody has the opportunity to work and build their career***:* The Council's apprenticeship programme supports residents of all ages to prepare for, find and keep good jobs.

- **Business moves here and invests and we grow our existing businesses:** Ensuring businesses have access to the right talent will lead to sustainable economic growth and increase economic prosperity across Croydon. This will increase the number of successful businesses and "good" jobs in the borough.

The Croydon Promise – Growth for All, Community Strategy and Economic Strategy

- Commitment to residents, investors, developers and businesses that the council will do all it can to deliver growth which is inclusive and sustainable – for all. This report sets out how we will support Croydon residents into employment, raise the skills of the workforce so that they can access the new jobs being created

across the borough, ensure that Croydon is a place to work, learn and live and a place of opportunity for everyone.

FINANCIAL IMPACT

In April 2017, the government implemented the provisions of the 2016 Finance Act which set out a new way of funding apprenticeships. Instead of using central government funds paid directly to training providers, employers with a salary bill of more than 3 million are now taxed by HMRC through PAYE at rate of 0.5%. The paybill is based on total employee earnings subject to Class 1 secondary NICs and each employer receives one annual allowance of £15,000 to offset against their levy payment.

The funding is ring fenced specifically for the costs of the apprenticeship training and is accessed via the Digital Apprenticeship Service. Employers must register their account to make payments to training providers.

The rationale for the change is to give employers more purchasing power and therefore influence over the types and quality of apprenticeships to meet their skill gaps and workforce competencies.

At the same time, the government introduced the Institute of Apprenticeships which serves to oversee the move away from apprenticeships frameworks towards specific industry apprenticeship standards. The intention is to give employers more influence over the content of apprenticeship programmes and create standards which are job specific.

The Government's policy to levy organisations with a wage bill over £3million, means the Council must ensure that apprenticeship opportunities are created in order to minimise the risk of levy funding being subsumed back into a central pot when it is unspent. Loss of the levy would have a negative financial impact on the Council, local businesses and redirect resource for residents elsewhere.

More information can be found in the finance section of this report.

FORWARD PLAN KEY DECISION REFERENCE NO.

This is not a key decision.

The Leader of the Council has delegated to the Cabinet, the power to make the decisions set out in the recommendations below.

1. RECOMMENDATIONS

The Cabinet is recommended to:

1.1 Note the success of the 100in100 campaign which, through the Croydon Apprenticeship Academy, delivered 122 new apprenticeships and more than 40 upskilling apprenticeships across Croydon between 5th August and 20th December 2019 in a wide range of industry sectors.

1.2 Note the priority apprenticeship programmes which build on the success of the 100in100 campaign and develop the role of the Croydon Apprenticeship Academy.

1.3 Approve the internal Apprenticeship plan 2020 – 2022, Appendix 1 to this report, which aims to deliver against our statutory duty to deliver apprenticeships and supports the new corporate Workforce Strategy.

2. EXECUTIVE SUMMARY

2.1 The purpose of this report is to showcase how we *are* and *can* help to ensure that all of our residents have the *opportunity to work and build their* career and *our children and young people thrive and reach their full* potential through good quality and varied apprenticeship opportunities.

2.2 The programme of activities set out in this report support the Mayors *Skills for Londoners Strategy* which sets out a vision to ensure that "Londoners, employers and businesses get the skills they need to succeed in a fair, inclusive society and thriving economy" and the South London Partnership *Skills for South Londoners Strategy* which recognises that London generates the largest apprenticeship levy contributions nationally, but with historically low levels of apprenticeships delivered in London, employers risk being unable to maximise the use of their levy contributions and deliver the skills London's economy needs.

2.3 The report covers the success of the 100in100 campaign, a summary of the activities undertaken and the outcomes achieved, an overview of next steps to build on the momentum of the campaign and a new apprenticeship plan 2020-2022 for the Council's internal apprenticeship scheme.

3 Introduction - Opportunities for All

3.1 Croydon is in the middle of one of the largest transformation programmes in the UK. An unprecedented investment programme is bringing new exciting opportunities into the borough, Croydon is undergoing a metomorphisis that will

transform the economy into a modern European city that encourages innovation and enterprise and sets the culture of Croydon for the next few generations.

3.2   Croydon strengths are being extensively recognised. Croydon is a borough that has an emerging grass roots culture that supports music, art and performance, recently recognised by the Mayor's office who has supported Croydon's achievements by making Croydon the "London Borough of Culture 2023". A borough that has also been recognised as award winning. In 2019 Croydon was recognised as the best "Small Business Friendly London Borough," showing how Croydon places enterprise and innovation at the centre of activity.

3.3   However it is important not to be complacent. Croydon Council are keen to ensure that the borough's creativity and diversity, and its strength and resilience provides opportunities for all of our residents. It is this ambition that drives the Council to look to the future of skills opportunities of which apprenticeships is seen as a strong part of delivering the skills needed for an inclusive, successful community.

3.4   The growth of Croydon can only be measured as a success if there is an increase in wealth for our residents. Croydon Council's ambition for the growth of the borough is embedded into providing employment opportunities for all of our residents. These opportunities must provide clear employment and skills pathways into London living wage jobs so that we reduce in work poverty and create the environment for a better, healthier and more sustainable future for Croydon residents regardless of socio economic background, ensuring an open and fair economy.

3.5   A new report from London Councils and Impetus, "The Employment Gap in London" examines the youth jobs gap in London. It's findings show that young people from disadvantaged backgrounds in London are not getting the support they need to succeed in the capital's thriving job market. According to the research, 25% of London's young people are low-qualified and London has the lowest take up of apprenticeships of any region. Croydon Council are keen to ensure that Croydon residents from all backgrounds prosper from Croydon's growing economy.

3.6   This research shows that too many young people are falling through the gaps in London's post-16 provision:

    o   A lack of skills provision matched to young people's diverse needs, strengths, aspirations and learning styles has left almost half of young Londoners without a level-3 qualification at age 18. The system needs to deliver an increased variety of vocational and technical courses and learning routes to enable all young Londoners to fulfil their potential.

    o   Too many young people are not getting the right careers information, advice and guidance, which is vital in helping them navigate options for learning and work. Careers services are disjointed and inconsistent, with different overlapping programmes and gaps in provision. The careers

system needs more investment and more comprehensive delivery to ensure all young people (including those who are NEET and over 19) can access timely, effective careers advice and guidance.

- o Apprenticeships are a great way to earn and learn. However, the introduction of the Apprenticeship Levy has significantly reduced the number of entry-level opportunities into work, with a 45 per cent decrease in intermediate apprenticeship starts nationally between 2016/17 and 2018/19.

- o 17 per cent of London's NEET population are "doubly disadvantaged" being from disadvantaged backgrounds and with low qualification levels. This group of young people face multiple barriers to getting a job and need targeted wrap-around support services to progress.

3.7 The report emphasises that London needs investment in skills provision and a local, holistic approach. With this in mind Croydon Council continues to build on their success in seeking external funding to facilitate the delivery of quality training to residents. Croydon has already created a local network of quality providers and stakeholders from the 100in100 campaign (outlined below), which is providing a locality based solution to delivering quality apprenticeships and training to Croydon's growing population.

3.8 The population in Croydon has seen an 8% growth, including an 11% increase in our under-16s and a 20% increase in 65s; the borough is becoming more and more diverse, with BAME residents now making up over half of Croydon's population. We know that Croydon's population is going to continue to grow at an even more-accelerated rate over the next 20 years. It is therefore vital that Croydon Council, education providers and businesses work together to ensure skill development across the borough so that no resident is left behind.

3.9 Croydon Council's approach to the development of skills across the borough and the transformation of Croydon is reflected in the Economic Growth Strategy. The Council's Economic Strategy 2019-2024, sets out the following four key priorities:

- To create places where businesses, investors and residents want to live, trade and invest
- To create a business environment for growth
- To invest in ideas that can deliver real change for Croydon
- To invest in our people

This strategic approach compliments the Mayor of London's Good Growth principles, which support growth on the basis of its potential to improve the health and quality of life of all Londoners, to reduce inequalities and to make the city a better place to live, work and visit. It uses the opportunities of a growing city to plan for a better future and good sustainable growth that works for everyone, using London's strengths to overcome its weaknesses. The key principles of Good Growth are:

- Building strong and inclusive communities

- [Growing a good economy](#)
- [Increasing efficiency and resilience](#)

4. Sustainability

4.1 Following the Councils recent declaration of a Climate Emergency – we are committed to responding to the challenges of the climate crisis and ensuring that the transformation of Croydon is sustainable, ensuring a secure future for generations to come.

4.2 Plans to recruit and develop local staff will have an impact on reducing or mitigating future climate change. In particular encouraging a culture that's supports sustainable living. In developing the talents and aspirations of our residents, businesses and communities we are making Croydon an exciting place to live, work and spend time in. Enabling access to the development of skills and employment pathways of our residents will support the development and growth of our businesses (and internally our own Council staff). This will create an employ and work local culture that will inevitabley reduce our boroughs carbon footprint.

4.3 Croydon Council understands the potential of the emerging green economy and its importance to addressing the climate change emergency. With this in mind the Council will look to support the jobs created by the green economy. This will be achieved by working in partnership with businesses and education providers through the Croydon Apprenticeship Academy to identify potential funding opportunities and to share information that will support future green job growth within the borough.

5. Why are Apprenticeships important?

5.1 Apprenticeships are part of a wider post-16 skills and education framework which includes further education, technical education, higher education and adult education. Each has a role to play in ensuring that residents, employers and businesses get the skills they need to succeed in a fair, inclusive society and thriving economy.

5.2 The breadth of choice is important so that residents are able to choose the level and delivery type that suits their needs but around the world apprenticeships have long been recognised as a crucial way to develop the skills needed by employers. Apprenticeships support vocational on the job learning supported by class based/online learning.

5.3 Whilst higher or tertiary education leading to an academic degree is often seen as the pinnacle of the education system, apprenticeships are increasingly being seen as a credible alternative for brighter students. With more than 186 apprenticeship standards level 6 or above either published or in development, the number of degree level apprenticeships has increased dramatically. Young people are increasingly seeing the benefits of being job ready and debt free at the start of their adult lives, making them highly competitive ahead of their

counterparts in higher education. Croydon Council will continue to strengthen the reputation and promotion of higher degree level apprenticeships by working with the Apprenticeship Academy to promote case studies and opportunities to the residents and businesses of Croydon.

5.4   Further education is usually targeted at young people leaving secondary education and offers a much wider range of courses than at a school sixth form ranging from basic English and Maths to Higher National Diplomas (HNDs). Students often have a much wider choice of funded vocational subjects and industries in a classroom and/or simulated environment which is less daunting for the students and more like the school environment they've been used to. However, as more and more apprenticeship standards become available, colleges are increasingly promoting and strengthening their apprenticeship offer and seeing this as a viable way of ensuring good job outcomes for students at the end of their intermediate level courses.

5.5   The importance of apprenticeships in delivering key skills in the economy is recognised by both British Chambers and FSB who see apprenticeships as an important tool in providing their business members with the skilled staff that they need to grow their enterprises. Whilst levy issues remain problematic and both FSB and British Chambers are keen for reform of the levy system the fundamentals of in work learning remains at the heart of their education policies.

5.6   The Croydon Employment and Skills Action Plan 2016 – 2020 sets out the borough's priorities for delivering employment and skills activities for local residents and responding to business's needs. This report to cabinet highlights the contribution apprenticeship programmes are making to deliver the quality career routes needed to enter employment.

5.7   A fit for purpose apprenticeship system, combining work with study, can build a skilled and job ready workforce, particularly for young people who do not have adequate experience of work or older people looking to change or improve their careers. It is especially useful for people who are lacking in the qualifications required for their preferred job role or want a supportive role to re-enter the work place after a break from employment.

5.8   Government research shows that 86% of employers believe apprenticeships develop skills relevant to their organisation and 78% reported improved productivity. 90% of apprentices stay on in their place of work after completing an apprenticeship and on average, achieving a level 2 or level 3 apprenticeship, boosts earnings by 11% and 16% respectively.

5.9   Croydon is the most successful borough in London in terms of apprenticeship starts. In 2017/18, 1910 apprenticeship opportunities were delivered across the public, private and voluntary sector. Against the general downward turn in delivery across most London Boroughs, 260 more apprenticeship starts were recorded for Croydon in 2018/19 than the previous year, equating to a 14% increase.

Apprenticeship starts 2018/19
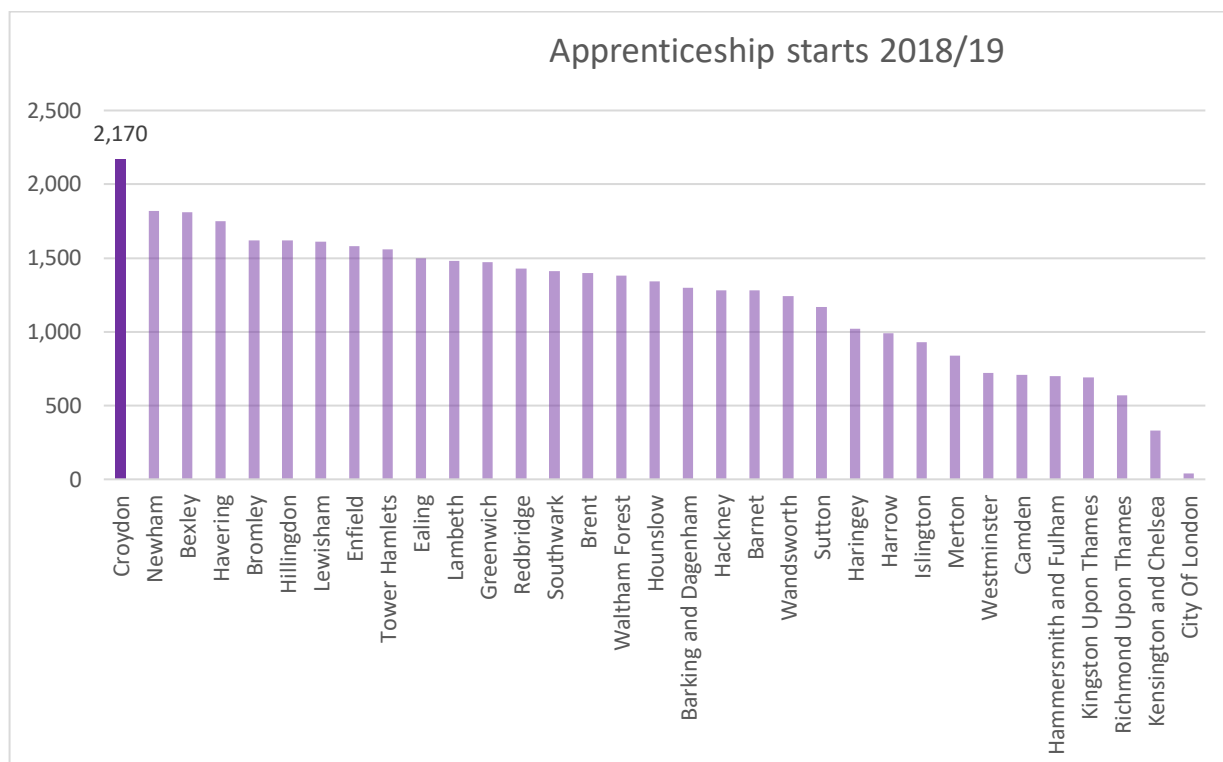
6.   A 100 in 100 apprenticeship Success

The 100 in 100 Campaign – Creating A Legacy for Croydon

6.1   Launched on ChooseDayTuesday in March 2019, the council launched the
100in100 campaign which sought to deliver 100 apprenticeship opportunities
for local residents with employers across the borough in the 100 working days
between 5th August and 20th December 2019.

6.2   Under the umbrella of the *Choose Your Future Campaign*, a programme of
activities was delivered by the Croydon Apprenticeship Academy – a one stop
partnership with Croydon Works, training providers and the council to deliver
quality information and guidance to residents seeking to become apprentices
and businesses looking to recruit.

6.3   The campaign created more than 120 new apprenticeship opportunities and
more than 40 upskilling apprenticeships (existing staff retraining through
apprenticeship standards) across a breadth of apprenticeship standards. A
summary of the training providers and employers that helped deliver the
campaign can be found in **Apprendix 1.**

6.4   The campaign was hugely successful in raising awareness with residents and
potential candidates, engaging with businesses and encouraging a wide variety
of sectors in to develop opportunities, creating a pipeline of good quality
vacancies filled with excellent candidates.

6.5   The campaign was marketed and promoted at a number of events across the
period. Highlights include: - Croydon Sustainability Summit in June; the Good

Employer Charter rooftop BBQ and the Young Mayor's Careers event in July; a number of Clock Tower Atrium Roadshows in August; the Croydon Economic Summit and New Addington Locality Plan Launch at the Goldcrest Youth Centre in September; Croydon Works and DWP Recruitment Fair at Centrale, BME Forum and Business Live Expo in October; Develop Croydon 10 year anniversary event in November. Regular social media posts and fliers were distributed across the campaign and 32 JC Decaux electronic posters were displayed across the borough.

6.6   The success of the campaign was marked with a 100in100 celebration event which took place on 4th February 2020 at Croydon College to coincide with National Apprenticeship Week 3 to 7 February. The event was attended by the Leader, Portfolio holder and apprentices that secured employment during the campaign along with their employers and local training providers. Employers and training providers were presented with certificates in recognition of their commitment and contribution to developing staff through apprenticeships.

6.7   Buoyed by the successful 100in100 campaign and the general upward turn in delivery of apprenticeship starts, the campaign continues in Croydon to ensure that apprenticeships are seen as a credible career route for our residents.

6.8   The following section of the report sets out some of the key workstreams to support our ambitions to develop the platform of collegiate partnership working through the Croydon Apprenticeship Academy and work to create the conditions to continue to grow the number of apprenticeship opportunities.

7.   **Future Legacy**

7.1   The contacts and businesses that were made during the 100in100 campaign ensured that the Council could look at radical ways of using the levy to support local Croydon businesses. The Council made use of the council's ability to transfer 25% of its unspent levy funding to contribute up to 100% of the apprenticeship training costs for eligible small businesses in the borough. Croydon was hugely successful and has been used as a case study by the GLA as part of their launch of the London Progression Collaboration alongside Pearson, City University and the London Boroughs of Hounslow and Camden. Whilst there is a growing number of Councils looking at levy spend. Croydon is one of only a few Councils across the UK who have managed to implement and deliver a sytem that works to support local businesses and residents whilst also working with multiple providers. The Council has spent £125,362.82 in 2019/2020 to support 22 residents into 11 businesses.

7.2   Following the programme the Council in partnership with Croydon College, submitted and won a bid for £393K of GLA funding from the **Apprenticeship for Londoners Fund** for a project which will support employers to recruit apprentices in London in key sectors such as creative, digital and health and social care. One of only two successful pilots in the capital, this is a major legacy of the campaign and an opportunity to further develop the role of the Croydon Apprenticeship Academy and support the 2023 borough of culture programme.

7.3   On 2 October 2019 the GLA announced the launch of the second round of Mayors Construction Academy (MCA) hub funding with up to £1.6m revenue funding available to improve construction skills coordination across London, to help ensure that training is employer-led and that learners can gain the relevant skills they need to access current and future construction sector vacancies. The South London Partnership, on behalf of the five boroughs of Croydon, Sutton, Kingston, Richmond (including Wandsworth) and Merton submitted a bid for £500K and the application was successful.

The funding will support developers across South London to meet their workforce needs by providing additional capacity (strategic and operational) to broker and deliver suitable training programmes and to create a pipeline of residents, ready to fulfil job roles and apprenticeships in construction and other associated sectors. There is a strong focus on innovative ideas to attract women into the sector and to increase the number of BAME candidates.The project will build on the excellent work of Croydon Works, adding additional capacity and using their job brokerage expertise to enhance existing and future construction programmes and wider employment pathway support.

7.4   Working with Croydon Works we are helping to shape and influence the policy and delivery around section 106 by ensuring that developers are delivering their section 106 commitments e.g. providing 1 apprenticeship for every 10 jobs on site. This is monitored through their Local Employment Training Strategy which sets out how developers intend to recruit local people into job opportunities and support local businesses by using local supply chains.

7.5   The true legacy of the 100 in 100 campaign lays in the strength of the relationships that have been formed with businesses and providers. These partners and stakeholders have worked together to provide an exciting ecosystem of apprenticeship opportunities that really make a difference to residents futures. Following the campaign an exciting new partnership has formed, the Croydon Care Academy. The Academy is comprised of representatives from a broad range of Health and Social Care employers and sector professionals and was formed in January 2020 to bring employers and training providers from the health and social care sector together to address recruitment needs.

The Academy will work with the sector to improve skills and employment outcomes for residents, employers and training providers by creating innovative mechanisms to attract residents into the industry. And employers and training providers will work together to develop a fit for purpose curriculum so that students are job ready and have the right skills for health and social care roles.

7.6   Good careers guidance is critical for young people to make informed decisions about their future. The Council has developed a pre apprenticeship offer that residents can take into apprenticeships. This will include promotion of the *Employment Pathways in Croydon (EPIC)* service which introduces businesses to schools and colleges through a range of council, business and school-led activities such as careers fairs, work experience and employability workshops, to expose young people to the world of work.

7.7 The Council will also deliver the *school work experience programme* which helps young people in Croydon identify career pathways and experience the world of work by offering short work experience opportunities across a range of services within the council in June and July. The programme enables us to promote the different ways Croydon Council support local residents and the breadth of career opportunities available to young people.

7.8 In 2020 we will pilot a new scheme to extend the offer of routes into employment by piloting Extended Work Placements for Croydon residents attending two local colleges. In September 2020, the Government will launch T Levels, new courses which will follow GCSEs and will be equivalent to 3 A Levels. These 2-year courses have been developed in collaboration with employers and businesses so that the content meets the needs of industry and prepares students for work. T Levels will offer students a mixture of classroom learning and 'on-the-job' experience during an industry placement of at least 315 hours (approximately 45 days). They will provide the knowledge and experience needed to open the door into skilled employment, further study or a higher apprenticeship. The Council will lead by example to develop processes which can then be shared more widely with other Croydon employers.

8 Review of the current internal apprenticeship programme

8.1 The rationale for the expansion of apprenticeship activity within the council is threefold. Firstly, the introduction of Government policy, including the apprenticeship target and apprenticeship levy, means we need to ensure that apprenticeships are created in order to minimise the risk of levy funding being lost to a central pot when it is unspent.

8.2 Secondly, a wide apprenticeship programme and a greater breadth of apprenticeship standards (there are currently more than 530 apprenticeship standards available) and greater depth (standards go from level 2 (GCSE) to level 8 (Masters) can offer clearer routes into work for residents.

8.3 Thirdly, a well-crafted apprenticeships programme can support the needs of the business by ensuring a talent pipeline of skilled workers. This includes the Council as an employer and ensuring we are able to succession plan for our own skills gaps and needs underpinning the new Workforce Strategy.

8.4 The Employment Pathways Programme recruited a dedicated Employment Pathways Co-ordinator in 2017, since that recruitment apprenticeship activity has increased.

8.5 The current Apprenticeship Programme is award winning having two accolades for recruitment, equality, diversity and management. (Employers Network for Equality and Inclusion (Apprenticeship Award) and Personnel Today (Apprenticeship Employer of the Year).

8.6 It has a dedicated Employment Pathways Co-ordinator who delivers two main pathway opportunities including: - recruit, develop and manage new

apprentices to the council through the Council's job brokerage service, Croydon Works and upskill existing members of staff through a Continuous Professional Development (CPD) process.

8.7   For both apprenticeship programmes, the Council takes a holistic approach offering support to managers, an induction programme for apprentices and on-going pastoral care. The wider offer of support to apprentices is similar to other exemplar London boroughs with employability support offered to apprentices as they come towards the end of their contract including access to the redeployment pool and mentoring and opportunities to act as ambassadors and to represent and speak at events.

8.8   In April 2019 the Council were proud to announce that all apprentices would be paid the London Living Wage and the breadth of apprenticeship pathways has doubled from 2017/18. **See Appendix 3** for more details on the breadth of apprenticeship standards delivered across the council.

8.9   Croydon Council are keen to embed the apprenticeship programme across the Council. Recruiting new apprentices gives the Council the opportunity to support residents, particularly young people and vulnerable or disadvantaged groups, and creates a pipeline of talented residents to enhance the Council's workforce and meet existing and emerging skill shortages. Furthermore, using the apprenticeship funding and training to support existing staff is a way to develop new skills, boost motivation and retain talented employees.

8.10   Cabinet is asked to approve the new apprenticeship plan 2020-2023 attached as **Appendix 1** which outlines the Council's new approach to creating apprenticeships within our workforce and sets out an Action Plan for the next 3 years. The Council's ambition is to provide good quality apprenticeships across a wide range of services and ensure clear pathways into employment and progression route opportunities.

8.11   Our vision is that **"*Apprenticeships within Croydon Council are valued and seen as high quality pathways to successful careers, they provide opportunities for new and existing employees to develop and they support the Council in meeting its current and future skills needs."***

9   **Equality and Fairness**

9.1   In 2018, 85% of new recruits to Croydon's 2018 intake were from BAME backgrounds, this compares to a UK wide figure of 11.2% of apprentice starts in 2016 to 2017.

9.2   In the same year, the average age was 20 years, nearly 10% were previously in care, 20% had additional learning needs or a disability, a tenth were lone parents.

9.3   We are committed to continuing to ensure that our apprenticeships are open and accessible to all residents in Croydon with processes and policies which do not disadvantage any of our residents and create a level playing field.

9.4 With this in mind, we will prioritise care leavers in 2020 and work with colleagues across services to develop a package of support for those interested in apprenticeships. This will include financial support, pre apprenticeship training and fit for purpose recruitment practices.

10 CONSULTATION

10.1 We developed the council apprenticeship plan through a number of consultation sessions. 4 Q&A/fact finding sessions took place at – John Ruskin College, Croydon College, Oasis Shirley Park School and a Youth Cabinet meeting. The participants in these focus groups ranged from 14 to 18 year old with approximately 60 young people taking part.

10.2 The key findings of the consultation included: -

- Lack of apprenticeship variety – many were choosing degrees as their options were not available as apprenticeships. *The council has now created a number of higher level apprenticeship opportunities.*

- Information about apprenticeship not easily accessible – many wanted a mythbusting type session as they didn't have consistent information on apprenticeships. *Through the 100in100 campaign the council has promoted apprenticeships more widely and participated in a number of events and roadshows.*

- Pay too low – The council has introduced the London Living Wage and is encouraging more employers to do so through the Good Employer Charter.

- Not enough high profile businesses offering apprenticeships – Wanted to see businesses they recognised and were more prestigious – *Through the 100 in 100 campaign, the council has had the opportunity to promote and reward local businesses for creating apprenticeship opportunities.*

- Vacancies not reaching candidates/lack of social media – *Vacancies are now more widely advertised on social media.*

10.3 The new apprenticeship plan has been consulted on in discussion with key strategic officers across the Council, the Future Place Board and with existing apprentices and training providers.

11 PRE DECISION SCRUTINTY

11.1 The apprenticeship plan has been implemented and delivered as part of the workforce strategy which would have been previously been assessed through scrutiny.

12   FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

12.1   The Apprenticeship Levy applies to employers in England who have an annual pay bill above £3m. The levy is charged at 0.5%. This means that if the Council wants to minimise the risk of levy funding being subsumed back into a central pot when it is unspent, apprenticeship opportunities need to be created.

12.2   Repayment of the levy could have a negative financial impact on the Council, local businesses and redirect resource for residents elsewhere.

12.3   The Council has two years to use the levy income received in each year, on a rolling basis. If that years income is not spent in the two years, then it is now required to be repaid. For 2019/2020, due to underspending the income, there is an estimated £317k which will need to be repaid from the 2017/2018 unspent levy of £705k.

12.4   In 2018/2019, the Council received £793k and in 2019/20 £820k and plans will need to be in place quickly to avoid losing the 2018/2019 amounts.

12.5   In order to minimise the losses to the Council, through the 100in100 campaign, we have initiated a successful programme of levy transfer (government allow 25% of the Council's unspent levy to be passported to SMEs.) This will make a significant contribution towards expenditure for 2020/2021 and will aid local economic growth and increase employment opportunites. The team has also increased the upskilling (CPD) offer to existing staff.

12.6   The most significant immediate issue for us is that there are difficulties in encouraging managers to create apprenticeship opportunities. This is mainly due to tighter budget constraints (recruitment control process) and the rise of apprenticeship salaries to the London Living Wage. Croydon Council are considering these constraints and will make further recommendations in due course.

12.7   **The effect of the decision**
This decision will ensure that the levy will be effectively utilised by the Council and provide a pipeline for training and developing apprentices.

12.8   **Risks**
There is the risk that the levy is lost by the Council where it is not spent. A review of the strategy's success will be needed at regular intervals to identify any risks to lost levy income, to enable any changes to approach in sufficient time.

12.9   **Options**
No other options have been considered

Approved by Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

13   LEGAL CONSIDERATIONS

13.1   The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that there are no direct legal implications arising from the recommendations within this report. As projects are brought forward to support actions from the Apprenticeship Plan 2020-23, specific legal advice may be required as to their implementation and implications for the Council.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of the Director of Law and Governance and Deputy Monitoring Officer

14   HUMAN RESOURCES IMPACT

14.1   The proposed new apprenticeship plan will make a significant contribution to our new Workforce Strategy 2020 – 2023 which was published in January 2020. In particular to attracting, recruiting and retaining staff, improving workforce equality, diversity and inclusion and developing and growing outstanding leaders and managers.

14.2   There is no immediate HR impact from this report other than proposals for recruitment and retention of staff and this will be managed under the Council's policies and procedures.

Approved by Jennifer Sankar, Head of HR Place & Interim Head of HR Resources, for and on behalf of Sue Moorman, Director of HR.

15   EQUALITIES IMPACT

15.1   The overall implementation of the proposals in this report will have a positive impact on social and economic inequality by increasing the supply of jobs and promoting routes into employment thus enabling residents to move out of poverty and into financial independence.

15.2   We will ensure this process is inclusive and accessible to all residents including groups that share protected characteristics. Specific projects, programmes and work streams will be subject to equality analysis to assess the possible impact of proposed changes on customer/community groups who share a ''protected characteristic'' and mitigate adverse risk to customer/community groups who share a ''protected characteristic''.

15.3   An equality analysis was undertaken to ascertain the potential impact on groups that share protected characteristics. This found that a fit for purpose apprenticeship programme, combining work with study, can build a skilled and job ready workforce, particularly for young people who do not have adequate experience of work, are lacking in the qualifications required for their preferred job role or want a supportive role to re-enter the work place after a break from employment.

We are therefore committed to continuing to ensure that council apprenticeships are open and accessible to all residents in Croydon with processes and policies which do not disadvantage any of our residents and create a level playing field and have a target of at least 25% (9 places) of the 35 annual intake having a protected characteristic.

We will pay particular attention to creating viable routes into apprenticeships for care leavers, NEETs, young people with an Education Health Care Plan (EHCP) and residents with a health and/or disability.

We will consider the scope to create specific roles across the council which can support older residents and residents with a disability into an apprenticeship opportunity.

We will look to provide a package of support including pre-apprenticeship. We will also review our current processes and practices to ensure that they are fit for purpose and encourage people living with a disability to apply for all positions.

Given the increase in potential of apprenticeships being seen as a viable alternative to university and the growing numbers of existing staff keen to upskill and progress their careers, we will give consideration to developing the degree level apprenticeship offer across the Council.

15.4 The plan will help the council to achieve its equality objectives listed below;

- to increase the rate of employment for disabled people, young people, over 50s and lone parents who are furthest away from the labour market.

- to reduce the rate of child poverty especially in the six most deprived wards through paying the living wage. It will also support council priorities such as modern slavery.

Approved by Yvonne Okiyo, Equalities Manager.

16   ENVIRONMENTAL IMPACT

16.1 There are no specific environmental impacts arising from the contents of this report

17   CRIME AND DISORDER REDUCTION IMPACT

17.1 There are no specific crime and disorder issues arising from the contents of this report, however there is a positive correlation between increased or improved economic activity and a reduction in crime and disorder.

18   REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

18.1   The proposed decision is the endorsement of the strategy. Adopting the strategy sets a clear vision and direction for the Councils activity in addressing succession planning and developing its own corporate apprenticeship scheme as well as ensuring that the levy is spent in supporting residents and the Councils corporate values.

18.2   The strategy puts Croydon residents and businesses at the heart of apprenticeship opportunities. It is believed that the key priorities will provide a platform for delivery that will contribute to the Councils priorities as set out in the Workforce Strategy.

19   OPTIONS CONSIDERED AND REJECTED

19.1   Not to adopt the Strategy. Not adopting a strategy would mean that the Council does not have a strategic plan of how to deliver an internal apprenticeship programme. This could lead to confused delivery which does not maximise opportunities for Croydon residents and does not conform to inclusive or sustainable succession planning

20   DATA PROTECTION IMPLICATIONS

20.1   **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

No

20.2   **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

NO

Stephen Tate, Director of Growth Employment & Regeneration confirms there has been no personal data processed as part of this report

Approved by: Louise Edwards, Information Manager

CONTACT OFFICER: Carol Squires, Head of Economic Development
                                             07944 600228

APPENDICES TO THIS REPORT:
Appendix 1:   Apprenticeship Plan 2020-2023
Appendix 2:   100 in 100 Partners
Appendix 3:   Apprenticeship Standards and Frameworks offered within the Council

BACKGROUND PAPERS: None

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— INVESTING IN —

OUR FUTURE

APPRENTICESHIP

— **PLAN** —

2020- 2023

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Foreword: Chief Executive

I am delighted to present the council's internal apprenticeship plan for the next three years. Following some amazing success I am very proud of our current Apprenticeship Programme.

It has already won two awards for management and equality, diversity and inclusion and we are one of only a handful of councils that can offer residents a very competitive London living wage and we have a fantastic range of apprenticeship opportunities across many of our services.

In the next few years, we will continue to uphold our corporate value that 'everybody has a chance to work and build their career' by providing extra support to priority residents, including young people, the homeless, care leavers and people living with a disability or long-term health condition.

As outlined in our workforce strategy our people remain at the heart of our service, it is imperative that we support and develop employment pathways into the exciting public service roles available within the Council. Apprenticeships remain a great way of providing opportunities into exciting new careers that open our residents to new opportunities and our existing staff's corporate professional development. Our ambition to continually develop our own internal apprenticeship programme and explore new ways of spending our levy which has enabled us to support the funding of our SMEs apprenticeships.

I am excited to see what we can achieve together to develop our staff and provide residents with opportunities within this Council ensuring that we continue to build our great workforce to deliver quality services to our residents.

Manju Shahul-Hameed
Cabinet Member for Economy and Jobs

Introduction

This document outlines the Council's approach to creating apprenticeships within our workforce. The approach will offer opportunities to residents that require additional training, experience or support to start, change or progress their career.

The Council's ambition is to provide good quality apprenticeships across a wide range of services and ensure clear pathways into employment and progression route opportunities.

The plan will be delivered by Croydon Council in partnership with training providers. It sets out the activities the Council has under taken in recent years and our new priorities for action over the next 3 years.

This three year delivery plan has been agreed by the portfolio holder for jobs and economy and progress on its delivery will be overseen by an officer working group which will report corporately through the Future Place Board.

The plan underpins the Council's Workforce Strategy to ensure that the skill needs of departments are planned for and met.

This apprenticeship strategy supports the *Government's English Apprenticeships 2020 Vision* that young people see apprenticeships as a high quality and prestigious path to successful careers, and for these opportunities to be available across all sectors of the economy, in all parts of the country and at all levels.

It supports the Greater London Authority's Skills for Londoners Strategy which recognises that London generates the largest apprenticeship levy contributions nationally, but with historically low levels of apprenticeships delivered in London, employers risk being unable to maximise the use of their levy contributions and deliver the skills London's economy needs.

It also supports the South London Partnership Skills for South Londoners Strategy which identified the need to increase apprenticeships as a key pathway for people, combining learning and work experience, into employment or for career progression.

As part of our Corporate Plan commitment, the strategy ensures that 'everybody has a chance to work and build their career' by increasing apprenticeship and learning opportunities for all of our residents, particularly young people, the homeless, care leavers and people living with a disability or long-term health condition.

The Council is committed through the 'The Croydon Promise – Growth for All' to do all it can to deliver growth, which is inclusive and sustainable – for all. The promise makes a commitment to support Croydon residents, young and old – into employment and raise the skills of the workforce so that they can access the new jobs being created across the borough.

We will encourage all stakeholders working in the employment and skills sector to work collaboratively to enable our residents to benefit from the borough's economic growth.

The strategy underpins the Croydon Economic Development Strategy and the Employment and skills Action Plan which commits to 'invest in our people' by ensuring a 'world class offer' in relation to training and education; a commitment to work with schools to raise the aspirations of young people and to develop and consolidate new learning pathways including apprenticeships, traineeships and work experience provision.

The strategy will underpin our 2020-2023 Workforce Strategy, published in January 2020, by becoming a fundamental part of attracting, recruiting and retaining talent, improving workforce equality, diversity and inclusion and developing and growing outstanding leaders and managers.

VISION

Apprenticeships within Croydon Council are valued and seen as high quality pathways to successful careers, they provide opportunities for new and existing employees to develop and they support the Council in meeting its current and future skills needs.

Key Statistics

Benefits of apprenticeships translated into significant monetary returns for individuals over a working life. These add up to between £48,000 and £74,000 for level 2 apprenticeships; and between £77,000 and £117,000 for level 3 apprenticeships.

Those completing an apprenticeship at level 4 or above could earn £150,000 more on average over their lifetime.

London Economics (2011) – BIS Research Paper Number 53, Returns to Intermediate and Low Level Vocational Qualifications

Croydon in 2018/19 had the highest number of apprenticeships starts of all the London boroughs with 2,170.

Despite the number of apprenticeship starts falling in Croydon, and nationally between 2012 and 2017, in the last year (2018 to 2019) the number of apprenticeships starts increased from 1,910 to 2,170 (14%).

Apprentices are also clear that their apprenticeships have increased their productivity and prospects. 85% of apprentices said their ability to do the job had improved, and 83% said their career prospects had improved.

AAT and CEBR (2013) University education – is this the best route into employment?
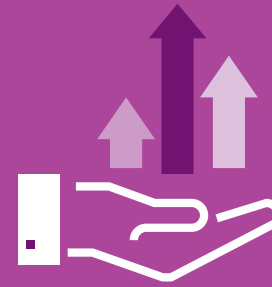
Apprenticeships also deliver important benefits to employers: 82% of surveyed employers said they were satisfied with the programme and 70% reported that apprenticeships improved the quality of their product or service.

Apprenticeship Evaluation: survey of employers (2014)

The cost of apprenticeship training pays for itself within one or two years of completion, through the increased productivity of the former apprentice.

These benefits lead to a significant return for the taxpayer too: the amount of return is between £26 and £28 for every £1 of government investment in apprenticeships at level 2 and level 3 respectively.

This is considerably higher than the average of £20 for every £1 of investment for further education qualifications as a whole.

Apprenticeship Evaluation: survey of employers (2014)

APPRENTICESHIP STARTS 2018/19

Bar chart showing apprenticeship starts by London borough, with Croydon highest at 2,170, followed by Newham, Bexley, Havering, Bromley, Hillingdon, Lewisham, Enfield, Tower Hamlets, Ealing, Lambeth, Greenwich, Redbridge, Southwark, Brent, Waltham Forest, Hounslow, Barking and Dagenham, Hackney, Barnet, Wandsworth, Sutton, Haringey, Harrow, Islington, Merton, Westminster, Camden, Hammersmith and Fulham, Kingston Upon Thames, Richmond, Kensington and Chelsea, City Of London.

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Why are apprenticeships important to Croydon?

Around the world, apprenticeships have long been recognised as a crucial way to develop the skills needed by employers.

The Government's vision is for people to see apprenticeships as "a high quality and prestigious path to successful careers, and for these opportunities to be available across all sectors of the economy, in all parts of the country and at all levels."

Government has committed to creating 3 million apprenticeships by 2020. Public sector bodies, including local councils, have been given a target of 2.3% of their headcount.

The Apprenticeship Levy applies to employers in England who have an annual pay bill above £3m. The levy is 0.5 per cent of the annual pay bill. The Council must ensure that apprenticeships are created in order to reduce the risk of levy funding being lost to a central pot when it is unspent. Loss of the levy would have a negative financial impact on the Council and local businesses.

Apprenticeships are an investment for employers and Croydon is no exception. They raise the level of skills available, drive productivity and prosperity and address skills shortages by ensuring that greater numbers of good quality apprenticeships meet workforce needs.

For our residents, education and training helps them to achieve qualifications which will improve their employment prospects.

The significant economic growth predicted across the borough, means that we have a critical need for high numbers of new technical and professional skilled workers, as well as for medium-skilled jobs. We also have growing skills shortages in STEM and digital sectors, which are increasingly critical to the strength and competiveness of the UK economy as a whole.

In addition, increasing proportions of employers report difficulty in finding appropriate communication, literacy and numeracy skills and apprenticeships can help address all of these challenges.

A well-crafted apprenticeships programme can support us to successfully plan for skills gaps by creating a pipeline of skilled and talented staff.

A coherent apprenticeship programme can offer clear routes into work for a cohort of Croydon residents who may not find it easy to access employment opportunities. Our apprenticeship pathways will be developed in a way which provides entry jobs for the Council's priority groups.

We will also target those that decide not to follow a traditional academic, university based route and provide opportunities for older residents to re-enter the labour market or make a career change.

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▶ Build on our success

The current Apprenticeship Programme is award winning having two accolades for equality and diversity and management. (Employers Network for Equality and Inclusion (Apprenticeship Award) and Personnel Today (Apprenticeship Employer of the Year).

It has a dedicated Employment Pathways Co-ordinator who delivers the following pathway opportunities: -

1. Recruit, develop and manage new apprentices to the council. Not only does this give the council the opportunity to support residents, particularly young people and vulnerable or disadvantaged groups, but it also creates a pipeline of talented residents to enhance the Council's workforce and meet existing and emerging skill shortages.

2. To upskill existing members of staff through a Continuous Professional Development (CPD) process. Using the apprenticeship funding and training to support existing staff is a way to develop new skills, boost motivation and retain talented employees.

For both apprenticeship programmes, the Council takes a holistic approach offering support to managers, an induction programme for apprentices and on-going pastoral care. The wider offer of support to apprentices is similar to other exemplar London boroughs with employability support offered to apprentices as they come towards the end of their contract including access to the redeployment pool and mentoring and opportunities to act as ambassadors and to represent and speak at events.

In April 2019 the Council agreed to improve salaries for apprentices by introducing the London Living Wage. CPD apprentices remaining on their current terms and conditions of employment and are offered initial and ongoing careers advice through a combined internal and training provider support offer.

Opportunities are offered in a number of service areas including project management, business administration, accountancy, construction, surveying, customer service, leadership and management, cultural heritage, finance, human resources, teaching and learning, youth work, data analysts, content and media, IT, sport and leisure, engineering, housing, health and social care, careers development and horticulture.

Apprentices have a standard fixed term contract of employment consistent with other members of staff and long enough for them to complete the apprenticeship successfully. (Fixed term contract for a minimum of 1 year.) They have job roles within the Council that provide them with the opportunity to gain the knowledge, skills and behaviours needed to achieve their apprenticeship standard and they are supported by their team and directorate to carry out their job role.

Where a job opportunity exists at the end of the apprenticeship and the apprenticeship is achieved, the apprentice may have the option to remain with the council as a member of staff. Where this is not possible, the apprentice is supported by their manager and the Employment Pathways team to seek alternative job opportunities, including access to the redeployment pool 2 months before the end of their apprenticeship contract.

Maintained/non academy schools are also able to access the Council's apprenticeship levy to purchase apprenticeship training and the Council has actively worked to develop apprenticeship opportunities.

Externally the Council has been working with businesses and training providers to increase the number of apprenticeships they offer. The 100in100 campaign was hugely successful in bringing employers and training providers through the Croydon Apprenticeship Academy together to deliver good quality employment outcomes for residents across Croydon. Through the levy transfer option we will continue to support our local economy with targeted apprenticeship support.

Through the campaign the Council has also successfully committed apprenticeship levy funds to support the development of young residents, including those from disadvantaged backgrounds, by securing good quality apprenticeships with local small and medium sized enterprises (SMEs) in industries such as retail, hospitality and construction. These opportunities have given these residents the opportunity to start their careers whilst addressing some of the major skill gaps.

Aims & Principles

Aims

- To create good quality apprenticeship opportunities for our residents.

- Actively promote apprenticeships within the Council as a valuable way to recruit and develop talent.

- Develop a pro-apprenticeship culture amongst managers and staff.

- Develop opportunities to utilise higher level apprenticeships in support of skill needs and raising aspirations.

- Provide opportunities for existing staff to progress and gain additional skills through an apprenticeship.

- Align the apprenticeship programme to support the workforce needs of the council to deliver its strategic objectives (workforce planning).

What will we do?

- To create at least 30 new apprenticeship opportunities per year (working towards 25% for priority groups)

- To create at least 35 new continuous professional development apprenticeship opportunities per year

- Double the range of CPD apprenticeship pathways

Principles

- Public sector duty: Minimising the risk of underspend on the apprenticeship levy, working towards the public sector target and capitalising on the breadth of sectors covered by the new apprenticeship standards

- Workforce needs: Underpinning and addressing the needs of the Council's workforce now and in the future by identifying apprenticeship opportunities as part of service workforce planning

- Equality and Fairness: Ensuring our opportunities are open and accessible to all residents in Croydon with processes and policies which do not disadvantage any of our priority residents

Priority Work streams

- Local Authority schools are included in the Council's levy charge and are required to 'have regard' to the 2.3% apprenticeship target. We will work with our schools to promote the benefits of apprenticeships and how they can help to meet skills gaps and future workforce needs. In particular we will promote the apprenticeships for Teaching Assistants and School Business Directors, as well as a range of other broader standards that could be used by the wider schools workforce to create apprentice opportunities.

- Care Leavers often find it particularly hard to enter and sustain apprenticeship opportunities. We will work to improve the package of support we offer including: - better engagement; tackling the issue of work experience and qualification levels; tackling funding barriers and; providing wider support packages to sustain placements and transition into longer term employment.

- We will underpin our status as a Disability Confident employer and support the Work and Health Programme: Better Working Futures by developing a package of support and creating opportunities for residents with health and disabilities, which are currently a barrier to securing and sustaining employment.

▶ Making it happen

Funding

We will continue to minimise the risk of underspend on the Council's Apprenticeship Levy pot through regular monitoring and continued transfer of 25% to Small and Medium Sized Enterprises (SMEs) through the Croydon Apprenticeship Academy.

The Council is required to provide the Department for Education with annual data regarding the number of apprentice starts.

Stakeholders and Partners

• We will continue to work closely with Adult and Children's Services to ensure a coherent and coordinated package of support to young residents of all ages.

• We will spread the responsibility of the work streams in the action plan across the main services of Economic Development, Human Resources, Procurement, Finance and Learning and Organisational Development.

• We will continue to support the Croydon Apprenticeship Academy and our key training partners across the sector, as well as improve our engagement with schools and employers.

Governance

• There are a number of key stakeholders with a responsibility towards creating an effective Apprenticeship programme. This includes: -the Youth Team, Economic Development, Human Resources, Corporate Learning and Development, Adults Learning and Development, Children's Learning and Development, Internal Communications, Finance, procurement and Legal.

• It is vital that our potential customers, whether they are internal or external, are provided with a joined-up and coherent offer, therefore it is proposed that a Steering Group is created that coordinates all apprenticeship activity, ensuring efficiencies are maximised, while giving sight to all stakeholders of apprentice-related activity.

▶ Action Plan

OBJECTIVE	ACTION	SERVICE	TARGET YEAR
To create a diverse, talented, dynamic workforce for Croydon Council that has the skills to deliver high quality services and products for the residents of Croydon. Offering apprenticeship opportunities that are available to all on a fair and liveable wage that supports Croydon Council succession planning.	• Embed apprentices as a priority within the workforce strategy, including consideration that all vacancies advertised below a particular grades should be considered for apprenticeships	Learning and Organisational Development and Human Resources Organisational Development and	**2020**
	• Managers to include apprenticeships in all service workforce needs and succession planning, HR business partners to support	Human Resources	**2021**
	• Map all council job roles to apprenticeship standards, identify hard to fill and high turnover roles and consider conversion to apprenticeships	Learning and Organisational Development and Human Resources	**2020**
	• Identify structured career pathways opportunities, including where existing vacancies can be converted into apprenticeship short term with substantive roles available longer term	Learning and Organisational Development and Human Resources	**Pilot 2020** **Ongoing**
Raise aspirations for our young people and create a talent pipeline.	• Strengthen the links between work experience opportunities (school and extended) and progress into apprenticeships		**Case studies 2020** **Structural Implementation 2021**
Getting the most from our levy.	• Review the current process for school apprenticeship levy funding and develop record keeping processes to track activity	Economic Development Team	**2020**
	• Create a regular bulletin for schools to share information, case studies and good practice	Economic Development Team	**2021**
Create a culture for apprenticeships within the Council	• Employment and Skills Policy presentations to senior management and management teams to promote employment pathways and programmes	Economic Development Team	**2020** **Ongoing**
	• Consider the scope for a central pot for apprentice salaries and/or targets for services	Learning and Organisational Development/Economic Development Team/Human Resources	**2021**

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▶ Action Plan

OBJECTIVE	ACTION	SERVICE	TARGET YEAR
Support accessibility to opportunities.	• Continue to engage with key stakeholders, attend events, publicise and advertise vacancies, develop case studies	Economic Development Team/Human Resources	**Ongoing**
	• Target specific localities by providing events and drop in workshops in libraries, youth centres, schools/colleges and leisure centre	Economic Development Team/ Croydon Works	**Ongoing**
	• Identify opportunities to develop and promote our existing apprentices i.e. speaking and presenting opportunities, ambassadorial opportunities in schools and businesses	Economic Development Team/ Human Resources	**Ongoing**
	• Refresh the internal and external apprenticeship web pages to include clear advice and guidance to managers and team about recruiting and managing an apprentice (Apprentice led)	Economic Development Team/ Human Resources	**2020**
	• Create apprenticeship champions amongst senior officers and managers	Economic Development Team/ Human Resources	**2021**
	• Deliver drop in sessions for managers of new and CPD apprenticeships	Economic Development Team/ Human Resources	**2020**
	• Improve communications with regular case studies and success stories through a variety of methods including social media and local press	Economic Development Team/ Human Resources	**Ongoing**

▶ Action Plan

OBJECTIVE	ACTION	SERVICE	TARGET YEAR
To recruit and retain as a responsible employer.	• Recruit 2 larger cohorts of new apprentices per year	Economic Development Team/ Croydon Works/ Human Resources	**Ongoing**
	• Explore the scope to streamline the recruitment process and bring it in line with the council's central system	Economic Development Team/ Croydon Works/Human Resources	**2021**
	• Explore the scope for managers to be more involved at the recruitment stage.	Economic Development Team/ Croydon Works/ Human Resources	**2020**
	• Work with HR to ensure the selection process is fit for purpose and identifying appropriate processes to reduce barriers for candidates that need additional support	Economic Development Team/ Croydon Works/ Human Resources	**2020**
	• Continue to develop bespoke apprenticeship recruitment packages for teams running high numbers in between normal recruitment rounds. For e.g. Schools and Social Workers	Economic Development Team/ Croydon Works/ Human Resources	**2020**
	• Broaden how we market apprenticeships to target groups and provide a more bespoke package of support (e.g. sessions in the turnaround centre, mini internships for specific groups or package of pre-apprenticeship training)	Economic Development Team/ Croydon Works/ Human Resources	**2021**
	• Ensure that the terms and conditions of employment are fit for purpose	Economic Development Team/Human Resources	**2020**
	• Ensure package of support for apprentices finishing their apprenticeship to gain further employment	Economic Development Team/Human Resources	**2020**
	• Ensuring that managers and staff are fully equipped to meet the programme requirements of the 20% off the job training	Economic Development Team/Human Resources	**2020**
	• Refresh the apprenticeship induction process and ensure that it is streamlined with the corporate process and that it is fit for purpose.	Economic Development Team/Human Resources	**2021**
	• Refresh the manager's guide to apprenticeships and publish on the intranet.	Economic Development Team/Human Resources	**2020**

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▶ Action Plan

OBJECTIVE	ACTION	SERVICE	TARGET YEAR
To recruit and retain as a responsible employer...*continued*	• Address manager concerns around lack of knowledge by attending team meetings across departments to present the strategy.	Economic Development Team/Human Resources	**Ongoing**
	• Facilitate manager drop in sessions and/or forums to share experiences and progress issues	Economic Development Team/Human Resources	**2021**
	• Stronger relationships with managers and staff wishing to take up a CPD apprenticeship prior to making an application to ensure that the employee and manager understand the commitment of the apprenticeship programme, that the member of staff meets the necessary requirements and that the pathway is suitable (IAG)	Economic Development Team	**Ongoing**
	• Refresh the apprenticeship support offer including; ambassadors, mentoring programme, champions, network, pastoral support, manager and team management	Economic Development Team	**2021**
Support the right standards and quality in our apprenticeships.	• Promote and increase the range of apprenticeships on offer within the Council.	Economic Development Team	**2022**
	• Expand the CPD offer to include more standards and higher level apprenticeships	Economic Development Team	**2022**
	• Review the existing process to commission training and explore the wider Pan London and local DPS models	Economic Development Team/ Croydon Works/Procurement	**2022**
Opportunity for all.	• Strengthen the work with key council services and Croydon works to open up opportunities for priority groups, including guaranteed interviews where applicants meeting the minimum requirements of the role	Economic Development Team/People	**2021**
	• Work with colleagues in People to develop a package of employment pathway support for care leavers and NEETs interested in apprenticeships	Economic Development Team/People	**2022**
	• Explore the scope to commission funded Maths and English FS Skills programmes, possibly during the summer with CALAT (16-18 funding)	Economic Development Team/CALAT	**2021**
	• Explore the scope to commission funded Maths and English FS Skills programmes as a pre-apprenticeship offer for new recruits and for staff	Economic Development Team/ Learning and Organisational Development/CALAT	**2021**

▶ Notes

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— INVESTING IN —
OUR FUTURE
APPRENTICESHIP
— **PLAN** —
2020- 2023

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100in100 Partners

Croydon Apprenticeship Academy and Training Providers	
Croydon College	JACE Training
London Learning Consortium	John Ruskin (South Orbital)
All Inclusive Training	Croydon Adult Learning and Training (CALAT)
Chequers	Department for Work and Pensions
Sutton and District Training	Lifetime
LMP Education	LHAA
CITB	Pension Protection Fund
Croydon Bid	Croydon Chamber of Commerce
Croydon University Hospital	ATA
Youthforce	Croydon Council

100in100 Employers

Employers	
Mighty Men of Valour	Martek
London Learning Consortium	Creed Homes
Pegasus Academy Trust	Skill Crown
Ardmore	Randburg Electrical Services Ltd
Price Building Services	SGE Services Ltd
Price Building Solutions	AH Construction
Croydon Council	Azed & Co
Network Rail	JBB Plumbin
Simply Lunch	LMB Group
Chequers Contract Services	Jarsite Solutions
Bluebird Care	Gold Care Services
Axis Europe	Guy Jackson
Legacy Youth Zone	Martek
Woodcote High School	Creed Homes
Croydon College	Dtail Hair Salon
Pension Protection Fund	Compass Electrical Services Ltd
Little Pumpkins	Keyring
London Early Years Foundation	Creative Distribution
Guy Jackson	GB Developments
Price Building Services	H & G Plumbing
WN Plumbing & Drainage	Alfred James Solicitors
Southern Mechanical Services	Savannah SV Solutions Ltd
Envision Contracting	GD Cooper
Bensham Manor Primary School	Purley Oaks Primary School
UK Boiler Company	Blueman Plumbing
Persied School	Hyde & Rowe
PE Global	Bramley Health
RedDoor IT	Marston's
Bright Horizons Group	Mitchell & Butler's
Childbase	Fennies Nursery
KFC	Pizza Express
Future Care Group	Watts Electrical Services
Fulcrum Data	Marshall Surfacing Contracts
Jones The Hairdresser	Lafranc School
Sandifird Sons & Bannister	Clifton Hill School
Hudson Lighting	SML Electrical
LHAA	Thameslink
South Eastern Carpentry	HCML
Buxton	Silverain
Sefa Brothers	Blackmoor Knight

Apprenticeship Standards and Frameworks offered within the Council

Accountancy

Associate project manager

Building Control Surveyor (degree), Level 6

Business Administrator, Level 2, 3 and 4

Care Leadership and Management (General Adult Social Care) Level 5

Careers Development Professional Level 6

Community Sport and Health Officer Level 3 (Standard)

Construction Management

Construction Site Supervision Level: 4

Cultural and Heritage Venue Operations Cultural Heritage Level 3

Customer Service Practitioner Level 2

Data Analyst

Engineering Level 2

Facilities Management Level 2

Horticulture

Housing Property Manager

HR Support Level 3 (Standard)

Junior Content Producer

Leadership and Management Level 3 and 5

Operations / departmental manager Level 5 (Standard)

Professional accounting / taxation technician Level 4

Project Management Level 4

Senior housing / property management Level 4

Social Worker degree

Supporting Teaching and Learning

Surveying Technician

Team leader / supervisor Level 3

Youthwork

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For General Release

REPORT TO:	**CABINET**
SUBJECT:	**Increasing Housing Supply**
LEAD OFFICER:	**Ozay Ali Interim Director for Homes and Social Investment**
CABINET MEMBER:	**Councillor Alison Butler, Deputy Leader and Cabinet Member for Homes and Gateway Services** **Councillor Simon Hall Cabinet Member for Finance and Resources**
WARDS:	**All**

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

This report address further the commitment in the Council's Corporate Plan (2018) for "good decent homes , affordable for all"

The Council has a range of statutory duties in relation to homelessness including a duty to secure accommodation for eligible homeless households. Within that range of duties is the requirement to provide suitable emergency temporary accommodation. A key priority is to meet ths need and reduce the pressure on the General Fund. This report outlines one of the initiatives to help address this priority and provide a better standard of homes for families and workers in need of such accommodation.

Our Community Strategy Policy aims to ensure protection of vulnerable people and a key priority within this is to meet the housing need with good quality accommodation.

This report builds on the Housing and Homelessness Strategy presented to cabinet in October 2019 and the two previous schemes to provide emergency temporary accommodation which has delivered 350 street properties under two earlier schemes.

The paper also incorporates the acquisition of new homes as a pilot scheme to provide key worker accommodation to help recruit and retain workers that provide key services to the Council.

FINANCIAL IMPACT

Dealing with increasing homelessness is resulting in significant cost pressures to the Council's Genenral Fund. Investment in the provision of a further 100 homes will allow the Council to reduce the number of households in emergency accommodation (bed and breakfast) by ensuring that the households can move through the system into temporary accommodation and ultimately, longer term tenancy arrangements.

The provision of Key worker accommodation will help to recruit and retain workers that fullfill key roles within the Council to allow better delivery of services and help reduce the costs and impact of staff recruitment and turnover.

FORWARD PLAN KEY DECISION REFERENCE NO.: 1520CAB

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

1.1 Approve the borrowing facility of up to £28m to enable the investment in the acquisition of some 100 street properties at market rates to be let as temporary accommodation

1.2 Approve the use of up to £12m Right to Buy Receipts to reduce the level of borrowing required

1.3 Agree that the proposed rent levels for the properties to be at social rent level

1.4 Delegate authority to the (Iinterim) Director of Homes and Social Investment for individual property purchases up to £425,000 per home which will include fees and Stamp Duty Land Tax Payments, with any variations to this to be subject to approval by the Deputy Leader and Cabinet Member for Homes and Gateway Services and the Cabinet Member for Finance and Resources

1.5 Approve the purchase of 10 new homes for use by Key Workers as part of a pilot scheme

1.6 Agree to the use of Croydon Affordable Homes to manage and let the properties to Key workers based on Assured Short Hold tenancies at a rental of 80% market value

1.7 Agree to the principle of acquiring new build Brick by Brick properties as part of the housing supply strategy on a home by home basissubject to viability.

2. EXECUTIVE SUMMARY

2.1 Local authorities are required to provide accommodation to homeless households in accordance with the provisions of Part VII of the Housing Act 1996. This report looks at the current demand for affordable accommodation in response to homelessness demand. It is proposed to purchase approximately 100 properties to boost the supply of affordable housing in the borough.

2.2 The intention is that the properties will be purchased within the Housing Revenue Account (HRA) and held as emergency temporary accommodation. As with other council accommodation, they will be managed by the Housing team for allocations and tenancies as well as responsive repairs as necessary.

2.3   The HRA are now able to utilise the Council's retained Right to Buy (RTB) receipts for the provision of new homes. The Council will fund the purchases through the use of RTB receipts for up to 30% of the purchase price and fund the remainder through HRA borrowing.

2.4   This will allow the Council to retain more flexibility in the way the properties are used and managed.

2.5   The rents for the above units will follow the requirements as set out in the Policy Statement on Rents for Social Housing as set out by the Ministry of Housing Communities and Local Government. All tenancies will be let on short term tenancy agreements whilst we work with the tenant to seek suitable alternative longer term accommodation.

2.6   When buying the properties, the Council will prioritise Croydon and the surrounding areas, to meet the needs of local residents. All properties procured are assessed under the Housing Health and Safety Rating System (HHSRS) prior to letting. This identifies risks and hazards to health and safety. All properties will have a smoke alarm installed, and properties with solid fuel will also have a carbon monoxide alarm as standard. This is a continuation of the Council's excellent record on fire safety; making sure that residents are kept safe.

2.7   As part of the Council's wider proposals for increasing housing supply it is also proposed to acquire 10 properties for use by Key workers at a discounted rental at a level of 80% of market rent in the area as part of a pilot scheme. The need for good quality accommodation at more affordable rents has been identified as one of the issues in attracting and retaining staff to key roles within the Council and it is hoped that this pilot scheme will help to secure new staff to these roles

3.   DETAIL
Temporary Housing Supply

3.1   The Council has already undertaken two successful property purchase programs: ETA 1 which involved purchasing 96 homes comprising of mainly 2 and 3 bedroom properties and ETA 2 which acquired 254 properties (118 x 2 bed, 127 x 3bed, 9 x 4+ bed).

3.2   There has been considerable growth in the temporary accommodation budget over the last five years. Nevertheless, the current projected overspend on temporary accommodation for 2019/20 is estimated to be in excess of £1m at the end of the financial year 2019/20 with an estimated 1,800 households in temporary accommodation subject to market conditions.

Supply & Demand

3.3   The prospect of increasing demand, changing landlord attitudes, high levels of unaffordability and competition from neighbouring authorities limits our ability to place households in suitable accommodation. The Council is at risk of becoming increasingly reliant on nightly charged rates for bed & breakfast

accommodation for a growing proportion of households, which is both unsustainable and is not a good option for the households placed there. There are also limits to the availability of emergency accommodation, which puts the council at risk of having to use commercial hotels in extreme circumstances. Placing families in emergency accommodation can be detrimental to their welfare and is therefore only ever used as a last resort.

3.4   The council has in recent years put in several measures to increase the supply of accommodation in the borough but, unfortunately, due to the increasing demand this has still not met the full level of demand coming through the door. Without providing further supply, the additional households would need to go into expensive emergency accommodation (EA) provision, unless alternative TA or private rented sector (PRS) housing could be sourced. Even though additional resources have been deployed to increase the supply of TA and PRS accommodation, the Council is still falling short of the level of demand. Table 1 below shows the projected demand for 2019/20 and future years.
In addition to the financial benefits, the provision of good quality temporary accommodation owned and managed by the Council will provide a more stable and secure home for residents to improve their chances of securing a more permanent and long term housing solution.

Table 1

	2019/20	2020/21	2021/22	2022/23
LBC TA admission	233	241	250	241
LBC part 6 offer (to homeless household) Includes temp to perm	600	565	592	586
Private sector	365	412	398	423
TOTAL	**1197**	**1218**	**1239**	**1250**
Homeless decisions	1995	2019	2059	2051
Difference all decisions and supply (EA)	**-798**	**-800**	**-820**	**-802**
Accepted	908	863	901	891
Difference acceptances and supply (TA)	**290**	**355**	**338**	**359**

3.5   The council has previously relied on the housing association sector to increase supply but the rate of new build affordable homes within the borough has declined significantly and there are significant constraints in accessing suitable accommodation in the private sector. The Council have already undertaken a number of initiatives to help meet this shortfall in supply. It has entered into a number of long term leasing arrangements for modern accommodation at low rents such as at Windsor, Concord and Sycamore House. Through the Brick by Brick model, the Council is also enabling the delivery of more good quality new build affordable housing, of which 50% being affordable homes. This is helping to meet some of the demand for affordable housing both now and in the future.

However, it is recognised that there is still more to do to address an urgent current need and one of the quickest route to accessing suitable, affordable long term accommodation, as well as providing the council with a long term

asset and capital appreciation, is to build on the experience of the previous ETA schemes and look to purchase street properties.

3.6 The baseline demand of existing households in emergency or temporary accommodation is calculated using current and future demand. In June 2019 the number of households in temporary accommodation was 2039. Based on an annual average demand of 3,100 new demand has been calculated to be an additional 809 households in 2019/20 rising to approximately 930 from 2020/21 onwards. The projected demand flow for 2019/2020 and the following year is shown in the table 2 below.

Table 2

	2019/20	**2020/21**
1 bedroom	1,370	1,370
2 bedroom	970	968
3 bedroom	663	658
4 bedroom	86	86
5 bedroom	11	11
Total	**3,100**	**3,093**

3.7 In looking at the current financial position, it is important to note that the demand for temporary accommodation remains high as the number of households applying as homeless (i.e. homeless applications requiring a decision). Graph 2 below shows demand increased between 2008/09, and 2014/15. Although there was a reduction in 2015/16 to 1491 households this was mainly due to conversion of temporary accommodation to secure accommodation. Moving average projections of data going back 3 and 5 years show the number of applications could settle between 2,051 and 1800 by 2022/23.

Graph 2
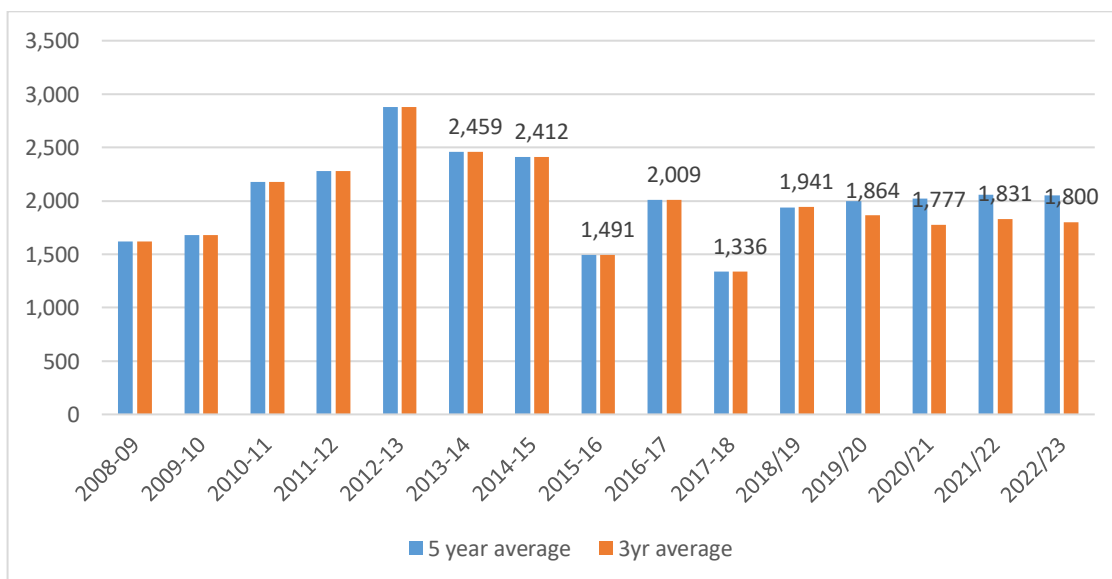
3.8   As a result of the above the Council needs to procure and sustain at least the current levels of temporary accommodation to meet the demand. The additional units will free up units on long term temporary accommodation to reduce costs in emergency accommodation.

Proposal

3.9   This report seeks agreement to an extension of the street house purchase programme for some 100 units. The outline process would be similar to the two previous schemes :

- The Council purchases the units in highest need which are 2 and 3 bedroom units with a 10% target for wheelchair accessible properties. Some 1 bed or 4 beds may be purchased as part of this process but this will be the exception.
- The Council completes any required repairs and refurbishment for the purchased properties.
- Based on previous activity, an average purchase price of £400k per property is assumed, subject to market conditions. This is the total average acquisition cost to include all fees, SDLT and repairs as well as the purchase price for the property
- The acquisition process will be run in house rather than via the use of third party agents to source the properties and carry out surveys etc
- Properties will be freehold or leasehold where the Council are already the freeholders (ie ex-social housing stock) or the freehold can be purchased as part of the transaction.
- RTB receipts should be used where possible for up to 30% of the cost.

3.10   In addition to the purchase price of the homes, the following additional costs will be included within the financial model:

- Operating and managing costs – covering the costs of regular maintenance and repairs, void reinstatement, major works, insurance and scheme management.
- Debt servicing and repayment costs – covering the costs of the interest cost of borrowing from the Public Works Loan Board
- Rental income – covering the net income resulting from charging the relevant social rents, less the assumed void period and a proportion for bad debt.
- Property insurance costs
- Internal officer costs for project management, surveys and acquisitions

3.11   As part of this acquisition process, it is recommended that particularconsideration is given to how the council can maximise the potential of Brick by Brick properties to address affordable housing need, including the purchase of new intermediate and market homes where they offer the correct type of accommodation at a viable price. This would offer a number of significant advantages:
- Early acquisition of properties to allow savings to be captured asap

- The are new build properties which offer NHBC warranty certificates to cover any major repairs over the first 10 years and minimising maintenance costs over the medium to long term
- All statutory certification and documentation is available on completion
- SDLT would not be payable, saving between £15-£20k per property
- Further cost saving on survey fees
- Retains excellent quality new homes for Croydon residents
- Many homes are within our existing estates,offering economies of scale for housing and caretaking services

3.12   In addition, in the context of future projections of housing need, there is a need to add to the level of general needs affordable housing in order to ensure that that temporary accommodation is sustained at least at current levels. To help achieve this, it is recommended that the council continue to purchase new social/affordable rented properties being delivered by Brick By Brick properties at agreed rates. This will require further financial modelling to demonstrate the benefits, but it is currently proposed that rates of £275,000 for 1-2 bed and £375,000 for 3 bed properties are adopted. This would offer a number of clear financial efficiencies for the council as identified above, and help secure an ongoing supply of well designed, high-quality new build social housing for years to come.

3.13   The two phases of street purchase schemes under ETA 1 and ETA 2 have been successful in increasing supply of good quality affordable housing and easing the pressure on the temporary accommodation budgets . These two schemes have delivered 350 homes which have not only increase good quality of housing for homeless households but also contribute to the reduction of the budget deficit for temporary accommodation.

3.14   Data from supply and demand figures and on future projections clearly indicates that the demand for additional units still exists.

3.15   In summary the decision to purchase further street properties is likely to bring about the following benefits:

- More settled accommodation for families enabling them to plan long term lives and supporting the corporate plan objectives on affordable and increased supply
- Revenue savings compared to the cost of emergency accommodation and an overall reduction in temporary accommodation numbers.
- The Asset value of the stock will increase enabling the Council to consider to use equity in future years
- Increased housing supply at affordable levels for homeless households

3.16   The street property acquisition programme can generate tangible results within a matter of months and address demand in a way that allows Croydon to take control of their TA supply immediately. It also enables the Council to take a strategic long-term and flexible view of its affordable housing needs in a way that also delivers commercial benefits.

Key Worker Accommodation

3.17 The Council are proposing to pilot an approach to addressing the recruitment and housing needs of keyworkers employed by Croydon Council through the acquisition of an initial 10 properties within the Brick by Brick Windmill Lane development in Coulsdon

3.18 The Council is currently faced with a challenge to recruit and retain some key workers, and in particular social workers within Early Help and Children's Social Care. Through acquiring good quality properties let at subsidised rents this will enable the Council to build a more attractive offer for existing and future key workers to help attract and secure suitable candidates by widening the potential pool from which the council can recruit from.

3.19 The proposal is for the properties to be purchased by the Council and held within the Croydon Affordable Homes portfolio. The properties will then be let on the following basis:

- The Council to retain 100% nomination Rights
- Lettings to be on the basis of Assured Shorthold Tenancies (AST)
- Eligibility will be based on Key worker status and also an income threshold
- Rents will be charged at 80% of market rent which equates to approximately Local Housing Allowance levels. An additional payment for any service charges will be added onto the rent
- Tenancies will be for an initial 12 month period with the right to renew for a further 12 months. Whilst it is likely that the tenancy will be extended for a further period, the housing needs and financial position will be assessed to consider any significant change in circumstances
- If employment with the Council ceases, the Council will work with the tenant to consider the best housing solution moving forward and help them to secure alternative accommodation if necessary.

3.20 Whilst the demand for keyworker housing is uncertain at present, the Council will monitor the application of this strategy, and review its success in the coming year. The strategy may then be adapted to better meet keyworker needs in Croydon or alternatively the homes can be utilised for wider housing needs as the purchase price agreed would permit them to be let at affordable rents.

3.21 The Key Worker Policy is being finalised at the moment but it is intended that for the initial pilot, the keyworker group identified for these properties are Experienced Children's Social Workers working within either the Assessment or Social Work with Families Service as these teams have the higher rate of recruitment and retention issues.

4. CONSULTATION

4.1 No consultation has been undertaken

5 PRE-DECISION SCRUTINY

5.1 The Housing Strategy, which covers the need and necessity to increase temporary accommodation has been considered by the Scrutiny process.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 **Property Values for Temporary Accommodation**

The Council's Asset Management team have assessed the likely market values of properties intended to be purchased under this scheme and have concluded that the rates adopted only need slight adjustment to those adopted under the ETA2 project as the market has remained fairly static over the period since these were originally set

The suggested figures are set out below and can be sustained by the current financial model.

Property Size	Property Value (including repairs) (£)	Legal Costs (£)	Survey Fees (£)	Stamp Duty (£)	Max total cost per home (£)
2 Bed	£360,000	750	1000*	18,800	380,550
3 Bed	£395,000	750	1000*	21,600	418,350
Average					399,450

*Allowing for abortive fees

These estimates represent a blended average over the life of the scheme in order to provide the flexibility required to go to market (and take account of likely market movement over the predicted 12 month period for acquisitions). The Asset Management team will therefore be aiming to deliver properties at a lower cost in the early stages of the scheme. As a control, the project will commit to ensuring that the overall portfolio of properties purchased are within the parameters of the averages shown above (with authority to spend not permitted where a property value will cause this average to be exceeded).

Based on the demand requirements outlined above, the Council has decided that they will again focus on 2 and 3 bedroom homes as these offer the best social and financial impact. Not only do these often represent better value in terms of the capital outlay, but they would allow the council to reduce the number of 2 and 3 bedroom household in emergency accommodation (bed and breakfast). This can represent a bigger savings opportunity than 1 bedroom supply. As a rough guide the scheme would therefore be targeting an approximate 50% 2 bed and 50% 3 bed properties. In some circumstances the purchase of smaller (eg were this is part of a larger suitable block of properties) or larger properties may be considered under this programme if these are identified as part of the wider property search and offer value for money.

It is anticipated that each property will require an additional level of investment to bring them into usable condition.

An average allowance of £8,500 has been included for each property for repairs, where relevant.
A range of £2,000-2,500 has also been modelled to cover the cost of furnishing each new property.

The cost of delivering this programme of asset purchases at pace over the 12 months is expected to be £180k. This will allow the Council to appoint a dedicated surveyor to source and purchase the properties required, a project manager and cover the cost of building surveys. An alternative approach would be to commission an organisation on a risk/reward basis to identify the properties and support the acquisition process but this would be significantly more expensive.

The estimated cost of the total programme, included purchasing the homes, will be approximately £40m.

This investment would be funded through HRA borrowing (£28m) and RTB receipts (£12m)

6.1.1 **Revenue and Capital consequences of report recommendations**

The Financial calculations have been undertaken adopting the following assumptions:

Number of properties	100
Purchase costs inclusive of fees	£40m
RTB Funding	£12m
PWLB Borrowing Rate	2.0%
Management per unit	£1,000pa
Maintenance per unit	£1,000pa
Life Cycle per unit	£500
Insurance per unit	£350pa
Void Rate	3%
Bad Debt Provision	3%

100 properties acquisition Annual revenue cost estimation	£'000
Rental income	-604
Voids	18
Net rent	**-586**
Management	100
Repairs and Maintenance	100
Insurance	35
Bad Debt Provision	18

Interest on borrowing	560
Life Cycle Provision	50
Net costs	**863**
Overall estimated annual cost	**277**
Annual unit cost	**2.77**
Annual estimated unit cost of temporary accommodation	**3**

6.1.2 **The effect of the decision**

Subsidising the cost of purchasing the properties using right to buy receipts reduces the borrowing costs associated with the scheme. The PWLB recently announced a reduced rate of borrowing for schemes relating to social housing, which is of financial benefit to the Council.

As these properties will be used in place of temporary accommodation, the table above shows that the costs make this a comparable solution. Furthermore, purchasing properties will increase the stock within the Housing Revenue Account and give the Council flexibility to use the properties for longer tenure accommodation in the future, if priorities change.

Under the new Policy Statement for Rents for Social Housing an annual inflationary increase in income equivalent to CPI +1% is permitted which will reduce the annual shortfall over time and further increase the savings against current average temporary accommodation costs.

6.1.3 **Risks**

It is important to acknowledge that the Scheme is not without risk. It will require careful and close management, particularly during the initial investment and operating period. However, the experience gained through the two previous schemes will help reduce the risk and careful and close management, particularly during the initial investment and operating period will greatly reduce any risk.

The criteria detailed in the earlier sections of this report will help ensure the correct properties are purchased to meet the needs of the homeless families. The proposed portfolio distribution is based on an understanding of need and the investment criteria will focus on acquiring the right property at the right price.

It is anticipated that actual purchases will cover a range of values (both above and below the average price) and in order to allow the required flexibility for purchase by private treaty or at auction, it is recommended that delegated authority for individual purchases up to £425,000 is authorised to the Director of

Housing and Social Investment. Actual values will be carefully monitored so that the cumulative totals do not exceed the above average purchase prices.

The average acquisition costs are based on the assumptions that:
- Properties are likely to be acquired within lower value areas and may include the purchase of former council owned properties;
- The houses will comply with any minimum space and other requirements associated with the provision of short term accommodation by a local authority;
- The properties will be in reasonable order requiring only minimal decoration and maintenance to reduce cost and delay to occupation;
- Freehold properties are preferable
- Property selection – acquisition and renovation costs – the costs of purchase have a significant and long term impact on the Scheme as they affect the borrowing requirement. The investment strategy needs to create an incentive to control costs and ensure value for money, both for the initial purchase and on-going costs, such as linking renovation payments to the estimates in the condition surveys.
- Scheme losses (actual and perceived) - rental income alone from the tenants of the properties is insufficient to cover the debt payments and the running costs (management costs, day-to-day repair costs, void losses, bad debt losses etc).The Scheme's impact on avoiding or reducing the use of emergency nightly charged for accommodation needs to be accounted for if it is to be seen as being self financing. Even then the council needs to be aware that the initial years are likely to see some small in-year losses although the cumulative net position remains positive.
- Properties being void for periods after being available - properties that stand empty after handover to the Council will result in a loss of available income and a loss of cost avoidance. The model is therefore sensitive to an increase in void periods which will require effective processes and systems to ensure households are placed efficiently.
- The costs assume an interest only payment on the PWLB borrowing and the rate has adopted the reduced level announced in the Budget statement from 11th March and therefore is subject to further details being released and could be varied to reflect the more detailed provisions as released. The Council is however exposed to any future increases in borrowing.

It should also be recognised that the scheme only works within the financial parameters set and therefore any fluctuation in the market value of property in Croydon may reduce/increase the number of properties that can be purchased within the parameters of the proposed funding envelope or reduce the financial benefit achievable. However, based on earlier programmes this is likely to be manageable within the 12 month programme.

Similarly, the scheme is dependent on the Council being able to readily identify available properties that meet the requirements of the housing service and purchase them at sufficient pace to deliver the identified revenue savings as soon as possible. If the housing market slows for any reason, vendors may not be incentivised to sell.

6.1.4 **Options**

Even with the proposals set out in this paper it is unlikely that the Council will be able to meet anticipated need. In these circumstances there are only two other short term options:

- Use of Bed and Breakfast accommodation: the supply of self-contained accommodation is heavily constrained and the Council are in strong competition with other boroughs. This is likely to result in limits on availability and upward pressure on pricing.
- Increase the rates the Council is prepared to pay for private sector accommodation – the Council will continue to seek to be competitive in attaining private sector accommodation; however, the experience of the last eighteen months suggests that supply will continue to be constrained.

It is therefore likely that in addition to the ETA scheme, the Council will continue to consider other options including:
-seek to prove accommodation through long leases. These provide less flexibility and more uncertainty over the financial performance over the medium to long term but there are a number of schemes of this nature being offered to the Council
-new build schemes could provide a solution (as demonstrated through the proposal to purchase some of the housing through Brick by Brick developments) but most of these options will be for much larger schemes of high rise developments which provide less suitable accommodation

In addition to this Scheme, as indicated above, there are a number of options and it is likely that a portfolio of provision will be developed that will combine use of the Council's own stock, private leasing, direct relationships with private landlords, privately financed provision, new build and self-contained Bed and Breakfast. The principal aim will be to reduce significantly the use of shared Bed and Breakfast.

6.1.5 **Future savings/efficiencies**

The Council will continue to seek ways to reduce the cost of providing emergency and temporary accommodation in order to reduce the budgetary pressures. The Council's incoming housing strategy will enable the Council to make longer term decisions linked to supply across various service needs, which should be more cost effective.

To reduce the costs of running these additional properties, they will be maintained as part of the same arrangements as the wider HRA stock.

Approved by Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

6.2 **Property Values for Key Worker Homes**

The Head of Asset Management has assessed the open market value of the 10 units identified within the Windmill Lane development in Coulsdon and secured a discount on the collective purchase of these units from Brick By Brick. The

discount achieved will enable these homes to be let at 80% of the local market rental values

The agreed purchase price and details of the discount are set out in the part B Paper.

6.2.1 Revenue and Capital consequences of report recommendations

The purchase will secure 10 homes for use as key worker housing at discounted rents which will be held in the General Fund and managed through Croydon Affordable Homes. They will therefore be purchased by borrowing through the General Fund rather than HRA.

The homes will offer good quality accommodation at lower rents as part of the recruitment package for Key Workers. The discounted purchase price will allow them to be let at a discounted rent of 80% market value and the rental income will cover the cost of purchasing the properties and to cover ongoing management and maintenance as set out in the Part B paper. Whilst not offering a significant financial saving, the offer of these homes will help to recruit and retain key workers and therefore reduce the churn costs associated with the staff turnover. The purchase of a new property has the benefit of a 10 year NHBC certificate to cover any major defects and given the new status of the properties and the type of occupiers, repair and maintenance costs in the medium term will be considerably less than more traditional housing stock or street properties.

6.2.2 The effect of the decision

The Financial position has been calculated adopting the assumptions detailed below:

Assumptions:
Number of properties	10
RTB Funding	£0m
PWLB Borrowing Rate	3.0%
Management per unit	£400pa – lower due to nature of tenancy
Maintenance per unit	£500pa – Lower as new property
Life Cycle per unit	£250pa – this reflects the purchase of new properties from BBB
Insurance per unit	£350pa
Void Rate	5%
Bad Debt Provision	0%

The costs assume an interest only payment on the PWLB borrowing

The various allowances have been amended to reflect the longer term nature of the lettings which should lead to less management input and lower statutory and general repair costs. The fact that the properties are new will considerably reduce the life cycle costs

10 Key Worker properties acquisition Annual revenue cost estimation	£'000
Rental income	-107
Voids	5
Net rent	-102
Management	4
Repairs and Maintenance	5
Insurance	4
Bad Debt Provision	-
Interest on borrowing	80
Life Cycle Provision	3
Net costs	95
Overall estimated annual cost	-7

6.2.3 **Risks**

Consideration has been given to the financial risk in the case that the anticipated target tenants fail to take up the units. The Key worker Policy being developed by the HR team will set out a list of Key Worker roles that will be eligible for these units and therefore they could be offered to a wider spectrum of key workers

There is not considered to be any other risk associated with the purchase of the properties. At the point of purchase the properties will be completed and detailed due diligence checks undertaken (to include Building Control, gas, electric and NHBC certification). It has also been demonstrated that the purchase price, offers value for money.

6.2.4 **Options**

The Council could reject the purchase of these Homes and allow BBB to sell them to the market in due course or look for alternative properties.

Alternative properties could also be considered but the proposed homes offer good quality brand new accommodation at a realistic price and are available within the required timescales. The purchase through BBB also offers additional cost savings as against private purchases as they will be exempt from the payment of Stamp Duty Land Tax.

6.2.5 **Savings/ future efficiencies**

The propsed acquisitions will allow discounted rents to be offered to Key Workers at no cost to the Council

Approved by Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

7.   **LEGAL CONSIDERATIONS**

7.1   The Director of Law and Governance comments that the recommendations set out in this report are within the powers of the Council.

7.2   Of particular relevance are the following provisions:

- Section 8 of the Housing Act 1985 and Part 7 of the Housing Act 1996 under which the Council is required to consider housing conditions and needs within the Borough including addressing homelessness. Providing accommodation which helps discharge this duty can be via an LLP set up by the Council. This duty can be discharged.
- Section 120 of the Local Government Act 1972, under which the Council has the power to acquire land to enable the fulfilment of its functions (in this case housing functions)
- Section 12 of the Local Government Act 2003 and the Council's powers to invest for any purpose relevant to its statutory functions or for the purposes of prudent management of its financial affairs.

Approved by: Sean Murphy, Director of Law and Governance and Deputy Monitoring Officer

8.   **HUMAN RESOURCES IMPACT**

8.1   There are no Human Resources impacts as a result of this report

Approved by: Sue Moorman Director of Human Resources

9.   **EQUALITIES IMPACT**

9.1   The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010. In summary, the Council must have due regard to the need to comply with the aims of the general equality duty. The Council uses equality analysis as a tool to assess the possible impact of changes on different groups of people, evidence how we arrived at decisions that affect council staff, local people who use our council services and the wider community and help us to comply with the requirements of the Equality Act 2010.

9.2   The range of solutions being developed will impact positively upon homeless families in reducing the amount of time spent in bed and breakfast and move them to more suitable forms of self contained temporary accommodation.

9.3 An Equality Analysis has been undertaken to ascertain if the proposed hange will have an impact on groups that share protected characteristics. This found that the change will have a positive impact on groups that share proteted characteristics as it will provide temporary accommodation for homeless families and offer more secure and better quality homes. This will help the council to meet its equality objective to 'increase the support offered to people who find themselves in a position where they are accepted as homeless especially those from BME backgrounds and women'.The provision of the Key worker accommodation will not specifically benefit any group in particular but will help to retain staff to deliver services to vulnerable elements of the community and therefore indirectly assist with positive impacts to a variety of groups

9.4 This initial assessment has identified that BME, female headed and younger households are over-represented among homeless households and so will benefit from this proposal.
The proposal does not detrimentally affect any households from protected groups or disproportionately affect them compared to other groups.
We will continue to monitor outcomes in terms of the make-up of homeless households

Approved by: Yvonne Okiyo Equalities Manager

10. ENVIRONMENTAL IMPACT

10.1 No specific adverse environmental effects have been identified as part of this process and in many cases the acquisition of street properties by the Council will lead to an improvement in energy saving measures. Where the Council is purchasing new build properties these will have been constructed in line with current Building Regulation requirements and are therefore more efficient than most of the existing social housing stock.

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 No specific crime and disorder impacts have been identified as a result of this scheme.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 Local authorities are required to provide accommodation to homeless households in accordance with the provisions of Part VII of the Housing Act 1996.

12.2 The purchase of homes for emergency and temporary will help meet these requirements and reduce the Council's reliance on Bed and Breakfast type accommodation and provide better quality homes for homeless families as well as revenue savings. These homes will also help to provide housing solutions

for the next step for families and a more settled home environment with the many benefits that has to offer.

12.3   The provision of Key Worker homes will help the recruitment and retention of staff in roles that are currently difficult to recruit to and are essential for the delivery of good quality services

13.   OPTIONS CONSIDERED AND REJECTED

13.1   The Council has already considered and entered into a number of different housing solutions to address the need for temporary and emergency accommodation and continues to review options.

13.2   These have included taking leases, typically for 40 years with rents below Local Housing Allowance levels but subject to RPI increases. At the end of the 40 years the Council can acquire the properties for £1. A number of these schemes are currently being reviewed to assess their cost effectiveness against the model proposed in this report. These schemes may have a future place in proving this type of accommodation but do not offer the overall flexibility that straight purchase of homes has to offer.

13.3   An alternative model is to purchase "off plan" from developers who already have a site and planning consent to construct a number of homes. Many of these schemes include a significant (100 plus) number of homes in high rise blocks. These are not considered to offer the most appropriate accommodation for emergency accommodation that often involves families and therefore these are not being taken forward at presesnt. However, lower density schemes offering a variety of housing types in low to medium rise developments could provide appropropriate accommodation. As there are no schemes of this nature currently in the process of development, any such opportunity would not allow the immediate need to be met.

13.4   The two previous Emergency and Temporary Accommodation (ETA) projects have been completed and successfully delivered 350 street properties and therefore it can be demonstrated that this model can provide a quick solution to the provision of good quality and varied homes for families and meet the current demands

13.5   The purchase of the Key Worker homes is a new initiative to help address the difficulties the Council has experienced in recruiting to some key roles. Various solutions are being considered to help attract the right personnel for these jobs including looking outside of the local area and therefore the provision of good quality accommodation at a discounted rent as part of the package will assist this process and help secure the most suitable candidates.

14.   DATA PROTECTION IMPLICATIONS

14.1   WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

Yes

As the purchases will involve buying homes from private individuals it will involve the processing of personal data but only to the extent that this will be available within the public domain through Land Registry records as each purchase will have to be registered and the details available for public access.

14.2   HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO

Approved by: Steve Wingrave on behalf of the Director of Housing and Social Investment

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CONTACT OFFICER: Steve Wingrave, Head of Asset Management and Estates ext 61512.

APPENDICES TO THIS REPORT: None

BACKGROUND PAPERS: Equalities Analysis Form

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1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term **'proposed change'** broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria.

2. Proposed change

Directorate	Place
Title of proposed change	Increasing Housing Supply
Name of Officer carrying out Equality Analysis	Steve Wingrave

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

> The Council is proposing to purchase 100 street properties for use as emergency and temporary accommodation to be held within the HRA account. These properties will provide temporary accommodation for homeless families and offer more secure and better quality homes than offered through alternative private sector and bed and breakfast accommodation

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments http://www.croydonobservatory.org/ Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Additional information needed to determine impact of proposed change

Table 1 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table.		
Additional information needed	**Information source**	**Date for completion**
Offer better space and layouts for individuals and especially families. The purchases will also look to purchase up to 10% of properties that are, or readily capable for adaption for people with disabilities.	**Planning and Building Control**	**February 2020**

For guidance and support with consultation and engagement visit https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation

3.2 Deciding whether the potential impact is positive or negative

Table 2 – Positive/Negative impact

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.			
Protected characteristic group(s)	**Positive impact**	**Negative impact**	**Source of evidence**
Age	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes	**None**	**Planning application and Building Control would have taken into account impact on all groups**
Disability	The aspiration is to acquire 10 properties that are either adapted for or are readily adaptable for people with disabilities	**None**	**Building Regulations**
Gender	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes		**As above.**
Gender Reassignment	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes		**As above.**
Marriage or Civil Partnership	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes		**As above.**
Religion or belief	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes		**As above.**
Race	These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes		**As above.**

| Sexual Orientation | These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes | | **As above.** |
| Pregnancy or Maternity | These purchases will provide better homes for families. They will provide temporary accommodation for homeless families and offer more secure and better quality homes | | **As above.** |

Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics.

3.3   Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood** (2) x **Severity** (2) = 4

Table 4 – Equality Impact Score

Severity of Impact (vertical axis) / **Likelihood of Impact** (horizontal axis)

3	3	6	9
2	2	4	6
1	1	2	3
	1	2	3

Key

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 5 – Impact scores

Column 1 PROTECTED GROUP	Column 2 LIKELIHOOD OF IMPACT SCORE Use the key below to **score** the **likelihood** of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = **Unlikely to impact** 2 = **Likely to impact** 3 = **Certain to impact**	Column 3 SEVERITY OF IMPACT SCORE Use the key below to **score** the **severity** of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = **Unlikely to impact** 2 = **Likely to impact** 3 = **Certain to impact**	Column 4 EQUALITY IMPACT SCORE Calculate the **equality impact score** for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. **Equality impact score = likelihood of impact score x severity of impact score.**
Age	2	2	4
Disability	2	2	4
Gender	1	1	1
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	1	1
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	1	1

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Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.	
Advancing equality of opportunity between people who belong to protected groups	☐
Eliminating unlawful discrimination, harassment and victimisation	☐
Fostering good relations between people who belong to protected characteristic groups	☐

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Table 5 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.

Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	**No Negative Impact**			
Race	**No Negative Impact**			
Sex (gender)	**No Negative Impact**			
Gender reassignment	**No Negative Impact**			
Sexual orientation	**No Negative Impact**			
Age	**No Negative Impact**			
Religion or belief	**No Negative Impact**			
Pregnancy or maternity	**No Negative Impact**			
Marriage/civil partnership	**No Negative Impact**			

Equality Analysis

6.   Decision on the proposed change

	Based on the information outlined in this Equality Analysis enter **X** in column 3 (**Conclusion**) alongside the relevant statement to show your conclusion.	
Decision	**Definition**	**Conclusion - Mark 'X' below**
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. **If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision**.	x
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. **If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form**	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. **If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.**	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	
Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet **Yes.**	Meeting title: Cabinet Date**: 10 February 2020**	

Equality Analysis

7. Sign-Off

Officers that must approve this decision	
Equality lead	**Name:** Yvonne Okiyo **Date:** 12.03.20 **Position:** Equalities Manager
Director	**Name:** **Date:** **Position:** Director of Housing and Social Investment

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For General Release

REPORT TO:	Cabinet 23 March 2020
SUBJECT:	Emergency Preparedness (Resilience) at Croydon Council
LEAD OFFICER:	Shifa Mustafa, Executive Director Place Sarah Hayward, Director Violence Reduction Unit
CABINET MEMBER:	Councillor Tony Newman, Leader of the Council Councillor Hamida Ali, Cabinet Member for Safer Croydon, Communities and Resilience.
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Corporate Plan for Croydon 2018-2022

Our outcomes

- Everyone feels safer in their street, neighbourhood and home

Our Council

- Operating Model - a system wide approach
- The importance of partnership

FINANCIAL IMPACT

This report does not propose any changes nor request amendments to the existing budget strategy in relation to Resilience.

FORWARD PLAN KEY DECISION REFERENCE NO.: Not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

1.1 To note the Council's established and robust resilience arrangements, and the continued commitment to continuous improvement of the arrangements.

1.2 Elected Members are encouraged to attend the locally delivered London Councils Civil Resilience Training for Councillors.

1.3 To note that local authority resilience-related Grenfell Tower Fire Inquiry Phase One Report recommendations will be included in the resilience team's work programme and overseen but the corporate Resilience Board.

1.4 Acknowledge the on-going pandemic preparedness activity with internal stakeholders and local partners.

1.5 To note the criticality of positive partnership relationships and importance of shared commitment to the development of local civil emergency preparedness, response and recovery.

2. EXECUTIVE SUMMARY

2.1 London local authorities have a central role to play in responding to major emergencies and other significant crises primarily within their borough boundary, but also across the capital. When such events happen, people expect councils to respond swiftly and effectively alongside other organisations, whilst continuing to deliver essential 'business-as-usual' services.

2.2 This report is to provide an overview of the resilience arrangements at Croydon Council whilst highlighting recent activity and current good practice in relation to:
- London local authority resilience structures and regional assurance protocol
- Croydon Council's overarching emergency response plan
- Elected Member civil emergency guidance and future training opportunities
- Regional and local approach to the Grenfell Tower Fire Inquiry Phase One report local authority resilience recommendations.
- The Council's and Croydon Resilience Forum's preparedness and approach to the novel coronavirus, COVID-19.

3. EMERGENCY MANAGEMENT (RESILIENCE) IN CROYDON

Civil Contingencies Act and principles of emergency preparedness at Croydon Council

3.1 Under the Civil Contingencies Act, local authorities have a responsibility to plan for, and respond to, major incidents. This includes the coordination of information sharing (internally and with partners) as well as response and recovery activities. Croydon Council's responsibility not only lies with on-borough incidents, but those within London and the UK that may have an impact on our staff and community.

3.2 The role of a local authority in an emergency or major incident includes:
- Supporting the emergency services and other organisations involved in the response;
- Providing support and care for the local and wider community; and
- Working with the local community to ensure recovery and restoration of normality as soon as possible.

3.3 Services the local authority will provide include the provision of:
- Assistance in the evacuation of the affected population;
- Engineering services and structural advice;
- Rest Centres for evacuated residents;

- Information to those affected by the incident;
- Temporary accommodation;
- Humanitarian Assistance activities such as welfare and psychosocial support;
- Counselling to survivors and council employees; and
- Short, medium, and long term recovery activities such as memorials, commemorations, regeneration.

3.4 The council works to the emergency management cycle, indicated in the diagram below, which comprises four main phases:
1. Preparation (plan development, training, and exercising);
2. Response (reducing an immediate risk or stopping things getting worse);
3. Recovery (a longer-term activity of rebuilding, restoring and rehabilitating the community); and
4. Mitigation (learning lessons, and ongoing work to build resilience and reduce vulnerability).

Figure 1 - Emergency management cycle

3.5 The Corporate Resilience Team coordinates the activities in this area. The team is substantively 4 staff (1 manager, 3 officers), however, since August 2019 one officer has been on secondment. The team has recently transferred from risk, insurance and corporate programme service in Resources to the violence reduction network in Place.

3.6 The team's responsibilities includes the maintenance of the council's generic Corporate Emergency Response Plan which describes the way the organisation responds to emergencies. This plan outlines the council's emergency command and control structure and links to other documented capabilities and emergency plans that the Corporate Resilience Team maintain, such as the Fuel Disruption Plan, Emergency Centres Plan, and the Severe Weather Plan. Emergency plans are reviewed and updated on a 3-year basis, or sooner if they are activated. The Corporate Emergency Response Plan has been recently reviewed and can be found in Appendix 1.

3.7 If required in the response to an incident, the Chief Executive (or her deputy), known as Council Gold, will be the representative for the Council in multi-agency Strategic Coordinating Group (SCG) meetings. A full council incident command

and control chart can be found on page 11 of the Corporate Emergency Response Plan in Appendix 1.

3.8   Councillor Hamida Ali was appointed in 2018 as a portfolio holder specifically for Resilience who also maintains an oversight of the resilience team activities and organisational resilience. The February Scrutiny report provides further operational detail of the team's operational activities over the past 12 months.

3.9   A corporate resilience board (CRB) was introduced by the chief executive in 2019, to maintain oversight of the corporate resilience programme and assist in setting the priorities for the resilience team and organisation. The board meets bi-monthly and is chaired by the chief executive.

Wider emergency preparedness (across Croydon and London)

3.10   As a category one responder, Croydon Council works within the emergency response frameworks of JESIP (Joint Emergency Services Interoperability Programme), LESLP (London Emergency Services Liaison Panel Major Incident Manual) and the London Resilience Strategic Coordination Protocol (SCP).

3.11   Locally, the Croydon Resilience Forum (CRF) is a statutory borough forum with the aim to co-ordinate, develop and implement an integrated approach to emergency response and management for the borough of Croydon. Its membership is varied and includes emergency planning officers/ representatives from a number of sectors with a role in emergency preparedness and response, including local authority, health, police, fire, voluntary, utility, environment, community, business, faith, and transport. CRF members are required to keep their organisations informed of actions and developments agreed in the meetings and associated training and exercises. The CRF is chaired by the council's resilience manager with secretariat provided by the resilience officers. Regular reports of CRF activity are made to the Croydon Local Strategic Partnership (LSP).

3.12   The Corporate Resilience Team work closely within the London Resilience network in support of the London Local Authority Gold (LLAG) arrangements for emergency planning and response within London.

3.13   Local Authorities, as part of the London Resilience Partnership and Forum are coordinated by the Local Authority Panel (LAP), a partnership sub-group. A further structure chart with annotation from the Local Authority Panel Business Plan is attached in background paper 4. A significant part of Croydon Council's contribution to building London's collective resilience arrangements is the Chief Executive chairing the LAP-implementation group and being a central member of the Local Authority Panel (LAP).

3.14   A major part of the Local Authority Panel (LAP) business plan has been the development and introduction of the Resilience Standards for London (RSL) which were introduced in Autumn 2019. The aim of the standards is to support better delivery of the regional local authority collective resilience programme and assess capability and organisational resilience levels. RSL replaced the previous London assurance programme Minimum Standards for London.

3.15 A self-assessment of the organisation's resilience in alignment to the RSL was undertaken in December/ January. It was a great tool for identifying the organisation's strengths as well as areas for improvement in regard to resilience. Outcomes will be informing the resilience board's priorities for 2020 and 2021. Part of the Local Authority Panel (LAP) assurance framework in regard to the RSLs is to undergo a Local Government Association (LGA) resilience audit every 4 years. It is not known when Croydon Council will undergo their LGA audit, however, the RSL, resilience work programme and overall commitment to resilience is good preparation for when it is scheduled. A summary of the self-assessment against the new standards is included as Appendix 2.

3.16 The Local Authority Panel (LAP) business plan and Resilience Standards for London (RSL) (background paper 5) content largely reflects the emergency planning 'Standardisation' programme, which has involved the standardising of emergency response protocols and procedures throughout all local authorities to raise the bar of incident response and recovery as well as enabling better cross-working and mutual aid provision during large incidents. The standardisation concept first started to be developed in 2015 following the Croydon floods with proof of concept demonstrated during the large London response exercise, 'Unified Response', in 2016 and then particularly in the response to the Grenfell Tower Fire and Chalcots Camden evacuation in 2017. Croydon's adoption of standardisation is reflected in a number of documents in procedures such as the Concept of Operations, the introduction of Council Silver role and changes to operational tools such as situation report templates and incident log keeping procedures.

3.17 Good organisational resilience and preparedness includes a robust business continuity management programme embedded within organisational culture. Over the last 7 years, the resilience team have persevered with a revised corporate programme to improve the Council's business continuity arrangements. The service arrangements includes heads of service reviewing/ completing their business impact assessment, followed by team managers reviewing/ completing their service business continuity plan.

3.18 The organisation achieved its highest ever completion rate of 96% during the annual review of 2019, which took approximately 6 months. The review's success is considered to be due to a very supportive corporate leadership team, persistence of the resilience team and the review taking place annually rather than biennially meaning there isn't a large amount to change making it more palatable for managers to complete. It also demonstrates the improvement in the embedment of business continuity planning as an everyday process which the resilience team have consistently promoted since refreshing the programme in 2013.

3.19 Business continuity workshops are being delivered to individual teams by the resilience team throughout 2020. This programme aims to bring teams together to support the validation of their team business continuity plan, raise awareness amongst team members and encourage the identification of gaps or improvements to the plan. The workshops have been very successful thus far and individual feedback forms confirm increased knowledge of business continuity as a result from attending the workshop.

3.20 A focus area for 2020/21, as identified through Resilience Standards for London (RSL) will be business continuity arrangements within the council's procurement, commissioning and contract management procedures. The preparations for the UK's exit from the European Union identified some good practices as well as identified areas for development.

Elected Members' Role in Civil Emergencies

3.21 The concept of standardisation has extended further than officers. It is well known the important role elected Members have in the response to civil emergencies. In response particularly following learning from the London incidents of 2017, a regional project between the Local Authority Panel (LAP) and London Councils resulted in a [Civil Resilience Handbook for London Councillors](#) (background paper 6) being published in 2019. One of the aims of the handbook is to ensure that political Leaders and Ward Councillors understand their clearly defined roles and responsibilities in relation to civil resilience and that the necessary support arrangements are put in place to enable Councillors to fulfil their roles effectively.

3.22 An additional output has been for London Councils to develop training packages aligned to the new guidance specifically for Leaders and elected Members. The Leader and Chief Executive attended the Leader training on 21 February in central London. A local version of the package for all Members will be available to boroughs from April and the resilience team are currently making arrangements to deliver sessions locally with the hope that all Members will be able to attend one of the sessions.

Grenfell Tower fire phase one inquiry recommendations for local authority resilience teams

3.23 Following the publication of the [Grenfell Tower Fire Phase 1 report](#) (background paper 7) on 30 October 2019, a review of the findings was been undertaken by London Resilience Group on behalf of the Local Authority Panel (LAP). The aim being to identify key learning relevant to London local authority resilience arrangements.

3.24 Particular attention was paid to Chapter 30 of the inquiry report, which examined the joint working arrangements in place for Category One responders on the night of the fire, in particular, how and the extent to which they communicated and co-operated with the London Fire Brigade and with each other. Local authorities are a Category One responder.

3.25 As detailed Appendix 3, each Inquiry recommendation relating to local authority resilience arrangements has firstly been assessed at a regional level via the Local Authority Panel (LAP), with an associated action and delivery lead. A number of the actions will first be incorporated via regional working groups such as Standardisation Group and delivered via the new LAP Business Plan. Other actions are for the direct responsibility of boroughs to self-assess.

3.26 All recommendations will be subsequently monitored through the Resilience Standards for London (RSL) assurance process of self-assessments, peer challenges and LGA audits. The resilience team will be making a formal

assessment of the recommendations in relation to Croydon Council and providing this to the Corporate Resilience Board on 27 April 2020.

3.27 Prior to the Grenfell Inquiry report, the Hackitt Report (background paper 8) was published in May 2018 following examination of the building and fire safety regulations and associated enforcement, focussing on multiple occupancy high-rise residential buildings.

3.28 Immediately following the Grenfell Tower Fire, Croydon Council were one of the first local authorities to take action in regard to the fire safety systems in its own housing stock. The fire safety and sprinkler installation programme took place throughout 2017 and 2018 as a direct response from learning from the Grenfell Tower Fire, demonstrating how committed the Administration and organisation are to mitigating against similar incidents and keeping our residents safe.

COVID-19 (Coronavirus) Pandemic Preparedness in Croydon

3.29 Council officers from resilience and public health have been closely monitoring the novel coronavirus (COVID-19) since first reported in Wuhan, China in January 2020.

3.30 Pandemic infectious disease presents a unique scenario in terms of prolonged pressures through a reduced workforce and potentially increased workload for some responders. Organisations are therefore expected to have business continuity plans to ensure that critical services and outputs continue to be delivered throughout a pandemic. Croydon Council annually reviews its business continuity preparedness, and has service reporting mechanisms should this be required to monitor the impact to council service delivery.

3.31 Representatives of relevant, key teams within Croydon Council and Croydon Resilience Forum are meeting and conversing on a regular basis to ensure the response is proportionate, and that robust plans are in place for escalation should that be required.

3.32 A current situation report regarding the council's response to the virus is included in Appendix 4. A similar summary report was provided to the Health & Social Care Scrutiny Sub-Committee (background paper 9) on 10th March.

3.33 Pandemic influenza arrangements are well established across the system, and so these planning assumptions have been used as a basis to inform planning until further information is known about the novel coronavirus (COVID-19).

3.34 The Croydon Council Pandemic Response Plan has been reviewed (March 2020) with the previous version of this plan was tested during Exercise Pandemic in November 2017, evidenced by the post exercise report. The plan is available in Appendix 05.

3.35 The Croydon Resilience Forum have reviewed the Multi-Agency Pandemic Response Plan (February 2020), by key stakeholders such as Croydon Health Services and the Clinical Commissioning Group. The previous version of this

plan was tested during Exercise Fever in October 2017, evidenced by the post exercise report. The plan is available in Appendix 06.

4. CONSULTATION

4.1 This report does not contain a request for decision. Thought it should be noted that as part of emergency management good practice, engagement and consultation during the preparation and planning phases is imperative. This supports a wide ranging view on response structures and procedures, raises awareness of preparedness activities and increases buy-in with stakeholders.

4.2 The corporate resilience team naturally collaborate and seek opinion from a number of stakeholders during plan review. Consultation audiences will differ depending on the plan or procedure that is being reviewed.

4.3 Wider consultation is also undertaken amongst the Croydon Resilience Forum when the resilience team/ council lead on the development or review of multi-agency plans. This has been recently undertaken with the multi-agency pandemic response plan review and multi-agency flood response plan review.

4.4 It is also standard practice at Croydon Council, following an emergency exercise/ test or response to an incident to conduct debriefs to identify learning, areas for improvement and good practice. This often covers a broader range of stakeholders and perspectives ranging from the very operational to highly strategic.

5 PRE-DECISION SCRUTINY

5.1 This report does not contain a request for decision. However, an initial report and update on the operational achievements of the resilience team and organisational resilience was presented at Scrutiny on Tuesday 25 February 2020 by Councillor Hamida Ali, Cabinet Member for Safer Croydon, Communities and Resilience (background paper 11).

5.2 In addition to the Scrutiny paper of 25 February, a short general overview of the council's emergency preparedness in respect to Covid-19 (coronavirus) was included in the presentation to Health Scrutiny on Tuesday 10 March 2020 by Rachel Flowers, Director of Public Health. A progression of this report is provided as the COVID-19 (Coronavirus) Preparedness in Croydon in Appendix 4.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 This report is for noting, and there are no direct financial implications arising from it.

Approved by: Ian Geary, Head of Finance, Resources & Accountancy

7. LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the report is for noting. There are no direct legal implications arising from the recommendations contained in this report.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer.

8. HUMAN RESOURCES IMPACT

8.1 This report does not propose any immediate changes or to the workforce or the HR policies and procedures framework. If any future changes are required there will be separate consultation in line with usual consultation processes.

Approved by: Sue Moorman, Director of Human Resources

9. EQUALITIES IMPACT

9.1 There is no change proposed nor key decision required, there are no equalities concerns in relation to this Cabinet paper. However, any future projects initiated from the incident report recommendations will undergo an equalities impact assessment where applicable.

Approved by: Yvonne Okiyo, Equalities Manager

10. ENVIRONMENTAL IMPACT

10.1 There is no environmental impact arising directly from this report.

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 There is no anticipated crime and disorder impact arising from this report.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 To acknowledge the current and ongoing work of the Corporate Resilience Team and note Croydon Council's preparedness as per the statutory responsibilities under the Civil Contingencies Act 2004.

13. OPTIONS CONSIDERED AND REJECTED

13.1 Not applicable.

14.   DATA PROTECTION IMPLICATIONS

14.1   **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

No

This paper is for general awareness and not a proposed change. However, any processing of personal data in emergencies is compliant to current government guidance as per the Civil Contingencies Act 2004.

14.2   **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

No

This paper is not presenting new or proposing any changes to current arrangements. As this part of the resilience planning process, DPIAs are completed as required and are often done collaboratively with internal and external stakeholders.

Approved by: Stephen Tate, Director Growth, Employment and Regeneration on behalf of Sarah Hayward, Director Violence Reduction Network

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CONTACT OFFICER: Kelly Jack, Resilience Manager, 0208 604 7295
                                         Sarah Hayward, Director Violence Reduction Network

APPENDICES TO THIS REPORT
1. Croydon Council Corporate Emergency Response Plan February 2020 (Cabinet)
2. RSL Summary report 2019 LB Croydon January 2020
3. Local Authority Panel: Grenfell Tower Fire – Phase 1 Inquiry Recommendations for Local Authorities (Resilience)
4. COVID-19 (Coronavirus) Preparedness in Croydon [to be published closer to time of Cabinet]
5. Croydon Council Pandemic Response Plan v2.0 March 2020 (Cabinet)

BACKGROUND PAPERS
1. Joint Emergency Services Interoperability Programme https://www.jesip.org.uk/home [link only]
2. London Emergency Services Liaison Panel Major Incident Procedure Manual https://www.london.gov.uk/sites/default/files/leslp_mi_procedure_manual_2019_version_10.1.pdf [link only]
3. London Resilience Partnership Strategic Coordination Protocol https://www.london.gov.uk/sites/default/files/strategic_coordination_protocol_version_7_3_web.pdf [link only]
4. London Local Authority governance structure January 2020 [provided]
5. Resilience Standards for London (RSL) Final v1.0 June 2019 [provided]

6. London Councils Civil Resilience Handbook for Councillors in London Local Authorities 2019 https://www.londoncouncils.gov.uk/members-area/civil-resilience-handbook-london-councillors [link only]
7. Grenfell Inquiry Phase One Report: https://www.grenfelltowerinquiry.org.uk/phase-1-report [link only]
8. Independent Review of Building Regulations and Fire Safety Report (Hackitt Report) https://www.gov.uk/government/publications/independent-review-of-building-regulations-and-fire-safety-final-report [link only]
9. Scrutiny: Health and Social Care Sub-Committee, Emergency Preparedness March 2020 report [link only]
10. Cabinet Member for Safer Croydon and Communities, Question Time February 2020 report. [link only]
11. [DRAFT] Croydon Resilience Forum Multi-Agency Pandemic Response Plan March 2020 (Cabinet)

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Resilience Team

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Croydon Council

Corporate Emergency Response Plan (CERP)

v1.1. February 2020

[Sensitive information has been redacted for Cabinet publication]

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Contents

Section A: Introduction

A.1 - Document information

Document Information				
Author(s)	Kelly Jack, Resilience Manager Abbie Cartmell, Resilience Officer Corporate Resilience Team			
Current version approved by	*Corporate Resilience Board*	DATE	*February 2020*	
Next review date	2022, or sooner if activated.	Resilience Standards Reference	Standard 5	
Distribution list	• Executive Leadership Team • Corporate Leadership Team • All those identified in this plan			
Superseded documents	• Corporate Emergency Management Team Quick Guide • Corporate Emergency Response Plan v1.0 2018			
Key related documents	• See Appendix 2			
Responsible Officer/s	Kelly Jack	Contact details	Kelly.jack@croydon.gov.uk	
	Jo Negrini		Via Resilience Team	
Acknowledgements				

Document revision record				
Version	Description of amendment	Reason for change	Author	Date
0.1	CEMT Quick Guide Draft	First draft	Kelly Jack	June 2017
0.2	Extension to include wider incident management principles/ procedures	User friendly; include more information in a single document; evolution to generic emergency management plan/ guide.	Kelly Jack	February 2018
0.3	Revision following consultation feedback & personnel changes		Kelly Jack	May 2018
1.0	Final version	Following C.Exec approval	Kelly Jack	May 2018
1.1.	All	Full document review	Abbie Cartmell	Feb 2020
1.2	*All*	*Reviewed following intial learning from Safer City*	*Abbie Cartmell*	*Planned April 2020*

Lessons incorporated into plan	
Lesson identified	Learnt during… (incl. date)
Available from the resilience team	Croydon tram incident, November 2016
Available from the resilience team	Terrorist attacks 2017
Available from the resilience team	Grenfell Tower fire 2017
Available from the resilience team	Exercise Safer City 2019

Record of Exercises, Testing or Activations			
Exercise / Training	Type	What was tested/ exercised?	Validation method
Ex. Safer City March 18	London Move to Critical	CEMT meeting alongside Move to Critical Plan	Tabletop / live activation
Ex. Safer City 19	Water contamination	BECC, CGG and CGG.	Live exercise

A.2 - Glossary

BECC	Borough Emergency Control Centre
	Based in the Town Hall, Room 2.12
BTP	British Transport Police
CBRNe	A term used to describe Chemical, Biological, Radiological, Nuclear and Explosive materials; with reference to malicious attacks
CG	Council Gold
CGG	Council Gold Group
COP	Common Operating Picture (Council)
CS	Council Silver
CSG	Council Silver Group
CONOPs	Concept of Operations
DRA	Duty Resilience Advisor
DSO	Dangerous Structures Officer
EDT	Emergency Duty Team
Emergency	An event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or the security of the UK or of a place in the UK
FCP	Forward Command Point / Forward Command Post (formally JESCC)
	Any service's command and control facility nearest the scene of the incident, responsible for immediate direction, deployment and security
FFRC	Family and Friends Reception Centre
HAC/ CAC	Humanitarian Assistance Centre / Community Assistance Centre
HALO	Humanitarian Assistance Lead Officer
HASG	Humanitarian Assistance
JESIP	Joint Emergency Services Interoperability Programme
LALO	Local Authority Liaison Officer
LAS	London Ambulance Service
LESLP	London Emergency Services Liaison Panel
LRG	London Resilience Group
	The body that coordinates the London Resilience Partnership and London Local Authority emergency planning teams
LFB	London Fire Brigade
LLACC	London Local Authority Coordination Centre
LLAG	London Local Authority Gold
MPS	Metropolitan Police Service
RA	Resilience Advisor
RC	Rest Centre
RCG	Recovery Coordinating Group
RvP	Rendezvous Point
	Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment
SCG	Strategic Coordinating Group
SLO	Service Link Officer

SME	Subject Matter Experts
SPOC	Single Point of Contact
SRC	Survivor Reception Centre
	Assistance centre in which survivors not requiring acute hospital treatment can be taken for short-term shelter and first aid
STAC	Scientific and Technical Advice Cell
TCG	Tactical Coordinating Group

A.3 - Background

As a Category One responder under the Civil Contingencies Act, the local authority has a responsibility to plan for, and respond to, major incidents. This includes the coordination of information sharing (internally and with partners) as well as response and recovery activities. Croydon Council's responsibility not only lies with on-borough incidents, but those within London and the UK that may have an impact on our staff and community.

The Corporate Resilience Team (CRT) work closely within the London Resilience network in support of the London Local Authority Gold (LLAG) arrangements for emergency planning and response within London.

The Croydon Council Concept of Operations (CONOPs) outlines the response framework and is the foundation for this plan. The internal coordinating structure, including roles and responsibilities are outlined in this document are to be used as guidance in the Council's response to an incident.

If required in the response to an incident, the Chief Executive (or her deputy), known as Council Gold, will be the representative for the Council in multi-agency Strategic Coordinating Group (SCG) meetings. Likewise, in an incident where the Council is the lead agency (e.g. flooding), the same may occur.

In a serious incident in Croydon or beyond, activation of internal arrangements may be required. **This document is designed to guide Croydon Council officers through the expected response during such incidents and outline key roles, responsibilities and actions.**

A.4 - Triggers

A major incident has been declared within Croydon, London, or the UK, warranting local coordination; and includes one, or all, of the following:

- Croydon participation to a response to a major incident (*OR* an incident requiring strategic coordination of the response);
- Request from the Croydon MPS Borough Commander (i.e. in response to a violent attack in Croydon);
- London Local Authority Gold (LLAG) activation;
- London Local Authority Coordination Centre request for local information gathering & sharing where strategic coordination is required;
- Full activation of the Borough Emergency Control Centre (BECC);
- National (terrorism) threat level is raised to CRITICAL – *an attack is imminent*.

A.5 - Types of Incident

Rapid Onset / 'Big Bang'
• Events occur with little or no prior warning • The effects are usually felt immediately • *Transportation accidents; utility failure; industrial accidents; acts of terrorism etc.*

Rising Tide
• Events have a lead in time of days, weeks or even months • The onset can be gradual and the final impact may not always be apparent early on • *Health pandemics; flooding; foot and mouth disease; industrial action etc.*

A.6 - Levels of Incident

		Business Continuity Incident
Manifestation	**Significant Incident**	An incident that requires special activities by council services, coordinated by the Duty Resilience Officer.
Rising Tide / Rapid Onset	**Major Incident**	Declared by the emergency services (or the local authority for flooding), this is an incident that requires the implementation of special arrangements by one or more of the emergency services and will generally include the involvement, either directly or indirectly, of large numbers of people.
	Pan-London Incident	Where a large incident, or a number of incidents, directly or indirectly impact a large part of the city and so require a joint-borough response.
	National Incident	When the scale or complexity of an incident/s is such that some degree of central government support or co-ordination becomes necessary. As a last resort, central government may use emergency powers to make temporary legislation in order to prevent, control or mitigate an aspect or effect of the emergency.
Manifestation	**Business Continuity Incident**	A disruption to single or multiple council services that affects the council's ability to operate normally. Any of the above incident types can concurrently be a business continuity incident

The Croydon Council Concept of Operations (CONOPs) outlines the following additional classifications to help determine and describe different incidents.

i. **Local** – *where an incident impacts a single local authority and it is able to respond without external support. The LLACC and LLAG are unlikely to be aware until after the conclusion of the incident, if at all.*

ii. **Local plus locally arranged support** – *this is an incident where low-levels of mutual aid can be easily arranged locally, without the need for LLACC support and coordination. This may include*

resources such as emergency centre kit, technical expertise (e.g. a dangerous structure engineer) or additional trained emergency centre staff to supplement local resources. The LLACC is aware even if not responding. LLAG is made aware of the incident by the LLACC and may communicate with the Chief Executives of the affected borough(s).

iii. **Pan-London** – *an incident of such severity, complexity or significance that the coordination arrangements for a collective LLA response are required, even if the incident itself is contained within the boundary of a single local authority. The LLACC and LLAG are actively involved in the incident response, attending the SCG and other multi-agency partnership coordination meetings as required. LLAG maintains dialogue with the Chief Executives of the affected borough(s).*

A.7 - Role of the Local Authority

The role of a local authority in an emergency/ major incident includes:

- Supporting the emergency services and other organisations involved in the response;
- Providing support and care for the local and wider community; and
- Working with the local community to ensure recovery and restoration of normality as soon as possible.

Services the local authority will provide include the provision of:

- Assistance in the evacuation of the affected population;
- Engineering services and structural advice;
- Rest Centres and emergency feeding;
- Information to those affected by the incident;
- Temporary accommodation;
- Humanitarian Assistance activities such as welfare and psychosocial support;
- Counselling to survivors and council employees; and
- Short, medium, and long term recovery activities such as memorials, commemorations, regeneration.

A.8 - Coordination Assumptions

- All activity is centrally coordinated by the Resilience Team.
- Service areas (i.e. communications, highways, community safety) will take responsibility for the coordination of the activities within their services areas (via designated Service Link Officers), as per the activities outlined in this document, decisions made within CGG or at the request of the Council Silver/ Resilience Advisor.
- Completed activities should be reported to the Resilience Team (BECC, if activated) to inform the council Common Operating Picture (COP).
- The Executive Leadership Team, including the Chief Executive, will form the core of the CGG.
- The Corporate Leadership Team (CLT), if not directly required, will undertake a supervisory role, allowing for Service Link Officers to undertake tactical and operational tasks in support of the emergency response.
- Council Silver will be included in all activations (regardless whether the Chief Executive is responding). The Council Silver will maintain situational awareness and act in support of operations at the request of the Chief Executive, or in her absence.

Section B: Command and Control

B.1 - Emergency Management Structure

Resilience Adviser

Chief Executive/ Council Gold

Council Gold Group (CGG)

GOLD
(strategic level)
In overall charge of each service; formulates the incident strategy

Council Silver

Duty Resilience Officer (DRO)*

SILVER
(tactical level)
Formulates the tactics to achieve the strategy

*upon full activation, the DRO assumes the role of Reslience Adviser. Council Silver assumes line responsibility for BECC, LALO & ECM.

Council Silver Group (CSG)

BECC Manager

Borough Emergency Control Centre (BECC)

BRONZE
(operational level)
Local authority operational services

Emergency Centre Manager (ECM)

Local Authority Liaison Officer (LALO)

Emergency Centre
(Survivor Reception Centre; Rest Centre; Friends & Family Reception Centre; Humanitarian Assistance Centre)
Council emergency centre officers working with partners, in particular, British Red Cross.

Officers in liaison with the LALO at the scene: CCTV; Communications; Building Control; Emergency Duty Team; Housing; Highways; Environment / Street Scene; Transport. Other agency representatives e.g. MPS, LFB, LAS

B.2 - Information channels and flow during an

Council group

Multi-agency group

Note: some or all of these channels maybe active during an incident.

Council Gold Group → Council Gold ← ↑ Verbal update / request for resource → London *LLACC / SCG*

↑ Progress report
↓ Additional action delegation

Local authority lead multi-agency groups:
- Humanitarian Assistance Steering Group
- Recovery Coordinating Group

Council Silver Group ← ↑ Progress report ↓ Additional action delegation — Council Silver

↑ Progress report
↓ Additional action delegation

↑↓ Situation Report

Borough Emergency Control Centre
If open, otherwise Duty Resilience Officer / Resilience Team

↑ Verbal update / request for resource

↑ Progress report
↓ Additional action delegation

at incident scene

LALO

Other operational council services

Duty press officer

Dangerous structures surveyor

↑ Verbal update / request for resource

Emergency Centre Manager *at emergency centre*

Council service areas coordinating activities within their area *e.g. highways, communications*

↑ Progress report
↓ Additional action delegation

B.3 - Summary of key roles in an emergency

ROLE	DESCRIPTION	AVAILABILITY	PERFORMED/ STAFFED BY
Council Gold	Council Gold is the strategic commander and has overall responsibility for the local authority's response. This will primarily be performed by the Chief Executive. Council Gold will attend the multi-agency strategic coordination group (SCG) on behalf of the local authority for an incident in Croydon. For incidents outside of Croydon, the Local Authority Gold Chief Exec/ Chief Exec of the affected borough will participate. The SCG is likely to be Chaired by the MPS. If other working groups are operational (e.g. HASG) then the Chair of those groups should also participate in SCGs.	Always – as soon as possible	Chief Executive; Deputy: a nominated Executive Director
Duty Resilience Advisor (DRA)/ Resilience Advisor	The DRA is the point of contact to respond and facilitate a council response to an emergency/ major incident. The DRA will arrange the deployment of a LALO to an incident scene, assist in the establishment of a Rest Centre, activation of the BECC and coordinate the elements of the wider response. The DRA is also responsible for activating, briefing and liaising with Council Silver to determine the wider needs and notification of Council Gold and the activation of the Council Gold Group.	Always	Resilience Team (4 x officers; rota system)
Council Silver	Council Silver is the tactical lead of the Council's response. They determine the best way to achieve the strategic priorities set by Council Gold and the CGG. Council Silver Chairs the Council Silver Group and is the conduit between the BECC Manager and Council Gold (Group). *See also Council Silver Group (CSG)*	Always	Corporate Leadership Team; Executive Leadership Team (All directors; rota system)
Duty Press Officer (DPO)	The Duty Press Officer is the first representative of the communications teams during an emergency. They will act as a liaison point for the DRA and ensure communications messages from the Council are coordinated. The role includes the consideration and coordination of media (including social media) statements and website updates. A duty web officer is available, however, the DPO should be contacted in the first instance.	Always	Communications & Engagement Team (Rota system)

Local Authority Liaison Officer (LALO)	The LALO is the local authority representative at the Forward Control Point (FCP)[1] of an incident and is the authority's operational (Bronze) representative at on-scene multi-agency meetings. They are the key link between the incident scene and the DRA/ BECC. It may be necessary to deploy more than one LALO and it is advisable to deploy an additional officer to provide scribing and administrative support.	Always – within 60 mins from request	Emergency response volunteers (8 x officers on rota; a further 11 are on a call-off list)
Emergency Centre Manager (ECM)	An Emergency Centre Manager (trained council staff member) is responsible for the set-up and running of a Rest Centre and will provide those displaced from their homes due to an incident temporary accommodation, essential care and amenities. They will also support the police in the operation of a Survivor Reception Centre or Friends & Family Reception Centre. They report to the DRA/ BECC.	Always	Emergency response volunteers (5 x officers; rota system)
Rest Centre/ Emergency Centre	A Rest Centre is a building designated by the local authority (or police) for temporary accommodation of evacuees and is intended as a short-term operation that pulls together the work of a range of responding agencies in an emergency. Support from the British Red Cross (BRC) may also be sought to assist the running of the Rest Centre. Other types of assistance centres (Survivor Reception Centre; Friends & Family Reception Centre) may be established by the police, and supported by the council's emergency response volunteers. More information about these centres is in Appendix 1. The Council may also choose to open a Community/ Humanitarian Assistance Centre following an incident, this multi-agency hub will be operated by the local authority.	Within 3 hours of request	Emergency response volunteers (approx. 50 x officers; call off list)
Dangerous Structures Officer (DSO)	The DSO is responsible for dealing with structures which are deemed to pose an immediate danger to the public. Their role is to deal with the immediate danger if the owner is not available to do so or is unknown at the time of the incident. Often a DSO is requested by the fire service following a fire or other damage (i.e. storm). They will provide updates to the LALO if on scene or the DRA/ BECC.	Always – as soon as possible	Building control team (rota system)
Borough Emergency Control	The aim of the BECC is to facilitate the corporate response to any major or serious incident, allowing structured and integrated support to be provided to the emergency services, other council's and the community, across all the borough resources.	Within 2 hours of request	Emergency response volunteers

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[1] Previously referred to as the Joint Emergency Services Coordination Centre (JESCC)

Centre (BECC)	The BECC may be set up and run to provide either an incident monitoring or an incident coordination function in response to an emergency. The BECC will be activated upon an incident requiring the efficient coordination of a considerable number of requests to support an incident response, which is beyond the capacity of the DRA / CRT. During an incident, all key information should be coordinated via the BECC to ensure full situational awareness and information/ document management. The BECC Manager has an important relationship with Council Silver to ensure they are kept abreast of the incident, provide information for Council Gold, the CSG and CGG.		(Approxc 50 x officers; call off list – includes 6 managers)
Council Gold Group (CGG)	The CGG are be responsible for the strategic co-ordination and monitoring of Council resources. It is Chaired by Council Gold. See page 17, and Appendices 5 & 7 for further guidance.	Upon activation of this plan/ as required by the Chief Executive/ Council Gold	Executive Leadership Team; Council Silver; Resilience Advisor; Duty/ Head of Comms.
Council Silver Group (CSG)	The CSG are responsible for the tactical identification and deployment of Council resources. It is Chaired by Council Silver. See pages 18-19, and Appendices 3 & 6 for further guidance.		Council Silver; Resilience Advisor; Communications; Service Link Officer(s).
Loggist (for Council Gold & Council Silver**)**	Someone trained in the practice of logging, who operates in a role dedicated to logging. All directors should have pre-nominated someone to undertake the loggist role should they be activated. A specific training session is available via the resilience team.	In line with incident need/ as required by Council Gold / Council Silver	Determined by each Director undertaking Council Silver/ Gold role.
Minute Taker (for Council Silver Group and Council Gold Group meetings)	The minute taker is responsible for taking minutes in the Council Silver Group and Council Gold Group meetings, maintaining the action and decision log that comes out of them, and ensuring that they are shared with the BECC. A specific training session is available via the resilience team.	In line with incident need/ as required by Council Gold / Council Silver	Secretariat to be provided by Democratic Services & Scrutiny Team.
Humanitarian Assistance Lead Officer (HALO)	The HALO will be appointed by Council Gold, and will typically be a director with responsibility for social care. The HALO will bring together partners including health, the police, and voluntary and faith sectors to oversee the humanitarian assistance effort. They form, and Chair, the Humanitarian Assistance Steering Group (HASG). https://www.london.gov.uk/sites/default/files/humanitarian_assistance_framework_v5.0.pdf	In line with incident need/ as required by Council Gold or the Strategic	Executive Director of Health, Wellbeing and Adults or Execuive Director of Children, Families and Education (or their deputy).

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Humanitarian Assistance Steering Group (HASG)	The purpose of the HASG is to determine the direction of the humanitarian assistance response, and to ensure coordination of the activities of the responders involved. The HASG keeps an overview of the needs of people affected, and takes action ensure there is appropriate support. Officers attending the HASG should be senior officers able to make resourcing decisions on behalf of their organisation.	Coordinating Group (SCG).	Chaired by the HALO. Multi-agency membership based on need of incident, i.e. welfare, public health, safeguarding, communities, housing
Recovery Coordinating Group (RCG)	The RCG is the strategic decision making body for the recovery phase, able to hold the broad overview and represent each agency's interests and statutory responsibilities. The group is a multi-agency group, Chaired by a local authority Executive Director. London Recovery Management Protocol	In line with incident need/ as required by the Chief Executive. BEFORE formal handover from the Police.	Executive Director as assigned by Council Gold.
Emergency Duty Team (EDT)	The Emergency Duty Team (EDT) consists of social workers, one of whom will be on duty from 5pm to 9am weekdays and 24 hours weekends/ bank holidays. They provide a prompt and effective response to members of the public and professionals who approach the local authority outside of office hours. They aim to work collaboratively with other agencies and departments within the council to ensure a coordinated approach to the provision of services outside of office hours. This includes acting on behalf of the Homeless Persons Unit in arranging placements for families and vulnerable individuals who become homeless. EDT and the DRA will liaise with each other if the incident has resulted in a small number of evacuees.	Always	Social work team (rota system). Contact via CCTV.

Note: some emergency response volunteers are trained in more than one role – i.e. LALO and Emergency Centre. There are currently approx. 110 volunteers within the authority to undertake LALO, BECC & Rest Centre roles. There is an on-going recruitment, training and exercising programme.

B.4 - Gold (Strategic) Level

B.4.1 - Council Gold

Council Gold is the strategic commander and has overall responsibility for the local authority's response. This will primarily be performed by the Chief Executive, however in their absence they will nominate an Executive Director as their deputy. They are responsible for Chairing the Council Gold Group and supporting Council Silver in their delivery of the tactical plan.

They are also responsible for representing the local authority at the multi-agency Strategic Coordinating Group (SCG).

The Council Gold Group (CGG) will be convened on the decision of the Chief Executive/ Council Gold following the declaration of a major incident, or incident of significance which warrants the convening of the group. It will be a strategic level group.

B.4.2 - Council Gold Group (CGG)

B.4.2.1 Responsibilities of the CGG

The CGG, alongside Council Silver and Resilience Advisor, will be **responsible for the overall management, co-ordination, control, and monitoring** of the emergency situation and disaster recovery actions. A suggested CGG meeting agenda is in Appendix 5.

A CGG meeting is likely to focus closely on:

- The impact of the incident on the local community;
- Continuity of local public services;
- The resourcing needs of the local authority and other local partners; and
- Local stakeholder management.

The CGG should:

- Provide **strategic** direction and resource coordination of the council response, during and post-incident;
- Develop a strategy document outlining the Council's intentions, which aligns to the multi-agency (SCG) strategy;
- Direct measures to prevent loss or damage to life, property and resources and making the incident site secure and safe;
- Evaluate the extent of the damage and the potential consequences;
- Enable Council Silver to undertake the tactical responsibilities of the incident;
- Authorise recovery procedures in order to provide an operational service to staff and clients;
- Consider and authorise requests for mutual aid.
- Liaise with the Leader, members and external VIPs (specifically Council Gold);
- Monitor overall expenditure agreed via Council Silver
- Provide strategic direction for the borough and organisation of the return to normality once the emergency period has passed.

B.4.2.2 Ongoing actions

- Advise Council Silver on any changes to the multi-agency or council strategy;
- Maintain oversight of communications messages;
- Briefing of the Leader and Members;
- Consider strategic financial, resourcing and business continuity implications;
- Resolve any issues that have been escalated from other levels of incident response (e.g. the CSG / BECC)
- Receive regular COPs from Council Silver and/or Corporate Resilience Team / BECC.

B.4.2.3 Location

CGG officers will be located in **their office,** or **at home**. If it is a serious incident, then a CGG may need to be convened and will be based at **Bernard Weatherill House**, or **Strand House** (fall-back location. CGG/ will be notified of the location and time of meeting.

A large amount of the coordination activities can be carried out and confirmed to the BECC (if opened) or DRA/ Resilience Advisor via e-mail (to inform the Common Operating Picture). However, Council Gold may feel it appropriate for the CGG to meet or hold a teleconference.

If so, the BECC/ DRA will schedule the meeting / teleconference (& provide dial-in details).

B.5 - Silver (Tactical Level)

B.5.1 - Council Silver

Council Silver is activated in incidents that require enhanced coordination and acts as the tactical manager of the local authority response. This officer determines the best way to achieve the strategic priorities as determined by Council Gold. A suggested CSG meeting agenda is in Appendix 6 as well as in the Council Silver handbook.

Main responsibilities include:

- Assess the incident and monitor whether the Local Authority's response is proportionate and appropriate;
- Inform and liaise regularly with Council Gold;
- Develop the Tactical Plan for responding to the emergency in line with the strategic intent provided by Council Gold;
- Activate and chair a Council Silver Group (CSG) where necessary;
- Attend and brief Council Gold (Group) (CGG);
- Support the Borough Emergency Control Centre (BECC) Manager in the operation of the BECC;
- Enable the coordination of resources on the ground
- Authorisation and control of expenditure arising out of response and recovery operations.

A full Council Silver Handbook and a tactical plan template can be accessed via the dedicated SharePoint site.

B.5.2 - Council Silver Group (CSG)

The Council Silver Group (CSG) will be convened on the decision of the Council Silver and Council Gold following the declaration of a major incident, or incident of significance which warrants the convening of a group. It will be a tactical level group comprising directors/ heads of service/ team managers (known as Service Link Officers) of the council teams already or likely to be involved in the emergency response A suggested membership list of the CSG is in Appendix 3.

B.5.2.1 Responsibilities of the CSG

The CSG should be supportive in: ensuring that service areas required as part of the emergency response undertake desired tasks as requested by the Borough Emergency Control Centre (BECC) / Council Silver; timely updates are provided on tasks allocated to them; and that Service Link Officers (SLOs) identified for each responding services have made contact with the designated BECC Officer responsible for their service area.

Purpose: Provide tactical coordination of resources at a local level.

Chair: Council Silver

Focus:
- Reviewing the tactical plan
- Management of resources
- Outstanding actions & issues
- Agreeing priorities

B.5.2.2 Location

CSG officers will be located in **their office,** or **at home**. If it is a serious incident, then a CSG may need to be convened and will be based at **Bernard Weatherill House**, or **Strand House** (fall-back location. CSG will be notified of the location and time of meeting.

A large amount of the coordination activities can be carried out and confirmed to the BECC (if opened) or DRA/ Resilience Advisor via e-mail (to inform the Common Operating Picture). However, Council Gold may feel it appropriate for the CGG to meet or hold a teleconference.

If so, the BECC/ DRA will schedule the meeting / teleconference (& provide dial-in details).

B.5.3 - Borough Emergency Control Centre (BECC)

The Borough Emergency Control Centre (BECC) is the coordination hub of the local authority emergency response. All key incident information should go through the BECC to be able to be input into the Incident Log.

The BECC will be opened upon the decision of Council Silver and the Resilience Advisor. Note: the functions of the BECC may be undertaken in smaller incidents by the Duty Resilience Officer (DRA) and resilience team.

B.5.3.1 Roles and responsibilities of the BECC

The primary objectives of the BECC are to:
- Coordinate local authority operational services;

- Maintain situational awareness to support decision makers and inform communications and media handling;

- Maintain an operational record of the local authority's response to the incident (Incident Log);

- Produce Common Operating Pictures / situation reports (internal and external); and

- Provide a single point of contact for partnership liaison (once open);

- Meet requests of London Local Authority Gold (LLAG) via the London Local Authority Coordination Centre (LLACC) (if open).

B.5.3.2 Location

The BECC is located in Room 2.12 of the Town Hall (resilience team office). There is also a secondary location identified should the Town Hall and BWH be unavailable.

B.6 - Council Service Areas of Emergency Response Support

B.6.1 - Resources Department
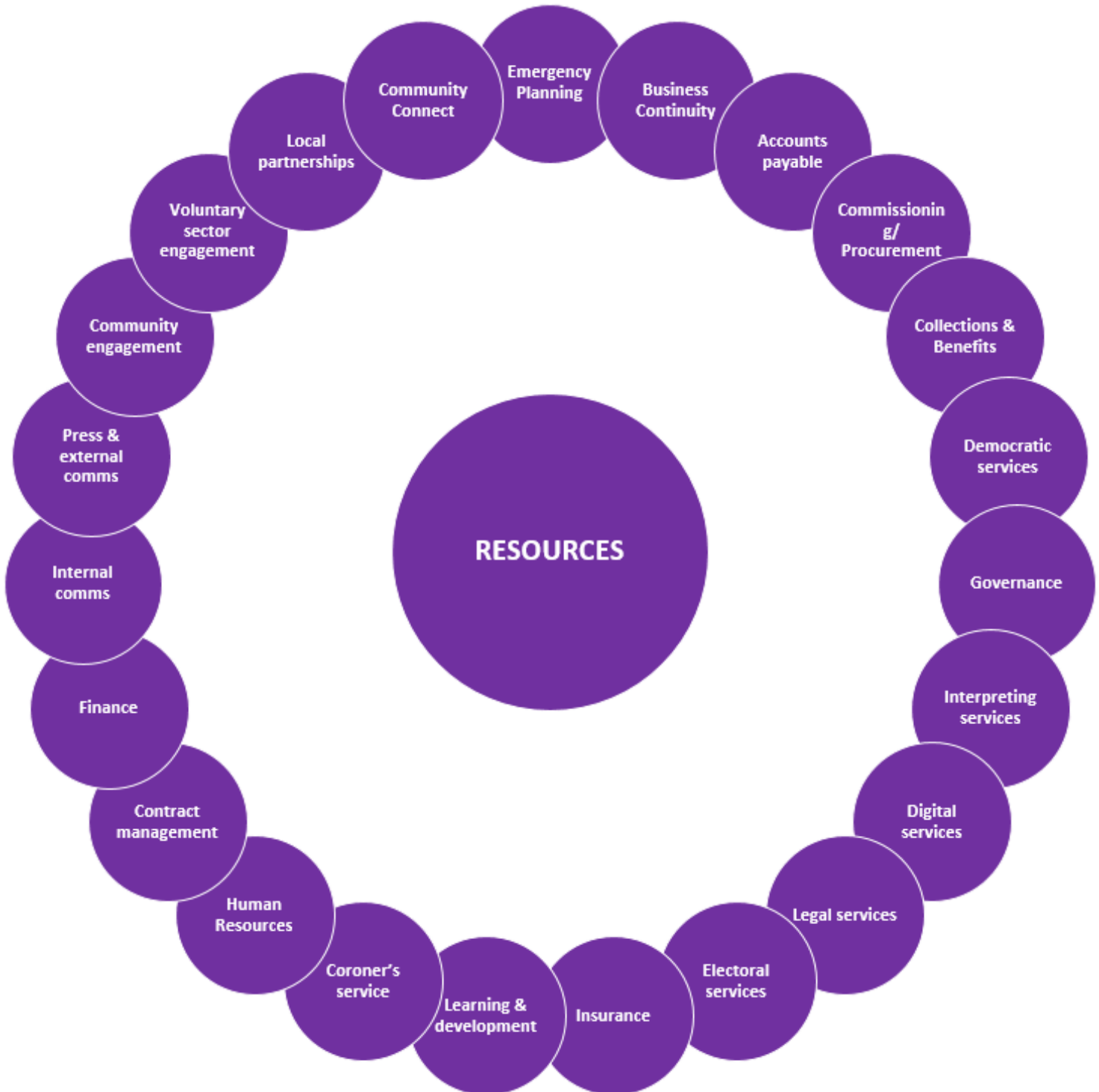
B.6.2 - Place Department
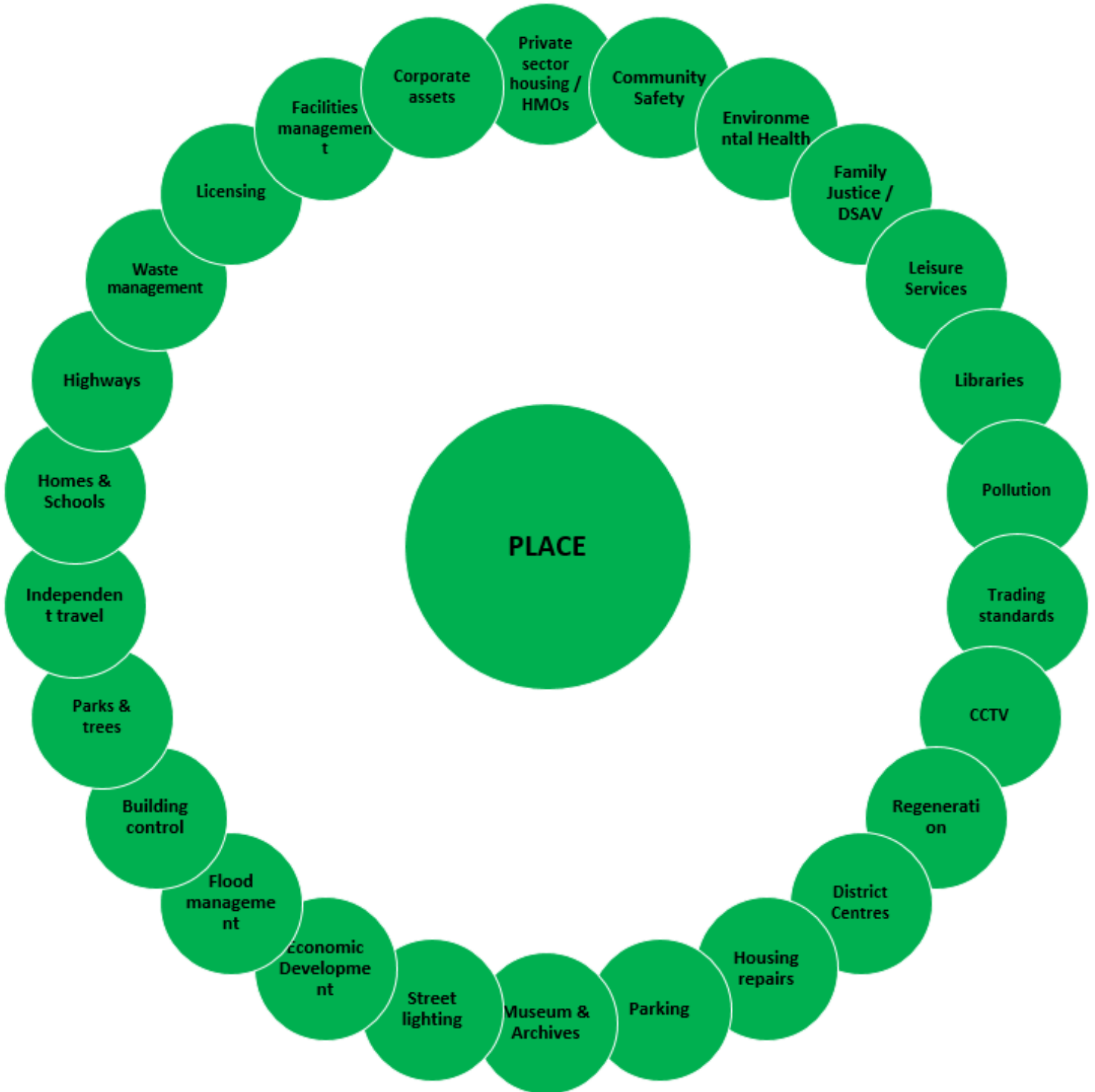
B.6.3 - Children, Families and Education (CFE) Department

The diagram shows "CHILDREN, FAMILIES & EDUCATION" at the centre, surrounded by:
- Safeguarding / MASH / EDT
- Children's social care
- School liaison (place planning, admissions, access & inclusion)
- Educational psychology
- Care planning & quality assurance
- Youth engagement
- Early help
- Adolescent services
- Special educational needs & disabilities
- UASC
- Corporate parenting

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B.6.4 - Health, Wellbeing & Adults (HWA) Department

B.7 - Elected Members

It is recognised and acknowledged that many elected members are involved in community organisations, school governing bodies and local charities. As such they will be able to contribute a great deal in providing support to their community and providing the vital 'link' between the council and those affected by the incident.

During an incident, Council Gold will notify and liaise with:

- the Leader of the Council/ opposition Leader;
- relevant cabinet member;
- affected ward councillors.

The roles of Councillors can include the following but are not mandatory,

- attending emergency centres
- advising council officers on local issues
- identifying vulnerable residents
- relaying information between the council and the community (and back again)
- assisting with the media
- attending and 'chairing' local residents forums
- being the focus for community consultation procedures
- being involved to assist in creating the strategy and support in the 'recovery phase' of the incident

Further guidance can be found in the LGA's 'Civil Resilience Handbook for London Councillors'.

B.8 - Responder (Staff) Welfare

Many individuals involved in a major incident will suffer short-term effects. In most cases distress is transient and not associated with dysfunction or indicative of people developing mental disorders. Some people's distress may last longer and is more incapacitating.

The majority of people do not require access to specialist mental healthcare; although a small proportion may do so. It is important to access the right help at the right time, for example providing a single session of debriefing as a form of treatment is not recommended, nor as an immediate response to incident[2].

The wellbeing of our staff that have responded as part of the incident needs careful consideration and specific support should be provided. It is important to consider everyone that has played a role in the response as a person does not have to have been "at the scene" to be impacted by such an event. The council should be sure to include frontline responders, BECC staff, CGG, CSG, resilience team, key service areas, elected members.

The trauma experienced may not necessarily be in regard to the atrocities of the incident, but from the commitment and energy given to the organisation and community in their response role.

There are a number of tools to help guide the council in best supporting their staff following a major incident. This could include ensuring time off in lieu is taken, "thank yous" are provided, informal debriefing (coffee and chat) or signposting to clinical support. It will be important to maintain support for a considerable time following the incident, particularly around anniversaries and inquests or enquiries where memories or feelings about the response are likely to resurface.

At Croydon, responder welfare should be considered by the human resources and public health teams and should be an early agenda item at the CGG meetings.

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[2] https://www.healthylondon.org/wp-content/uploads/2017/10/London-incident-support-pathway-for-first-responders-.pdf

Section C: Regional and Multi-Agency Coordination

C.1 - LLAG & the LLACC

- The duty London Local Authority Chief Executive (LLAG) will participate in (London) Strategic Coordinating Group meetings on behalf of all 33 London local authorities.
- They have responsibility to represent local authorities at these meetings.
    - Their information and requests to partners will be based upon information fed from local authority resilience teams to the London Local Authority Coordination Centre (LLACC).
- **LLAG will update Chief Executives directly.**
- **The LLACC will update resilience teams directly.** The LLACC will include situational awareness updates, requests for borough SitReps and required local actions.
- The Croydon Borough Emergency Control Centre (BECC) may be activated to support the monitoring and coordination of information from the LLACC.

C.2 - Mutual Aid

There may be occasions where Croydon Council cannot alone deal with all the activities required to respond to the incident and/or deal with the aftermath.

The incident may also span across the border with a neighbouring borough.

In this instance, there is a 'Mutual Aid' protocol in existence that allows any one borough to call for assistance from another borough. This requires the authority of the Chief Executive of the 'affected borough' and that same borough is liable for costs incurred.

These requests for mutual aid are usually managed through the London Local Authority Co-ordination Centre (LLACC) but our first port of call is usually those nearest to Croydon through our sub regional resilience forum. There have been examples of Croydon providing mutual aid, namely during the Grenfell Tower fire and Camden evacuation in summer 2017.

Gold Resolution

Mutual Aid Protocol *(Note: this is undergoing review following the incidents of 2017, and is due to be finalised in 2020)*

C.3 - Multi-Agency Working

Naturally, most incidents will require a coordinated effort from a number of response agencies. As a category one responder, Croydon Council works within the emergency response frameworks of JESIP (Joint Emergency Services Interoperability Programme), LESLP (London Emergency Services Liaison Panel Major Incident Manual) and the London Resilience Strategic Coordination Protocol (SCP).

The Joint Decision Model (JDM) – how agencies work together to achieve an effective response is depicted below:
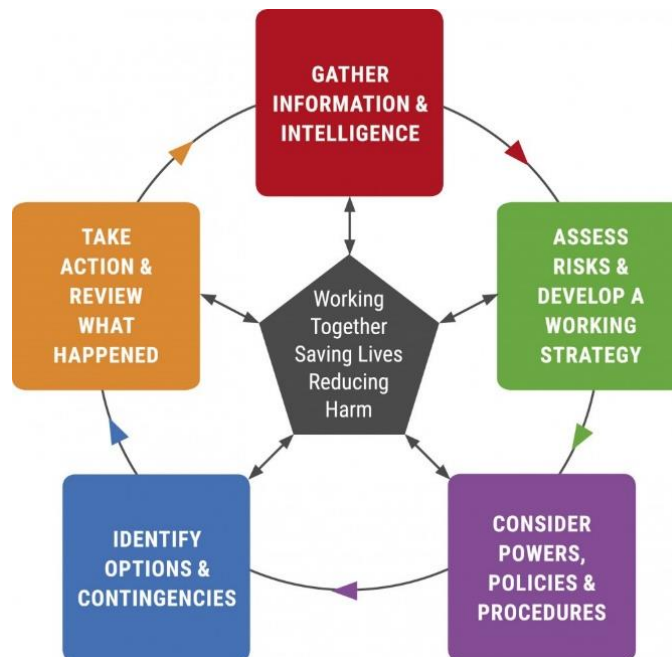
The resilience team will guide the council through the joint response arrangements. The 'METHANE' model is an established reporting framework which provides a common structure for responders and their control rooms to share major incident information – which ultimately supports situational awareness. The model and further situational awareness tools can be found in *Situational Awareness* on page 35.

Agencies other than the emergency services and local authority are likely to be part of the response. This could be the NHS, Environment Agency, utility or transport companies, the voluntary and private sector.

As part of the response, it may be necessary for local strategic leaders (i.e. Chief Executives and Borough Commanders) to meet regularly (outside of any possibly activated London strategic structures) to discuss local needs and activitie

C.4 - Voluntary and Faith Sector

Croydon Council has many relationships with the voluntary sector and faith community. In a large scale incident, these groups can provide support in warning and informing, as well as supporting the operational response.

Key relationships:

- British Red Cross (emergency centre support, befriending and first aid)
- Victim Support (emergency centre support and befriending)
- Samaritans (emergency centre support and befriending)
- Faiths in Croydon
- Archdeacon and Bishop of Croydon
- Croydon Voluntary Action (community volunteers, e.g. door knocking)

The corporate resilience and the communities & equalities teams hold contact details for community voluntary and faith groups.

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C.5 - Croydon Resilience Forum

The Croydon Resilience Forum (CRF) is a statutory borough forum with the aim to co-ordinate, develop and implement an integrated approach to emergency response and management for the borough of Croydon.

Its membership is varied and includes emergency planning officers/ representatives from mostly Category One and Two responder agencies.

Category 1:

Croydon Council	Metropolitan Police Service	NHS
• Resilience Team (Chair & Secretariat) • Public Health • Communities	• South BCU Teams (Neighbourhoods, Operations & Counter Terrorism) • Central emergency planning hub	• NHS England (London) South London EPRR • Croydon University Hospital • Croydon Health Services (CHS) Trust • South London & Maudsley (SlaM) NHS Trust • Croydon Clinical Commissioning Group (CCG)
London Ambulance Service • Croydon • South London EPRR	British Transport Police • Croydon • London B Division	
London Fire Brigade • Croydon stations	Public Health England • South London EPRR	Environment Agency

Category 2:

Network Rail / Southern Rail / TfL
SES Water / Thames Water
SGN

Other (Voluntary, Faith & Businesses):

British Red Cross: South London
Samaritans
Victim Support
Archdeacon of Croydon
Croydon Volunteer Association/ Centre
Croydon BID

The CRF meets at least three times a year and may call an extraordinary meeting following an incident.

CRF members are required to keep their organisations informed of actions and developments agreed in the meetings and associated training and exercises. In addition they should inform Chief Executives, elected members and governing board of actions following a (major) incident. Regular reports of CRF activity are made to the Croydon Local Strategic Partnership (LSP).

The forum's terms of reference and business plan can be obtained from the Resilience Team.

Section D: Communicating in an Incident

The LBC Communicating in an Incident Plan details the arrangements and tools available to communicate with the public and council staff prior to a known potential incident, during, and after an emergency.

D.1 - External Communications

The challenges faced by communicators in responding effectively during an emergency have increased. The 24 hour news cycle, combined with widespread use of social media and almost universal ownership of smartphones means information, rumour and speculation can come from multiple sources and gain widespread coverage extremely quickly – increasing the need for official, accurate and consistent information to be provided rapidly.

The multi-agency nature of the response to incidents also creates its own challenges – co-ordinating the release of information from multiple agencies with potentially different views and priorities is crucial to avoid public confusion.

Croydon Council has a duty to "maintain arrangements to warn the public and to provide information and advice to the public, if an emergency is likely to occur or has occurred". The public have a need to know how it will be affected by an incident and what actions it should take to minimise its impact. Depending on the nature and scale of an incident, public messaging will take place at three levels: local (borough) level, regional and national.

In the majority of smaller scale and single site 'significant incidents', messages to the public will be 'bottom up' with the majority of messages taking place at local level. For incidents with a much wider impact a 'top down' approach to communicating with the public may be necessary with key messages being determined regionally or nationally. The London Resilience Gold Communications Group is responsible for coordinating strategic communications in London during a pan-London major incident by ensuring that mechanisms and structures are in place to share key messages with a particular audience and the wider public.

D.2 - Internal Communications

The Corporate Comms team key responsibilities with communicating with internal staff are:

- Ensuring that council staff are kept regularly updated;
- Regularly update the council intranet with agreed messaging;
- Send out all staff emails / windows desktop notifications for business critical communications; and
- Coordinate PA information announcements for staff in BWH

D.2.1 - Everbridge

Everbridge is the council's incident mass notification tool. It is managed by the resilience team and is used for incident notifications. It is used to inform staff, members and the Croydon Resilience Forum.

Everbridge is a core part of the activation mechanism for many of the council's and resilience forum's plans. The Everbridge Guide outlines how and when it is used.

The LBC Communicating in an Incident Plan details the arrangements and tools available to communicate with the public and council staff prior to a known potential incident, during, and after an emergency.

Section E: Situational Awareness, Information Sharing and Management

Maintaining situational awareness throughout the life of an incident is important to ensure that agencies can actively respond and plan ahead for recovery activities.

E.1 - METHANE

For the emergency response phase, the JESIP 'METHANE' model is an established reporting framework which provides a common structure for responders and their control rooms to share major incident information – which ultimately supports situational awareness.

It is a helpful tool for passing key information about major or complex incidents to control rooms or partners. Multi-agency meetings (at all levels) may start with the latest METHANE report.

M	**MAJOR INCIDENT**	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)	*Include the date and time of any declaration.*
E	**EXACT LOCATION**	What is the exact location or geographical area of the incident?	*Be as precise as possible, using a system that will be understood by all responders.*
T	**TYPE OF INCIDENT**	What kind of incident is it?	*For example, flooding, fire, utility failure or disease outbreak.*
H	**HAZARDS**	What hazards or potential hazards can be identified?	*Consider the likelihood of a hazard and the potential severity of any impact.*
A	**ACCESS**	What are the best routes for access and egress?	*Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.*
N	**NUMBER OF CASUALTIES**	How many casualties are there, and what condition are they in?	*Use an agreed classification system such as 'P1', 'P2', 'P3' and 'dead'.*
E	**EMERGENCY SERVICES**	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	*Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.*

E.2 - Common Operating Picture (COP)

Sustaining a clear information picture across the council, and amongst partners, during an incident is essential. A Common Operating Picture (COP) will be used by the resilience team to regularly share the most pertinent information relating to an incident with CGG, CSG, key staff, Members and partners. This assists in shared knowledge, efficiencies in information sharing and a reduced need to read minutes and reports to source key pieces of information.

The Croydon Council COP template is depicted below:

Completed by	*Name*	Doc No.	
	Role	Date of issue	
Name of incident		Time of issue	
Council Gold	*Name*	*Contact number*	
Council Silver			
Duty Resilience Advisor			

		Content updated:	
		Date	**Time**
Incident Summary			
Exact location			
Cordon information			
Evacuated properties	*Number of residential properties:*		
	Addresses:		
	Number of commercial properties:		
	Addresses:		
Emergency Rest Centre	*Location:*		
	# attendees:		
	Manager name		
	# staff present:		
	Current shift ends at:		
	Known issues:		
Gas	On / Off	Details:		
Electricity	On / Off	Details:		
Water Supply	On / Off	Details:		
Drains & Sewers	On / Off	Details:		
	Last meeting time:		

Borough Emergency Control Centre (BECC) Management Procedures

London Local Authorities	Page 224		Content updated:	
			Date	**Time**
Council Gold Group (CGG)	*Next meeting time:*			
	Next minute taker:			
	Secretariat:			
Council Silver Group (CSG)	*Last meeting time:*			
	Next meeting time:			
	Next minute taker:			
	Secretariat:			
BECC opened?	YES / NO	dd/mm/yyyy	hh:mm	
Service Link Officers	**Department**	**Current Contact**		
	Social Care (Adults)			
	Social Care (Children's)			
	Schools & Education			
	Housing			
	Community Safety			
	Public Health			
	Environmental Health			
	Highways			
	Parking			
	Transport Services			
Issues requiring escalation to CSG / CGG	•			
Partner agencies supporting the council's response	•			
Other key organsations				
Business impacts				
Transport impacts				
External comms and media	*Key communications lines that have been released to the public, issues being experienced, etc.*			
Key times & dates to note				
Time/ date of next COP due				

E.3 - Information Sharing

All information should be treated with sensitivity and the Council's data protection policies should be adhered to. During an emergency, sharing information between partner agencies may have different rules applied to allow for freer flows of information for the overall benefit of those impacted (i.e. displaced or injured residents). Guidance on this can be found here and much of this is included and relevant to the Council's "Identifying Vulnerable People Plan".

Unless authorised, hard copy information should not be removed from the Borough Emergency Control Centre. There are confidential waste bins within the BECC, although no information should be disposed of unless agreed with the Resilience Manager.

E.4 - Record keeping and logging

Logs and records are needed for a variety of reasons – most importantly as a reference for what activity or decision took place when. Logs and records may be required at a later date to give an accurate account/evidence in court or in a review of Croydon Council's employees' involvement in an incident. A log can also be a useful tool when providing someone with a handover briefing.

Writing a log can be time consuming, so if additional help is needed a loggist can be employed.

The BECC is expected to maintain a central log overall of the incident – this is electronic, and centralised on SharePoint.

A paper log template is recommended for key response officers (Council Gold, Council Silver, Local Authority Liaison Officers) personal logs. It is recommended to keep a blank log book at work and at home. A template to print can be found here.

E.4.1.1 Guidance for logging (on paper):

- Write your log knowing that it may be called as evidence in court
- Start writing a log as soon as notification is received of an incident
- Include all actions, inactions and decisions (more below) taken and not taken
- Include key information and who communicated it
- Information should be noted in time order
- Use the 24hr clock
- Write as legibly as possible (someone else may need to read it later)
- Avoid acronyms- or make a note of the full phrase on every page if one is used
- If using names- include the full name (both first and surname)
- If noting emergency service personnel details, include call signs / ID numbers
- Anyone involved in an incident should write their own personal log
- Specific roles may have a central log to pass on to the next officer (such as Rest Centre Manager who may have a log for the Rest Centre as a whole)
- Errors should be crossed out with one line and initialled
- Only write on one side of the page
- Number each page.

E.4.1.2 Decisions

Council officers recording key decisions made should consider recording all the information available at the time of the decision- as this may not be apparent in hindsight. This might include:

- incident status
- problem requiring a decision
- the options considered
- the decision made
- why that decision was made,
- its impact, who has been informed of that decision
- action taken and also action not taken

Remember: Deciding to take no action is an acceptable option- just note why.
If it isn't written don – it didn't happen.

E.5 - Document Management

The BECC will ensure that all documentation (i.e. agendas, minutes, reports, critical information) is stored within the BECC incident folder within SharePoint.

This folder is pre-constructed with likely categories of information (e.g. SitReps; Welfare; Communications) for ease of BECC officers efficiently storing incoming information.

E.6 - Retention of Evidence/ Documentation

Major incidents are often followed by calls for a public enquiry, and violent deaths bring Coroner's inquests. Investigations by enforcement authorities are certain and claims for compensation will be made early on in the incident.

Many of the reports, memoranda, letters and records relating to council activities prior to an emergency or disaster (planning decisions, risk assessments, service provision decisions, etc.), may turn out to be crucial after the event. The historical background to a major incident will play a large part in determining responsibility and therefore legal liability to the victims.

The checklist shown below will be a good measure of protection against post-incident allegations that parts of the crucial historical background have gone astray. The resilience team should consult with the Director of Law & Governance to ensure that measures to preserve evidence/ documentation are put in place in the first few hours of the initial response.

Immediate Action Checklist - Evidence and Documentation Preservation
- Suspend all document destruction and archiving procedures.
- Notify all staff of their obligations to locate, preserve and safeguard documents.
- Emphasise the continuing nature of those obligations.
- Nominate an officer to co-ordinate preservation of documentary evidence.
- Draw up a list of personnel able to assist with location and collation of documents.
- Give advice on the conditions of legal professional privilege.
- Notify all services to collate and report files held.
- Print relevant computer data (including electronic mail) on disc or tape.
- Set in motion procedures to retrieve potentially relevant files from archive.
- Initiate recovery and safe custody of originals and all copies of internal documents.

Section F: Business Continuity

Depending on the type and scope of the incident that has occurred, Croydon Council may be dealing with a business continuity incident as well as providing an emergency response to the public.

The CGG should consult the resilience team and activate business continuity plans if required. It is likely that if a business continuity disruption is occurring at the same time, a specific sub-group to respond to the business need to reduce disruption or service failure will be required.

The Corporate Situation Reporting (SitRep) process may be activated to monitor the impacts that the incident is having on Council services.

Section G: Stand Down and Recovery

G.1 - Recovery Phase

Recovery is an integral part of the emergency management process. It can be characterised as the process of rebuilding, restoring and rehabilitating the community following an emergency.

The local authority is responsible for leading the recovery phase. A multi-agency Recovery Coordinating Group (RCG) will be established, Chaired by an Executive Director or the Chief Executive.

The group will work to:
- Meet the longer-term welfare needs of survivors (e.g. social services support and financial assistance from appeal funds) and the community (e.g. anniversaries and memorials, help-lines and drop-in centres); and
- Facilitate the remediation and reoccupation of sites or areas affected by the emergency.

Also, a major business continuity disruption may have long-lasting effects and may need a structured recovery programme to restore all services fully. In particular, the local authority may have to:
- Relocate displaced services by renting additional accommodation, increased home working, shared use of remaining office space;
- Work with telecoms and digital (IT) providers to reinstate systems;
- Seek staff with specialist skills from other local authorities via Mutual Aid.

The key areas of focus for the Recovery Coordinating Group are likely to include:
- Health and Welfare
- Community Recovery
- Finance and Legal
- Public Communications
- Environment and Infrastructure
- Business and Economic

The Croydon Recovery Plan[3] details the recovery phase in more detail and supports the principles of the London Recovery Management Protocol[4].

G.2 - Standing Down

It will be the responsibility of Council Gold to decide when it is appropriate to stand-down the BECC and the management of the emergency response via this response plan. The LALO, if deployed to or still at the scene, and emergency centre staff, will be consulted.

There are no set criteria for this decision. However, in most cases the decision to stand-down will follow a reduction of liaison and co-ordination activity between the BECC if opened, the responding services and departments and (if deployed) the LALO and emergency centre, to an extent that it is practical to continue with normal management arrangements.

Some elements of the response may be stood down before other elements – for example the scene may be cleared and the LALO stood down, but centre staff will remain in the Community Assistance Centre as this is a longer term provision.

If CGG has been sitting, a final meeting should be held to confirm the status of the emergency before the decision to stand-down is taken.

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[3] *Under full redevelopment*

[4] *London Recovery Management Protocol, v1, September 2016 (London Resilience Partnership)*

If the nature and scale of the incident requires a Recovery Coordinating Group to oversee the medium to long-term recovery, the BECC will segue from being the incident management control centre to the recovery co-ordination centre. This will enable a seamless transition between the two phases.

G.3 - Debriefing and Incident Reports

A review of the response to an incident by all agencies giving assistance is essential. This provides an opportunity to evaluate efficiency, to learn from experience gained and also offers a source of information to assist in ensuring investigation/inquiries. This process can be best achieved by a series of debriefs at all levels within all agencies involved, and concluding with a multi-agency debrief. The methods of debriefing with personnel involved in a major incident may vary within each individual service.

It will be beneficial to conduct a debrief for any role and across services if consideration is given to the following:

- Debriefing to start as soon after the incident as is practicable.
- Everyone to be involved, including personnel remote from the area of operations (e.g. BECC staff) should contribute to debriefing at some stage.
- The need for additional debriefing sessions for personnel involved in specific or specialist operations. Records made at the incident, particularly video recordings/ photographs, along with written reports will assist in debriefs. The debriefing process should culminate in a multi-agency forum that includes not only the emergency services but also any other agency that may have assisted in the overall response. It is important that each service is represented by personnel actually involved in operations, as it will be necessary to give first-hand accounts of events. Officers conducting debriefs must be aware of any disclosure implications, which may affect any future legal hearings.

There will be a number of different debriefs held following an incident. It is good practice to debrief all parts (i.e. groups/ meetings) and staff involved. Debriefing will take different forms and will be a mix of face to face discussions/ workshops and surveys.

Some debriefing will be multi-agency and some internally focussed. The resilience team will coordinate the debriefing programme. This may include sessions facilitated by the resilience team, police agencies, London Resilience Group or other appropriate officers (e.g. service managers or the learning & development team).

Section H: Appendicies

H.1 - APPENDIX 1: Types of emergency centre

Centre type	Purpose	Timescale	Lead
Survivor Reception Centre (SRC)	A secure location where survivors not requiring hospital treatment are taken for short term shelter. Evidence might also be gathered here.	Immediate – Short term	The Police will establish this type of centre to conduct their investigations. The local authority will take over the care of survivors once the investigation is over.
Rest Centre (RC)	A building designated or elected by the local authority for temporary accommodation of evacuees with overnight facilities.	Immediate – short term (up to 48 hours)	Local authority with support from police, voluntary sector and health service
Family and Friends Reception Centre (FFRC)	To help reunite family and friends with Survivors – it will provide the capacity to register, interview and provide shelter for family and friends	Short – medium term	The Police will establish this type of centre. The local authority will take provide the immediate practical and emotional needs for family members & friends.
Humanitarian Assistance Centre (HAC)	Provides a focal point for information and assistance to bereaved families and friends of those missing, injured or killed, survivors, and to all those directly affected by, and involved in, the emergency. This group is likely to include the friends and families of those missing and killed, survivors, and the wider community.	Medium – long term	Local authority with support from other agencies • NHS staff, if health monitoring is needed • Voluntary agencies and faith responders may need to attend to provide emotional support and care • Insurance companies • Benefits Agency • Registered Social Landlords, if social housing stock has been affected • The Police, if investigations are still on-going.
Community Assistance Centre (CAC)	Provides advice and support to people by a major incident. This may be activated, for example, when people are affected significantly and need advice and support but there are no mass fatalities and to support the recovery of local communities.	Short – long term	

More detail on each of these centre types can be found in the London Humanitarian Assistance Framework v5.0, April 2017.

H.2 - APPENDIX 2: Resilience Plans and Capability Documents

The below list outlines the resilience planning documents that support an emergency planning response. Some of the documents are under review or in development, with many adhering to the standards framework(s) for local authority emergency planning.

Many of the themes are underpinned by a London plan or framework. They can be found here.

The bevlow outlines the Resilience Documentation, Approving Board and Review Frequency

Approving Board: Executive Leadership Team	
Document name	**Frequency**
LBC Business Continuity Framework (viewed by Governance Board)	Biennial
LBC Corporate Emergency Response Plan	Biennial
LBC Corporate Business Continuity Plan	Biennial
LBC Recovery Management Plan	Triennial

Approving Board: Governance Board	
Document name	**Frequency**
LBC Communicating in an Incident	Biennial
LBC IT Disaster Recovery Plan *(via IT Steering Group)*	Biennial

Approving Persons: Executive Director Health, Wellbeing & Adults; and Executive Director Children, Families & Education.	
Document name	**Frequency**
LBC Humanitarian Assistance Plan	Triennial
LBC Identification of Vulnerable Persons Protocol	Triennial
LBC Excess Deaths Plan (alongside Director of Public Health)	Triennial

Approving Person: Director of Public Realm	
Document name	**Frequency**
LBC Evacuation Capability (alongside Executive Director of Place)	Annual
LBC Pipeline Safety Plan	Triennial
LBC Chemical, Biological, Radiological & Nuclear (explosion) [CBRNe] Capability	Triennial
LBC Notifiable Animal Disease Outbreak Plan	Triennial
LBC Structural Collapse & Site Clearance Capability	Triennial

Approving Person: Director of Public Health	
Document name	**Frequency**
LBC Pandemic Influenza Plan	Biennial
LBC Excess Deaths Plan (alongside Health, Wellbeing & Adults)	Triennial

Approving Person: South London Coroner	
Document name	**Frequency**
CRF Designated Disaster Mortuary (DDM) Plan (incl. Mass Fatalities planning)	Triennial
South London Coronial Area Excess Deaths Arrangements	Biennial
South London Coronial Area Mass Fatalities Incident Response Guidance Document	Triennial

Approving Person: Head of Risk & CPO	
Document name	**Frequency**

LBC Fuel Disruption Plan	Triennial
LBC Rest Centre Plan	Annual

Approving Person: Resilience Manager

Document name	Frequency
LBC BECC Management Procedures	Annual
LBC Resilience Training & Exercising Programme	Annual
LBC Severe Weather Guidance	Annual
LBC Radiation Emergency Preparedness & Public Information (REPPIR) Capability (via Head of Communication & Engagement)	Triennial

Approving Board: Croydon Resilience Forum (CRF)

Document name	Frequency
CRF Terms of Reference	Frequency as per resilience forum business plan & planning cycle.
CRF Borough Risk Register	
CRF Strategic Coordination Protocol	
CRF Humanitarian Assistance Plan	
CRF Identification of Vulnerable Persons Plan	
CRF Recovery Management Protocol	
CRF Structural Collapse & Site Clearance Capability	
CRF Pandemic Influenza Framework	
CRF Flood Response Plan	
CRF Fuel Disruption Plan	
CRF CBRNe Protocol	
CRF Pipeline Safety Capability	
CRF Utility Disruption Plan	

H.3 - APPENDIX 3: Council Silver Group (CSG) membership

The below list of leads responsive for specific service areas (as at 10/02/20). Their activities will be overseen by their relevant Executive Director.

Area of responsibility	(Strategic) Lead	Deputy(ies)
Strategic Management	Chief Executive	ELT
Resilience (Borough Emergency Control Centre / resilience advisor / London Resilience liaison)	Resilience Manager	Duty Resilience Advisor
Communications (internal, external, Members)	Head of Communication and Engagement	Media Relations Manager Duty Press Officer
Adult Social Care	Director of Operations	Assistant Director 0-65 Disability Service
Children Social Care	Director of Children's Social Care	Director of Education
Communities (incl. faith & voluntary sector)	Director of Policy and Partnerships	Community and Voluntary Sector Manager
Contact centre / Access Croydon	Head of Early Intervention and Resident Access	Contact Centre Manager
Facilities Management	Principal Facilities Manager	Facilities Manager
Housing	Head of Housing Assessment and Solutions	Head of Temproary Accommodation and Service Development
Human Resources	Director of HR	Head of HR
ICT	Chief Digital Officer	ICT Service & Contract Manager
Leader's Office	Director of Policy and Partnerships	Executive Officer (Leader and Cabinet Office)
Mayor's Office	Head of Electoral Services and Mayor's Office	Executive Officer (Mayor's Office)
Legal Services	Director of Law	Legal Service Business Manager
Public Health	Director of Public Health	Consultant in Public Health
Public Safety (incl. Prevent; Neighbourhood Officers; Events)	Director of Violence Reduction Unit	Head of Violence Reduction Unit
School Advice & Liaison	Director of Education and Youth Engagement	Head of Standards Safeguarding and Youth Engagement
Street & Highways Management (incl. waste management / street cleansing)	Director of Streets	Network Service Manager
Welfare & Benefits	Director of Finance, Risk and Investment	Head of Payments, Revenues, Benefits and Debt
Executive Leadership Team	Exec Director – Resources	Exec Director - Place
	Exec Director – Health, Wellbeing and Adults	Exec Director – Children, Families and Education
Standing recipients of the Common Operating Picture (COP)	*All of the above, plus*		
	Tony Newman Leader of the Council	Alison Butler & Stuart Collins Deputy Leaders	Hamida Ali Cabinet Member for Safety
	Tim Pollard	Lisa Taylor	

	Leader of the Conservative Party	Director of Finance, Investment & Risk	
	Council Silver Via DRA	CCTV	

H.4 - APPENDIX 4: 'operational rhythm'

The establishment of a routine of timed briefings, meetings and updates creates an 'operational rhythm' which will assist in structuring incident management and ensuring consistency between the CGG, CSG, BECC, emergency centre(s), the SCG, and activities at the scene.

An example of a Croydon Council operational rhythm might be:

08:00: Deadline for services to provide SitRep to BECC (ready for CSG & CGG)

09:00: Council Silver Group (CSG) meeting

10:00: Council Gold Group (CGG) meeting

10:45: BECC updated (following CSG)

11:00: SCG (multi-agency Gold) meeting (Chief Exec, HALO, DRA attend/ dial in)

11:45: BECC updated; COP sent to internal stakeholders

12:00: BECC sends Croydon SitRep to the LLACC

12:00: Leader updated

12:00: Humanitarian Assistance Steering Group (HASG) meeting

13:00: COP sent to CGG internal stakeholders (update to morning's activity)

14:00: Recovery Coordinating Group (RCG) Meeting

15:00: Business Continuity Working Group

16:00: All Member update

16:00: Deadline for services to provide SitRep **by exception** to BECC

17:30: BECC updated

18:00: COP sent to internal stakeholders (summary of afternoon meetings, key

points to note)

18:00: Evening close down or continue evening/overnight operations

H.5 - APPENDIX 5: CGG Agenda

Council Gold Group Meeting Agenda					
Incident Name					
Council Gold name			**Minute Taker name**		
Meeting Time (24hrs)		**Date (DDMMYY)**		**Meeting Number**	
Meeting paper location	*Link to Council Gold Group SharePoint Library*				

	Agenda Item / Considerations	**Owner**
1	Introductions	Council Gold
2	Review of actions from previous meeting (see CGG Action Log)	Council Gold / Minute taker
3	Incident overview • Situation briefing (using the COP) • Council emergency plans/frameworks that have been activated	Council Silver / Resilience Advisor
	Set the Council Strategy *[Remove after first meeting]* • Using the Gold Strategy Template, determine the Strategic Aim & Objectives • Link in with the multi-agency strategy	Council Gold
	Review the Council Strategy *[Add when required]* • Using the Gold Strategy Template, reviewing the Strategic Aim & Objectives • Link in with the multi-agency strategy	Council Gold

	Issues arising from:
	 • The COP (see *"Issues requiring escalation to CSG / CGG"* section)
	 • The Tactical Plan
	  o Strategic resourcing requirements
	  o Is mutual aid required?
		All

	Strategic Considerations • Business Continuity • Finance • Legal • Welfare	Relevant Executive Directors

	Communications
	 • Identify a Council Spokesperson *[Remove after first meeting]*
	 • What is the Communications Strategy?
	  o Residents, staff and partners
	  o Political engagement (elected Members, MPs, other political figures)
		Head of Communications

	[Confirm and add any other agenda items requested by Council Gold]	
	Horizon Scanning • Operational rhythm (future meeting times, COP, etc). • Move to recovery and establishment of a Recovery Coordinating Group	All
	Any other business	All
	Confirm next meeting time, date and location.	Council Gold
	Confirm actions and decisions arising from meeting	Council Gold / Minute taker

H.6 - APPENDIX 6: CSG Agenda

Council Silver Group Meeting Agenda					
Incident Name					
Council Gold name			**Minute Taker name**		
Meeting Time (24hrs)		**Date (DDMMYY)**		**Meeting Number**	
Meeting paper location	*Link to Council Silver Group SharePoint Library*				

	Agenda Item / Considerations	**Owner**
1	Introductions	Council Silver
2	Review of actions from previous meeting (see CSG Action Log)	Council Silver / Minute taker
3	Review of Tactical Plan - Plans & Frameworks activated - Common Operating Picture (COP) - Resources - Information management / situational awareness - Communication - Operational Rhythm	Council Silver
4	Additional Considerations - Business Continuity - Financial arrangements - Legal issues *(if required)*	Council Silver / Finance / Legal
5	Welfare and support for staff: - Implementing staff welfare arrangements	Council Silver / HR
6	Horizon Scanning - Consider the longer-term resource requirements if the disruption may continue beyond a few days. - Council Silver Group membership review	All
7	Any other business	All
8	Clarify actions arising from meeting	Minute taker

H.7 - APPENDIX 7: Croydon Council Emergency Response Strategy Template

Incident Overview: *[Insert description of incident]*

Strategic Aim *[Amend as required]*: To provide an effective emergency response, minimise the impact on Croydon's community and the environment, and aid the return to normality.

Strategic Objectives *[Remove/add as required]*:

- To protect life and minimise the impact upon the community
- To support other responding agencies
- To maintain continuity of service provision
- To promote public confidence through timely and effective communication
- To allocate resources effectively and efficiently.
- To assist the return to normality.

This strategy shall remain valid for: *[insert length of time (i.e. days / hours)]* and will next be reviewed at *[insert meeting e.g. Council Gold Group]* taking place at *[insert time and date]*.

This strategy was signed off and approved by:

Name: _____

Signature: _____

Incident role: _____

Time and Date: _____

H.8 - APPENDIX 8: Chronology of expected & potential activities – for serious incidents *in* Croydon

There will be various activities required of service areas in the response to a serious incident. Central coordination of these activities (and subsequent updates) will be by the Corporate Resilience Team. Below is a list of initial actions to be undertaken between the resilience team, Council Silver, Gold and CGG/CSG members.

*(**Note**: this list is not exhaustive and may require flexibility in the order that they are undertaken. Some tasks can be carried out independently while others will require others to be completed to be progressed)*

Activity	Responsible Officer	Comment
Notification / activation text message / e-mail to all standing members of CGG and CSG *(incl. latest situation update & next steps)*	Duty Resilience Advisor	Via Everbridge or Emergency Planning e-mail account
Informing the Leader *(situational awareness; confirmation that coordination is taking place)*	Jo Negrini / Council Silver	
Informing Ward Councillors / Cabinet *(situational awareness; confirmation that coordination is taking place)*	Jo Negrini / Council Silver	
Police Liaison – Borough Commander	Jo Negrini	Update Duty Resilience Advisor for COP
Opening of an Emergency Centre *(short term/overnight shelter or information points. See Appendix 1 for shelter types)*	Duty Resilience Advisor / Duty Emergency Centre Manager	
Housing Provision	Director of Housing Assessment & Solutions	
Highways Management *(coordination of traffic management; maintenance; debris clearance)*	Director of Public Realm / Head of Highways	
Open the Borough Emergency Control Centre (BECC) *(Room 2.12, Town Hall)*	Resilience Team / Emergency Response Volunteers	

Partner Liaison – **London Resilience Group Croydon Resilience Forum** *(local updates; event info; school information)*	Duty Resilience Advisor / Resilience Team	
Common Operating Picture *(including national, London and local updates)*	Duty Resilience Advisor / BECC Manager	Sent at appropriate intervals until incident 'stood down'
Establishment of incident SharePoint collaboration site for incident	Resilience Team	
Leader / Borough Commander Statement (*website; Twitter; Facebook*)	Helen Parrott	
Staff messaging (intranet / e-mail) *(incl. summary of situation, pertinent advice, reminder of corporate policy; EAP)*	Helen Parrott	Include 'next update' info
All Member update *(incl. summary of situation, pertinent advice, reminder of corporate policy)*	Helen Parrott	Include 'next update' info; Cc: Stephen Rowan; Seth Alker; Ramona Beckford / Gavin Handford. Resilience team to send if severe weather related.
Partner agency information *(Retweet / share key messages from MPS, LFB, LAS, GLA, London Resilience)*	Helen Parrott / Duty Press Officer	
School Information / Update *(provide / reaffirm police guidance where possible)*	Shelley Davies	Consultation with Duty Resilience Advisor with approval from Robert Henderson
Humanitarian Assistance Steering Group (HASG) *(Formulate and coordinate humanitarian aspects for short to medium term, reporting to the multi-agency Strategic Coordinating Group (SCG))*	HALO / Executive Director of Health, Wellbeing and Adults	Proportionate to the scale of the incident; Guidance as per the London HA Framework
Public Health messaging / activities	Director of Public Health / Communications team	National / multi-agency guidance

Staff welfare concerns	Director of Human Resources	
Business Continuity Implications	Kelly Jack	
Establish Recovery Coordinating Group (RCG) *(Local Authority led multi-agency strategic group. Should be operating before formal handover from the MPS to LA)*	Council Gold / Resilience Team	Proportionate to the scale of the incident; Guidance as per the London Recovery Management Framework
Long term planning and group management	Council Gold Group / Council Silver	Jointly decide medium to long term strategy for coordination of response and recovery activities, implemented by Council Silver.

H.9 - APPENDIX 9: Chronology of expected & potential activities – for serious incidents *outside* of Croydon

There will be various activities required of service areas in the response to a serious incident. Central coordination of these activities (and subsequent updates) will be by the Corporate Resilience Team.

*(**Note**: this list is not exhaustive and may require flexibility in the order that they are undertaken. Some tasks can be carried out independently while others will require others to be completed to be progressed)*

Activity	Responsible Officer	Comment
Notification / activation text message / e-mail to all standing members of CGG and CSG *(incl. latest situation update & next steps)*	Duty Resilience Advisor	Via Everbridge or Emergency Planning e-mail account
Informing the Leader *(situational awareness; confirmation that coordination is taking place)*	Jo Negrini / Council Silver	
Police Liaison – Borough Commander	Jo Negrini	Update Duty Resilience Advisor for COP
Town Hall Flag Lowered *(Borough flag at half-mast unless otherwise instructed)*	Shelley Williams	Further advice via DCLG
Book of condolences opened (Town Hall) *(as soon as possible during working day following incident)*	Shelley Williams	Supported by the Town Hall Concierge Team
Partner Liaison – Croydon Resilience Forum *(local updates; event info; school information)*	Duty Resilience Advisor / Resilience Team	
Police Liaison – Prevent/ Counter Extremism	Community Coordinator (Counter Extremism)	
Croydon Prevent update to Prevent Network / London Resilience *(as per request sent by Prevent Network Coordinator)*	Community Coordinator (Counter Extremism)	Cc: Duty Resilience Advisor
Common Operating Picture *(including national, London and local updates)*	Duty Resilience Advisor / BECC Manager	Sent at appropriate intervals until incident 'stood down'

Establishment of incident SharePoint collaboration site for incident	Resilience Team	
Leader / Borough Commander Statement (*website; Twitter; Facebook*)	Helen Parrott	
Assurance of corporate security standards (*brief / update security & FM partners; support communications team with staff messaging*)	Shelley Williams	
Staff messaging (intranet / e-mail) (*incl. summary of situation, pertinent advice, reminder of corporate policy; EAP*)	Helen Parrott	Include 'next update' info
All Member update (*incl. summary of situation, pertinent advice, reminder of corporate policy*)	Helen Parrott	Include 'next update' info; Cc: Stephen Rowan; Seth Alker; Ramona Beckford / Gavin Handford. Resilience team to send if severe weather related.
Partner agency information (*Retweet / share key messages from MPS, LFB, LAS, GLA, London Resilience*)	Helen Parrott / Duty Press Officer	
Minute's Silence / Memorial (Town Hall flag pole) (*advised by MHCLG to Jo Negrini*)	Shelley Williams / William Antoniani	Includes staff tannoy message
School Information / Update (*provide / reaffirm police guidance where possible*)	Shelley Davies	Consultation with Duty Resilience Advisor with approval from Robert Henderson
BECC Situation Report to London Local Authority Coordination Centre (LLACC) (*guided by LLAG instruction as to whether mandatory or by exception*)	Duty Resilience Advisor / BECC Manager	Use London template; consult with Council Silver
Staff welfare concerns	Sue Moorman	
Business Continuity Implications	Kelly Jack	

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H.10 - APPENDIX 10: Incident Initial Situational Awareness Form

Completed by	*Name*	Date	*HH:MM*
	Role	Time	*DD/MM/YY*
Duty Resilience Advisor	*Name*	*Contact number*	

Major incident declared?	Yes / No		
Exact location *(Include postcode)*			
Type of incident (*e.g. Flooding / fire*)			
Hazards present			
Access			
Numbers	# of people evacuated:		
	# of properties evacuated:		
	# of missing:		
	# of injured:		
	# of fatalities:		
Emergency services present			

Council services already mobilised *(e.g. LALO / Rest Centre / Highways / Duty Press Officer)*	
Issues requiring escalation	

Resilience Standards for London
Executive Summary Report for LB Croydon, January 2020 v1.2

This summary intended as an overview of the self-assessment conducted for the Resilience Standards for London 2019. The London local authority standards are designed to lead to good outcomes and leading practice whilst supporting compliance with the Civil Contingencies Act 2004. There are 12 themed key assessment areas, with each comprising of a number of statements which illustrates the level in which Croydon Council is expected to operate, in support of the Assurance Framework for London Local Government.

Each key assessment area has been evaluated line by line by the resilience team and their line management and it is believed that the outcomes achieved, detailed in the table below, are a true reflection of how the organisation is currently operating in relation to organisational resilience. The team have ensured that they have provided an honest overall assessment, which should act as a baseline for future improvements.

In each key assessment area a descriptor has been provided to assist with the assessment, helping to identify where as an authority we believe we currently are operating as per the standards. The descriptors given are **Developing**, **Established** or **Advanced** and the justification of how the authority may achieve each area, vary across the different themes.

The below table provides an overview of the overall assessment achieved by Croydon for each standard. The overall assessment takes into account the majority score given within each key assessment area, and should be noted that various scores were achieved within each area (for example in RSL3 – Managerial Leadership and RSL 4 – Organisational Engagement both have 3 'advanced' statements within the wider assessment).

Developing - Where 'developing' has been achieved overall, it is likely that we are unable to demonstrate capability in the absence of formal processes and documentation which has been identified as a requirement within the standard. A 'developing' statement should not necessarily be assumed as a weakness. It should also be noted that a number of the statements are being addressed at a regional or sub-regional level in the interest of efficiency and are awaited to be implemented by Croydon Council.

Established – Where 'established' has been achieved overall, it is likely that we are able to provide evidence of formal processes and documentation, but further maturity within the area is required to be considered Advanced.

Advanced – Where 'advanced' is achieved, it is believed that the appropriate evidence can be provided to prove formal processes and indicates the level of maturity within the area.

Met – This assessment has been given for area 6a, which assesses the capabilities required by the previous standards, Minimum Standards for London (MSL), and indicates that capabilities exists.

RSL Key Assessment Areas	*Overall Assessment
1: Risk Assessment	Established
2: Political Leadership	Established
3: Managerial Leadership	Established
4: Organisational Engagement	Established
5: Capabilities, Plans and Procedures	Established
6: Resources, Roles and Responsibilities	Established
6a: Quantitative data, a sub-set to Resilience Standard for London #6	Met
7: Partnerships	Advanced
8: Training, Exercising and Evaluation	Established
9: Business Continuity	Developing
10: Community Resilience	Developing
11: Recovery Management	Established

*Overall assessment is based on the majority rating given within the individual theme, inclusive of the suggested 'leading practice' section.

The assessment, overall, represents a positive position for Croydon Council. Key strengths and development areas have been extracted from the resilience team's assessment on the following page.

The following have been identified as Croydon Council's key strengths when considering emergency preparedness, response and recovery:

Resilience Standard for London Summary Report 2020

- Senior management engagement with resilience-related tasks and activities
- Established on-call duty rotas with appropriately trained staff (i.e. Council Silver, Duty Resilience Advisor, Local Authority Liaison Officer and Emergency Centre Manager)
- Political (Leader & Cabinet) support for the development of the resilience agenda
- Cabinet Member lead specifically responsible for Resilience
- Local partnerships, particularly the Borough Resilience Forum and Local Strategic Partnership
- Good and proven track record of responding to a range of incidents in both size and type
- Established risk management internally and as part of the Borough Resilience Forum
- Active participation in sub-regional and regional resilience arrangements
- The maturity of the business continuity programme continues to steadily increase
- A wide range of validated plans and procedures to guide the organisation through an incident response
- Regular training for emergency response roles
- Positive engagement with emergency response officers with high retention rate.

The following areas have been identified as development areas and will be considered as part of the forward business planning for the resilience team and wider organisation.

- Formal policy to support staff who perform emergency response roles will be implemented by April 2020
- Improved guarantees for large-scale, safe staff resourcing for 48hrs without mutual aid as a result of on-going human resource engagement and policy implementation
- Business continuity as part of the procurement and contract management processes as 2020/21 project overseen by the resilience board.

Improvements are expected when a number of regional reviews and projects due are published in 2020. The outputs of these will then be implemented locally and include development in:

- Resilience-specific community engagement
- All Councillors appropriately trained and fully clear of their role in the response and recovery phases of an incident
- Documented Recovery phase protocol
- Mass Shelter provision

Overall, Croydon has a lot to be proud of in respect to its resilience planning and organisational culture for emergency preparedness, response and recovery. As one of London's largest boroughs, Croydon has experienced a number of incidents over the last decade which has enabled the organisation to establish an innovative approach to emergency response and organisational resilience planning. This has also enabled individuals/ officers to build their (corporate) knowledge and experience with regard to emergency response and business continuity, which is a significant asset to the organisation.

The past 12 - 24 months has seen significant strengthening in the corporate infrastructure to support organisational resilience. A dedicated Corporate Resilience Board has been established and there are regular updates to the executive leadership team. This has directly resulted in an increased focus in developing key capability areas as well as improved engagement in training, exercising and work such as the business continuity programme throughout the organisation.

The RSL assessment will be used to inform the resilience team and organisation's preparedness work programme for 2020/21 and in future years and the assessment template used again in 2020 to assess progress with the overall intention being to increase organisation collaboration and engagement to strengthen our ability to respond to emergencies, supporting those affected.

Authors & lead assessors:
Croydon Council Resilience Team
Approved by:
Corporate Leadership Team 15 January 2020

Resilience Standard for London Summary Report 2020

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Grenfell Tower Fire – Phase 1 Inquiry Recommendations for Local Authority Resilience

1. Introduction

The below table are the recommendations and action plan, for London local authorities (as managed by the Local Authority Panel), designed to ensure the learning is appropriately considered and acted upon where relevant to ensure London local authority resilience arrangements are as robust as possible, both individually and collectively.

Grenfell Tower Inquiry Phase 1 Report – LA Learning Recommendations and Action Plan

#	Recommendation	Action Plan	Lead	LB Croydon Position
1	All London local authorities should assure themselves that their plans, protocols and procedures sufficiently compliment the principles detailed in the Joint Doctrine, the Procedure Manual and the Protocol, including METHANE and Major Incident declarations.	Standardisation Group to consider if information and guidance to boroughs is sufficiently clear and robust. Then determine if of any additional communications or support is required to assist boroughs. RSLs to be reviewed to see if opportunities exist to further explore the status of compliance with established doctrine protocols and procedures and procedures.	Standardisation Group RST / Assurance Process Lead	
2	The Standardisation Programme should review all training packages to ensure they sufficiently emphasise the principles detailed in the Joint Doctrine, the Procedure Manual and the Protocol including METHANE and Major Incident declarations.	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group	
3	All local authorities to review arrangements for establishing, at the earliest possible time, a dedicated and authoritative single point of contact for liaison with emergency service control centres and the incident ground.	Boroughs to review local arrangements and where necessary, develop arrangements to meet this recommendation. RSLs to be reviewed to see if opportunities exist to further explore the status of compliance with this recommendation.	All Boroughs RST / Assurance Process Lead	
4	The Local Authorities Panel Implementation Group to consider opportunities to test dedicated	LRG in conjunction with The LA Exercise Planning Group (LA EPG) to consider opportunities to test	LRG /LA EPG	

	BECC lines into emergency service control centres during upcoming exercises.	this capability in future regional exercises/local exercises. To be tabled as an agenda item at the next LAP IG.	LAP IG	
5	All local authorities to review their on-call arrangements for DSE support and the means of deploying qualified officers 24/7 within reasonable timeframes.	Recommendation to be shared with all boroughs and Discussions to be held with the relevant professional groups, including the Dangerous Structures Consortium, to discuss options for adding a London-wide response capability to complement local arrangements.	RST	
6	All local authorities to consider the means of proactively accessing data and plans to support the LFB and partner agencies and the means of building this into common working practices when responding to major incidents.	Boroughs to review local arrangements and where necessary, develop arrangements to meet this recommendation. RSLs to be reviewed to see if opportunities exist to further explore the status of compliance with this recommendation.	All Boroughs RST / Assurance Process Lead	
7	The Standardisation Programme to review all training to ensure the need for proactivity in all areas of local authority response arrangements is emphasised.	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group	
8	All local authorities to review key outsourced services to ensure they have robust business continuity plans and where relevant, emergency response plans that have been validated.	LAP IG to review RSL responses and then consider options and necessary actions to provide further support and advice to boroughs on this matter.	LAP IG /All Boroughs	
9	All local authorities to review their corporate emergency plans and those held by outsourced services to ensure they complement each other	LAP IG to review RSL responses and then consider options and necessary actions to provide further	LAP IG / All Boroughs	

	and support a coordinated approach to incident response.	support and advice to boroughs on this matter, if required.		
10	Local authorities to engage with outsourced services to ensure they understand what their role is and how they can assist boroughs and the multi-agency response.	LAP IG to review RSL responses and then consider options and necessary actions to provide further support and advice to boroughs on this matter, if required.	LAP IG / All Boroughs	
11	Local authorities to engage with key housing providers to develop relationship and ensure expectations on their ability to support their residents are understood and plans validated	This theme underpinning this recommendation will form a key part of the work undertaken by a consultancy working on behalf of the London Housing Directors and LAP. Work to engage with housing providers to ensure they understand expectations and produce guidance for Housing Directors is likely to start within weeks. The guidance and other outputs will be reviewed by LAP IG as part of the consultation process.	London Housing Directors Group / RST	
12	All local authorities to review their arrangements for briefing LALOs in advance of deploying to the scene of an incident to ensure they are as prepared as possible on arrival.	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group	
13	Standardisation Programme via the LALO project to review the LALO training provision and guidance/support materials to ensure: a. it emphasises a proactive stance LALOs should take to resolve local authority specific and/or multi-agency partner concerns. b. It considers opportunities for developing the skills-set and experience of LALO's following participation in the on-line introduction training package (LALO 1) and the predominantly theory-based follow on session (LALO 2)	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group	

	c. handover requirements are covered sufficiently in the training and aide-memoires to prepare LALOs to exchange information accurately.		
14	All local authorities to review the supporting material provided to their LALOs to ensure it includes an up to date aide-memoire and logbook.	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group
15	All local authorities to review operational arrangements to ensure they accommodate the potential for more than one LALO to be deployed to a large scene and the need to delineate responsibilities.	To be discussed at the next Standardised Programme Board and action plan developed to address this matter.	Standardisation Group

COVID-19 (Coronavirus) Preparedness in Croydon

As at 06 March 2020

1.1.   **Current Situation**

- This is a rapidly evolving situation due to the nature of the novel coronavirus (COVID-19). There are limitations and uncertainty in what is currently known about the virus.
- The Government has judged for over a decade since the first National Risk Register of Civil Emergencies, that one of the highest current risks to the UK is the possible emergence of an influenza pandemic – that is, the rapid worldwide spread of influenza ('flu') caused by a novel virus strain to which people would have no immunity, resulting in more serious illness than caused by seasonal influenza. In a pandemic, the new virus will spread quickly and potentially cause more serious illness in a large proportion of the population, due to the lack of immunity.
- Pandemic influenza preparedness arrangements are well established across the system, and so these planning assumptions have been used as a basis to inform planning until further information is known about the novel coronavirus (COVID-19).
- Given the uncertainty about the scale, severity and pattern of development of any outbreak, three key principles underpin pandemic preparedness and response activity:
  - Precautionary: the response to any new virus should take into account the risk that it could be severe in nature. Plans must therefore be in place for a coronavirus outbreak with the potential to cause severe symptoms in individuals and widespread disruption to society.
  - Proportionality: the response to a coronavirus outbreak should be no more and no less than that necessary in relation to the known risks. Plans therefore need to be in place not only for high impact pandemics, but also for milder scenarios, with the ability to adapt them as new evidence emerges.
  - Flexibility: there will need to be local flexibility and agility in the timing of transition from one phase of response to another to take account of local patterns of spread of infection, within a consistent UK-wide approach to the response to a novel coronavirus outbreak.
- Croydon Council has a Pandemic Response Plan that was due to be updated later this year, however this review has been brought forward and the plan is currently out for consultation with key internal stakeholders until 5th March. The existing version of this plan was tested during Exercise Pandemic in November 2017, evidenced by the post exercise report.
- The Croydon Resilience Forum have a Multi-Agency Pandemic Response Plan, which was also due to be updated later this year, but this review has been

brought forward and the plan is currently being reviewed by key stakeholders. The existing version of this plan was tested during Exercise Fever in October 2017, evidenced by the post exercise report.

- Representatives of relevant, key teams within Croydon Council and Croydon Resilience Forum are meeting and conversing on a regular basis to ensure our response is proportionate, and that robust plans are in place for escalation should that be required.
- At Croydon Council this includes twice weekly coordination meetings to share current information from public health England and work through any emerging issues.
- The London Resilience Forum is currently determining a response structure in which local authorities will play a role in information sharing and exception reporting. This is expected to evolve and become more established over the next few weeks.
- Pandemic infectious disease presents a unique scenario in terms of prolonged pressures through a reduced workforce and potentially increased workload for some responders. Organisations are therefore expected to have business continuity plans to ensure that critical services and outputs continue to be delivered throughout a pandemic. Croydon Council annually reviews its business continuity preparedness, and has service reporting mechanisms should this be required to monitor the impact to council service delivery.

1.2. What should people be doing now to protect themselves?

- All communications should reflect the most up to date situation report available at: www.nhs.uk/conditions/coronavirus-covid-19/
- The UK Chief Medical Officers have raised the risk to the public from low to moderate. But the risk to individuals remains low.
- The symptoms of coronavirus are similar to other illnesses that are much more common, such as cold and flu, and public messaging is focused on normal respiratory illness advice (e.g. catch it, bin it, kill it).

1.3. Key messages on what to do if you think you've been in contact with someone with suspected coronavirus

- Do not go to a GP surgery or hospital. Call 111, stay indoors and avoid close contact with other people.

1.4. If there is a case in Croydon

- Public Health England (PHE) is the lead government organisation for ensuring all the necessary follow up and contact tracing is carried out from any confirmed cases that are identified in this country.
- In the event of an incident, the relevant health protection team from PHE will contact local authority public health teams regarding confirmed cases in their borough and will provide management of the associated contact tracing/ infection control measures.
- The Department for Health and Social Care (DHSC) is the lead organisation for announcing confirmed cases.

- Every day at 2pm, DHSC publish the total number of negative and positive tests performed in the UK here: https://www.gov.uk/guidance/wuhan-novel-coronavirus-information-for-the-public
- If there are rumours around a case in your local area, please refer enquirers to the above link, and explain the process for confirmed cases in the UK.

Hari Mollett
Resilience Officer (Pandemic Lead)
06 March 2020

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Croydon Council Pandemic Response Plan

v2.0, March 2020

This plan contains actions from when the World Health Organisation (WHO) declare a "Public Health Emergency of International Concern" (PHEIC).

Go to page 15, *council (internal) coordination arrangements*, for guidance on steps to take.

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Ownership and Version Control

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	Executive Leadership Team, Croydon Council	Date 11/03/2020	*Jo Negrini & Shifa Mustafa on behalf of ELT*	
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Distribution list	• Corporate Emergency Management Team • All those identified in this plan			
Superseded documents	Croydon Council Pandemic Influenza Plan			
Key related documents	• Croydon Council Corporate Emergency Response Plan • Croydon Multi-Agency Pandemic Response Plan • Croydon Council: Communicating in an incident plan • Croydon Council Excess Deaths Plan • London Recovery Management Protocol • London Pandemic Influenza Framework • https://www.gov.uk/pandemic-flu • https://www.gov.uk/pandemic-flu#workplacebusiness-guidance			
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Lessons incorporated into plan				
Lesson identified			Learnt during… (incl. date)	
There is a need for a far greater level of integrated planning at a local Croydon level. This is particularly important around who takes the local			Exercise Corvus (Jan 2016)	

strategic lead, function of the Influenza Pandemic Coordination Group, command and control and information sharing.	
A better understanding of the likely public reaction would help the development of a robust communications strategy to assist the response.	Exercise Cygnus (October 2016) – *tier one command post exercise*
• Agencies to review their supply chain resilience for their critical services. • Agencies to raise awareness of the potential seriousness of a pandemic flu. • Agencies should review their pandemic flu plans and ensure there is sufficient recovery phase information included, such as considerations and expectations, to ensure adequate awareness amongst agency responders. • Agencies should understand current staff absence policies, critical during a pandemic such as illness, care and bereavement; and ensure that these polices are robust enough to endure a pandemic, or there are appropriate adaptations/ options in place.	Exercise Fever (October 2017)
• Services should review their business continuity plans, paying particular attention to their team's ability to work from home and minimum staffing numbers required to run the service. • Service managers to ensure that the team is aware of the team's business continuity plan and a deputy lead is briefed. • Services to view their contractor business continuity plans and consider impacts upon service delivery during times of disruption, particularly during a flu pandemic. • A Croydon Council Excess Deaths Plan should be developed to outline the expected risk and impact associated with an excess deaths event such as a pandemic. The Plan should also outline trigger points and key activities associated with an excess deaths event. • The Croydon Council corporate business continuity plan/ arrangements should align with the coordination structure for business continuity and critical service provision as outlined in the Croydon Council Influenza Pandemic Plan. • Services should review their pandemic flu plans and ensure there is sufficient recovery phase information included, such as considerations and expectations, to ensure adequate awareness amongst agency responders. • Services should understand current staff absence policies, critical during a pandemic such as illness, care and bereavement. • If key individuals are not able to attend exercises, they should ensure that a deputy with appropriate authority represents them at the event.	Exercise Pandemic (November 2017)

Record of Exercises, Testing or Activations

Exercise / Training	Type	What was tested/ exercised?	Validation method
Exercise Corvus (January 2016)	Multi-agency table top	Local arrangements	Post exercise report
Exercise Fever (October 2017)	Multi-agency table top	The 2017 CRF pandemic influenza plan	Post exercise report
Exercise Pandemic (November 2017)	Internal table top	The 2017 council pandemic influenza plan and service business continuity plans	Post exercise report
Exercise Corvus (January 2020)	Multi-agency table top	Local arrangements	

Contents

Acronyms

BECC	Borough Emergency Control Centre
CCG	Clinical Commissioning Group
CGG	Council Gold Group
COP	Common Operating Picture
CSG	Council Silver Group
CSU	Commissioning Support Unit
DHSC	Department of Health and Social Care
DPH	Director of Public Health
DRA	Duty Resilience Advisor [one of the resilience team]
LA	Local Authority
LLACC	London Local Authority Coordination Centre
LLAG	London Local Authority Gold
LLAG	London Local Authority Gold
LRG	London Resilience Group *The body that coordinates the London Resilience Partnership and London Local Authority emergency planning teams*
NHS	National Health Service
NPFS	National Pandemic Flu Service
PHE	Public Health England
PPE	Personal Protective Equipment
RCG	Recovery Coordination Group
SCG	Strategic Coordinating Group
SitRep	Situation Report

1 Introduction

This Croydon Council Pandemic Response Plan is based on national pandemic influenza planning assumptions. However, this plan is designed to be adaptable to any new infectious disease, such as the 2003 severe acute respiratory syndrome (SARS), the 2009 Swine Flu, or the 2014-2016 Ebola outbreak.

1.1 Aim

To provide a framework for Croydon Council to be prepared for, and able to respond to and recover from a pandemic.

1.2 Objectives

- Enable a precautionary, proportional, and flexible approach to respond to a range of pandemic scenarios;
- Outline roles and responsibilities of individuals and council services;
- Ensure the continuation of critical council services through effective service business continuity arrangements;
- Signpost to existing systems and processes wherever possible, augmenting, adapting and complementing them as necessary to meet the unique challenges of a pandemic;
- Minimise and mitigate the impact of a pandemic on the health of the local community, businesses and staff;
- Provide a coordinated media and public information response with timely and accurate information, in conjunction with partner agencies and led by Public Health England;
- Outline a response framework that is adaptable to other threats, to the extent that this is practicable without compromising its effectiveness for pandemic influenza.

2 Background

The Government judges that one of the highest current risks to the UK is the possible emergence of an influenza pandemic – that is, the rapid worldwide spread of influenza ('flu') caused by a novel virus strain to which people would have no immunity, resulting in more serious illness than caused by seasonal influenza.

Flu pandemics are natural events that happen when a unique flu virus evolves that few people (if any) are immune to. There are important differences between 'ordinary' seasonal flu of the kind that happens in winter, and pandemic flu. In a pandemic, the new virus will spread quickly and cause more serious illness in a large proportion of the population, due to the lack of immunity. There is a high probability of a flu pandemic occurring, but it is impossible to predict when, or exactly what it would be like.

Emerging infectious diseases could also cause large numbers of people to fall ill. These are diseases which have recently been recognised or where cases have increased over the last 20 years in a specific place or among a specific population (e.g. the Zika virus). The likelihood of an emerging infectious disease spreading within the UK is assessed to be lower than that of a flu pandemic.

The most recent pandemic flu outbreak was an H1N1 strain ('Swine flu') in 2009 which caused at least 18,500 deaths worldwide. In 1918 another variant of the same H1N1 strain ('Spanish flu') killed over 50 million people globally. However, other flu strains exist with pandemic potential, such as H5N1 ('avian or bird flu'). This strain caused several hundred human deaths in South East Asia in 1996.

Over the past 25 years more than 30 new (or newly recognised) emerging infectious diseases have been identified around the world, such as Severe Acute Respiratory Syndrome (SARS), Ebola, Zika and Middle East Respiratory Syndrome (MERS). The latter emerged recently in 2012 and poses a global health threat.

3 Planning and preparedness

Principles of Pandemic Response

Many important features of a pandemic will not become apparent until after it has started (i.e. when person-to-person transmission has become sustained). Given the uncertainty about the scale, severity and pattern of development of any future pandemic, three key principles should underpin all pandemic preparedness and response activity:

- **Precautionary**: the response to any new virus should take into account the risk that it could be severe in nature. Plans must therefore be in place for a pandemic with the potential to cause severe symptoms in individuals and widespread disruption to society.

- **Proportionality**: the response to a pandemic should be no more and no less than that necessary in relation to the known risks. Plans therefore need to be in place not only for high impact pandemics, but also for milder scenarios, with the ability to adapt them as new evidence emerges.

- **Flexibility**: there will need to be local flexibility and agility in the timing of transition from one phase of response to another to take account of local patterns of spread of infection, within a consistent UK wide approach to the response to a new pandemic, and accounting for the different healthcare systems in the four countries that make up the United Kingdom.

Five Phases of Pandemic Response

The overall strategy to the management of a pandemic is to minimise, where possible,

- the potential health impact of a future influenza pandemic

- the potential impact of a pandemic on society and the economy, and

- instil and maintain trust and confidence.

The five pandemic response stages (DATER) listed below are not numbered as they are not linear, may not follow in strict order, and it is possible to move back and forth or jump stages. Transition between stages will be determined at the time, considering regional variation and epidemiological evidence. See the *Local* multi-agency coordination

Responding to the health, social care and wider challenges of a pandemic requires the combined and coordinated effort, experience and expertise of all levels of government, public authorities/agencies and a wide range of private and voluntary organisations.

A separate plan, the **Croydon Multi-Agency Pandemic Response Plan**, provides the framework for Croydon Resilience Forum to be prepared for, and able to respond to and recover from a pandemic, and should be read in conjunction with this plan.

This multi-agency plan details:

- Roles and responsibilities of key responding organisations within Croydon.

- Activation procedure.

- Coordination structures, to ensure an effective response to the local population which fits in with national and regional strategies and coordination structures.

- Situational awareness processes, so that potential problems can be identified early and addressed or, where necessary, raised at a London level.

- Communication arrangements, both between organisations and with the public and media.

It does not detail business continuity arrangements for contributing organisations – each agency is responsible for maintaining an appropriate level of service, which includes being able to actively participate in local response and coordination arrangements.

3.1 Regional (London) multi-agency coordination

London's strategic coordination arrangements are set out in the Strategic Coordination Protocol available on the London Prepared website. The Protocol details the arrangements for the coordinated strategic response and recovery to any emergency, as defined by the Civil Contingencies Act 2004, in London; including a pandemic.

Response section for Croydon Council-specific considerations and activities at each stage.

Phase	Lead Organisation	Pandemic Response Phase Description
"Public Health Emergency of International Concern" (PHEIC) is declared by the WHO, or the WHO declaring a Pandemic Alert Phase.		
Detection	Public Health England	• This would result in increased surveillance and intelligence gathering, developing virus-specific diagnostics, and communicating with the public and partners.
Identification of the novel (influenza) virus in patients in the UK.		
Assessment	Public Health England	• The focus at this stage would be collection and analysis of detailed clinical and epidemiological information on which to base early estimates of impact and severity in the UK. • Also, reducing the risk of transmission and infection with the virus within the local community by actively finding cases; advising community voluntary self-isolation of cases and suspected cases; and advising on the treatment of cases/suspected cases and use of antiviral prophylaxis for close/vulnerable contacts, based on a risk assessment of the possible impact of the disease.
Evidence of sustained community transmission, i.e. cases not linked to any known or previously identified cases.		
Treatment	NHS England	• Actions at this stage would be the treatment of individual cases and population treatment, if necessary, using the National Pandemic Flu Service (NPFS); enhancing services to handle larger numbers of cases; and consideration of enhancing public health measures to disrupt local transmission of the virus as appropriate, such as localised school closures based on public health risk assessment.
Demands for services start to exceed the capacity available.		
Escalation	NHS England	• This would trigger the escalation of surge management arrangements in health and social care, the prioritisation of service delivery and the introduction of resilience measures.
Influenza activity is either significantly reduced compared to the peak or the activity is considered to be within acceptable parameters.		
Recovery	Local Authorities	• This focuses on the normalisation and restoration of services; evaluating the response to the pandemic; taking steps to address staff exhaustion; and planning and preparing for a resurgence of the virus.

3.2 Pandemic flu planning assumptions

• One of the main challenges faced by those planning against a pandemic is that the nature and impact of the pandemic cannot be known until it emerges. It is therefore important to emphasise that all impact predictions are estimates – not forecasts – made to manage the risks of a pandemic, and that the actual shape and impact may turn out to be very different.

- Regardless of where or when an influenza pandemic emerges, it is likely to reach the UK very quickly. From the time of arrival in the UK, it will probably be a further one to two weeks until sporadic cases and small clusters of disease are occurring across the country

- As the H1N1 Swine Flu (2009) pandemic showed, the demands of the pandemic are unlikely to be uniform, but different areas will be under pressure at different times (and some not at all), requiring flexibility of approach.

- During a pandemic, the assumptions on which to base the response will be updated in the light of emerging evidence about the range of likely scenarios at the time. Until then, planning is based on the assumptions set out in The UK Influenza Preparedness Strategy 2011 (and National Resilience Planning Assumptions), as summarised below. These assumptions draw on the best information currently available on the potential impact of a pandemic virus and on the feasibility and merits of specific response options. The assumptions have been derived from a combination of current virological and clinical knowledge, expert analysis, extrapolations from previous pandemics and mathematical modelling and follow from the reasonable worst case which states:
  - o **Cumulative clinical attack rates of up to 50% of the population in total, spread over <u>one or more waves</u> each of around 12-15 weeks, each some weeks or months apart. If they occur, a second or subsequent wave could be more severe than the first. Response plans should recognise the possibility of a clinical attack rate of up to 50% in a single-wave pandemic;**
  - o **Up to 4% of those who are symptomatic may require hospital admission; and**
  - o **Up to 2.5% of those who are symptomatic may die.**

- A case fatality rate of 2.5% is similar to that of the 1918/19 "Spanish flu" pandemic, and higher than both the 2009 H1N1 pandemic, with a case fatality rate of 0.02%, and seasonal influenza, where the average case fatality rate is estimated to be around 0.06%. The case fatality rates for the coronaviruses SARS and MERS were much higher at 10% and 30% respectively.

- As a rough working guide, organisations employing large numbers of people, with flexibility of staff redeployment, should ensure that their plans are capable of handling **staff absence rates of up to 15-20%** set out above (in addition to usual absenteeism levels).
  - o Absence is likely to be 7 working days for those without complications, and 10 for those with.

Reasonable Worst Case Scenario Pandemic Influenza Planning Assumptions *During a pandemic, the assumptions on which to base the response will be updated in the light of emerging evidence about the range of likely scenarios at the time.*		LB Croydon Modelling
Population	London Borough of Croydon population (*ONS population estimate 2018*)	385,346
Clinical attack rate	50% of the local population displaying symptoms (ranging from mild to severe)	192,673
	70% of those with symptoms who self-care	134,871
	30% of those with symptoms needing primary care	57,802
	1% – 4% of those with symptoms requiring hospital admission	1,927 – 7,707
Peak clinical attack rate	10% - 12% of the local population becoming ill each week	38,535 – 46,242
Pandemic deaths (assuming no effective countermeasure e.g. vaccine)	0.5% of symptomatic	963
	1.5% of symptomatic	2,890
	2.5% of symptomatic	4,817
Peak absence rate	Croydon Council permanent employees as of February 2020 (aka those on the monthly payroll, including fixed term posts)	3500

| Reasonable Worst Case Scenario **Pandemic Influenza Planning Assumptions** *During a pandemic, the assumptions on which to base the response will be updated in the light of emerging evidence about the range of likely scenarios at the time.*		**LB Croydon Modelling**
	Up to 50% of staff may become ill over the period of the pandemic	1750
	Between 15% and 20% of staff may be absent on any given day	525 - 700
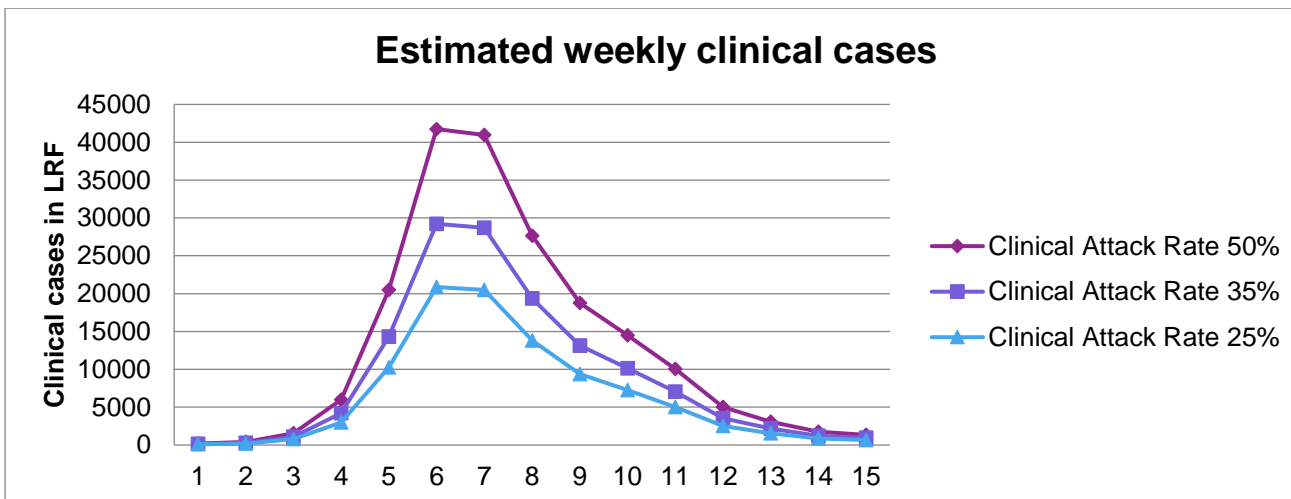
Figure 1 - Estimated number of clinical cases of influenza in the London Borough of Croydon over a 15 week wave
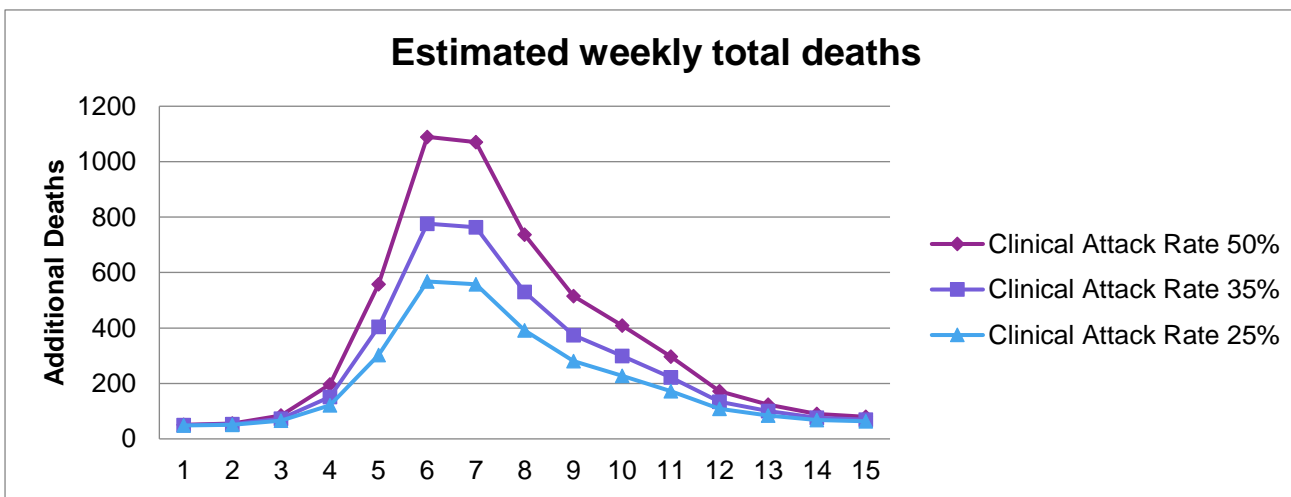
Figure 2 - Estimated number of deaths [pandemic influenza-caused deaths + normally occurring deaths] in the London Borough of Croydon over a 15 week wave

3.3 Roles and responsibilities of key council staff

Generic emergency response roles and responsibilities for teams and individuals in Croydon Council can be found in the **Corporate Emergency Response Plan**. Below are the roles and responsibilities specific to a pandemic influenza.

Local multi-agency roles and responsibilities can be found in the **Croydon Resilience Forum Pandemic Response Plan**.

Role	Pandemic Response Specific Responsibilities
	(in addition to those listed in the Corporate Emergency Response Plan)
Director of Public Health	• Activate this plan, the Croydon Council Pandemic Response Plan. • Obtain assurance that local plans are in place and have been tested • Attend and chair relevant coordinating groups and participate in response meetings / teleconferences, as required. • Ensure the provision of non-clinical staff to support the response by making available staff from within the Public Health team(s), as required. • Ensure the dissemination of pandemic communications to relevant service areas within the local authority and support media activity.
Public Health Team	• Attend and act as secretariat to relevant coordinating groups and participate in response meetings / teleconferences, as required. • Liaise with Occupational Health Service in providing specialist public health advice to the Council to assist Managers, especially in relation to staff exposure and returning to work after absence.

Human Resources & Occupational Health Services	• HR will have a key role in the monitoring the levels of reported staff absence to enhance the planning of actions involving the availability and redeployment of staff.
	   o Tempo of reporting of staff absence levels may be dictated regionally, if not nationally.
	   o Current sickness absence policies and procedures may be required to be reviewed or relaxed in light of the situation. Module 20, chapter 1 of the HR Handbook (available on the intranet), 'Deployment of staff in emergency situations', should be referred to.
	   o Central 'hotlines' could be set up for staff to report absence daily, rather than reporting to individual line managers.
	• Communicating to staff any changes to policies or procedures
	• Collaborate with Occupational Health Service to ensure a joined up approach
	• Endorsing the possible need for staff redeployment to support critical services
	• Chair pandemic coordinating groups relating to absence, staff welfare etc.
	• Attend relevant coordinating groups and participate in response meetings / teleconferences, as required
	• Through occupational health services, the Council is normally responsible for the provision of seasonal influenza vaccinations to health and social care staff that work directly with vulnerable residents. The Council's seasonal influenza vaccination provision process will be an important element of the Council focused response to a pandemic outbreak.

Managers of Staff	• Managers of staff are responsible for recording reported absence on My Resources as soon as they are informed by the member of staff
All Staff	Half of staff in total could be sick (and hence absent from work for a period) at some point during the course of the pandemic, and 20% of staff could be absent at any one time. Therefore those staff who are available may be directed towards the critical services that the Council must maintain to ensure that the community and the council does not unduly suffer.

Role	Pandemic Response Specific Responsibilities
	(in addition to those listed in the Corporate Emergency Response Plan)
	The plan also reflects that services may have to be delivered in a different way to help reduce the spread of infection. This includes finding ways to reduce face-to-face encounters, and the use of appropriate hygiene procedures. **The basic assumptions are that during a pandemic the Council expects staff to:** • Report for work if they are not ill and do not have vulnerable dependants at home ○ 'Reporting for work' includes working remotely as appropriate • Report absence daily, either to line manager in line with the council's sickness absence management policy, or to a pandemic-specific absence monitoring process • Follow infection control and personal respiratory and hand hygiene procedures • Work flexibly, covering for the absence of colleagues • Be prepared to be re-deployed to maintain critical services if necessary • It is vital that health and social care staff not only protect themselves against the novel virus, but recognise the importance of infection prevention and control and protecting residents and service users in their care. Staff may be asked to delay taking holidays and annual leave where possible. **As an employer, the Council undertakes to:** • Take reasonable steps to protect the health and well-being of staff • Allow staff to take sick or carer leave if required • Assess the risks of re-deploying staff • Not expect staff to undertake work beyond their competence See Module 20 of the HR Handbook 'Deployment of Staff in Emergency Situations' for further guidance.

3.4 Corporate business continuity

Business continuity is an organisation's ability to maintain essential functions during and after a disaster has occurred. Business continuity planning establishes processes and procedures that aim to prevent interruptions to critical services, and reestablish full function to the organisation as quickly and smoothly as possible.

Each service (Tier 3 manager) is required to undertake a business impact assessment (BIA) for the teams within their service area. Impact assessment of team high-level core deliverables indicate whether the team is rated a Priority 1 (most critical), 2 or 3 – building a corporate picture of those which should take priority for continuation and restoration. All teams will then complete a business continuity plan which includes immediate/ short term considerations for disruption. All BIAs and plans are held centrally in the business continuity collaboration site within SharePoint, maintained by the Corporate Resilience Team. Each service (at Tier 3) is permission protected, with access only given to those require it to view/update.

Croydon council business continuity plans are not written specifically for different scenarios, but more generically for the impacts and consequences that result from them, for example significant staff absence or failure of IT.

Business Continuity Plan owners should invoke business continuity plans when their trigger points are reached. If the pandemic starts to impact on service provision, the Corporate Resilience Team will activate the Corporate SitRep Process. This is a Microsoft Form that services are required to complete when requested, to report the impacts the incident is having on their service. These reports are then collated to provide a council-wide picture of the impact of the pandemic.

Key pandemic-related business continuity issues:		Potential mitigations
Human aspects	• The direct impact to council staff is that they may be absent from work due to themselves becoming ill or experiencing an exposure to potential/confirmed pathogen or to care for a family member. • The impact to the wider community may result in reduced service or loss of services throughout the pandemic which may necessitate staff absence. • An indirect impact may be closure of schools and children's nurseries, resulting in staff unavailability for childcare reasons. • There may be transport disruptions due to industrial action, and staff sickness/fear.	• Working remotely • Staff redeployment • Reassignment of activities • Cross-training • Multi-tasking • See Module 20 of the HR Handbook 'Deployment of Staff in Emergency Situations' for further guidance
Supply chain disruption	• While Croydon council can implement its own plans to manage continuity of business, it is also dependent on its end-to-end supply chain management for both outsourced services and equipment, and internal processes.	• Team BCPs should list the internal and external stakeholder dependencies on their operations • Verifying the robustness of stakeholder's (internal and external) business continuity plans • Regular communication to understand stakeholder's position

3.4.1 Business continuity review checklist

> **In the early stages of a novel contagious illness, the Corporate Resilience Team will advise when managers should review their business impact assessments and business continuity plans.**

When prompting this review, the following considerations should be provided so managers are prompted to think in more detail about the potential impact a pandemic specifically could have on their service.

1. How many people work in each team?
   - Include a summary of what each role does.
   - Might any of these roles require Personal Protective Equipment (PPE)?
   - Can these roles work remotely while still maintaining service continuity?
   - What is the absolute minimum staffing levels needed to maintain a 'bare bones' service?
2. Are specialist skills or qualifications required to carry out roles in your service?
   - Include details of training that would be required for someone else to take over this role.
3. List the critical activities that your service performs, including the impact if these cease.
4. Do you perform any income earning activities?
5. What is the impact on the council / community if the service ceases to function?
6. What IT systems do you use (excluding the Microsoft suite), and what is the impact if these aren't available?
7. Do you have an up to date key suppliers/contractors/providers list, including contact details?
8. Ensure you have personal and work contact details for everyone in your service, and share the SharePoint location link with all senior team members.

3.5 Excess deaths

Croydon Council is the organisation responsible for leading on the planning for excess deaths within the London Borough of Croydon.

Within Croydon, there are three plans that support this capability:

- The **Croydon Council Excess Deaths Plan** details the council's actions and arrangements required to respond to an excess deaths event.

- The **South London Area Coroner's Consortium Excess Deaths Capability** details how death management practitioners in the London Boroughs of Bexley, Bromley, Croydon and Sutton will monitor any unusual increases in each stage of the death management process.

- The **Croydon Multi-Agency Pandemic Response Plan** details how the Excess Deaths Working Group fits into the local multi-agency response**.**

4 Council (internal) coordination arrangements

The response to any incident should reflect the command and control structure detailed in the [corporate emergency response plan](), and the impact and demand seen locally.
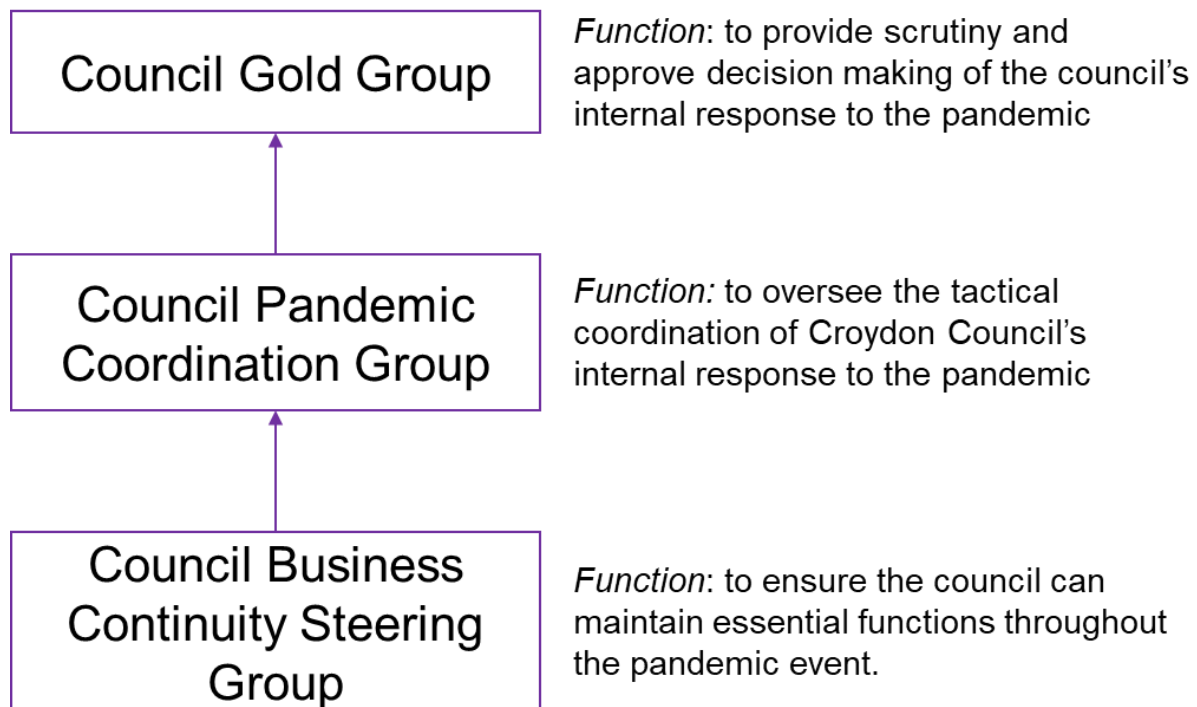
Council Gold Group	*Function*: to provide scrutiny and approve decision making of the council's internal response to the pandemic
Council Pandemic Coordination Group	*Function:* to oversee the tactical coordination of Croydon Council's internal response to the pandemic
Council Business Continuity Steering Group	*Function*: to ensure the council can maintain essential functions throughout the pandemic event.

Figure 3 - Suggested council pandemic coordination group structure

4.1 Escalation and activation principles
- The response to an emerging infectious disease should start well in advance of a pandemic being declared (if it even becomes one).
    - An emerging infectious disease is unlikely to originate in the United Kingdom, and so there will be lots of stories circulating in the media about such an illness probably before anyone in the UK is diagnosed with it.
    - Being on top of the response, including being proactive with communications, will lay a good foundation for an effective, proportionate response.
- The table of actions in

- *Council activities at each stage* of DATER should be followed as it provides guidance at each stage, including in the "shadow phase" before any national or regional pandemic plans are activated.
- A proportionate escalation approach is advised; reviewing the approach as the situation progresses and more information becomes available.
  - o The initial response should be led by the Director of Public Health, with input from the public health and communications teams, with support and coordination advice provided by the resilience team.
  - o This pandemic response plan should be activated by the Director of Public Health when response activity is sustained and requires structured coordination and resource to ensure effectiveness; or on notification from London Resilience that a pandemic response is required.
  - o The corporate emergency response plan (CERP) should then be activated by the Chief Executive when the emerging infectious disease starts to affect the borough or council operations.
    - ▪ The CERP is designed to guide Croydon Council officers through the expected response to an incident and outline the internal coordinating structure, key roles, responsibilities and actions.

4.2 Prior to activation of this Council Pandemic Response Plan

It is suggested that **when the World Health Organisation (WHO) declare a "Public Health Emergency of International Concern"** (PHEIC) or a Pandemic Alert Phase [Detection phase], a small group of key council officers should convene to establish initial communication and coordination channels.

- Chaired by the Director of Public Health, attendees should include representatives from:
  - Public Health team (in addition to the Director of Public Health)
  - Corporate Resilience Team
  - Communications team

After identification of the novel virus in patients anywhere in the UK [Assessment phase], key council leads should meet to review and reflect on internal council preparedness for the emerging risk.

- The table in

- *Council activities at each stage* of DATER provides suggested membership and agenda for this group.
- This group should be suitably named to remain applicable if this plan is activated, and if the Corporate Emergency Response Plan is then activated.
- Meeting notes, actions, and associated documents should be stored in a central repository (for example Microsoft SharePoint, or Teams) for all representatives to be able to access.
  - This will reduce the number of emails, and the likelihood of information being missed, or the viewing and sharing of out of date information.
- The Public Health team are responsible for the secretariat (administrative support: organising meetings, contacting members, taking and sharing notes etc.) of any relevant coordinating groups.

When there is evidence of sustained community transmission, i.e. cases not linked to any known or previously identified cases [Treatment phase], and council response activity is sustained and requires structured coordination and resource to ensure effectiveness, formal activation of this plan should be considered. This plan may also be activated on notification from London Resilience that a pandemic response is required.

4.3 After activation of this Council Pandemic Response Plan

The group of key council leads should continue to meet, reviewing the following (not an exhaustive list):
- Membership of the group
- The current situation
- The impact of the current situation on the council and its operations
- Response actions happening internally
  - Have any business continuity plans been activated?
- What do representatives need to do for their service area and the wider council preparedness
- Review of actions coming out of the meetings, who is leading on each, and when it is to be completed.
- Outstanding actions
- Resource requirements

4.4 After Corporate Emergency Response Plan activation

When the emerging infectious disease starts to affect the borough or council operations, the corporate emergency response plan (CERP) and arrangements should be activated. Refer to the CERP for further detail on the coordinating groups listed below, how to activate them, and how the council's response to an incident should be managed. The information below provides a summary of the key council coordinating groups.

Council Gold Group (CGG)
- The CGG are be responsible for the strategic co-ordination and monitoring of Council resources.
- It is chaired by Council Gold.
- The CGG, alongside Council Silver and Resilience Advisor, will be responsible for the overall management, co-ordination, control, and monitoring of the emergency situation and disaster recovery actions.
- A CGG meeting is likely to focus closely on:
  - The impact of the incident on the local community;
  - Continuity of local public services;
  - The resourcing needs of the local authority and other local partners; and

o   Local stakeholder management.

Council Silver Group (CSG)

- The CSG are responsible for the tactical identification and deployment of Council resources.
  - o   In a pandemic response, the group that has been sitting to coordinate the council's response so far will become this group.
    - ▪   The name of the existing group could be extended to include "CSG". For example, "Swine Flu Coordinating Group (CSG)".
- It is chaired by Council Silver.
- A CSG meeting is likely to focus closely on:
  - o   Reviewing the tactical plan
  - o   Management of resources
  - o   Outstanding actions & issues
  - o   Agreeing priorities
- The CSG should be supportive in:
  - o   ensuring that service areas required as part of the emergency response undertake desired tasks as requested by the Borough Emergency Control Centre (BECC) / Council Silver;
  - o   timely updates are provided on tasks allocated to them;
  - o   and that Service Link Officers (SLOs) identified for each responding services have made contact with the designated BECC Officer responsible for their service area.

Business Continuity Steering Group

Business Continuity Plan owners should invoke business continuity plans when their trigger points are reached, however a business continuity-focused sub group is likely to be needed to coordinate the impacts of the pandemic on council operations.

This group will coordinate the tactical response for business continuity management activities to ensure that critical council services can be maintained. Responsibilities for this group may include:

- Arranging for the identification and continuation of activities within each directorate which are critical to the community on health, social and economic grounds and services that are required by statutory law.
- Assessment of impact on service provision due to reduced / non supplies of services provided by external agencies during a pandemic.
- An assessment of the impact the reduction in staffing levels is/ would have on departments who provide critical services and determining minimum staffing levels and resourcing during a pandemic for those critical services.
- The identification of alternative staff resources, particularly concentrating on where critical functions could be staffed by those from non-critical areas which have the necessary skills and knowledge (there is unlikely to be any capacity available from outside temporary or staffing agencies). This aspect includes the potential lead-in and training time needs of such deployed staff.
- The identification of staff that would be able to work from home without significant impact on their normal activities. This would help reduce the spread of infection, allow for potential transport disruptions or controls on public gatherings, and would allow staff to look after sick relatives or children away from school.
- The assessment of the reliability of supply chains, etc., and how long critical services could continue functioning without those supplies.

Recovery Coordinating Group (RCG)

- The RCG is the strategic decision making body for the recovery phase, able to hold the broad overview and represent each agency's interests and statutory responsibilities.
- The group is a multi-agency group, Chaired by a Croydon Council Executive Director.

Borough Emergency Control Centre (BECC)

- The Borough Emergency Control Centre (BECC) is the coordination hub of the local authority emergency response.
- All key incident information should go through the BECC to be able to be input into the Incident Log.
- The BECC will be opened upon the decision of Council Silver and the Resilience Advisor.

4.5 De-escalation and Stand down

See the council's Corporate Emergency Response Plan for further information on stand-down and debriefing arrangements.

- Council Silver (likely the Director of Public Health), with agreement from Council Gold, will determine when the use of this plan may be stood down.
  - These events will need to be formally communicated and documented.
  - This will follow receipt of notification from NHS England, and London Resilience that the significant impacts of the pandemic are over and regional and national reporting structures are being closed down.
- There may be a continuing need for a Recovery Coordinating Group.
  - Alternatively, it may be that the community and council operational needs have been satisfied to a point in which further activity may be absorbed into "business as usual".
- It should also be noted that it is likely that at least one investigation will be taking place into the incident at this stage.
  - Copies of notes and logs of actions and decisions should be saved securely, and made available when / if requested.
- Part of the stand down process should be a formal debrief and evaluation of the incident and the council's actions, decisions and activities which were undertaken in response to, and recovery from, the emergency.
  - This evaluation should be used to enhance plans for future incidents.

4.6 Local multi-agency coordination

Responding to the health, social care and wider challenges of a pandemic requires the combined and coordinated effort, experience and expertise of all levels of government, public authorities/agencies and a wide range of private and voluntary organisations.

A separate plan, the **Croydon Multi-Agency Pandemic Response Plan**, provides the framework for Croydon Resilience Forum to be prepared for, and able to respond to and recover from a pandemic, and should be read in conjunction with this plan.

This multi-agency plan details:

- Roles and responsibilities of key responding organisations within Croydon.
- Activation procedure.

- Coordination structures, to ensure an effective response to the local population which fits in with national and regional strategies and coordination structures.
- Situational awareness processes, so that potential problems can be identified early and addressed or, where necessary, raised at a London level.
- Communication arrangements, both between organisations and with the public and media.

It does not detail business continuity arrangements for contributing organisations – each agency is responsible for maintaining an appropriate level of service, which includes being able to actively participate in local response and coordination arrangements.

4.7 Regional (London) multi-agency coordination

London's strategic coordination arrangements are set out in the Strategic Coordination Protocol available on the London Prepared website. The Protocol details the arrangements for the coordinated strategic response and recovery to any emergency, as defined by the Civil Contingencies Act 2004, in London; including a pandemic.

5 Response

The response to an emerging infectious disease should start well in advance of a pandemic being declared (if it even becomes one).

The council's response to any emerging infectious illness should always be precautionary, proportional, and flexible based on the risk at the time.

5.1 Situational Awareness

Information is crucial to the understanding and response to any major incident. For a pandemic this is particularly important, as the inter-dependencies of agencies on each other's' continued resilience over potentially several months will become crucial.

5.1.1 Situation Reports

When the London response arrangements have been activated, Croydon Council will be required to supply situation reports to the London Local Authority Coordination Centre (LLACC), which will be collated with those from the other London local authorities and fed into the London Strategic Coordination Group and COBR.

Croydon Council's situation report will be collated and sent by the officers in the Borough Emergency Control Centre (BECC) according to the operational rhythm set by the LLACC. Frequency (or operational rhythm) will be determined by the severity of the pandemic, the scale of the challenges arising, and available resources.

Council teams asked to contribute to this must provide their situation report within the set deadlines, otherwise it will not be included in the return – this is not flexible as there are deadlines that the LLACC has to meet.

Croydon council may be expected to report on the following

- Impacts on local critical services
- Social care provision
- Impacts on cremation and burial services and mortuary capacity – to Excess Deaths Steering Group
- Local support to the health service/voluntary and community inputs and mutual aid issues and solutions
- Community concerns
- Business issues

5.1.2 Common Operating Picture (COP)

Sustaining a clear information picture across the council, and amongst partners, during an incident is essential. When the Corporate Emergency Response Plan has been activated, a Common Operating Picture (COP) will be used by the resilience team to regularly share the most pertinent information relating to an incident with CGG, CSG, key staff, Members and partners. This assists in shared knowledge, efficiencies in information sharing and a reduced need to read minutes and reports to source key pieces of information.

5.2 Council activities at each stage of DATER

There are five, non-linear, phases of a pandemic response: DATER – **D**etection; **A**ssessment; **T**reatment; **E**scalation; **R**ecovery.

The following table details practical actions and considerations for the council at each of the five stages. The actions and considerations listed below are not exhaustive, and should be precautionary, proportionally, and flexibly applied to the specific risk presented.

With each DATER phase, the actions of the previous stage should also be considered and actioned.

Each stage may last days, weeks, or months depending on the emerging infectious disease, and so all listed actions may not be relevant in the earlier stages of a phase. But the council's response activities should be regularly reviewed to ensure they are proportionate and appropriate.

Action / Consideration	Additional Information / Suggestions	Responsible
Detection "Public Health Emergency of International Concern" (PHEIC) is declared by the WHO, or the WHO declare a Pandemic Alert Phase.		
Establish initial communication and coordination channels	• Determine proportionate initial actions • Pooling and sharing of situational reports (sitreps) – public health and resilience teams are likely to get sitreps via different channels • Identify and establish key points of contact in public health, resilience, and communications teams • Determine staff communication requirements, for example, sharing information about the virus and steps we can take to protect ourselves and others • Create an online shared repository for meeting notes/ actions/ key updates etc. accessible by key council leads	• Public Health team • Resilience team • Communications team
Review this plan and referred-to emergency plans	• Key contacts / leads in service areas • Updating contact details	• Resilience team • Public health team • Key named contributors in emergency plans
Communication with council staff	• Publicising normal respiratory illness advice (e.g. catch it, bin it, kill it) • Raising awareness of where to find latest information (PHE / government website) • Consider all council buildings, not just the civic centre • Consider council staff who do not have access to emails or the intranet	• Communications team
Assessment Identification of the novel (influenza) virus in patients in the UK.		

Action / Consideration	Additional Information / Suggestions	Responsible
Meeting of key council leads to review and reflect on internal council preparedness for the emerging risk	• Proposed agenda: update on the current situation / what is currently happening internally / what do attendees need to do for their service area and the council preparedness / review of actions coming out of the meeting, who is leading on each, and when it is to be completed. • Suggested attendees, representatives from: Public Health (chair and secretariat) / Duty Council Silver / Emergency Planning / Communications / Facilities Management / Schools / Children's Social Care / Adults Social Care / Access Croydon / Housing / Businesses / Human Resources / Violence Reduction Unit / CDS / Bereavement Services / Events & licensing / Chair of Council Business Continuity Steering Group / Democratic Services (note / action taker) • Use the created online shared repository for meeting notes/ actions/ key updates etc. accessible by key council leads	• Public Health team

Communication with council staff	• See the **Communicating in an Incident Plan**
	• Publicising normal respiratory illness advice (e.g. catch it, bin it, kill it)
	• Raising awareness of where to find latest information (PHE / government website)
	• Consideration of how to target front line staff
	• Consider a dedicated email address for internal staff to contact with queries.
	   o The incident could go on for a long time and it is better to have a central contact point for internal queries, rather than contacting individuals.
	   o The Public Health team could manage the inbox, and monitor if there is commonality in queries to update information on the intranet
		• Communications team

Communication with the public	• See the **Communicating in an Incident Plan** • Reiterate messages from NHS and PHE • Support targeted communications to different population groups in Croydon, e.g. non-English speakers, people with learning disabilities etc. • Coordinate with other local responding organisations to ensure consistent and effective public communications	• Communications team
Review staff absence policy and procedures	• Are they fit for purpose for a pandemic? • Review triggers, protocols, return to work procedures etc. • Implement and communicate enhanced absence reporting arrangements	• Human Resources team

Action / Consideration	Additional Information / Suggestions	Responsible
Treatment Evidence of sustained community transmission, i.e. cases not linked to any known or previously identified cases.		
Review of all business continuity plans (BCPs)	• Circulate the prompting questions in *Business continuity review checklist* to business continuity plan owners • Directors are responsible to ensure that all plans in their area have been updated appropriately • Assurance should be sought by BCP owners from key suppliers and providers about the robustness of their business continuity measures • Update / reconfirm SitRep reporting mechanisms, including actions for when BCPs are invoked • Services should ensure that plans in place to support vulnerable population groups (see *Vulnerable people*) are fit for purpose and robust • Ensure that contact details are up to date for establishments such as care homes, day centres, schools etc.	• Resilience team • Business continuity plan owners (usually team managers) • All Directors
Activation of this pandemic response plan	• This should be considered when response activity is sustained and requires structured coordination and resource to ensure effectiveness • This plan will also be activated on notification from London Resilience that a pandemic response is required • It is best practice to stand up emergency response arrangements early, rather than be on the "back foot" • It is unlikely to be necessary to activate the Corporate Emergency Response Plan at this stage.	• Director of Public Health
Ensure the resilience of key IT systems	• Ensuring server capacity for increased numbers of remote workers • Review the resilience of IT systems used by priority one services • Review of disaster recovery plans	• IT teams
Council emergency response arrangements	• Place Borough Emergency Control Centre (BECC) staff are on standby and have advised their line management of their potential absence for BECC duty over the course of the pandemic	• Resilience team
Communication with council staff	• New or enhanced Council procedures • Pandemic impact on Croydon • Remind about illness / absence procedures • Reinforcement of personal respiratory and hand hygiene message	• Communications team

Action / Consideration	Additional Information / Suggestions	Responsible
Communication with the public	• Any changes about how to access council services (e.g. Access Croydon) • Coordinate with other local responding organisations to ensure consistent, effective public communications • Provision of a consistent message (following the national messages) to promote community cohesion and ensure that the public are kept informed	• Communications team
The following actions / considerations are more relevant when the emerging infectious illness is affecting higher numbers of people, closer to, or within Croydon.		
Provision of PPE to staff (for example, face masks, hand sanitiser), following national specialist guidance about what is appropriate in different environments	• Particular focus on front line services • Remember all council buildings, not just the civic centre	• Facilities Management team
Staff redeployment needs and re-training for key pandemic-related activities requiring potential enhancement	• See those services listed in *Pandemic-specific activities for key council services* • Consider training needs assessment for cross-training of staff to fulfil key roles • Consider other roles with transferrable skills • Who will facilitate the training required? • Consultation with Trade Unions on potential redeployment of staff to critical services • Ensure all staff are aware of the likely impact of the pandemic and the changes to working practices that will be employed	• Business Continuity Steering Group
Monitoring of staff absence	• This is likely to be a required daily reporting line for London Resilience • Confirmation of recorded sickness, annual and compassionate leave arrangements during the pandemic period • Decide upon staff segregation or isolation policies for those who come to work while apparently ill	• Human Resources team
CRF Multi-Agency Pandemic Response Plan will be activated	• This should be considered when response activity is sustained and requires structured local multi-agency coordination and resource to ensure effectiveness. • It is best practice to stand up emergency response arrangements early, rather than be on the "back foot" • Pandemic command and control arrangements will invoked, which requires attendance at multi-agency meetings (e.g. PICG and Strategic Group)	• Director of Public Health

Action / Consideration	Additional Information / Suggestions	Responsible
Activation of the Corporate Emergency Response Plan	• When the emerging infectious disease starts to affect the borough or council operations, the CERP and arrangements should be activated. • This will include activation of the Borough Emergency Control Centre (BECC) arrangements, and Council Gold Group and Council Silver Group meetings.	• Chief Executive
Escalation Demands for services start to exceed the capacity available.		
Strategic direction about which services can be suspended	• Depending on resource availability, some services may be required to suspend activity to focus resources on critical services. • Use the council business continuity situation report summary to guide this decision.	• Business Continuity Steering Group • Final decisions to be approved by Council Gold Group
Critical service assessment and forward planning	• Linking in with staff absence figures	• Business Continuity Steering Group
Communication with the public	• Ensure that residents, local business, community group and partners expectations of Council services are appropriately managed, including through the media. • This message should emphasise that should the pandemic have a severe impact on the populace the Council have plans in place to ensure that the critical activities will be maintained, though potentially at a less intense level. • Encourage community cohesion, resilience and self-help measures	• Communications team
Communication with council staff	• Clear communication on the impact the pandemic is having on the council and the actions the council is taking to maintain critical services • Emphasise the importance of every staff member's role and effort in the response	• Communications team
Voluntary sector support	• Depending on the severity of the pandemic, as well as pre-existing commitments, the Voluntary Sector may be able to provide additional support services. • Assistance should be sought as per the methods described in the London Voluntary Sector Capabilities Document.	• Council Silver Group
Recovery Influenza activity is either significantly reduced compared to the peak or the activity is considered to be within acceptable parameters.		
Although a pandemic may have two of more waves, each lasting for many weeks, it will eventually end and this will be signalled through communication from the London Resilience Partnership via the London Local Authority Coordination Centre (LLACC). At this stage the number of new cases will show a sustained decrease.		

Action / Consideration	Additional Information / Suggestions	Responsible
Prioritise the restoration of services and to phase the return to 'new-normal' in a managed and sustained way. The pace of recovery will depend on the residual impact of the pandemic, on-going demands, backlogs, staff and organisational fatigue and continuing supply difficulties	• Refer to the **Recovery Management Framework** • DHSC will issue information to inform plans following a review of the first wave and the availability of countermeasures. • Manage the expectations of the media, public and staff – there will only be an incremental approach to returning to "business as usual" as there will be potentially less staff available (through fatalities and complications from the pandemic), less fully trained staff, bereaved and traumatised staff, added to a large backlog of work in areas that have been given a low priority rating and therefore not treated as a critical task. • Activities should be brought back "on-line" according to priority and timescales as set out in Business Continuity Plans as staff and resources become available	• Recovery Coordinating Group
Recruitment activities	• Prioritise the recruitment activities on critical tasks at first	• Human Resources team • Business Continuity Steering Group
Staff welfare	• Acknowledge staff efforts by some form of recognition, though ensuring that those who have been ill from the pandemic are not adversely treated, or vice versa. Particular efforts "beyond the call of duty" should be rewarded. • Consider a memorial service for those staff members who have died in the pandemic – their colleagues may not have had an adequate opportunity to mourn them yet. • Make counselling and bereavement support available to those staff members who need it and ensure that management allow staff time to make use of these offers. Resources are available from the Employee Assistance Service, Occupational Health, private providers and the voluntary and faith sectors.	• Recovery Coordinating Group

5.3 Pandemic-specific activities for key council services

Certain areas of the Council will have specific issues and concerns for which some pre-planning is appropriate, and which will mitigate the impact of the pandemic on critical services. In addition to the considerations listed in the table below (not exclusive), every service should ensure their business continuity plan is fit for purpose.

As well as having less staff available, the Council will have to cope with additional demands on it in particular work areas. These will include providing:

- Enhanced social care and support to sectors of the community and individuals found to be particularly susceptible to the infection or who become vulnerable due to the failure of independently arranged care either through their normal formal or informal arrangements

- Greater capacity for the registration of deaths, the storage of bodies and funeral arrangements – see the **Excess Deaths Plan**

- Specific guidance and advice to the community, especially vulnerable groups, e.g. schools and residential nursing homes

- Council transport may be asked to augment or replace critical supply deliveries, e.g. food or pharmaceuticals

- Cash may become difficult to obtain, due to lack of bank staff to move money around the system, so cash-based transactions will have to be moved to cards or electronic payments

- This shortage of cash may have adverse effects on those in the community who do not have credit or debit cards, so there might be a call to the Council to pay benefits in cash rather than into designated accounts

- The logistical hub for the distribution of facemasks (provided by NHS Supply Chain), in line with national guidance, locally within the borough to staff, commissioned services and partner organisations – see Facemask Distribution Proposal

- The Coroner may ask the Council to provide staff to fulfil roles as Coroner's Officers or Administrators (and would provide training in these roles) in case of need, mainly to assist with the efficient issuing of body disposal certificates. Note that coroner's duty requirements could be relaxed by central government if pressures upon the system become too great – see the **Excess Deaths Plan**.

Service Area	Enhanced Service Considerations
Bereavement Services	• Review, and consider the triggers for, the **Excess Deaths Plan** to mitigate the impact of excess deaths across the death management process.
Education	• See the section on *School closures* below for additional information • Provide advice to education providers and childcare settings to ensure a coordinated approach • Ensure that education providers have procedures for closure / re-opening of their establishments during / following a pandemic; ensure that there are methods for providing a reasonable level of education service should schools be forced to close • Promotion of personal respiratory and hand hygiene message to help to limit the spread of any virus • Ensure that education and childcare providers have procedures for segregation of infected children and that parental / guardian contact details are up to date to ensure a rapid and appropriate response

Service Area	Enhanced Service Considerations
Communications	- Produce pandemic preparedness web pages to provide latest advice and guidance to local residents, businesses and communities, including school and other closures - Decide who will be the Council public-facing lead on pandemic for interviews, and ensure that there are deputies appointed as well. Ensure that they are fully briefed. - Determine methods for maintaining communications to all staff, whether they have access to the Council intranet or not. - Promote the Council's social media activity to local residents and businesses for receiving critical health messages - Work with Facilities Management to promote the message of personal respiratory and hand hygiene to help to limit the spread of any virus. - See the **Communicating in an Incident Plan** for the full range of responsibilities.
Democratic Services	- Review all committee meetings and panels, identifying those which may be postponed or cancelled (due to non-criticality), which may be conducted by telephone, and which could be impacted due to a potential lack of a quorum (adding further members to ensure a large enough pool of members exist). - Due to the potential number of coordination meetings taking place on a regular basis (CGG, CSG, Business Continuity Steering Group, Pandemic Coordinating Group), rostering of staff to minute/ action log the meetings.
Facilities Management	- Promotion of personal respiratory and hand hygiene messages to help to limit the spread of any virus across all council buildings - Ensure that soap dispensers are regularly refilled and taps work across all council buildings - Consider preparations for enhanced cleaning as recommended by the health authorities as and when required to limit spread of infection. - All hard surfaces should be subjected to a "wet clean" daily. - Cleaning should include all taps, sinks and door handles. - Prepare to ensure that public rooms and premises, including elevators, lifts and stairwells, as well as reception areas, are cleaned daily - Gloves should be sufficient protection against surface infection - Ensure that all buildings maintenance is up-to-date, to limit the potential for failures during the period of the pandemic when response to problems may be limited - Ensure that emergency generators have been tested and that there is maximum provision of diesel for them in the event of power cuts due to pandemic-related failures of the electricity supply network
Access Croydon & Contact Centre	- Prepare public and staff for changes to processes in the service centres to limit the spread of the pandemic virus in the face-to-face environment. - The changes could include promoting: - Increased use of the website for information - Using email or the telephone for enquiries rather than face-to-face, via courtesy phones or an external free-phone number, backed by front-end recorded messages on the switchboard and contact centre numbers - Letter boxes / drop off zones for documents and letters - Expand the capacity of the Contact Centre to handle the increased volumes of telephone calls expected

Service Area	Enhanced Service Considerations

Social Care	• Consider formation of a single social care function to pool resources from both adults and children's services, taking into consideration similar resources from local partner organisations
	• Maintain a priority list of clients, considering:
	   o those for whom care levels could be reduced for the period of the pandemic
	   o those for whom the number of visits could be reduced
	   o where home visits could be replaced by care via the telephone or email, potentially opening a helpline for clients
	   o sharing / combining visits to clients or areas (e.g. car sharing in a fuel shortage), or only a nurse or a social care worker visiting, not both
	   o identify potential vulnerable clients as details of the pandemic are announced, e.g. that it is disproportionately impacting particular elements of society
	   o where outreach would be able to replace day care centres should they be closed
	   o the personalisation programme of social care
	• Begin the process of managing the expectations of clients in a pandemic, communicating with them in ways applicable to their needs, and seeking advice from the communication team where necessary;
	   o This should also cover the needs of home carers, and those on whom greater responsibility could fall in a pandemic (due to reduced resources being available from normal providers).
	   o Ensure that clients are aware of the potential use of personal protective equipment by officers (especially important for clients with learning or other disabilities that could mean an adverse reaction to those wearing, for example, a face mask).
	• Be prepared for higher level of patient discharges from hospitals as they prepare for an increased intake of those impacted by the pandemic and requiring hospitalisation;
	   o Undertake survey of current bed capacity, including residential care and nursing homes, and rehabilitation units.
	   o Maintain an ability to regularly obtain and update information on the day-to-day capacity of domiciliary care and care home providers to accept, assess and provide services to new referrals
	• Establish plans to sustain patients in the community, including community care such as:
	   o Delivery of medicines
	   o Meals on wheels
	   o Community Nursing
	• Health and social care services may experience persistent secondary effects for some time after the pandemic has entered the Recovery phase. There may be increased demand for continuing care from:
	   o Patients whose existing illnesses have been exacerbated by the virus.
	   o Those who may continue to suffer potential medium or long term health complications.
	   o A backlog of work resulting from the postponement of treatment for less urgent conditions.

Service Area	Enhanced Service Considerations
Waste Services	• Determine protocols and procedures for the public to report dead birds (in an avian influenza scenario) for safe collection by staff. The Department for the Environment Food and Rural Affairs (DEFRA) will provide advice in these circumstances. • Manage expectations of the public for potentially less-frequent recycling/waste collections, emphasising the collection of refuse and food waste as a priority to mitigate impact on public health. • Reassure staff that no additional risks to street cleaning and refuse collection exists from the virus so long as gloves are worn and personal respiratory and hand hygiene protocols are followed.
Fleet / Transport resources	• Ensure that all critical vehicle maintenance is up-to-date, to limit the potential for failures during the period of the pandemic when response to problems may be limited; maximise fuel and spares supplies • Identify potential resources for use in alternative ways to maintain critical transport utilities, e.g. if schools and other mass-gatherings are prohibited, the vehicles / drivers normally providing transport could be used for local food distribution, or for essential supplies such as anti-viral medication • Consider ability to provide resources to aid funeral directors in moving bodies, either through the provision of closed-sided vans, drivers or fuel
Human Resources	• Daily absence reporting will likely be a required report into London Resilience. • A method will need to be developed for staff to report absence, bearing in mind the line managers may also be absent.
Housing	• Ensure that all buildings maintenance is up-to-date, to limit the potential for failures during the period of the pandemic when response to problems may be limited • Begin the process of managing the expectations of clients in a pandemic, providing them with handouts / documentation applicable to their needs
IT	• Prioritise efforts on critical systems and applications, along with maximising the opportunities for home-working during a pandemic to reduce the risk of infection and to allow staff to work from home while caring for sick dependents • Seek to provide web-based discussion boards e.g. Microsoft Teams to facilitate a reduction in face to face meetings • Ensure that IT providers have invoked their own pandemic and business continuity management plans to maintain critical Council services • Consider ceasing all non-essential development work so that available resources may be used to facilitate the maintenance of critical systems
Events	• Review arrangements for cancelling public events should central government advice be to cease mass gatherings to limit the spread of the pandemic

5.4 Infection control

Advice on infection control in the workplace, in hospitals and healthcare facilities and laboratories is available on the Health and Safety Executive website at:
http://www.hse.gov.uk/biosafety/diseases/pandemic.htm

HSE's general advice is to encourage each individual employee to **adopt a common sense approach**.

- *If you are feeling unwell with flu-like symptoms and particularly if you are coughing and sneezing – then stay at home.*

- *This will help to prevent the disease being passed on to colleagues (and also fellow passengers on your way to and from work, if you travel by public transport).*

- *In the workplace, practice good personal hygiene measures – use a disposable tissue to control coughs/sneezes, dispose of it appropriately and wash your hands before eating, drinking etc.*

- *Further advice is given regarding what employers should consider in respect of sending staff home, working with the public, whether masks should be worn and adopting alternative ways of working.*

The importance of hand washing and good personal hygiene cannot be overemphasised.

5.4.1 PPE procurement and disposal arrangements

- There will not be central stockpiles of Personal Protective Equipment (PPE) or cleaning products for councils to buy from.

- Procurement will need to be via existing routes, noting that these may become out of stock rapidly, or delivery disrupted.

- Disposal of PPE should be as normal, unless otherwise directed by Public Health England or NHS England.

5.5 Social Measures

The impact a pandemic has on the population and wider society will be determined by three interdependent factors:

- **Disease characteristics**: the number of cases and deaths, the proportion of severe disease in the population, the clinical groups most affected and the rate of onward transmission. This will only become possible to assess once sufficient data are available.

- **Service capacity**: the number of patients presenting at primary care services and / or admitted to hospital and intensive care and specialist treatment (e.g. extracorporeal membrane oxygenation (ECMO)), and the capacity of public services, utilities and businesses to cope with increased demands and staff absence.

- **Behavioural response**: the levels of concern experienced by the population, positive reactions to good respiratory and hand hygiene campaigns, the likely uptake of antiviral medicines and vaccination and the way health services are accessed and used

So, for example:

- A highly transmissible virus producing relatively mild symptoms may still cause significant disruption to businesses and individuals as well as to health and social care services, due to the high incidence of sickness and staff absence over an extended period.

- A concentrated wave of infection, where a large number of people are infected over a short period with a more severe illness is likely to have a greater impact on society and service capacity than the same number of cases spread over a longer period.

- Uncertainty about the severity of a new pandemic, and any alarmist reporting in the media, may drive large numbers of people to seek reassurance from health providers, placing strain upon primary and secondary care services.

5.5.1 Self-isolation

Members of the public who have been at risk of catching the emerging infectious disease may be asked to self-isolate to restrict the spread of the illness, either while they are currently well or while they are awaiting the results of diagnostic testing.

Public Health England (PHE) will provide guidance on home isolation specific to the infection, and members of the public will be advised to call NHS 111 if they meet the criteria set by PHE.

NOTE: Where a situation does not fall under the Public Health (Control of Disease) Act 1984, unless lawful regulations are implemented, such as The Health Protection (Coronavirus) regulations 2020, self-isolation cannot be enforced.

5.5.2 Vulnerable people

Vulnerable people are defined as those "that are less able to help themselves in the circumstances of an emergency". In the event of a pandemic, these may include:

- children (the situation may be exacerbated by school closures)
- older people
- mobility impaired
- mental/cognitive function impaired
- sensory impaired
- individuals supported within the community

- immuno-compromised children and adults
- those with underlying health conditions
- individuals cared for by relatives
- homeless
- pregnant women
- those in need of bereavement support.

See the **Croydon Multi-agency Identification of Vulnerable Person's Plan** for further guidance.

5.5.3 School closures

The impact of closure of schools and similar settings would have substantial economic and social consequences and have a disproportionately large effect on health and social care because of the demographic profile of those employed in these sectors.

Such a step would therefore only be taken in a pandemic with a very high impact and so although school closures cannot be ruled out, it is unlikely to be a major feature of local planning.

Guidance for the education sector is likely to be developed in the early stages of an emerging infectious disease and made available on the GOV.UK website.

Optional Closures

Under some circumstances the decision may be made by head teachers (and their Board of Governors where relevant) to close establishments temporarily. Such closures should be guided by the following planning principles:

- using a precautionary approach in the early stages of a pandemic and depending on the public health risk assessment, public health may advise localised closures (individual schools or catchment areas). The purpose would be to reduce the initial spread of infection locally while gathering more information about the spread of the virus; and

- once the virus is more established in the country, the general policy would be that schools should not close – unless there are specific local business continuity reasons (staff shortages or particularly vulnerable children). This policy will be reviewed in light of information about how the pandemic is unfolding at the time.

Mandatory Closures

If the Government considers the pandemic severe enough to advise schools and group early years and childcare settings to close, then the following procedure is likely to be followed.

- The Department for Education (DfE) will advise local authorities whose **education teams are responsible for ensuring that all maintained schools and settings are told of the decision**.
    - o The DfE will inform Independent schools, academies and free schools directly.
- The DfE policy is that advice to close would be activated on the basis of Local Resilience Forum areas (for Croydon Council, this is Greater London), with all schools and group early years and childcare settings being **advised to close when the pandemic reached their area**.
- It would be expected schools and settings to **close at the end of the day** when they get the message and remain closed until advised that it is judged safe to reopen.
- Based on evidence from the local Health Protection Unit, Public Health England would decide when the infection rate in an area has fallen to a level where schools and early years and childcare settings could be advised to re-open in relative safety (it can never be "safe" in absolute terms as it is possible that there will be further cases).

5.5.4 Transport and travel

Travel may be affected through:

- Any explicit restrictions by central government on travel and public gatherings
- People opting not to travel (e.g. because of cancellation of work / school etc., fear of acquiring infection through travel or fear of leaving home)
- Availability of fuel and transport workers and spares for repairs

The frequency of face-to-face meetings is likely to decrease during a pandemic due to these issues, and also to reduce the potential spread of the infection. Telephones, conference calls, bulletin boards on web-sites and video conferencing should be encouraged.

Impacts on travelling may be addressed by using measures detailed in the **Croydon Council Fuel Disruption Plan**.

5.6 Communications (pandemic specific)

- Public Health England (PHE) will lead on communicating with the public and will utilise the London Resilience Gold Communications Group to deliver a consistent London message.
- The Department of Health and Social Care (DHSC) will be the primary source of health-related messages.
- See the Croydon Council **Communicating in an Incident Plan** for communication team roles, responsibilities and actions.
- The council's communication strategy should consider communication methods for different communities, including staff, residents, supplies and contractors
- See the **Croydon Multi-Agency Pandemic Response Plan** for details of a Croydon Pandemic Communications Working Group.

During any period of increased alert and throughout the response phase, the communication objectives are to **promote and reinforce individual and collective actions that reduce the spread of the novel virus and minimise its health and wider impact on the UK**.

Lessons identified from the 2009 Swine Flu Pandemic acknowledge:

- Openness and transparency is central to an effective pandemic response.
  - People are likely to respond better and are more likely to take effective and appropriate action if they trust both the advice given and the person or organisation offering it.
- People are more likely to take up recommended behaviours when they clearly understand the risk the pandemic poses to them (e.g. understanding they could become infected with the novel virus themselves).
- Alongside this understanding of the risk, people need to have access to the tools and information to respond to it.
  - Communications are likely to be most effective when they explain clearly why certain actions are protective and why people are being asked to take them.
  - If individuals understand the risk but do not know how to mitigate it, then this is likely to increase the uptake of non-recommended behaviours, e.g. presenting at a GP surgery for assessment and treatment – with the attendant strain that this may place upon services.

5.6.1 Suggested key public messages during a pandemic

- Follow public health advice and consider how you and your family might prepare for disruption to schools or childcare facilities due to staff absence or shortages.
- Do your best to minimise the spread of infection by maintaining a hand hygiene routine.
- Make sure you have supplies of over-the-counter cold and 'flu' medicines and other basic necessities and that you can care for any existing health conditions.
- Familiarise yourselves with local arrangements for accessing health and social care support early should you need them, including getting antiviral medicines if needed.
- Support friends and family who are ill. They might need you to pick up medicines for them or help in other practical ways.
- Be a good neighbour - you may know of those in your community who are vulnerable or could be made vulnerable due to a pandemic. You can help them by checking if they are all right or need help.
- If infected, stay at home, keep warm and drink plenty of fluids.
- If you are ill and your symptoms are getting worse, or you have a long-term medical condition, you should contact your GP or other health professional for assessment and advice immediately.

6 Training, exercise and validation

This plan should be validated via exercise or other appropriate testing event with relevant stakeholders.

The following evidence is required to prove this validation:

- Post exercise report including actions, recommendations, and record of attendees.
    - Summaries of these should be noted in the *Document information panel*
- Incident reports (after a real plan activation).

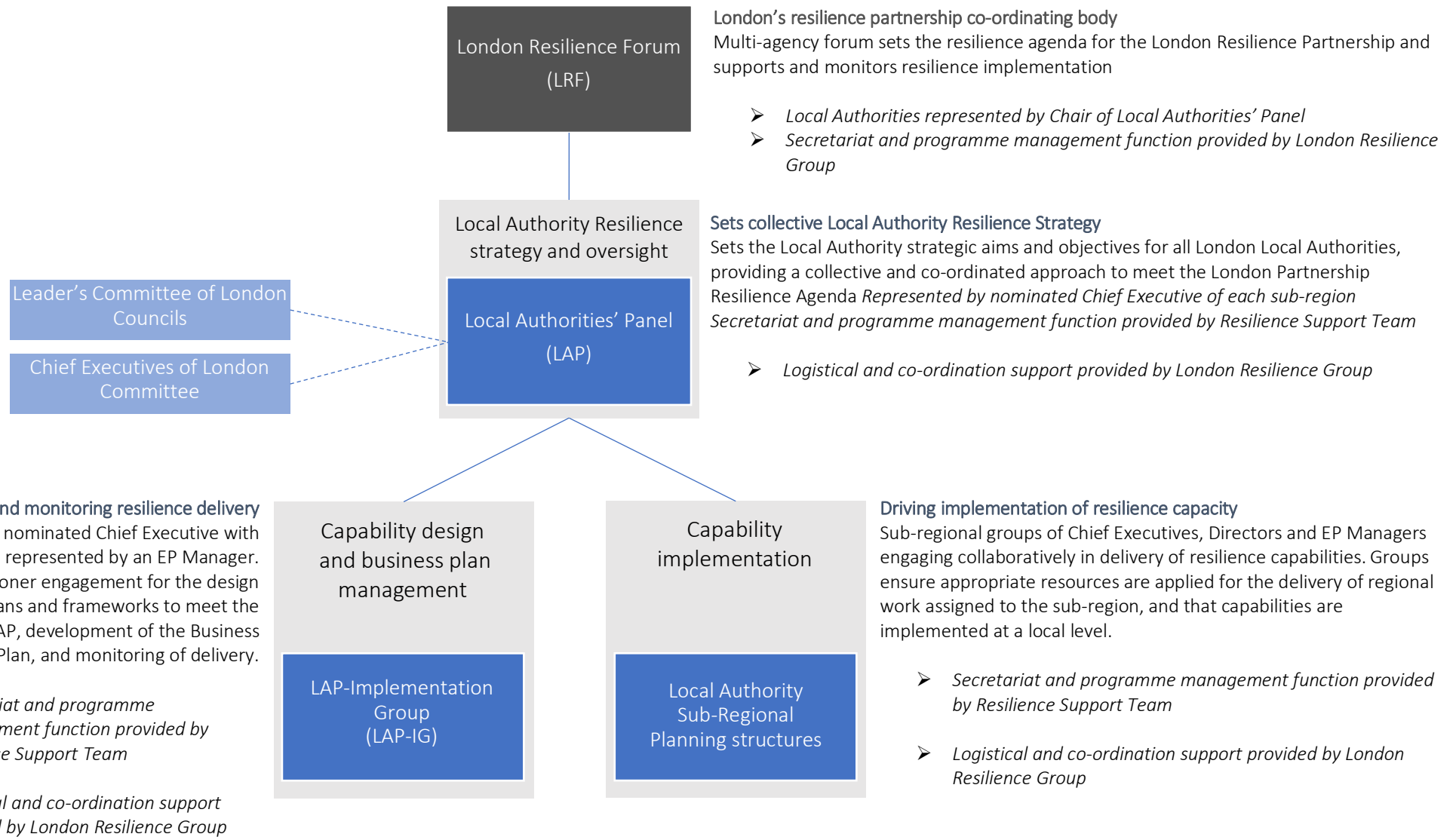Once validated, training requirements (i.e. content, skills, frequency, etc.) should be identified and an appropriate training package designed.

Training and exercises should be scheduled and conducted on a regular basis for all staff necessary to activate this plan. This plan can be exercised alongside other council and multi-agency plans.

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London Local Authority governance structure *(produced by LAP Resilience Support Team)*

London Resilience Forum (LRF)

London's resilience partnership co-ordinating body
Multi-agency forum sets the resilience agenda for the London Resilience Partnership and supports and monitors resilience implementation

- ➢ *Local Authorities represented by Chair of Local Authorities' Panel*
- ➢ *Secretariat and programme management function provided by London Resilience Group*

Local Authority Resilience strategy and oversight

Local Authorities' Panel (LAP)

Sets collective Local Authority Resilience Strategy
Sets the Local Authority strategic aims and objectives for all London Local Authorities, providing a collective and co-ordinated approach to meet the London Partnership Resilience Agenda *Represented by nominated Chief Executive of each sub-region Secretariat and programme management function provided by Resilience Support Team*

- ➢ *Logistical and co-ordination support provided by London Resilience Group*

Leader's Committee of London Councils

Chief Executives of London Committee

Capability design and business plan management

LAP-Implementation Group (LAP-IG)

Designing and monitoring resilience delivery
Chaired by a nominated Chief Executive with each sub-region represented by an EP Manager. Provides practitioner engagement for the design of services, plans and frameworks to meet the strategy set by LAP, development of the Business Plan, and monitoring of delivery.

- ➢ *Secretariat and programme management function provided by Resilience Support Team*

- ➢ *Logistical and co-ordination support provided by London Resilience Group*

Capability implementation

Local Authority Sub-Regional Planning structures

Driving implementation of resilience capacity
Sub-regional groups of Chief Executives, Directors and EP Managers engaging collaboratively in delivery of resilience capabilities. Groups ensure appropriate resources are applied for the delivery of regional work assigned to the sub-region, and that capabilities are implemented at a local level.

- ➢ *Secretariat and programme management function provided by Resilience Support Team*

- ➢ *Logistical and co-ordination support provided by London Resilience Group*

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Resilience Standards for London Local Government

Overview

Resilience Standards for London

In January 2018, a review was commissioned by the City of London Corporation on behalf of the Local Authorities' Panel. The objective of the review was to recommend the means by which London local government, comprising the thirty-two boroughs and the City of London Corporation, can individually and collectively assure their organisation's preparedness, particularly their capacity and capability, through a credible, transparent, efficient and cost-effective approach. The review set out a broad framework that supports a blended approach to assurance and contained fifteen recommendations including the development of new resilience standards for London local government. On 18th April 2018, the Local Authorities' Panel endorsed the review report and the recommended assurance framework.

The previous standards used were the Minimum Standards for London (MSL), which were introduced in 2007. The MSL comprised sixteen standards designed to ensure that all local authorities had the appropriate procedures and policies in place to support the London Local Authority Gold (LLAG) arrangements.

The following draft Resilience Standards for London are significantly different to the Minimum Standards for London and provide a very different approach to assurance. The standards are designed to lead to good outcomes and leading practice whilst supporting compliance with the Civil Contingencies Act 2004.

The Civil Contingencies Act 2004 establishes a clear set of roles and responsibilities for local responders; gives greater structure and consistency to local civil protection activity and establishes a sound basis for performance management at a local level. Local authorities are designated as Category 1 responders and are at the core of emergency response and recovery arrangements. Category 1 responders are subject to the full set of civil protection duties.

The content within each standard has been drawn from national government guidance and legislation, LGA guidance, London specific guidance and other publications and reports; examples include relevant British Standards and the Kerslake report.

Using the standards

The standards should be seen as part of a broader assurance framework for a council, with the aim of continually improving performance across its emergency planning and resilience activities. The standards have been designed, with a council focus, to lead to good outcomes and possible leading practice, if they are embedded and used across an organisation; they are not a guarantee of assurance.

In designing the standards, it has been assumed the Corporate Leadership Team, or equivalent, will be the accountable body and that Services and departments will be responsible for the resilience arrangements in their respective areas. Emergency planning teams will continue to provide expertise, advice and guidance.

Assessing your organisation against the standards should not be seen as a bolt-on activity conducted once a year by the emergency planning team. It is intended for the appropriate Service, department or team to take ownership of the standard most relevant to them. You should be able to assess or measure progress against any standard (or part of it) at any time of the year as part of your business as usual arrangements.

The standards have been developed to support continuous improvement and assurance within a council. They should not lead to a duplication of work or activity within a council. There should be no need to create additional policies, procedures, processes or documents where these already exist. For example, it is not necessary to create an additional risk register when one is already in place.

The standards are designed to be progressive; continually improving performance by 'raising the bar' through review and evaluation of the standards. In time, leading practice could become good practice and new, more challenging leading practices introduced. It is not expected that every council will identify leading practice, however, where it is identified it is assumed the practice will be shared with other councils.

Each standard contains a 'Descriptor' (developing, established and advanced). The descriptor provides a framework for the council to reach a view on its current level of performance, based on the evidence. These are intended as food for thought and to promote honest consideration of how developed a council's approach is.

It is not intended that the descriptor is used as a judgement.

There is some duplication within the standards and this is intentional, particularly where it is important to emphasise a specific activity such as 'training'. As previously stated, the standards have been designed to be distributed across the council and each standard can be used as a stand-alone document and built into a Directorate or team's work programme.

The standards do not replicate or replace existing legislation, guidance or other standards. They do, however, complement the National Resilience Standards produced for use by Local Resilience Forums, by the Cabinet Office.

Each standard contains links to further information and guidance which is seen as the most relevant information available. There may be other reference material an organisation would like to refer to.

In completing a self-assessment using the standards, councils should consider the impact of their activities in terms of performance, benefits to the community and outcomes for the organisation. The self-assessment should be conducted in a spirit of genuine challenge and awareness.

The process is not intended to be burdensome and should make use of evidence readily available, whether that is evidence of strategy, performance data or case study type examples of interesting or leading practice.

Undertaking a self-assessment against the complete set of standards is recommended at least every three years and is a prerequisite for authorities wishing to undertake a peer challenge.

The sub-regional groups should continue, to provide an annual challenge session, assess progress and to share experience and leading practice,

Key assessment areas

RISK ASSESSMENT

Resilience Standard for London #1

Desired Outcome
The council has a robust and collectively understood assessment of the most significant risks to the local area, based on how likely they are to happen and what their impacts might be. This information is used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations.
Summary of legal duties (mandatory requirements)
The Civil Contingencies Act (CCA) and accompanying regulations place a statutory obligation on all Category 1 responders to "from time to time assess the risk of an emergency occurring". CCA 2004 Part 1, Section 2 (1)(a) duty. See also CCA 2004 (Regulations 2005), Part 3.   In addition, under the CCA 2004 (Regulations 2005), Part 3, Section 18, a Category 1 responder must consider whether it is appropriate to share risk assessment information with another Category 1 responder in order to support and inform their risk management decisions.
How to achieve good practice in this area
a. Undertake a local risk assessment, with reference to the National Risk Assessment, at least as regularly as new national assessments (every two years) or when associated guidance is issued.   b. There is an up to date risk register that fully reflects the council's foreseeable risks. It is sufficiently detailed and comprehensive, written in plain English and understandable to the general public. It is readily available to the public.   c. The risk register contains specific local risks that may only require a response from the council or partners within the borough. It is not just a copy of the London risk register but should have regard to it.   d. Consider the common consequences of identified risks (for example mass casualties, people requiring evacuation or shelter, loss of an essential service, environment and the economy) to inform generic and flexible emergency plans.   e. The council is conducting active horizon scanning for new risks and is regularly updating its risk register accordingly.   f. The diverse nature of the community is understood, the council consults and engages with the community as part of its approach to community risk.   g. Processes are in place to update risk assessments following any major event or exercise to consider lessons learned about the impacts of that event.   h. The risk assessment considers the impact on local people, visitors and businesses.   i. The council, with partners on the Borough Resilience Forum, are working together to deliver against the National Resilience Standards produced by the Cabinet Office for Local Resilience Forums.

How to achieve leading practice in this area
i. Takes account of "out of area" hazards including across council and regional boundaries, which could affect the organisation and its locality. j. Risk assessment information is shared with neighbouring authorities with similar risk profiles in order to collectively improve understanding of risk impacts. k. Captures information about the impact of simultaneous events and the effect on the local area. l. A risk assessment for major incidents considers the impact on mental health to adults, children and young people, families and council responders.

Guidance and supporting documentation
Statutory and overarching multi-agency guidance and reference from Government • National Risk Assessment (most recent edition at time of consultation is the 2016 NRA) available on Resilience Direct. • London Risk Register 2019 • Local Risk Management Guidance (available on Resilience Direct) • Emergency preparedness: Chapter 4 – local responder risk assessment (2012) ***Relevant British, European and International Standards*** • BS IS0 31000:2018 Risk Management - Guidelines ***Other recommended points of reference*** • Business Resilience Planning Assumptions (a publicly available example of how common consequence information is collated and conveyed)

Descriptor		
Developing	**Established**	**Advanced**
The council is developing risk analysis processes to become more effective. The council is building up knowledge and understanding of its community and priorities.	A risk analysis process is in place and the council is well aware of the different risk groups representing the diversity within the local area. The council has regard to statutory responsibilities and national guidance but does not extend its process to reflect local circumstances. Leaders understand the nature of community risk.	A well informed and developed risk analysis process exists and the council is very aware of the diversity in the local area and takes active steps to inform itself about the distinctive needs and opportunities. It engages in discussion with the local community about community risk. Statutory guidance is fully implemented and is extended in a coherent way to reflect local circumstances.

GOVERNANCE ARRANGEMENTS – POLITICAL LEADERSHIP

Resilience Standard for London #2

Desired Outcome
A council that operates with effective political governance which enables the organisation to meet their duties under the Civil Contingencies Act, and to achieve local resilience objectives.
Summary of legal duties (mandatory requirements)
The Civil Contingencies Act (CCA) establishes the legislative framework for Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: Contingency Planning, Duty to Assess, Plan and Advise (Section 2); Advice and Assistance to the Public (Section 4); and General Measures (Section 5). Emergency Preparedness provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. Emergency Response and Recovery sets out guiding principles for emergency response and recovery (Section 2.2) and defines roles and responsibilities (Section 5.2).
How to achieve good practice in this area
a. Define roles and responsibilities for political leaders and ward councillors, which is supported through induction, training and development and exercises.
b. Make key policy decisions and consider recommendations from senior officers prior to, during or following a civil emergency.
c. Discuss with the Chief Executive and senior officers the main risks to communities so key actions can be promoted and supported, which will increase resilience.
d. The council has appropriate arrangements in place to enable political scrutiny of emergency planning and resilience arrangements.
e. Elected Members assure themselves that the council has the staff resources, to not only support the response and recovery, but also maintain the delivery of front line services.
f. Arrangements are in place for scaling up staff resources including mutual aid arrangements.
g. Support the work of the Borough Resilience Forum (BRF) in planning for emergencies and helping them to be aware of the particular needs of discrete groups and issues within communities.
h. Seek assurance that the council not only has developed sufficient plans in conjunction with partners on the BRF, but also tests those plans and trains personnel by participating in regular exercises.
i. Elected Members are assured that lessons from incidents and exercises are identified, addressed and shared with appropriate partners and the community.
j. Councillors, including ward councillors, are encouraged to participate in training and exercises so they are prepared to respond to an emergency and get involved in the recovery from it.
k. Explore with the Chief Executive and senior officers whether contracts with suppliers include clear provisions requiring comprehensive plans for continuing service provision in the event of a civil emergency and for assisting with the response to and recovery from an emergency as appropriate.

l. Elected Members identify and feedback problems and vulnerabilities in their community that may require priority attention to the relevant service or group, e.g. Recovery Coordinating Group.

How to achieve leading practice in this area

m. A policy framework has been developed and published, signed off by the Leader or directly elected Mayor, Portfolio Holder and Chief Executive setting out the council's statutory duties, responsibilities and expectations for the public in the event of a civil emergency.

n. Engage with Government departments, agencies and other authorities to shape national policy development and other initiatives that build more resilient communities.

o. The council is conducting active horizon scanning for new risks and working with the BRF to regularly update the risk register.

p. Arrangements have been made to enable close working with other local authorities in the event of an emergency (e.g. information sharing, shared communications plan, joint spokespeople, pooling resources, etc).

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (2011-12)
- Emergency Response and Recovery (2013)
- Central Government's Concept of Operations (2013)

Relevant British, European and International Standards
- BSI 13500: 2014 Code of practice for delivering effective governance of organisations, British Standards Institution

Supporting guidance and statements of good practice from professional authorities
- A Councillor's Guide to Civil Emergencies (Local Government Association, 2018)
- Delivering Good Governance in Local Government, CIPFA (SOLACE) (2016)

Descriptors		
Developing	**Established**	**Advanced**
The council is developing Governance processes to become more effective.

The council is planning to or beginning to implement scrutiny and oversight arrangements. Members have limited input into preparedness and recovery arrangements including exercises.

There is limited or no engagement with the Borough Resilience Forum. | Governance processes are in place and the council is well aware of its statutory responsibilities and associated national guidance.

The council engages with the BRF and its partners, identifies community priorities and feeds this back into the BRF and the organisation. The council shares lessons learned from incidents and exercises with its partners.

Elected Members, including Ward councillors are involved in training and exercises. | Governance processes are well developed and emergency planning and resilience is frequently discussed at the appropriate committees. Discussions are conducted in public and include preparedness, response and recovery arrangements for a civil emergency.

The council engages and collaborates with its community, with government departments and across borough borders. Challenging the status quo and horizon scanning is the norm. |

GOVERNANCE ARRANGEMENTS – MANAGERIAL LEADERSHIP

Resilience Standard for London #3

Desired Outcome
A council that operates with managerial leadership that drives the emergency planning and resilience agenda across the organisation. The organisation meets their duties under the Civil Contingencies Act and achieves local resilience objectives.

Summary of duties (mandatory requirements)
The Civil Contingencies Act (CCA) establishes the legislative framework for Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: Contingency Planning, Duty to Assess, Plan and Advise (Section 2); Advice and Assistance to the Public (Section 4); and General Measures (Section 5). Emergency Preparedness provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. Emergency Response and Recovery sets out guiding principles for emergency response and recovery (Section 2.2) and defines roles and responsibilities (Section 5.2).

How to achieve good practice in this area
a. Chief Executives and senior managers support Members in their emergency planning and resilience role and through all phases of a civil emergency. This support includes the ability to communicate with the public and media. b. Organisational resilience and emergency planning are driven from the corporate team, owned across the organisation and fully embedded in service areas. c. An emergency planning and resilience function that is appropriately funded through an agreed staffing model, which enables it to support the strategy, work programme and wider organisation. d. An agreed and resourced training programme for the managerial leadership across the organisation to support emergency planning and resilience objectives. e. Inclusive, flexible and effective engagement at appropriate levels with Category 1 responder organisations, the business and voluntary sectors, neighbouring authorities and other stakeholders whose support and participation is necessary to achieve the organisation's objectives. f. The ability to authorise, activate and verify the support available through the London Local Authority Gold arrangements and mutual aid protocol. g. A clearly defined process to determine the required levels of security clearance to enable information sharing in preparedness, response and recovery. h. Arrangements for sharing and reviewing the activities which may be recognised as good or leading practice. i. Arrangements to proactively, and in a timely manner, identify, implement and share lessons following major incidents and exercises with the wider resilience community.

j. Proactive engagement across council, regional and national boundaries as appropriate, to plan jointly for emergencies, share relevant information, train and exercise, hold joint development workshops and develop mutual aid arrangements.

k. Continuously improve, through commissioning peer reviews or other means of independent validation of capabilities and emergency readiness.

l. Extend the leadership focus and influence beyond the usual partnership boundaries to engage with related agendas, which may include security, safety, sustainability, social cohesion, and engagement within wider national and international resilience initiatives.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (2011-12)
- Emergency Response and Recovery (2013)
- Central Government's Concept of Operations (2013)

Thematic multi-agency guidance from Government
- The role of Local Resilience Forums: A reference document (2013*)*

Relevant British, European and International Standards
- BSI 13500: 2014 Code of practice for delivering effective governance of organisations, British Standards Institution

Supporting guidance and statements of good practice from professional authorities
- Delivering Good Governance in Local Government, CIPFA (SOLACE) (2016)
- Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG (2018)

Descriptors

Developing	Established	Advanced
The Corporate Leadership team are interested and engaged with the emergency planning agenda. The engagement across other management levels is sporadic with an ongoing reliance on a limited number of key people. Limited involvement in exercises and training across the organisation. Emergency planning and resilience is seen as a responsibility that rests with the Emergency planning team.	The Corporate Leadership team promotes a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation; managers at all levels encourage this within their teams. Managers across the organisation are involved in training and exercises and ensure lessons identified, through exercises and incidents, are implemented and shared with partners.	Emergency planning and resilience is embedded across the organisation and managers at all levels are proactive in seeking further and continuous improvement. The organisation engages and collaborates with its community, partners, with government departments and across borough borders. Challenging the status quo and horizon scanning is the norm.

CULTURE – ORGANISATIONAL ENGAGEMENT

Resilience Standard for London #4

Desired Outcome
The council has a positive culture towards Emergency Planning and resilience which is embedded and seen as 'everyone's business'. Capacity and resilience are developed across the organisation ensuring the responsibility of plans and decision making is at the appropriate level, building experience and knowledge across the organisation.

Summary of legal duties (mandatory requirements)
The Public Sector Equality Duty: Equality Act 2010 places a duty on public bodies and others carrying out public functions. It ensures that public bodies consider the needs of all individuals in shaping policy, in delivering services, and in relation to their own employees. It encourages public bodies to understand how different people will be affected by their activities so that policies and services are appropriate and accessible to all and meet different people's needs.

How to achieve good practice in this area
a. Strategic and operational responsibilities support the council to become more resilient.   b. The organisational culture is sufficiently open and transparent to allow critical risks that are recognised at low level to be escalated appropriately and that senior leaders and managers pass relevant information down to the appropriate level in a timely manner.   c. Emergency Planning and Resilience is promoted across the organisation and is seen as everyone's business.   d. Those who are responsible for delivering greater organisational resilience are empowered to work across organisational boundaries and are able to speak to top management easily.   e. Directors and Heads of Service take ownership of their own business continuity plans and understand their role in preparing for, responding to and recovering from a civil emergency. This approach complements and supports the core role of the emergency planning team.   f. Staff are involved in emergency response roles from across the organisation and there is regular and effective internal staff communications.   g. There is active engagement in local, sub-regional and regional Emergency Planning activities (e.g. Borough Resilience Forum, Sub-Regional Group and LAP, CELC and Leader's Committee)   h. The same priority is given to 'recovery' as the 'preparedness' and 'response' phases of an emergency.   i. Commissioning of public services include a requirement that organisations tendering for contracts meet the council's resilience requirements and that providers share information and data on the impact of disruptions such as severe weather or industrial action.   j. Projects, contracts, initiatives and other organisational changes and devlopments always account for resilience to ensure that these enhance and do not weaken capability.   k. Communications teams should have a role at the heart of emergency planning and resilience.   l. Teams actively build strong networks across their own organisation, with other authorities' teams and with outside organisations such as other Category 1 responders as well as community groups.

m. Core teams, including the Communications team are involved in training and exercising, particularly where elected Members are involved.

n. Continuously improve through sub-regional challenge sessions, commissioning peer reviews or other means of independent validation of capabilities and emergency readiness.

How to achieve leading practice in this area

o. There is a positive HR culture for resilience, including consideration for succession planning.

p. Emergency Planning and Business Continuity Planning requirements, which are proportionate and role-appropriate, are contained within job descriptions, individual appraisals. Job descriptions include the expectations that, where available, staff will support the council and their community during times of emergency outside normal working hours.

q. Communications teams, as well as those engaged in mutual aid arrangements, support each other during a multi-borough event through pooling or sharing resources.

r. Focus and influence beyond its usual partnership boundaries to engage with related agendas, which may include security, safety, sustainability, social cohesion, and engagement within wider national and international resilience initiatives.

s. Engage the community through public discussions at council committees on the council's capabilities and performance. Publish peer review reports and action plans to support contiuous improvement.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- The Public Sector Equality Duty: Equality Act 2010

Recommended points of reference
- Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG (2018)
- An assurance framework for London Local Government: providing individual and collective assurance (Sean Ruth 2018)

Descriptors

Developing	Established	Advanced
Engagement across the organisation is limited or developing, with an ongoing reliance on a limited number of key people.

Limited involvement in exercises and training across the organisation. Emergency planning and resilience is seen as a responsibility that rests with the Emergency planning team. | There is a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation.
Individuals and teams take ownership within their own areas of responsibility and are involved in emergency response where their service is impacted.
Corporate services, such as Communications, are fully engaged in emergency planning work. | There is a culture of 'emergency planning and resilience' is everyone's business. This philosophy is embedded across the organisation and extends beyond to partners and the community, the business and voluntary sector.
Public discussions are encouraged and take place to promote wider inclusion and continuous improvement.
Collaboration with other authorities and partners is the norm. |

CAPABILITIES, PLANS AND PROCEDURES

Resilience Standard for London #5

<table>
<tr><td style="background-color:red; color:white; text-align:center">Desired Outcome</td></tr>
<tr><td>The council has risk-based emergency plans which are easy to use, underpin an agreed, clearly understood, and exercised set of arrangements to reduce, control or mitigate the effect of emergencies in both the response and recovery phases.</td></tr>
<tr><td style="background-color:red; color:white; text-align:center">Summary of legal duties (mandatory requirements)</td></tr>
<tr><td>The Civil Contingencies Act (CCA) requires Category 1 responders to maintain effective plans for the delivery of their functions to prevent emergencies. They are also required to publish all, or parts, of their emergency plans where that can assist local communities. The CCA requires an inclusive approach to contingency planning, including Category 2 responders and voluntary organisations, and the recommendation to have regard to local communities. A related duty is the requirement to maintain arrangements to advise, warn and inform the public about emergencies.</td></tr>
<tr><td style="background-color:red; color:white; text-align:center">How to achieve good practice in this area</td></tr>
<tr><td>

a. Plans for risk-based, and supporting capabilities reflect the identified risks as prioritised within the local community risk register and the London risk register as appropriate.

b. The council's emergency plan is approved at an executive level and integrated across the wider organisational structure.

c. The council has documented the capabilities set out on Resilience Direct in a plan/procedure and staff trained to deliver the capability. The plan/capability has been validated in an exercise in the last 3 years.

d. Plans deal with the consequences of a civil emergency, the capability to respond to unseen events and the ability to adapt when the established plan does not fit what is being experienced.

e. Plans clearly identify, or direct to procedures to identify, vulnerable individuals, groups or businesses that may be at particular risk.

f. Plans are developed in collaboration with key stakeholders, using expertise from across the council and other partners as required.

g. The council provides sufficient resources to support the response to, and recovery from, emergencies across the range of relevant planning assumptions.

h. Plans enable the council to anticipate rising tide emergencies and take preventative or pre-emptive actions as required.

i. Plans include, or can be linked to, an escalation process for engaging wider involvement, including mutual aid, national capabilities, the voluntary sector, and spontaneous volunteers (council staff).

j. Plans which have a clear activation and notification process and include an agreed process for de-activation and closedown of response and recovery activity.

k. Plans have clear and agreed arrangements for communication with all stakeholders and the public across the full range of media.

</td></tr>
</table>

l. Protocols for the establishment, at an early stage in the emergency response, of key work stream and recovery coordinating groups, with guidance for leaders and practitioners on managing the transition through response to recovery.

m. Plans define post-event procedures, include a formal debrief process, the identification of lessons and use Local Authorities Learning and Implementation Protocol to record and share both lessons identified and leading practice.

How to achieve leading practice in this area

n. Share plans and procedures and consult with neighbouring local authorities, in order to share good practice, enhance cross-border awareness and interoperability of response and recovery arrangements.

o. Procedures are in place for the coordination and support of spontaneous volunteers (citizens).

p. Plans consider the needs of the community in extended periods of response and recovery, with a clear understanding of how those needs might evolve and will continue to be met.

q. Plans that follow a common template. They show good use of action cards, diagrammatic instructions, detachable annexes and directories. They "sign-post" the responder, rather than serving as an all-inclusive or stand-alone resource, and connect to a wider set of complementary resources.

r. Emergency plans for major incidents should incorporate comprehensive contingencies for the provision of mental health support to adults, children and young people, families and responders.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (Cabinet Office, 2011-12) – chapters 5,6 and 7
- National Recovery Guidance (Cabinet Office, 2013)
- LESLP Major Incident Procedure Manual V9.4 2015
- HSE A guide to the Radiation (Emergency Preparedness and Public Information) Regulations 2001
- HSE A guide to the Pipeline Safety Regulations 1996
- HSE The Control of Major Accident Hazards Regulations 2015

Descriptors

Developing	Established	Advanced
Arrangements for preparedness are being implemented based on the community risk profile. Engagement of partners, staff and public is being developed and implemented.	Arrangements for preparedness are established and implemented based on the community risk profile. Clear responsibility to maintain and improve these arrangements is assigned. There is evidence of staff and stakeholder consultation and involvement in maintaining and improving incident planning arrangements.	Preparedness is based on multi-agency collaboration and cooperation which demonstrates safe and effective arrangements. These arrangements ensure that operational procedures are comprehensively underpinned by risk assessment. All partners, staff and public are engaged effectively in maintaining and improving incident planning arrangements.

RESOURCES, ROLES AND RESPONSIBILITIES

Resilience Standard for London #6

Desired Outcome
The council has sufficient resources in place to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources, not only to support the response and recovery, but also to maintain the delivery of business critical services.

Summary of legal duties (mandatory requirements)
The Civil Contingencies Act (CCA) establishes the legislative framework for Category 1 responders, which includes London Borough Councils and the City of London. Further detail is set out in: Contingency Planning, Duty to Assess, Plan and Advise (Section 2); Advice and Assistance to the Public (Section 4); and General Measures (Section 5). Emergency Preparedness provides guidance on part 1 of the CCA and its associated regulations and non-statutory arrangements. Emergency Response and Recovery sets out guiding principles for emergency response and recovery (Section 2.2), defines roles and responsibilities (Section 5.2).

How to achieve good practice in this area
a. Gold and silver levels are able to set, monitor and amend a working strategy (Gold) and tactical plan (Silver) for the emergency response. b. Gold and Silver levels can make and record decisions in a consistent manner within a defined and documented decision making process, such as the JESIP joint decision making model. c. Decisions, which are reasoned, lawful and justifiable, are recorded in writing and are clear, intelligible and accurate. d. Directors and Heads of Service understand their role in preparing for, responding to and recovering from a civil emergency and take ownership of their own business continuity plans including their review and validation. e. A nominated Director is a member of the local authority sub-regional group to achieve greater accountability across local authorities and support improved engagement from fellow senior managers in their own council. f. The role of the sub- regional group includes coordinating multi-borough exercises, scrutiny and challenge of self-assessments and peer reports, providing assurance of performance within the sub-region, identifying and sharing lessons learned and discharging improvement plans. g. The appropriate resources, including staff, have been targeted and distributed across the organisation to meet identified priorities and reduce risks. h. Resources, including staff with the appropriate skills and competency, are sustainable through the emergency response and recovery phases to ensure risk can continue to be targeted. i. The council is able to maintain a sufficient number of staff for core emergency response roles to respond for 48 hours (as set out in Resilience Standard for London 6a). These staff are suitably trained, equipped and empowered to fulfil their respective role. j. Arrangements to provide appropriate resources, including adequate equipment and personal protective equipment (PPE), to meet predictable levels of operational activity; the means to supplement those resources in the event of extraordinary need, such a major incident, are in place.

k. A control centre can be established and maintained for the duration of an incident including the maintenance of an incident (BECC) log, detailing key events and actions during an incident.

l. The council is able to open and operate a Humanitarian Assistance Centre within the agreed timescale of 72 hours.

m. Be able to communicate with councillors, staff and members of the public via the most appropriate medium, which includes social media, council website, news media and face-to-face.

n. A communication response and monitoring capability is available within 1 hour and can be maintained 24/7.

How to achieve leading practice in this area

o. Spontaneous volunteer council staff can be contacted, coordinated and re-tasked to support emergency response and recovery activities.

p. The council is able to deploy core departmental services in response to an emergency for at least the first 48 hours of an incident while maintaining the provision of core services to residents outside the emergency response.

q. Suitable emergency centre locations have been identified and arrangements are in place to use these locations. There is sufficient capacity to support (simultaneously within 3 hours) and operate (for 48 hours) a rest centre, family and friend's reception centre and a survivor reception centre.

r. The council has a communications strategy to enable the scaling up and sustainability (for a protracted incident) of communications arrangements for the purpose of warning and informing members of the public about the risks of the emergency and the available (council) support services using a range of media.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Response and Recovery, Chapter 4 (Cabinet Office 2013)
- Emergency Preparedness (Cabinet Office 2013)
- Concept of Operations for Emergency Response & Recovery, London Local Authorities 2018.

Thematic multi-agency guidance from Government
- JESIP Joint Decision Making Model

Descriptor

Developing	Established	Advanced
The council is developing its staff resource pool to ensure it has the capacity, with the appropriate knowledge, skills and experience.	The staff resources are in place across the organisation with the ability to scale up during an emergency. The skills, knowledge and experience are in place and has been tested through an exercise or incident. Local facilities, such as a BECC, as well as sub-regional structures are established and delivering good outcomes.	The council has an enhanced staffing model based upon the model set out in the attached sub-set which is supplemented by a coordinated cadre of volunteers.
The ability to scale up resources whilst managing business as usual is untested and there may be some reliance on mutual aid or partner arrangements.		Core services, including communications, can deploy for a protracted period whilst managing business as usual.

RESOURCES, ROLES AND RESPONSIBILITIES

RSL 6a -Quantitative data, a sub-set to Resilience Standard for London #6

Desired Outcome
The council has access to sufficient resources with the appropriate experience, skills and knowledge to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources to support the response and recovery.

Summary of legal duties (mandatory requirements)
There are no mandatory requirements to support this sub-set.

Local authorities may wish to consider the following requirements in order to satisfy themselves they can maintain the required support to their communities in the event of a protracted civil emergency.

	yes	no
The council is able to deploy core departmental services in response to an emergency for at least the first 48 hours of an incident. These services may include, Communication, Highways, Building Control, Environmental Health, Social Care.	☐	☐
The council is able to maintain a sufficient number of staff* for core emergency response roles to respond for 48 hours. These staff are suitably trained, equipped and empowered to fulfil their respective role. 1 Council Gold 1 Council Silver 2 Loggist (one for Council Gold, another for Council Silver) 1 LALO 1 BECC Manager 4 BECC staff (1 per role: BECC Message Handler; BECC Loggist; BECC Info Officer; BECC Officer) 1 Communications Link Officer Service Link Officer (4 trained in each department) Resilience Advisor * Staff numbers are based on an 8-hour shift.	☐	☐
The borough has identified suitable emergency centre locations across its area and has in place arrangements to use these locations	☐	☐
The council is able to open and operate a Rest Centre for 200 people (open within 3 hours) for 48 hours. Also, support the Police in their operation of a Survivor Reception Centre and Family and Friends Reception Centre. Minimum number of trained staff* for the combined requirements of SRC, RC and FFRC: 3 Emergency Centre Managers An appropriate number of Emergency Centre Officers dependent upon the circumstances. * Staff numbers are based on an 8-hour shift.	☐	☐

The council is able to open and operate a Humanitarian Assistance Centre within the agreed timescale of 72 hours. Minimum number of trained staff for the HAC: 1 Senior HA Officer 1 Emergency Centre Manager An appropriate number of staff dependent upon the circumstances.	☐ yes	☐ no
The council is able to establish and maintain a control centre for the duration of an incident. Minimum staffing: BECC Manager and BECC Officer. Full staffing: BECC Message Handler; BECC Loggist; BECC Info Officer; BECC Officer; Communications Link Officer; Service Link Officer.	☐ yes	☐ no
The council is able to make an appropriately authorised bilateral or multilateral mutual aid request within 2 hours of identifying the need for support. Multilateral mutual aid is disseminated across London by the LLACC. The LLACC collates responses, which are passed back to the requesting borough.	☐ yes	☐ no
The council is able to activate the following roles, for the duration of the on-call period, in the times specified: Local Authority Liaison Officer to forward command point (60 minutes) Local Authority Gold to SCG (2 hours) Deputy Local Authority Gold to SCG (2 hours) Executive Officer/Loggist (2 hours)	☐ yes	☐ no
The council has the capability to mobilise transport and staff to move up to 200 people within 3 hours of identification of need.	☐ yes	☐ no
The council has considered appropriate local venues available to shelter up to 5000 people.	☐ yes	☐ no
The council can provide evidence of those people who have been appropriately trained.	☐ yes	☐ no
The council can provide evidence of the frequency of exercises and the people who have taken part.	☐ yes	☐ no
Guidance and supporting documentation		
Overarching guidance and reference material • Concept of Operations for Emergency Response & Recovery, London Local Authorities 2018 • London Resilience Forum website - Planning for Emergencies		

PARTNERSHIPS

Resilience Standard for London #7

<table>
<tr><td>Desired Outcome</td></tr>
<tr><td>The council demonstrates a high level of partnership working and interoperability between itself and all emergency responder and supporting organisations, as a means to ensure an inclusive, collaborative approach to Integrated Emergency Management.</td></tr>
<tr><td>Summary of legal duties (mandatory requirements)</td></tr>
<tr><td>The statutory guidance Emergency Preparedness sets out the duties on Category 1 and 2 responders to cooperate (Chapter 2) and to share information (Chapter 3), and further civil protection duties which fall on Category 1 responders, including risk assessment, (Chapter 4) emergency planning (Chapter 5) and communicating with the public (Chapter 7).

The non-statutory guidance Emergency Response and Recovery, which complements Emergency Preparedness, describes the multi-agency framework for responding to and recovering from emergencies. The Joint Emergency Services Interoperability Principles (JESIP), Joint Doctrine: Interoperability Framework 2016 publication is a non-statutory complement to the guidance identified above.</td></tr>
<tr><td>How to achieve good practice in this area</td></tr>
<tr><td>a. The council is represented on the Borough Resilience Forum (BRF) at the appropriate level and positively engages with its partners.
b. Decisions, actions and key messages, from the BRF, are cascaded and embedded into the organisation.
c. Understand the critical interdependencies, both internal and external, and actively consider these when making decisions.
d. Senior Managers regularly engage in strategic discussions, with senior managers and Chief Officers from partner organisations, on emergency response and resilience activities.
e. Consider the future planning and resilience of partner agencies (e.g. in terms of planning, transport and regeneration) that potentially change community risk.
f. Embed the principles of joint working in all multi-agency arrangements, with the objective of normalising interoperability across the activities of Integrated Emergency Management.
g. A common understanding of local risks, partner agencies' capabilities, limitations, priorities and working practices, in order to facilitate an efficient, effective and coordinated joint response to incidents of varying levels of severity and scale.
h. A common understanding of the JESIP Joint Decision Model to support joint decision making in multi-agency groups.
i. Contribute to a multi-agency training and joint exercising programme to embed and then validate interoperability principles and practices across responders and responder agencies, at strategic, tactical and operational levels. Training is conducted by suitably qualified and experienced people.
j. A clearly defined and commonly understood plan that enables the council, with partners, to communicate to the public with a common message during an incident.</td></tr>
</table>

k. Clearly defined arrangements for debriefing in a partnership environment e.g. Strategic Coordinating Group, following incidents and exercises to enable learning and continuous improvement.

l. A clear understanding of other organisations' roles including the role of the Government Liaison Officer (GLO) and wider Government Liaison Team (GLT) and the interface with Central Government.

How to achieve leading practice in this area

m. Arrangements to proactively, and in a timely manner, identify and share lessons and leading practice following major incidents and exercises with the wider resilience community using the Local Authorities Learning and Implementation Protocol.

n. An auditable database of multi-agency training and exercising which records when responders receive training, take part in exercises and when they are due refresher training.

o. Developing strong relationships with the business and voluntary sector organisations, which includes understand their capabilities, sharing risk assessments, establishing arrangements for joint training, exercising and sharing lessons learned.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (Cabinet Office, 2011-12)
- Emergency Response and Recovery (Cabinet Office, 2013)
- Central Government's Concept of Operations CONOPs (Cabinet Office, 2013)

Thematic multi-agency guidance from Government
- Joint Doctrine: The Interoperability Framework Edition 2 2016

Descriptor		
Developing	**Established**	**Advanced**
Engagement with partners is limited to those within the organisation who sit on the Borough Resilience Forum. Partnership working in emergency planning across the organisation, particularly at strategic level, is being developed. There is limited understanding of partners capabilities, or the interdependencies between organisations, and these are not considered during planning or when making operational decisions.	The council is very engaged with key partners and particularly those who sit on the Borough Resilience Forum. This engagement extends across the strategic, tactical and operational areas of responsibility. There is a common understanding of risks facing partners as well as each other's roles, responsibilities and capabilities. Training, exercising and evaluation occurs across a range of partners.	Engagement with partners extends beyond those on the Borough Resilience Forum. These may include Category 2 responders and the business and voluntary sector. Lessons identified through incidents and exercises are identified and shared with this broader range of partners. A multi-agency database exists to record and verify training and competency.

TRAINING, EXERCISING AND EVALUATION

Resilience Standard for London #8

<table>
<tr><td>Desired Outcome</td></tr>
<tr><td>Members and officers across the organisation are competent to fulfil their roles in emergency preparedness, response and recovery. The council develops and assures their resilience capabilities and arrangements through an exercise programme that is risk-based. Lessons learned from previous exercises and incidents have been identified and plans modified accordingly.</td></tr>
<tr><td>Summary of legal duties (mandatory requirements)</td></tr>
<tr><td>The Civil Contingencies Act (2004) Regulations require Category 1 responders to include provision for the training and exercising of staff or other persons in emergency plans, business continuity plans and arrangements to warn, inform and advise the public. 'Other persons' could include contractors with a role in the plans. All those within an organisation who may be involved in planning for, responding to and recovering from an emergency should be appropriately prepared. This requires a clear understanding of plans, their roles and responsibilities and how they fit into the wider picture.</td></tr>
<tr><td>How to achieve good practice in this area</td></tr>
<tr><td>

a. A training and development programme is in place to build the organisation's capability for resilience by developing appropriate competencies among key employees, services and councillors against a range of operational and strategic scenarios. This includes induction programmes with relevant emergency planning and resilience content for Members and staff.

b. Training addresses all roles within the plans including senior leaders (e.g. Directors, elected members and the Mayor).

c. A comprehensive joint exercise programme exists to enable key services to maintain competency for dealing with cross-borough incidents or major incidents which require a multi-agency response.

d. Exercises test the organisation's plans and procedures which considers local, regional and national risks.

e. Exercising tests a council's capacity (e.g. staffing levels and the impact of holiday periods) and capability (e.g. evacuation and shelter, warning and informing, coordinating the voluntary sector and spontaneous volunteers).

f. The council learns by identifying the lessons of events and acting on them in order to change structure, activities and behaviours. Lessons learned from previous emergencies across the country, and where appropriate from overseas, have been identified.

g. A comprehensive debrief and review process is in place for operational incidents, with multi agency involvement if appropriate; this is used effectively to inform policies and practices across the organisation and allow any necessary change to be embedded.

h. Arrangements exist to evaluate the training and development of personnel to ensure that it is effective and skills are maintained, people are developed and remain competent within their role.

i. Competence can be quickly verified when sharing staff with other authorities.

</td></tr>
</table>

j. The council creates a safe learning environment that will enable confident, no-fault learning across the range of its training, exercising and development activities.

k. Build resilience by training staff volunteers that may be called upon to support primary personnel in the event of concurrent or long-running events, or as part of organisations' business continuity planning.

l. Specific exercising of recovery arrangements, including play by senior managers, to rehearse and validate their roles, including the interplay with national recovery management structures.

m. Establish clear criteria to assess the impact of training and development for both individuals and organisations and share the results of any evaluation with relevant stakeholders.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government

- Emergency Preparedness (Cabinet Office, 2011-12) especially chapters five, six and seven
- Emergency Response and Recovery (Cabinet Office, 2013)
- JESIP Joint Doctrine: the interoperability framework (Edition 2, 2016)
- National Recovery Guidance (Cabinet Office, 2013)

Single-agency guidance from Government and professional authorities

- Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG (2018)

Relevant British (BSI), European (CEN) and International (ISO) Standards

- PD 25666:2010 Business continuity management – Guidance on exercising and testing for continuity and contingency programmes
- BS11200 : 2014 Crisis Management: guidance and good practice
- BS ISO 22398:2013 Societal security – Guidelines for exercises

Supporting guidance and statements of good practice from professional authorities

- Emergency Planning College (2016). Developing and Delivering Exercises

Descriptors		
Developing	**Established**	**Advanced**
Training and exercise programmes are being developed to provide realistic training scenarios for staff and Members across the council.	An induction, training and exercise programme is in place for key employees, services and elected Members across the council.	The council has extended its training and exercise programme to support the development of volunteers to improve capacity and organisational resilience.
Lessons are being identified but not necessarily actioned throughout the organisation. Debrief and evaluation processes are being enhanced or introduced with the aim of changing policy, procedures, working arrangements and behaviours.	There is a comprehensive exercise programme, that tests capacity and capability, with in-built debrief and evaluation processes. Incidents are evaluated to identify and learn lessons and actions are implemented. The council looks beyond its boundary to identify learning.	The 'recovery' phase of a civil emergency is tested through exercising and includes external partners, other authorities and government departments. Lessons learned are shared with external stakeholders where appropriate.

BUSINESS CONTINUITY

Resilience Standard for London #9

<table>
<tr><td style="background-color:red;color:white;text-align:center">Desired Outcome</td></tr>
<tr><td>The council is able to demonstrate a high level of resilience in their priority functions and emergency response and recovery capabilities.</td></tr>
<tr><td style="background-color:red;color:white;text-align:center">Summary of legal duties (mandatory requirements)</td></tr>
<tr><td>The Civil Contingencies Act (2004) requires the council to maintain plans to ensure that they can continue to deliver their functions in the event of an emergency as far as is reasonably practicable, and this duty relates to all priority functions, not just their emergency response functions. There must be arrangements for reviewing and exercising to ensure the business continuity plans are current and effective with arrangements for the provision of training to those involved in implementing the plan. They are also required to publish aspects of their business continuity plans making this information available for the purposes of dealing with emergencies. Local authorities are required to provide advice and assistance to businesses and voluntary organisations about business continuity management.</td></tr>
<tr><td style="background-color:red;color:white;text-align:center">How to achieve good practice in this area</td></tr>
<tr><td>

a. Business continuity plans and arrangements are in place that are current and aligned to the ISO 22301 standard.

b. Business continuity is appropriately embedded within the organisation in order that critical functions, emergency response and recovery capabilities are highly resilient. Account is taken of links and interdependencies between Services across the organisation.

c. Key business continuity management personnel are competent and experienced and the council invests in their training and continuous professional development.

d. Information is shared with other responder organisations where appropriate, in order to understand their respective business continuity plans and arrangements, and also vulnerabilities and dependencies that may become relevant in the event of disruption.

e. Robust arrangements are in place for the review and validation of business continuity plans and contingency arrangements including emergency response and recovery capabilities.

f. Contractors and providers, including their supply chains, understand the civil resilience risks for the council's area and have robust business continuity arrangements, especially for services for which the council has a statutory duty.

g. Provider's emergency plans and procedures, including business continuity arrangements for specific services are fit for purpose and up to date. They consider specific risks and scenarios, for example, disruption due to severe weather or industrial action.

h. The provider has the capacity and adequate resourcing to put plans in place particularly to cover short or no notice incidents, with recovery timescales that are acceptable to both the provider and commissioner.

i. Service users know how they can contact the provider or the council in an emergency, both during a normal working day and out of hours.

</td></tr>
</table>

j. Providers understand any responsibilities that may be imposed on them during an emergency as set out in local emergency plans.

k. Where Providers deliver contracts to multiple authorities, the council is aware of the implications during prolonged or widespread emergencies (because of increased demand for services or resources) and have contingency arrangements in place.

How to achieve leading practice in this area

n. Facilitate independent assurance, and where appropriate certification, of their business continuity plans and arrangements against ISO22301.

o. Incorporate business continuity elements and considerations into exercises in order to robustly test vulnerabilities and validate the resilience of local capabilities. Testing or exercising of business continuity arrangements of contractors is in place.

p. Enable other authorities to have access to assets and resources in the event of disruption such as loss of premises.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (Cabinet Office, 2011-12) (especially Chapter 6)
- Emergency Response and Recovery (Cabinet Office, 2013)

Relevant British (BSI), European (CEN) and International (ISO) Standards
- ISO 22301 Business Continuity Management

Supporting guidance and statements of good practice from professional authorities
- Business Continuity Institute Good Practice Guidelines (2018)
- London Resilience – Preparing your Business (2018)
- Local authorities' preparedness for civil emergencies: a good practice guide for Chief Executives Solace and MHCLG (2018)

Descriptors

Developing	Established	Advanced
Business continuity plans are in place in some parts of the organisation but not routinely tested. Contingency arrangements are not clearly understood. Providers and contractors are not aware of their responsibilities or have not implemented contingency arrangements that support the council.	Business continuity plans are in place across the organisation and are tested to support resilience and contingency arrangements. Contractors and providers have business continuity arrangements and they are aware of their role within an emergency. Information is provided to service users during an emergency. Advice is provided to businesses and the voluntary sector on Business Continuity Management.	Business continuity plans and contingency arrangements for the organisation, contractors and providers are tested. Key business continuity people have appropriate qualifications and professional development. There is independent validation or certification through ISO 22301 in place.

COMMUNITY RESILIENCE

Resilience Standard for London #10

Desired Outcome
The council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.

Summary of legal duties (mandatory requirements)
Duties set out in the Civil Contingencies Act (2004) which pertain to community resilience include the publication of risk and emergency management information and warning and informing the public about emergencies. The Act also sets out a duty for Local Authorities to provide business continuity advice for private and voluntary organisations in Contingency Planning, Advice and Assistance to the Public (section 4).
The Public Sector Equality Duty: Equality Act 2010 requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. This includes specific duties for engagement by public authorities.

How to achieve good practice in this area
a. A strategic approach to ensure coordination of community led social action and partnering with voluntary capabilities.
b. Easily accessible and regularly updated information about statutory responder and BRF community resilience services, resources, governance and points of contact.
c. Identify and engage with community and voluntary networks which might offer support to their communities and to responders before, during or after an emergency.
d. A process for providing advice and support to community groups that want to have a role in emergency management.
e. A communications and engagement plan to promote resilient behaviours and encourage community groups and networks to promote resilience and take a role in emergency management.
f. Clearly defined roles for community and voluntary partners for preparing, responding and recovering from emergencies, which are agreed and communicated prior to an incident. This may range from informal expectations for neighbours to support one another to formal partnership arrangements utilising memorandums of understanding and codes of conduct.
g. A regularly updated database of local and national voluntary capabilities available to support emergency response and recovery, with clear agreed activation processes.
h. Locally agreed arrangements to manage spontaneous offers of support to affected people and to emergency responders in emergencies, including financial and physical donations, unaffiliated 'spontaneous' volunteers, resource and expertise.

How to achieve leading practice in this area

i. A process for on-going consultation and collaboration with community networks in relation to risk assessments and emergency plans, including understanding and mapping the risks that are of primary concern and motivation to communities.

j. Regular outreach sessions, workshops and conferences for individuals, businesses and community networks to share leading practice, provide training, build relationships and enable networking.

k. Provision of physical resources, assets and training for community networks and volunteers.

l. Community resilience approaches, programmes and lessons are proactively shared with neighbouring authorities.

m. A process for identifying, mapping and regularly assessing the resilience of communities at highest risk to inform priorities for targeted communications and interventions.

Guidance and supporting knowledge

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Preparedness (Cabinet Office, 2011-12)
- Emergency Response and Recovery (Cabinet Office, 2013)

Thematic multi-agency guidance from Government
- Preparing for emergencies (Cabinet Office 2018)
- Community Resilience: Resources and Tools
- Community resilience framework for practitioners (Cabinet Office, 2016)
- Enabling social action (Cabinet Office 2017)

Relevant British (BSI), European (CEN) and International (ISO) Standards
- ISO 22319:2017 Security and resilience — Community resilience — Guidelines for planning the involvement of spontaneous volunteers

Supporting guidance and statements of good practice from professional authorities
- Community engagement hub 'how to' guides for emergency managers from the Defra Flood Resilience Community Pathfinder Scheme (2016)

Descriptors		
Developing	**Established**	**Advanced**
Community resilience activities are in the early stages of development. The council is in the process of understanding the role of volunteers from the community, business and voluntary sector. Discussions with community groups are at an exploratory stage or activities are being developed and piloted.	Community led social action is coordinated where the community, business and voluntary sector, who want a role in emergency management, are identified and engaged. Roles are clearly identified and there is a database of voluntary capabilities. There are arrangements to manage spontaneous offers of support and to give advice and information to citizens.	The council has enhanced its community engagement and resilience work by arranging an ongoing process for consultation and collaboration. There are regular engagement sessions for a wide range of community groups including businesses. Community groups are provided with access to assets, equipment and where appropriate training, to support their role.

RECOVERY MANAGEMENT

Resilience Standard for London #11

Desired Outcome
The council has robust, embedded and flexible recovery management arrangements in place to support the rebuilding, restoring and rehabilitation of the community following an emergency. Arrangements clearly link and complement emergency response arrangements, enable the smooth transition from response to recovery and support collective decision making to initiate, inform, resource, monitor and ultimately closedown the recovery phase of emergencies.

Summary of legal duties (mandatory requirements)
The organisational requirement to maintain plans for recovery is set out in the Civil Contingencies Act (CCA), specifically as part of the requirement to reduce, control or mitigate the effects of an emergency and 'to take other action in connection with it'. Detailed advice on recovery planning can be found in the Cabinet Office core guidance Emergency Response and Recovery and the National Recovery Guidance.

How to achieve good practice in this area
a. The recovery process should be considered from the moment the emergency begins and is coordinated by the council in liaison with the Strategic Coordinating Group. If resources allow, the Recovery Co-ordinating Group is set up on the first day of the emergency.
b. The management of recovery is approached from a community development perspective with the active participation of the affected community and a strong reliance on local capacities and expertise. The private sector and the wider community play a crucial role.
c. An impact assessment (covering impacts on residents, businesses, infrastructure, environment) is carried out as soon as possible and is regularly updated. Resulting actions are accurately captured and progress monitored.
d. A concise recovery action plan with clear targets and milestones is developed that can be quickly implemented, involves all agencies and fits the needs of the emergency.
e. The community is fully involved in the recovery process, including the business sector, voluntary sector, faith groups, community groups and tourist organisations.
f. A pro-active and integrated framework of support to businesses is established.
g. The council works closely with other agencies, the community and those directly affected, including on monitoring and protection of public health and the reinstatement of utilities and transport networks.
h. Information and media management of the recovery process is co-ordinated through the Recovery Coordinating Group led by the council.
i. Effective protocols for political involvement and liaison (local, regional and national) are established.
j. An early assessment should be made of the responding organisations' capacity and resources, and mutual aid agreements activated as required.
k. Accurate record keeping is established. There are clear audit trails with comprehensive records of timings, notifications, decisions, actions and expenditure.

l. An agreed and rehearsed framework for setting objectives, milestones and closedown criteria as part of a recovery strategy which enables recovery progress to be evaluated and supports the eventual transition of the recovery programme into 'business as usual'.

m. Appropriate psychological and social care and support is provided for all those who have been affected by an emergency. This may include survivors of an incident, the family and friends of survivors and the deceased, those responding to the emergency, and the community living and working in the area affected.

How to achieve leading practice in this area

n. Opportunity for longer term regeneration and economic development is considered at the earliest stages of the recovery process.

o. Developing strong relationships with charitable and private sector organisations offering financial or other support to community development and other recovery initiatives e.g., the management of donations following an emergency.

p. Developing a generic framework, agreed with the lead local council's Responsible Financial Officer (Section 151), for rapid distribution of emergency payments to affected people and organisations, including identifying payment channels, reporting and monitoring mechanisms and a communications strategy.

Guidance and supporting documentation

Statutory and overarching multi-agency guidance and reference from Government
- Emergency Response and Recovery (Cabinet Office, 2013)
- National Recovery Guidance (Cabinet Office, 2013), including Common issues, Economic issues, Humanitarian issues and Infrastructure issues
- Human Aspects of Emergency Management (Cabinet Office, 2016)

Relevant British (BSI), European (CEN) and International (ISO) Standards
- BS 12999:2015 Damage Management. Code of practice for the organization and management of the stabilization, mitigation and restoration of properties, contents, facilities and assets following damage.

Descriptors

Developing	Established	Advanced
The council has a generic plan in place to manage recovery but this has not been tested. There are arrangements to manage business as usual and possibly small scale incidents.

The community perspective has been considered and information is provided to them but they do not actively participate in recovery work. | Recovery starts at the earliest possible stage and is approached from a community perspective with their active involvement. An impact assessment is in place and regularly updated. An action plan is in place with targets and milestones and there are arrangements to advise and support local businesses. Accurate record keeping is established which is auditable. | The council is looking at opportunities for long term regeneration and economic development.
There are strong relationships with the community, business and the voluntary sector and their expertise is being utilised.
Robust financial arrangements are in place to manage support to citizens and donations. |

REPORT TO:	CABINET
	23 MARCH 2020
SUBJECT:	STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY
LEAD OFFICERS:	JACQUELINE HARRIS BAKER, EXECUTIVE DIRECTOR - RESOURCES
	STEPHEN ROWAN – HEAD OF DEMOCRATIC SERVICES & SCRUTINY
LEAD MEMBER:	COUNCILLOR SEAN FITZSIMONS
	CHAIR, SCRUTINY AND OVERVIEW COMMITTEE
CABINET MEMBER:	ALL
WARDS:	ALL

CORPORATE PRIORITY/POLICY CONTEXT:

Corporate Plan for Croydon 2018-2022

The constitutional requirement that cabinet receives recommendations from scrutiny committees and to respond to the recommendations within two months of the receipt of the recommendations

FINANCIAL IMPACT

The recommendations in the appendix to this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.

FORWARD PLAN KEY DECISION REFERENCE NO: not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations contained within this report:

1. RECOMMENDATIONS

Cabinet is asked to:

Receive the recommendations arising from the Streets, Environment & Homes Sub-Committee (4 February 2020) and Scrutiny & Overview Committee (25 February 2020), and to provide a substantive response within two months (i.e. at the next available Cabinet meeting on **11 May 2020.**

2. STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY

2.1 Recommendations that have been received from the Scrutiny and Overview Committee and its Sub-Committees since the last Cabinet meeting are provided in Appendix A. The constitution requires that an interim or full response is provided within 2 months of this Cabinet meeting.

3. CONSULTATION

3.1 The recommendations were developed from the deliberations of either the Scrutiny & Overview Committee or one of its Sub-Committees.

4. PRE-DECISION SCRUTINY

4.1 The recommendations set out in the appendix to this report directly arise from Scrutiny.

5. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 There are no financial implications arising directly from the content of this report.

6. LEGAL CONSIDERATIONS

6.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the recommendations are presented to Cabinet in accordance with the Constitution.

6.2 This requires that the Scrutiny report is received and registered at this Cabinet Meeting and that a substantive response is provided within 2 months (i.e. **Cabinet, 11 May 2020** is the next available meeting).

Approved by Sandra Herbert, Head of Litigation & Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

7. EQUALITIES IMPACT

7.1 There are no equalities implications arising directly from the content of this report

8. HUMAN RESOURCES IMPACT

8.1 There are no human resource implications arising directly from the contents of this report

9. ENVIRONMENTAL IMPACT

9.1 There are no environmental implications arising directly from the contents of this report

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 There are no crime and disorder implications arising directly from the contents of this report

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 There is a statutory requirement for Cabinet to receive the recommendations made by Scrutiny.

12. OPTIONS CONSIDERED AND REJECTED

12.1 None

13. DATA PROTECTION IMPLICATIONS

13.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

There are no Data Protection implications at this stage, but that the situation will be reviewed again at Stage 2 when Cabinet provide their response to the proposed recommendations.

13.2 **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

No.

CONTACT OFFICER: Simon Trevaskis, Senior Democratic
Services & Governance - Scrutiny
T: 020 8726 6000 X 64840
Email: simon.trevaskis@croydon.gov.uk

BACKGROUND DOCUMENTS:
Background document 1:
Streets, Environment & Homes Sub-Committee Agenda - 4 February 2020
https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=170&MId=1980&Ver=4

Background document 2:

Scrutiny Recommendations: Stage 1

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
Streets, Environment & Homes Sub-Committee	4 February 2020	Question Time: Cabinet Member for Homes and Gateway Services	The Sub-Committee praised the extensive level of evidence gathered on the Council's Landlord Licensing scheme by the Housing Service in developing its submission to the Secretary of State and recognised that there were significant risks should there be a negative outcome of the review.	In the event that the Secretary of State refused to extend the Council's Landlord Licencing scheme or decided to reduce the scope of the existing scheme, the Sub-Committee recommends that a contingency plan is prepared for use during the re-submission period to ensure minimal disruption.	Alison Butler	Stephen Tate/Yvonne Murray
Streets, Environment & Homes Sub-Committee	4 February 2020	Question Time: Cabinet Member for Homes and Gateway Services	The Sub-Committee endorsed the engagement of the Housing Service with the voluntary sector on the Localities Programme pilots. The support shown from various partners for the Localities Model was also welcomed, with it recognised that there was a strong commitment to successfully work together for the benefit of the most vulnerable residents in the borough.	That the approach used by the Housing Service in engaging with the voluntary and community sector be developed and used as the Localities Programme expands to other areas of the borough.	Alison Butler	Stephen Tate/Yvonne Murray
Streets, Environment & Homes Sub-Committee	4 February 2020	Question Time: Cabinet Member for Homes and Gateway Services	The Sub-Committee warmly welcomed the work by the Housing Service in lobbying the Department of Works and Pensions for access to their data in order to enable the Council to identify vulnerable residents at an early stage and	That Cabinet Members lobby the Department of Work and Pensions to provide the Council with access to their data, to support the Council's work with vulnerable residents.	Alison Butler	Stephen Tate/Yvonne Murray

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
			agreed that there was scope for elected Members to add their voices to the lobbying.			
Streets, Environment & Homes Sub-Committee	4 February 2020	Axis Responsive Repair Contract Review	The Sub-Committee agreed that it would beneficial to be consulted on the procurement options at the review point of Responsive Repairs contract.	That consultation with the Sub-Committee be built into the procurement process when the contract was next reviewed.	Alison Butler	Stephen Tate
Streets, Environment & Homes Sub-Committee	4 February 2020	Housing Revenue Account	The Sub-Committee recognised that Housing Grants provided by the Government to the Mayor of London for purchases was cost effective and provided good value for money for the Housing Revenue Account. As such the continued lobbying of the Government to increase the housing grant by the Administration was both welcomed and supported.	That the Administration continues to lobby Government to increase housing grants to the Mayor of London.	Alison Butler	Stephen Tate/Yvonne Murray
Streets, Environment & Homes Sub-Committee	4 February 2020	Housing Revenue Account	The Sub-Committee was concerned about the level of transparency on acquisitions of housing stock funded by the Housing Revenue Account and agreed that improvement was needed in this area	That quarterly reports be published by the Housing Service on transactions relating to the acquisition of housing stock funded by the Housing Revenue Account	Alison Butler	Stephen Tate/Yvonne Murray
Streets, Environment & Homes Sub-Committee	4 February 2020	Brick by Brick	The Sub-Committee was disappointed with the level of information provided in the report and agreed that the Chair would work with officers when Brick by Brick was next	In the preparation of the report for the next review of Brick by Brick in 2021 that earlier engagement in the report writing process be undertaken with the Chair of the Sub-	Alison Butler	Jacqueline Harris Baker/ Shifa Mustafa

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
			reviewed in 2021 to refine the report.	Committee to refine the report to the Sub-Committee's specifications.		
Streets, Environment & Homes Sub-Committee	4 February 2020	Brick by Brick	The Sub-Committee recognised that as Brick by Brick was a commercial organisation with the Council as its sole shareholder it was reasonable to expect a high level of public interest and agreed that a greater level of communication and transparency was needed to improve the public's understanding of the relationship between the two organisations.	1. Consideration be given to how to improve public understanding of the relationship between the Council and Brick by Brick, and an update provided on the work undertaken in this area when Brick by Brick was next reviewed by the Sub-Committee in 2021. 2. The Council develop a 'RAG' monitoring approach for its housing developments, including both pipeline and on site projects and publish the report quarterly in order to further enhance transparency on housing delivery.	Alison Butler	Jacqueline Harris Baker/ Shifa Mustafa
Streets, Environment & Homes Sub-Committee	4 February 2020	Brick by Brick	The Sub-Committee noted that the lending issues faced by some prospective buyers were a result of the Government's housing regulator issuing new guidance on "housing provider" registration. Considering the potential impact upon prospective purchasers, the Sub-Committee welcomed the swift action taken to finalise the registration process and	An update be provided for the Sub-Committee by Brick by Brick once the registration issue had been resolved.	Alison Butler	Jacqueline Harris Baker/ Shifa Mustafa

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
			requested confirmation once this had been fully resolved.			
Scrutiny & Overview Committee	25 February 2020	Question Time: Cabinet Member for Safer Croydon & Communities	The Committee concluded that the progress made on sharing pots of funding was to be welcomed, with it agreed that given the limited funds available that it would be important to encourage further work in this area in order to maximise the funding available for the voluntary and community sector.	That further work be undertaken on the pooling of grant funding with other partners in order to maximise the amount available for local community and voluntary organisation.	Hamida Ali	Gavin Handford
Scrutiny & Overview Committee	25 February 2020	Review of Safer Croydon Partnership & Violence Reduction Network	While the Committee welcomed confirmation that schools in the borough were engaged with the Trauma Informed Approach, it was agreed that further evidence would be needed to provide reassurance that there was ownership of the trauma informed approach amongst the senior leadership of schools in the borough	When the Committee next reviews the work of the Violence Reduction Network it is requested that evidence is provided to demonstrate the ownership of the trauma informed approach amongst the senior leadership of schools in the borough.	Hamida Ali	Sarah Haywood
Scrutiny & Overview Committee	25 February 2020	Review of Safer Croydon Partnership & Violence Reduction Network	The Committee agreed that it was essential to have quantifiable measurements such as an Evaluation Framework in place to allow qualified judgements to be made on the success of schemes commissioned by the Violence Reduction Network in	An evaluation framework needs to be developed to allow quantifiable judgement on the success of schemes commissioned by the Violence Reduction Network in delivering their intended outcomes.	Hamida Ali	Sarah Haywood

Committee	Meeting Date	Agenda Item	Conclusion	Recommendation	Cabinet Lead	Officer Lead
			delivering their intended outcomes.			
Scrutiny & Overview Committee	25 February 2020	Review of Safer Croydon Partnership & Violence Reduction Network	The Committee welcomed the move to a more integrated approach to data sharing with partners as this was key to informing the work of the Violence Reduction Network and it was agreed that options for funding the expansion of work on data analysis needed to be explored.	Options for expanding the Violence Reduction Network's capacity for data analysis should be explored.	Hamida Ali	Sarah Haywood
Scrutiny & Overview Committee	25 February 2020	Review of Safer Croydon Partnership & Violence Reduction Network	The Committee agreed that the use of data should be ingrained throughout the work of the Violence Reduction Network and looked forward to seeing how this was being implemented when the performance of the Network was next reviewed.	When the Committee next reviews the work of the Violence Reduction Network evidence should be provided to demonstrate how the use of data has informed the work of the Network.	Hamida Ali	Sarah Haywood
Scrutiny & Overview Committee	25 February 2020	Review of Safer Croydon Partnership & Violence Reduction Network	The Committee acknowledged that the Safer Croydon Partnership seemed to be working well, but agreed that it was difficult to reach any concrete conclusions without quantifiable data being provided to demonstrate that outcomes were being achieved.	Consideration should be given to what quantifiable data on outcomes can be provided when the Safer Croydon Partnership is next reviewed by the Committee to allow a judgement to be made on the performance of the Partnership.	Hamida Ali	Sarah Haywood

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For General Release

REPORT TO:	**CABINET** **23 MARCH 2020**
SUBJECT:	**STAGE 2: RESPONSE TO RECOMMENDATIONS ARISING FROM: SCRUTINY & OVERVIEW COMMITTEE ON 29 OCTOBER 2019, CHILDREN & YOUNG PEOPLE SCRUTINY SUB-COMMITTEE ON 5 NOVEMBER 2019 AND STREETS, ENVIRONMENTS & HOMES SCRUTINY SUB-COMMITTEE ON 17 DECEMBER 2019.**
LEAD OFFICER:	**Jacqueline Harris Baker, Executive Director of Resources and Monitoring Officer** **Stephen Rowan, Head of Democratic Services and Scrutiny**
CABINET MEMBER:	**All**
WARDS:	**All**
CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON Corporate Plan for Croydon 2018-2022 **The constitutional requirement that Cabinet receives recommendations from scrutiny committees and to respond to the recommendations within two months of the receipt of the recommendations**.	
FINANCIAL IMPACT The recommendations in the appendix to this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.	
FORWARD PLAN KEY DECISION REFERENCE NO.: not a key decision	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1.   RECOMMENDATIONS

1.1   Cabinet is recommended to approve the response and action plans attached to this report at Appendix A and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

2.   EXECUTIVE SUMMARY

2.1   This report asks the Cabinet to approve the full response reports arising from the Stage 1 reports presented to the Cabinet meeting held on 20 January 2020 and 24 February 2020 including:

- Action plans for the implementation of agreed recommendations, or
- Reasons for rejecting the recommendations

and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

2.2   The Constitution requires that in accepting a recommendation, with or without amendment, from a Scrutiny and Overview Committee or Sub-Committee, the Cabinet shall agree an action plan for the implementation of the agreed recommendations and shall delegate responsibility to an identified officer to report back to the Scrutiny and Overview Committee or Sub-Committee, within a specified period, on progress in implementing the action plan.

3.   SCRUTINY RECOMMENDATIONS

3.1   The Scrutiny recommendations are contained in the schedule in the appendix to this report.

3.2   The detailed responses including reasons for rejected recommendations and action plans for the implementation of agreed recommendations are contained in the appendices.

4.   CONSULTATION

4.1   The recommendations were developed from the deliberations of either the Scrutiny & Overview Committee or one of its Sub-Committees.

4.2   The recommendations in the appendix to this report may involve futher consultation and as each recommendation is developed these implications will be explored and approved.

5   PRE-DECISION SCRUTINY

5.1   The recommendations in the appendix to this report are the result of Pre-Decision Scrutiny.

6. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 The recommendations in this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.

Approved by: Lisa Tayor, Director of Finance, Investment & Risk.

7. LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the Constitution requires that Cabinet both receives recommendations from Scrutiny Committees and responds to the recommendations within two months of their receipt.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of the Director of Law and Governance and Deputy Monitoring Officer.

8. HUMAN RESOURCES IMPACT

8.1 The recommendations in the appendix to this report may have a Human Resources impact and as each recommendation is developed these implications will be explored and approved.

9. EQUALITIES IMPACT

9.1 The recommendations in the appendix to this report may have an Equalties impact and as each recommendation is developed these implications will be explored and approved.

10. ENVIRONMENTAL IMPACT

10.1 The recommendations in the appendix to this report may have an Environmental impact and as each recommendation is developed these implications will be explored and approved.

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 The recommendations in the appendix to this report may have a Crime and Disorder reduction impact and as each recommendation is developed these implications will be explored and approved.

12.   REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1   These are contained in the appendix to this report.

13.   OPTIONS CONSIDERED AND REJECTED

13.1   These are contained in the appendix to this report.

14.   DATA PROTECTION IMPLICATIONS

14.1   **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

The recommendations in the appendix to this report may involve the processing of 'personal data' and as each recommendation is developed these implications will be explored and approved.

14.2   **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

NO

The recommendations in the appendix to this report may require a DPIA and as each recommendation is developed these implicationswill be explored and a DPIA carried out where necessary.

CONTACT OFFICER: Stephen Rowan, Head of Democratic
Services and Scrutiny
T: 020 8726 6000 X 62529
Email: stephen.rowan@croydon.gov.uk

APPENDICES: Appendix A: Scrutiny Stage 2 Responses

BACKGROUND DOCUMENTS:

Background document 1: Report to Scrutiny & Overview Committee on 29 October 2019.
https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=1939&Ver=4

Background document 2: Report to Children & Young People Scrutiny Sub-Committee on 5 November 2019.
https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=167&MId=1974&Ver=4

Background document 3: Report to Streets Environment and Homes Scrutiny Sub-Committee on 17 December 2019.
https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=170&MId=2127&Ver=4

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Delivery of the Growth Zone (Considered by the Scrutiny & Overview Committtee on 29 October 2019)							
1. That a risk register be developed and maintained specifically for the risks associated with the Growth Zone project.	Given the scale and importance of the Growth Zone project the Scrutiny & Overview Committee agreed that the potential risks to the delivery of the project should be monitored through a project specific risk register.	Councillors Stuart King/Paul Scott & Councillor Manju Shahul-Hameed Place	Accept	Stephen Tate	N/A	Complete	TBC
Report: Children's Improvement Plan 2019/20 (Considered by the Children & Young People Sub-Committee on 5 November 2019)							
1. That the Executive Director for Children Families and Education and Chair of the Children's Improvement Board work with the Chair and Vice Chair of the Sub-Committee on the future work programme for Scrutiny.	The Sub-Committee would welcome the opportunity to be able to influence and add value to the work of the Children's Improvement Board	Councillor Alisa Flemming Children, Families and Education	Accept	Robert Henderson	N/A	Quarterly meetings with Councillor Ward, Chair of the Scrutiny Sub-Committee	14/04/2020
Report: Policy for Council Community Properties, Rent Subsidy and Rate Relief (Considered by the Streets Envionment and Homes Sub-Committee on 17 December 2019 and considered by Cabinet on 20 January 2020)							
1. That Social enterprises and Co-Operatives should: a) Be eligible to submit an application should they meet the criteria and their application be considered on its own merit. (Adopted by Cabinet during its consideration of the report)	It was not deemed appropriate for Social Enterprises and Co-Operatives to be automatically excluded from submitting an application for Rent Subsidy.	Councillor Hamida Ali Resources	Accept - The draft policy was amended to include Social Enterprises and Co-Operatives.	Gavin Handford	N/A	New funding awards from 1 April 2021, following applications in 2020.	TBC

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
b) Officers to discuss and formulate a plan as to how to assess the eligibility of these groups if there is to be a difference in application criteria to that of Voluntary Organisations. (Adopted by Cabinet during its consideration of the report)	It was not deemed appropriate for Social Enterprises and Co-Operatives to be automatically excluded from submitting an application for Rent Subsidy.	Councillor Hamida Ali Resources	Accept - The draft policy was amended to include Social Enterprises and Co-Operatives.	Gavin Handford	N/A	New funding awards from 1 April 2021, following applications in 2020.	TBC
2. That in order to reduce the length of time between submission of application and notification of decision, organisations be notified of the outcome of their application for discretionary rate relief no later than the January following submission. Except in a re-evaluation year where notification should be made in the March following submission of their application to ensure that a definite decision is provided in the first instance (Adopted by Cabinet during its consideration of the report)	The timeline for notification of award of discretionary Business Rate Relief be amended to ensure that organisations were notified as early as possible of the decision made; to enable alternative arrangements to be made ahead of the beginning of the financial year should they not be eligible for the rate relief.	Councillor Hamida Ali Resources	Accept - The earlier decisions will be based on previous years rates, meaning each organisation will have to pay any difference due to the Government inflation rate, but this is anticipated to be small.	Gavin Handford	None	March 2021 (as this is a revaluation year) January 2022 (as the first non-revaluation year)	TBC

Croydon Council

REPORT TO:	**CABINET 23RD MARCH 2020**
SUBJECT:	**INVESTING IN OUR BOROUGH**
LEAD OFFICER:	**SARAH WARMAN, DIRECTOR OF COMMISSIONING & PROCUREMENT** **JACQUELINE HARRIS-BAKER, EXECUTIVE DIRECTOR RESOURCES**
CABINET MEMBER:	**COUNCILLOR SIMON HALL** **CABINET MEMBER FOR FINANCE AND RESOURCES**
WARDS:	**ALL**

CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON: Effective outcome based commissioning and prudent financial transactions contribute to all corporate priorities.

The Council's Commissioning Framework (2019 – 2023) sets out the approach to commissioning and procurement and puts delivery of outcomes at the heart of the decision making process. As the Council develops more diverse service delivery models, it is important to ensure that our contractual and partnership relationships are not only aligned to our corporate priorities but also represent value for money for citizens and taxpayers, contributing to the growth agenda for Croydon.

FINANCIAL SUMMARY: There are no direct costs arising from this report.

KEY DECISION REFERENCE NO.:
There are key decisions mentioned in this report, but approval of the Recommendations would not constitute a key decision.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1   RECOMMENDATIONS

1.1.   The Cabinet is requested to approve:

1.1.1. The Cabinet recommends to the Leader of the Council that prior to the next meeting of Cabinet in May, in respect of any contracts and property acquisitions and disposals valued over £500k and that have not previously been notified or reported to Cabinet, the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated member is the Cabinet Member for Finance and Resources in consultation with the Leader, be authorised to agree the award of such contracts. Note that any awards made under this delegation will be notified in the standard contracts report to the next meeting of Cabinet.

1.1.2. That Cabinet recommends to the Leader of the Council that the Cabinet Member for Homes & Gateway Services, in consultation with the Cabinet

Member for Finance & Resources, be delegated authority to approve the purchase of properties in relation to the HRA.

1.2. The Cabinet is requested to note:

1.2.1. The list of delegated award decisions for contracts over £500,000 in value made by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet, as set out in section 4.1.1.

1.2.2. The contracts between £500,000 and £5,000,000 anticipated to be awarded by the nominated Cabinet Member, in consultation with the nominated Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources, in consultation with the Leader, as set out in section 4.1.2.

1.2.3. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 18/01/2020 – 17/02/2020, as set out in section 4.1.3.

1.2.4. Property acquisitions and disposals agreed by the Cabinet Member for Finance and Resources in consultation with the Leader since the previous meetings of Cabinet, as set out in section 4.2.

2 EXECUTIVE SUMMARY

2.1 This is a standard report which is presented to the Cabinet, for information, at every scheduled Cabinet meeting to update Members on:

- Delegated contract award decisions under delegated authority from the Leader by the Cabinet Member for Families, Health & Social Care in consultation with the Cabinet Member for Finance & Resources related to the Adult and Young People Social Care Dynamic Purchasing Systems (DPS);

- Delegated contract award decisions under delegated authority from the Leader by the Cabinet Member for Envicment Transport & Regeneration in consultation with the Cabinet Member for Finance and Resources related to the New Addington Wellbeing Centre project for the Lead Architect and Multi-disciplinary Professional Services;

- Contracts between £500,000 and £5,000,000 anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Finance and Resources and with the Leader in certain circumstances, before the next meeting of Cabinet;

- Delegated contract award decisions made by the Director of Commissioning and Procurement 18/01/2020 – 17/02/2020;

- Property lettings, acquisitions and disposals agreed by the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet;

- Contract awards and strategies to be agreed by the Cabinet at this meeting which are the subject of a separate agenda item;
  [As at the date of this report there are none]

- Delegated contract award decisions under delegated authority from the Leader by the Cabinet Member for Children, Young People and Learning in consultation with the Cabinet Member for Finance and Resources related to the Addington Valley Academy SEN School for the construction of works.
  [As at the date of this report there are none].

- Partnership arrangements to be agreed by the Cabinet at this meeting which are the subject of a separate agenda item.
  [As at the date of this report there are none].

3 DETAIL

3.1 Section 4.1.1 of this report lists the delegated decisions made by the Nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet.

3.2 Section 4.1.2 of this report lists those contracts that are anticipated to be awarded by the nominated Cabinet Member.

3.3 Section 4.1.3 of this report lists the delegated award decisions made by the Director of Commissioning and Procurement, between 18/01/2020 – 17/02/2020.

3.4 Section 4.2 of this report lists the property lettings, acquisitions and disposals agreed by the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet.

3.5 The Council's Procurement Strategy and Tender & Contracts Regulations are accessible under the Freedom of Information Act 2000 as part of the Council's Publication Scheme. Information requested under that Act about a specific procurement exercise or contract held internally or supplied by external organisations, will be accessible subject to legal advice as to its commercial confidentiality, or other applicable exemption, and whether or not it is in the public interest to do so.

3.6 A recommendation has been included to seek a revised delegation in respect of the acquisition of assets to be held within the HRA. This is to ensure that the Cabinet Member responsible for the HRA portfolio is fully sighted and jointly responsible for any property transactions within the their portfolio.

4 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

4.1 Contract Awards

4.1.1 Delegated award decisions for contracts over £500,000 in value made by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
Adult and Young People Social Care DPS (DPS 3 Lot 2)	£40,000,000 (Contract length 5 + upto 5 years)		Families, Health, and Social Care / Cllr Avis
New Addington Wellbeing Centre – Lead Architect & Multi-disciplinary Professional Services	£1,418,504 (Contract length 18 months)		Environment, Transport & Regeneration / Cllr Scott

4.1.2 Revenue and Capital consequences of contract award decisions to be made between £500,000 to £5,000,000 by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources, in consultation with the Leader.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
Open Access Counselling and Young Carers Services	£1,921,500 (Contract length 2 +1+1+1 years)		Children, Young People & Learning / Cllr Flemming

4.1.3 Revenue and Capital consequences of delegated decisions made by the Director of Commissioning and Procurement for contract awards (Regs. 19, 28.4 a & b) between £100,000 & £500,000 and contract extension(s)

previously approved as part of the original contract award recommendation (Reg. 28.4 d) and contract variations (Reg.30).

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
The Skill Mill - Ex-Offender Work Programme	£200,000 (Contract length 4 years)		Children, Young People and Learning / Cllr Flemming

4.2 Property Acquisitions and Disposals

4.2.1 Revenue and Capital consequences of property lettings, acquisitions and disposals over £500,000 that have been agreed by the Cabinet Member for Finance and Resources in consultation with the Leader of the Council since the last meetings.

Title	Lettings	Disposals	Acquisitions	Dept/Cabinet Member
Purchase of 9 Homes at Longheath Gardens for retention in the Housing Revenue Account			£1,280,000	Finance and Resources / Cllr Hall

Approved by: Ian Geary, Head of Finance - Resources on behalf of Lisa Taylor, Director of Finance, Investment and Risk and Section 151 Officer.

5 LEGAL CONSIDERATIONS

5.1 The Director of Law and Governance comments that the information contained within this report is required to be reported to Members in accordance with the Council's Tenders and Contracts Regulations and the council's Financial Regulations in relation to the acquisition or disposal of assets.

Approved by: Sean Murphy, Director of Law and Governance and Monitoring Officer.

6 HUMAN RESOURCES IMPACT

6.1 There are no immediate HR issues that arise from the strategic recommendations in this report for LBC staff. Any specific contracts that arise as a result of this report should have their HR implications independently assessed by a senior HR professional.

Approved by: Sue Moorman, Director of Human Resources

7 EQUALITY IMPACT

7.1 An Equality Analysis process has been used to assess the actual or likely impact of the decisions related to contracts mentioned in this report and mitigating actions have been defined where appropriate.

7..2 The equality analysis for the contracts mentioned in this report will enable the Council to ensure that it meets the statutory obligation in the exercise of its functions to address the Public Sector equality duty (PSED). This requires public bodies to ensure due regard to the need to advance equality of opportunity; foster good relations between people who share a "protected characteristic" and those who do not and take action to eliminate the potential of discrimination in the provision of services.

7..3 Any issues identified through the equality analysis will be given full consideration and agreed mitigating actions will be delivered through the standard contract delivery and reporting mechanisms.

8 ENVIRONMENTAL IMPACT

8.1 Any issues emerging in reports to the relevant Cabinet member will require these considerations to be included as part of the standard reporting requirements, and will not proceed without full consideration of any issues identified.

9 CRIME AND DISORDER REDUCTION IMPACT

9.1 Any issues emerging in reports to the relevant Cabinet Member will require these considerations to be included as part of the standard reporting requirements, and will not proceed without full consideration of any issues identified.

10 DATA PROTECTION IMPLICATIONS

10.1 Will the subject of the report involve the processing of 'personal data'?

NO

Has a Data Protection Impact Assessment (DPIA) been completed?

NO

Data Protecion Impact Assessments has been used to assess the actual or likely impact of the decisions related to contracts mentioned in this report and mitigating actions have been defined where appropriate.

Approved by: Sarah Warman, Director of Commissioning & Procurement

CONTACT OFFICER:

Name:	Bianca Byrne
Post title:	Head of Commissioning and Procurement (Corporate)
Telephone no:	63138

BACKGROUND DOCUMENTS:

The following public background reports are not printed with this agenda, but are available as background documents on the Croydon Council website agenda which can be found via this link Cabinet agendas

- Open Access Councelling & Young Carers Service
- Adult and Young People Social Care DPS (DPS 3 Lot 2)
- New Addington Wellbeing Centre – Lead Architect & Multi-disciplinary Professional Services
- Purchase of 9 Homes at Longheath Gardens for retention in the Housing Revenue Account

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For Publication

REPORT TO:	Cabinet Member for Children, Young People and Learning
SUBJECT:	Open Access Counselling and Young Carers Services for Children and Young People
LEAD OFFICER:	Jacqueline Harris Baker, Executive Director Sarah Warman, Director Amanda Tuke, Head of Service
CABINET MEMBER:	Councillor Alisa Flemming Cabinet Member for Children, Young People and Learning Councillor Simon Hall Cabinet Member for Finance and Resources
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Delivering appropriate and safe emotional wellbeing and mental health support through open-access counselling, advice and advocacy supports the Council's outcome:

"Children and young people in Croydon are safe, healthy and happy and aspire to be the best they can be."

Other relevant local priorities include:

Croydon's Community Strategy priorities and outcomes:
- Outcome 1: A great place to learn, work and live.
- Outcome 2: A place of opportunity for everyone – in particular: Priority Two; Support individuals and families with complex needs and; Priority Four: Deliver better education and the opportunity for everyone to reach their full potential.

Croydon's Corporate Plan "Ambitious for Croydon"
- To help families be healthy and resilient and able to maximise their life chances and independence.
- To help people from all communities live longer, healthier lives through positive lifestyle choices.
- To drive fairness for all communities, people and places.

FINANCIAL IMPACT

The service is well-established and has recurrent funding streams (Council & CCG) as set out below.

Council & CCG Directors have confirmed their support for its continued funding at 2019/20 recurrent levels.

	Croydon CCG	**Croydon Council**	**Annual Total**
Croydon Drop In	£153,000	£150,000	£303,000
Off the Record	£600,000	£234,300	£843,300
Total over 2 years	£1,506,000	**£768,600**	£2,292,600
Total Over 5 years	£3,765,000	**£1,921,500**	£5,731,500

FORWARD PLAN KEY DECISION REFERENCE NO.: 0620CYPL

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet Member for Children , Young People and Learning the power to make the decisions set out in the recommendations below:

1. DRAFT RECOMMENDATION

1.1 The Cabinet Member for Children Families and Education in consultation with the Cabinet Member for Finance and Resources, is recommended by the Contracts and Commissioning Board to approve the award of contracts (jointly with NHS Croydon Clinical Commissioning Group) in accordance with Regulation 28.4(c) of the Council's Contracts and Tenders Regulations to:

   a. Croydon Drop In for the provision of Open-Access Counselling Services for a contract term of 2 years with 3 x 1 year extensions up to five (5) years for a maximum contract value (to the Council) of £750,000.00.
   b. Off The Record for Open Access Counselling and Young Carers Services for a contract-term of 2 years with 3 x 1 year extensions up to five (5) years for a maximum contract value (to the Council) of £1,171,500.00.

1.2 The Cabinet Member is asked to note that the Director for Commissioning & Procurement has approved a waiver of Regulation 11.3 of the Council's Tenders and Contracts Regulations to allow for the direct award of the contracts, subject to finalisation of the due diligence and assurance process required by Croydon CCG by the date of contract signature.

2.   EXECUTIVE SUMMARY

2.1   The purpose of this report is to seek permission to directly award joint contracts (i.e. Croydon Council with NHS Croydon CCG) to two local VCS agencies, namely Croydon Drop In and Off The Record, for the provision of (respectively) open-access counselling services; and open-access counselling and young carers' services.

2.2   Croydon Council and Croydon CCG both have statutory duties to local children and young people (e.g. early intervention; emotional health & well-being) and this service contributes significantly to the discharge of those duties.

2.3   Both providers are already engaged in the delivery of this service under the auspices of separate Council & NHS contracts, which are due to expire shortly, and have been so for some years. As such, the move to a single contract (NHS shorter form) with defined contract-terms recognises the long-standing commitment of the providers; demonstrates the integration of commissioners in Croydon; and sets a framework for future development of the service.

2.4   Prior to recommending the direct award, commissioners have considered the available options for delivering the service and established that direct awards to the existing providers represent best value for the Council and the CCG.
A due diligence and assurance process required by the CCG has been designed to ensure that the providers are "fit for purpose" and the first phase of this, screening of evidence, is completed with both providers and due for finalisation prior to the contract signature date.

2.5   The content of this report has been endorsed by the Contracts and Commissioning Board.

CCB ref. number	CCB Approval Date
CCB1556/19-20	05/03/2020

3.   DETAIL

3.1   National context:

Local Authorities have a statutory duty to provide early intervention and prevention services to children & young people. These services include counselling and other similar interventions.

NHS England (NHSE) requires local areas to work in partnership to develop and update annually a Local Transformation Plan (LTP) for mental health & emotional well-being of children and young people. The LTP sets out (among other things) how ring-fenced funding from NHSE is invested to improve outcomes for children and young people in need of mental health and emotional well-being support.

A key requirement of the NHSE funding is that it is used to improve access and

reduce waiting times to counselling services. Access to such services is an increasingly important indicator, both within NHS performance frameworks and in the wider public arena.

3.2   Local context:

Locally, the LTP is overseen within Croydon's partnership structures by the Mental Health and Emotional Well Being Board, a sub-group of the Children and Young People's Partnership Board.

Over a number of years (preceding the LTP), both Croydon Council and Croydon Clinical Commissioning Group (CCG) have separately commissioned open-access counselling, advocacy & advice services and a young carers service for children and young people from two Croydon-based voluntary sector providers, namely Off the Record and Croydon Drop In. These agreements are due to expire on 31 March 2020.

3.3   Objectives & outcomes:

In engaging in this process, commissioners established the following objectives and outcomes:

- To ensure Croydon Council can fulfil its statutory duty to provide early intervention and prevention services through continued delivery of open-access counselling, advocacy & advice and young carers services to children and young people in Croydon.

- To deliver on local priorities as set out in the Local Transformation Plan for Emotional Wellbeing and Mental Health; Early Help Strategy; and other national priorities in relation to improved access to mental health and emotional wellbeing services.

- To maximise the impact of available place-based resources in improving mental health and emotional wellbeing outcomes for children and young people, ensuring there is sufficient capacity to meet demand.

- To enable robust integrated contract management that develops the providers; delivers service improvements; and ensures that service-users experience positive and safe care within an appropriate and welcoming environment.

3.4   Commissioners' preferred option:

Commissioners have recommended the direct award of one joint contract (i.e. Croydon CCG with Croydon Council) to each of the current two voluntary sector providers, i.e. Off the Record and Croydon Drop In.

The contract form recommended is the NHS Standard Contract (shorter form), with additions to the service conditions to reflect key aspects of the Council's procurement agenda (e.g. compliance with London Living Wage).

The scope of each contract will be all services that the provider currently delivers to support mental health and emotional wellbeing.

The contracts are due to commence on 1 April 2020. The proposed contract-term is for two (2) years initially, with the option of up to three (3) 1-year extensions, initially maintaining the annual contract-price at the recurrent 2019/20 funding levels shown below:

	Croydon CCG (£000)	Croydon Council (£000)	Provider Total (£000)
Croydon Drop In	153.0	**150.0**	303.0
Off the Record	600.0	**234.3**	834.3
Commissioner Total	753.0	**384.3**	1,137.3
Total over 2 years	1,506.0	**768.6**	2,274.6
Total over 5 years	3,765.0	**1,921.5**	5,686.5

At a meeting on 18 December 2019, the CCG's Procurement Advisory Group (PAG) made an identical recommendation to the CCG Accountable Officer and Governing Body.

The rationale for the above recommendations (including direct award) and the decisions made by these groups is set out in detail below in sections 3.5 to 3.10.

3.5 **Rationale for joint contract:**

In recommending one joint contract to each voluntary sector provider, commissioners acknowledged the duplication inherent in the status quo; recognised that integrated commissioning should deliver outputs such as joint contracts as a norm; and sought to offer greater clarity to providers. Commissioners were not aware of any specific reason to deviate from those principles.

3.6 **Rationale for direct award:**

Commissioners acknowledged the risk of a procurement challenge under PCR 2015 by other provider organisations, but established that this risk is low and that the direct award is eminently defensible.

Firstly, commissioners believe that competitive tendering is unlikely to offer better value than the current local service offer. Secondly, commissioners believe that the external provider market is unlikely to offer providers that are technically capable of delivering these services. Supporting factors in both these beliefs include the geography & demographics of Croydon (in particular, the unusual concentration of young refugees and asylum seekers); the absence of a specialist provider delivering these services in other comparable areas; and the infrastructure costs inherent in setting up a new service in Croydon.

This case is set out below in sections 3.7 to 3.10.

3.7   Current local service offer:

The open-access counselling service provides primary-care-level intervention and also helps to identify and signpost those with higher levels of need to more appropriate services though the "single point of contact". The service offers evidence-based face-to-face counselling, support services and digital services also for vulnerable groups, in particular unaccompanied asylum-seeking young people and young carers (see below). Off the Record also provides on-line counselling; a young carers project; and a youth drug & alcohol project. Clients accessing the open-access counselling service in either provider may be referred to these services as appropriate.

Research shows that children and young people experiencing mild to moderate mental health problems are likely to respond to evidence-based mental health counselling interventions (identified as appropriate within the National Children and Young People's IAPT Programme), which is the core intervention provided by the service.

Advice and advocacy is also provided in-service to support family members, young people and children (aged 10-25) accessing the service in relation to: welfare rights; benefits; maintaining school attendance; family support; debt; housing and homeless issues - all within the human rights framework.

Strategically, the fundamental aim of these services are entirely consistent with the Croydon agenda: to support children and young people to be well, remain well and gain resilience and life coping skills to support them into adulthood.

Both providers are:

- Well-established voluntary sector bodies within the communities of Croydon;

- Well-regarded within the local health & care community and operating as a provider under the ambit of commissioner contracts and agreements;

- Engaged with partners & service users in developing their current service offer, singly and jointly (e.g. seeking to employ joint posts to deliver the national "trailblazer" of mental health support in schools).

Given all the above, while there is undoubtedly some scope for provider development, the current service offer and set of providers in Croydon seems broadly sound; "fit for purpose"; and is already responding to the need for change.

3.8   Croydon's geography & demographics:

In the latest benchmarking data (March 2018) Croydon had the highest number of unaccompanied asylum seeking children (UASCs) in the children looked after population. Croydon is one of a very small number of local authorities who

have very significant numbers of UASCs, in the South East and London areas. The next highest numbers are in Kent and Hampshire respectively (see table below).

Table: Numbers of unaccompanied asylum-seeking children in the local authorities in London and the South East (three highest) Mar 2018

Local authority	Number of unaccompanied asylum seeking children (UASC)
Croydon	295
Kent	235
Hampshire	112

UASCs frequently arrive at the Home Office in Croydon having experienced considerable trauma and therefore with a range of emotional well-being and mental health issues. A large proportion clearly remain in Croydon – often for several years. These individuals may be subsequently categorised as children looked after and then care leavers, so the numbers reported above probably under-estimate the scale of the issue. It is certainly the case that UASCs (and care-leavers who were previously UASC) make up a considerable proportion of the current service-user population for both the voluntary sector counselling services described in this report.

3.9   Current provider market:

Given this long-standing presence of UASCs, both the statutory and voluntary sector services in Croydon have developed considerable expertise in supporting this group of children and young people. As evidence of this, local providers are regularly consulted as experts by colleagues in other areas. The fact that they are consulted by other areas suggests that this expertise is not readily available from another source.

Commissioners sought information from other areas with significant numbers of UASCs, including Kent and Hampshire. In both cases, the Designated LAC nurse in the area confirmed that unlike Croydon there was no provider delivering specialist UASC counselling service in their areas. In both cases, UASCs received only the same general service emotional wellbeing and mental health support that other young people in the area receive and this situation had been identified as a gap in service provision there.

On that basis, the evidence suggests that there are no other providers currently operating in a comparable environment and therefore technically capable of delivering the specific service that is needed in Croydon.

3.10   Infrastructure costs:

As a further consideration, both providers are well-established in Croydon with good access to local agencies & infrastructure (e.g. premises). It seems likely that any new provider entering the Croydon area would have to invest in relationship-building and infrastructure and that costs for this would feature in

the contract price. Given the property market within Croydon, infrastructure costs alone (both start-up and recurrent) are likely to be significant and will eliminate any efficiency saving likely to be obtained through competitive tendering.

3.11 Conclusions, recommendations and next steps:

Given all the above, commissioners concluded that:

- There was a clear benefit to be gained from maintaining continuity with the current providers;

- The benefits of such continuity outweighed any potential financial advantage to be gained by competitive tendering; &

- The risk of legal challenge to a direct award exists, but it is low and the decision has a firm evidence-base to support it, as set out above in sections 3.7 to 3.10.

3.12 Due diligence and assurance:

Commissioners have consulted with NHS Shared Business Services (procurement advisors to NHS Croydon CCG) and designed a framework for "due diligence and assurance" to ensure that both providers are capable of discharging the contract and delivering the service within available resources. It should be stressed that the due diligence & assurance work is not a point-based evaluation but a more in-depth and iterative dialogue with the provider.

Commissioners have completed phase one of the CCG due diligence and assurance process and this will be finalized prior to the date of contract signature date.

4. CONSULTATION

4.1 There is no significant service-change proposed, and therefore there is no requirement for formal consultation on the decision at hand.

4.2 However, the due diligence and assurance process described above will include both scrutiny of past engagement work by the two providers. An independent engagement exercise with service-users of each provider, to be designed and led by the Council's Youth Engagement team, will be carried within six months of the date of contract signature to support service development.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATION

5.1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2019/20	**2020/21**	**2021/22**	**2022/23**
	£'000	*£'000*	*£'000*	*£'000*
Revenue Budget available				
Expenditure	384.3	384.3	384.3	384.3
Income	384.3	384.3	384.3	384.3
Effect of decision from report				
Expenditure	384.3	384.3	384.3	384.3
Income	384.3	384.3	384.3	384.3
Remaining budget	0.0	0.0	0.0	
Capital Budget available	N/A	N/A	N/A	N/A
Expenditure				
Effect of decision from report				
Expenditure				
Remaining budget	0.0	0.0	0.0	0.0

5.2 The effect of the decision:

- The decision commits funding at 2019/20 levels for 2020/21 & 2021/22 (but see below re savings/efficiencies).

- Relevant Council & CCG Directors have confirmed their approval for continuation of recurrent 2019/20 funding.

5.3 Risks:

- There is a significant risk of rising demand and/or unmet need.

- The block-funded contract proposed minimises the risk of budget over-run.

- There is a risk in the financial standing of providers – however, both are long-established organisations. This will be tested by due diligence & assurance.

5.4 Options:

- Failure to fund the service would leave the Council vulnerable to a charge of failing in its statutory duties, e.g. early intervention & prevention.

5.5 Future savings/efficiencies:

- There has been no consideration of savings or efficiencies in 2020/21.
- However, the contract term permits this for future years.
- The NHS standard contract permits savings (and ultimately service termination) within reasonable notice periods.

Approved by Ian Geary, Department Head of Finance.

6. LEGAL CONSIDERATIONS

6.1 The Solicitor to the Council comments as follows:

6.2 There are no additional legal considerations arising directly from this report.

Approved by Sonia Likhari, Solicitor, on behalf of the Director of Law and Governance & Deputy Monitoring Officer.

7. HUMAN RESOURCES IMPACT

7.1 The direct award between Croydon Clinical Commissioning Group and Croydon Council to each of the current two voluntary sector providers - Off the Record and Croydon Drop In, deems that the service provisions remain unchanged and there are no TUPE or HR implications arising from this report for Croydon Council staff.

7.2 However, if there are any changes in the future that result in a service provision (such as the service being retendered to another provider), this may invoke the effects of the Transfer of Undertakings (Protection of Employment) 2006 Legislation (amended 2014). It is therefore important to seek HR advice at an early stage.

Approved by Nadine Maloney, on behalf of the Director of Human Resources.

8. EQUALITIES IMPACT

8.1 The proposal represents the continuation (and development over time) of an existing local service with a clear remit to tackle inequalities & exclusion. The current service helps the Council meet its equality objective by offering support to vulnerable young people from minority groups (e.g. black & minority ethnic (BAME) communities; refugees & asylum seekers; and LGBTQ+).

8.2 Notwithstanding the eligibility criteria of a service for children and young people (0-25), the service seeks to address all equalities priorities (age, disability, gender, gender reassignment, marriage & civil partnership, religion or belief, race, sexual orientation, pregnancy or maternity). Indeed, the providers can identify case-studies demonstrating that commitment.

8.3 An initial equalities assessment has been completed. However, it will be revisited with the providers as part of the due diligence and assurance process before final sign-off.

Approved by Yvonne Okiyo, Equalities Manager.

9. ENVIRONMENTAL IMPACT

9.1 The proposal represents the continuation (and development over time) of an existing local service within a small existing estate in central locations convenient for public transport. As such, there are no direct environmental impacts.

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 Open-access counselling and young carers services play a role in offering support to vulnerable young people who may be experiencing domestic violence, hate crime or sexual exploitation.

10.2 Both providers are well-established within Croydon and have good links with partner agencies in the areas of both crime and disorder reduction and also safeguarding children.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 The rationale for the preferred option and subsequent recommendation is set out at some length in Section 3 of this report.

11.2 Also please see below in Section 12.

12. OPTIONS CONSIDERED AND REJECTED

12.1 Section 3 of this report considers and sets out the reasons for arriving at its preferred option of a direct award to the existing providers. However, at an earlier stage in the process, other options were considered and rejected.

12.2 In brief, the high-level options could be viewed as:

Option 0: discontinue the service – **rejected** because both Council and CCG would be in breach of their obligations and duties;

Option 1: status quo, i.e. continue as before with two contracts and funding streams – **rejected** because it fails to acknowledge the real changes in the local care systems in Croydon;

Option 2: continue the service, but bring it "in-house" – **rejected** because of the lack of relevant expertise in any statutory provider in Croydon.

Option 3: re-procurement through external tender – **rejected** because of the rationale for direct award set out in sections 3.7 to 3.10; &

Option 4: direct award to existing providers – this is the **recommended** option.

13. DATA PROTECTION IMPLICATIONS

13.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

YES – BUT AT PROVIDER-LEVEL ONLY.

13.2 **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

YES.

13.3 The Director of Commissioning & Procurement comments as follows:

13.4 The providers will process "personal data" and also maintain clinical and case records. The providers may make onward referrals to other agencies (statutory and voluntary) and to the local safeguarding arrangements. In so doing, the providers will comply with all required standards of confidentiality.

13.5 The providers will also provide monitoring information to the commissioner on both a regular and ad-hoc basis. It is envisaged that this monitoring information will always be in anonymised formats. It is **not** envisaged that the commissioner should process or hold any "personal data".

13.6 The terms and conditions of the NHS standard contract relating to data protection ("information governance" in NHS terms), require the providers to comply with all statutory, clinical & professional standards. The due diligence and assurance process is currently testing that compliance.

Approved by Amanda Tuke on behalf of the Director of Commissioning & Procurement.

CONTACT OFFICER:

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APPENDICES TO THIS REPORT: None.

BACKGROUND PAPERS: None.

For Publication

REPORT TO:	CABINET MEMBER FOR FAMILIES, HEALTH & SOCIAL CARE (delegated)
SUBJECT:	Contract Award Health and Social Care Services Dynamic Purchasing Systems (DPS) – DPS 3 Independent Living & Supported Housing – Lot 2 Housing Related Support
LEAD OFFICERS:	Guy Van Dichele, Executive Director of Health, Well Being and Adults Robert Henderson Executive Director of Children, Families and Education Julia Pitt Director of Gateway Sarah Warman Director of Commissioning and Procurement
CABINET MEMBER:	Councillor Jane Avis, Cabinet Member for Families, Health, and Social Care Cllr Alisa Flemming, Cabinet Member for Children, Young People and Learning Councillor Alison Butler, Cabinet Member for Homes and Gateway Services Councillor Simon Hall, Cabinet Member for Finance and Resources
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

This approach supports the following corporate priorities for the next 4 years as set out in the Corporate Plan 2018-2022:

Promoting Independence and Enablement: To help people live long, healthy and independent lives with access to effective health services and care services. and, to help families be resilient and able to maximise their life chances and independence

Partnership: Work in partnership with the NHS to provide **good quality health** services to Croydon's population.

Children and Young People: Ensure that children and young people in Croydon are safe, healthy and happy.

Locality Matters: Develop services that are place based and integrated within their local community and tailored to local needs.

FINANCIAL IMPACT

Lots from the three Dynamic Purchasing Systems (DPS) to be introduced in over the next six months sit in three council departments Health Wellbeing and Adults, Children's and Gateway services. The total value of the services included in DPS1, DPS 2 and DPS 3 is currently £85,000,000 per annum against a 2019/20 Budget of £73,000,000.

From 2020/21 onwards, there is an expectation that pressure on this budget will continue to be managed, through a combination of better contract monitoring and control of expenditure, and where required finding alternative savings or securing growth for expenditure through the medium term financial strategy. The council budget for 2020/21 is not yet finalized, although the anticipated spending pressure on areas in scope has been flagged.

Additionally, the Council's health partners have access to other public and private funds to commission and procure services from the DPS's. It is anticipated that these organisations will contribute financially to our management of the DPS's. This will significantly increase the total spend on potential contracts being procured from the three DPS's.

The proposal is to establish the three DPS's to a maximum total value of £150,000,000 per annum to provide flexibility and allow significant headroom for the Council and partners to procure from the DPS's over the DPS duration of up to ten years. Most services commissioned to the DPS will be subject to mini-competition to ensure value for money.

FORWARD PLAN KEY DECISION REFERENCE NO.: 4919 FHSC

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.**]**

The Leader of the Council has delegated to the Cabinet Member for Families, Health, and Social Care the power to make the decisions set out in the recommendations below:

1   RECOMMENDATIONS

The Nominated Cabinet Member for Families, Health, and Social Care in consultation with the Cabinet Member for Finance and Resources is recommended by the Contracts and Commissioning Board to approve the following:

1.1   The initial appointment of suppliers listed in Part B of this report for the establishment of the Health and Social Care Services DPS for DPS 3 Independent Living & Supported Housing – Lot 2 Housing Related Support for a period of 5 years with an option to extend for for five subsequent periods each of one year This is based on the contract terms issued as part of inviting

> tenders, such suppliers being those who have satisfied specified selection criteria;
>
> 1.2   The award of contracts and placements called off under the DPS's to be approved in accordance with the Council's Scheme of Financial Delegations and notified to Cabinet in accordance with paragraph 3.20 of the Part A report.

2   EXECUTIVE SUMMARY

2.1   The procurement strategy for the Dynamic Purchasing Systems ('DPS') for Health and Social Care requirements for an initial period of five (5) years with options to extend for five subsequent periods each of one year with a total estimated annual value of up to £150,000,000.00 was approved by Cabinet on 10th July 2019 (Ref:)

This report is seeking to approve the establishment of the new DPS 3 Independent Living and Supported Housing - Lot 2 Housing Related Support which forms part of the 3 DPS's for the Council's requirements for Health and Social Care, with the providers listed in Part B of this report and the procedures for the award of call offs contracts. The listed providers have met the minimum requirements to be included as approved suppliers on Lot 2 of DPS 3.

2.2   The content of this report has been endorsed by the Contracts and Commissioning Board.

CCB Approval Date	CCB ref. number
31st December 2019	CCB1546/19-20

3   DETAIL

Background

3.1   The Council adopted a new Corporate Plan in October 2018. This plan sets out the Council's promises to residents, business and partners over the next four years. In order to deliver the Corporate Plan, the Council is seeking to radically change the way services are delivered, with a strong focus on prevention, enablement and locality based working. This approach will be outcome focused and evidence-led, recognising that services need to differentiate to respond to the differing needs across the borough. The DPS's are designed to support the new corporate plan while ensuring services are value for money.

3.2   The Council currently spends in excess of £85m every year in financial support to the Adult and Young Peoples Social Care and Supported Living Services. This funding includes Day Care, Domiciliary Care, Nursing Care Homes, Residential Care Homes, Respite Care, Supported Living and Supported Housing. The Council has confirmed its commitment to continuing this funding and increasing the investment over the next four years from April 2020.

3.3 The current Integrated Framework Agreement for Adult and Young Peoples Social Care Services is coming to an end in March 2020 and new services need to be procured before the new financial year 2020/21.

On 10th July 2019, Cabinet approved the procurement strategy for the Council to establish a number of Dynamic Purchasing Systems (three at this stage) across these areas to enable a quick route to the market for the commissioning and procurement of the health and social care services for Croydon residents as described in the report. The three Dynamic Purchasing Systems will be made available for the Council's health partners including the Croydon One Alliance, the Clinical Commissioning Group, and SLaM which has been estimated to increase the total maximum value of the DPS's to up to £1,500,000,000 over the maximum 10 year period.

3.4 The services within each of the three DPS's have been divided into separate Lots and Service Categories that are required.

Fig. 1 **DPS and Lot Structure**

DPS	Title	Lots	OJEU notice
1	Domiciliary Care and Active Lives	Lot 1: Domiciliary Care Lot 2: Active Lives and Day Care Lot 3: Outreach Services	December 2019
2	Residential Homes	Lot 1: Residential Care Homes Lot 2: Nursing Homes Lot 3: Private Hospitals (TBC) Lot 4: Respite Care	April 2020
3	Independent Living and Supported Housing	Lot 1: Supported Living Lot 2: Housing Related Support Lot 3: Young People Accommodation Support Services	26 September 2019

3.5 **Award Criteria:** The majority of service users receiving services via the DPS are the most vulnerable people in the community, including the elderly and frail; children and young people at risk; people with physical and learning disabilities, people with mental health and challenging behaviour; the homeless and people with special needs. The safeguarding issues and their health and safety is of paramount importance. The award criteria ratio was in accordance with Regulation 22 of the Tenders and Contracts Regulations to change the evaluation criteria to **60% quality** and **40% price**.

3.6 The procurement of the DPS 3 was carried out under the Social Care 'Light Touch' regime and followed the rules of the restricted tender (reg 34 (5) PCR 2015). The tender opportunity was advertised through OJEU on 26th September 2019 (Ref: 2019/S DN434334), the Contracts Finder and Council Website. Tenderers were required to submit their SQ responses by 12:00 noon on Wednesday 6th November 2019.

DPS 3 Selection Questionnaire (SQ) Evaluation - Stage 1

3.7 **Stage 1:** A Selection Questionnaire (SQ) is developed for each DPS and this will be relevant and proportionate to the services required under each DPS and Lot. The SQ tests the provider's suitability to become part of the relevant

DPS, by responding to the questions in the Technical and Professional section where suppliers provide evidence of their experience knowledge, skills, expertise and qualification to provide the relevant services and work with the various cohorts of service users. Applicants will need to provide references of similar contracts for services provided to other local authorities or health organisations. Additionally, questions will include information about accreditation such as Equalities, Safeguarding, Social Value, General Data Protection Regulations and London Living Wage. Providers who pass the selection and exclusion criteria will be admitted to the DPS for the relevant Lots for the Council to commission services from as part of Stage 2.

3.8   The SQ checks were carried out in the following sequence:
- Part 1: Company Information
- Part 2: Exclusion Grounds and Modern Day Slavery
- Part 3: Financial and Insurance
- Part 4: Technical and Professional Ability – Quality Evaluation (3.11)
- Part 5: Pricing evaluation (3.13)

3.9   **Quality Evaluation:** The quality method statement questions are bespoke to each DPS, Lot and Service Category. The table below sets out a typical set of method statements questions that were used to access the question of providers' quality submission as shown in the table below:

Fig. 2 **Example Quality Method Statement Questions**

	Weighting of
Contract Examples – two relevant examples	Pass/Fail
Sub-contracting arrangements	Pass/Fail
Safeguarding	Pass/Fail
Equalities and Diversity	Pass/Fail
Business Continuity Plan and Disaster Recovery	Pass/Fail
GDPR	Pass/Fail
CQC Registration	Pass/Fail
Organisational Structure and Resource Levels	FIO
Registered Locations	FIO
Training Matrix	FIO
Contract Management	4%
Continuous Improvement and Innovation	4%
Customer Satisfaction	2%
Environmental, Economic and Social Value	6%
Training	2%
Premier Supply Programme	2%
Service Delivery Model	10%
Delivering Services in Croydon	10%
Service Categories	15%
Day Opportunities	5%
Total	60%

3.10 The quality evaluation panels were made up of a minimum of three evaluators with experience in the relevant service disciplines. Each evaluator evaluated every qualitative submission independently and then the scores were brought together for a moderation panel. The moderation panel was chaired by a moderator who represented the Council's relevant Commissioning and Procurement Team.

3.11 The quality evaluation consists of the comparison of bidder responses against the SQ and the specific method statements questions. To be approved for a place on each DPS, Providers needed to:

- Pass all the Pass/Fail questions, and
- Achieve a minimum score of 2 out of 5 against all the weighted questions, and
- Achieve a minimum score of 36 out of 60 (i.e. 60%) for all the weighted scores, and
- Completed the schedule of prices for the respective Lot and Service Category described below.

3.12 **Price Evaluation:** A bespoke pricing schedule has been developed for each DPS, Lot and Service Category. The table below sets out a typical price schedule that was used to access the question of providers' quality submission:

Fig. 3 **Example Pricing Schedule**

All-inclusive Hourly Rates for	Weighting of
Core Service and 1:1 – Hourly Rate	34%
Waking Night – Hourly Rate	4%
Sleep-In Rate	2%
Total	40%

3.13 The price evaluations were carried out by the Commissioning and Procurement team.

DPS 3 SQ Returns

3.14 There were 130 SQ Submissions received for DPS 3 for the Lots and Service Categories as follows, (noting that tenderers may have submitted tenders for any number of Lots and Categories):

Fig 4. **DPS 3 returns**

Lots	Service Categories	Bidders
Lot 1	**Supported Living**	**71**
	1. Mental Health	57
	2. Learning Disabilities	64
	3. Physical Disabilities	44
	4. Autism	58
	5. People with Challenging Behaviour	61
Lot 2	**Housing Related Support**	**28**
	1. Single Homeless, Ex-offenders, Rough Sleepers	14

	2. Women experiencing DASV	14
	3. Single Homeless with complex issues	13
	4. Adults with long term accommodation support needs	16
	5. Floating Support	20
Lot 3	**Young Peoples semi-independent accommodation**	**69**
	1. All categories	69

3.15 The outcome of this quality and price evaluation process for DPS 3 Lot 2 has resulted in:

- Lot 1 – The evaluation of Supported Living will be completed in mid January.

- Lot 2 - The selection of a total of 10 approved providers in the categories below.

- Lot 3 – The evaluation of Young People's semi independent accommodation will be completed by the end of January 2020 and will be reported seperately

Fig. 5 **DPS 3 Approved Providers**

Lots	Service Categories	Approved Provider
Lot 1	**Supported Living**	
	1. Mental Health	*All categories completed in mid January*
	2. Learning Disabilities	
	3. Physical Disabilities	
	4. Autism	
	5. People with Challenging Behaviour	
Lot 2	**Housing Related Support**	**10**
	1. Single Homeless, Ex-offenders, Rough Sleepers	7
	2. Women experiencing DASV	4
	3. Single Homeless with complex issues	5
	4. Adults with long term accommodation support needs	1
	5. Floating Support	7
Lot 3	**Young Peoples semi-independent accommodation**	
	1. All categories	*Evaluation will be completed end of January 2020*

DPS Call-off process – Stage 2

3.16 **Mini-competition:** When the Council needs to commission and procure a service, an invite will be sent to all admitted/approved providers on the relevant DPS and Lot. This will include details of the mini-competition process. The award criteria to be used for the award of individual contracts will be set out in the original contract notice. These criteria will be formulated more precisely for each specific contract and will be set out in the invitation to tender for the specific contract. All providers will be requested to complete a

detailed method statement and pricing schedule against the new detailed specification for the specific services required. Providers will be invited to submit their tender on the tender portal by the closing date indicated at least 10 days from the date on which the invitation to tender is sent. All tenders received will be opened and evaluated by the Tender Evaluation Team which will consist of the specific commissioners, contract and procurement officers and the Category Manager.

3.17 **Individual call-offs:** The SQ included a schedule of prices/rates for each Lot and Service Category. This allows the Council to rank the providers by Quality and Price (or Price only). This will then be used to call off services in an emergency or urgency situation where service users require an immediate care and/or support package. In this case, the Council will approach the rank one provider in the first instance. If the rank one provider cannot accommodate or deliver the service, it will then be offered to the next ranked provider. It is also possible to offer choice to service providers by allowing the service user to choose their preferred provider from the top three ranked providers.

3.18 Any call off or mini competition from the DPS's will comply with the Council's Tender and Contracts Regulations, adopting 60:40 quality/price ratio and all packages or contracts will be awarded accordingly. The supplier's quality submission, which will include social value. The quality and price scores will be added together to identify the most economically advantageous tender.

3.19 **Scheme of delegation:** This report seeks approval for the proposed scheme of delegation. The award of contracts called off under the DPS's shall be approved in accordance with the Council's Scheme of Financial Delegations as follows:

Fig. 6 **DPS Scheme of Delegation**

5th Tier	4th Tier	3rd Tier	2nd Tier	1st Tier
Fifth tier manager who line manage	Fourth tier manager	Head of Service	Director	Executive Director
£1,000 Commitment form via SWIFT for individual clients	£10,000 Commitment form via SWIFT for individual clients	£100,000 Commitment form via SWIFT for individual clients. Or order form for a block order	£500,000 Commitment form via SWIFT for individual clients. Or Order form for a block order	£1,000,000 Order form for a block order

3.20 The estimated annual value of the contract award and placements will be used to determine the level/tier of the financial delegation. Amounts above £1,000,000 can only be approved by the Chief Executive and the Director of Finance or by ELT. These levels of financial delegation will be sufficient for the DPS's, as a large volume of call offs will either fall within the £100,000 -

£500,000 band or between £500,000 and £1,000,000. This procedure is consistent with the current award process for the Adults IFA and the Children's call off arrangements. The annual value of an individual call-off will be used to determine the tier of delegation.

3.21 **Reporting:** Six monthly reports will be produced for Cabinet as part of the Investing in Our Borough (IIOB) report for the life of the DPS's, detailing the call offs from the DPS and also the providers which have joined the system. This will review the overall financial impact of the call off process for the DPS's in consultation with the Cabinet Member for Health and Social Care, Cabinet Member for Gateway and Cabinet Member for Families Children, Families and Learning, and the Cabinet Member for Finance and Resources. Monthly updates will be provided for the Executive Director of Health, Wellbeing and Adults.

Contract Management

3.22 Quality will be assessed through service delivery, such as number of defaults and complaints. This information will be collected Commissioning and Procurement quarterly. Each supplier will be assessed against the contract KPIs and a percentage score based on contract performance calculated.

3.23 All providers on the DPS's will be held accountable for their **Social Value** progress throughout the contract term.

3.24 **London Living Wage** is also a requirement for services provided within Croydon and this is included in the tender rates where appropriate. Tenderers have to take this into account when submitting prices on the DPS for all services tendered for. The successful Providers are also obliged to provide management information to assist the Council with monitoring the impact of the LLW.

4   CONSULTATION

4.1 **Suppliers:** For DPS 3 the Project Team spent time specifically engaging with the social care market before and during the application window. Several market warming events were held earlier in the year and two market briefings were held at the Croydon Conference Centre on Monday 7th and Wednesday 9th October 2019. Over 150 organisations attended the conferences. Supplier engagement events have also taken place for DPS (100 suppliers attended) and DPS 2 (90 suppliers attended).

4.2 **VCSE:** The procurement opportunity will be open to VCSE groups to work as a direct suppliers and with main suppliers as a partner or sub-contractor.

4.3 **Partners:** Prospective partners from across Croydon Council and One Croydon Alliance have been involved and consulted. The partners will have open access to the new DPS's and will be able to commission services. The partners include the Croydon One Alliance, the CCG, and SLaM.

4.4 **Stakeholders:** Some service users have been consulted over the last 12 months by commissioning and brokerage teams. It will be ensured that

service users to receive services commissioned through the DPS understand the process and have their preferences accommodated where possible.

5   FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1   The Council currently spends in excess of £85m every year in financial support to the Adult and Young Peoples Social Care and Supported Living Services against a budget of £73m. Expenditure will be procured through the three DPS's via mini competition and individual call-offs.

5.2   Based on previous years, there is expected to be a financial pressure on this activity in 2019/20. Overspends in 2019/20 will be managed in year through identifying savings, of which some have been agreed during the departmental Autumn Sprints in Nov 2019. Following the establishment of the DPS for Health and Social Care, from 2020/21 onwards, there is an expectation that this pressure will continue to be managed through a combination of better contract monitoring and control of expenditure, and where required finding alternative savings or securing growth for expenditure through the medium term financial strategy. The council budget for 2020/21 is not yet finalized, although the anticipated spending pressure on areas in scope has been flagged.

5.3   Fig. 8 highlights the other budget areas calling-off the three DPS's. Young People's accommodation services (DPS 3, Lot 3) and Supported Housing (DPS 3, Lot 2) currently comes out of Children's Services and Gateway budgets respectively. Nursing Care will include contributions from NHS Croydon Clinical Commissioning Group (CCG). The CCG may choose to commission its own nursing care and respite services using DPS 2 also. The majority of the spend is in Health, Wellbeing and Adults budgets.

Fig. 8 **Actual Adults Social Care Spend against by DPS Lots in 2018/19:**

DPS and Lots:	**Council Expenditure 2018/19** HWA unless stated
DPS 1	
Lot 1: Domiciliary Care	20,648
Lot 2: Active Lives and Day Care	1,957
Lot 3: Outreach Services	TBC
DPS 2	
Lot 1: Residential Care	34,898
Lot 2: Nursing Care	12,973 (plus CCG)
Lot 3: Private Hospitals	Tbc (CCG if agreed)
Lot 4: Respite Care	201 (plus CCG)
DPS 3	
Lot 1: Supported Living	10,354
Lot 2: Supported Housing	3,900 (Gateway)
Lot 3: Young People	Tbc (Children's Services)
Lot 4: Floating Support	160
TOTAL	**84,731**

The effect of the decision

5.4 **Competition on price** - The DPS's are an effective procurement system to call-off significant volumes of care. Currently spot purchase is used frequently across these service areas where, aside from regulatory reports and some monitoring, there is insufficient information on the quality of the services. All services through the DPS will have passed a quality threshold. Furthermore provider costs will be built into the DPS rather than providers naming their price. The use of mini-competition allows for further submissions on quality and revised pricing.

5.5 **Medium Term Financial Strategy** – Notwithstanding the price competition outlined above enabling service commissioned to be value for money, the DPS's support the revised Medium Term Financial Strategy through ensuring sufficient capacity of supported living, supported housing and home care to keep residents away or step-them down from more institutional residential and nursing care. The spend on residential care should reduce with Extra Care and supported living seen as more independence maintaining options.

London Living Wage

5.6 As a LLW borough, all applicable contracts will include the requirement to pay the LLW. This is an important investment in the social care workforce which should result in increased productivity. LLW will apply to all new Supported Living and Housing Related Support contracts called off from the DPS for services in Croydon. The impact of the LLW on new contracts will be gradual and will apply to new service users, as many existing placements are long term contracts. Cost implications are about £20,000 for new placements in Year 1 in Supported Living. For new Housing Related Support contracts called off from the DPS for services in Croydon there will be volume contracts with the providers. Cost implications are about £100,000 in year one but this could be reduced by mini-competition.

Other Risks

5.7 **Not committed spend** - Spend through the DPS is not committed spend as the commitment only applies to the quantities required for each call off or mini competition. This means that if the budget were to increase or decrease in the future, the required volumes could easily change year on year to reflect this. The focus will be on prevention and re-ablement to help service users live more independently thereby reducing the dependency on more expensive and traditional methods of providing care (spend in DPS 2). Monitoring of spend via the DPS's will be robust with a six monthly report to CCB and more frequent reporting the Executive Director Health, Wellbeing and Adults.

5.8 **Partner usage –** The CCG and SLaM may use the DPS's. Participating organisations will need to sign an Access Agreement to use the DPS's.

5.9 **Commissioning outside DPS -** There is a risk that all partners of the integrated procurement hub do not purchase services via the DPS. This will

be mitigated by engaging with the partner local authorities to gain their buy-in to the specifications and awarding methodology.

5.10 **Staff resources –** Setting up three DPS's is a resource intensive process. The bid evaluation to ensure only quality providers join the DPS has and will place a heavy demand on council staff time. Longer term staff implications of managing any new applications to join the DPS's and the continual brokerage and contract management functions will be managed within the newly restructured Adults, Health and Integration team in Commissioning and Procurement.

Options

5.11 Options were considered as part of the RP1 Make or Buy report agreed by CCB in 2018. Using the DPS enables more frequent refreshing of the bidder base and prices, to better match the dynamics in the supplier market and gain the continual value improvements.

Future savings/efficiencies

5.12 It is not anticipated that the DPS's collectively will make savings as there will be cost pressure on existing services joining the DPS that do not currently stipulate LLW. As vulnerable residents' needs will become more complex, the DPS will seek to ensure a variety of independence maintaining/enhancing options through DPS 1 and 3. The DPS's will provide a flexible solution through mini-competition to the commissioning and procurement of services that can be managed to contain expenditure within approved budgets.

Approved by: Josephine Lyseight, Head of Finance, on behalf of the Director of Finance, Investment & Risk.

6 LEGAL CONSIDERATIONS

6.1 The Director of Law and Governance comments that the legal considerations are as set out in this report.

Approved by Sonia Likhari on behalf of Sean Murphy, Director of Law and Governance.

7 HUMAN RESOURCES IMPACT

7.1 There are no direct Human Resources implications arising from this report for Croydon Council employees. Nonetheless, this procurement strategy could result in service provision changes, as services are called off from the DPS's and new contracts are award, which may invoke the effects of TUPE (Transfer of Undertakings (Protection of Employment) 2006 Legislation, amended 2014). The application of TUPE will be determined by the incumbent and the new service providers, for which the Council is the client. On that basis, the role of the Council would usually extend no further than facilitating the process.

7.2   Paying LLW rates where applicable will be a contractual requirement of the DPS approach. National Living Wage, as set by Living Wage Foundation, will apply to contracts in other parts of the country.

Approved by: Debbie Callister, Head of HR for Health, Wellbeing and Adults, on behalf of the Director of HR

8   EQUALITIES IMPACT

8.1   An Equalities Analysis has been completed by the e-market place implementation team to ascertain any potential impact on protected groups in relation to the creation of DPS to supply services. This was approved by CCB in 2018.

8.2   The services positively promotes equalities across all groups with protected characteristics. The provision of personal care services promotes independence, improves quality of life.

Approved by: Yvonne Okiyo, Equalities Manager

9   ENVIRONMENTAL IMPACT

9.1   There are no adverse environmental impacts to the report.

10   CRIME AND DISORDER REDUCTION IMPACT

10.1   There are no adverse implications for crime and disorder arising from this report. There are however, positive implications by supporting homeless people and people with mental health problems, drug and alcohol abuse, etc.

11   REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1   The procurement carried out has been compliant with the approved procurement strategy, the Council's Tenders and Contracts Regulations and the Procurement Contracts Regulations 2015. The DPS offers an end to end process for commissioning and award of a range of services for adults and young people.

12   OPTIONS CONSIDERED AND REJECTED

12.1   An Options Appraisal was considered as part of the RP1 (Make or Buy) report, which has been agreed by CCB. The establishment of DPS 1 - 3 ensures that the Council and other authorities within the Integrated Procurement Hub are getting the best possible value for money in relation to the purchase of personal care services. Procuring outside of the DPS would not enable the Council and the Integrated Procurement Hub to achieve the savings detailed within this paper.

12.2 The establishment of a Framework similar to the previous IFA. A framework is considered in this case to be too restrictive as the maximum term is limited to 4 years maximum. New suppliers cannot be added to the framework of approved suppliers unless the framework is refreshed.

12.3 Without a DPS or Framework, the Council would have to advertise and tender all services every time a new service is required. The process is very in-efficient and time consuming, requiring extra staff.

12.4 Spot purchasing services as and when required – this approach is considered to be non-compliant with the Council's financial regulations and EU Procurement legislation.

13 DATA PROTECTION IMPLICATIONS

13.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

YES - The first (current) stage of the establishment of the DPS's for Adults and Social Care services does not involve the processing of personal data about service users. However, all providers have been asked to confirm that they comply with current GDPR legislation as well as providing their data protection policies and procedures. This has been evaluated for all providers (as a pass/fail question in the Selection Questionniare.

In the secong call off stage any Approved Providers who are awarded a contract or placement, will process some personal data on behalf the residents and the Council namely identity data, some financial data and health and care data.

13.2 **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

IN PROGRESS - A Data Protection Impact Assessment is being undertaken for the second call off stage. Additionally as part of contract mobilisation further work will be undertaken on the Assessment with the approved providers who are awarded contracts from the DPS who will process and or hold some data on behalf of the Council and residents. For example, the Council in some cases the Council will need to create a three-way data sharing agreement with the preferred provider and Croydon CCG.

Approved by: Guy Van Dichele, Executive Director of Health, Wellbeing and Adults

CONTACT OFFICER:

Name:	John Smith
Post title:	Strategic Category Manager, C&P for Adults, Health & Integration
Email:	John.Smith@croydon.gov.uk

BACKGROUND DOCUMENTS: None

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REPORT TO:	Cabinet Member for Environment, Transport and Regeneration (Job Share) under delegated powers
SUBJECT:	Lead Architect and Multi - disciplinary Team for design of New Addington Wellbeing Centre and regeneration scheme (RIBA 0-3+) Contract Award
LEAD OFFICER:	Shifa Mustafa, Executive Director, Place Stephen Tate, Director of Growth, Employment and Regeneration
CABINET MEMBER:	Councillor Paul Scott, Cabinet Member for Environment, Transport & Regeneration (acting – Job Share) AND Councillor Stuart King, Cabinet Member for Environment Transport & Regeneration (non-acting – Job Share) AND; Councillor Simon Hall, Cabinet Member for Finance and Resources
WARDS:	New Addington South

CORPORATE PRIORITY/POLICY CONTEXT:

This proposal is aligned with the following Priorities:

Croydon's Community Strategy priorities and outcomes:

- Outcome 1: A great place to learn, work and live – in particular: Priority One; Deliver Infrastructure for Growth and; Priority Two; Build new Homes and; Priority Three; Support the local economy to grow and; Priority Five; secure a safer and greener borough.

- Outcome 2: A place of opportunity for everyone – in particular: Priority One; Reduce deprivation and poverty and; Priority Two; Support individuals and families with complex needs and; Priority Four; Prevent homelessness and; Priority Five: Secure a good start in life, improved health outcomes, and increased healthy life expectancy Improve health outcomes and life expectancy.

- Outcome 3: Priority One; Connecting our residents, local groups and community organisations.

Croydon's Corporate Plan priorities and outcomes:

- People live long, healthy, happy and independent lives

- Good, decent homes, affordable to all

- Business moves here and invests, our existing businesses grow

The provision of integrated health and community services also links to the Opportunity

and Fairness Commission theme:

- A connected borough where no-one is isolated – tackling social isolation through volunteering and joint commissioning, and better integration between health services and the community.

- Health – help people from all communities live longer, healthier lives

AMBITIOUS FOR CROYDON & WHY WE ARE DOING THIS:

The delivery of this project is critical in ensuring the Authority is able to deliver the Croydon Promise to enable Growth for All and support the Authority in meeting the following Objectives of:

- Achieving better outcomes for children and young people

- Better and more integrated health and social care

- Investing in schools, sports and community facilities

- Promoting economic growth and prosperity

FINANCIAL IMPACT

A budget of £15m has been allocated in the 2020/23 Capital Programme towards the first phase only of design and delivery of a proposed new Wellbeing Centre.

The outcome of the procurement detailed in this report, commits the Council to a maximum expenditure as detailed within Part B report, over the next 18 months, for the provision of a Lead Architect and Multi-Disciplinary Team to develop designs for a regeneration scheme involving the Wellbeing Centre and additional housing and public realm improvements towards a hybrid planning application (Phases 1-3).

The professional fees (design) for Phase 1 (only) associated with the project is split per RIBA stage on a 75:25 basis (Council: CCG) with the CCG. This has been confirmed by the CCG in an open letter to the Council and will be captured in a formal Agreement to Lease which will be signed by the CCG once approval to commence with the delivery of the project has been agreed with Cabinet at the end of RIBA Stage 2 design work.

FORWARD PLAN KEY DECISION REFERENCE NO.: 5419ETR

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Cabinet Member for Environment, Transport and Regeneration the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

1.1 The Cabinet Member for Environment, Transport and Regeneration is recommended to approve the award of contract to deliver the services of Lead Architect with the Multi-Disciplinary Team to support the delivery of the hybrid planning application (RIBA 0-3+) for the New Addington Regeneration scheme which includes the Wellbeing Centre, residential units, landscape and public realm improvements for a contract length of 18 months to the supplier and contract value listed in Part B of this report.

2. EXECUTIVE SUMMARY

2.1. In accordance with the Borough's Health and Well Being Strategy 2019 and the Croydon Local Plan 2018, the How We Buy strategy report (CCB1525/19-20) was agreed therefore the Council undertook a mini-competition exercise via the Notting Hill CF1 Consultants Framework (Lot 2). This was to enable the Council to appoint a Lead Architect and associated multi-disciplinary team to deliver a hybrid application approach (RIBA 0-3+) for Phases 1-3 of the Central Parade regeneration scheme which includes the Wellbeing Centre, residential units, landscape and public realm improvements.

2.2. This allows for a fully co-ordinated RIBA stage 3+ detailed design for Phase 1 with potential to extend through novation for RIBA stage 4 and 6, and to provide an outline RIBA stage 2 and 3 design for Phase 2 and 3.

2.3. The proposed contract term will be for a period of an estimated 18 months commencing from March 2020. There is no intention for the Council at this time to explore the option to extend, in accordance with the existing Notting Hill Genesis Framework.

2.4. The contents of this report reflects the procurement process that has been undertaken and provides the recommended Provider to be awarded the contract following the outcome of a robust evaluation process.

2.5. A full procurement process has been completed and the recommended contract award can now be sought.

CCB Approval Date	CCB ref. number
27/02/2020	CCB1554/19-20

3. DETAIL

3.1 The agreed procurement process for the award of this contract was to call off the Notting Hill Framework which was procured in accordance with the restricted procedure of the PCR 2015 (The Public Regulations 2015).

3.2 This regeneration scheme has the opportunity to address significant health and socio-economic issues in New Addington and provide services that will work together to support the Council's Locality model and the NHS vision for an integrated Health and Social Care model in the future.

3.3 Since the initial funding allocation towards a new Wellbeing Centre in 2018, the proposals for the regeneration scheme (Phases 1, 2 and 3) have developed to include:

- New housing, landscape and public realm improvements to the surrounding area, in addition to the Wellbeing Centre.

3.4 Phase 1 will be taken forward for delivery via a Detailed Planning Application. Phase 2-3 will be delivered at a later stage, and are therefore only taken forward to Outline Planning in this project (Hybrid Application).

3.5 The first stage of the Design Team's contract will be from March to June 2020 (RIBA Stage 0-2) will deliver essential design and construction cost analysis required to finalise the cost profile and business case for proceeding with the construction of the building(s) and associated works. This early design work will be used to undertake detailed feasibility and viability analysis in order to review at the end of RIBA Stage 2 as to whether the scheme should be supported to continue into the future stages of design and delivery.

3.6 There are break clauses within the proposed contract for the Design Team at each RIBA stage, should the scheme not progress as planned. In the meantime, the Council has agreed an Open Letter with the CCG confirming their agreement to fund 25% of the design fees.

3.7 The following principles were agreed in the RP2 How we Buy Strategy Paper ref. CCB1525/19-20, dated 14/11/19:

- To appoint a lead Architect bringing a multi-discipline team via the Notting Hill Genesis Consultancy Framework CF1 (Lot 2) for RIBA stages 0-6 to deliver the proposed hybrid planning approach for the design and development of Phase 1-3 including a new Wellbeing Centre, residential units, landscape and public realm improvements for a contract term of approximately 30 months and for the approximate contract value of £4.36m.
- The Appointment will be made for RIBA 0-3+ initially with the opportunity to extend the Architect's appointment to RIBA 4-6 through novation for Phase 1, although that would be subject to a separate decision.
- A waiver in accordance with the Council's Tender and Contract Regulation19, the requirement under regulation 22.4, and agree a

variation to the Council's standard evaluation weighting of 60% Quality/40% Price to 70% Quality and 30% Price in line with the framework requirements.

- The Council to have the discretion to terminate the contract on completion of each RIBA stage.

3.8 The provision of professional Lead Architect with a multi-disciplinary team to deliver the Hybrid planning application will include as a minimum the following roles:

a) Lead Consultant Architect
b) A Principal Designer (either as part of Lead Architect's scope of service or as a sub-consultant with relevant expertise)
c) A Landscape Architect
d) An Urban Designer
e) A Structural and Civil Engineer
f) A Mechanical and Electrical Engineer
g) Supporting services and co-designers
h) All Other Consultants.

3.9 In accordance with the agreed procurement strategy an Invitation to Tender was issued on Friday 15th November 2019. The procurement and evaluation process was carried out in accordance with the procurement strategy set out in the RP2 report (ref: CCB1525/19/20).

Procurement Process

3.10 The following evaluation criteria, as agreed in the How to Buy strategy report, was used to evaluate the tenders:

- Cost   30%
- Quality   70%

3.11 The pre-determined scoring allocation (0-5) for the qualitative responses were notified to the Bidders including the minimum quality score threshold which was to be applied whereby, should a Bidder's response to any of the method statement question be allocated with a score less than 2, then its entire tender submission will be rejected.

3.12 In accordance with the Architect Lot 2 of the Notting Hill CF1 Consultants framework Agreement 26, appointed framework Providers were invited to participate in the Capability Assessment via the Council's E-Tender portal. The purpose of the Capability Assessment was to determine the shortlisted potential Suppliers who have demonstrated related experience to deliver the required project outcomes i.e. multi-use facility, civic building, housing and NHS space.

3.13 The capability assessment was evaluated by an Evaluator Panel consisting of LBC Project Manager (Regeneration Manager) and the Council's appointed professional services advisors, as Project Management Advisors and Cost

Consultants. Following the outcome of the Capability Assessments, nine Suppliers were successfully shortlisted to proceed with the invitation to tender which was published via the Council's E-Tender portal on 15th November 2019.

3.14   The Suppliers were encouraged to visit the site in New Addington and a clarification meeting was held on 11th December 2019. Six Suppliers attended this event whereby the Council could offer further clarity with regards to the Council's requirements and respond to some of the questions that were raised by the Suppliers. The Council released a copy of the clarification questions and responses provided during this event, to all the potential Bidders via the E-Tender portal to ensure transparency of information was offered to all those participating in this tender exercise.

3.15   In accordance with Notting Hill Genesis Consultants Framework methodology, six tender responses were received 24th January 2020, further details provided in Part B report. They were then subject to the relevant compliance checks.

3.16   For the qualitative assessments, an Evaluation Panel consisted of LBC Project Manager, Croydon CCG (Clinical Commissioning Group) and the Councils' appointed Project Management Advisors.

3.17   A minimum qualitative scoring threshold for all written method statements was applied, whereby a scoring allocation of less than two (2) would subject the respective Bidder's tender submission to being rejected in its entirety.

3.18   A moderation session was supported by the Council's Commissioning and Procurement team and the purpose of this was to determine the Council's consensus score and feedback based on the evaluation of each of the respective Bidders' qualitative responses. For an overview of the Quality scores, please see below:

Table One: Overview of the Quality Scores (out of 70%)

Tier Two/Three Quality Criteria	Weighting	Bidder A	Bidder B	Bidder C	Bidder D	Bidder E	Bidder F
Programme and Delivery Methodology	10%	8.00%	6.00%	4.00%	4.00%	6.00%	4.00%
Delivery Team (10%):							
Architect	2%	1.60%	1.20%	1.20%	1.20%	1.20%	1.60%
Mechanical and Electrical Engineer	1%	0.80%	0.80%	0.80%	0.80%	0.60%	0.60%
Structural/Civil Engineer	2%	1.20%	1.20%	1.20%	1.20%	1.20%	1.60%
Principal Designer	1%	0.60%	0.60%	0.00%	0.80%	0.60%	0.60%
Landscape Architect	2%	1.20%	1.20%	1.20%	1.20%	1.20%	1.20%
Urban Designer	2%	1.20%	0.80%	1.20%	1.20%	1.20%	1.20%
Delivery Team: Total	10%	6.60%	5.80%	5.60%	6.40%	6.00%	6.80%

Previous Experience (20%):							
Architect	4%	4.00%	3.20%	3.20%	2.40%	2.40%	3.20%
Mechanical and Electrical Engineer	2%	1.60%	1.60%	1.20%	1.60%	1.20%	1.60%
Structural/Civil Engineer	4%	3.20%	3.20%	2.40%	3.20%	3.20%	3.20%
Principal Designer	2%	1.60%	1.20%	0.00%	1.60%	1.20%	1.20%
Landscape Architect	4%	3.20%	2.40%	3.20%	2.40%	3.20%	2.40%
Urban Designer	4%	3.20%	1.60%	1.60%	2.40%	3.20%	2.40%
Previous Experience: Total	20%	16.80%	13.20%	11.60%	13.60%	14.40%	14.00%
Concept Design	20%	20.00%	8.00%	12.00%	12.00%	16.00%	12.00%
Social Value	10%	10.00%	6.00%	6.00%	6.00%	6.00%	6.00%
Total Tier 2 Quality Score (out of 70%)		61.40%	39.00%	39.20%	42.00%	48.40%	42.80%

3.19 For the price evaluation, this assessment was carried out separately and independently by the Council's appointed cost consultant. Further details relating to the pricing submission is provided in Part B of this report.

3.20 An overview of the financial evaluation and the combined quality and price total results are shown below:

Table Two: Financial Evaluation

Financial Evaluation	Weighting	Bidder A Score (%)	Bidder B Score (%)	Bidder C Score (%)	Bidder D Score (%)	Bidder E Score (%)	Bidder F Score (%)
Total (Price)	@ 30%	27.76%	27.50%	27.58%	19.29%	23.71%	18.85%

Table Three: Combined Qualitative Combined Financial and Qualitative

	Tender	Qualitative Score	Quantitative Score	Overall Score
1	Bidder A	61.40%	27.76%	89.16%
2	Bidder B	39.00%	27.50%	66.50%
3	Bidder C	39.20%	27.58%	66.78%
4	Bidder D	42.00%	19.29%	61.29%
5	Bidder E	48.40%	23.71%	72.11%
6	Bidder F	42.80%	18.85%	61.65%

3.21 In accordance with the evaluation criteria, the financial score is based on the following:
   a) Top six Consultants Total Value (Lump Sum) for delivery of RIBA 0-3+ Stages and Phases 1-3: 20%

b) All Other Consultants that will form part of the Multi-Disciplinary Team for all stages and Phases (1-3): 10%.

c) The percentage score for the quantitative element is based on the total scores deriving from the Top six Consultants Lump Sum (reference a) and the average charge per resource for All Other Consultants (reference b).

3.22 Therefore the Further details with regards to the pricing submission is provided in part B of this report.

3.23 As a result of a comprehensive evaluation process, the recommendation is to award the contract to Bidder 'A' for the provision of Lead Architect with its Multi-Disciplinary Team to support the design of New Addington Wellbeing Centre and regeneration scheme (RIBA 0-3+).

3.24 The preferred Bidder has demonstrated a very strong and tailored submission that clearly showed their ability to meet the Council's requirements relating to New Addington, bringing with them an experienced and well-resourced Design Team. They will be requested to work closely with Croydon Works to ensure local residents can benefit from any employment opportunities; apprenticeships and work placements. Also demonstrated compliance with Council's requirements relating to London Living Wage. Further details of their social value offer is provided within Part B report.

4.   CONSULTATION

4.1 The delivery of this regeneration scheme will address significant health and socio-economic issues in New Addington and provide services that will work together to support the vision of an integrated health and care model in the future.

4.2 The Project brief was led by the Council's Regeneration Team in consultation with a multi-disciplinary Council Steering Group and Croydon CCG; supported and advised by the Council's appointed Project Management Advisors.

4.3 Internal and external engagement and consultation have been undertaken with relevant stakeholders throughout the project and will continue, including: development management; spatial planning; housing; capital delivery homes and school; localities; libraries; economic growth; education; highways; and local members, stakeholders and residents.

5.   PRE-DECISION SCRUTINY

5.1 The process for awarding the contract has followed set procurement rules and as such has not been considered by Scrutiny.

6   FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

The financial impact of this project is set out below however further details provided via Part B report:

6.1   Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2019/20	2020/21	2021/22	2022/23
	£'000	£'000	£'000	£'000
Capital Budget confirmed*		3,000	£12,000	
Capital Budget request				
Expenditure				
Effect of decision from report				
Expenditure		(1,19)		
Remaining budget Programme		1,810	£12,000	£0
Request				

A confirmed project budget of £15m has been allocated to support the first phase of delivery of the New Addington Wellbeing Centre and regeneration scheme.

This supports the project related expenditure which is up to Planning submission by the end of 2020/21 as per following:
- Appointment of Lead Architect with its Multi-Discipline Team to deliver RIBA Stage 0-3+ for hybrid planning approach for Phase 1-3: further details shown via Part B report.
- Other Professional Services fees
- Demolition Works
- Project related resources including Staff
- Compensation to Parking Services due to TVG relocation
- 15% Contingency Fund
- Final cost to be refined once further design and analysis have been carried out.

6.2 **The effect of the decision**

This decision will commit the Council to a total sum reflected within the table above. The costs are shown after the 25% contribution being made by the CCG. The estimated construction cost to deliver Phase 1 is based on the 2017 Feasibility Study. Through the next stage of the design process (RIBA 0-3+), more detailed costing will be provided. The Lead Architect, via the Council's external Project Manager and Cost Advisor, will work closely with the Lead Architect to make sure the final design and associated construction costs are best value and affordable for the Council through value engineering exercises. The entire sum of money to be awarded through this contract award report is to be drawn down directly from the Council's £15m Capital funding.

Before the project moves on to its next phase, a review of the costs and specification will be carried out to support approval of additional budget

6.3 **Risks**

Risk	L	I	Mitigations
That the plans and proposals do not meet planning guidance, policies and other Croydon policy standards and guidance	**L**	**H**	The original ITT pack containing the Project Brief/Specification is based on 2017 Feasibility Study which was endorsed by the Local Planning Authority (LPA) and subject to Pre-application discussions.
			Within specification there are review processes in place to ensure that the designs are regularly consulted on to ensure that they will be in line with Council policies.
Funding for project not approved.	M	H	The project funding has been reprofiled and increased to £15m, up to 2021/22.
			Funding for construction beyond FY 2021/22 has not yet been secured and will be subject to a new Capital Programme request in a Business Case submitted to the June Cabinet.
			LBC and CCG have agreed a fee split of 75/25 basis (LBC/CCG) for the design costs RIBA 0-7.
			CCG will be liable for penalty costs should they withdraw from

			the process.
			Break clauses after each RIBA stage have been included in the Architect's Appointment Deed.
			LBC and CCG are expected to agree Heads of Terms (HoTs) for the Agreement to Lease by the end of February.
			Subject to Cabinet approval to proceed with delivery of the scheme, the Agreement for Lease will be issued to CCG for signature.
			The HoTs and Agreement to detail any fee split and penalty costs.
			Should CCG withdraw from the process, the scope/use of the building will be subject to change.
Project costs exceed budget	H	H	Anticipated costs will be estimated and a decision to proceed made before committing to the full project. The costs will be monitored as part of the project management process and any cost overruns will be flagged. The project team will seek to minimize any possible overruns.
There is lack of contingency available with regards to the proposed indicative timescales to complete the project. Any delay will have a direct impact on the delivery of the phase 1-3 of the project.	M/H	M/H	Continued review and management of the delivery of the project. Key gateway milestones to be implemented and all internal departments to be kept informed of any project slippage.
			Effective contract management will ensure works are delivered within the agreed timeframe.

Performance issues	M	M	Implement Key Performance Indicators and ensure that these are monitored closely each month. Performance dashboard and progress will be reported via the Council's Asset Management Board and Regeneration Board meetings in accordance with the Contract Management Framework.

6.4 Future savings/efficiencies

As this is a new commission no further savings and efficiencies have been identified at this time however, they will identified during the proposed design stage (RIBA 0-3+) of the project and continued value engineering exercise once the project is on site.

The supplier has been procured through the Notting Hill framework which sets out the agreed contract rates that have to be adhered to. Their cost submission has been fully reviewed by LBC appointed external cost consultants. It has been deemed that the project is in line with the market rates and offers the most efficient value for money.

6.5 Options

Other procurement options were reviewed within the agreed How We Buy Strategy report and the approved route to market was to carry out a mini competition via the Notting Hill CF1 Consultant Framework Lot Two tender process.

Approved by: Felicia Wright, Head of Finance- Place

7. LEGAL CONSIDERATIONS

7.1 The Director of Law and Governance comments that there are no additional legal considerations directly arising from this report.

Approved by Sonia Likhari on behalf of the Director of Law and Governance and Monitoring Officer.

8. HUMAN RESOURCES IMPACT

8.1 There are no immediate HR implications in this report. If any should arise, they will be managed under the Council's policies and procedures.

Approved by: Jennifer Sankar, Head of HR Place & Interim Head of Resources, for and on behalf of Sue Moorman, HR Director.

9. EQUALITIES IMPACT

9.1 The project will support the delivery of the New Addington Wellbeing Centre regeneration scheme. This has an opportunity to address significant health and socio-economic issues in New Addington and provide services that will work together to support the vision of a locality model and an integrated health and care model in the future. We have not identified any potential negative impact on groups that share protected characteristics. The project will help the Council meet its duties as stipulated in the Equality Act 2010. An equalities impact assessment will be carried out during the project RIBA stage 0-3+ process.

Approved by: Yvonne Okiyo, Equalities Manager

10. ENVIRONMENTAL IMPACT

10.1 There are no environmental impacts from the award of this contract.

10.2 The design proposals will achieve the highest standards possible within the various site constraints, the new wellbeing centre will be required to achieve BREEAM 'Excellent'

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 There are no immediate Crime and Disorder consequences of this proposal.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

12.1 In accordance with the original How We Buy Strategy report (CCB1525/19-20), it was agreed for this contract to be procured via the Notting Hill Framework. Following the outcome of the evaluation of tender responses, as identified within section 3.20 of this report, Supplier A has submitted the most economically advantageous tender based on achieving the highest combined score for quality and price.

12.2 It is therefore recommended to award the contract to Supplier A for the maximum term of 18 months for the delivery of RIBA stage 0-3+.

13. OPTIONS CONSIDERED AND REJECTED

13.1 The Council does not have the necessary skills available to undertake the lead Architect role bringing its various disciplines to support the delivery of this

project. Failure to procure for this requirement will impact the Council's ability to support the delivery of the New Addington Wellbeing Centre and regeneration scheme. This has an opportunity to address significant health and socio-economic issues in New Addington and provide services that will work together to support the vision of an integrated locality model and health and care model in the future.

14.   DATA PROTECTION IMPLICATIONS

13.1   WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

NO

13.2   HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

NO

This report does not involve the processing of 'PERSONAL DATA'.

The Director of Council Homes, Districts and Regeneration comments that there are no additional data protection implications arising directly from the report.

Approved by: Stephen Tate, Director of Council Homes, Districts and Regeneration

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CONTACT OFFICER:

Name:	Jane Nielsen
Post title:	Regeneration Manager

BACKGROUND DOCUMENTS: None

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Croydon Council

DELEGATED DECISION REPORT TO:	**Cllr Simon Hall Cabinet member for Finance and Resources and Cllr Alison Butler Deputy Leader and Cabinet Member for Homes and Gateway Services**
SUBJECT:	**Purchase of 9 Homes at Longheath Gardens for retention in the Housing Revenue Account**
LEAD OFFICER:	**Yvonne Murray Director of Housing Assessment and Solutions**
CABINET MEMBER:	**Councillor Alison Butler, Deputy Leader and Cabinet Member for Homes and Gateway Services** **Councillor Simon Hall, Cabinet Member for Finance and Resources**
Ward	**Shirley North**

CORPORATE PRIORITY/POLICY CONTEXT:

Corporate Plan - the proposals presented in this report will:

- **Maximise the use of the Council's assets to deliver new homes, including affordable, private for sale and private rented stock**

- **Bring forward the development of key sites across the borough to address key local, national and regional policies**

Community Strategy – Development of sites enables the Council to deliver new homes and increase the supply of affordable homes, a key aspiration of the Community Strategy

FINANCIAL SUMMARY:

The purchase of the 9 Homes will be at a net cost to the Council of £1.28m plus costs as the acquisitions will be eligible for GLA funding of £100,000 per property as these Homes will be held within the HRA as social housing.

FORWARD PLAN KEY DECISION REFERENCE NO.: 1220HGS

The notice of the decision will specify that the decision may not be implemented until after 13.00 hours on the 6th working day following the day on which the decision was taken unless referred to the Scrutiny and Overview Committee.

The Leader of the Council has delegated to the Deputy Leader and Cabinet Member for Homes and Gateway Services in consultation with the Cabinet Member for Finance and Resources the power to make the decisions set out in the

recommendations below:

1.   RECOMMENDATIONS

1.1   That the Cabinet agree that the Council acquire 9 residential homes forming part of the Brick by Brick Longheath Gardens development for use as social housing to be retained within the Housing Revenue Account

1.2   Note that the purchase of the properties will benefit from GLA grant funding of £100,000 per unit

2.   EXECUTIVE SUMMARY

2.1   This report recommends the freehold purchase of 9 affordable rented homes which form part of a larger Brick by Brick (BBB) development.

2.2   The purchase of these Homes will allow the Council to benefit from GLA funding of £100,000 per unit that has been allocated for the provision of new social housing by the Council.

2.3   The residential unit on the site will be completed over the next 4 weeks ready for hand over to the Council.

3.   BACKGROUND

3.1   This development has utilised surplus land and former garage space within the existing housing estate. The land has been transferred to BBB who obtained planning consent for a mixed development of 53 shared ownership and affordable rented flats contained in 6 blocks (16/06508FUL) The development is now nearing completion and the affordable rented Homes will be ready to hand over at the end of March 2020.

3.2   The initial proposal was for the 9 shared ownership Homes to be sold to private purchasers. However, the Council has now secured GLA funding of £100,000 per home for the provision of new social Housing. At present the sale of these Homes by Brick by Brick to private purchasers has been delayed and therefore rather than leave the properties vacant given the urgent need for housing, the Council propose to purchase the Homes and retain them within the HRA. These properties will therefore qualify for GLA funding and will increase the social housing stock.

4.   DETAIL

4.1   The Council secured the grant funding from the GLA following their application under the Building Council Homes for London Programme that was submitted on 31 August 2019.

4.2   This funding can only be used by registered providers for the provision of affordable social housing. The GLA have approved the inclusion of these properties as being in line with their funding requirements and were included within the Council's successful grant application.

4.3   In assessing the valuation for these homes, consideration has been given to the market value approach for shared ownership properties in line with their planning status. The Council has secured £100k grant per property from the GLA Building Council Homes for Londoners Fund and this enables the Council to let these homes at social rents..

4.4   Consideration has also been given to the cost of construction for such Homes to see whether this would offer a more appropriate option rather than purchasing built Homes. The construction costs for these particular properties would suggest that such an approach would not offer any additional financial benefit.

4.5   The Council has already committed to purchasing 24 other Homes for retention within the HRA within this development and are looking at purchasing the remaining 20 as part of the Emergency Temporary Accommodation project.

5.   CONSULTATION

5.1   No consultation has been undertaken

6   PRE-DECISION SCRUTINY

6.1   The purchase of these Homes has not been referred to Scrutiny.

7   FINANCIAL & RISK ASSESSMENT CONSIDERATIONS

7.1   **Revenue and Capital consequences of report recommendations**
        The purchase will secure 9 further Homes for use as social housing at affordable social rents held within the HRA and will therefore be purchased by borrowing through the HRA rather than general fund.

        The homes will offer secure step up accommodation and help reduce demand on more expensive housing options such as temporary and emergency accommodation. The purchase of a new property has the benefit of a 10 year NHBC certificate to cover any major defects and given the new status of the properties, repair and maintenance costs in the medium term will be considerably less than more traditional housing stock or street properties.

7.2   **The effect of the decision**
        The purchase of these Homes will improve the housing stock on offer to local residents and offer the opportunity for a secure permanent home.

7.3 **Risks**

Consideration has been given to the financial risk around the loss of these units at a discounted price as a result of the Right to Buy. However, under current legislation, the discounts on new build properties are limited. Where the Council has recently purchased or built a property the purchase price including any discount will not be lower than the purchase price paid by the Council or the cost of construction or works carried out by the Landlord in the 15 year period following the Council's acquisition/completion of build. Whilst the Council may therefore have to sell the property it will always receive as a minimum the original price paid for the unit which in this case would be between £220,000 to £260,000 as the cost of the funding would not be taken into account.

There is not considered to be any other risk associated with the purchase of the properties. At the point of purchase the properties will be completed and detailed due diligence checks undertaken (to include Building Control, gas, electric and NHBC certification). It has also been demonstrated that the purchase price, given the availability of the GLA funding, offers value for money.

7.4 **Options**

The Council could reject the purchase of these Homes and allow BBB to sell them to the market in due course but this could result in them being vacant for several months.

7.5 **Savings/ future efficiencies**

The purchase will provide potential revenue savings as the residents will be relocated from other forms of housing that is likely to cost the Council more in revenue terms although this is difficult to quantify given the variety of potential options

Approved by Lisa Taylor Director of Finance Investment and Risk and S151 Officer

8. **LEGAL CONSIDERATIONS**

8.1 The Director of Law & Governance comments that the Council is making these acquisitions pursuant to its powers provided by s17 Housing Act 1985. The Council also relies on its general power of competence under s1 Localism Act 2011.

Approved by: Sean Murphy, Director of Law and Governance & Deputy Monitoring Officer

9. FREEDOM OF INFORMATION AND DATA PROTECTION CONSIDERATIONS

9.1 Information requested under the Freedom of Information Act 2000 about the negotiations and purchase, which is the subject of this report, held internally or supplied by external organisations will be accessible subject to legal advice as to its commercial confidentiality (or other applicable exemption) and whether or not it is in the public interest to do so.

10. HUMAN RESOURCES IMPACT

10.1 There are no Human Resources impacts as a result of this decision

Approved by: Sue Moorman Director of Human Resources

11. EQUALITIES IMPACT

11.1 The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010. In summary, the Council must have due regard to the need to comply with the aims of the general equality duty. The Council uses equality analysis as a tool to assess the possible impact of changes on different groups of people, evidence how we arrived at decisions that affect council staff, local people who use our council services and the wider community and help us to comply with the requirements of the Equality Act 2010.

11.2 Having undertaken the relevant analysis it has been determined that there is no major change - the Equality Analysis demonstrates that the policy is robust and that the evidence shows no potential for discrimination and that all opportunities to advance equality have been taken;

Approved by: Yvonne Okiyo Equalities Manager

12. ENVIRONMENTAL IMPACT

12.1 All properties have been constructed in line with current Building Regulation requirements and are therefore more efficient than most of the existing social housing stock.

12.2 The day to day energy and water use will therefore be more efficient than older properties through the better use of insulation and technology.

12.3 The Council has a commitment to address environmental sustainability as an integral part of all activity. The Green Commitment and Environmental Procurement Policy are key relevant policies.

13. CRIME AND DISORDER REDUCTION IMPACT

13.1 These homes have been built on former garage properties that previously attracted a degree of anti-social behavior and fly tipping. The presence of new homes will help improve the local area and improve the safety and security of local residents through the Safer by Design approach adopted as part of the planning process.

14. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

14.1 The purchase of these properties will add additional permanent social housing rather than intermediate or temporary housing solutions providing the next step for families and a more settled home environment with the many benefits that has to offer. The acquisition also allows the Council to secure GLA funding that would otherwise not be available through other routes.

15. OPTIONS CONSIDERED AND REJECTED

15.1 The initial proposal was for the sale of the homes as shared ownership properties. However due to the delay in BBB being able to offer these to the market this would result in the properties being left vacant for several months. As the Council have already committed to purchasing 24 Homes for social housing within the scheme, it makes sense to secure further properties now that the opportunity has arisen.

16. DATA PROTECTION IMPLICATIONS

16.1 **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

NO

Approved by: S Wingrave on behalf of the Interim Director of Housing and Social Inclusion

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CONTACT OFFICER: Steve Wingrave, Head of Asset Management and Estates ext 61512

BACKGROUND DOCUMENTS: None

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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