

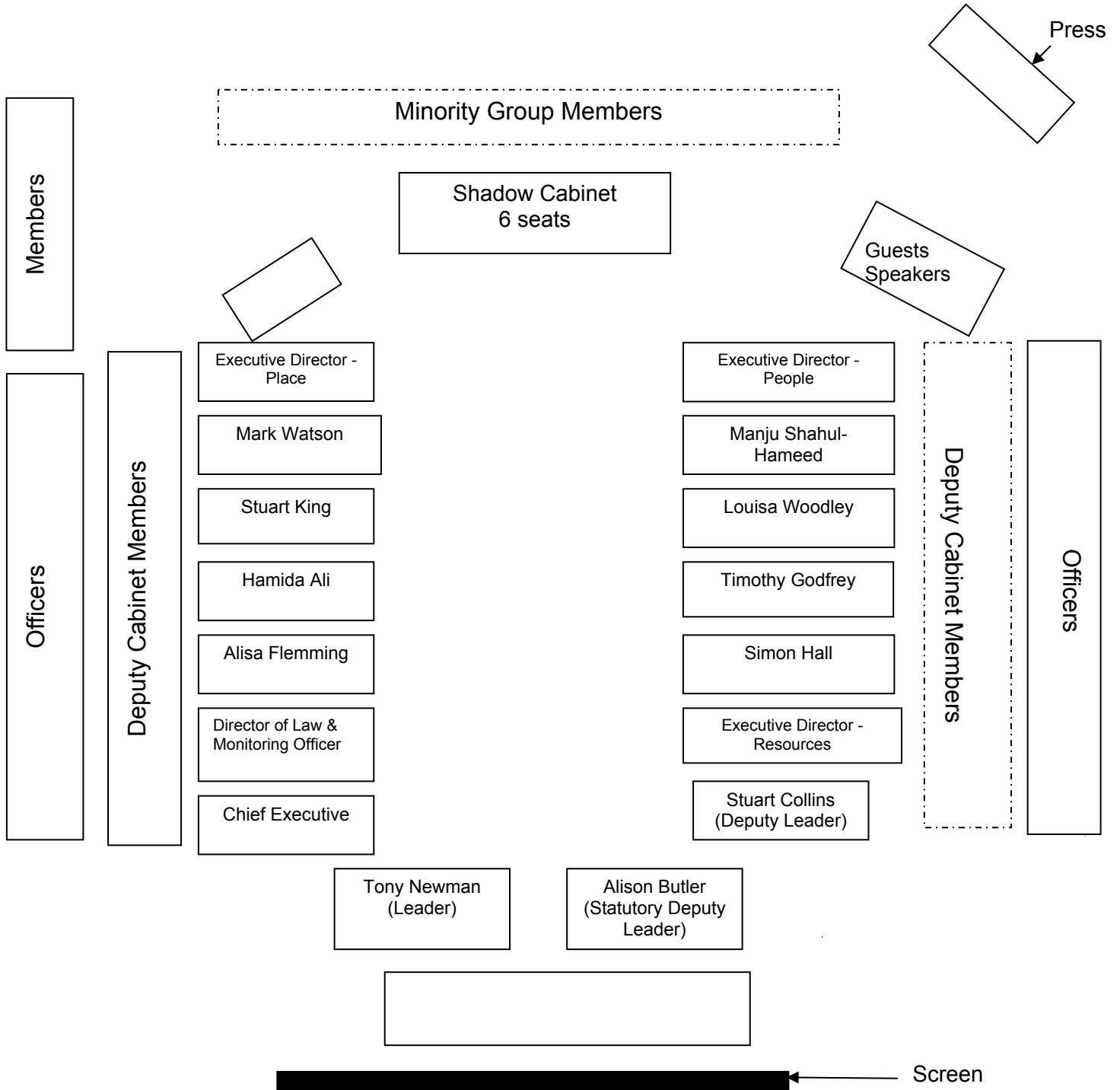


**CABINET
AGENDA**
for the meeting
on
11 December 2017
at
6.30 pm

CABINET SEATING PLAN – 2017

PUBLIC SEATING – PUBLIC GALLERY (70 max)

MEMBERS SEATING – UNDER THE PUBLIC GALLERY (20 MAX)



To: Croydon Cabinet Members:

Councillor Tony Newman, Leader of the Council
Councillor Alison Butler, Deputy Leader (Statutory) and Cabinet Member for Homes, Regeneration and Planning
Councillor Stuart Collins, Deputy Leader and Cabinet Member for Clean Green Croydon
Councillor Alisa Flemming, Cabinet Member for Children, Young People & Learning
Councillor Hamida Ali, Cabinet Member for Communities, Safety & Justice
Councillor Timothy Godfrey, Cabinet Member for Culture, Leisure & Sport
Councillor Simon Hall, Cabinet Member for Finance & Treasury
Councillor Stuart King, Cabinet Member for Transport & Environment
Councillor Mark Watson, Cabinet Member for Economy & Jobs
Councillor Louisa Woodley, Cabinet Member for Families, Health & Social Care

Invited participants: All other Members of the Council

A meeting of the **CABINET** which you are hereby summoned to attend, will be held on **Monday, 11 December 2017 at 6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS-BAKER
Director of Law and Monitoring Officer
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

Jim Simpson
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jim.simpson@croydon.gov.uk
www.croydon.gov.uk/meetings
1 December 2017

Members of the public are welcome to attend this meeting. If you require any assistance, please contact officer as detailed above.

The meeting webcast can be viewed here: <http://www.croydon.public-i.tv/core/portal/home>

The agenda papers are available on the Council website
www.croydon.gov.uk/meetings

AGENDA – PART A

1. Apologies for Absence

2. Part A minutes of the Cabinet meeting held on 20 November 2017
(Pages 7 - 14)

To approve the Part A minutes of the meeting held on 20 November 2017 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 (Councillor Tony Newman), Cabinet Member for Finance & Treasury (Councillor Simon Hall)

5. Quarter 2 Financial Performance 2017/18 (Pages 15 - 36)

Officer: Richard Simpson

Key Decision: no

Cabinet Member: Cabinet Member for Clean Green Croydon (Councillor Stuart Collins)

6. South London Waste Partnership (SLWP) - Looking to the new contract in 2018 (Pages 37 - 50)

Officers: Shifa Mustafa, Steve Iles

Key Decision: no

Cabinet Member: Cabinet Member for Homes, Regeneration & Planning (Councillor Alison Butler), Cabinet Member for Transport & Environment (Councillor Stuart King), Cabinet Member for Economy & Jobs (Councillor Mark Watson)

7. **Croydon Growth Zone: Infrastructure Programme** (Pages 51 - 76)
Officers: Shifa Mustafa, Lee Parker
Key Decision: Yes

Cabinet Member: Cabinet Member for Homes, Regeneration & Planning (Councillor Alison Butler), Cabinet Member for Transport & Environment (Councillor Stuart King), Cabinet Member for Economy & Jobs (Councillor Mark Watson)

8. **Smart City Programme** (Pages 77 - 92)
Officer: Shifa Mustafa, Graham Cadle, Lee Parker
Key Decision: Yes

Cabinet Member: Cabinet Member for Communities, Safety & Justice (Councillor Hamida Ali)

9. **Opportunity and Fairness Commission - Update the Council response** (Pages 93 - 102)
Officers: Richard Simpson, Sarah Ireland
Key Decision: no

Cabinet Member: Cabinet Member for Families, Health & Social Care (Councillor Louisa Woodley)

10. **The Woodley Review** (Pages 103 - 148)
Officers: Guy Van Dichele, Rachel Flowers
Key Decision: no

Cabinet Member: Cabinet Member for Families, Health & Social Care (Councillor Louisa Woodley), Cabinet Member for Children, Young People & Learning (Councillor Alisa Flemming)

11. **Adults and all age disability service - update** (Pages 149 - 160)
Officers: Barbara Peacock, Guy Van Dichele, Pratima Solanki
Key Decision: no

Cabinet Member: Cabinet Member for Finance & Treasury (Councillor Simon Hall)

12. **Investing in our Borough** (Pages 161 - 166)
Officers: Richard Simpson, Sarah Ireland
Key Decision: no

13. 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

14. Part B minutes of the Cabinet meeting held on 20 November 2017 (exempt under paragraph 3) (Pages 167 - 168)

To approve the Part B minutes of the meeting held on 20 November 2017 as an accurate record.

Cabinet

Meeting of held on Monday, 20 November 2017 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, Alisa Flemming, Hamida Ali, Timothy Godfrey, Simon Hall, Stuart King, Mark Watson and Louisa Woodley

Also Present: Councillor Vidhi Mohan, Jason Cummings, Maria Gatland, Lynne Hale, Steve O'Connell, Helen Pollard, Tim Pollard, Sean Fitzsimons, Jan Buttinger, Oliver Lewis, Mario Creatura, Sue Bennett, Simon Brew, Robert Canning, Sherwan Chowdhury, Patsy Cummings, Humayun Kabir, Bernadette Khan, Maggie Mansell, Shafi Khan, Andrew Pelling, Joy Prince, Pat Ryan, Wayne Trakas-Lawlor and Callton Young.

Apologies: none

PART A

80/17 **Minutes of the previous meeting**

The part A minutes of the Cabinet meeting held on 18 October 2017 were received. The Leader of the Council signed the minutes as an accurate record.

81/17 **Disclosure of Interests**

There were none.

82/17 **Urgent Business (If any)**

There were no items of urgent business.

83/17 **Children's Improvement Plan**

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

RESOLVED to

1.1 Approve the Children's Improvement Plan (November 2017) and Delegate to the Executive Director of People in consultation with the Chief

Executive and Cabinet Member for Children, Young People and Learning authorisation to make final amendments to the plan ahead of this being submitted to Ofsted by the 11th December 2017.

1.2 Note the action that has been taken through the transitional action plan in response to the findings of the Ofsted inspection.

1.3 Receive further reports and updates on the Improvement Plan on the Council's response to the findings of the inspection and the action being taken to improve Children's Services in Croydon.

84/17

Croydon 2019: London Borough of Culture Competition

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

RESOLVED to

1.1 Endorse the decision for Croydon to bid to the London Borough of Culture competition

1.2 Delegate authority to the Executive Director for Place in consultation with the Cabinet Member for Culture, Leisure and Sport to agree, finalise and submit the bid on behalf of the authority.

85/17

Fire Safety in Croydon - update and progress

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

RESOLVED

1) To note progress on the fire safety activities and proposals reported to its meeting on 17 July 2017 and new actions instigated since. These activities relate to housing of all tenures and to council-owned schools and other buildings.

2) To note the amendment to the second sentence of section 4.4 (In relation to sprinkler systems) of the Cabinet report which should now read as follows:

'It should be noted that this measure [sprinkler systems] was considered to be essential by the Council and the London Fire Brigade and it will provide additional safeguarding in the event of a fire.'

86/17

New Air Quality Action Plan 2017-2022

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

RESOLVED to

Approve the actions in the final draft Air Quality Action Plan 2017-2022 (AQAP) for purposes of consultation as set out in paragraph 4.1 and 4.2 of the report and Appendix A;

Note the further requirement for statutory consultation on the AQAP as detailed in paragraph 4 of the report;

Delegate to the Executive Director of Place authority to undertake a consideration of the outcome of the statutory consultation and make a final determination in relation to the implementation of the AQAP, including any final amendments required to the AQAP consequent on the outcome of the consultation.

87/17

Community Empowerment and Devolution

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

RESOLVED to note the contents of the report.

88/17

Croydon Town Centre Public Space Protection Order (PSPO)

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

RESOLVED to note the contents of the report including the outcome of the consultation and the process for implementing a Public Spaces Protection Order in the Town Centre.

89/17

Stage 1: Recommendations arising from Scrutiny

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

RESOLVED

To receive the recommendations arising from the meetings of the Children and Young People Scrutiny Sub-Committee (19 September 2017) and the Streets, Environment and Homes Scrutiny Sub-Committee (12 September 2017) and to provide a substantive response within two months (ie. at the next available Cabinet meeting on 22 January 2018);

To note that the Scrutiny & Overview recommendations in relation to Growth Zone - Public Realm (section 3.2 of the report) should be replaced with the following:

The Committee additionally considered an item on the Growth Zone – Public Realm. Present were the Cabinet Member for Homes.

Regeneration and Planning and the Creative and the Director of Growth. Subsequent to questions to those present, the Committee came to the following conclusions:

1. The principles of the programme be endorsed;
2. The engagement programme be honest with the aims of the project and limitations to ensure people are aware of what can be achieved;
3. Future reports and engagement activities clearly communicate how the town centre would change from the Masterplan (2007/8) and into the future (2025); and
4. Those with disabilities are taken into consideration when designing schemes and consulting.”

90/17

Stage 2: Response to Recommendations Arising from: Children and Young People Sub-Committee 20 June 2017, Health And Social Care Sub-Committee 18 July 2017 and the Streets, Environment and Homes Sub-Committee 13 June 2017 and 31 January 2017

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

RESOLVED to approve the response reports and action plans attached to the report (at Appendix A) and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

91/17

Investing in our Borough

a Investing in our Borough

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

RESOLVED

To note:

1 The contracts over £500,000 in value anticipated to be awarded by the nominated Cabinet Member, in consultation with the Cabinet Member for Finance and Treasury or, where the nominated Cabinet Member is the Cabinet Member for Finance and Treasury, in consultation with the Leader.

2. The list of delegated award decisions made by the Director of Commissioning and Improvement, between 14/09/2017 – 18/10/2017.

3. Contract awards recommended to the Cabinet for approval which are the subject of a separate agenda item and referenced in section 4.3 of the report.

4. The list of decisions taken since the last meeting of Cabinet by the nominated Cabinet member in consultation with the Cabinet Member for Finance and Treasury, under the Leaders specific delegated authority for those contract awards

RESOLVED to agree

The list of procurement strategies over £5,000,000 in value, referenced in section 4.5 of the report.

b Sport, Physical Activity and Leisure Services Operator

The Leader of the Council announced to the public the name of the intended preferred bidder which was subject to the Cabinet agreeing the recommendations in the Part B report, agenda item 15.

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

RESOLVED to

1. Agree the appointment of the party named in the Part B report (agenda item 15), as the Preferred Bidder for the Sport, Physical and Leisure Services Operator concessions contract.

2. Agree that the name of the Preferred Bidder be published upon conclusion of the standstill period required under regulation 47 of the Concessions Contract Regulations 2016.

3. Agree that subject to:

3.1 'fine tuning' discussions with the Preferred Bidder being resolved to the satisfaction of the Council and there being no material changes to the proposed solution beyond the scope set out in this report; AND

3.2 The terms and conditions of all necessary documentation being to the satisfaction of the Director of Law and Monitoring Officer; that

3.3 authority to award the final contract and leases and agree all necessary documentation be delegated to the Executive Director Place, in consultation with the Cabinet Member for Culture, Leisure and Sport and the Cabinet Member for Finance and Treasury.

4. Note that the contract is valued at £160m for a term of twenty years (15+5), with a review clause at year 10.

c ICT sourcing strategy

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

RESOLVED to endorse the approach the Council is taking in reviewing its current ICT service contract, as detailed in the report.

d South London Work and Health Programme contract award

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

RESOLVED to

1.1 Appoint Bidder A as the Preferred Bidder for the provision of South London Work and Health Programme services to the residents of Croydon, Merton, Sutton, Kingston and Richmond. The service is to support residents with disabilities, health conditions, disadvantaged groups and the long term unemployed into sustainable employment and improved well-being.

1.2 Subject to fine tuning discussions with the Preferred Bidder being resolved to the Council's satisfaction and there being no material change to the proposed solution, delegate authority to award the final contract and agree all necessary documentation to the Executive Director Place.

92/17

Exclusion of the Press and Public

The following motion was moved by Councillor Tony Newman and seconded by Councillor Simon Hall 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 those paragraphs 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.

93/17

Sport, Physical Activity and Leisure Services Operator - Appointment of Preferred Bidder (report exempt under paragraph 3)

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

RESOLVED to

1.1 Agree the appointment of the Preferred Bidder named in the report for the Sport, Physical and Leisure Services Operator concessions contract.

1.2 Agree that the name of the Preferred Bidder be published upon conclusion of the standstill period required under regulation 47 of the Concessions Contract Regulations 2016.

1.3 Agree that subject to:

1.3.1 'fine tuning' discussions with the Preferred Bidder being resolved to the satisfaction of the Council and there being no material changes to the proposed solution beyond the scope set out in this report; AND

1.3.2 The terms and conditions of all necessary documentation being to the satisfaction of the Director of Law and Monitoring Officer; that

1.3.3 authority to award the final contract and leases and agree all necessary documentation be delegated to the Executive Director Place, in consultation with the Cabinet Member for Culture, Leisure and Sport and the Cabinet Member for Finance and Treasury.

1.4 Note that the contract is valued at £160m for a term of twenty years (15+5), with a review clause at year 10.

94/17

**South London Work and Health Programme contract award
(report exempt under paragraph 3)**

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

RESOLVED to

1.1 appoint Bidder A as the Preferred Bidder for the provision of South London Work and Health Programme services to the residents of Croydon, Merton, Sutton, Kingston and Richmond. The service is to support residents with disabilities, health conditions, disadvantaged groups and the long term unemployed into sustainable employment and improved well-being.

1.2 subject to fine tuning discussions with the Preferred Bidder being resolved to the Council's satisfaction and there being no material change to the proposed solution, delegate authority to award the final contract and agree all necessary documentation to the Executive Director Place.

The meeting ended at 8.49 pm

(Note: there are separate Part B minutes for this meeting, which are exempt from public disclosure)

Agenda Item 5

REPORT TO:	Cabinet 11th December 2017
SUBJECT:	QUARTER 2 FINANCIAL PERFORMANCE 2017/18
LEAD OFFICER:	RICHARD SIMPSON EXECUTIVE DIRECTOR RESOURCES (SECTION 151 OFFICER)
CABINET MEMBER:	CLLR TONY NEWMAN LEADER OF THE COUNCIL CLLR SIMON HALL, CABINET MEMBER FOR FINANCE AND TREASURY
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT:	
<p>The recommendations in the report will help to ensure effective management, governance and delivery of the Council's medium term financial strategy and ensure a sound financial delivery of the 2017/18 in-year budget. This will enable the ambitions for the borough for the remainder of this financial year to be developed, programmed and achieved for the residents of our borough.</p>	
AMBITIONS FOR CROYDON & WHY WE ARE DOING THIS:	
<p>Strong financial governance and stewardship ensures that the Council's resources are aligned to enable the priorities, as set out in the Corporate Plan 2015 - 2018, to be achieved for the residents of our borough and further enables medium to long term strategic planning considerations based on this strong financial foundation and stewardship.</p>	
FINANCIAL IMPACT	
<p>The reduced financial settlement and ongoing demand pressures on a range of statutory services is resulting in pressures to the Council's budget, and resulting in a forecast overspend at Quarter 2.</p>	
FORWARD PLAN KEY DECISION REFERENCE NO.	
<p>Not a key decision</p>	
<p>The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below</p>	
1 RECOMMENDATIONS	
<p>Cabinet is recommended to :-</p>	
<ul style="list-style-type: none"> i) Note the current revenue outturn forecast at the end of the second quarter of 2017/18 of £797k, this is before exceptional items of £4.3m, resulting in a total overspend of £5.097m, and the actions put in place to reduce the overspend; ii) 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, fire safety measures and mitigation of the impact of the Universal Credit implementation. 	

- iii) Note the **£3.7m** collection fund surplus which is released in 2018/19 and will offset a significant amount of the forecast overspend;
- iv) Note the HRA position of a **£0.738m** forecast underspend against budget;
- v) Note the capital outturn projection of **£37.2m** forecast underspend against budget;
- vi) Agree the strategy for the flexible use of capital receipts to deliver on going transformation and savings, detailed in section 9 of this report;
- vii) Endorse the proposed introduction of the Care Leavers Council Tax support scheme, detailed in paragraph 8.5 of this report;
- viii) Endorse the additional allocation of the Business Rates Discretionary Relief scheme, detailed in paragraph 8.14 of this report.

2. EXECUTIVE SUMMARY

- 2.1 This report updates the Council's financial outlook at the end of the second quarter of 2017/18, which remains against a context of a series of adverse national funding changes affecting Local Government finance.
- 2.2 The budget set in February 2017 for 2017/18 assumed grant reductions of 11.2% (**£12.9m**) in the financial year. To manage this reduction there were a number of savings totalling **£19.5m** built in to the budget. Alongside these savings there was growth of **£13.8m** and assumptions around increased levels of income.
- 2.3 Croydon Council remains under huge financial pressures, deriving notably from:
- Historic underfunding of Croydon over the last 15-20 years,
 - Cuts of more than 75% of government funding between 2010/11 and 2019/20,
 - Failure to recognise the inflationary pressures the Council is subject to,
 - Chronic underfunding of adult social care and children's social care – the Local Government Association has reported that three quarters of local authorities with responsibility for social care are showing overspends and estimates that, by 2019/20, there will be a £2billion funding gap for each of adult social care and children's social care in England,
 - Substantial population increase,
 - Significant growth in demand for services, both from demographic pressures, such as an aging population and changes to the make-up of the Croydon population
 - Impact of welfare reform, notably the benefits cap, freezing of in-work benefits, local housing allowance, universal credit,
 - Underfunding of new duties, such as Health Visiting, Deprivation of Liberty assessments and the Homelessness Reduction Act,
 - Failure to properly fund the direct and indirect costs of Croydon's status as the gateway authority for UASC,
 - Impact of the underfunding of the health economy,
 - Failure to fund the cost of building new schools,
 - Failure to fund essential safety costs associated with Grenfell Tower,
 - Restrictions on council housing, the Housing Revenue Account borrowing cap, rent restrictions, rules on right-to-buy receipts.
 - Delivering improvement as a result of the recent Ofsted inspection findings in Children's Social Care.

- 2.4 The financial monitoring process has identified a number of pressures across the council with the most significant being with Children and Adults social care. The Council's overall forecast revenue over spend of **£5.097m** is made up of Departmental over spends of **£3.840m** and exceptional items of **£4.3m**, these exceptional costs relate to additional costs associated with Unaccompanied Asylum Seeking Children (UASC) and the impact of the failure of Central Government to implement the provisions of the Immigration Act as far as they would impact on No Recourse to Public Funds costs for UASC, offset by non-departmental underspends of **£3.043m**. Without these exceptional items the forecast overspend would be **£797k**, as shown in table 1 below.
- 2.5 If the **£5.097m** forecast overspend is not reduced by the end of the year it will result in a reduction in our usable balances, either unallocated reserves or earmarked reserves. The Council's collection fund is currently in surplus, however due to accounting restrictions the surplus isn't released until the year following the year it is achieved. At the current time this is expected to be **£3.7m** and can be released on the 1st April 2018. This has not been assumed in our budget planning, and can therefore all be released to go back into reserves in 2018/19.

Table 1 – Summary of forecast revenue outturn position at Quarter 2

Department	Quarter 2 Forecast Variance £'000s	Quarter 1 Forecast Variance £'000s
People	4,694	1,906
Place	0	(255)
Resources	396	1,994
Chief Executives	750	450
Council wide recruitment freeze	(2,000)	0
Departmental Overspend	3,840	4,095
Corporate Items	(3,043)	(3,046)
Sub Total	797	1,049
Exceptional Items	4,300	2,700
Total Projected Over-spend	5,097	3,749

- 2.6 The Council is continuing to make a concerted drive for fairer funding for Croydon. The Leader of the Council and the Cabinet Member for Finance and Treasury met with the Immigration Minister on the 16th November and follow up discussions are taking place between council officers and the Home Office to ask for a re instatement of our Gateway funding which would increase our funding by **£2m** in 2017/18. We have also highlighted a number of other areas where prioritisation by the Home Office could result in a saving to Croydon, including prioritising unresolved appeals for families with no recourse to public funds and a co-ordinated approach to enforcement action with individuals where appeal rights are exhausted.
- 2.7 We also continue to engage with the Department for Communities and Local Government seeking funding of **£10m** for fire safety works following the tragic incident at Grenfell Tower. The Cabinet Member for Homes, Regeneration and Planning has written to the Secretary of State twice seeking commitment to fund essential safety works in Croydon. To date, responses from the DCLG have been disappointing and have failed to provide any funding, stating that our works do not meet the department's criteria of essential safety works and that the government expects Croydon to fund measures to make buildings safe.

2.8 As a result of work undertaken by Croydon, changes to the national policy for Universal Credit have been announced. However, these changes only take effect from 1 April 2018. As a pilot authority we have incurred costs in excess of **£3m** and will be seeing reimbursement from Government for these costs we have incurred.

2.9 Details of major variances are provided in Table 2, Section 3 of this report, with further information about all projected outturn variances available in Appendix 1 to this report.

3. GENERAL FUND 2017/18 REVENUE SUMMARY

3.1 The projected outturn position at the second quarter of 2017/18 is showing the effect of anticipated saving and recovery plans that are being implemented.

3.2 The 2017/18 budget was set with the inclusion of growth to help manage previously identified pressures and ambitious savings targets. Despite this growth there continues to be increasing demand for the services in the People department in relation to adult and children's social care. There are also a number of areas of budget pressures in the Resources department relating to utility costs and SEN transport.

Table 2 – 2017/18 significant variances over £500k

Department	Major Variances over £500k	Quarter 2	Quarter 1	2016/17 Outturn
		£'000	£'000	£'000
PEOPLE				
Early Help and Children's Social Care (CSC)	Early Help and CSC Directorate – Increased legal costs driven by additional demand, and delays in achieving digital and enabling savings	1,149	975	769
	Care Planning Service - Increase in the cost of section 17 B&B places, which are court driven. Additional costs of supernumerary and locum staff	1,208	735	2,495
	Looked After Children - Increase in the number of external placements and specialist foster care placements. Increase in costs due to court driven assessments.	3,241	2,113	3,093
	Early Help and MASH –Savings associated with supplies and services, transport and third party payment underspends.	(235)	(1,127)	(1,304)
Adult Social Care & All Age Disability	25 -65 Disability Service - Increase in cost of care packages and staff costs as a result of rising demand, partly offset in Q2 by transformation funding and use of reserves	678	1,261	2,115
	Over 65s provider services social care(assessment, care management & hospital discharge) – Overspend primarily in care packages due to increase in domiciliary care provision	870	286	(480)
	Disability Commissioning and Brokerage- Staffing vacancies	(560)	0	0
	Directorate- Delays in achieving Digital and Enabling savings and increased enhanced pension costs	717	0	0
0-25 Send Service	Increase in transitions, care packages and staffing costs	2,897	1,322	1,331

People Directorate	Improved Better Care Fund (IBCF)	(5,268)	(4,268)	0
	People Department Variances below £500k	(3)	609	1,979
PEOPLE Total		4,694	1,906	9,998

Department	Major Variances over £500k	Quarter 2 £'000	Quarter 1 £'000	2016/17 Outturn £'000
PLACE				
	Highways – Credit amounts relating to PFI Street Lighting contract	(2,404)	(1,996)	0
Streets	Waste - pressure on cost of disposal caused by 2.5% year-on-year growth on landfill tonnages plus shortfall on rebate for recycled material	1,628	1,368	1,527
	Place Department Variances below £500k	776	373	(993)
PLACE Total		0	(255)	534

Department	Major Variances over £500k	Quarter 2 £'000	Quarter 1 £'000	2016/17 Outturn £'000
RESOURCES				
Commissioning and Improvement	SEN transport –Increasing service demand and complexity of need	2,689	2,165	1,013
Customer and Corporate Services	Facilities Management – Capitalisation of certain FM costs and various savings on FM and Assets,	(1,229)	448	267
Legal Services	Legal – Increased use of in house legal team	(1,101)	(905)	(551)
	Resources Department Variances below £500k	37	286	(848)
RESOURCES Total		396	1,994	(119)

Department	Major Variances over £500k	Quarter 2 £'000	Quarter 1 £'000	2016/17 Outturn £'000
CHIEF EXECUTIVES OFFICE				
	Delay in achieving Digital advertising income	750	450	0
CHIEF EXECUTIVES Total		750	450	0

Total Departmental Overspend	5,840	4,095	10,413
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Council Wide recruitment freeze (except Children's improvement posts/ HRA funded/ capital funded & transformation funded posts)	(2,000)	0	0
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Revised Departmental Overspend	3,840	4,095	10,413
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CORPORATE ITEMS				
	Use of contingency budget	(1,000)	(1,000)	(1,000)
	Minimum Revenue Position and Interest borrowing costs lower than projected, due to slippage within the capital programme	(2,337)	(2,337)	(1,888)
	Additional government grant anticipated – Education Services and S31 Grant	(1,220)	(1,220)	(5,888)
	Minor corporate items under £500k	1,514	1,511	(1,687)
CORPORATE ITEMS TOTAL		(3,043)	(3,046)	(10,463)
SUB TOTAL BEFORE EXCEPTIONAL ITEMS		797	1,049	(50)
Exceptional Items – UASC and NRPF		4,300	2,700	0
TOTAL VARIANCE		5,097	3,749	(50)

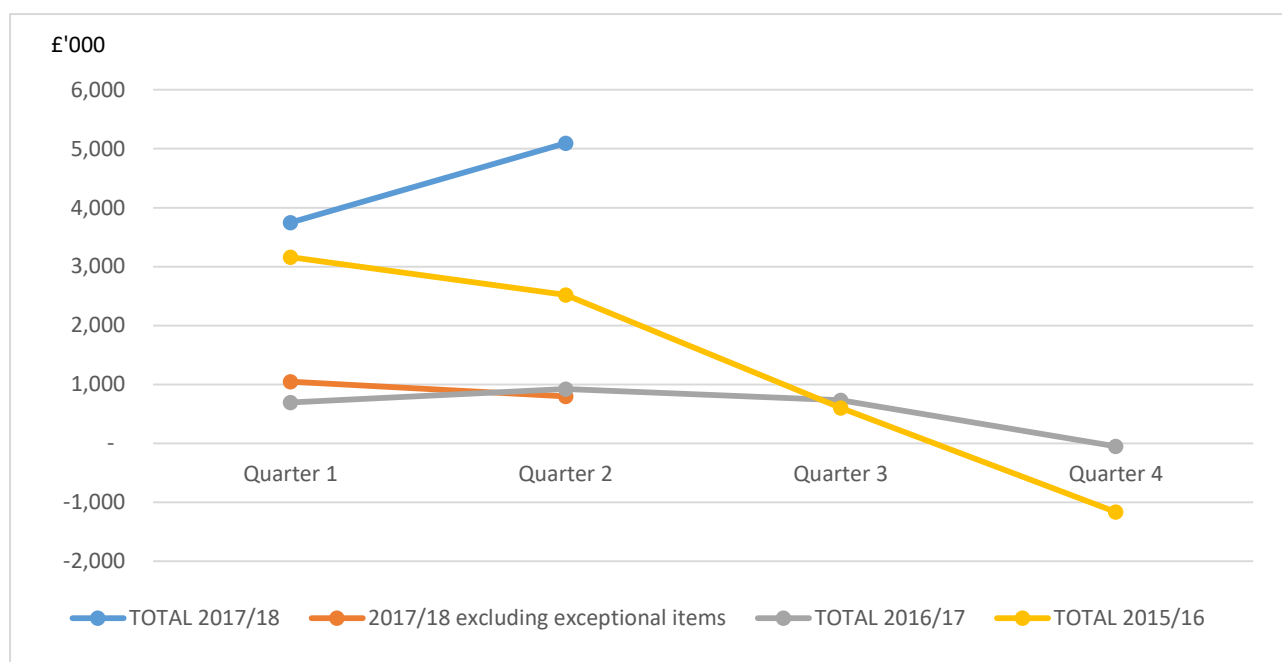
- 3.3 The People Department overspend in 2017/18 is £4.694m and continues to be made up of pressures in children's social care and adult social care. These pressures are mainly demand related and are a continuation of pressures experienced in previous years. The exceptional items also relate to the People Department and are now £4.3m, an increase of £1.6m from quarter 1.
- 3.4 The exceptional items reported at quarter 2 continue to relate to UASC and NRPF, both of which we are continuing to lobby the government to fund. The UASC pressure has increased to £3.3m and the unachievable £1m savings target for No Recourse to Public Funds remains the same as quarter 1. These items are again being shown as exceptional. The UASC increase is as a result of the Home Office continuing to only fund a fixed rate per child. While our numbers of UASC are decreasing, direct and indirect service provision costs are not decreasing at the same rate. Options to reduce this funding gap through the reduction of costs and maximising Home Office income continue to be explored. The NRPF pressure remains due to the impact of the failure of Central Government to implement the provisions of the Immigration Act. In addition to these exceptional items Croydon also funds in excess of £4m of other costs relating to NRPF across Adults, Children's and Gateway services from our own resources.
- 3.5 The Improved Better Care Funding is for a three year period and was allocated in two tranches. Tranche 1 was allocated in spending review 2015 and formed part of adult social care core funding to mitigate the reduction in core grant funding. This allocation was built in to base budgets and enabled protection from cuts. Tranche 2 was allocated in the Spring 2017 budget. This money will be spent across the health and social care sector to ensure the criteria of the funding of Meeting Adult Social Care Needs, Supporting Hospital Discharge and Stabilising the Social Care provider Market are met.
- 3.6 The national pressures faced in adult social care, estimated by the LGA to reach some £2bn by 19/20, are well documented and short term funding through the council tax precept and IBCF show government has also acknowledged these pressures in part. The pressure on children's social care is now becoming apparent. Research conducted by the Local Government Association (LGA) has revealed children's services are at breaking point with 75% of councils overspending to keep vital protections in place. The review found that in 2015/16 councils surpassed their children's social care budgets by £605m in order to protect children at immediate risk of harm. There has been an increase of 140% in child protection enquiries over the last 10 years with enquiries up to more than 170,000 in 2015/16.

- 3.7 The chair of the LGA's Children and Young People Board, has recently said: "The fact that the majority of councils are recording high levels of children's services overspend in their local areas shows the sheer scale of the funding crisis we face in children's social care, both now and in the near future."
- 3.8 There are calls on the government to introduce a fairer funding system based on demand for services. Referrals to children's services have increased and the number of children subject to child protection plans has doubled in the last decade. "Government needs to take note on this issue sooner rather than later, otherwise we are sleepwalking into another funding crisis for services that less fortunate young people rely on. LGA noted that a nationwide children's services funding gap of £2bn will exist by 2020. As detailed in this report we are continuing to experience rising demand and costs.
- 3.9 This year to date, Children's Social Care assessments have increased by 16%, and the number of children with a Child Protection Plan has also increased by 10%, resulting in the reported overspend.
- 3.10 The findings from the recent Children's Social Care Ofsted inspection have put increased pressure on our financial resources. £3m has been allocated from earmarked reserves to support the targeted improvement work over the remainder of this year. The impact on future years budget of the improvement work will be considered as the 2018/19 budget is agreed.
- 3.11 The excellent work on reducing the level of homelessness in the borough would be showing a significant favourable variance in the forecast outturn, were it not for the concerns about the level of bad debt being experienced in this area as a direct result of benefit reform, most notably the rules around universal credit.
- 3.12 With Croydon having been a Universal Credit Pilot Authority we have been unfairly subject to increased financial pressures with bad debt increasing by £1.5m in year. We will be continuing to lobby the government to correctly fund this.
- 3.13 Alongside this we have also increased our Discretionary Housing Payments from the £1.7m awarded by Government to £3.2m, with the difference of £1.5m funded directly from Council resources.
- 3.14 To help manage the budget and mitigate rising costs a Council wide recruitment freeze has been implemented for all but essential posts. It is anticipated that this will generate a £2m reduction in expenditure this year.

4 GENERAL FUND REVENUE SUMMARY POSITION 2017/18

- 4.1 Graph 1 below shows the forecast variance for 2017/18 compared to previous years. The Council continues to manage its finances through the rigorous monitoring and control of spending within the framework of the Financial Strategy.

Graph 1 – Forecast Variances



5 VIREMENTS OVER £500K REQUIRING CABINET APPROVAL

5.1 There are no virements requiring approval.

6. HOUSING REVENUE ACCOUNT (HRA)

6.1 The current forecast for the HRA is for an estimated underspend of £0.738m. The key variances being reported at Quarter 2 are summarised in Table 3 below:

Table 3 – 2017/18 Main variances within the HRA

Department	Major Variances	Quarter 2 £'000	Quarter 1 £'000	2016/17 Outturn £'000
HRA – HOUSING NEEDS	Staff Savings – Vacant Posts	(364)	(364)	(432)
HRA – DISTRICT CENTRES AND REGENERATION	Staff Savings – Vacant Posts and saving on HRA project review team	(374)	(255)	(306)
TOTAL HRA PROJECTED VARIANCE		(738)	(619)	(738)

6.2 Longer term budget planning for the HRA is continuing to take place and includes reviewing the impact of the Housing and Planning Act to understand and model the impact of future rent reductions. The Council will also continue to model the likely impact of the high value asset levy, and we still await confirmation if the government will continue with this policy.

6.3 As previously reported to this Cabinet the housing LLP will be responsible for delivering 250 new affordable rented properties, alongside 250 additional street properties by 2019.

6.4 Ongoing fire safety works are continuing and will continue to be funded from the HRA as a result of the government failing to provide funding for these essential works. As previously reported this investment will be in the region of £10m, with works commencing this financial year and completing in 2018/19.

7. FORECAST CAPITAL OUTTURN POSITION

- 7.1 The high level Capital programme for 2017/18 is shown in Table 4 below, full details of all projects are shown in appendix 2. A forecast under spend of £37.2m is projected for 2017/18.
- 7.2 The capital programme continues to be funded from a number of different funding streams and makes use of capital receipts to support the delivery of the financial strategy. Table 5 below details the funding for the original 2017/18 budget, the revised programme and the forecast outturn.

Table 4 – 2017/18 Capital Programme

Original 2017/18 Budget £'000s		Carry forward from 2016/17 £'000s	Re-profiling / Increases in Schemes £'000s	Revised Budget 2017/18 £'000s	Actuals April-Sep 2017 £'000s	Forecast Outturn £'000s	Forecast Variance £'000s
68,748	PEOPLE DEPT	26,565	(21,818)	73,495	26,073	53,736	(19,759)
311,780	PLACE DEPT	21,357	(188,289)	144,848	20,654	130,006	(14,842)
6,246	RESOURCES DEPT	4,490	1,634	13,126	1,411	13,091	(35)
386,774	GENERAL FUND TOTAL	52,412	(208,273)	231,469	48,103	196,833	(34,636)
27,051	HOUSING REVENUE ACCOUNT	3,943	0	30,994	9,582	28,449	(2,545)
413,825	CAPITAL PROGRAMME TOTAL	56,355	(208,273)	262,463	57,685	225,282	(37,181)

- 7.3 The majority of the general fund borrowing detailed excluding that specifically identified for the RIF is to fund the education programme due to the inadequate level of funding received from Government and the essential need to provide school places in the borough.

Table 5 – Sources of capital funding

	Original Budget 2017/18 £'0000s	Revised Budget 2017/18 £'000s	Forecast Outturn 2017/18 £'000s
Borrowing	61,810	86,723	54,181
Capital Receipts	20,644	20,644	20,644
External Grants – Education	2,104	9,631	9,631
Transport for London	4,154	4,779	4,779
External Grants – Coast to Capital LEP	14,000	14,000	14,000
Better Care Fund	1,600	2,846	1,500
Other Grants	0	3,305	3,305
Section 106	745	1,685	1,685
Community Infrastructure Levy (CIL)	7,000	7,000	7,000
Borrowing (RIF)	274,717	80,000	80,000
General Fund – Funding Total	386,774	232,613	198,725
Major Repairs Allowance	17,903	17,903	17,903
Revenue Contributions to Capital	2,697	6,640	4,086
HRA Receipts	6,451	6,451	6,451
HRA – Funding Total	27,051	30,994	28,440

Capital Programme Total	413,825	263,607	227,165
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- 7.4 The main reported variances on projects within the Council's capital programme are as follows:
- 7.4.1 **New Addington Leisure Centre** (£13.30m) – this project has been reprofiled but with no overall change to the final completion date, and the majority of the work is now expected to be delivered in 2018.
- 7.4.2 **Onside Youth Zone** (£3.44m) – This scheme has been reprofiled and £133k is forecast to be spent in 2017/18. With the scheme due for completion by January 2019.
- 7.4.3 **Blackhorse Road Bridge** (£2.053m) - design work of £850k to be funded by TFL AND undertaken in 2017/18, with subsequent work expected to be delivered in 2018/19.
- 7.4.4 There are a number of other capital schemes where the cashflow is not as forecast and the spend will now take place in 2018/19.

8. FINANCIAL MANAGEMENT

- 8.1 The Council Tax and Business Rates are two key income streams for the Council. Collection rates for the current year are show in Table 6 below:

Table 6 - Council Tax and Business Rates collection

	Target collection– year to date %	Actual collection – year to date %	Variance to target – year to date %	Variance - last year - at Q2 %
Council Tax	55.12	54.66	-0.46	-0.22
Business Rates	56.76	57.57	+0.81	+1.06

Council Tax

- 8.2 At the end of quarter 2 Council Tax collection was down by 0.46% on the end of month target. This is due to the amount of council tax owing increasing during September by £750k as a result of new dwellings becoming liable, and the removal of discounts from existing accounts. The team continues to have the five point plan to improve income as reported to this Cabinet in September 2017.
- 8.3 Because there was no opportunity to collect an instalment during September, the collection rate has been impacted at the end of Quarter 2. However, it is expected that collection of these additional amounts will have been caught up by November, and collection of 2017 council tax is expected to achieve the full year target of 97%.

Leaving Care Council Tax Support Scheme

- 8.4 The Council is responding to a Children's Society campaign that has identified a range of disadvantages care leavers uniquely experience. In particular care leavers are a vulnerable group for council tax debt. The Children's Society details the case for care leavers at least up to the age of 21 to be exempted from paying council tax.
- 8.5 The Council agrees with the campaign's principal sentiments that young people's transition out of care and into adulthood is extremely difficult and that managing money for the first time without support from family leaves care leavers at real risk of falling into debt.

- 8.6 As the council has a parenting role in some circumstances that lasts until the care leaver is 24, for this reason and in order to keep the scheme administratively simpler to support and not to distinguish for the purposes of exclusion any sub-set of care leaver, we propose to apply care leavers relief to every care leaver until their 25th birthday.
- 8.7 Under section 13A of the Local Government Finance Act 1992 the council has a general discretionary power to reduce liability for council tax in relation to individual cases or class(es) of cases that it may determine where national discounts and exemptions cannot be applied. This relief must be awarded by the Council in accordance with the discretionary council tax reduction powers as contained within the Local Government Finance Act 1992.
- 8.8 The Care Leaver Relief awarded by the Council will not be reimbursed by the Government but the costs will be shared with the Greater London Authority (GLA).
- 8.9 Care Leavers Relief will be available from the start of the 2018/2019 financial year.
- 8.10 The scheme is proposed to cover all care leavers and their household within the Borough who have a liability for council tax, not just those who have been supported by Croydon Council. We understand that our scheme will be the most generous scheme in England and shows Croydon Council's commitment.

Business Rates

- 8.11 Business Rates collection is up by 0.81% on the target.
- 8.12 Businesses in Croydon faced a revaluation this year, which increased business rates bills across the borough. As a consequence of the revaluation, the government also announced in the budget three relief schemes to be awarded to businesses: support for small businesses; local discretionary relief; and Pub relief. Pub relief was awarded at the end of September. The small business and local discretionary business rates relief scheme have also now been approved and will award £1.7m of relief to businesses within the borough in 2017/18.
- 8.13 In July 2017 we reported to this Cabinet the draft proposed small business and local discretionary business rates relief scheme for 2017/18, since then further work has been undertaken to finalise the scheme and revised bills have been sent out to those business effected. The work to finalise the relief scheme has resulted in the discount for qualifying businesses doubling.
- 8.14 In order to support small businesses, the Council asked all businesses to pay their reduced business rates instalments, even though systems were not in a position to formally award the relief. This has a detrimental effect on collection, because the income being paid is lower than the amount recorded as owing. This has now been rectified and revised bills have been sent out.

9. USE OF CAPITAL RECEIPTS

- 9.1 In March 2016 the DCLG issued guidance allowing a more flexible approach to using capital receipts. This guidance enabled local authorities to have the flexibility to use capital receipts from the disposal of property, plant or equipment assets for expenditure on projects that will generate ongoing savings and efficiencies.

- 9.2 In July 2016 (Minute ref A76/16) it was reported to this Cabinet that the Council would be taking advantage of this new flexibility, and in October 2016 as part of our Autumn Financial review it was reported to this Cabinet the programme and projects to which this new flexibility would be applied to. This section sets out the strategy for the use of capital receipts in 2017/18, and an update on the programmes and projects to be funded.
- 9.3 The latest guidance by the Secretary of State directs that, Authorities may treat expenditure which is incurred in the design of projects that will generate on-going revenue savings in public services or that will transform service delivery to reduce costs or manage demand in future years for public service partners as capital expenditure. Such expenditure must be incurred between 1 April 2016 and 31 March 2019.

FLEXIBLE USE OF CAPITAL RECEIPTS STRATEGY 2017/18

- 9.4 The Council has reviewed the Flexible Use of Capital Receipts guidance and recommends that full use of this new flexibility is fully adopted and that capital receipts are used to fund expenditure that generates an ongoing saving. These schemes to be funded are encapsulated within the Efficiency Strategy and are forecast to generate on-going revenue savings through reducing costs of service delivery.
- 9.5 In using this flexibility, the Council will have due regard to the requirements of the Prudential Code and to the CIPFA Local Authority Accounting Code of Practice, and the impact on our prudential indicators.
- 9.6 The receipts being identified for use under this new level of flexibility have not been earmarked as funding for any other proposed capital expenditure and therefore there is no anticipated additional impact on the Council's prudential indicators as set out in the Council's Treasury Management Strategy.
- 9.7 Outcomes of the use of capital receipts will be monitored as part of the regular financial reporting arrangements.

EFFICIENCY STRATEGY

- 9.8 As detailed above the Efficiency Strategy is the key driver to reducing costs and therefore the themes of the strategy are the key areas to be funded from capital receipts.
- 9.9 The efficiency strategy has been presented to Cabinet before and the key themes are set out again below along with a brief description:-
- 9.9.1 Getting the most out of our assets – this includes a review of our asset estate and the letting of a number of floors within Bernard Wetherill House. The sale of surplus assets including Jeanette Wallace House and the transfer of sites to Brick by Brick to develop housing. This approach will reduce on going revenue and maintenance costs and generate income from rent or sales.
- 9.9.2 Better commissioning and contract management – this is key to generating on going efficiencies and a review of all corporate contracts is taking place to ensure that we have services delivered by the right parties (i.e. split between in-house, partnerships and third party).
- 9.9.3 Managing Demand – there has been a focus on reviewing and understanding what drives demand and how demand can be managed and reduced. This has included increasing prevention services and the application of the successful Gateway approach to the 'front door' of adult social care which will bring together both cost savings and service

improvement. Expanding the Family Link workers team to assist families and high profile enforcement and prosecution of fly-tipping and other anti-social behaviours. Investment in these prevention services needs to continue.

- 9.9.4 Prevention and early intervention – investment in understanding what drives demand and how it can be prevented especially around services provided by adult and children’s social care and housing. Working with partners to undertake a risk based approach.
- 9.9.5 Integration of health and social care - As previously reported to Cabinet the Council and CCG have been working in partnership to achieve integration both in commissioning and at the point of service delivery, to provide better outcomes for residents at lower cost for the Council and the CCG. To realise further benefits of integration, the Council has been working with the CCG and committed to a process looking at the whole of the health and social care system, building on the approach of the Outcomes Based Commissioning project for over 65’s.
- 9.9.6 Delivering growth - The delivery of economic growth is a key part of our efficiency strategy. Growth can support this strategy by generating increased prosperity in the area and therefore reduced dependency on Council Services. Alongside, increased income to the Council from Business rates and Council tax.
- 9.9.7 Commercial approach - To become an innovative and entrepreneurial authority by generating extra revenue through trading and business improvement.
- 9.9.8 Digital – We continue to build on our digital by design approach, wherever possible providing services on-line to improve access whilst reducing service costs.

PROGRAMME TO BE FUNDED FROM CAPITAL RECEIPTS

- 9.10 The costs incurred in delivering efficiencies and to be funded from capital receipts can also be categorised into themes and these are listed below along with a brief description:-
- 9.10.1 The Managing Demand Programme – This programme is designed to look at both front line services and back office services to understand what is driving demand and what can be done to manage and reduce demand where appropriate. Investing in prevention and avoidance activity is key to future proofing services and includes projects such as adults and children’s social care, the use of legal services, the use of office space alongside changing the behaviours of both our residents and staff.
- 9.10.2 Digital and Enabling – Over the last couple of years investment in digital services has enabled a significant shift from face to face contact to digital self-serve. This approach needs to continue where possible to generate more efficiencies. To do this investment is required in technology and training.
- 9.10.3 Investment in Improving Children’s Services – The recent Ofsted inspection requires us to invest more in children’s social care quicker, including investment in front line social work staff and back office business support. This investment is essential and will generate service improvements.
- 9.10.4 Adult Social Care Service reform – Investment in Adult Social Care services continues to be a priority to ensure the delivery of effective services within budget. To do this more investment is required to review the current delivery of services and transform them in to a fit for the future model. Partnership working with health colleagues needs to continue too. This requires investment now and will generate savings and manage costs in the future.

9.10.6 Investment in SEND – Investment has been made in SEND services already in a number of ways including the provision of more in house school places and a fundamental review of travel services for these pupils. With the rising demand for these services it is essential that further investment is made to deliver future savings in all areas of the service from initial assessment, to school places and managing the transition to adulthood.

9.10.7 Redundancy Costs – Staff costs currently account for a large proportion of our total spend and as expenditure reduces and services change it is essential that the workforce is reviewed and tailored accordingly. To reduce the workforce will result in one off redundancy costs and it is proposed that these are funded from capital receipts. At this stage the level of redundancies and the associated costs is unknown. As the budget is developed over the coming weeks in preparation for Scrutiny Committee in December this will become clear.

9.12 It is these themes listed above and any future themes as they are developed that will be funded from capital receipts.

10. CONSULTATION

10.1 All departments have been consulted during the preparation of this report.

11. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

11.1 This report sets out the current financial position of the Council, and actions being taken to address the projected overspend.

The report is submitted by the Richard Simpson – Executive Director Resources (Section 151 Officer)

12. COMMENTS OF THE SOLICITOR TO THE COUNCIL AND MONITORING OFFICER

12.1 The Solicitor to the Council comments that the Council is under a duty to ensure that it maintains a balanced budget and to take any remedial action as required in year.

12.2 The Local Government Act 1972 Section 151 states that each local authority has a statutory duty to make arrangements for the proper administration of their financial affairs. In addition, the Accounts and Audit Regulations 2015 impose an explicit duty on the Council to ensure that financial management is adequate and effective and that they have a sound system of internal control, including arrangements for the management of risk.

12.3 “Proper administration” is not statutorily defined; however, there is guidance, issued by CIPFA on the responsibilities of the Chief Finance Officer (CFO). This states that local authorities have a corporate responsibility to operate within available resources and the CFO should support the effective governance of the authority through development of corporate governance arrangements, risk management and reporting framework. Regular monitoring of the Council’s actual expenditure to budget and forecasting of the expenditure for the full year is part of the proper administration and governance of the Council.

12.4 Statutory Guidance on the Flexible Use of Capital Receipts has been issued under the Local Government Act 2003. By Section 15(1) the Council is required to have regard to this guidance. The guidance applies with effect from 1 April 2016 to 31 March 2019. The guidance should be read alongside the Flexible use of capital receipts Direction made by the DCLG in exercise of its powers under the Local Government Act 2003 Sections 16(2) (b) and 20.

12.5 There are no further direct legal implications arising from this report.

Approved by:- Sandra Herbert, Head of Litigation and Corporate Law for and on behalf of Jacqueline Harris-Baker Director of Law and Monitoring Officer

13. HUMAN RESOURCES IMPACT

13.1 The items from the savings packages and action plans included in the report or those that need to be developed in response to the report are likely to have a significant HR impact. These can vary from posts not being re-filled or deleted through restructures proposals leading to possible redundancies. Where that is the case, the Council's existing policies and procedures must be observed and HR advice must be sought.

Approved by:- Sue Moorman, Director of Human Resources

14 EQUALITIES IMPACT

14.1 The key service areas that currently have over spend in budgets are Children's Social Care and Adults Social Care.

These are areas that provide services to customers from equality groups that share protected characteristics; such as younger people (Looked after Children), people with a disability (Children with special educational needs), older people and BME groups. There are a number of known equality and inclusion issues in the above mentioned service areas such as an over-representation of BME young people in looked after children, over-representation of BME groups and other vulnerable groups, young children with a disability who have a special educational needs and their carers, vulnerable older people with complex needs etc. The mitigating actions, on these specific services are unlikely to affect these groups more than the population as a whole. In fact, a number of those will affect these groups less.

14.2 In addition, there are policy changes made by Government that will impact on the in-year budget, in particular the delay in the implementation of the Immigration Act. The Council will work to ensure key services to Croydon residents are protected wherever possible. However, it is likely that some of the areas affected will be a reduction in Home Office funding for Unaccompanied Asylum Seeking Children, a cut to the Public Health Grant and the Youth Justice Board grant and changes to the Welfare and Housing Bill. There is a likelihood that these cuts will have a more significant adverse impact on some groups that share a protected characteristic such as age, race and disability. Changes to the Welfare and Housing Bill are also likely to have an adverse negative impact on the more vulnerable customers.

14.3 In order to ensure that our vulnerable customers that share a "protected characteristic" are not disproportionately affected by the actions proposed to reduce in year budget over spend we will ensure that the delivery of the cost reduction initiatives are informed by a robust equality analysis of the likely detrimental impact it could have on all services users and in particular those that share a "protected characteristic".

14.4 If the equality analysis suggests that the cost reductions initiatives are likely to disproportionately impact on particular group of customers, appropriate mitigating actions will be considered. This will enable the Council to ensure that it delivers the following objectives that are set out in our Equality and Inclusion Policy:

- To increase the rate of employment for disabled people, young people, over 50s and lone parents who are furthest away from the job market

- 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
- To reduce the rate of child poverty especially in the six most deprived wards
- To improve attainment levels for white working class and Black Caribbean heritages, those in receipt of Free School Meals and Looked After Children, particularly at Key Stage 2 including those living in six most deprived wards
- To increase the percentage of domestic violence sanctions
- To increase the reporting and detection of the child sexual offences monitored
- To reduce the number of young people who enter the youth justice system
- To reduce social isolation among disabled people and older people
- To improve the proportion of people from different backgrounds who get on well together
- To reduce differences in life expectancy between communities

15 ENVIRONMENTAL IMPACT

15.1 There are no direct implications contained in this report.

16 CRIME AND DISORDER REDUCTION IMPACT

16.1 There are no direct implications contained in this report.

17 REASONS FOR RECOMMENDATION /PROPOSED DECISION

17.1 Given the current in year-position Executive Leadership Team have been tasked to identify options to achieve a balanced year-end position.

18 OPTIONS CONSIDERED AND REJECTED

18.1 Given the current in year-position Executive Leadership Team have been tasked to identify options to achieve a balanced year-end position. The alternative would be to over-spend and draw down on balances, which would not be prudent.

CONTACT OFFICER:

Richard Simpson Executive Director Resources (Section 151 Officer). Tel number 020 8726 6000 ext. 61848

BACKGROUND PAPERS – none

REVENUE VARIATIONS OVER £100K WITH EXPLANATION

Appendix 1

Division	Explanation of variance	Qtr 2 Amount (£000)	Qtr 1 Amount (£000)
Early Help and Children's Social Care (CSC)	Early Help and CSC Directorate - Increased legal costs and delayed digital and enabling savings	1,149	975
	Care Planning Service - Increase in the costs of Section 17 B&B places, which are court driven. Additional costs of supernumerary and locum staff.	1,208	735
	Looked After Children (LAC) - Increase in the number of external placements and specialist foster care placements.	3,241	2,113
	Safeguarding and LAC Quality Assurance - Additional cost of locum posts within Safeguarding and Quality Assurance	478	403
	Early Help and MASH – Revised savings forecast associated with supplies and services, transport and third party payments.	(235)	(1,127)
	Other Minor Variances < £100k	4	33
	Sub-total Early Help Children's Social Care	5,845	3,133
Gateway & Welfare	Bereavement and Registrars - Income shortfall	84	85
	Universal Credit – increased costs	1,500	1,500
	Temporary / Emergency Accommodation – reduced use of B&B and accommodation whose cost exceeds Local Housing Allowance	-1,500	-1,500
	Sub-total Gateway & Welfare	84	85
Adult Social Care & All Age Disability	Adult Social Care and All Age Disability Service - Delayed digital and enabling savings and increased enhanced pensions and legal costs	717	305
	25-65 Disability Service - Increase in cost of care packages and staff costs as a result of rising demand, mitigated by transformation funding and use of reserves	678	1,261
	Disability Commissioning and Brokerage - Underspend relates to staffing vacancies leading to delays in commissioning	(561)	(311)
	Mental Health - Increase in cost of care packages, will be partially met through iBCF funding	458	233
	Over 65s provider services (assessment, care management & hospital discharge) – Overspend primarily in care packages due to increase in domiciliary care provision	870	286
	Over 65s Commissioning – a number of minor variances	(30)	125
	Day and Employment Services - Unachievable savings on externally provided day care and lower than budgeted levels of income	245	433
	Transformation and Clienting – additional funding from transformation reserves	(250)	(121)
	Safeguarding	(204)	0
	Other Minor Variances < £100k	0	(58)
	Sub – Total Adult Social Care & All Age Disability	1,923	2,153
0-25 Send Service	Increase in Transitions, care packages and staffing costs.	2,897	1,322
	Subtotal - 0-25 Send Service	2,897	1,322
Education and Youth Engagement	Other Minor Variances > £100k	0	(23)
	Subtotal Education and Youth Engagement	0	(23)
Housing Need	Other Minor Variances > £100k	0	(33)
	Sub-total Housing Need	0	(33)

Division	Explanation of variance	Qtr 2 Amount (£000)	Qtr 1 Amount (£000)
People Directorate	Additional funding to cover the increased costs associated with National Insurance in the People Department	(787)	(463)
	IBCF funding	(5,268)	(4,268)
	Sub-total People Directorate	(5,555)	(4731)
	Total Forecast Variance – People Department	4,694	1,906

Division	Explanation of variance	Qtr 2 Amount £'000	Qtr 1 Amount £'000
Place Directorate	Additional funding to cover increased NI costs across the Place Department.	(330)	(226)
	Sub-total Place Directorate	(330)	(226)
Streets	Waste – pressure on cost of disposal caused by 2.5% year-on-year growth on landfill tonnages plus shortfall on rebate for recycle material	1,628	1,368
	Street Lighting – Credit amounts relating to the PFI street lighting contract	(2,404)	(1,996)
	Other Minor Variances < £100k	(62)	(79)
	Sub-total Streets	(838)	(707)
Safety	Parking - Forecast reduced to break-even to account for closure of Ann's Place due to Brick by Brick development.	0	(150)
	Neighbourhood Operations – FPN issuance rates are lower than budgeted, along with staff overspends and unachievable external recharges.	324	194
	Public Protection - shortfall on HMO licensing fees and one-off employee costs	168	121
	Licensing - under recovery of licencing income (low take-up on the new Street Trading fee structure). Additional costs in relation to Surrey Street Market (inc. cleaning at North End).	227	227
	Other Minor Variances < £100k	14	99
	Sub-total Safety	733	491
Planning	Development Management – staff pressures driven by agency cover and increased legal fees.	318	0
	Other Minor Variances <£100k	37	0
	Sub-total Planning	355	0
District Centres and Regeneration	Minor Variances <£100k	80	187
	Sub-total District Centres and Regeneration	80	187
	Total Forecast Variance – Place Department	0	(255)

RESOURCES DEPT

Division	Explanation of variance	Qtr 2 Amount £'000	Qtr 1 Amount £'000
Customer and Corporate Services	Business Support and Customer Contact - Delay on delivery of digital and enabling savings and under recovery of business support income	605	1,118
	ICT - Saving on the ICT contract	(702)	(877)
	Facilities Management – Capitalisation of FM costs	(1,229)	448
	HR and Finance Service Centre - Under achievement of early payment discounts due to fewer suppliers joining the programme	106	102
	Other Minor Variances < £100k	(116)	0
	Sub-total Customer and Corporate Services	(1,336)	791
Commissioning and Improvement	SEN Transport - Non delivery of previously identified savings and increasing service demand and complexity of need	2,689	2,165
	Other Minor Variances < £100k	(67)	(20)
	Sub-total Commissioning and Improvement	2,622	2,145
Finance Investment and Risk	Assets - Underachievement of rental income	155	115
	Other Minor Variances < £100k	50	(5)
	Sub-total Finance Investment and Risk	205	110
Governance	Other Minor Variances < £100k	20	46
	Sub-total Finance Investment and Risk	20	46
Legal	Overachievement of income	(1,011)	(930)
	Other Minor Variances < £100k	0	26
	Sub-total Legal	(1,011)	(904)
Human Resources	Additional income and staff savings	(104)	(194)
	Sub-total Human Resources	(104)	(194)
	Total Forecast Variance - Resources	396	1,994

CHIEF EXECUTIVES DEPT

Division	Explanation of variance	Qtr 2 Amount £'000	Qtr 1 Amount £'000
Communication and Engagement	Unachievable digital advertising income	750	450
	Total Forecast Variance - Chief Executives	750	450

CORPORATE ITEMS

Division	Explanation of variance	Qtr 2 Amount £'000	Qtr 1 Amount £'000
ALL DEPARTMENTS	Council Wide recruitment freeze	(2,000)	0
	Departmental Variance	3,840	4,095
CORPORATE ITEMS	Use of contingency budget	(1,000)	(1,000)
	Additional Utility costs	1,121	1,121
	Lower interest borrowing costs and Minimum Revenue Provision	(2,337)	(2,337)
	Additional grants – Education Services and S31 Grant	(1,220)	(1,220)
	Other	393	390
	Total Forecast Variance – Corporate	(3,043)	(3,046)
	SUB TOTAL BEFORE EXCEPTIONAL ITEMS	797	1,049
	Exceptional Items – UASC and NRPF	4,300	2,700
	Total Overspend	5,097	3,749

Category	2017/18 Original Budget £000s	2016/17 carry forward £000s	In Year Budget Adjusts. £000s	2017/18 Revised Budget £000s	2017/18 Q2 Actual £000s	2017/18 Outturn Forecast £000s	Forecast Variance £000s
Adults ICT	0	993	0	993	144	300	(693)
Disabled Facilities Grants	1,600	601	645	2,846	244	1,500	(1,346)
Bereavement Services	1,300	43	0	1,343	0	17	(1,326)
Unsuitable Housing Fund	0	0	250	250	0	80	(170)
Education – DDA	0	139	(5)	134	36	134	0
Education - Fixed term expansion	0	2,813	242	3,055	679	3,059	4
Education - Major Maintenance	2,000	78	1,423	3,501	1,006	3,514	13
Education - Miscellaneous	4,383	3,992	(5,963)	2,412	496	2,336	(76)
Education - Permanent Expansion	43,698	12,095	(8,157)	47,636	22,853	36,933	(10,703)
Education - Secondary Schools	150	224	(340)	34	25	34	0
Education - Special Educational Needs	13,500	4,133	(9,913)	7,720	457	5,741	(1,979)
Onside Youth Zone	2,117	1,454	0	3,571	133	133	(3,438)
People Sub-Total	68,748	26,565	(21,818)	73,495	26,073	53,781	(19,714)
East Croydon Station Bridge	0	1,200	(1,200)	0	0	0	0
Empty Homes Grants	500	0	0	500	178	500	0
Fairfield Halls (Council)	1,500	0	0	1,500	139	1,500	0
Fairfield Halls (RIF)	17,600	0	0	17,600	0	17,600	0
Feasibility Fund	0	0	0	0	119	119	119
Growth Zone	2,000	0	0	2,000	38	2,000	0
Highways Programme	5,000	0	0	5,000	156	5,000	0
Measures to Mitigate Travellers	0	125	0	125	0	50	(75)
New Addington Leisure Centre	8,500	8,060	2,000	18,560	624	5,264	(13,296)
Old Ashburton Library	1,155	90	0	1,245	1,324	2,122	877
P&D Machine Replacement Programme	0	1,161	0	1,161	1,058	1,499	338
Public Realm	0	4,228	0	4,228	1,313	4,228	0
Purley MSCP	0	117	0	117	0	117	0
Salt Barn	0	611	0	611	1	2	(609)
Section 106 Schemes	0	786	104	890	272	811	(79)
Surrey Street Market	0	418	0	418	364	418	0
TFL - Local Implementation Programme	4,154	0	625	4,779	843	4,779	0
Thornton Heath Public Realm	0	2,105	0	2,105	544	2,105	0
New Waste Contract Vehicles	1,094	0	846	1,940	0	1,940	0
Brick by Brick Programme (RIF)	269,117	0	(214,317)	54,800	12,500	54,800	0
Affordable Housing LLP (RIF)	0	0	9,100	9,100	0	9,100	0
Affordable Housing LLP - Reducing EA/TA (RIF)	0	0	12,500	12,500	0	12,500	0
CIL Local Meaningful Proportion	1,000	0	0	1,000	60	1,000	0
Waste and Recycling Investment	160	2,456	0	2,616	1,121	2,552	(64)
Blackhorse Road Bridge	0	0	2,053	2,053	0	0	(2,053)
Place Sub-Total	311,780	21,357	(188,289)	144,848	20,654	130,006	(14,842)

Category	2017/18 Original Budget £000s	2016/17 Slippage £000s	Budget Adjusts. £000s	2017/18 Revised Budget £000s	2017/18 Q2 Actual £000s	2017/18 Outturn Forecast £000s	Forecast Variance £000s
Corporate Property Maintenance Programme	2,000	727	0	2,727	470	2,692	(35)
ICT and Transformation	3,000	3,763	0	7,519	941	7,519	0
Emergency Generator (Data Centre)	0	0	1,200	1,200	0	1,200	0
Finance and HR System	1,126	0	434	1,560	0	1,560	0
Ward Programmes	120	0	0	120	0	120	0
Resources Sub-Total	6,246	4,490	1,634	13,126	1,411	13,091	(35)
GENERAL FUND TOTAL	386,774	52,412	(208,273)	231,469	48,103	196,878	(34,591)
Major Repairs & Improvements Programme*	26,771	3,228	94	30,093	9,532	28,319	(1,774)
Larger Homes	100	324	(94)	330	9	9	(321)
Special Transfer Payments	180	391	0	571	41	121	(450)
HOUSING REVENUE ACCOUNT TOTAL	27,051	3,943	0	30,994	9,582	28,449	(2,545)
LBC CAPITAL PROGRAMME TOTAL	413,825	56,355	(208,273)	262,463	57,685	225,327	(37,136)

*includes fire safety works of £10m.

REPORT TO:	Cabinet 11 December 2017
SUBJECT:	South London Waste Partnership (SLWP) – Looking to the new contract in 2018
LEAD OFFICER:	Shifa Mustafa, Executive Director – Place Steve Iles, Director of Streets
CABINET MEMBER:	Councillor Stuart Collins Deputy Leader and Cabinet Member for Clean Green Croydon
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT:	
Cleaner & Greener	
<p>These services meet the Council’s Corporate priorities to:</p> <p>Provide value for money to its residents through the development of an integrated waste and street cleansing service alongside three neighbouring authorities, considerable savings and also improvements in contract performance</p> <p>Support improved use of Council assets and investment in energy and carbon management.</p> <p>Contribute to the local economy and environment through social value.</p>	
AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS:	
<p>As part of Ambitious for Croydon, the Council is working with residents and contractors to improve street cleanliness, maximise recycling, tackle fly tipping, instigate behavioural change, instil pride in our Borough and improve contracted services within the challenging financial constraints set by National Government.</p>	
FINANCIAL IMPACT	
<p>There are no new direct finance implications arising from this report. The cost of delivering the projects are to be funded from existing Revenue and Capital budgets and were agreed as part of the budget setting report presented to Cabinet in February 2017.</p>	
KEY DECISION REFERENCE.: 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 recommendation below:

1. RECOMMENDATIONS

That Cabinet:

- 1.1 Notes the arrangements for the forthcoming South London Waste Contract with Veolia
- 1.2 Note the enhancements to the current service, including the garden waste service running all year round, and the collection of Christmas trees from kerbside properties
- 1.3 Note the progress on the planned transitional improvements to the environmental service in advance of the new South London Waste Partnership contract.
- 1.4 Note the Council agreed to bring this Christmas tree collection service forward for January 2018, meaning residents will receive this service a year earlier than anticipated.

2. EXECUTIVE SUMMARY

- 1.1. This report details the arrangements for the forthcoming South London Waste Contract with Veolia, and the improvement it will have on Croydon's existing services, the governance arrangements for the new contract and the investment being made in environmental services prior to the commencement of the new contract.
- 1.2. The South London Waste Partnership (SLWP) was formed in 2003 between the boroughs of Croydon, Kingston, Merton, and Sutton and has a proven record of providing improved and more cost-effective waste management services through the procurement of complex waste disposal treatment, recycling and Household Reuse and Recycling Centre contracts. The SLWP itself is not a legal entity and thus procures its contracts through one of the borough members of the Partnership in this case, Croydon Council.
- 1.3. Officers from the four partner boroughs explored opportunities for future delivery of a range of high quality environmental services. An options analysis was undertaken to assess the merits of procuring services in partnership, as opposed to procuring alone, or retaining existing arrangements. The boroughs made an assessment of delivery, procurement options and modelling savings based on joint procurement by all boroughs. The modelling suggested savings in the region of 10% from procuring jointly with the potential to achieve savings in excess of this if the partner boroughs harmonised these services.
- 1.4. On this basis a business case for a joint procurement exercise for the following services was agreed in each of the boroughs between November 2014 and January 2015:

Lot 1 (All boroughs)	Lot 2 (Sutton & Merton only)
Waste collection	Parks and grounds maintenance
Street cleaning	Cemeteries
Commercial waste	Highway verge maintenance
Winter Maintenance	Tree maintenance (excluding inspections)
Vehicle maintenance and procurement	Sports and play facilities management

***NB at this stage Croydon is only procuring Lot 1 contracts but may opt-in to Lot 2 at a later date.**

- 1.5. Following an endorsement from the Joint Waste Committee on Tuesday 7 June 2016. On 11 July 2016 Cabinet endorsed Veolia as the preferred bidder for the Lot 1 Contract. The Contract was signed in March 2017.
- 1.6. Following contract procurement savings are around 20% and are forecast to save the four boroughs £56m over the next eight years (£47.4m on Lot 1 and £8.6m on Lot 2), based on a scenario where service budgets were inflated at 1% each year.
- 1.7. For Croydon, the original financial implications of the award of this contract to Veolia were revenue savings over the initial 8 year period of the contract of £34.297m against a cumulative budget of £98.489m over the same period. This has since been slightly revised to show revenue savings of £35.097m due to an adjustment for the cost of financing capital expenditure. This equates to an annual saving of £5.014m in 2018/19. This saving remains constant over the life of the contract, although contract costs will be uplifted for inflation each year (estimated at 1% per annum) which would reduce this saving in cash terms.
- 1.8. The contract also assumes capital investment of £9.648m over the first two financial years (2017/18 and 2018/19). This is broken down as £6.694m of expenditure on vehicles, £2.800m on containers, and £0.145m on depot refurbishment.









DETAIL

2. BACKGROUND

- 2.1. Croydon's waste collection and street cleaning contract runs until 3rd March 2017. It was originally let in 2003 to Cleanaway before the company was procured by Veolia in 2007. The current administration inherited the Veolia contract in 2014.
- 2.2. In recent times there has been a shift in the expectations regarding the standard to which Veolia delivered its services under the current contract, although the current contract is regulated by a set of Key Performance Indicators (KPIs), which

are not particularly robust by today's standards. The mechanisms by which residents can report service issues have also changed, resulting in considerably more requests via online reporting such as 'My Account' and the 'My Croydon' smartphone app.

- 2.3. The new contract for the SLWP will be underpinned by a more robust set of KPIs which will drive standards of service delivery and ensure there are appropriate penalties for service failures.
- 2.4. Currently the partner boroughs deliver their waste collection services differently, with some providing weekly food waste collections, fortnightly collection and twin stream recycling services with all of the boroughs providing a chargeable green garden waste service.
- 2.5. Croydon currently operates a fortnightly kerbside collection of landfill waste, with an alternating weekly collection of paper/card and dry mixed recycling (DMR) and a weekly collection of food waste and an optional chargeable garden waste collection service. All these services will remain, however, from October 2018 in the new contract paper will now be collected in a 240L wheeled bin as opposed to a 55L box. All other waste containers will remain the same. A summary of the current containers and services offered by the four boroughs vs those offered in the new contract are summarised below:

Borough	As Is	New
Croydon		
	Retain existing Containers for residual waste, garden waste, food waste, use existing boxes for DMR and receive a new bin for paper and card recycling	
Kingston		
	Retain all existing containers for use on new services	
Merton		
	Retain existing food waste and garden waste containers and receive a new bin for paper and card recycling and a new residual bin to replace existing residual waste sacks.	
Sutton		
	Retain existing residual and garden waste containers. Receive a new box or bag alongside the wheeled bin for kerbside recycling and new food waste caddies for food waste recycling	

3. HARMONISED SERVICE PROPOSALS

- 3.1. Veolia's solution involves harmonisation of services over time across the Partnership area.
- 3.2. Waste collection proposals include:
- Food waste collected every week
 - Residual (non-recyclable or 'black bag') waste collected every fortnight
 - Card and paper collected every fortnight
 - Tins, plastics glass collected every fortnight
- 3.3. Other services are also harmonised across the partnership area. The street cleaning service proposals operate on a neighbourhood basis. Parks and grounds maintenance service resource is flexible with dedicated staff at key locations. Boroughs are able to share depot space, enabling the services to operate more efficiently.

4. BENEFITS OF THE NEW CONTRACT

- 4.1. The objectives agreed prior to the commencement of the procurement exercise were:
- to target optimum savings on the costs of service provision through lower service costs and increasing recycle revenues;
 - to deliver residents a high performing service, achieving high levels of customer satisfaction;
 - to provide improved environmental and carbon outcomes in the way we deliver environmental services.
- 4.2. Whilst the provider of Lot 1 services is Veolia, the current provider of Croydon's waste and street cleansing services, there will be key enhancements to the way these services are delivered compared to the current contract.
- 4.3. Veolia's solution delivers significant benefits to Croydon over the course of the contract term. In addition to delivering considerable savings as detailed in paragraph 1.7, the new contract will be underpinned by a new set of performance indicators which set the Service Provider challenging targets aimed at driving up performance in key areas such as missed collections and street cleanliness. With strict penalties associated with failure to meet these targets, the Service Provider has also set out a robust monitoring approach to ensure these standards are upheld.
- 4.4. Changes to Streets Services (operational from March 2018)
- 4.4.1. Fly tips will be cleared twice as quickly as they are currently. The new service standard is to clear fly-tipped material within 24 hours of notification, compared to the current 48 hours.
- 4.4.2. Veolia will carry out Core Street Cleaning Services for all footpaths, public rights of way, adopted highway, pavements, housing estates (in Croydon only), and other public areas in the Boroughs' administrative areas.

- 4.4.3. Street cleansing will move from being a frequency based service, to being an outcome based service. Streets will be serviced to a grade A standard as detailed in National Indicator 195 (NI195) at the time of sweep and maintained to such a level that they never fall beneath a grade B. The definitions of the litter grades are provided in Appendix A.
- 4.4.4. In May of each Contract Year, the Contractor shall submit a draft Leafing Removal Programme to the Council for approval detailing the resources, equipment and vehicles to be used for leaf removal, and the start date for leaf clearance programme. Once approved, Veolia will be required to remove all autumn leaf fall from relevant land on or before the date specified in, the Leafing Removal Programme agreed. The Council may alter the dates due to seasonal conditions.
- 4.4.5. It will be a contractual target for orange bags from the street cleansing operation to be removed on the same day of production.
- 4.4.6. Where possible street cleansing schedules will complement the recycling service, meaning that problems associated with spillages and windblown litter are minimised. There will also be a harmonisation of standards across the partnership boroughs relating to response times for services such as removal of fly tipping.

5. Changes to Waste Collection Services (operational from October 2018)

- 5.1. The blue box which is currently used for paper and card will be replaced with a 240L wheeled bin, meaning residents have additional capacity for recycling and that windblown litter associated with the overfilling of paper boxes will be eradicated.
- 5.2. The addition of the blue box will increase the overall capacity for kerbside properties from 383 litres to 568 litres per fortnight, with an emphasis on increased recycling. Batteries will also be collected for recycling as part of the new contract, as will textiles. This represents a comprehensive kerbside recycling offer.
- 5.3. Flexibility is an important feature of the new service and residents will be able to request additional, larger or smaller containers if required, subject to meeting certain criteria, e.g.
- Household of six or more people
 - Residents with certain medical conditions
 - Families with two or more children in nappies

Alternative arrangements will also be made for properties with access issues, such as those above shops.

In these instance, or others as required, a larger bin i.e. 240/360l as agreed with each Borough, would be provided for an agreed period, dependent on the circumstances and needs.

- 5.4. The delivery of bins and other waste containers will be carried out within 5

working days, as opposed to the current 5-20 working days, meaning residents will receive replacement bins/boxes far more quickly than they presently do.

- 5.5. The Service Provider will work toward a target of thirty missed collections per one hundred thousand properties, whereas under the current contract it is ninety per one hundred thousand properties.
- 5.6. Garden waste will be an all-year round chargeable service instead of stopping in the winter. This means that instead of receiving approximately 13 collections each year, residents will now get 26 collections per year for just £1.50 more than the current rate.
- 5.7. Every year, for a two week period at the beginning of January, Veolia will arrange for the free collection of Christmas trees from kerbside residents, for composting.
- 5.8. Following negotiations with the Council, Veolia have agreed to bring this Christmas tree collection service forward for January 2018, meaning residents will receive this service a year earlier than anticipated.
- 5.9. The proposal to increase additional recycling capacity for paper and card alongside fortnightly collection of residual waste and enhanced recycling capacity will assist in contributing to the achievement of the Council's Ambitious for Croydon target of 40%.
- 5.10. It is anticipated that the new systems for waste collection will increase the recycling rate across the partnership by around 4%.

7. CHANGES TO HOUSING

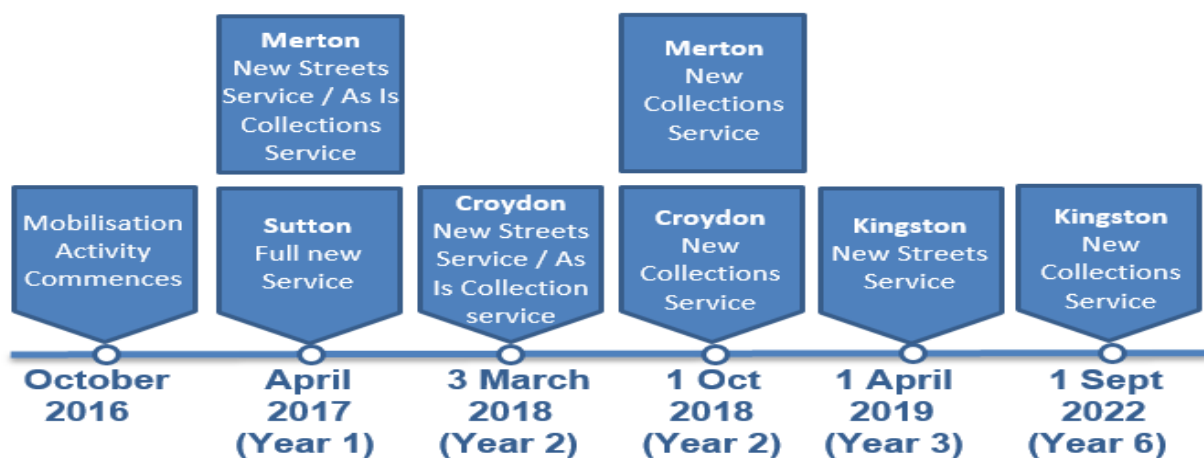
- 7.1. Under the new contract Veolia will undertake a waste capacity audit for all communal properties during the mobilisation period in which container provision **will be reviewed and amended to allow an equivalent capacity for each household** utilising the communal storage area to that of Kerbside collection properties. Veolia will ensure that sufficient capacity is provided and a collection schedule is established to meet the requirements of delivering this capacity.
- 7.2. Washing of communal food waste bins on a quarterly basis has been factored into the Street Cleansing 'washing' resource who will also complete litter bin washing.
- 7.3. As part of a drive across communal properties to incentivise participation, Veolia will use data collected from collection crews to benchmark, compare and report back at regular intervals on recycling performance of each block, estate, or other suitable grouping.
- 7.4. Veolia will explore ways to work with landlords and estates managers responsible for properties, and encouraging them to be accountable for the correct use and upkeep of bin-stores. This shift in approach to accountability will be supported with enforcement to ensure uptake, with crews instructed to tag bins where standards are not acceptable. By involving the management of the property as a joint stakeholder in the issue, another angle of approach and communications channel with customers is opened up, accessing the pre-existing relationship

between estate manager and resident, which may pose a more real sense of consequence.

- 7.5. For new developments a waste audit will be undertaken, containers will be allocated and delivered and the collection rounds will be adjusted accordingly. When notified a property has been occupied Veolia will deliver the correct receptacles within five Business Days with a service leaflet informing the new residents of how the service works, what containers are to be used for what item and the days on which collections will be made.
- 7.6. Another approach Veolia will explore is to directly engage landlords and estates managers responsible for properties, challenging them to become more accountable for the correct use and upkeep of bin-stores.
- 7.7. A team of eight cage vehicles, operating predominantly as driver plus one will provide cleaning for the housing estates in Croydon with a total of 8 Drivers and 12 Operatives delivering the service. The teams will provide support to the Village teams and the market cleaning teams as required.
- 7.8. Veolia will remove weeds from all relevant land and moss from the housing estates in Croydon to ensure that the land is weed and moss free.

8. SERVICE CHANGE TIMETABLE

- 8.1. The SLWP contract for Lot 1 commenced on 1 April 2017, although the new service for Croydon does not commence until 4th March 2018 for street cleansing, and 1 October 2018 for the new waste collection service as illustrated below.



9. PREPARATION FOR NEW SERVICE

- 9.1. Over the last year £1.3m has been invested in new technologies to help make a smooth transition into the new contract and achieve greater efficiency and improve standards of Street Cleansing, working with our Service Provider, Veolia.
- 9.2. 25 barrow beats are being enhanced with “Green Machine” vacuums which are ideal for town centres and areas of high footfall. The power and adaptability of these units is making a real difference in hard to reach areas such as the back lines of pavements and between parked cars. These vacuums are already being utilised on ten rounds, with the remainder set to follow shortly. These battery

- powered machines have zero CO₂ emissions, and have created a real talking point among residents whose rounds they service, raising public perception of Croydon's Street Cleansing services. A competition will follow for local residents to name their vacuum, with the winning suggestions being liveried on the front of the machines.
- 9.3. Four new "mini" mechanical Schmidt sweepers: these have been introduced to support manual barrow beats, particularly on our 6-weekly schedules. They allow for a deeper cleanse, particularly on pavements and in housing estates where the larger brooms are unable to navigate. Seasonally, they provide more effective removal of moss and leaves.
 - 9.4. There has also been a reinstatement of afternoon street cleansing shift in the town centre to ensure standards are maintained throughout the day and that orange bags used for street cleansing are collected on the day they are produced.
 - 9.5. Two new Refuse Collection Vehicles (RCVs) have been purchased and are currently being utilised on a new borough-wide PM shift of fly-tip removal operating and also acting as a dedicated weekend resource for fly tip clearance. This resource is being used to proactively clear from known flytip hotspots and gives flexibility to be directed as the need arises. Working with the Cabinet Member and Veolia, Steve Reed M.P. has organised an anti-litter poster competition amongst schools in his constituency, with the winning designs set to appear on Veolia vehicles as part of the Council's anti-litter campaign.
 - 9.6. The Introduction of the afternoon shift and a dedicated weekend resource for fly-tip removal to ensure clearance of fly tips within 48 hours (year to date: average 87.9% cleared within 48hrs versus 80.84% in 2016). This allows us flexibility to direct resource as needed. Alongside this, Veolia operates a proactive clearance of fly-tips where street cleansing operatives report fly-tips to their charge hands for clearance.
 - 9.7. Two caged tippers vehicles have been purchased and are currently providing a solution for narrow access fly-tip clearance (e.g. housing estates, alleyways, etc.), meaning more flexibility and faster reaction times.
 - 9.8. Eighty "Big Belly" Solar Compactor bins have been introduced mainly to areas of high footfall, rubbish deposited in these bins is compacted up to 8 times. The bins send a message to Veolia when full. This ensures they are only emptied when required, freeing up resource to be spent on improving street cleansing and removing fly-tips. All the bins have been adorned with posters from local school children, promoting anti-littering. In the next month, stencilled footprints will be added to the pavement leading up to the bins, so people can be in no doubt about the correct way to dispose of their waste.
 - 9.9. Up to ten support teams and two extra mechanical brooms are being deployed over the Autumn/Winter leafing period in order to target leafing hotspots and support the regular sweepers.
 - 9.10. Standards of street cleanliness have greatly improved, with over 90% of roads being swept to standard across the borough. This is due to the investments made, plus a new regime of joint monitoring of streets between council officers and Veolia's contract supervisors to ensure more proactive rectification of issues.

9.11. Along with investments in technology, it was important to review current service provision and see where minor improvements may be introduced that would have a noticeable effect. Croydon will join the South London Waste Partnership integrated waste management contract in 2018, therefore any operational changes need to take this into account as they would be fairly short-term arrangements. The following actions were taken:

- Reinstatement of afternoon street cleansing shift in the town centre to ensure standards are maintained throughout the day.
- Introduction of afternoon shift and a dedicated weekend resource for fly-tip removal to ensure clearance of fly tips within 48 hours (year to date: average 87.9% cleared within 48hrs versus 80.84% in 2016). This allows us flexibility to direct resource as needed. Alongside this, Veolia operates a proactive clearance of fly-tips where street cleansing operatives report fly-tips to their charge hands for clearance.
- Clearance of street cleansing bags: To support our aim of keeping the streets as clear of fly-tips as possible, it is important to practice what we preach. All street cleansing bags are cleared on the day of sweep, with a dedicated afternoon shift for bag removal operating borough-wide.
- Seasonal operations: Issues such as leafing affect operations and can be very weather dependent. Up to 10 support teams and 2 extra mechanical brooms are deployed over the Autumn/Winter leafing period in order to target leafing hotspots and support the regular sweepers.

9.12. A new regime of joint monitoring of streets between council officers and contract supervisors to generate more proactive rectification of the issues. Joint training was provided to all council monitoring officers and contract supervisors in order to ensure consistency across the contract. The training was provided by Keep Britain Tidy in order to familiarise staff with NI195 standards of cleanliness. As a result of this, over 90% of roads are now swept to the standard across the borough with over 200 inspections being undertaken each month.

10. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

Following an endorsement from the Joint Waste Committee on Tuesday 7 June 2016. On 11 July 2016 Cabinet endorsed Veolia as the preferred bidder for the Lot 1 Contract. The Contract was signed in March 2017.

Following contract procurement savings are around 20% and are forecast to save the four boroughs £56m over the next eight years (£47.4m on Lot 1 and £8.6m on Lot 2), based on a scenario where service budgets were inflated at 1% each year.

For Croydon, the original financial implications of the award of this contract to Veolia were revenue savings over the initial 8 year period of the contract of £34.297m against a cumulative budget of £98.489m over the same period. This has since been slightly revised to show revenue savings of £35.097m due to an adjustment for the cost of financing capital expenditure. This equates to an annual saving of £5.014m in 2018/19. This saving remains constant over the life of the contract, although contract costs will be uplifted for inflation each year (estimated at 1% per annum) which would reduce this saving in cash terms.

The contract also assumes capital investment of £9.648m over the first two financial years (2017/18 and 2018/19). This is broken down as £6.694m of expenditure on vehicles, £2.800m on containers, and £0.145m on depot refurbishment.

There are no direct financial implications arising from this report. The budget for the services delivered as part of the South London Waste Partnership and the Don't mess with Croydon Campaign will be funded from existing revenue and capital budgets that have previously been agreed by Cabinet as part of the budget setting report.

The financial investment in services and education of our residents will enable revenue savings to be generated which are to be reinvested into improvements in the current service prior to the new SLWP contract. The new contract when operational will also deliver significant savings for the council which have been documented in previous cabinet reports.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and Deputy S151 Officer

11. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

The Council Solicitor comments that there are no legal considerations arising directly out of the recommendations set out in this report.

(Approved by: Sean Murphy, Principal Corporate Solicitor (Regeneration), on behalf of the Director of Law and Monitoring Officer).

12. HUMAN RESOURCES IMPACT

There are no human resources implications arising from this report
Approved by: Jenny Sankar, HR Lead for Place.

13. EQUALITIES IMPACT

An initial equality analysis was undertaken as part of the development of the environment enforcement policy. This covers the proposals to make Croydon a cleaner and greener borough. The initial equality analysis indicates that the actions arising from this report are unlikely to directly affect equality groups that share a "protected characteristic". The direct impact will be upon anyone committing an environmental offence rather than a particular group.

The initial equality analysis is currently work in progress and will be reviewed and updated as the education and enforcement actions arising from this report are planned and delivered. For instance, we will ensure that different equality / community groups and schools are engaged in a campaign to educate and raise awareness of the clean and green agenda and any communication / information that we produce is accessible.

14. ENVIRONMENTAL IMPACT

- 14.1 The recommendations of this report impact significantly on the environment as they specifically designed to address enviro-crime such as fly tipping and littering. They will send a clear message that the council working with the communities in taking pride in the environment will not tolerate these offenses, should change attitudes to fly tipping and littering and will ultimately make the borough a cleaner and greener place to live, work and visit.

15. CRIME AND DISORDER REDUCTION IMPACT

The recommendations of this report will impact on crime and disorder as they will intensify the councils approach to identifying and prosecuting people for fly tipping and littering for which these are the offences the council has powers to enforce.

16. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 16.1 The recommended that the council continues to adopt the clean and green approach and the range of interventions and engagement with our communities. Introducing the capital investment into the service will provide efficiencies within the service to enable resources to be diverted to areas of the borough with the greatest need. This investment will also allow the current service to transition to the new South London Waste Partnership contract in March 2018.
- 16.2 This is consistent with the environmental enforcement policy, which clearly sets out what the council's position is regarding tackling fly tipping and littering and other offenses.

17. OPTIONS CONSIDERED AND REJECTED

- 17.1 The range of interventions described above take the existing service provision and powers the council has combining them under a new strategic and operational approach to develop further in order to transition the existing service to the new South London Waste Partnership contract in March 2018. There are options to introduce this approach without including residents, businesses, our schools and contractor but that would undermine the "inclusive" nature of the Clean and Green Strategy and would lead to an approach which did not have partnership at its core.

CONTACT OFFICERS:

Tom Lawrence – Head of Environment & Leisure 0208 726 6000 ext 52520

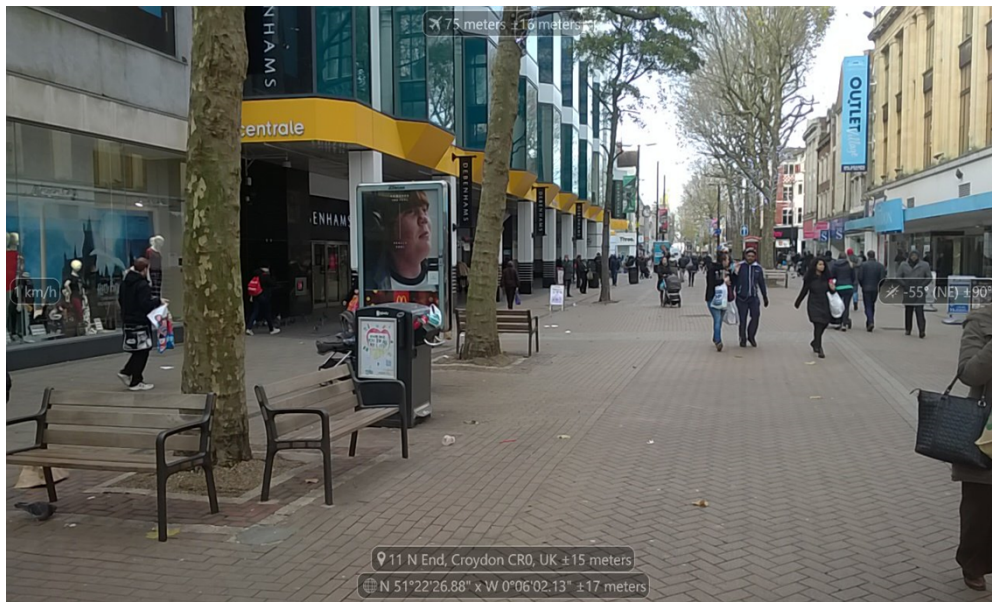
Background document: none

Appendix A – Street Cleansing Gradings

GRADE A - no litter or refuse



GRADE B - predominantly free of litter and refuse except for some small items



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For General Release

REPORT TO:	Cabinet 11 December 2017
SUBJECT:	Croydon Growth Zone – Infrastructure Programme
LEAD OFFICER:	Shifa Mustafa Executive Director – Place Lee Parker – Director of Growth
CABINET MEMBER:	Councillor Alison Butler Statutory Deputy Leader and Cabinet Member for Homes, Regeneration and Planning Councillor Stuart King Cabinet Member for Transport & Environment Councillor Mark Watson Cabinet Member for Economy and Jobs
WARDS:	All wards
<p>CORPORATE PRIORITY/POLICY CONTEXT</p> <p>AMBITIOUS FOR CROYDON AND WHY WE ARE DOING THIS?</p> <p>The proposals presented in this report provide for the infrastructure that enables development and economic growth in Croydon leading to:</p> <ul style="list-style-type: none"> • 23,594 new jobs • a further 5,097 jobs during the construction phase • at least 10,000 new homes • the wholesale renewal of the retail core ensuring the metropolitan centre is an attractive place to live, work and invest. <p>CROYDON'S COMMUNITY STRATEGY 2016-21</p> <p>The proposals presented in this report will help deliver key outcomes from Croydon's Community Strategy 2016-21:</p> <ul style="list-style-type: none"> • Outcome 1 – A great place to learn, work and live • Outcome 2 – A place of opportunity for everyone • Outcome 3 – A place with a vibrant and connected community and voluntary sector <p>CROYDON LOCAL PLAN AND OPPORTUNITY AREA PLANNING FRAMEWORK (OAPF)</p> <p>The proposals seek to deliver the overall objectives of the Croydon Local Plan and OAPF.</p>	
<p>FINANCIAL IMPACT</p> <p>The Council received a £7m grant from the Department for Communities and Local Government (DCLG). The grant is intended to fund the costs of any borrowing in the first 3-5 years of the programme before the business rates uplift (which are used to</p>	

service the loan). The funding mechanism was approved by Cabinet in July 2016 and the Mayor of London in September 2016, and will ring-fence 50% of growth in business rates from April 2018 for 16 years, plus an option to extend by 3 years, in the designated area from the local government finance system. This income will be used to pay for the required infrastructure as set out in the report. The loan will not be drawn down until the Whitgift redevelopment has reached the stage where we have confidence in the timing of its delivery given its importance to the viability of the growth zone.

The full Growth Zone programme includes an estimated £520million of projects supported by a loan of £309.9million. The balance (£210million) is to be made up by contributions from TfL, the GLA or planning obligations.

This report excludes smart cities and social infrastructure which are detailed in separate cabinet reports.

KEY DECISION REFERENCE NO.:

2217CAB - The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Strategic Overview Committee by the requisite number of Councillors.

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 Note the activities underway and planned by the transport, public realm and culture, energy, parking and construction logistics workstreams.
- 1.2 Approve Growth Zone funding for the projects in 2018/19 valued at £4million set out in Section 3, paragraph 3.6 of this report.

2. EXECUTIVE SUMMARY

- 2.1 This paper provides details of the physical infrastructure elements of the Croydon Growth Zone programme. The Cabinet and the Mayor of London gave approval to proceed with the Growth Zone in July and September 2016 respectively and an additional report was approved by the Cabinet Member for Homes, Regeneration and Planning in July 2017 (2417HRP) setting out progress and approving the governance arrangements. The Croydon Growth Zone is a Tax Increment Financing (TIF) model which harnesses business rates growth to enable borrowing to fund infrastructure. The Council is now working with the Department of Communities and Local Government (DCLG) to process the formal designation of the Growth Zone which will allow for a loan to be taken out from April 2018 to fund the works set out in this report.
- 2.2 Croydon's growth is already evident and is now one of the prime areas of London where people choose to live, work, visit and invest. To ensure this change is sustained and that the benefit to Croydon residents is maximised, a range of infrastructure improvements have been identified by the London Borough of Croydon (LBC), working with key stakeholders including Transport

for London (TfL), the Greater London Authority (GLA), Network Rail and developers.

- 2.3 This report sets out a list of projects that enable growth by providing an increase in the capacity of the transport network including better facilities for pedestrians, cyclists and improved public realm. It also details initiatives that are aimed at mitigating the impacts of construction activity and pressures on parking and contributing to the case for inward investment. Projects are split into 5 themes, each overseen by the relevant sub-group reporting to the Growth Zone Steering Group. These are Transport, Public Realm and Culture, Energy, Construction Logistics and Parking. Particular emphasis is on the activities and estimated expenditure in 2018/19. Subsequent reports will be submitted recommending approval for individual projects or packages of works, once they are developed to the appropriate stage.

3. DETAIL

Background

- 3.1 From inception, the Growth Zone was developed as a collaborative approach with the GLA and TfL to secure Central Government investment in the form of fiscal devolution and/or grant funding in Croydon. It has developed into a business rate retention scheme based on a Tax Increment Financing (TIF) model over a designated area in Central Croydon. In essence, it proposes to borrow to fund infrastructure projects which are essential to growth, with the costs of borrowing repaid by future uplift in the business rates base.
- 3.2 The Growth Zone will run for 16 years, with an option to extend by 3 years, and will fund a number of phases of infrastructure delivery, although the focus is on the first five years in order to coincide with major development activity in the pipeline. This will minimise disruption, enable growth to occur earlier and bring forward the benefits of the town centre regeneration.

Development of the infrastructure programme

- 3.3 The Council working with stakeholders, initially identified a list of 39 critical infrastructure projects that would enhance the Growth Zone and enable development to be brought forward in a timely manner and, alongside other contributions, mitigate the impact of growth planned in central Croydon in the area designated by the GLA as the Croydon Opportunity Area (COA). The total cost of these projects is close to £520m to be financed via a loan of £309.9m with the remaining funding to be comprised of GLA, TfL and Council capital funding, planning obligations or other third party contributions. Alongside this work, financial modelling was undertaken to align the development trajectory, infrastructure delivery programme and proposed structure of the loan.
- 3.4 To ensure these projects contributed to growth and could be delivered on time and within the estimated budget, multi-disciplinary consultants were appointed in November 2016. Outline business cases have been developed for each project and further liaison with stakeholders has taken place to create a delivery plan, with the main focus being on the next five years to align with major

developments. The business cases include an assessment of the projects contribution to growth and business rate uplift in the COA.

- 3.5 During the process of developing the programme, a number of new project areas have been included which were not in the original list of 39. These are: Fiveways Junction, walking and cycling schemes, East Croydon station, Brighton Mainline Upgrade and transport corridor improvement schemes. Not all these require funding from the Growth Zone but have a positive effect on Growth in the COA and therefore are included for completeness. See **Appendix 1** for the baseline programme (projects and cost estimates subject to change as the programme is developed). They are also included in the light of the Mayor of London publishing his draft Transport Strategy. That draft proposes a sustainable travel (public transport, walking and cycling) modeshare of 80% for London by 2041 except at Opportunity Areas such as the Croydon Growth Zone where the expectation is to go much further.
- 3.6 The financial model used to support the Growth Zone provides information on cash flow which dictates how much of the loan can be spent each year. The model reinforces the importance of the Whitgift redevelopment with regard to achieving business rate uplift and as such the loan cannot be drawn down until further progress is made with the development. In 2018/19 a limit of £4million has been set which will be recharged to the loan once drawn down or from the £7m grant should the development not proceed. The £4million is recommended to be broken down as follows:

Workstream/Project	GZ funding required - 2018/19 (£000's)
Public Realm and Culture	1,200
Transport	1,000
Construction Logistics	400
Parking	400
Energy	50
*Smart Cities	700
*Social Infrastructure	250
TOTAL	4,000

*detail covered in separate cabinet reports

Governance

- 3.7 The Growth Zone has established governance arrangements in place. Each of the five themes noted in this report have a separate sub-group overseeing project development and delivery supported by a central programme management team. These report to a Steering group joint chaired by the Executive Director of Place and a Director from the Greater London Authority. A Board co-chaired by the Leader of the Council and Deputy Mayor for London oversees the programme.

Work programme

Construction Logistics

3.8 The **Construction and Logistics sub-group** is responsible for planning and overseeing measures that minimise the impact of the construction activity in the town centre and on adjoining roads. The Council as a local traffic authority has a Statutory Duty under Section 16 of the Traffic Management Act 2000 to secure expeditious movement on roads where Croydon is the traffic authority and facilitate the expeditious movement on other roads where the council is not traffic authority. A dedicated officer has been appointed to oversee this area of work in the Growth Zone.

Project / Initiative	GZ funding required - 2018/19 (£000's)
Highways Impact Electronic Monitoring and Co-ordination Systems	100
Staff resourcing (Development Impact Engineers)	105
Utility Co-ordination	60
Travel Demand Management	70
HGV Emission Control and Monitoring	18
Enforcement	30
LBC/Utility/Developer Co-ordination Workshops and Forum	12
Communications	5
HGV Holding Areas	10
TOTAL	400

3.9 The construction logistics programme includes a series of initiatives that aim to reduce congestion on the local highway network caused by construction related traffic. These include:

- Several electronic applications being considered by the Council to monitor construction traffic whilst also directing and coordinating it.
- A dedicated resource appointed to oversee this programme and liaise with developers and contractors.
- Additional support from a specialist consultancy that works with all the utility companies active in Croydon town centre to ensure utility works are coordinated and to minimise the impact of essential works.
- The Council has also looked at best practice from other towns and cities undergoing regeneration and that from Olympic Games. This has confirmed the importance of Travel Demand Management. This involves working with local businesses, supporting them whilst there is disruption to the transport network associated with the development activity and helping their staff and visitors switch from the car to public transport walking and cycling during the construction period and afterwards
- Monitoring of HGV emissions.
- Enforcement on HGV's if they exceed specified emission levels and enforcement activity relating to parking, moving traffic offences and prescribed delivery hours.

- Working closely with developers and contractors to identify the issues, coordinate works and develop local solutions that manage traffic in the town centre. This will involve a series of workshops and regular liaison via a construction and logistics forum.
- Communications around planned disruption to the transport network to allow residents and businesses to identify alternative travel options.
- The establishment of HGV Holding areas at various distances from the Town Centre to minimise the impact of construction delivery traffic and ensure timely arrival of goods.

Transport

- 3.10 The **Transport sub-group** is overseeing the development of tram, bus, rail, walking, cycling and highway schemes that will form the majority of the required infrastructure. Through the assessment of future growth and travel patterns, a range of schemes have been put forward which will ensure people can travel in, out and around Croydon safely and efficiently.
- 3.11 As a number of the projects are in the early stages of scheme development, a proportion of the funding for 18/19 will focus on the progression of concept / developed design options. In addition, a key element of next year's programme will relate to Croydon's project management input into the two TfL-led projects that form a key part of the programme: Fiveways & the Tramlink Dingwall Loop. Certain project areas are at a more advanced stage, in particular the Cycle programme, and this will be the main focus of scheme delivery across the year.
- 3.12 It is recommended that the £1million Transport Programme funding for 2018/19 should be assigned as follows.

Project / Initiative	GZ funding required - 2018/19 (£000's)
Trams – Dingwall Loop	25
Streets - Fiveways	15
Rail – West Croydon Station	90
Buses – Bus Priority Measures	100
Walking & Cycling Programme	460
Streets – A232 Chepstow Road / Addiscombe Road	80
Streets – Brighton Road Corridor	100
Streets – London Road Corridor	70
Streets – Mitcham Road Corridor	60
TOTAL	1,000

- 3.13 A brief summary of the work undertaken to date, along with the work planned for each of the project areas in 2018/19 is included below:

Trams – Dingwall Loop

- 3.14 The Dingwall Loop Tram scheme has been developed in response to the significant increase in tram patronage forecast over the next 15 years, with a particular focus on the impact of the redevelopment of the Whitgift site. Scheme designs are in the process of being developed for the new highway layout, to incorporate a second Town Centre tram loop line (via Dingwall Road and Lansdowne Road) and associated public realm improvement. The Loop would

enable trams arriving at the Town Centre from the east, to return eastwards more quickly, lifting the capacity of the network. Powers to build and operate the Loop need to be obtained from central government via a Transport and Works Act Order.

- 3.15 The funding for 18/19 will cover Croydon's resourcing of the overall project (£15,000), along with £10,000 as a part-contribution towards the completion of developed designs (RIBA Stage 3) associated with the public realm improvement for Dingwall Road, Lansdowne Road and Wellesley Road.

Streets – Fiveways

- 3.16 Public consultation on planned changes to the A23/A232 street environment in the Fiveways area took place between July 2017 and September 2017. Croydon officers are currently working with TfL to consider post-consultation changes to the scheme design. A planning application for the project is currently programmed, subject to necessary approvals being in place, to be submitted in summer 2018.

- 3.17 The funding for 18/19 will cover Croydon's resourcing of the project.

Rail – West Croydon Station

- 3.18 LBC, TfL, Network Rail and the GLA are in the initial stages of working towards the redevelopment of West Croydon Station. A tender process took place between September – November 2017 for consultants to develop design and development options (RIBA Stage 2) for the station site. A multi-disciplinary project team is in the process of being appointed to undertake this work between November 2017 and May 2018.

- 3.19 In 2018/19 it is anticipated that a further stage of design development work will be required, to take the project to the developed design stage (RIBA Stage 3). This will take the form of a new tender process and will be dependent on progress with the current commission.

Buses – Bus Priority Measures

- 3.20 In December 2016 a consultant's study for TfL was finalised which looked at potential bus priority measures that could be implemented in and around the Croydon Growth Zone area to improve the future efficiency / reliability of the bus network.

- 3.21 A proportion of the bus priority schemes relate to measures that could be delivered over the short-term (1 -2 years), with limited impact on wider plans for the town centre. TfL has provided resource to enable designs for these schemes to be developed during 17/18. The funding in 18/19 will contribute towards the development of construction design drawings and enable the consultation and delivery of some of the measures that can be delivered in the short term.

Walking & Cycling

- 3.22 The Walking and Cycling programme has been developed to create a significant increase in sustainable and 'active travel' in the Borough, with a particular focus on the safe routes in and around central Croydon. TfL has identified Croydon as the London Borough with the greatest potential for

Cycling due to the very large number of short car trips that could readily be made on foot or by bike if conditions are right. The proposed walking and cycling schemes will be delivered in 4 phases. Schemes in the first phase of 'quick wins' are being implemented or are about to be delivered. In 2018/19 it is proposed that the remaining phase 1 schemes will be completed and further design development work will be progressed on phase 2 schemes. Public consultation on a number of schemes in phase 2 is forecast to start in the autumn of 2018, with the potential for the implementation of phase 2 to commence towards the end of financial year 18/19.

A232 Chepstow Road / junction with Lower Addiscombe Road

3.23 This is a critical junction, providing access to the Growth Zone from the east for walking, cycling, trams, buses and other forms of road transport, whilst providing a strategic east-west traffic 'movement' function. Achieving an appropriate balance between the various modes of transport using this junction is essential if efficient access to and from the town centre is to be achieved.

3.24 In 18/19 funding has been set aside to enable the development of potential design options for the junction, with the intention to move towards public engagement / consultation in 2019.

Brighton Road / Mitcham Road / London Road Corridors

3.25 These three corridors have been identified as the key 'movement' corridors serving the Growth Zone and it is essential that their design, and the priority afforded to each transport mode, responds appropriately to the future needs of Croydon town centre, whilst also taking into account localised priorities. In 18/19 funding has been set aside to enable the development of potential design options for each of the 3 corridors with a view to improving the ability to move people and goods along them and to take them closer to the Mayor of London's 'Healthy Streets' objective.

Parking

3.26 The **Parking sub-group** is responsible for assessing current and future demand for parking and ensuring the provision of a balanced and accessible parking arrangement in the COA. The sub-group is also exploring how technology may be used to make parking easier and the service more efficient.

Project / Initiative	GZ funding required - 2018/19 (£000's)
Comprehensive assessments of existing & potential Controlled Parking Zones	255
CPZ: Digital mapping of TMOs	80
Project Management Resource	65
TOTAL	400

3.27 The Parking programme includes a series of initiatives that aim to manage the car parking stock and mitigate the impacts of development on demand, supply and displacement for both on and off street parking within the town centre and immediate surrounding areas. The Council will begin with a comprehensive review of the existing on-street parking provision through Controlled Parking Zones and gain a full understanding of whether it is fit for purpose taking into

account the imminent displacements through proposed developments. The reviews will include parking stress surveys together with full operational reviews to pick up on all signage, markings and safety issues and also identify opportunities for additional parking spaces where appropriate. This work will be undertaken with a combination of in-house and specialist external resources. Concurrently the Council will commission the transfer of Traffic Management Orders (TMOs) to a digital map based system which will enable an improved and more efficient method of managing parking compliance and enforcement. This will also enable swifter deployment of any technological solutions to aid parking management in subsequent years. The funding for 18/19 will also cover Croydon's resourcing to manage this programme.

Public Realm and Culture

- 3.28 The **Public Realm and Culture sub-group** is responsible for developing and delivering the short, medium and long term projects, improvements and programmes for the public spaces, public realm and streets in the COA. This will be achieved through high quality public realm and coordinated delivery with the other Growth Zone Sub Groups, partners, communities, landowners and stakeholders. The early stages of the Five Year Public Realm Programme to be delivered during 2018/19 are the subject of this report and approval is being sought to begin planning, design work and implementation.
- 3.29 A summary of the Five Year Public Realm Programme intended to be delivered between 2018 – 2023 is included in **Appendix 2**.
- 3.30 The Sub Group has begun the delivery of a range of temporary place, public realm, culture and meanwhile (projects identified for 2017/18. Meanwhile is defined as temporary and opportunistic uses of a space or facility that pave the way for future permanent activity).
- 3.31 All schemes will be submitted to the Council's Place Review Panel (PRP), which was launched in November 2016 to ensure projects and development proposals achieve the quality required to deliver long term sustainable regeneration, place making objectives and urban design principles.
- 3.32 The Growth Zone programme supports the Council's work on a Cultural Programme and Strategy providing a multi-faceted approach to regeneration and place making for local residents and visitors to the COA. This critically important work is exemplified in Croydon's bid to host the title of the London Borough of Culture in 2019. One of the main drivers for Croydon's ambition to host the title is the positive reputational change it would bring as well as significant funding and resources for additional cultural delivery.
- 3.33 It is recommended the £1.2m Place, Public Realm, Culture and Meanwhile Programme for 2018/19 should be assigned as follows.

Project	GZ funding required - 2018/19 (£000's)
Culture and meanwhile Programme 2018/19*	400
Mid Croydon Masterplan components (design and early implementation)	400

High Street pedestrianisation	400
Total	1,200

This allocation of funds is separate from the dedicated London Borough of Culture 2019 bid budget

- 3.34 The costs above are inclusive of staff, design and project management costs. The design will be overseen and led internally, using external support as required. The Council's highway contractors will carry out the implementation of the main public realm works under the direction of the Streets directorate.

Meanwhile Programme 2018/19

- 3.35 The 2017/18 Meanwhile programme includes the Grange Art Store, the outdoor month long Warhol exhibition which reached an audience of 8,000, pilot Parklets, creative road murals, High Street (experimental) pedestrianisation, 3 major lighting and projection projects with partners including the BIDS and London Lumiere, activation of the College Square (in collaboration with Central St Martin's University), the launch of a Night Time Economy Innovation Fund – 'Good Evening Croydon', and working with the Croydon BID to ensure their projects and interventions are delivered in tandem with the Sub Group's programme.
- 3.36 The next phase of funding for the 2018/19 year would enable further programme delivery with an increased level of community, partner and stakeholder engagement. Key projects would include further lighting improvements, activities in the High Street pedestrianised space, activation of Ellis House and St George's Walk, a second large scale outdoor free exhibition for Croydon and spaces for outdoor performance.

Mid Croydon Masterplan

- 3.37 As a consequence of the investment in the public realm at East Croydon and West Croydon through the delivery of the respective masterplan public realm components, it is considered that the wider COA should now be the focus. Public Realm improvements at College Square and around the retail core will be delivered in part by the College Green redevelopment and Whitgift redevelopment respectively. Delivery of public realm in Old Town will follow and build upon the recent interventions through the Mayor's Regeneration Fund. Therefore, it is considered the initial focus should be delivery of public realm improvements in the Mid Croydon area as defined by the Mid Croydon Masterplan.

Master Plan Number	Site
MC02	Thomas Turner Path
MC03	George Street cut
MC05	St. Georges Walk
MC06	Katherine Street West
MC07	High St Streetscape
MC08	Park Street West
MC09	George Street

MC10	Park Street East Development
MC11	Katherine Street East
MC12	Park Street East
MC13	Park Lane North
MC14	Queens Gardens and Tabener House
MC15	Fell Road
MC16	Mint Walk
MC17	Park Lane South
MC18	The Croydon Flyover

3.38 Through the governance of the Growth Zone the prioritisation of the components to be progressed to developed design (RIBA Stage 3) will be agreed, including taking account of developer activity in the Mid Croydon area to ensure alignment of their design and delivery.

High Street pedestrianisation

3.39 Part of the High Street is currently closed to traffic under an experimental traffic order. The scheme will be monitored and further engagement with local businesses and visitors will be undertaken to gauge levels of support for its permanent closure. The budget recommended will enable the delivery of a proportionate, well designed and quality end state that achieves calming and activation of the area, whilst addressing counter terrorism measures.

Energy

District Energy Scheme

3.40 The Smart City and Energy sub group has been responsible for overseeing the development of a Croydon Metropolitan Centre District Energy scheme.

3.41 Over the last 12 months, a feasibility study has been undertaken on the development of the District Energy scheme at Wandle Road Car Park. Initially, this would be from gas fired “combined heat and power” (CHP) engines. Other low carbon and renewable sources of heat could be integrated as and when they become viable.

3.42 The feasibility work assessed the business case for a range of network scales - from a scheme centered on civic buildings, to one extending to most of the key town centre development sites. This defined a base scheme, with sites with more certainty of coming forward and civic buildings, whilst assuming an energy centre which can expand in the future.

3.43 A discounted cash flow model was constructed to enable the financial viability of each option to be tested with revenue streams coming from:

- Connection Charges – one off payments from the developer to connect to the network
- Heat Charges – ongoing payments from customers for heat use.
- Power sales from the sale of electricity

3.44 On this basis, there is a pre-finance internal rates of return (IRR) of 6% (post

tax 25 year IRR) or 7.1% (post tax 40 year IRR) based on an initial capital cost of circa £24m.

3.45 The return on investment for each of the scheme options is marginal once the cost of financing is factored in. Due to the sensitivity, the Council has commissioned two separate pieces of work to provide greater certainty and assurance of the scheme business case:

- Heat pipe network assurance - Several areas along the proposed network route are already congested with existing buried infrastructure. A specialist heat network installer has been commissioned to undertake a detailed, non-obtrusive survey of the existing infrastructure and impact on the proposed route. Initial survey results show the routing in central Croydon are still viable.
- Peer review of feasibility report - The financial viability of the scheme is sensitive to the wide range of assumed values (e.g. heat demands, heat prices, plant sizing and costs etc.). A consultancy has been commissioned to review and 'sense check' the key assumptions and compare these with typical and industry standard values.

3.46 Next Steps:

- To review the outcomes of the 'due diligence' work and to develop the project brief for commencement of a procurement to undertake detailed work to develop a full business case. This will be through the GLA consultancy framework (for specialist advice on energy related issues in regard to strategic, technical, commercial, financial and legal matters).
- To explore and secure the funding for the technical, commercial and legal support from feasibility to business case from the Mayor of London's Decentralised Energy Enabling Project (DEEP).

3.47 Indicative timetable:

Activity / Task	Date
Commence procurement for business case	January 2018
Tender returns	April 2018
Commence contract	April/May 2018
Development of business case and procurement approach	May – October 2018
Report to Cabinet with decision to proceed	December 2018

3.48 In addition to the development of the districting heating plant, the Council are leading on two other energy projects – Community Energy and Healthy Homes.

Community Energy

3.49 Community energy covers aspects of collective action to reduce, purchase, manage and generate energy. It has an emphasis on local engagement, local leadership and control and the local community benefiting collectively from the outcomes.

- 3.50 The Council have commissioned Repowering London to assess a number of potential opportunities for community energy projects in the Borough. Repowering London specialise in working with community groups and local authorities to:
- Reduce CO2 emissions by generating decentralised low-carbon energy
 - Tackle fuel poverty and educate residents about energy efficiency
 - Promote local leadership through co-operative community engagement
 - Provide opportunities for local and responsible financial investment
 - Create training and employment opportunities for local people.
- 3.51 A number of assets have been looked at across the borough including leisure centres, council housing blocks, council buildings as well as schools. This has identified a list of buildings which have sufficient on-site annual output to deliver a return on investment.
- 3.52 As the energy system evolves, there a new products and services emerging. These include energy storage technologies, such as batteries at domestic, commercial and grid scale, as well as commercial arrangements with electricity suppliers and network operators that can create additional income streams for building managers.
- 3.53 Next Steps:
- Develop a detailed stakeholder engagement plan including building operators, legal services, local communities and residents to highlight benefits of community energy and to gather and gauge interest levels.
 - Continue to undertake feasibility work on council buildings to establish a business case for both solar photovoltaic and battery storage opportunities by December 2017.

Croydon Healthy Homes

- 3.54 It is estimated that 14,085 households in Croydon are in fuel poverty (2014 Department of Energy & Climate Change data). Of these, around 45% are owner occupiers, while 37% are in private rented accommodation.
- 3.55 The Council undertook a Croydon Healthy Homes pilot project in 2016/17 using £23k of Section 106 funds. The pilot scheme visited 213 households and delivered the following key outcomes:-
- Average lifetime energy savings £499 per household (a total of £106k for the programme) from installed measures.
 - 57 households were helped with damp / mould issues (in one case the home visitor helped liaise with a landlord to arrange a damp survey and resolve the cause, which was a leak from the upstairs flat)
 - Households referred to other services - 54 smoke alarms, 60 energy switching, 47 GP falls prevention, 49 Croydon Live Well.

- Social Return on Investment – estimated £208k saving to NHS and local authority services.

3.56 A further £93k funding has been secured from S106 to deliver a further 3 year ‘Healthy Homes’ project with a target to visit 600 vulnerable households. It is anticipated, subject to formal approval that the first home visits can be scheduled to begin in April 2018 and will provide:-

- Small energy efficiency measures such as LED lightbulbs and radiator reflector panels, and water saving measures such as aerating taps and shower heads
- Energy efficiency advice and support to use actual measures and controls fitted in the home (including Smart Meters)
- Advice and support on getting the best energy tariffs and securing the Warm Homes Discount
- Support the clearing and managing debt to energy suppliers
- Advice on damp and mould issues
- A tablet based survey on health and wellbeing issues offering advice and signposting residents to relevant support.
- A property survey will establish whether more intensive energy efficiency measures would be recommended.

The way forward

3.57 The projects include those that mitigate against the impact of development and those that provide and enable growth. Many projects have a dependency on one another e.g. public realm projects would be implemented after utility works have been undertaken so the programme is subject to change, particularly for those where further feasibility and community engagement is yet to occur. Adjustments to the timescales will be managed by the programme team and reported regularly to the Steering Group and relevant Cabinet Member.

3.58 A Statutory Instrument will be laid in parliament to designate the Growth Zone. It is proposed that the drawdown of the loan to fund the Growth Zone is triggered by the land draw down arrangements that are set out in the CPO Indemnity Land Transfer agreement (ILTA) between the Council and Croydon Limited Partnership (CLP).

Conclusion

3.59 The Growth Zone provides the confidence to developers and the investment community that Croydon’s regeneration is well underway and that there is substance and depth behind its ambition. The programme includes a wide range of infrastructure projects that enable growth, largely through the provision of additional transport capacity, but also improve the ‘look and feel’ of the town centre through significant public realm improvements. Measures set out in this report are essential if the full delivery of the Growth Zone programme as shown in Appendix 1 can be delivered alongside major development activity in the town centre.

4. CONSULTATION

- 4.1 In developing the Growth Zone infrastructure programme significant engagement has taken place with Transport for London and the Greater London Authority along with major developers to identify the type of schemes required. This high level programme has subsequently been reviewed and work on the business cases for these schemes been undertaken. Formal consultation on the proposed Fiveways junction improvement has recently concluded and the results of this are awaited. This scheme has also been discussed at the Scrutiny Streets, Environment and Homes sub-committee. Informal engagement has also started on the proposed Dingwall loop tram scheme. Residents groups have also been engaged, particularly over the issue of managing construction related traffic and this dialogue will continue. A new Stakeholder Engagement Manager is now in post and they will oversee engagement and consultation for all projects going forward in conjunction with TfL and Officers as necessary. A roadshow is planned to be in operation in the town centre from 2018 to provide information on how projects are being developed and for people to have their say. Finally, for each of the projects further statutory consultation will be undertaken through the planning and consent process at the appropriate stage.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

The effect of the decision

- 5.1 The Council agreed to the creation of the Growth Zone in July 2016, which included the funding mechanism for £525 million of projects; these are supported by a loan of £309.9 million to be taken out by the Council and the balance made up of contributions from TfL, the GLA and s106 planning obligations. DCLG have provided a £7m grant to cover the first 3-5 years of borrowing. The Council is working with DCLG to process formal designation of the Growth Zone.
- 5.2 Financial modelling has been used to profile necessary annual spend on infrastructure using the above funding structure. The latest run of the model indicates a maximum of £4m for 2018/2019, all of which is designated as capital expenditure and underpins the projects in this report. The model profiles the Council's spend until 2023/2024 although the timing of expenditure is subject to change and will be updated regularly for actual spend.

Risks

- 5.3 In order for Croydon to successfully regenerate and meet its growth targets, it will need adequate and appropriate infrastructure. There are a number of associated risks, which have been highlighted in the previous Cabinet report: The infrastructure projects are supported by the loan and external funding contributions. The loan is in the process of being agreed but is reliant on there being reasonable prospects of delivery for the redevelopment of the Whitgift Centre. The Council is working closely with external stakeholders to secure the

appropriate timing and level of funding.

The funding mechanism is dependant on business rate uplift, which is expected to significantly increase primarily due to the Whitgift Centre redevelopment. Sensitivity analyses have been carried out to show how the Council needs to react to changes to interests rates, increases in costs and reduction in business rate income within set limits.

There is a high degree of partnership working with external stakeholders, which requires strong governance arrangements to oversee project and financial management and delivery. This is a key role of the Growth Zone Steering Group.

Future savings/efficiencies

- 5.4 By working with partners to obtain external funding, the Council is able to secure infrastructure improvements which might not be covered by Council funding alone.
- 5.5 Some of the projects will look at the use of technology to improve efficiency and identify further savings over the lifetime of the Growth Zone.

(Approved by: Lisa Taylor, Director of Finance, Investment and Risk)

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 6.1 The Solicitor to the Council comments that the progress of the growth zone is dependent on the ability of the Council to retain business rates as detailed within the report. This requires the Secretary of State for Communities and Local Government to make the necessary Regulations in exercise of the powers conferred by section 143(1) and paragraphs 8 and 39 of Schedule 7B to the Local Government Finance Act 1988. Such regulations also require the consent of the Treasury in accordance with paragraphs 8(3) and 39(13) of that Schedule.

(Approved by: Sandra Herbert, Head of Litigation and Corporate Law for and on behalf of Jacqueline Harris-Baker, Director of Law and Monitoring Officer)

7. HUMAN RESOURCES IMPACT

- 7.1 There are no immediate HR implications that arise from the recommendations in this report for Croydon Council staff.

(Approved by: Sue Moorman, Director of Human Resources)

8. EQUALITIES IMPACT

- 8.1 A key priority for the Council is to work with our partners to make Croydon a stronger fairer place for all our communities. Croydon's Opportunity and Fairness Plan 2016-20 outlines action to tackle inequalities such as educational attainment, health, homelessness, unemployment, crime and social isolation,

particularly in the borough's six most deprived wards. Successful delivery of the Growth Zone proposals outlined in this report will create more opportunities for Croydon residents and contribute towards greater equality, fairness and better outcomes for all.

- 8.2 An Equalities Analysis will be initiated, and this will be developed as the Growth Zone programme evolves and in particular, as detailed feasibility and detailed business cases are prepared. Equalities Impact will be an intrinsic part of this. Impacts will be kept under review and where necessary action will be taken to mitigate any negative impacts.

9. ENVIRONMENTAL IMPACT

- 9.1 Projects included in the Growth Zone will be delivered in line with current environmental requirements and the Local Plan policy which promotes, as part of sustainable development, the consideration of environmental impacts. The Growth Zone focusses on improving air quality and enhancing facilities for healthy and sustainable transport.

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 The Borough Commander is aware of the Growth Zone and has requested regular progress reports to enable future planning for policing. The design of public realm schemes will involve liaison and consultation with the Metropolitan Police Service to reduce the risk to personal safety.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 11.1 The decision to progress with the Growth Zone was taken in July 2016. This report provides details of the infrastructure elements of the programme which will be developed from April 2018 once the funding and the Growth Zone designation is in place.

12. OPTIONS CONSIDERED AND REJECTED

- 12.1 As part of the justification for the Growth Zone outlined in the July 2016 cabinet report the option of not forward funding infrastructure but to depend upon the market and the provision of infrastructure only through public sector capital funding, CIL and s106 was considered but deemed unable to deliver the necessary infrastructure and be detrimental to growth and regeneration.

CONTACT OFFICER: Lee Parker, Director of Growth 020 8764 7596

BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972

Croydon DIF Prioritisation September 2015 Arcadis

Croydon Growth Zone Delivery Plan and Programme - draft report December 2017 Peter Brett Associates

Appendices

APPENDIX 1 – Growth Zone baseline programme

APPENDIX 2 – Summary of five year public realm and culture programme

Appendix 1 – Growth Zone baseline programme

Ref	DIF Ref	Project	Summary Description & Status Update	Update (£,000)		
				Scheme Cost	Funding Sources Identified	Suggested CGZ Funding
B1	11	Bus Route Upgrades	Bus infrastructure improvements within the COA to improve the performance of routes serving the town centre. Improvements could include new bus stands; enhanced/ new bus stations; bus stop accessibility/ capacity works, better driver welfare facilities and bus services. Status: Awaiting a COA-wide bus strategy to define the full programme of bus service infrastructure improvements needed to increase bus frequencies and service reliability in support of the CGZ.	10,000	0	10,000
B2	17	Bus Priority Measures	Area-wide traffic management measures to reduce the impacts of congestion and delay on bus routes serving the town centre. These measures (with B1) would seek to improve bus journey times and maintain good service reliability across the borough. Broadened to include coach parking.	12,835	3,200	9,635
C1	N E W	Cycling	Schemes across the borough seeking to encourage greater levels of walking and cycling to town centre destinations. These schemes would seek to make journeys feel safer and more attractive leading to higher levels of active travel with resulting public health benefits.	20,639	4,985	15,654
E2	7	Other Energy	District energy system providing heat and power to Council buildings with the option of an extended system connecting the new Taberner House, Nestle Building, Fairfield Halls and possibly beyond to new developments around East Croydon station. Other zero carbon schemes to be considered.	26,513	500	26,013
H1	2	Wellesley Road Crossings	New at-grade pedestrian crossing at the signal controlled junction with Lansdowne Road. The scheme potentially closes the existing pedestrian subway but will create a more direct and attractive route between East Croydon station and the redeveloped Whitgift Centre. Status: The schemes will be delivered as part of the Dingwall Road Loop scheme (T3) and include a provision for public realm improvements in the vicinity of the junction.	1,500	0	1,500
H7	13	A232 Chepstow Road j/w Addiscombe Road	Junction improvements aimed at mitigating the potential impacts of increased tram frequencies on bus journey times and service reliability. The scheme is likely to include increased levels of bus priority along Addiscombe Road and include a better provision for cyclists. Status: TfL to progress this design work in collaboration with the Council to ensure a balance of priorities is achieved.	4,200	0	4,200
H8	N E W	A23 Fiveways	Major junction modification (requiring new bridge structures) to relieve existing and forecast congestion levels, improve road safety, reduce severance for pedestrians and cyclists and address local environmental and air quality problems. Status: Awaiting results of public consultation.	82,800	68,800	14,000
H10	33	Delivery & Service Management	Scheme to reduce the impact of delivery and servicing trips in the COA through the adoption of an area wide Delivery and Servicing Plan. This plan would provide guidance to assist with the preparation of specific detailed site DSP's and in the longer term could involve the development of a freight consolidation centre to serve retailers and homes within the town centre. Status: No defined scheme - requires feasibility study (c	TBC	-	-
P1	34	Old Town Public Realm (Phase 1 & Phase 2)	Public realm schemes identified as part of the Old Town masterplan. These schemes compliment the Councils Liveable Neighbourhood proposals for the Old Town area including reducing the community severance created by Roman Way.	19,761	2,486	17,275

Ref	DIF Ref	Project	Summary Description & Status Update	Update (£,000)		
				Scheme Cost	Funding Sources Identified	Suggested CGZ Funding
P2	24,27	Mid Croydon Public Realm (Phase 1 & Phase 2)	Public realm improvements identified within the Mid Croydon area masterplan and delivered in line with new development proposals.	25,861	1,300	24,561
P3	3	East Croydon Public Realm (Phase 1 remaining & Phase 2)	Public realm schemes that complete the phase 1 proposals along George Street and within East Croydon Square around the NLA tower. Phase 2 would extend the public realm improvements to the east and west of the station along Cherry Orchard Road and Dingwall Road. As part of this the connection through the Menta development between the new station footbridge and Cherry Orchard Road would be created.	9,366	300	9,066
P4	20	East Croydon Public Realm (Future Phases)	Public realm improvements associated with comprehensive redevelopment of East Croydon Station (R1) and BML upgrade. The improvements will uplift to the quality of the public highway in line with the importance of the new station along Dingwall Road, Lansdowne Road, George Street, Addiscombe Road, Cherry Orchard Road and Billinton Hill. Status: Longer term scheme outside GZ funding period.	Future Funded Scheme	0	0
P5	8, 21	West Croydon Public Realm (Phase 1 remaining & Phase 2)	Public realm schemes that complete the phase 1 proposals with West Croydon Circus, along Station Road and around the new West Croydon bus station. Phase 2 extends improvements to the public realm into St. Michaels Square/ Church Square, Whitgift Passage and the western end of Poplar Walk.	3,932	0	3,932
P6	32	West Croydon Public Realm (Future Phases)	Public realm improvements associated with a rebuild of the Station and an upgrade of the public realm to reflect the status of the new station and the increased footfall it creates in surround street. Status: Longer term scheme outside GZ funding period.	Future Funded Scheme	0	0
P7	N E W	'Meanwhile' Public Realm Projects	Quick-win projects to provide an immediate uplift to the attractiveness of Croydon's public spaces through cultural programmes/ events, public art, pop up events, lighting installations. Supporting Borough of Culture.	1,600	800	800
R1	N E W	East Croydon Station Rebuild	Station rebuild including possible air rights development. Initial proposals extend the station platforms further north, increasing the number from 6 to 8 platforms. The station building will include a greatly expanded concourse and new entrances onto Cherry Orchard Road. Status: Included as part of BML upgrade (R3)	0	0	0
R2	9	West Croydon Station Rebuild	Station rebuild including possible air rights development. Station to include enlarged concourse and entrance with improved accessibility and platform capacity. Station will include a new cycle hub. Status: RIBA Stage 2 development brief agreed by Croydon Council and TfL.	20,000	220	19,780
R3	N E W	Brighton Mainline Upgrade	Long-term Network Rail investment plan to increase capacity and reliability on the Brighton Mainline. These improvements, planned between 2019-2024 (CP6) include East Croydon station remodelling, Windmill Bridge junction area grade separation, Gatwick Airport fast line capability, Haywards Heath London-end turn back enhancement.	375,000 to 1,975,000	0	0
S1	12	Primary Health Care	New health centre/doctors surgery provision to cater for growth in the COA area; estimated requirement of 1375sqm for 11 GP's, plus pharmacy and dentists if possible. Location to be determined. Under review.	13,800	7,800	6,000
S3	28	Community Space	New community space to cater for growth with an estimated gross demand of 1,176sqm to 2031. Detailed requirements being developed with LBC Community Team. Under review.	2,972	0	2,972

Ref	DIF Ref	Project	Summary Description & Status Update	Update (£,000)		
				Scheme Cost	Funding Sources Identified	Suggested CGZ Funding
S6	37	Play space	Infrastructure requirements and delivery strategy required. Under review.	5,768	886	4,882
S8	39	Croydon Works - Job Brokerage	Funding of staffing for job brokerage, set up and building costs. Scope, staffing and roles agreed	547	0	547
S9	N E W	SEND Post 16 Provision	Accommodation and support for SEND post 16 learning and training centre. Under review.	5,000	0	5,000
S10	N E W	Clocktower Complex	Repurpose Central Library to meet new demands, including education, training, business start-up, community uses. Under review.	3,000	0	3,000
SC1	N E W	Superfast Broadband	As defined by the EC Harris report. Infrastructure requirements and delivery strategy required.	1,900	0	1,900
T1	N E W	Elmers End Second Platform (Phase A - Key Output 1)	Second platform and double tracking at Elmer's End station to allow more flexible and resilient timetabling by increasing the terminating capacity of trams on Lines 1 and 4.	9,000	9,000	0
T2	N E W	East Croydon Additional Platform (Phase A - Key Output 1)	Track works to remove the manual control at points that would allow trams in the westbound direction better access to the existing platform at the East Croydon stop.	1,000	1,000	0
T3	1	Dingwall Road Loop (Phase A - Key Output 1)	A new tram turn-back facility between East Croydon and Wellesley Road via Dingwall Road and Lansdowne Road. Allowing trams to avoid the town centre loop provides an opportunity through timetabling changes to increase the frequency of tram services on the eastern branch lines. Status: Transport & Works Act Order (TWAO) to be submitted 2018.	36,800	10,000	26,800
T4	16	New Addington 12tph (Phase A, Key Output 2)	The purchase of new trams would allow 12tph to operate between New Addington and the town centre helping to relieve peak hour crowding. The current frequency is 8 tph. Two additional trams are required to replace the tram lost in the Sandilands derailment. Status: Awaiting TfL's Tram Procurement Strategy	4,000	4,000	0
T5	4	George Street Tram Stop	Relocation and enhancement of the George Street tram stop	1,081	0	1,081
T6	31	Croydon to Morden Road (18tph) Wandle Flyover Double Tracking (Phase B, Key Output 3)	Works required to achieve the Trams for Growth Key Output 3 i.e. 18tph between Morden Road and Croydon town centre. This scheme relates to the double tracking of the single-track flyover required between Wandle Park and Reeves Corner.	57,620	20,000	37,620
T7	31	Croydon to Morden Road (18tph) Phipps Bridge Double Tracking (Phase B, Key Output 3)	Works required to achieve the Trams for Growth Key Output 3 i.e. 18tph between Morden Road and Croydon town centre. This scheme relates to the double tracking of the single track required between Phipps Bridge and Morden Road.	16,050	5,000	11,050
T8	N E W	Croydon to Morden Road (18tph) Additional Trams (Phase B, Key Output 3)	Rolling stock required to achieve the Trams for Growth Key Output 3 i.e. 18tph between Morden Road and Croydon town centre. This scheme relates to the 10 additional trams required to enable the service uplift. Status: Awaiting TfL's Tram Procurement Strategy	33,960	33,960	0
T9	22	Stabling & Power Upgrades Part 1 - Eastern Satellite Depot (Phase B, Key Output 3)	Works required to achieve the Trams for Growth Key Output 3 i.e. 18tph between Morden Road and Croydon town centre. This scheme relates to the additional tram stabling and power upgrades required to the east of Croydon town centre and general power upgrades across the network.	39,920	34,992	4,928

Ref	DIF Ref	Project	Summary Description & Status Update	Update (£,000)		
				Scheme Cost	Funding Sources Identified	Suggested CGZ Funding
T12	29	Stabling & Power Upgrades Part 2 - Therapia Lane (Phase C, Key Output 4)	Additional stabling for approx. 17 trams required to accommodate an expansion of tram services beyond Key Output 3. Status: Scheme is part of Key Output 4 and therefore a longer term aspiration for Transport for London. Scheme deferred in terms of GZ funding.	Not Applicable	Not Applicable	0
T13	30	Beckenham Branch Capacity Enhancement (Phase C - Key Output 4)	Removal of single track operation and signalling works to increase the capacity of the tramlink network to the east. These track capacity enhancements could be used to uplifting services across the network or adding 6tph to Beckenham Junction. Scheme includes the purchase of up to 9 additional trams. Status: Scheme is part of Key Output 4 and therefore a longer term aspiration for Transport for London. Scheme deferred in terms of GZ funding.	Not Applicable	Not Applicable	0
COR 1	NEW	Brighton Road Corridor (Town Centre to Purley)	Revised street design to make walking, cycling and bus use the dominant modes of travel in the short to medium terms with public transport journeys transferring to trams with a potential extension of Tramlink to Purley along the Brighton Road. The scheme will include H9. The scheme will align with the new MTS Healthy Streets policy which seeks to encourage active travel by achieving a sustainable mode share of 80% across London by 2041.	20,850	0	20,850
COR 2	NEW	London Road Corridor (Thornton Heath Pond to Town Centre)	Revised street design to encourage greater levels of walking, cycling and bus travel along London Road. The scheme (to include H4) is likely to involve traffic management measures that reduce the number vehicle routes to and from London Road. The scheme will align with the new MTS Healthy Streets policy which seeks to encourage active travel by achieving a sustainable mode share of 80% across London by 2041.	8,350	0	8,350
COR 3	NEW	Crystal Palace Corridor	Development of a sustainable transport corridor between the town centre and Crystal Palace with a focus on the extension of Tramlink using a number of possible route alignments. This scheme has a potential impact on T13.	TBC	-	-
COR 4	NEW	Mitcham Road/ Roman Way Corridor Borough boundary	Revised street design to encourage greater levels of walking, cycling and bus travel along the Mitcham Road. The scheme is likely to have a cycle focuses with improved crossing facilities for pedestrians and cyclist at the Lombard Roundabout. The scheme will align with the new MTS Healthy Streets policy which seeks to encourage active travel by achieving a sustainable mode share of 80% by 2041.	6,563	0	6,563
Operational Schemes						
H2	10	COA Traffic Management	Variable Message Signs to direct general traffic to nearest available car parks and provide traffic updates that help reduce congestion and poor air quality on the approach to and within the COA. The location and number of signs will be determined by the COA car parking strategy.	1,000	0	1,000
H3	5	Car Park Rationalisation & Improvement	Scheme to manage & mitigate the major changes upon the COA car parking landscape due from extensive developments, and to ensure the provision of a balanced & accessible parking arrangement and infrastructure that functions well & helps support and promote the COA's retail competitiveness. This package of measures will include CPZs, way-finding signage, technology infrastructure & coach parking.	2,940	0	2,940

Ref	DIF Ref	Project	Summary Description & Status Update	Update (£,000)		
				Scheme Cost	Funding Sources Identified	Suggested CGZ Funding
H 11	N E W	Construction Logistics	Construction Logistic interventions to mitigate the negative impacts of construction vehicle movements within the COA. Measures could include; the use of consolidation centres for materials; combined holding areas; timed delivery schedules; permitted routes; and a minimum standard set for vehicles under the Freight Operator Recognition Scheme (FORS). Status: The opportunities to be set out in a COA Construction Logistics Plan and actively managed during the GZ construction period to ensure the highways remain safe for all users and good levels of air quality are maintained.	3,000	0	3,000
SC2	N E W	Croydon i-street	Infrastructure requirements and delivery strategy required for this technology enabled wayfinding scheme. Competition winners announced July 2017.	2,000	0	2,000
SC3	N E W	CCTV Upgrade	Scheme to upgrade to a Digital CCTV system and infrastructure to ensure it has capability & capacity to support and manage the growth in urban places & traffic (foot & vehicular), from intensive development, and its impacts on community safety, housing/urban/commercial/retail security, and parking management/enforcement. It will also provide a level of future-proofing to a digital platform that can support future Smart City functionality to be achieved. The cost stated will cover a package of CCTV elements including on-street cameras, transmission infrastructure and control room technology. Scoping underway.	1,000	0	1,000
SC4	N E W	Smart City Programme	Development of initiatives on Internet of Things, open data, smart mobility, air pollution. This is in the context of the development of the Smart city strategy, and wider opportunities for collaboration with GLA, Future Cities Catapult, Digital Catapult and other stakeholders.	2,000	0	2,000
		Totals		519,128	209,229	309,900

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GROWTH ZONE 5 YEAR PUBLIC REALM PROGRAMME

East Croydon High level costings (ph.1)

Funding committed	£ 300,000
Funding required	£9,066,000
Total	£9,366,000

West Croydon - High level costings (ph. 1 & 2)

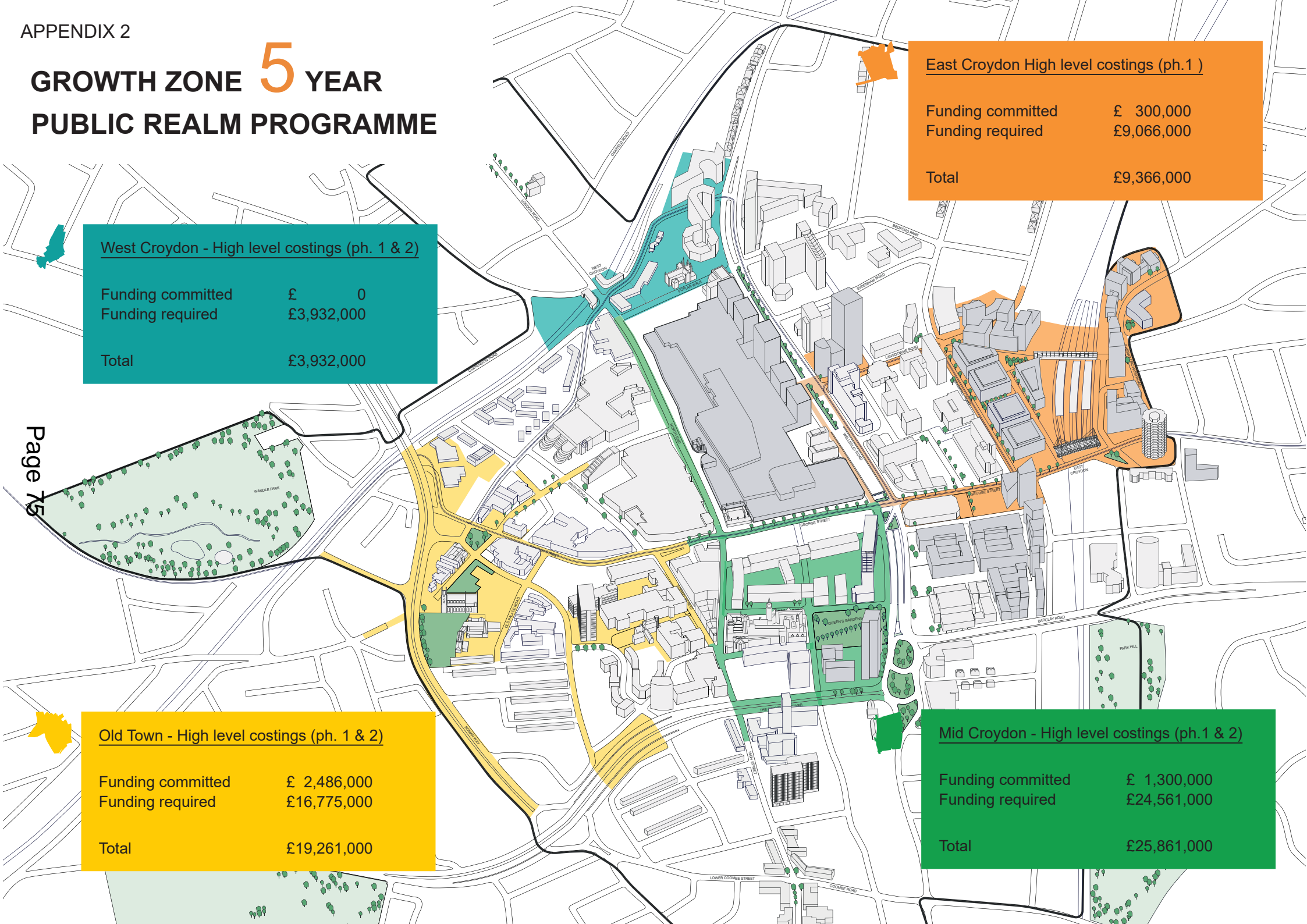
Funding committed	£ 0
Funding required	£3,932,000
Total	£3,932,000

Old Town - High level costings (ph. 1 & 2)

Funding committed	£ 2,486,000
Funding required	£16,775,000
Total	£19,261,000

Mid Croydon - High level costings (ph.1 & 2)

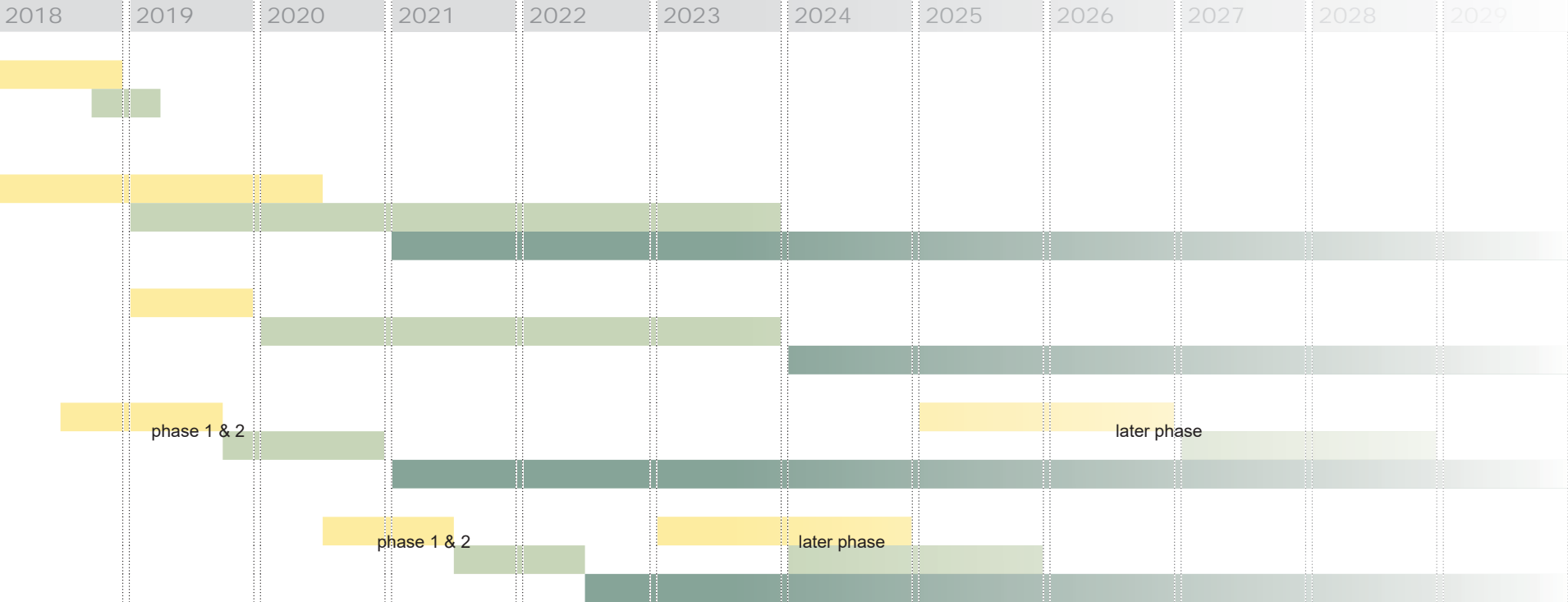
Funding committed	£ 1,300,000
Funding required	£24,561,000
Total	£25,861,000



GROWTH ZONE 5 YEAR

PUBLIC REALM PROGRAMME - TIMESCALES FOR DELIVERY

< 5 years public realm programme >



< 5 years public realm programme >

Key

- Design
- Construction
- In Use

For General Release

REPORT TO:	Cabinet 11 December 2017
SUBJECT:	Smart City Programme
LEAD OFFICER:	Shifa Mustafa Executive Director – Place Graham Cadle, Director of Customer and Corporate Services Lee Parker – Director of Growth
CABINET MEMBER:	Councillor Alison Butler, Cabinet Member for Homes, Regeneration and Planning Councillor Stuart King, Cabinet Member for Transport and Environment Councillor Mark Watson, Cabinet Member for Economy and Jobs
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT:

AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS:

The initiatives presented in this report support the Council's ambition of

- Growth – creating growth in our economy - To create a place where people and businesses want to be
- Independence – helping residents to be as independent as possible - 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
- Livability – creating a welcoming, pleasant place where local people want to live. To build a place that is easy and safe for all to get to and move around in
- Enabling: To be innovative and enterprising in using available resources to change lives for the better; To be digital by design in meeting the needs of local people; To be open and transparent and put communities at the heart of decision making.

The initiatives presented in this report will contribute to provide for the infrastructure that enables development and economic growth in Croydon leading to:

- 23,594 new jobs
- A further 5,097 jobs during construction phase
- At least 10,000 new homes
- The wholesale renewal of the retail core ensuring the metropolitan centre is an attractive place to live, work and invest.

They will also help deliver key outcomes from Croydon's Community Strategy 2016-21:

Community strategy 2016-2021

- Outcome 1 – A great place to learn, work and live
- Outcome 2 – A place of opportunity for everyone

- Outcome 3 – A place with a vibrant and connected community and voluntary sector

CROYDON LOCAL PLAN AND OPPORTUNITY AREA PLANNING FRAMEWORK (OAPF)

The proposals seek to deliver the overall objectives of the Croydon Local Plan and OAPF

FINANCIAL IMPACT

The Council received a £7m grant from the Department for Communities and Local Government (DCLG). The grant is intended to fund the costs of any borrowing in the first 3-5 years of the programme before the business rates uplift (which are used to service the loan). The funding mechanism was approved by Cabinet in July 2016 and the Mayor of London in September 2016, and will ring-fence 50% of growth in business rates from April 2018 for 16 years, plus an option to extend by 3 years, in the designated area from the local government finance system. This income will be used to pay for the required infrastructure as set out in the report. The loan will not be drawn down until the whitgift redevelopment has reached the stage where we have confidence in the timing of its delivery given its importance to the viability of the growth zone.

The full Growth Zone programme includes an estimated £520million of projects supported by a loan of £309.9million. The balance (£210million) is to be made up by contributions from TfL, the GLA or planning obligations.

The smart city programme has approved expenditure of £145k in 2017/18 as detailed in the report. The planned future work programme detailed in the report are expected to cost £700k in 2018/19 and £6.9m in total.

KEY DECISION REFERENCE NO.: 1917CAB

The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Strategic Overview Committee by the requisite number of Councillors.

1. RECOMMENDATIONS

- The Cabinet is recommended to
- note progress in the development of the smart city programme
 - approve priorities and initial programme of work and next steps
 - approve funding for 2018/19

2. EXECUTIVE SUMMARY

- 2.1 Cities around the world are facing the challenge of how they can do more and better with less and become healthier, more liveable, sustainable and resilient cities. For Croydon to succeed in this very competitive and fast changing environment, embarking on its smart city strategy and investing in smart city infrastructure, in particular digital connectivity infrastructure, open data and the internet of things, is a strategic priority.

- 2.2 Croydon is already redefining life on the edge of London. The borough is one of the prime areas of London where people choose to live, work, visit and invest. It is home to London's fastest growing tech community. Croydon's smart city programme is key to ensuring that Croydon in the future is a place that is attractive to investors and where residents have choices of high productivity, high income jobs and a more liveable and sustainable urban environment.
- 2.3 The Council's Growth Zone programme is an estimated £520m infrastructure programme supported by a loan of £309.9million. The programme includes infrastructure projects (including transport and public realm schemes, healthcare and community infrastructure) and will act both as a catalyst to further growth and to accommodate the demands of a significantly increased population. Funding is reliant on the Whitgift redevelopment with regard to achieving business rate uplift and as such the loan cannot be drawn down until further progress is made with the development
- 2.4 The Growth Zone was developed as a collaborative approach with the GLA and TfL to secure Central Government investment in the form of fiscal devolution and/or grant funding in Croydon. It has developed into a business rate retention scheme based on a Tax Increment Financing (TIF) model over a designated area in Central Croydon. In essence, it proposes to borrow to fund infrastructure projects which are essential to growth, with the costs of borrowing repaid by future uplift in the business rates base.
- 2.5 The Growth Zone will run for 16 years, with an option to extend by 3 years, and will fund a number of phases of infrastructure delivery, although the focus is on the first five years in order to coincide with major development activity in the pipeline. This will minimise disruption, enable growth to occur earlier and bring forward the benefits of the town centre regeneration.
- 2.6 The Smart City (SC) subgroup is one of the eight sub-groups that have been established as part of the Growth Zone governance, each responsible for developing and delivering projects that fall within their responsibility and undertaking any preparation and planning work that is required.
- 2.7 The SC group provides the framework to ensure that the Council makes the best use of technology and data opportunities to better respond to the challenges, build capability and attract investment. However, whilst the group will ensure the development within the Growth Zone includes a smart city focus, many of the SC workstreams will be developed right across the borough to ensure that all residents, communities and businesses benefit from the opportunities, and that we collectively create the foundations for a smart, forward thinking and sustainable city. Whilst Growth Zone funding will enable the development of initiatives that can benefit right across the Borough, where required specific additional funding from other council funds will be requested to enable the wider development.

- 2.8 This SC workstream is key in ensure the town centre and surrounding areas are able to function fully and to attract and retain all types of business. A connected environment is now a vital component of any commercial infrastructure and without that Croydon will not be as attractive to developers or prospective businesses. The development, availability and use of local data will also be important for the area to function effectively, providing information, wayfinding and a foundation to develop tech solutions for commercial.
- 2.9 This report outlines the key priorities and elements of Croydon Smart City strategy including an overview of projects that are currently being developed. This report also sets out the proposed timescale for implementation and budget.

3. BACKGROUND - SMART CITY

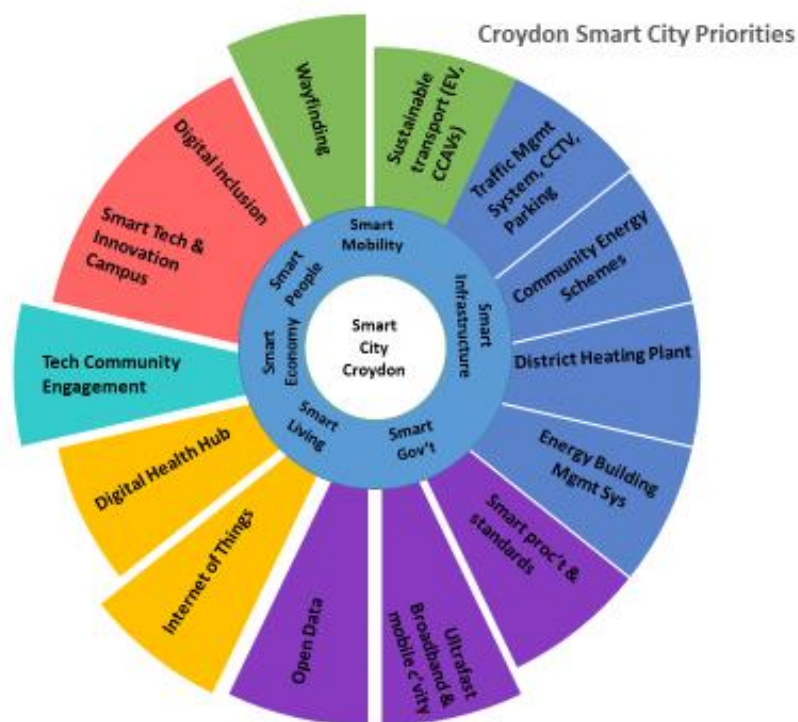
- 3.1 The concept of smart cities has garnered lots of attention over the last 15 years. Cities around the world have started to realise the benefits of adopting technology and innovation to address their challenges and re-define how they run and operate their cities more efficiently. Many have already embarked on their smart city journey, developing ambitious strategies and projects.
- 3.2 There is not a universal approach or defined blueprint to smart city and cities have adopted a variety of models with different ambitions (social, economic, service efficiency) and drivers (safety, quality of life, citizen and city empowerment). With so many options and opportunities, it is vital Croydon identifies the right areas of focus, aligned to local priorities and ambitions.
- 3.3 A cross-organisational Smart City group was set up in April 2017 to shape Croydon's smart city approach and create the necessary step-change in the capacity for joined-up delivery and innovation, within and beyond the remits of the Growth Zone programme. The group has been working on identifying technology-enabled solutions and initiatives to
- Enhance efficiency by reducing costs of infrastructure and service provision
 - Improve quality of life and wellbeing; Improve citizens' experience of living in Croydon, including smoother and cleaner mobility
 - Support growth through job creation and attracting investment; Create the environment for innovation and creativity; Support Croydon's fast growing tech community; digital inclusion and ensure that Croydon citizens are equipped with digital skills
 - Support and enable environmental sustainability: Improve air quality, reduce air pollution; Increase resource efficiency; Efficient and sustainable energy through DHP network and encouraging community based energy initiatives;
 - Enable a safe and secure city: reduce crime, increase security, reduce risks, improve emergency response

3.4 It will do so by

- Fostering collaboration between public and private/commercial partners for better collection and exploitation of city data
- Building internal capabilities around smart city issues, and using data and smart technologies
- Developing a medium/long term investment roadmap
- Exploring synergies and addressing overlaps with other GZ work stream projects as relevant.

Key priorities

3.5 Croydon’s ambition is to become a world-class digital and smart city. To drive this ambition, a set of priorities has been defined in line with the Borough’s key priorities and challenges, and the SC group has reviewed the needs and requirements for digital and smart city infrastructure and initiatives within the GZ and pan-Croydon to support growth and create the conditions for sustainability and innovation. The below chart lists the range of areas of focus and highlights those seen as initial priorities and that form part of the initial proposed programme of work:



Smart City Initial Programme

Digital connectivity

3.6 With ever increasing demand for more data and faster connectivity, it is of the utmost importance that our digital infrastructure be able to support rapid growth and increased demand, providing world class ultra-fast broadband and mobile connectivity for all areas of our community whilst getting ready for the future (e.g. 5G technologies).

Current Issue

3.7 The current level of digital infrastructure in Croydon is not adequate enough to answer the digital needs of a growing population and business community in particular the fast growing tech community, to sustain economic growth and remain competitive in the future.

3.8 A recent review of Croydon digital infrastructure commissioned by the Council shows that connectivity across the borough is still very patchy with important gaps in key growth areas including the town centre:

- Up to 13% of Croydon postcodes are currently unable to receive superfast broadband at 30Mbps. These not-spots include areas such as Fairfield and Selhurst with high concentration of industrial estates and businesses. Although the Council has engaged with Internet providers to encourage a faster broader roll-out of high-speed services, those areas with fewer residential units have not been prioritized and continue to have limited and often expensive connectivity options, to the detriment of business growth.
- There is also very little Ultrafast Broadband (100Mbps) availability in Croydon with only a minimal number of residents and businesses with deep pockets currently served (3% of postcodes, mainly residential).
- This lack of high-speed and reliable connectivity is a barrier to growth. For digitally intense companies and a growing number of other companies, ultrafast services will be critical to future success.

3.9 Pilot initiatives such as a free public Wi-Fi trial on Surrey Street, to assist both businesses and customers to utilise such technology for social and business purposes have achieved limited results and are evidence that Croydon needs a bigger more ambitious and integrated digital strategy to address the connectivity challenge.

Proposed action

3.10 Croydon needs to adopt a strategy which aims to develop a self-sustaining connected environment for all its community. It must accelerate the deployment of a

fibre network to ensure that ultrafast services are available as widely as possible, in particular in areas of business concentrations.

- 3.11 A first appraisal of adequate technical and commercial options to improve connectivity and stimulate further private and public investment has been carried out. Key elements are the deployment of as much fibre as possible in key locations with complementary wireless infrastructure, and a complementary Gigabit Voucher scheme to ensure good uptake from local businesses.
- 3.12 Further work to assess the feasibility and validate the economic model for all these options will need to be carried out prior to firming up a proposed approach and business case. It is envisaged Growth Zone funding will provide the improvements in the town centre area and facilitate improvements across the Borough. Further funding for the wider works are being identified as part of the councils overall capital program
- 3.13 Costs (estimated)
- 2017/18 Croydon Digital Infrastructure Review £40,000 (confirmed spend)
 - 2018/19 Feasibility study to validate best recommended options and roadmap £50,000
 - 2018/19 Procurement and early deployment of infrastructure £250,000
- 3.14 *Next steps – provisional roadmap*
- November/December 2017 Further engage with fibre providers to understand investment thresholds and appetite to invest in Croydon
 - December 2017 (tbc) Application to DCMS Local Full Fibre Network Fund
 - 2018/19 Feasibility study
 - 2018/19 Deployment plan and implementation phase 1

Open data

- 3.15 Data is a new and vital resource for any city, both economically and insights. It is anticipated that by 2020, the use of open data will have helped reduce public administration costs across the EU28+ by €1.7bn, and help reduce energy consumption by 16%¹. Open data is data that anyone can access, use or share (see Data spectrum visual in Annex A).
Cities such as London, Greater Manchester, Glasgow or Bristol have started making the most of open data opportunities to develop new tools and services, and new knowledge, driving growth and better social and environmental outcomes.

Current issue

¹ Creating Value through Open Data: Study on the Impact of Re-use of Public Data Resources, European Union, 2015.

3.16 Croydon does not have an open data policy and adequate structure and tool(s) in place to create value out of its data and engage with partners, stakeholders and developers to create opportunities and solutions to help answer local challenges. It needs to assess how best to unlock and exploit this new source of value. The ability to capture, analyse and apply digital data is also fundamental to the city's innovation.

Proposed action

3.17 The development of an open data platform and supporting engagement programme that will encourage the use of data both internally and externally to generate data valuation and support the development of new solutions to Croydon challenges.

3.18 The Council will also work with its local partners such as TMRW Tech Hub, Croydon Tech City, Sussex Innovation Centre, Croydon College and collaborate with Croydon's open data community to deliver hackathons and data challenge events to develop adequate solutions to its challenges such as air pollution, sustainable mobility, health and wellbeing.

3.19 Such events provide a great opportunity to further develop relationships and engagement across sectors, to bring real innovation and different thinking to local priority issues and to create pace in delivering solutions quickly.

3.20 Costs (estimated)

- 2018/19 Procurement of platform and implementation £160,000
- 2018/19 Series of hackathons and tech challenge events £40,000

3.21 Next steps

- 2017/18 Further engage with Open data providers and local open data community to explore and assess delivery model options
- 2017/17 Develop Croydon Open data policy
- 2018/19 Procurement of platform solution and implementation
- 2018/19 Delivery of programme of tech events and hackathons

Internet of Things (IoT)

3.22 The UK Internet of Things marketplace is currently worth 13.3bn, and is expected to rise to £20bn by 2018. By 2020, there will be 50bn+ connected devices worldwide. Croydon's ambition is to become a reference test bed for IoT solutions development.

3.23 IoT has the potential to enable Croydon to deliver more efficient services and unlock useful data, gain new insights from data and unlock transformational and cost saving new scenarios. It also offers a great opportunity to create the conditions to radically enhance our access to digital businesses that want to use IoT and support the growth of that cluster locally.

Current issue

- 3.24 Croydon does not have the infrastructure to enable the development of an IoT ecosystem. It also lacks sensors and quality data to inform relevant solution design and decision making.

Proposed action

- 3.25 The Council has partnered with Government-funded Digital Catapult and joined their national IoT programme 'Things Connected' intended for the prototyping of new products and services.
- 3.26 As part of the Things Connected programme, we are in the process of deploying a pan-Croydon Low Power Wide Area Network (LPWAN) connectivity infrastructure together with an IoT innovation programme for start-ups and SMEs that will enable the development of an IoT test bed in the borough.
- 3.27 By joining a growing network of cities that have recently launched the programme, we will enable more quality data to be produced and make Croydon an attractive place where businesses will be able to trial new technologies, services and products for the benefits of Croydon citizens. There is a wide range of IoT application opportunities from building maintenance and management to independent living solutions and air pollution mitigation products.
- 3.28 As part of this initiative, Croydon Adult Services and Public Health have already started collaborating with Digital Catapult on the definition of a challenge around social housing and independent living, developing the right use cases to be put to the IoT innovators and developers, some of which we expect will be Croydon-based companies.
- 3.29 Moving forward, more challenges will be defined with a focus on air pollution monitoring and mitigation solutions as well as wayfinding solutions, in particular with the objective to mitigate the impact of anticipated changes and disruption that will be generated by the GZ regeneration programme.
- 3.30 Costs
- 2017/18 Deployment of LoRaWAN infrastructure and one IoT challenge run £35,000 (confirmed spend)
 - 2018/19 Programme of IoT innovation challenges – engagement, events and trials £50,000
- 3.31 Next steps
- End of November 2017/18 LPWAN infrastructure in place and live
 - 2017/18 First innovation challenge launched with Digital Catapult

- 2018/19 Delivery of programme of IoT challenges with strong focus on Croydon Tech Community engagement

CCTV

Current issue

- 3.32 The Council recently commissioned a review of its CCTV infrastructure. The findings show that LBC's current public space CCTV infrastructure is outdated, poorly located and lacks the capability and capacity to support and manage the imminent growth in urban places and traffic from the town centre developments and the subsequent impacts on community safety, housing/urban/commercial/retail security and parking management/enforcement.

Proposed action

- 3.33 To upgrade to Digital CCTV system and infrastructure within the Growth Zone (including on-street cameras, transmission infrastructure & control room technology) to ensure it has capability & capacity to support and manage the growth in urban places & traffic (foot & vehicular), from intensive development, and its impacts on community safety, housing/urban/commercial/retail security, and parking management/enforcement. It will also provide a level of future-proofing to a digital platform that can support future Smart City functionality to be achieved.
- 3.34 Costs (estimated)
- 2017/18 Review of existing CCTV infrastructure & exploration of suitable Smart City functions that could be supported by digital CCTV infrastructure £25,000 (confirmed spend)
 - 2018/19 System feasibility and design study £50,000
 - 2019/20 and beyond Installation and operation system £925,000
- 3.35 Next steps
- 2018/19 System feasibility and design
 - 2018/19 Procurement of a supplier to supply and install the equipment
 - 2019/20 Installation of the cameras, transmission network and control room equipment.

Mobility

- 3.36 Smart technologies are already impacting how we move and get between places. Having the right integrated transport and mobility infrastructure in place is fundamental, as is raising user awareness and access to adequate, integrated and timely data to enable people to make the best choices for themselves.

Current issue

- 3.37 Croydon town centre is home to major regeneration schemes that will affect how people navigate in the city and their awareness of their surroundings. Improving mobility and wayfinding to mitigate the disruption and ensure that citizens and users can travel seamlessly is important for their wellbeing as well as to ensure that Croydon centre remains open for business. Smart mobility and wayfinding options can help tackle air and noise pollution issues.

Proposed action

- 3.38 In conjunction with the open data and IoT initiatives, Croydon will look at solutions to provide access to real-time transport information and route maps, travel options and air and noise pollution data that will contribute to bringing change in the way people move in the city.
- 3.39 Walking and cycling routes improvement, cycle parking, bike hire scheme, improved public transport, car clubs, electric vehicles and EV charging points for taxis (in public and at home) and residents without off-street parking, and collection lockers for small parcels for commuters to pick up on the way home are amongst the solutions currently being discussed to provide a choice of cleaner and more sustainable travel options.
- 3.40 Pilot projects of technology-enabled services and digital solutions include
- The 312 bus route in Croydon, which was London's first fully electric service;
 - Croydon Sutton Electric Freight (2017-2020), as part of the London-wide Go Ultra Low City scheme, offers local firms a half price electric van on a 6 or 12 month lease and includes in-vehicle telematics with a view to improving the Freight Operator Recognition Scheme (FORS);
 - Preparing to trial a small autonomous (driverless) demand responsive public transport vehicle (in the borough as part of the 'Streetwise' project with Five AI, TfL and Direct Line insurance. Vehicle will deviate from its route if called by passengers. Being tested as a means of providing public transport in less dense areas that cannot support a traditional bus service. Live trials expected in 2019.
- 3.41 A new network of charging points for electric vehicles is also being installed in the borough, starting with 30-50 in 2018/19 through Source London, with more in commercial car parks from other providers. The council and TfL will install half a dozen or more rapid charging points in the same period.

3.42 Selected solutions will support and enable the actions proposed in the Air Quality Action Plan, in particular the requirement that 25% of the Council fleet / hired fleet be ultra-low emission capable by 2019 and 75% by 2015. New council developments such as at Stubbs Mead depot (where most of the council vehicle fleet will be kept) and Brick by Brick residential sites will include charging facilities for electric vehicles. Car clubs in the borough will be required to be at least 50% ULEC by 2025.

3.43 Next steps

- 2017/18 Define mobility roadmap in conjunction with GZ Transport group and Public Realms group
- 2018/19 Installation of 30-50 EV charging points across the borough
- 2018/19 Identify and prepare Streetwise Autonomous Vehicle trial
- 2019/20 Launch of Streetwise Autonomous Vehicle trial

3.44 Croydon iStreet - The Halo project

The 'Halo' project was recently selected by an expert judging panel as the winning design in the Croydon iStreet competition in association with the Architects Journal. The competition aimed to identify a tech-enabled wayfinding solution to help people navigate around the town centre as the pace of regeneration gathers. The project will now be taken forward by developing the concept further including considering the type of technology, fabrication method, suitable locations, installation and maintenance issues etc.

3.45 Costs (estimated):

- 2018/19 Feasibility and proof of concept of Halo project £50,000
- 2018/19 Installation (pilots) £100,000

3.46 Next steps

- 2017/18 Further clarify proposed solution and feasibility; specification development
- 2018/19 Procurement, prototyping, proof of concept and installation (pilot).

4. CONSULTATION

4.1 Not applicable to this report.

5. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS
REVENUE AND CAPITAL CONSEQUENCES

5.1 Cost summary

The table below shows the projects to be funded and the spend profile.

Ref.	Project name	Budget £'000			Total
		2017/18	2018/19	2019/20 and beyond	
GROWTH ZONE FUND					
SC1	Digital Connectivity / Superfast Broadband		300	1,600	1,900
SC2	Croydon iStreet		150	1,850	2,000
SC3	CCTV upgrade	20	50	930	1,000
SC4	Smart City Programme			1,675	1,675
	- Connectivity review	40			40
	- IoT programme	35	50		85
	- Open Data	--	150		150
	- Smart City programme development	50			50
TOTAL		145	700	6,055	6,900

RISKS

- 5.2 As further work is undertaken, a specific aspect will be the consideration of procurement routes for some of the initiatives and inclusion of smart city and technology future proofing requirements / conditions in other scheme procurement specifications to optimize cost efficiencies.
- 5.3 The Smart City approach and integration of technology over the life time of the Growth Zone is likely to bring forward further cost savings and efficiencies.
- 5.4 The financial model used to support the Growth Zone provides information on cash flow which dictates how much of the loan can be spent each year to fund this work. The model reinforces the importance of the Whitgift redevelopment with regard to achieving business rate uplift and as such the loan cannot be drawn down until further progress is made with the development. In 2018/19 a limit of £4million has been set which will be recharged to the loan once drawn down or from the £7m grant should the development not proceed.

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

6. COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER

- 6.1 The information in the report is a Key Decision as it is significant in terms of its effects on communities living and working in areas comprising more than two Wards in the Borough. It is therefore noted on the Council's forward plan of Key Decisions. In implementing the Smart City Programme, contractors will be engaged for various works and services and it is important that Relevant Procurement law and the Council's Contracts and Tenders Regulations are complied with.

Approved by Sandra Herbert, Head of Corporate and Litigation law, on behalf of Jacqueline Harris-Baker, Director of Law and Monitoring Officer

7. HUMAN RESOURCES IMPACT

- 7.1 There are no immediate impacts for LBC workforce arising from the recommendations within this report.

Approved by Sue Moorman, Director of Human Resources

8. EQUALITIES IMPACT

- 8.1 A key priority for the Council is to work with our partners to make Croydon a stronger fairer place for all our communities. Croydon's Opportunity and Fairness Plan 2016-20 outlines action to tackle inequalities such as educational attainment, health, homelessness, unemployment, crime and social isolation, particularly in the borough's six most deprived wards. Successful delivery of the smart city projects outlined in this report will create more opportunities for Croydon residents and businesses and contribute towards greater equality, fairness and better outcomes for all.

9. ENVIRONMENTAL IMPACT

- 9.1 Projects included in the Smart City work stream will be delivered in line with current environmental requirements and the Local Plan policy which promotes, as part of sustainable development, the consideration of environmental impacts. The Growth Zone focusses on improving air quality and enhancing facilities for healthy and sustainable transport.

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 Not applicable for this report.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 11.1 To advise members on the approach and expected benefits of the work

12. OPTIONS CONSIDERED AND REJECTED

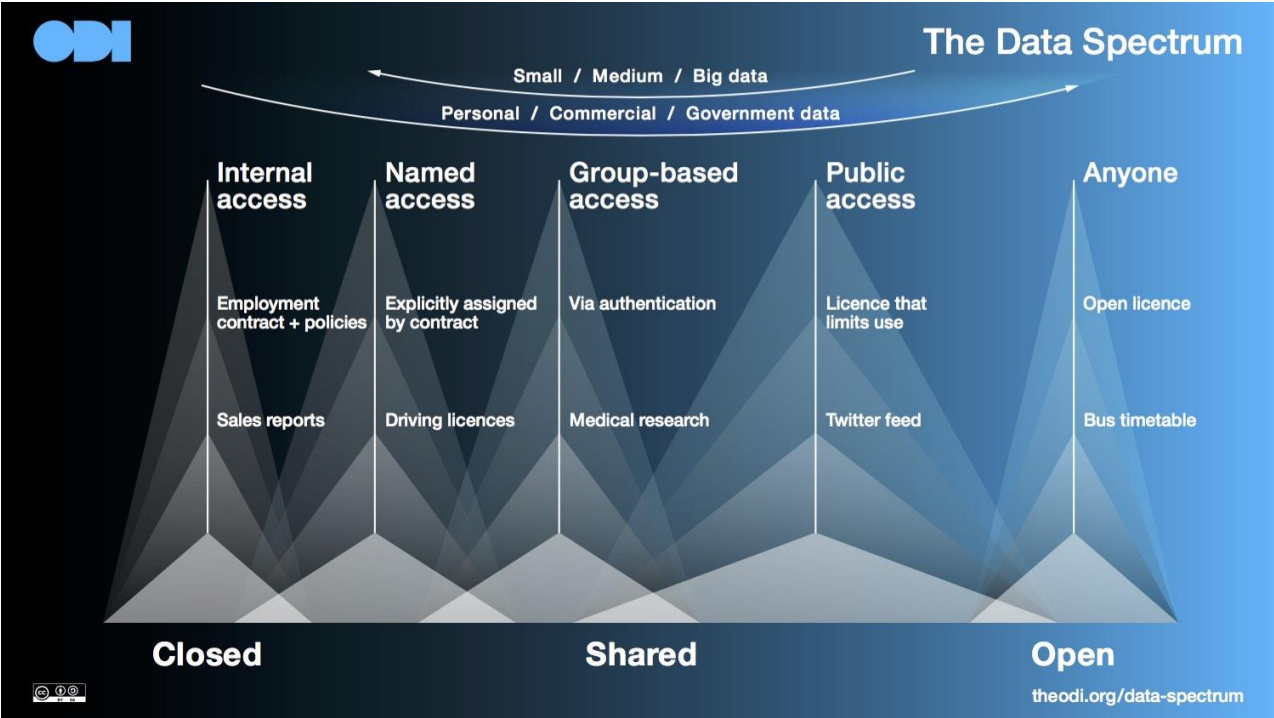
- 12.1 Smart city provides a great opportunity to anticipate and plan the provision of improved and futureproof infrastructure and services.
- 12.2 Whilst the option to let the market drive the development of Croydon's smart city vision and priorities is deemed inadequate, due consideration will be given to engaging with the market within each workstream with the aim to encourage private investment in Croydon. Options are being explored and developed as part of the initial development work (e.g. broadband / digital connectivity infrastructure).
- 12.3 Additionally, although the smart city workstreams remit are pan-Croydon, it is embedded in the Growth Zone programme, for which the option of not forward funding infrastructure but to depend upon the market and the provision of infrastructure only through public sector capital funding, was deemed unable to deliver the necessary infrastructure and detrimental to growth and regeneration.

CONTACT OFFICER: Graham Cadle, Director of customer and corporate services

BACKGROUND PAPERS: none

Annex A

The Data Spectrum helps you understand the language of data



For General Release

REPORT TO:	CABINET 11th December 2017
SUBJECT:	Opportunity & Fairness Commission- Update the Council Response
LEAD OFFICER:	Richard Simpson Executive Director of Resources Sarah Ireland Director of Commissioning & Improvement
CABINET MEMBER:	Councillor Hamida Ali Cabinet Member for Communities, Safety & Justice
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON:	
The work of the Opportunity and Fairness Commission supported the Council's ambition to reduce inequality and promote fairness for all communities by working with partners in the public, business and voluntary sectors in order to secure better outcomes for all.	
FINANCIAL IMPACT	
There are no additional costs, savings or efficiencies associated with this report.	
KEY DECISION REFERENCE NO.: This is not a key decisions	

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 actions to date in responding to the issues raised by the Opportunity and Fairness Commission (OFC) (January 2016 A20/16) and recommend that as part of the review of the Local Strategic Partnership (LSP) the work of the OFC is used to shape a continued borough wide response to those issues.

2. EXECUTIVE SUMMARY

- 2.1 Croydon OFC published its final report on 28th January 2016. The report highlighted the key inequality and fairness challenges for the borough and presented recommendations on how these could be addressed by the Council and our statutory, voluntary and community sector partners. In light of this many of the issues required a borough wide response with support and action

from other statutory, voluntary and community sector partners. This report highlights the Council role to date.

2.2 The recommendations in the report were presented under the following headings:

- Vibrant, responsible and connected communities
- A town centre that lifts the whole borough
- Leaving no child behind
- A connected borough where no one is isolated
- Supporting residents to better times.

2.3 The Council accepted the OFC findings and has embedded actions to achieve the desired outcomes within policy development and on-going service delivery and the impact of this is set out below. To continue to tackle the issues raised by OFC there needs to be a borough wide response and the report recommends that the LSP as part of its current review consider how the OFC findings can continue to be addressed harnessing the strengths of all partners to ensure this

3. DETAIL

VIBRANT, RESPONSIBLE & CONNECTED COMMUNITIES

3.1 In meeting the key inequality and poverty challenges residents face the OFC advocated for strong neighbourhoods where citizen activism and participation in local community faith and sports groups were well embedded, reinforcing healthy vibrant communities. The OFC asked the Council to show leadership in this area by promoting community involvement, supporting asset based development approaches and devolving power to local communities. The Council has developed a number of areas in response:

- a. Reshaping grant support to the Voluntary Sector around OFC themes through the Community Fund- including supporting asset based community development securing over £6m funding over three years. The Community Fund ensured the continued funding and development of the Croydon Volunteer Centre and prioritised support to encourage volunteers through the programme. £2.1m was committed to the Vibrant, Responsible and Connected Communities theme over 3 years.
- b. Positioning the Council's approach to Corporate Social Responsibility and promoting staff volunteering at the centre of staff development. Employees have two volunteer days a year which they are encouraged to use to support the Croydon community. The Council hosted, supported by sponsors, the Croydon Civic awards which celebrated the amazing volunteers within Croydon raising awareness of volunteering.

- c. Leveraging support to local communities and the Voluntary Sector through Social Value commissioning activity and using its substantial buying power. Community support provided by providers and suppliers have included funding for key events and community programmes, volunteering and the maintenance of community assets.
- d. Tackling digital inclusion through community empowerment programmes such as Go On Croydon which saw the Council work with over 60 partners to tackle digital inequality across the Borough and also recycling over 700 surplus ICT equipment within the Community. This saw the establishment of digital champions who helped residents to develop basic digital skills. Digital zones assisted 2,900 people with 94 % feeling their skills had improved and 100% feeling more confident.
- e. Extensive investment in district centre development to promote and support sustainable local communities and businesses such as £2.67m investment in Thornton Heath including shop front improvement, public art commissions the Legible London wayfinding programme to navigate people to key amenities and green spaces.
- f. Using our assets through Community Asset Transfers to promote wider community use and involvement in local areas examples include:
 - Stanley Halls – comprises of an art gallery, theatre and assembly halls and a café.
 - Selsdon Hall – let to Jubilee Church who have transformed the use of the halls including the opening of a community café, promoting cultural activities and events throughout the day supporting a wide range of age and interest groups from within Croydon
- g. Launching devolution pilots to further enhance opportunities to enable local community engagement and involvement in local decisions with:
 - South Norwood & Woodside -We Love SE25 focussing on physical regeneration
 - New Addington & Fieldway and focus on health and wellbeing
 - Purley focus around older people and social isolation
- h. Increasing investment in Community Ward Budgets to provide increased opportunity for local people to determine local priorities in consultation with ward councillors. Examples include Purley community ward budgets supporting Neighbourhood Watch Association to reduce crime and create safer neighbourhoods and Purley Festival to deliver Cinema in the Park.
- i. Don't Mess with Croydon (DMWC) campaign tackles fly-tipping and works towards making Croydon the cleanest and greenest borough in London. It raises awareness of environmental issues and gets people to take more responsibility for their local area through enforcement, encouragement and education. This has included encouraging 347 community street champions and working with schools to work with young people on taking pride in where they live.

- j. The Council will continue to develop its approach to CSR, Social Value, Community Asset transfer and devolution to ensure that local communities are empowered to tackle shared challenges and supported and enabled by the Council and other public sector organisations. The LSP have a unique role to facilitate community empowerment.

A TOWN CENTRE THAT LIFTS THE WHOLE BOROUGH

- 3.2 OFC recognised that regeneration and development opportunities for Croydon presented a once in a lifetime opportunity to transform the town centre. However the OFC wanted to ensure that these opportunities did not bypass local businesses and residents, that it made a difference to the whole borough. OFC asked for an inclusive job brokerage services for all including the most vulnerable within the Community and a Croydon Employment Charter promoting the London Living Wage and best business practices.
- 3.3 The Council has contributed significantly towards this challenge including the development, in partnership with Croydon College and Job Centre Plus of Croydon Works a job brokerage service supporting residents and employers. It provides local people with access to jobs, work experience, apprenticeships and volunteering to help some of our residents the furthest away from the world of work. In addition it offers comprehensive employers support connecting local business and the Council's own supplier and providers with local people. To date they have registered over 1200 residents, delivered work related training to 130 residents in various areas including childcare, customer service, construction, security and employability leading to the successful placement of 240 people in to sustainable employment. In addition to this, it has secured additional European Social Fund funding to deliver an in work progression contract supporting those on 0 hour contracts or minimum wage.
- 3.4 The Council has launched the Good Employer Charter for Croydon Businesses and Council suppliers and providers. Signatories to the charter are required to pay their employees the London Living Wage, create flexible hiring and create employment opportunities in the Borough, support the local economy by investing in local business and supply and implement best practice relating to equality and diversity. To support local business benefits of accreditation include business rates discount for local SMEs. To date organisations have obtained accreditation and a further 42 have pledged to work towards accreditation spreading the best employment practices throughout Croydon.
- 3.5 The number of SME's have significantly grown in the Borough and further support is offered to local businesses through the Croydon Enterprise fund and the implementation of the new discretionary business rate relief scheme to promote business growth. The work of the Small Business Commission will be used to shape further the support to SMEs.
- 3.6 Value Croydon (Croydon Council's brand for delivering social value) is being redeveloped to ensure it fully aligns with Croydon Works, the Good Employer Charter and the recommendations of the Small Business Commission. The aim of Value Croydon is to support the delivery of the corporate objectives to foster local economic growth and sustainability by providing a one-stop-shop for organisations to find out about business opportunities with the council and its

partners.

- 3.7 The new Value Croydon website will also provide clear information on how to do business with the council through social value. Value Croydon at its core focuses on how the council engages with the local market, contractors and wider partners to set up services and procure goods and works in a way that not only meets the needs and delivers core outcomes, but also produces added social, economic and environmental benefits to Croydon's communities.
- 3.8 The Growth Zone investment programme aims to improve infrastructure and the local economy including improving a pedestrian and cycle friendly centre. The Council continue to focus on supporting and strengthening culture which is seen as a key plank of regeneration. The new Fairfield Halls will be open in 2018.
- 3.9 The recent planning approval of the Croydon partnership redevelopment of the Whitgift shopping centre presents a new stage in the regeneration of Croydon which will bring up to 7000 jobs and 1000 new homes. The Council will continue its approach of ensuring all benefits from the opportunities it brings and this will be supported by a revigorate LSP.

LEAVING NO CHILD BEHIND

- 3.10 The OFC identified that during the pre-school years Croydon children are more likely to be left behind than their peers. The Youth Commission highlighted concerns about mental wellbeing of children and young adolescents. OFC wanted to see the earliest intervention with developmental and emotional challenges with a multi-agency approach across health, education and Council Services.
- 3.11 In light of the Ofsted review of Children Services in Croydon the Council has developed an extensive Improvement Plan which was agreed by Cabinet in November 2017 and will be submitted to the Department of Education by the 11th December 2017. This includes an action to completely refresh of Early Help Strategy to develop a cohesive all-age Early Help Offer which will build on what works in the best start approach and enhance the offer. This will test again whether the issues identified by OFC are embedded within the new approach. As the Improvement Plan is implemented there will be a complete review of Children Commissioning which will build on the issues identified by OFC in relation to an outcomes focus.
- 3.12 The LSP review is ensuring that children and young people are the main focus of the partnership –galvanizing all partner to drive the improvement of outcomes for Croydon young people. The recent Youth Congress and further engagement sessions with young people will shape this new focus. This will include stronger links with the Children's and Adults Safeguarding boards with the aim of ensuring that protecting and supporting the most vulnerable sits at the heart of LSP.

- 3.13 The Community Fund provides a strong constructed youth provision that is led by well established youth provider in the borough working in partnership with the Council's Youth Engagement Team. The Shrepsa programme supports unaccompanied Albanian young people from Albanian to access a range of services. The programme provides advice and support to facilitate positive lifestyles changes leading to greater physical and emotional well- being.
- 3.15 Play Place have worked with partner organisations to provide a strong community constructed youth offer using a number of delivery strands to target 14 of the most deprived neighbourhoods in Croydon. The Our Space scheme will harnesses the energy and social capital of each of these communities and use an Asset Based Community Development (ABCD) approach; volunteers, under-used buildings and partnership working.

A CONNECTED BOROUGH WHERE NO ONE IS ISOLATED

- 3.16 The OFC identified that too many local residents can lead isolated and empty lives without their basic human needs fulfilled. Social isolation take a huge toll on peoples' mental and physical health and presents a significant cost to local services. OFC asked for place leadership from the CCG and Council and greater multi-agency working across all of the borough to tackle social isolation.
- 3.17 In June 2016 Croydon's Congress considered the borough's response to social isolation and loneliness which brought a wide range of stakeholders together to consider the issues. The themes and issues raised by Congress are being used by the Health and Wellbeing Board to develop a strategic response and social isolation action plan which will be finalised by the end of the year.
- 3.18 The Council has continued to strengthen its approach to social isolation. To raise awareness and inform the strategy going forward social isolation was the focus of the Director of Public Health Annual report 2016. The reduction of social isolation has been a key area of support for community capacity building including the approach to the Community Fund and Grants programme- £1.8m was allocated over three years to community groups working within the "A connected borough where no one is isolated" theme.
- 3.19 Tackling social isolation is central to the models of care developed within the Outcomes Based Commissioning programme for over 65s and a key driver of the Alliance Partnership –One Croydon. Key programmes to date include:
- Living Independently for Everyone (LIFE) programme has established an integrated Reablement and rehabilitation service across the borough, comprising services from across Adult Social Care, Croydon Health Services and Croydon University Hospital. This service ensures people are supported through a muti-disciplinary approach to reduce their length of stay in hosipal, assess them in the best place to determine care and establish outcome focused care plans that aim to reable and maximise independence including reducing social isolation.
 - The Integrated Community Networks focus on preventing admissions and aims to enable individuals to support their own health and independence. Care is organised around the individual, breaking down the boundaries

between health and social care and the voluntary and community sector, and between formal and informal support. Reducing social isolation is a key considering to ensure health and independence through personal independence co-ordinators

- 3.20 The work of the Health & Wellbeing Board in developing the Social Isolation Action Plan will further shape the Council and LSP wide response to this

FINDING HOMES FOR ALL

- 3.21 The OFC highlighted the lack of affordable secure housing and rising homelessness exacerbated by government changes to benefits as the greatest challenge the borough faced. OFC asked for a new focus on early intervention, advice for tenants, short term financial support and proactive approaches with landlords and agents. In addition a need to encourage and incentivise communities to offer shelter for homeless people was identified.
- 3.22 The Council has used innovative approaches to increasing housing supply and temporary accommodation. This has included programmes such as Real Lettings which have now been extended nationally, the establishment of Brick by Brick to deliver housing led development and the development of a limited liability partnership to purchase 250 street properties. The Council are piloting Fair BnB which seeks to find homeowners to provide lodgings to the homeless and have thus far placed homeless people within 10 households and are evaluating next steps.
- 3.23 A key focus of the Council's Gateway service has been to tackle insecurity in the housing market and prevent homelessness. This has included using the discretionary housing payments to help 1579 residents in 2016/17 at a cost of £1.3m. In addition 520 residents have been helped through Croydon Discretionary Fund. The Council will be launching a Social Letting Agency in March 2018
- 3.24 The Council has introduced compulsory landlord licensing scheme covering 29,000 properties with the purpose of improve housing conditions in the private sector, improving working relationships between the Council and private sector landlords and eliminating rogue landlords. A key outcome have been increased improvement notices and the enforcement of housing standards.
- 3.25 Croydon Choice the Council choice based letting service went live in May 2017. This has transformed the lettings process enabling housing register applicants to bid on properties that they are interested in, putting them at the heart of the process.
- 3.26 Croydon Council has committed to working with Croydon Citizens, and London Community Land Trust to explore opportunities for affordable housing delivery through a community land trust (CLT). As part of any scheme that comes forward the CLT would be responsible for building permanently affordable housing to meet local needs both now and in the future.

- 3.28 However housing costs continue to rise and many Croydon residents are finding it increasingly difficult to afford local homes due to falling incomes and ongoing benefit changes including the impact of Universal Credit. The Council will continue to work in this area to find homes for all against the national context of a crisis in affordable homes.

SUPPORTING RESIDENTS TO BETTER TIMES

- 3.29 The OFC vision for Croydon was to be of a high wage high skilled economy where people were paid the London Living wage, young people in our most deprived areas were offered work experience and the Council and other employer offered greater childcare options and flexible working. OFC recognised that financial inclusion and support and advice deeper within the Community were key to helping the most deprived residents grasp the opportunities of Croydon's regeneration.
- 3.30 The Council response to the London Living Wage, the objectives of the Good Employer Charter (GEC) and support to SME has been set out earlier in this report. The Council has obtained Timewise accreditation and is working towards becoming a Flexible working Borough. Signatories to the Good Employer Charter are also encouraged to adopt flexible working patterns as part of the Include All element as a means to encourage flexible working practices across the Borough.
- 3.31 The One Croydon approach through the Alliance partnership embraces using GP practices through the Integrated Care Network programme as community hubs to prevent social isolation. One Croydon is also developing an approach to health and social care which is person centric and community led.
- 3.32 The Gateway service has had a critical role in financial inclusion For the first 7 months of 17/18, 5033 residents have been supported, with £6.6m extra income being awarded for this residents per year and £107k reduced in debt. Out of the 5033 residents supported, 440 were care leavers. In addition to these numbers, personal budgeting support has also been given to 1,141 residents on Universal Credit. The Council has continued to develop its work with Croydon's Credit Union. Over the last seven months we have continued to see an increase in membership with now over 4,750 members.

4. CONSULTATION

- 4.1 The OFC carried out detailed consultation and engagement activities with stakeholders such as residents, community / voluntary sector groups, business sector partners, statutory service providers as well as focused engagement with groups that share a "protected characteristic" to understand the inequality / fairness challenges for the borough in preparing the detailed findings.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 There are no direct financial implications arising from this report.

Approved by: Ian Geary Head of Finance Department Head of Finance Resources

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

6.1 The Solicitor to the Council comments that there are no specific legal considerations arising from the recommendations within the report.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of the Director of Law and Monitoring Officer

7. HUMAN RESOURCES IMPACT

7.1 There are no direct human resources impacts arising from this report

(Approved by: Gillian Bevan Acting HR Partner on behalf of the Director of Human Resources)

8. EQUALITIES IMPACT

8.1 The OFC sought to understand the issues and challenges faced by the people of Croydon in order to build and create a fairer and better place to live for all. From the work of the OFC Council created the Council created Opportunity and Fairness Plan setting out the Council's Equality objectives 2016-2020. The impact of the Council's achieving of the plan actions are embedded within the Ambitious for Croydon performance framework.

CONTACT OFFICER: [Sarah Ireland, Director of Commissioning & Improvement]

Background documents: none

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For General Release

REPORT TO:	CABINET 11th December 2017
SUBJECT:	The Woodley Review
LEAD OFFICER:	Guy Van Dichele, Director of Adult Social Care, & Rachel Flowers, Director of Public Health
CABINET MEMBER:	Cllr Louisa Woodley, Cabinet Member for Families, Health & Social Care
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON:	
Ambition Priority 2: Independence	
<ul style="list-style-type: none"> • Work with partners to provide more integrated health, care and support in local communities. • Work with partners to promote good mental health and deliver a more preventative and early intervention focused approach. 	
FINANCIAL IMPACT	
The work of the review has highlighted the need for additional funding in the system alongside the re-prioritisation of existing funding through better partnership working to better address need of the borough.	
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 Endorse the attached report and recommendations in section 2.3

2. EXECUTIVE SUMMARY

- 2.1 The Woodley review of mental health services was launched in late 2016 to assess progress against Croydon's mental health strategy (2014-19) and identify trends in inequalities. The review was undertaken as part of the audit and evaluation process within adult social care. The review has a special focus on how effectively mental health services are supporting BAME groups.
- 2.2 The key findings of the review include;
 - 2.2.1 Croydon's Integrated Mental Health Strategy is comprehensive and ambitious – and partners remain committed to delivering the strategy's key objectives.
 - 2.2.2 The Strategy has driven significant improvements in the mental health system in recent years.
 - 2.2.3 However the Strategy is not being delivered in a collaborative way – leading on occasion to confusion and fragmentation among service commissioners and providers, and missed opportunities to deliver best practice care to service users.
 - 2.2.4 The statutory sector is not yet providing robust commissioning arrangements with commissioners, on a number of occasions, working in silos rather than in partnership, although this is improving it needs to get better.
 - 2.2.5 Providers of mental health services, and service users themselves, are showing signs of consultation fatigue – what is required now is action and tangible changes to services and pathways that will support people to recover faster and access the right service first time round.
 - 2.2.6 A focus on delivering national targets, including the waiting time for IAPT services, may be impacting on the delivery of the highest quality services. For, despite Croydon meeting NHS England's targets for initial waiting times to access local psychological talking therapies, people are waiting for an average of 60 days to access intensive IAPT support after receiving their initial assessment.
 - 2.2.7 Unwarranted delays in discharge from hospital, particularly for BAME service users, are being addressed but continue to represent a significant pressure on the local system.
 - 2.2.8 The voluntary and community sector supporting people with both mental illness and wellbeing is astute, nimble and enthusiastic to lead improvements for service users, but often feels frustrated by lack of opportunity to engage in strategic discussions about delivery of the mental health strategy.
- 2.3 Recommendations from the Review

2.3.1 These recommendations are taken from the review with an adaptation (in italics) to recommendation in the 3rd bullet point following the financial implications mentioned in section 5

For the Integrated Head of Mental Health Commissioning, working with Directors in the Council, CCG and senior representation from the voluntary sector:

- To review the membership and governance of the Mental Health Strategy Group, and its accountability in ensuring that the Mental Health Strategy is delivered. This will include updating the group's terms of reference.
- To update the Terms of Reference of the Mental Health Partnership Board to ensure the Board is empowered to actively support delivery of the Mental Health Strategy.
- To review the mental health budget in order to shift resources towards earlier intervention, assessing baseline spends and re-profiling budgets to ensure best value for money, *and to lobby for appropriate levels of funding*.
- To embed the Woodley Review recommendations within the Mental Health Strategy's action plan.
- To embed the Mind the Gap report recommendations within the Mental Health Strategy action plan.
- To improve existing contract monitoring processes so as to ensure that coordinated, robust arrangements are in place.
- To ensure that future commissioning proposals involve the co-production of mental health service design and delivery with service users, and to ensure that new contracts for mental health services are devised to (1) help build community capacity and resilience and (2) ensure adequate focus on BAME service user needs.
- To explore opportunities to use technology to bridge the gap where there are delays in face-to-face services and identify if additional investment in this area would be helpful.
- To work with service users, through existing service user forums i.e. Hear Us, the BME Forum, and Healthwatch, to agree how to make sense of, and communicate, how services are performing e.g. IAPT waiting times.
- To work with the Mental Health Strategy group and service users to explore the feasibility of a BAME dedicated mental health drop in service, presented in a co-produced options paper.

2.3.2 South London and the Maudsley NHS Trust:

- To report progress of the SLaM BME Patient Experience CQUIN 2016/17 and 2017/18 to the Mental Health Strategy group.

2.3.3 Croydon Council:

- To take forward, in collaboration with partners, Public Health England's personalised recommendations to Croydon to inform this review. They suggested that in order to address the key challenges raised by the review,

local partners needed to work together to consider mental health prevention and early intervention in its broadest terms, including further consideration of:

- The role of Primary Care
- Mental health and wellbeing and not just mental illness and services
- How to build a more mentally healthy community and more 'mental health literacy'
- The power of good physical health to support good mental health
- Addressing high risk factors for poor mental health: men, loneliness, schools, debt / financial challenge
- Suicide prevention

3. DEVELOPMENT AFTER THE REVIEW

3.1 The commissioning landscape continues to shift within the local health economy and this has happened alongside the Woodley Review process. The Woodley review has informed the mental health aspect of the local transformation plan being undertaken by the Transformation Board. The review highlighted particular issues around gaps in governance structures to ensure the delivery of Croydon's mental health strategy and contract monitoring.

3.2 During the September 2017 Health and Wellbeing Workshop, looking at the implementation of the review recommendations, it was agreed that governance structures should be streamlined and clear lines of accountability needed to ensure that delivery of the strategy is achieved and that this aligned with the work of the Transformation Board.

3.3 There was a clear narrative around the need for metrics used to communicate mental health services to be meaningful for Croydon residents and not relying on national statutory targets to describe mental health provision. This requires the development of local Croydon metrics co-produced with residents to provide meaningful information for commissioners, providers and residents. The development of meaningful local Croydon metrics need to be developed with the input of the wider local health system and align with the population approach within the transformation work.

3.4 Future contract monitoring by the CCG and Council need to be co-ordinated and use the Mental Health Partnership Board to feedback formally on contract monitoring issues. We are working with the newly formed BME Wellbeing partnership to support their development and input in supporting the implementation of the Woodley review recommendations.

3.5 Next Steps

An action plan for implementation of the recommendations is being developed with partners in the CCG and will be taken for sign off to the Health and Wellbeing Board for in February 2018.

4. CONSULTATION

- 4.1 The Woodley review panel included representation from voluntary sector services, Healthwatch, Public Health England, the CCG, Croydon Council, and Croydon Council elected Members.
- 4.2 The recommendations were taken to a Health and Wellbeing Board Workshop in September 2017 to discuss how the report's recommendations can be implemented.

5 FINANCIAL IMPLICATIONS AND RISKS

- 5.1 This review has highlighted the need for more funding and a realignment of resources within the mental health system, along side stronger partnership working.
- 5.2 The risk of not progressing the recommendations is the increase in inequalities in access to mental health services and the failure to deliver the Croydon Integrated Mental Health Strategy.
- 5.3 There is also a risk that re-profiling of the mental health spend may not be sufficient to improve outcomes and reduce inequalities in mental health in Croydon.
- 5.4 Costs to the wider health and social care system of poor mental health are significant as poor mental health has an effect on general health and can make health conditions worse. Each person with a long-term condition and co-morbid mental health problem raises total health care costs by at least 45%.
- 5.5 The recent McKinsey strategic review of the Croydon Health and Care System stated that there was potentially insufficient community activity for the mental health weighted population compare to peers, leading to high demand for inpatient acute MH services.
- 5.6 Croydon CCG spends approximately £120 per head of population compared to the national average of £170. This is the second lowest spend within London.

6. FUTURE SAVINGS/EFFICIENCIES

If stronger partnership working across the sector is implemented it could lead to greater efficiencies.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk

7. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 7.1 The Solicitor to the Council comments that the Council is an authority to which the National Health Service Act 2006 (NHS Act) Section 244 applies. Under the Localism Act 2011 (which amended the Local Government Act 2000) the Council is required to establish a Scrutiny and Overview Committee (or sub-

committee) to review and scrutinise, in accordance with regulations under that section, matters relating to the health service in the Council's area and to make reports and recommendations on such matters in accordance with the regulations.

- 7.2 The NHTA 2006 further provides that any functions conferred on a local authority by regulations under Section 244 are not the responsibility of an Executive of the authority under executive arrangements (within the meaning of Part 1A of the Local Government Act 2000).
- 7.3 The relevant regulations are the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013. Part 4 deals with health scrutiny and any matter relating to the planning, provision and operation of the health service within the Council's area.
- 7.4 The scrutiny of mental health services falls within the remit of the Council's Health and Social Care Scrutiny Sub-Committee.
- 7.5 The Chairman of the Health and Social Care Scrutiny Sub-Committee has been consulted on this matter. The report as presented is for noting only.

(Approved by: Sandra Herbert Head of Litigation and Corporate Law for and on behalf of Jacqueline Harris-Baker Director of Law and Monitoring Officer)

9. HUMAN RESOURCES IMPACT

- 9.1 Whilst there are no implications for LBC employees, the positive outcomes that may be highlighted through this work may offer scope to develop complimentary initiatives to support employee's wellbeing at work

(Approved by: Sue Moorman, Director of Human Resources)

10. EQUALITIES IMPACT

- 10.1 This review and the recommendations within it are set out to address inequalities in access and delivery of mental health services within the borough. The review specifically considered the differential experiences of mental health services among BAME service users.
- 10.2 Detailed evidence regarding the impact on equalities of the current delivery of mental health services are set out within the report and mechanisms to reduce inequalities are detailed within the recommendations.
- 10.3 The report's recommendations seek to address inequalities in access to mental health services by explicitly considering the role of community based providers of care, such as the voluntary sector, and the importance of this sector in

supporting those with mental health issues who may not engage with statutory services.

11. ENVIRONMENTAL IMPACT

11.1 Not applicable

12. CRIME AND DISORDER REDUCTION IMPACT

12.1 Not applicable

13. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

13.1 It is a key priority for the Council to promote good mental health and to deliver the Croydon Integrated Mental Health Strategy. These recommendations set out to ensure that the governance and delivery of mental health services are best positioned to deliver the strategy

14. OPTIONS CONSIDERED AND REJECTED

14.1 Not applicable

CONTACT OFFICER: [Rachel Flowers, Director of Public Health, Resources]

APPENDICES TO THIS REPORT

Appendix 1 – The Woodley Review 2017

BACKGROUND PAPERS:

1. Croydon Integrated Mental Health Strategy for Adults 2014-2019
<https://www.croydon.gov.uk/democracy/dande/policies/health/imh-strategy>
2. The Five Year Forward view for mental health. A report from the independent Mental Health Taskforce to the NHS in England February 2016.
<https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-Health-Taskforce-FYFV-final.pdf>
3. Implementing the five year forward view for mental health. NHS England 2016.
<https://www.england.nhs.uk/wp-content/uploads/2016/07/fyfv-mh.pdf>
4. Mind The Gap. Hear Us, Croydon BME Forum, Off the Record. 2013
<http://www.hear-us.org/aboutus/linkworking/PDF/MIND-THE-GAP-WEB.pdf>
5. Strategic review of the Croydon Health and Care System, McKinsey
6. SLAM Council of Governors meeting 9/9/2017
https://www.slam.nhs.uk/media/476081/council_of_governors_meeting_2017-09-19_full_papers.pdf

7. Long-term conditions and mental: The cost of co-morbidities, The King's Fund, Naylor et al, 2012
https://www.slam.nhs.uk/media/476081/council_of_governors_meeting_2017-09-19_full_papers.pdf

The Woodley Review

August 2017

Delivering for Croydon

CROYDON
www.croydon.gov.uk

Executive Summary & Recommendations

The Woodley review of mental health services was launched in late 2016 to assess progress against Croydon's mental health strategy (2014-19) and identify trends in inequalities. The review has a special focus on how effectively mental health services are supporting BAME groups.

The key findings of the review are as follows:

- Croydon's Integrated Mental Health Strategy is comprehensive and ambitious – and partners remain committed to delivering the strategy's key objectives
- The Strategy has driven significant improvements in the mental health system in recent years, such as the reconfiguration and enhancement of numerous mental health teams based out in the community, and strengthened partnership working to improve pathways of care for mental health service users
- The Strategy is, however, not being delivered in a collaborative way – leading on occasion to confusion and fragmentation among service commissioners and providers, and missed opportunities to deliver best practice care to service users
- A focus on delivering national targets, including the waiting time for IAPT services, may be impacting on the delivery of the highest quality services. For example, despite Croydon meeting NHS England's targets for initial waiting times to access local psychological talking therapies, people are waiting for an average of 60 days to access intensive IAPT support after receiving their initial assessment – which represents a significant delay for service users who are in need of early support for their mental ill-health needs.
- Unwarranted delays in discharge from hospital, particularly for BAME service users, are being addressed but continue to represent a significant pressure on the local system
- The voluntary and community sector supporting people with both mental illness and wellbeing is astute, nimble and enthusiastic to lead improvements for service users, but often feels frustrated by lack of opportunity to engage in strategic discussions about delivery of the mental health strategy.
- Providers of mental health services, and service users themselves, are showing signs of consultation fatigue – what is required now is action and tangible changes to services and pathways that will support people to recover faster and access the right service first time round.
- The statutory sector is not yet providing robust commissioning arrangements to providers of mental health services, meaning that monitoring of contracts and support to providers to shape and improve services is weaker than it should be. Commissioners across statutory sector organisations were found, on a number of occasions, to be working in silos rather than in partnership, which needs to be rectified.

Recommendations

For the Integrated Head of Mental Health Commissioning, working with Directors in the Council, CCG and senior representation from the voluntary sector:

1. To review the membership and governance of the Mental Health Strategy Group, and its accountability in ensuring that the Mental Health Strategy is delivered. This will include updating the group's terms of reference [see pages 19-23].
2. To update the Terms of Reference of the Mental Health Partnership Board to ensure the Board is empowered to actively support delivery of the Mental Health Strategy [see page 21].
3. To review the mental health budget in order to shift resources towards earlier intervention, assessing baseline spends and re-profiling budgets to ensure best value for money [see page 14].
4. To embed the Woodley Review recommendations within the Mental Health Strategy's action plan [see pages 1-3].
5. To embed the Mind the Gap report recommendations within the Mental Health Strategy action plan [see pages 30-31].
6. To improve existing contract monitoring processes so as to ensure that coordinated, robust arrangements are in place [see page 16].
7. To ensure that future commissioning proposals involve the co-production of mental health service design and delivery with service users, and to ensure that new contracts for mental health services are devised to (1) help build community capacity and resilience and (2) ensure adequate focus on BAME service user needs [see page 14].
8. To explore opportunities to use technology to bridge the gap where there are delays in face-to-face services and identify if additional investment in this area would be helpful [see pages 9-10].
9. To work with service users, through existing service user forums i.e. Hear Us, the BME Forum, and Healthwatch, to agree how to make sense of, and communicate, how services are performing e.g. IAPT waiting times [see pages 9-10].
10. To work with the Mental Health Strategy group and service users to explore the feasibility of a BAME dedicated mental health drop in service, presented in a co-produced options paper [see page 15].

SLaM:

11. To report progress of the SLaM BME Patient Experience CQUIN 2016/17 and 2017/18 to the Mental Health Strategy group [see pages 12-13].

Croydon Council:

12. To take forward, in collaboration with partners, Public Health England's personalised recommendations to Croydon to inform this review. They suggested that in order to address the key challenges raised by the review, local partners needed to work together to consider mental health prevention and early intervention in its broadest terms, including further consideration of:

- The role of Primary Care
- Mental health and wellbeing and not just mental illness and services
- How to build a more mentally healthy community and more 'mental health literacy'
- The power of good physical health to support good mental health
- Addressing high risk factors for poor mental health: men, loneliness, schools, debt / financial challenge
- Suicide prevention

Context

National

"The NHS needs a far more proactive and preventative approach to reduce the long term impact for people experiencing mental health problems and for their families, and to reduce costs for the NHS and emergency services".

The Five Year Forward View for Mental Health sets out the Government's commitment to improve mental health services in England by 2020/21, and ensure that good mental health care is available to people wherever they need it. Addressing both adult and child mental health, and emphasising the need to focus on mental health inequalities, the strategy has 3 key themes:

- High quality 7-day services for people in crisis
- Integration of physical and mental health care
- Prevention

The NHS will receive an additional £1bn investment by 2020/21 to help an extra 1 million people with their mental health needs.

Key facts and figures – mental health of the population

(Reference: <https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-Health-Taskforce-FYFV-final.pdf>)

- One in ten children between the ages of 5 to 16 has a diagnosable mental health problem.
- One in five mothers has depression, anxiety or in some cases psychosis during pregnancy or in the first year after childbirth.
- One in four adults experiences at least one diagnosable mental health problem in any given year.
- One in five older people living in the community and 40 per cent of older people living in care homes are affected by depression.

Key facts and figures – experiences of mental health care

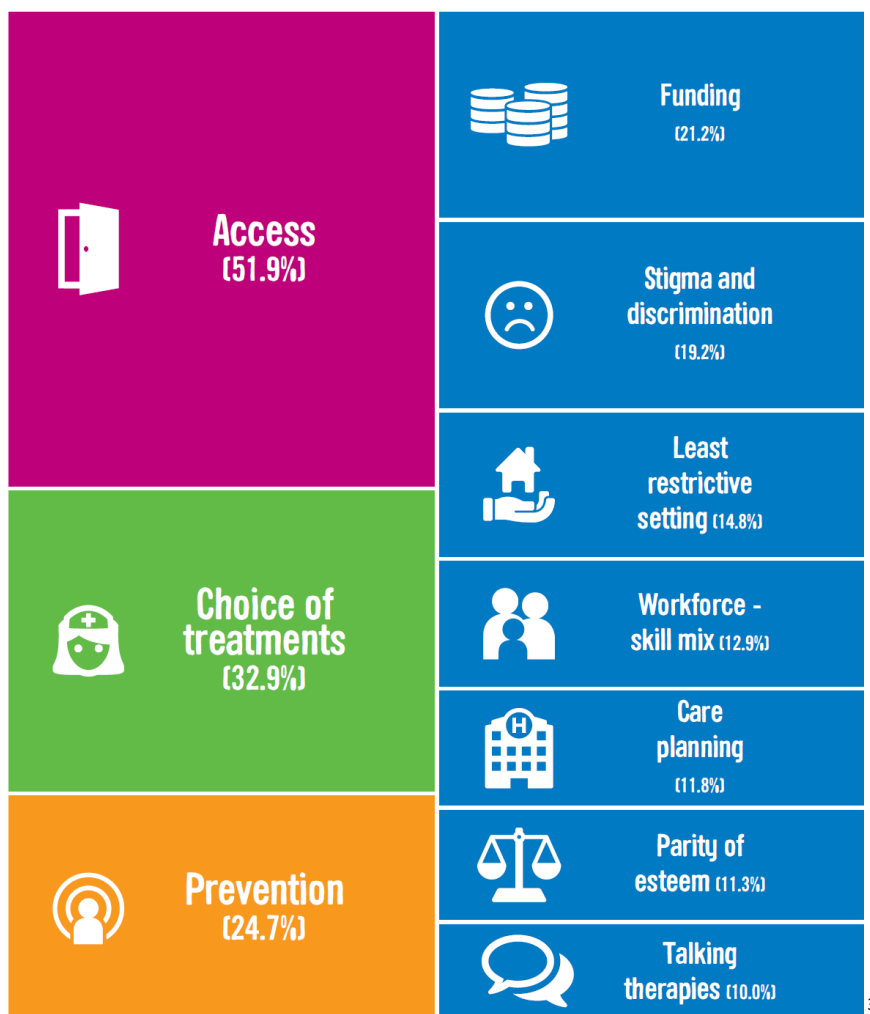
- It is estimated that up to three quarters of people with mental health problems receive no support at all.
- People with severe mental illness are at risk of dying 15 - 20 years earlier than other people.
- Suicide rates in England have increased steadily in recent years, peaking at 4,882 deaths in 2014.
- In a crisis, only 14% of adults surveyed felt they were provided with the right response.

The Five Year Forward View also states that specific actions should be taken to reduce the current significant over-representation of BAME and any other disadvantaged groups within acute care¹. Implementing the mental health forward view goes on to outline that to achieve the key objective of maintaining and improving quality includes addressing variation in outcomes and access to services for different populations groups, specifically including people from BAME groups².

The 5 Year Forward View for mental health set out the priorities for change in mental health services, determined by people who responded to the strategy's consultation and expert advisors:

¹ The Five Year Forward view for mental health. A report from the independent Mental Health Taskforce to the NHS in England February 2016. <https://www.england.nhs.uk/wp-content/uploads/2016/02/Mental-Health-Taskforce-FYFV-final.pdf>

² Implementing the five year forward view for mental health. NHS England 2016. <https://www.england.nhs.uk/wp-content/uploads/2016/07/fyfv-mh.pdf>



Local

Croydon developed an Integrated Mental Health Strategy for Adults (2014 – 2019) in order to address such challenges. The 4 main pillars for action in this strategy are:

1. **Increasing access to mental health services**
2. **Strengthening partnership working, and integrating physical and mental health care**
3. **Starting early to promote mental wellbeing and prevent mental health problems**
4. **Improving the quality of life of people with mental health ill health**

³ <http://www.birmingham.ac.uk/Documents/college-social-sciences/social-policy/HSMC/presentations/masterclasses/13-May-London/S.-Khan-The-Five-Year-Forward-View-for-Mental-Health.pdf>

Key facts and figures – mental health in Croydon

In Croydon 1 in 6 adults (approximately 67,000 people) have a mental health problem at any one time – most common are anxiety and depression

17,193 people registered with a Croydon GP are diagnosed with Depression (2015/16). This is 5.6% of the GP register.

4,390 people registered with a Croydon GP are diagnosed with Mental Health issues including schizophrenia, bipolar affective disorder and other psychoses (2015/16). This is 1.09% of the GP register

Croydon has the 2nd highest Hospital admission rate for self-harm of all London boroughs.

Croydon has the average London rate of claimants for employment support allowance (ESA) for mental and behavioural conditions and rates in the middle of all London boroughs for this at 22.4 per 1,000 working age population (2016)

1.3% adults in New Addington have a serious mental illness, whereas 0.4% adults in Selsdon and Ballards have a serious mental illness.

Every year, the cost to Croydon of mental health is £1.1bn (total economic and social cost) and £290m (health and social services cost)

Local service provision in Croydon

In 2013 Hear Us, Croydon BME forum and Off the Record produced a report on BAME mental health services provision in Croydon, *Mind the Gap*⁴. This report highlighted key areas of concern for BAME service users' experiences of mental health services in Croydon.

Key findings of the Mind the Gap report:

1. Dignity in Care: Concerns were raised about the level of dignity in care provided by mental health services and how responsive staff members were to service users' requests
2. Medication Issues: There is a lack of information regarding medication and side-effects, with participants feeling that there is an over-reliance on medication and a need for a more holistic approach towards treatment
3. Cultural Competency and Sensitivity within Services: There is a lack of understanding towards cultural difference and cultural requirements, ranging from the provision of food, overcoming language barriers and awareness of cultural issues

⁴ Mind The Gap. Hear Us, Croydon BME Forum, Off the Record. 2013 <http://www.hear-us.org/aboutus/linkworking/PDF/MIND-THE-GAP-WEB.pdf>

4. Shortage of Staff and Resources: The shortage of staff across community and acute settings clearly affects the quality of support being provided to service users, resulting in long waiting times and delays to service users' recovery
5. Care Pathways Communication: Participants felt that the communication channels faltered at the point of admission, discharge and referral, which in turn left service users feeling anxious and unclear about what support is available.
6. Care Planning and Care Coordination: Service users provided mixed feedback about the care planning process and their care coordination, highlighting the need for more active involvement from service users and more regular reviewing from staff.
7. Stigma and BME Communities: The stigma of mental health illness amongst BME communities creates a barrier to BME service users accessing and receiving support. Lack of knowledge and understanding of cultural beliefs has an influence on how service users and their families perceive mental health illness and treatment.
8. Poor Provision for Refugees and Asylum Seekers: Refugees and asylum seekers approach mental health services with complex needs, however services are not equipped to respond to these needs. Refugees and asylum seekers are reluctant to be referred onwards, resulting in significant challenges in accessing necessary and vital support for these service users.
9. Challenging Experiences for Carers: Carers feel a sense of guilt, tiredness and frustration, particularly in reference to the information flow between mental health services and carers.
10. The Need for Talking Therapies: There is a need for increased access to talking therapies for service users, which needs to be offered as part of an integrated, ongoing support. The challenges in delivering talking services to BME service users also need to be recognised and addressed.

In September 2016 the Mental Health Diagnostic for Croydon showed that BAME populations were disproportionately more likely to be admitted to hospital for a mental health condition and that following admission their length of stay was longer.

South London & Maudsley NHS Foundation Trust (SLaM) is commissioned by Croydon CCG to provide mental health services to the residents of Croydon across all age ranges. Croydon Integrated Adult Mental Health Service is a partnership between Croydon Council and SLaM created to meet the health and social care needs of residents from 18 to 65. As part of the arrangement, Croydon Council makes available just over 50 staff to work in the range of community teams provided in the Borough. In recognising the value brought by social care staff, SLaM also fund a further 9 Croydon Council social workers to work in the service. Day to day line management of the staff is delegated to SLaM, however there is a Council Head of Service who oversees the partnership and is responsible for ensuring that the integrated service does meet the social care needs of the client group. The Head of Service:

- works closely with SLaM Service Directors, Heads of Pathway and Clinical Service Leads on strategic areas including the Inpatient Discharge Task & Finish Group; reviewing the Cross Cag Interface and Care Pathways;
- has operational responsibility for the AMHP service (approximately 900 Mental Health Act Assessment per year) and the Adult Safeguarding team (approximately 500 Safeguarding referrals per annum).

- is the professional lead for social work staff in the service and ensures a robust supervision structure, opportunities for career progression, recruitment, etc.

There is a Director of Social Care in SLaM who is responsible for ensuring that services being developed and decisions being taken at the corporate centre always include the needs of and the implications for the 4 Boroughs that form SLaM. For example the recent development of a business case for a Centralised Place of Safety.

The Croydon Integrated Strategy for Mental Health 2014-19 was written at a time when there was an Integrated Commissioning Unit (ICU) that spanned both the Council and the CCG. The Director of the ICU led on the development of the strategy and was expected to oversee its implementation. However the ICU was disbanded in the latter part 2015 and the Director is no longer in post.

The combination of factors above led to the need to conduct a rapid review of the implementation of the mental health strategy.

Aim of the Woodley Review

- To review progress against the four pillars of the borough's Mental Health Strategy
- To elicit the views of BAME service users based upon their experience of using mental health services
- To consider if current governance arrangements are adequate to ensure delivery of the strategy's intended outcomes and for all population groups
- To make supplementary recommendations, if necessary, in light of the most recent intelligence available to improve Croydon's mental health policy, its delivery and governance

Scope of the review

1. Understand current data trends in mental health, including high inpatient activity and comparatively poor access to and completions from IAPT services
2. Explore the current challenges in mental health services in Croydon, including overspend on the core mental health contract; fragmentation within the funding and provision of mental health services (i.e. between children and young people, working aged adults, and older adults services; and between inpatient, community and voluntary sector services); fragmentation between mental health and wider determinant services (such as housing/ homelessness, drugs and alcohol, and unemployment); and gaps in strategic approaches to addressing mental health needs (such as development of a local suicide prevention strategy)
3. To elicit the views of BAME services users based upon their experience of services and to consider the outcomes for BAME service users.
4. Review progress to deliver the objectives of the current mental health strategy

Method

The evidence from the review was gleaned from a mixture of written evidence submissions, presentations, panel questions and a visit to a mental health service provider.

The members of the review panel (listed in appendix 1) agreed the core evidence questions and the statutory service providers and voluntary sector providers that would be invited to provide evidence for the review. Providers that presented their evidence to the panel were also asked additional clarifying questions from the panel and where required these were followed up with further written submissions.

Further details of the providers invited and evidence submitted is included in appendix 1.

The evidence questions that were asked by the panel were as follows:

1. Rate progress (1-10) at delivering each of the 4 pillars of Croydon's mental health strategy
 - a. Increasing access to mental health services
 - b. Strengthening partnership working, and integrating physical and mental health care
 - c. Starting early to promote mental wellbeing and prevent mental health problems
 - d. Improving the quality of life of people with mental health ill health

Please give reasons for your rating on each one.

2. A number of BAME communities have told us they feel they have less access to services and that when they are accessed they can fail to meet their needs. Please provide any evidence you have collected to support or refute these claims.
3. Please provide any evidence you have collected on notably good or inadequate mental health service delivery in the past 12 months
4. Please provide any evidence you have collected on community based initiatives that are making a positive difference to the lives of people with mental health issues. What can other services learn from these approaches?

These questions and subsequent follow-up questions are listed in Appendix 2.

Key findings

1. **Understand current data trends in mental health, including high inpatient activity and comparatively poor access to and completions from IAPT services**

Improving Access to Psychological Therapies (IAPT) is a national programme for people with common mental health problems who do not require secondary or specialist psychiatric support. SLaM reported that the service encourages self-referrals by phone or online as well as accepting them from other health and social care services. Generally people need less intervention through this route and if required will access either guided self-help (STEP 2 –coaching and workshops) or face to face psychological therapy (STEP 3 – individual or group sessions. Commonly 12-16 sessions). STEP 2 or STEP 3 interventions can also be accessed online or by phone.

The CCG presented information about mental health service delivery and performance in Croydon:

IAPT

The IAPT service has increased in size and access considerably over the last 2 years with a steady improvement in performance. There is a current estimated prevalence of 42,245 people in Croydon who may benefit from IAPT services. In 2013/14 the access rate was 3.75%, this increased to 6.9% in 2014/15 and reached 10.37% at the end of 2015/16.

The table below shows the ethnicity of people entering treatment during November 2015 and August 2016 (from IAPTUS) in comparison with the ethnicity of 18-65 year olds in Croydon (from Census 2011). The table shows that Asian populations are under-represented in the service and that Black populations are also slightly under-represented:

	Asian	Black	Mixed Race	Other Ethnic Group	White	Unknown
18-65 year olds in Croydon (Census 2011)	16.3%	19.9%	4.8%	3.3%	55.8%	0.0%
Croydon IAPT (Nov 15) (n=377)	9.3%	17.2%	7.2%	2.8%	59.7%	3.8%
Croydon IAPT (Aug 16) (n=298)	8.7%	16.1%	7.4%	2.0%	62.4%	3.4%

Source: SLaM, *Meeting the public sector equality duty at SLaM (2016)*

The current national target for IAPT is 15% and Croydon are delivering 10.75% access (2016/17) - but there is no waiting list and a self-referral option is available. The CCG have been gradually expanding the service within the resources available, and are re-procuring the service in 2017 with an emphasis on increasing access in line with the national target. For 2017/18 the service has been commissioned to reach an 11.1% access rate.

The review panel is aware of feedback from the public/ Hear Us that the IAPT service in Croydon is not equally accessible to all. The Mind the Gap report argued that *“There is a need for increased access to talking therapies for service users, which needs to be offered as part of an integrated, ongoing support. The challenges in delivering talking services to BME service users also need to be recognised and addressed”*.

Further, in contrast to the CCG’s report, Healthwatch fed back that *“There are long waiting lists for community based psychological therapies, this is problematic as people often need some form of immediate help. It is perceived that waiting lists are longer in Croydon, than in counterparts.”* They also reported that *“Some patients say their GPs are reluctant to refer for psychological therapies”* and that *“A single round of therapy (for example a 6 week package) is often all that is available, with no follow-on support afterwards”*.

These contrasting reports reflect a muddled picture of the IAPT service and some conflation with other community mental health services such as Croydon Integrated Psychological Therapy Services (CIPTS) (See Appendix 3). The IAPT waiting time targets are that 75% of patients wait less than 6 weeks from referral to completing a course of treatment and that 95% of patients wait less than 18 weeks from referral to completing a course of treatment. It was reported from SLaM that these IAPT waiting times were satisfied when someone had entered the service and had been triaged by either a promoting wellbeing practitioner or CBT therapist. There are however internal waits; As of May 2017 SLaM report mean waiting time from referral to starting STEP 2 treatment of 42 days, and the mean waiting time from referral to starting STEP 3 treatment is 91 days. This means that although a treatment may not be classified as a ‘wait’ following the targets individuals may be awaiting IAPT treatments such as Cognitive Behavioural Therapy or guided self-help sessions for a month or more.

Primary Psychological Services	MILD TO MODERATE PRESENTATIONS "Common" mental health problems, e.g. Depression and Mood Disorders Anxiety Disorders Family or couple problems/problems in relationships Psychological aspects of long term health conditions	STEP 1 Assessment & Recognition Primary Care Recognition, watchful waiting and referral
		STEP 2 Low Intensity Primary Care Psychological Wellbeing Practitioners offering CBT-based self-help interventions in the form of: Computerised CBT, Workshops, Guided Self-Help sessions offered via telephone or face-to-face for: Low mood, Generalised Anxiety, Panic, Simple Phobias and sleep difficulties.
		STEP 3 High Intensity Primary Care CBT Practitioners running evidence-based CBT groups evidence-based 1:1 talking therapies e.g. Cognitive Behavioural Therapy (CBT), Interpersonal Therapy (IPT) & Behavioural Couples Therapy (BCT)
Secondary Psychological Services	ACUTE, SEVERE & ENDURING, COMPLEX & CHRONIC PRESENTATIONS - Immediate or High Risk -Intractable Depression and Anxiety Disorders -Bipolar Affective Disorders -Complex trauma/PTSD -Personality Disorders -Schizophrenia and other Psychotic Disorders -Other complex mental health difficulties	STEP 4 Secondary Care CMHT Acute and Crisis Services Psychological Services

Source: SLaM, Croydon IAPT Psychological Therapies and Wellbeing service Training event. (2016)

Inpatient Services

The recently commissioned Mental Health diagnostic report found that inpatient length of stay for Croydon was much higher than for other boroughs using SLaM.

The report found that *“there is a clear picture of a relatively low level of admissions in Croydon when compared to elsewhere in London and England. There is however a relatively long length of stay leading to a higher than average level of occupied bed days. The number of patients with a stay of over 90 days has significantly increased, especially during the first four months of 2016. In addition recent months have seen a rapid increase in the number of acute placements made by SLaM. CCG placement expenditure has remained stable while local authority expenditure on placements has steadily increased.*

Compared to national benchmarks a relatively high proportion of admissions were under formal sections of the Mental Health Act. Over a quarter had not been seen by a SLaM community service in the previous 12 months (higher than expected national benchmark of 20%). There were fewer admissions and occupied bed days for white and Asian people compared to people from black ethnic groups. There were more occupied bed days for men than women in all ethnic groups. Also, more occupied bed days for men than women in all age groups, except in the 55 to 64 year old age group.

Although HTT (Home Treatment Team) and EIP (Early Intervention Psychosis) caseloads have increased over recent months the overall level of people in contact with community teams provided by SLaM in Croydon is relatively low compared to elsewhere in England.”

The report also identified a problem in the discharge process from acute services – the review panel heard that a task and finish group with Croydon Council colleagues was established in September 2016 to find solutions to this. The group has been reviewing the services available to support discharge.

2. Current Opportunities/ Strengths in mental health services in Croydon

The CCG highlighted vast improvements that have been made to mental health services in Croydon in recent years, including:

- *“Assessment & Liaison Teams – Four assessment teams replaced the previous two, and have been configured and located to support the six GP network areas in Croydon... The Assessment and Liaison teams are a component of the Adult Mental Health model and strengthen community mental health service interventions by providing ease of access to an enhanced assessment and triage function (‘gatekeeper’), ensuring rapid intervention and better communication for patients and GPs. The skilled up staff within the teams ensure referrals of patients to most appropriate part of mental health care system, and better joint working and signposting with Primary Care, secondary care and within 3rd sector Organisations. The teams provide GP’s with a single point of entry to access secondary care and their expansion supports a more integrated approach with primary care.*
- *Promoting Recovery Teams – have been reconfigured into 4 teams aligned with the GP networks and assessment & liaison teams. Caseloads have been reconfigured to match localities which allows for greater continuity between teams and GPs increasing the coordination of treatment received.*
- *Primary Care Mental Health Support Service – capacity has increased to provide more support to GP’s to support the transition of patients stepping down into primary care. The CCG is also looking at the opportunities that will be afforded through delegated primary care commissioning in respect of additional investment for mental health in primary care.*
- *Clozapine Initiation – supporting a proportion of patients to access Clozapine medication within the community.*
- *Home Treatment Team – has been enhanced with more capacity and a wider range of therapeutic interventions to prevent crisis, including the use of Dialectical Behaviour Therapy (DBT) and family therapy... The service provides comprehensive assessment and is accessible to [older] people in the acute phase of mental illness which, without support, would result in their admission to hospital.*
- *Personality Disorder Service - has increased care coordination and support through group therapy & family connection group*

- *The Street Triage pilot has been commissioned on an ongoing basis and has developed into the 24hr Mental Health Support Telephone Line. This service enables service users to be able to call a Mental Health professional at times of crisis 24hrs a day 7 days a week, and has been operational from December 2015. In Qtr1 2016/17 it took 376 calls from Croydon users and typically takes 35 calls per week. The service is currently evaluating numbers of people potentially diverted from A&E.*
- *The [Early Intervention in Psychosis] service has been expanded to meet the new referral to treatment time of 50% of patients receiving a service within two weeks of being assessed. Since April 2016 to January 2017 the service has achieved a rolling yearly average of 65% of eligible referrals receiving a service within two weeks. Croydon CCG has also developed the COAST Service, (April 2015) to support early detection of patients at risk of developing psychosis to intervene before a first episode occurs. The COAST and OASIS services are integrated to ensure patients can transfer to teams that best meet their need and intervention is available at the earliest opportunity.*
- *SLaM's Adult Clinical Academic Groups (CAGs), have recently developed a Service User Monitoring Forum (SUM), which is a partnership between Hear Us, the Croydon BME Forum, the Croydon Mental Health Forum, Imagine, Rethink, Croydon Mind, Croydon LINK and SLaM. The SUM will serve as a patient experience and involvement monitoring forum in order to ensure user-led activities and monitor the PEDIC (Patient Experience Data Intelligence Centre) results and service action plans.*
- *The Inpatient Discharge Task and Finish group has been devolved and brings stakeholders together to address recommendations and findings in the MH Diagnostic report. This report and working group will convene for 12months. The group has now been established and has a dedicated action plan to reduce inpatient length of stay and delayed transfers of care. This work has a focus on patients with complex needs and existing long lengths of stay which will include a proportion of BAME patients. In 2017/18, there will be a dedicated BAME inpatients CQUIN developed to further support this work in relation to BAME patients.*
- *The CCG, Adult Social Care, Police, Ambulance, Mental Health and CUH emergency staff now meet monthly to promote a more integrated approach to emergency, crisis care and Mental Health. The AEDB sub group now meets monthly, and has been operational since July 2015. The group facilitates closer multi agency working and an integrated approach to resolving problems.*

The CCG have a CQUIN in place with SLaM to improve BAME patient experience that had the following objectives in 2016/17:

- Improving understanding of working age BAME patient experience of access to acute inpatient services through a qualitative review and audit of patient's experience of SLaM inpatient and community services... [and] developing recommendations on how to deliver co-produced personalised care to BAME populations at a Community Mental Health Team level.
- SLaM to make recommendations for best practice approaches in reducing higher admission rates to acute in-patient services for BAME populations as compared to their counterparts.

The evaluation report of the CQUIN highlighted a number of actions that SLaM agreed to take forward following team audits and feedback from BAME focus groups, but detail is not provided on whether these actions were completed. Proposed actions included:

- Develop BAME-specific information for Early Intervention, Promoting Recovery and Home Treatment teams welcome packs
- Early Intervention, Promoting Recovery and Home Treatment teams clinical and administrative staff to undertake cultural awareness training

The CCG fed back to the review panel that the Patient Experience CQUIN (16/17) they have in place with SLaM to improve data collection on use of mental health services has been strengthened for the 2017/18 year in light of mental health diagnostic report. SLaM will only be paid for achieving specified outcomes.

The CCG has also committed to developing the personalisation agenda in mental health, and ensuring mental health services are responsive to supporting those with mental health and substance misuse needs.

Feedback from evidence considered by the review panel also noted opportunities and strengths in the current system:

“I believe they [Hear Us] make a great contribution to supporting the well-being of individuals that uses the service and the fact that on the occasion they are in the building managers of the various services in Tamworth road get to hear first-hand and immediately about any issues and concerns which mean they can often be dealt with far more quickly.”

AMHP Service

“Voluntary sector agencies have developed a range of new services that meet the real needs of people with mental health problems. These services are funded by Grant Making Trusts and other fundraising.”

Mind

3. Current challenges/ weaknesses in mental health services in Croydon

The review identified a number of challenges that need to be addressed by the mental health strategy:

Fragmentation exists within and between services that support people with mental health problems, and is hindering efforts to improve outcomes for service users

1. Fragmentation within the funding and provision of mental health services (i.e. between children and young people, working aged adults, and older adults services; and between inpatient, community and voluntary sector services) – the mental health diagnostic report highlighted a number of ways partnership working could be enhanced to improve outcomes for people with mental health issues:
 - *Working with public health to focus work on specific communities who are most at risk of developing a psychosis. For example demographic changes show an increase*

in future years in the number of people who identify within the black 'other' ethnic category.

- *Increasing communication and collaboration between SLaM and Primary Care within the context of the Croydon out of Hospital strategy.*
 - *For the CCG and the voluntary sector to review the focus of their work. In the future for the voluntary and statutory sectors to work collaboratively together to meet individual needs. (Mental Health Diagnostic Report)*
2. Fragmentation also exists between mental health and wider determinant services:
- *"There is little understanding the role that employment programmes can help in improving mental health and wellbeing" (Status Employment).*
 - *"Access to and sustaining housing will be crucial" (Mental Health Diagnostic)*
3. Discussions about prevention services are not fully integrated with discussions about services providing treatment responses for service users with mental health needs. There are missed opportunities to share intelligence and work as a whole system to shift the focus 'upstream' towards preventing mental ill-health in the first place. The review panel heard that there has not yet been enough focus and innovation in the prevention arena, and that a mental health social prescribing service led in VCS would be very helpful. They also heard that the CCG's PIC service with Age UK were identifying issues of loneliness and isolation as a key theme among service users, and that most of these service users will have an underlying mental health problem. Thinking holistically about the breadth of needs of service users accessing any one service needs to be encouraged. Further, the CDW Service highlighted that *"Community groups and service users have reported again and again through focus groups over a long period of time that they want early intervention mental health support in the community that they use and trust."*

The system (local services) is not yet consistently supporting and appropriately responding to service users with their mental health issues, in line with their needs, which is impacting on access into services and also pathways to recovery

1. Service users do not appear to be as involved, supported or empowered as they want to be:
- *"Many patients tell us they do not feel listened to, and are not fully involved in care planning or decisions about them. This has been acknowledged by SLaM, who are running a two-year programme to get patients more involved in care planning, however the problem also extends to GPs and other professionals." (Healthwatch).*
 - *"Many people requiring mental health therapies or interventions feel helpless and a significant number have 'given up', having lost faith in the system" (Healthwatch).*
 - *"Increasing the use of self-directed support by people with more severe and complex mental health problems [is recommended]". (Mental Health Diagnostic Report).*
 - *"Service users provided mixed feedback about the care planning process and their care coordination, highlighting the need for more active involvement from service users and more regular reviewing from staff." (Mind the Gap report).*
 - *"Concerns were raised about the level of dignity in care provided by mental health services and how responsive staff members were to service users' requests" (Mind the Gap report)*
2. Language and information around mental health is complex and inaccessible:

- *“Patients feel there is too much clinical-speak and residents need language they can understand... Patients say ‘we need clear information on mental health services’, including what is available, opening times, and what to do if you can’t get access. It is noted that information is fragmented, increasing the risk of inconsistency” (Healthwatch).*
 - *“Participants felt that the communication channels faltered at the point of admission, discharge and referral, which in turn left service users feeling anxious and unclear about what support is available.” (Mind the Gap report)*
3. Shortage of Staff and Resources - *“The shortage of staff across community and acute settings clearly affects the quality of support being provided to service users, resulting in long waiting times and delays to service users’ recovery” (Mind the Gap report)*
4. There are issues with medication as the treatment option:
- *“Many patients tell us clinicians don't give alternatives to medication due consideration and in many cases, medication appears to be the only option.” (Healthwatch).*
 - *“There is a lack of information regarding medication and side-effects, with participants feeling that there is an over-reliance on medication and a need for a more holistic approach towards treatment” (Mind the Gap report)*
5. Not all carers and families are as involved in care as they would like to be:
- *“Carers and family members say they are not as involved as they would like to be in care planning and decision-making” (Healthwatch).*
 - *“Carers feel a sense of guilt, tiredness and frustration, particularly in reference to the information flow between mental health services and carers.” (Mind the Gap report)*

Local commissioners and providers are not yet fully meeting the needs of high risk groups, or demonstrating sufficient cultural sensitivities in their approach to supporting people with mental health issues

1. There is a lack of BAME specific services, which is not in line with service provision in neighbouring boroughs with similar demographics - *“Croydon currently trails behind neighbouring South London and Maudsley (SLaM) boroughs such as Southwark, Lambeth and Lewisham, who have established BME mental health drop-in centres... Due to the lack of funding Croydon has seen the closure of its only BME mental health specific organisation (Healing Waters). Centre of Change project, a BME led organisation that provides counselling and other therapeutic services has struggled for funding since its formation (2008) and is self-funded, while the remaining BME organisations in the borough, provide advocacy and support but would not readily describe themselves as mental health specific” (CDW Service)*
2. There is a need to improve safeguarding procedures, particularly for BAME groups – *“Opportunities to improve the progress would include: Further review of the data around BAME and the safeguarding risks prioritised within Croydon...; inclusive campaigning around reporting and identifying risk and strengthening training to support professionals regarding the undertaking of their role and safeguarding risk... GPs often have useful knowledge but difficult to engage them in safeguarding – reviews/ case conferences/ work with families” (Safeguarding (Younger) Adults Mental Health Team)*

3. Lack of understanding about domestic violence as a mental health concern that affects men as well as women – *“There does appear to be a sense that dv [domestic violence] is largely physical – but coercion and emotional abuse is incredibly damaging... there is an opportunity to review further how to support men at risk of domestic abuse (dv). It is my view that there are issues about identification of domestic abuse and when they are reported, it is difficult to work to support men more equitably”* (Safeguarding (Younger) Adults Mental Health Team)
4. Poor Provision for Refugees and Asylum Seekers: *“Refugees and asylum seekers approach mental health services with complex needs, however services are not equipped to respond to these needs. Refugees and asylum seekers are reluctant to be referred onwards, resulting in significant challenges in accessing necessary and vital support for these service users.”* (Mind the Gap report)
5. Cultural Competency and Sensitivity within Services: *“There is a lack of understanding towards cultural difference and cultural requirements, ranging from the provision of food, overcoming language barriers and awareness of cultural issues”* (Mind the Gap report)

Commissioners of mental health services need to work collaboratively to ensure that robust commissioning and contract monitoring processes are in place to support the delivery of a high-performing mental health system

4. Inconsistency of commissioning & contract monitoring & evaluation from providers of mental health services– When VCS services were last re-procured in 2007, the CCG and Council committed to a common evaluation process but this hasn’t happened. *“There has been a poor and unprofessional approach towards the monitoring of voluntary sector contracts despite years of effort from providers to engage commissioners in this. Monitoring data when submitted by providers is not acknowledged or read by commissioners, is often mislaid and has to be re-submitted. Actions promised by commissioners are not delivered by them”* (Mind)
5. Croydon providers and commissioners don’t always feedback on changes that have been put in place – *“Engagement work carried out by the CDWs have shown that poor outcomes and the inability of services to respond in a timely and practical manner has led to significant consultation fatigue. This has and is likely to have ongoing negative impact on patient and community voice.”* (CDW Service)

4. To elicit the views of BAME services users based upon their experience of services and to consider the outcomes for BAME service users.

The Review used two methods to understand the experiences of BAME mental health service users:

- Requesting evidence from partners specifically on the experiences of BAME service users
- Undertaking a site visit to Allan House to speak to service users (including BAME service users see Appendix 5)

The review uncovered the following:

The BME Community Development Workers Service pointed out that “*BME outcomes are worse than before the strategy – this has been stated in the outcome of the recent Mental Health Diagnostic*”. The Service illustrated their argument with examples, including the following:

“Whilst conducting CQUIN focus group interviews, the CDW service encountered a black man approximately aged 30-35yrs old in the Queens Resource Centre reception. Having recently been released from an acute ward at the Bethlem hospital, the man was waiting to see his psychiatrist and care coordinator. He appeared slightly distressed and had a number of bags (rucksacks as well as carrier) surrounding him on the floor. On speaking to one of the CDW team, he revealed that following his release he was homeless and had come in the hope that his psychiatrist/care coordinator would be able to find him a bed to stay in. He explained that if they couldn’t accommodate him he would be left with only 2 options.

1) Use the little money he had to purchase a tent, a gas light and heater and camp on Purley Way playing fields

2) Do something to get readmitted to the ward as at least it gave him shelter and 3 meals a day.

If his care plan had been correctly discussed and formulated with him during his stay this should never have happened”

CDW Service feedback

Reflecting on these poorer outcomes, the AMHP service said that “*A review article in 2002 published in the British journal of Psychiatry which looked at Ethnic variations in pathways to and use of specialist mental health services in the UK found that Black people are overrepresented among in-patients, and that Asian patients use in-patient facilities less often than do White patients. Also it found that Black people on in-patient units were four times more likely to experience a compulsory admission compared with White people. The picture today is largely unchanged from that time*”.

Further, the MIND the Gap report argued that “*The stigma of mental health illness amongst BME communities creates a barrier to BME service users accessing and receiving support. Lack of knowledge and understanding of cultural beliefs has an influence on how service users and their families perceive mental health illness and treatment.*”

The review panel heard that BAME groups are more likely to talk of importance of mental health services being provide by the voluntary sector. Services didn’t need to be provided close by to where people lived; the critical barrier seemed to be if English is their first language or not (Mind). Mind said: “*The issue of language and communication is a significant feature. We agree that this is the most common issue that services struggle to address. [However], assuming that language was not a barrier, the qualities [of services] that BAME communities valued were the same as those from White British communities. These were: good reputation, reasonable waiting lists, ease of access (including the ability to self-refer) and reasonable costs. Such services did not need to be BAME specific (having a counsellor of the same ethnicity was not considered important by most people), nor based in a BAME community organisation, nor be near to where people lived (in fact, there was evidence that people preferred to travel away from their immediate community). However, BAME clients were more likely than White British clients to cite services being in the voluntary sector as being an important factor in choice. They also gave a higher rating around the importance of confidentiality /anonymity than White British clients.*”

The review panel heard examples of good practice that have been developed locally, including that *"the Croydon AMHP service has nearly 60% of its practitioners that are from BAME groups... when assessments are undertaken with BAME communities we are clear that we will look at the ethnicity of the AMHP practitioner and the other practitioners that may be involved in the assessment to try to ensure that the ethnic make-up is as diverse as possible. This is a deliberate attempt to try to ensure that BAME patient are not feeling alienated by being part of the assessment process that without thought could be perceived as predominately white and male which is the perception held of high ranking mental health practitioner such as Consultant Psychiatrists"* (AMHP service)

SLaM's *Meeting the public sector equality duty at SLaM* report (2016) highlighted that:

- *The data shows that a high proportion of Black service users are accessing the early intervention service. While this suggests there is good engagement by the team it also reflects the higher prevalence of psychosis among Black communities. Many service users enter the early intervention team via crisis services which can be a negative experience.*
- *[Similarly] The proportion of Black service users in Promoting Recovery teams is higher than those in the local community. This is partly due to the fact that referrals come from secondary care services that already have a higher proportion of Black service users and the unequal distribution of psychosis across different ethnic groups.*
- *The majority of Croydon service users from all ethnicities would recommend the ward or teams to friends and family if they needed similar care or treatment... Reasons why BME service users would not recommend a service included:*
 - *'Staying long in hospital before being discharged.'* Black Caribbean service user, Westways Ward.
 - *'They help but not personalized help.'* Black African Service user, Croydon Early Intervention Service.
 - *'Best ward but incorrect western medical methodology'.* Mixed race service user, Croydon Triage Ward.

The review panel heard that there was a continued need for focused activity locally to improve outcomes for BAME communities - indeed the Mental Health Diagnostic report recommended *"Joint working between the voluntary sector, Council, CCG and SLaM to better understand and meet the needs of black people who currently are at greater than average risk of admission and have longer lengths of stay than other ethnic groups. This work could take forward the Mind the Gap report. There is also the potential for learning from elsewhere as the higher level of risk for black people, especially black men, is common across England."*

Croydon CCG commissions the Community Development Workers Service in Croydon through the BME Forum and through Off the Record. Current priorities in the action plan to improve outcomes for BAME service users include:

- Build coalitions and dialogue between mental health, substance misuse and sexual health professionals and the leaders of different faith groups where shared learning takes place.
- Provide support for specific BAME groups facing cultural stigma and fear around mental health.
- Collect BAME patient experience data through partnership work in order to campaign for improved equality of service and effective service provision,

- Improve skills and knowledge in the voluntary, community and statutory sectors through diversity and BAME specific mental health training
- Improve cultural competency awareness through bulletins and information.
- Map the presenting issues relating to BAME young people’s mental health accessing Off the Record.
- Address language, religious and any other cultural barriers to help BAME communities find effective pathways across mental health services.
- Raise awareness of support services
- Improve BAME inpatient experience of mental health support services.
- Support the Family Engagement Partnerships (FEPs) by working with BAME young people and families with complex needs, raising their awareness, highlighting specific needs, building resilience and signposting BAME families to other support services.

5. Review progress to deliver the objectives of the current mental health strategy

Collective Ratings – Progress at delivering the mental health strategy

Increasing access to mental health services	Strengthening partnership working, and integrating physical and mental health care	Starting early to promote mental wellbeing and prevent mental health problems	Improving the quality of life of people with mental health ill health
6.5 (range 5-8)	5.75 (range 4-7)	5.3 (range 3-8)	6.2 (range 5-7)
4 responses	4 responses	3 responses	5 responses

3 organisations provided scores for each of the pillars – the CCG, Mind in Croydon, and the BME Mental Health Community Development Workers Service. The Approved Mental Health Professional (AMHP) Service provided ratings for the 2nd and 4th pillar of the strategy, and the Safeguarding (Younger) Adults Mental Health Team provided ratings for the 1st and 4th pillar of the strategy.

Average scores for progress against delivery of the mental health strategy ranged from **5.3/10 – 6.5/10**. All statutory sector partners scored progress across the pillars more highly than the 2 voluntary sector responses – with scores no higher than 6 given by voluntary sector partners, and scores no lower than 7 given by statutory sector partners.

Pillar 1 - Increasing access to mental health services

Respondents scored progress at delivering Pillar 1 of the strategy – improving access to mental health services – most highly (**6.5 out of 10**).

Feedback from evidence submissions:

“Community Services have been expanded to enable a greater number of people to access services in the community. Over the 2014-2016 period the CCG has invested significantly to improve access to

existing services and develop an Adult Mental Health Model (AMH) to support community care with the aim of reducing the reliance on inpatient services and to work towards beginning to meet national standards. The planned work was responding to the JSNA 2012/13”

Croydon CCG

“All BME communities still find it challenging to access services, particularly early intervention and preventative services. In particular, there is evidence to suggest that for many Chinese people living in Croydon, due to stigma, they use the Chinese Mental Health Association based in Barnet as their first point of contact. Evidence also points to many Asian people living in Croydon going out of borough in order to access services rather than use Croydon internal services. Feedback from communities has consistently pointed in the direction of developing BME specific services, like those in some neighbouring boroughs”

CDW Service

“The key aim of the strategy is to move people away from secondary mental health services and inpatient services to services in primary care and in the community, including to services provided in the voluntary/3rd sector. There has been limited progress in this area. Most new investment had been in statutory secondary care services. There has been no new investment in voluntary sector services, even when there is clear evidence of the effectiveness and cost effectiveness of such services”

Mind

“Larger and larger numbers of people with significant mental health problems are being referred to voluntary sector agencies by GPs and secondary mental health services, leading to large caseloads and waiting lists. For example, the Hub service is commissioned to support 210 people a year 5 days a week, but is supporting 600 clients, 6 days a week, many of whom have complex needs (including those with a personality disorder)”

Mind

“With the proposed termination of CCG funded services it will mean an inevitable decrease in access to services. Through CCG commissioning there has been little coordination of what is needed to improve people’s mental health”

Status Employment

“Progress regarding access could be considered if service users/carers felt able to self-refer to a greater degree than at present. This does require an educational role- communities who have not used statutory services in the usual way may contain high risks largely due to ideas about honour, perception of services being ill equipped to meet their needs along with a need to work with the independent sector to ensure that they are aware of what is currently considered to constitute abuse.”

Safeguarding (Younger) Adults Mental Health Team

Pillar 2 - Strengthening partnership working, and integrating physical and mental health care

Respondents scored progress at delivering Pillar 2 of the strategy – strengthening partnership working, and integrating physical and mental health care – at **5.75 out of 10** (the second lowest scoring).

Feedback from evidence submissions:

Partnership Working

“There is clear evidence that where partners across the public and voluntary sector work together, there is more likely to be better outcomes for service users and communities... The only Partnership Board that came out of the Strategy is the Mental Health Partnership Board; however, in the last 2 years, the board has met infrequently, does not have the Mental Health Strategy at its core and lack clear focus”

CDW Service

“It is important that there is clear communication between the services to ensure that there is a cohesive strategy for mental health delivered to those who need it. The limitations to strengthening partnerships are that of time and the plethora of agencies and meetings that are available to attend outstrips the take available to attend and contribute to those agencies and meetings.”

AMHP Service

“The regular attendance and contribution by police at AMHP and social care forum on a monthly basis. This has ensured that there is an open dialogue in terms of issues of concern being raised quickly and dealt with.”

AMHP Service, evidence of good practice

“Good partnership relationships between different providers have been fostered, but this relies on a large amount of effort from those providers, rather than a systematic approach led by good quality commissioning”

Mind

Physical & Mental Health

“A lot more work needs to be done in terms of integrating physical and mental health”

CDW Service

“Within the AMHP service, when assessments of patients the AMHP’s are aware that they have to consider if any physical health issues are impacting on the mental health of the person that they are assessing and also work with the other assessor who are doctors to ensure that the persons physical health issues are taken into consideration”.

AMHP service

“Community consultant who when out to assess a patient under the MHA who had not eaten for 3 days did not prioritise the need for a physical intervention and made no attempt to physically assess the patient or contact the GP. It was left to the AMHP service to raise the concerns about the patient’s physical health and involve the services of the patients GP in order to get the patient the treatment they need.”

AMHP service, example of poor practice

“A Physical Health CQUIN, (Commissioning for Quality and Innovation) is in place for 2016/17. This CQUIN will embed physical health reporting throughout secondary care with risk assessment and development of clear pathways for interventions and signposting for all cardio-metabolic risk factors”

Croydon CCG

Pillar 3 - Starting early to promote mental wellbeing and prevent mental health problems

Scores varied most for the responses to Pillar 3 – on how well local organisations were starting early to promote mental wellbeing and prevent mental health problems. Overall, respondents felt that least progress had been made in this area, scoring progress at **5.3 out of 10**.

Feedback from evidence submissions:

“The expansion and development into Early Intervention Psychosis (EiP) Services is a key service for supporting people early with their Mental Health. EiP services are effective services for people experiencing first episode psychosis, with good evidence that these services help people to recover and to gain a good quality of life. EIP services have demonstrated that they can significantly reduce the rate of relapse, risk of suicide and number of hospital admissions. They are cost-effective and improve employment, education and wellbeing outcomes. These services are evidence based to provide significant personal, social and health benefits when delivered early enough... The local Croydon service has been reporting against the national standard which came into effect in April 2016, and is currently supporting over 50% of patients with a NICE approved care package within 2 weeks of referrals. The service has a rolling average of 65% of patients receiving a package of care within two weeks, above the current national target of 50%.”

Croydon CCG

“No Health without Mental Health Training has been delivered with over 250 members of the Public and locally employed Health and Social Care workers attending. This piece of work is intended to raise the awareness of Mental Health Wellbeing and the links with physical health and therefore supports the de-stigmatisation of Mental Health.”

Croydon CCG

“The evidence is that BME communities are significantly under-represented in early intervention and preventative services. Apart from CDWs, there are no services in Croydon targeting BME communities in terms of this area... there has not been a commensurate shift in terms of resources towards voluntary sector provision and current proposals to significantly reduce voluntary sector funding will have devastating impact on the likelihood of achieving this aim moving forward”

CDW Service

“the main proponents to promote mental health well-being and prevent mental health problems who be through primary care settings such as doctors surgeries and walk-in centres, the Council’s Welfare and benefits Advice team. In addition to this there is a role to play for 3rd sector agencies such as Citizen Advice Bureau to signpost and support people in terms of maintaining positive mental health well-being. Finally mental health based agencies such As Croydon MIND and Hear Us have an important role to play in regards to promoting positive mental health well-being as a strategy to prevent mental ill health and referrals onto primary or secondary health services.”

Pillar 4 - Improving the quality of life of people with mental health ill health

Scores varied least for the response to Pillar 4 – improving the quality of life of people with mental health ill health. Overall, respondents felt that progress could be rated at **6.2 out of 10** in this area.

“For black men in particular, outcomes in mental health services is still not optimal... underrepresented in Croydon’s Adult IAPT [and] in early intervention preventative services... [and] overrepresented in acute mental services and often have longer length of stay... Although there is improvement across piece, concerns remain in term of BME communities particularly around the issues of ‘revolving doors’ and poor discharge support”

CDW Service

“The nature of the service means that the AMHP service role comes into play when other services have not appeared to meet the needs of the patient and a further more serious intervention is required. Through the process of undertaking an appropriate assessment under the MHA and working with patient’s, their families and carers, the AMHP service can hopefully contribute to improving the quality of life of people with mental health issues. A MHA assessment may be the first time that a person has come in contact with mental health services and the assessment by the AMHP and others can often set a template for how that person perceives the services in the future and has a lasting impact on their likely hood of engaging in the future. Even if a patient is not detained under the mental health act the AMHP service still has a role in ensuring that the patient can be appropriately signposted to another service that could support them and lessen their need to access mental health service again in the future.”

AMHP Service

Recommendations

For the Integrated Head of Mental Health Commissioning, working with Directors in the Council, CCG and senior representation from the voluntary sector:

1. To review the membership and governance of the Mental Health Strategy Group, and its accountability in ensuring that the Mental Health Strategy is delivered. This will include updating the group’s terms of reference [see pages 19-23].
2. To update the Terms of Reference of the Mental Health Partnership Board to ensure the Board is empowered to actively support delivery of the Mental Health Strategy [see page 21].
3. To review the mental health budget in order to shift resources towards earlier intervention, assessing baseline spends and re-profiling budgets to ensure best value for money [see page 14].
4. To embed the Woodley Review recommendations within the Mental Health Strategy’s action plan [see pages 1-3].

5. To embed the Mind the Gap report recommendations within the Mental Health Strategy action plan [see pages 30-31].
6. To improve existing contract monitoring processes so as to ensure that coordinated, robust arrangements are in place [see page 16].
7. To ensure that future commissioning proposals involve the co-production of mental health service design and delivery with service users, and to ensure that new contracts for mental health services are devised to (1) help build community capacity and resilience and (2) ensure adequate focus on BAME service user needs [see page 14].
8. To explore opportunities to use technology to bridge the gap where there are delays in face-to-face services and identify if additional investment in this area would be helpful.
9. To work with service users, through existing service user forums i.e. Hear Us, the BME Forum, and Healthwatch, to agree how to make sense of, and communicate, how services are performing e.g. IAPT waiting times [see pages 9-10].
10. To work with the Mental Health Strategy group and service users to explore the feasibility of a BAME dedicated mental health drop in service, presented in a co-produced options paper [see page 15].

Slam:

11. To report progress of the SlAM BME Patient Experience CQUIN 2016/17 and 2017/18 to the Mental Health Strategy group [see pages 12-13].

Croydon Council:

12. To take forward, in collaboration with partners, Public Health England's personalised recommendations to Croydon to inform this review. They suggested that in order to address the key challenges raised by the review, local partners needed to work together to consider mental health prevention and early intervention in its broadest terms, including further consideration of:
 - The role of Primary Care
 - Mental health and wellbeing and not just mental illness and services
 - How to build a more mentally healthy community and more 'mental health literacy'
 - The power of good physical health to support good mental health
 - Addressing high risk factors for poor mental health: men, loneliness, schools, debt / financial challenge
 - Suicide prevention

Appendices

Appendix 1 – Review Panel Details (Review Panel Members, Providers invited to submit evidence, and evidence submitted)

Review panel members

Cllr Louisa Woodley (Chair) – Cabinet Member for Families, Health and Social Care

Cllr Andrew Pelling – Mental Health Champion

Cllr Carllton Young Deputy Cabinet Member for Families, Health and Social Care

Jai Jayaraman - Interim Chief Executive Officer, Healthwatch Croydon

Gregor Henderson - Mental Health lead, Public Health England

Nero Ughwujabo – Chief Executive, Croydon BME Forum

Dr Dev Malhotra – Clinical representative

Stephen Warren – Director of Commissioning, Croydon CCG

Rachel Flowers (Advisor), Director of Public Health

Barbara Peacock (Advisor), Executive Director of People

Paul Richards (Advisor), Principal Social Worker & Head of Mental Health Social Care

Providers invited to submit evidence/ evidence submitted

Croydon CCG- response the evidence questions, Report on completion of Croydon Patient Experience CQUIN 16/17, Mental Health Diagnostic Report, Meeting the public sector equality duty at SLaM report

SLaM- response the evidence questions and follow up questions

Safeguarding (Younger) Adults Mental Health Team – response to the evidence questions and follow up questions

AMHP service – response the evidence questions and follow up questions

Healthwatch- Mental Health - a local perspective by Healthwatch Croydon, written thoughts on the Woodley Review, Mental Health Forum report

Status Employment- response the evidence questions, Moving Forward Project Final report

Mind- response the evidence questions, the Hub- First Year Report, Somewhere to go Something to do Report, Key messages from Benefits research report, Counselling BME report- the first step, Advocacy Service report

CDW Service- response the evidence questions

Off The Record – response the evidence questions

Hear Us – Mind the Gap report, Linkworking outcomes data

Appendix 2 - Evidence questions

Evidence Questions

1. Rate progress (1-10) at delivering each of the 4 pillars of Croydon's mental health strategy
 - a. Increasing access to mental health services
 - b. Strengthening partnership working, and integrating physical and mental health care
 - c. Starting early to promote mental wellbeing and prevent mental health problems
 - d. Improving the quality of life of people with mental health ill health

Please give reasons for your rating on each one.

For reference, Croydon's mental health strategy can be found here:

<https://www.croydon.gov.uk/democracy/dande/policies/health/imh-strategy>

2. A number of BAME communities have told us they feel they have less access to services and that when they are accessed they can fail to meet their needs. Please provide any evidence you have collected to support or refute these claims.
3. Please provide any evidence you have collected on notably good or inadequate mental health service delivery in the past 12 months
4. Please provide any evidence you have collected on community based initiatives that are making a positive difference to the lives of people with mental health issues. What can other services learn from these approaches?

Follow up Questions

1. What actions did you take in order to bridge the gap in provision for BAME patients?
2. What evaluation of the impact of interventions to reduce the gap for BAME patients has been undertaken? And what are the findings?
3. Do you feel the right arrangements are in place in terms of governance? – If the arrangements are not in place, what is missing? What exists in other boroughs that is missing in Croydon?
4. Do you believe that the shift of mental health treatment focus from secondary to primary care providers is happening? Do you monitor statistics that show whether that shift is working or not? If so, what do they show?
5. What is the average waiting time for IAPT?
6. To what extent have CCG savings had an impact on IAPT? Are the impacts evenly distributed across ethnic groups?
7. What affects societal access to services? [What are the barriers to access across all ethnic groups?]

Appendix 3 – Psychological therapies in Croydon – Evidence from SLaM

There are a number options/services and the pathways are quite diverse.

- IAPT - primary care psychological therapy
- Croydon Integrated Psychological Therapy Service (CIPTS) - secondary psychological therapy offer
- Psychological therapies for psychosis
- Psychological treatment for personality disorder
- Accessing psychological therapy through CCG tertiary panel

IAPT

This is for people with common mental health problems who do not require secondary or specialist psychiatric service support. The service encourages self-referrals by phone or online as well as accepting them from other health and social care sources. People need in the main less intervention and will benefit either from guided self-help (step 2 – coaching or workshops) or face to face psychological therapy (step 3 – individual or group, usually between 12 and 16 sessions). There is also an opportunity to have step 2 or 3 interventions online or by phone with the purpose of increasing the accessibility of the service. Counselling, employment services and Friends in Need (an online and community based social network run in collaboration with Mind) are also offered. Services are available between 8am and 7.30pm weekdays, with workshops also run on Saturdays. IAPT has a long standing Long Term Conditions arm that has been developing relationships with Croydon health services over recent years to encourage people to seek support with their mental health whilst receiving physical health care, given the acknowledged link between the two.

People accessing this service should not be demonstrating active psychiatric risk before or during therapy. If there is risk, they will be referred to our assessment and liaison service for management of the risk. If the risk remains high and this will continue during therapy, the person can be referred to CIPTS because they need more in depth psychological intervention and crisis wrap around.

In terms of waits, there is no wait for assessment but as previously submitted a short wait for step 3 (mostly for people requiring an appointment out of office hours). It is important to note that three years ago the wait for step 3 neared six months.

It is also important to note that Croydon IAPT is still not funded to meet the national access target.

CIPTS

As mentioned above CIPTS is a secondary psychological therapy service who works with people who present with moderate to severe need. The service offers the following treatment modalities - Cognitive Behavioural Therapy (CBT), Cognitive Analytical Therapy (CAT), Eye Movement and Desensitisation Therapy, Trauma Focused CBT, and Individual and group Psychodynamic Psychotherapy. The service also offers clinical psychological assessment to include neuro-psychological assessment.

The service has struggled with long waiting times for many years. This has been due to the service only being fully commissioned to meet local need in 2015. People wait for 3-4 months for an assessment and waits for treatment vary significantly depending on the chosen modality. The person can for example wait for approximately 12 months to start CBT but waits are up to 30 months for

starting psychodynamic psychotherapy. The increase in resource has helped in reducing waits for assessment and to prevent further growth in treatment waiting times.

Whilst waiting, people are offered with mindfulness group therapy where appropriate.

If a person needs on going psychiatric support following their assessment with CIPTS they will be case managed by one of the borough treatment community mental health teams. CBT is also available from the team in house clinical psychologist.

Psychological Therapy for People with Psychosis

Our Promoting Recovery psychosis teams and Early Intervention teams provided specialist psychological therapies for psychosis including family interventions. These therapies are provided as part of the multidisciplinary, secondary care service for those service users with complex health and social care needs requiring care coordination. There is currently no waiting list for individual therapy or family interventions in the Promoting Recovery teams and only a short waiting list in the Early Intervention Team. There is no funded therapies service for service users with a psychosis diagnosis who have been discharged to primary care.

Accessing psychological therapy through CCG tertiary panel

Due to an individual's complexity they may need to be referred for highly specialist therapy. For example severe OCD, severe trauma, chronic fatigue/medically unexplained symptoms, adult family therapy, treatment of complex autistic spectrum disorder etc. The panel was suspended mid-point last year but has been re-instigated this month.

There is currently no funded routine access to psychological therapies for psychosis in primary care. Referrals for outpatient CBT and Family Intervention for psychosis can be made via the CCG tertiary panel to the PICuP clinic at the Maudsley Hospital.

People with eating disorders are treated through a mix of block, CCG cost by case and NHSE funding depending on treatment type.

People with neuro-psychiatric conditions that cannot be managed by secondary services are referred to specialist services that are NHSE funded.

As you will see, people are offered more than a standard package of six sessions. Where six sessions in an IAPT service is offered, this will be guided self-help/step 2, which is in accordance with NHSE expectations for people who meet the criteria for a low level intervention. It is, however, important to note that where IAPT services are commissioned within a limited financial envelope you will see a movement away from fidelity to the model.

As discussed in our evidence all our psychological therapy services monitor access and equality to include service user feedback.

Appendix 4 - Mind the Gap report –recommendations

The report presents eleven recommendations to Croydon’s mental health community, including commissioners, service providers and local community organisations. The recommendations to improve BAME Mental Health service provision are as follows:

1. Provide services which offer patient-centred care, which accounts for individual needs and involves service users in all decisions about treatment and medication
2. Provide cultural competency training to staff, professionals and families
3. Recruit more staff, including personnel from a BAME background
4. Reduce the burden of bureaucracy to improve services. In particular, it is important to:
 - a. Review the format of the data system
 - b. Simplify the procedure to access services
 - c. Improve inter-agency work and communication
5. Provide better information to overcome language barriers:
 - a. Develop information leaflets in different languages
 - b. Provide language prompts and props
 - c. Enable easier access to interpreters
6. Improve awareness and provision of support services as follows:
 - a. Services should offer more practical help in building life skills and supporting recovery
 - b. Improve information on available support services
 - c. Commission more community support groups
7. Improve the support provision for refugees and asylum seekers as follows:
 - a. Provide age appropriate support services for refugees
 - b. Provide services that regularly engage with and have access to local refugees’ voluntary services for peer support and cultural reference
 - c. Ensure service staff have the necessary tools for effective communication
8. Improve support for carers as follows:
 - a. Fund more support groups
 - b. Resolve confidentiality issues
 - c. Provide more information and training for the family to combat stigma
 - d. Offer respite and psychological support
9. Improve access to talking therapies
10. Provide access to mental health advocacy

11. The gap in service provision for BAME young adults (18-24 years old) should be closed

Appendix 5 – Allen House visit 20th April 2017

As part of my review into mental health services, I undertook a visit to one of the Council's flagship accommodation services providing 24 hour support.

Allen House is a 16 bed unit with support commissioned from Look Ahead to provide 24 hour assistance to people who have previously been admitted to hospital due to their mental health needs.

Sitting in the heart of the community, within a short walk from Purley, one of the first things that impressed me was the quality of the accommodation and how well laid out it was. There was nothing to distinguish it from other properties in the area and it was an excellent example of socially inclusive housing.

I was met by one of the project workers who was obviously committed to the client group and was passionate about the work they undertake. He introduced me to the tenants' representative who has lived there for 18 months and is in the process of moving on.

The representative, who is a user of mental health services, showed me around the building, where I also met other residents, before we sat down in a communal sitting room and had a long chat about services.

The service user told me that he was very pleased about the support he had received from mental health services and how he had been able to focus on his recovery, get his life back together and had started some part-time voluntary work.

He told me that the staff at Allen House are very good at helping motivated tenants to achieve their goals and become more independent. I was also told that his care coordinator from Croydon's Integrated Adult Mental Health Service was very supportive although the care coordinator recently left and he is waiting for a new one.

The staff at Allen House also said that sometimes there is a high turnover of care coordinators involved with their clients and this can make planning move-on a bit more difficult.

The staff also said that there are sometimes difficulties moving people on because the environment at Allen House is very pleasant and some of the step-down accommodation, for example the one-bedroom flats, are often in a very poor decorative state.

In addition, the accommodation is often completely unfurnished and although they work with residents to plan for move-on, it is very difficult for clients to save money from their benefits.

The service user also explained that he felt the environment around Allen House was instrumental in his recovery and that he would not accept accommodation in some of the more run-down areas of Croydon because he knew it would be bad for his mental health.

Both the service user and support worker said they were aware of a shortage of 24 hour supported accommodation for people with mental health needs and that there is a long waiting list of people who need the service.

They said they hoped the review would take into consideration some of the issues they had raised and said they were very glad to have had an opportunity to speak to me as part of the review.

Appendix 6 – Review Terms of Reference**Final**

A Review of the Mental Health Strategy in Croydon – with particular focus on the experience of and outcomes for BAME communities.

**Commissioned by Cllr Woodley – Cabinet Member for Families Health and Social Care
September 2016**

Background

There are significant local and national challenges in adult mental health services, including:

- An increasing demand for mental health services (led in part by demographic changes such as population growth), which has led to significant pressures on inpatient beds for Croydon's population.
- A challenging environment in terms of financial resources available to commissioners
- A service system that is imbalanced with a significant number of people in secondary care in the community that could be better managed in primary care, and an over reliance on inpatient provision.
- A low baseline for community services e.g. Improving Access to Psychological Therapies (IAPT) services.
- A number of BAME communities who feel they have less access to services and that when they are accessed they can fail to meet their needs
- A need to develop further health and social care integration with the aim of promoting a whole person approach

Croydon developed an Integrated Mental Health Strategy for Adults (2014 – 2019) in order to address such challenges. The 4 main pillars for action in this strategy are:

- 1. Increasing access to mental health services**
- 2. Strengthening partnership working, and integrating physical and mental health care**
- 3. Starting early to promote mental wellbeing and prevent mental health problems**
- 4. Improving the quality of life of people with mental health ill health**

Croydon's Cabinet Member for Families, Health and Social Care has initiated a review of progress under the strategy and of its governance arrangements to ensure that its goals are being achieved, and that decision making is informed by the most detailed, up-to-date intelligence on mental health needs in the borough. A focus for this review will include feedback from members of BAME communities on their experience of using services. This paper, developed by officers in consultation with CCG, is the first step.

Proposed Aim of the Review

This paper proposes that the aims of the Review will be:

- **To review progress against the four pillars of the borough's Mental Health Strategy**
- **To elicit the views of BAME service users based upon their experience of using mental health services**
- **To consider if current governance arrangements are adequate to ensure delivery of the strategy's intended outcomes for all population groups**
- **To make supplementary recommendations, if necessary, in light of the most recent intelligence available to improve Croydon's mental health policy, its delivery and governance**

Proposed scope

1. Understand current data trends in mental health, including high inpatient activity and comparatively poor access to and completions from IAPT services

2. Explore the current challenges in mental health services in Croydon, including overspend on the core mental health contract; fragmentation within the funding and provision of mental health services (i.e. between children and young people, working aged adults, and older adults services; and between inpatient, community and voluntary sector services); fragmentation between mental health and wider determinant services (such as housing/homelessness, drugs and alcohol, and unemployment); and gaps in strategic approaches to addressing mental health needs (such as development of a local suicide prevention strategy)
3. To elicit the views of BAME services users based upon their experience of services and to consider the outcomes for BAME service users.
4. Review progress to deliver the objectives of the current mental health strategy
5. To review the role that the Mental Health Strategy Group has had in ensuring the Mental Health Strategy is delivered.
6. To update the Strategy's cross-organisational action plan, thus providing a strategic overview of developments to mental health services in the borough going forward

Proposed stakeholders

Officers from public health, social care, and other relevant People departments in the Council, officers in the CCG, service providers from the statutory and voluntary sectors, service users of mental health services, including BAME service users, elected Members, and members of the Health and Wellbeing Board.

Proposed Work

- To establish a small steering group of no more than 8 to support Cllr Woodley in taking this review forward
- A brief literature review based on Croydon strategies and documents alongside key recent national reports
- To look at the data across the system to understand where services are working well and potential gaps or areas for development
- To consider the analysis and findings of the review of commissioned work being undertaken by the Joint Commission Executive in relation to mental health services
- To review any consultations findings over the past 12 months that have been held in Croydon that relate to the scope of this commission
- To undertake a number of focus groups with current or recent service users and their carers/families so user voice and experience shapes the outcomes of this work

Reporting the outcomes

- The outcomes of this review will be shared with the Health & Wellbeing Board to inform their wider strategic thinking on issue around mental health
- A report will be taken to Cabinet

Data Sources to Support the Commission

Key data sources that will inform and support the Commission's work include:

- *Croydon's Integrated Mental Health Strategy for Adults (2014-19)*, & associated action plan
- NHS RightCare Focus Pack (May 2016), *Mental Health and dementia*- highlights Croydon's comparative spend and performance in mental health
<https://www.croydon.gov.uk/sites/default/files/articles/downloads/imh-strategy-adults.pdf>
- <https://www.england.nhs.uk/rightcare/intel/cfv/data-packs/london/#8>
- *Croydon Opportunity & Fairness Commission Final report (2016)*, sets out some of the significant challenges facing Croydon's residents that impact on their mental health and wellbeing, including families struggling to make ends meet, social isolation, anti-social behaviour, poor housing and much more <http://opportunitycroydon.org/>
- PHE *Dementia and mental health fingertips tool* (updated July 2016) – provides new metrics to help assess performance and outcomes in mental health
<http://fingertips.phe.org.uk/profile-group/mental-health>

- The 2013 Mind the Gap report provides an insight into the experience of BME service users accessing mental health services within the Borough of Croydon
http://www.offtherecordcroydon.org/media/16451/mind_the_gap_web.pdf
- Mental Health Strategies (September 2016), *Mental Health Diagnostic* report – explores reasons for the approximate 30% over-activity in inpatient activity. Highlights disproportionately long length of stay’s among BME population (final report published late September 2016)
- Health and Wellbeing Board report (September 2016), *People's experience of using mental health day care services* – recommends that the future strategic direction for mental health day services needs to be reviewed.
- Mental Health Voluntary & Community Sector Workshop (Autumn 2016) – exploring opportunities to drive best value through voluntary sector contracts and ensure that high quality community-based day care services are in place to support people with mental health conditions. Findings will be considered as part of this review

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REPORT TO:	CABINET - 11 DECEMBER 2017
SUBJECT:	Adults and all age disability service – update
LEAD OFFICER:	Barbara Peacock, Executive Director People Guy Van Dichele, Interim Executive Director Adults & All Age Disability (DASS) Pratima Solanki, Director of Adult Social Care and 0-65 Disability
CABINET MEMBER:	<i>Councillor Louisa Woodley, Cabinet Member for Families,</i> <i>Health and Social Care</i> <i>Councillor Alisa Flemming, Cabinet Member for Children,</i> <i>Young People and Learning</i>
WARDS:	All
<p>CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON:</p> <p>This report addresses key priorities in the Independence Strategy of the Corporate Plan 2015-18. These include early intervention, longer healthier lives, safeguarding and financial resilience. It also addresses the following community strategy priorities:</p> <p>Outcome 2 - A place of opportunity for everyone</p> <ul style="list-style-type: none"> • Priority 2: support individuals and families with complex needs <p>Outcome 3 - A place with a vibrant and connected community and voluntary sector</p> <ul style="list-style-type: none"> • Priority 2: build cohesive and strong communities, connecting our residents, local groups and community organisations; and • Priority 3: strengthen and mobilise our voluntary, community and social enterprise sector. 	
<p>FINANCIAL IMPACT</p> <p>There is no financial impact arising from this report.</p>	
<p>KEY DECISION REFERENCE NO.:</p> <p>This is not a key decision.</p>	

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 contents of the report.

2. EXECUTIVE SUMMARY

- 2.1. The purpose of this report is to provide an update on achievements, challenges and transformation developments across the adults and all age disability division of the Council's People Department.

3. DEMOGRAPHICS

- 3.1 In 2016 there were 382,300 people in Croydon, and this is set to rise to 434,448 by 2031, a 12% increase over the next 15 years. Croydon's population is diverse with an estimated 50.7% of the population is BAME ethnic group and this is set to increase to 55.6% by 2025. There are also 50,206 people aged 65+ which is the third largest 65+ population in London, and this is set to increase to 61,859 by 2025. There are approximately 3500 people living with dementia in Croydon currently and this is projected to increase by 13% to approximately 4000 in 2020. 1 in 40 people aged 18-64 are predicted to have a learning disability, and 1 in 44 aged 18-64 are predicted to have a serious physical disability. 1 in 6 adults has a common mental health problem at any time, and 1 in 95 adults have a serious mental health illness such as schizophrenia or bipolar disorder.

4. RECENT ACHIEVEMENTS

- 4.1. **Break through hoarding** – in collaboration with Mind in Croydon, the Council has been co-delivering a project for people who hoard. Facilitators and 'de-clutter buddies' have worked with 8 participants since August 2017. Weekly meetings have seen excellent results working alongside people to increase quality of life and wellbeing.
- 4.2. The BBC have filmed two participants and are considering using one interview for broadcast. Mind in Croydon and the Council are due to co-author a paper on the project, and there are considerations to run another group for the new year. There is national interest from fellow MIND offices and there will be consideration of a wider roll out of the project plan via head office.
- 4.3. **Making Safeguarding Personal, National Police Conference** – Council officers from Trading Standards and Safeguarding Adults teams have conducted research with Bournemouth University looking at the scams amongst the elderly in Croydon. This has resulted in two journal articles that were published in 2016.
- 4.4. The research was identified by Greater Manchester Police who invited the officers to talk at the conference from a safeguarding perspective. The research explores what triggers people to get involved in scams and why victims stay in scams when Police, Trading Standards and social care are informing them that it is a scam. A thank you email was received in November 2017 shortly after the conference from Ian Pilling, Deputy Chief Constable, Greater Manchester Police:

"It was wonderful to hear from different perspectives on how the Police can make safeguarding personal. The overall messages being delivered by you, with such passion clearly demonstrating how important this subject is to you."

- 4.5. The research learning has been shared through multi-disciplinary team workshops, which have attracted over 60 colleagues from social work, housing, occupational therapy and the Police.
- 4.6. **Modern Day Slavery Conference** –a significant part of the London Calendar on Anti-Slavery Day. Sabine Voigt (Chair of the London Borough of Croydon Modern Day Slavery prevention committee) and Detective Paul Smith did a presentation on Children and Families and Police responses to local issues and sexual exploitation. The conference was attended by over 100 professionals who were mostly from the Croydon education, health, social care and voluntary sector. Later that night a council officer received a nomination from the Human Trafficking Foundation for his work in the public sector to help combat slavery.
- 4.7. **Better Care Fund** – All Councils and Clinical Commissioning Group (CCGs) were expected to complete a two year plan. Croydon completed this on time, and NHS England approved without conditions in October 2017.
- 4.8. **New Interim Chair of Croydon Safeguarding Adults Board** - Dr Adi Cooper is the former Director of Adult Social Care in Sutton. Dr Cooper now works as a consultant on adult safeguarding to Association Directors Adults Social Services (ADASS) and Government and is also the Chair of two other Safeguarding Adult Boards in London. Adi has agreed to cover this role pending the permanent recruitment and interviews take place in December 2017.
- 4.9. **Walk in our shoes** – a listening exercise for people with learning disabilities and their families was commissioned by the Executive Director of People and carried out by “We are the public office Ltd”, between October 2016 and January 2017. A report and a film were delivered at the end of February 2017. This has led to a programme of work to improve the lives and outcomes for people with disabilities.
- 4.10. A significant launch programme was carried out from March to June 2017 with more than 200 people with learning disabilities and their families. Key themes were identified including, employment and sustained paid work; housing and independent living; opportunities for social activities, learning, training, volunteering and holidays; being safe when out; and better communication taking account of people’s particular needs. Strong messages were also given to the council about ways of working with people including co design and co-production, openness and asset based approaches. Progress includes:
- Increasing the numbers of people with disabilities in employment and it is anticipated that the target of 7% will be achieved. There is an ambition to go much further in Croydon and targeted approaches are in place for people with disabilities.
 - An accommodation project has been established and is showing early signs of success. See paragraph 6.2.
 - A co production group has been established to transform opportunities for people during the day evening and weekends. A request for resources to further develop co production and co design – the “user voice”- has had initial stage approval.

- A “safe spaces” scheme could be very beneficial in Croydon building on good practice examples elsewhere.
- Guidance for “easy read” communication and presentations has been placed on the council’s intranet.

4.11. **Dementia Friendly borough** – the research to inform the action plan to support Croydon in becoming a dementia friendly borough has encompassed a wide range of stakeholders including Croydon Adult Social Services User Panel members; carers groups; learning disability groups; discussions with adult social workers; Croydon Voluntary Action; CCG; SLaM; One Croydon, Dementia Action Alliance in Merton.

4.12. The Dementia Action Alliance lead has completed training as a Dementia Friends Champion, trained 10 adult social workers, offered training to all cabinet members or associated colleagues (via Councillor Louisa Woodley). Using Improved Better Care Fund (iBCF) monies we have appointed a Dementia and Social Inclusion Coordinator for two years to support this work. The next step is to present a draft action plan to the Health & Scrutiny Committee, before finalising the approach to be shared and endorsed by the Executive Leadership Team in January 2018.

5. TRANSFORMATION PHASE TWO - CREATING A SUSTAINABLE FUTURE

5.1. A key strategic direction for Croydon is to secure a sustainable future for adults and all age disabilities services. This builds on the phase one Transformation of Adult Social Care (TRASC) programme (Cabinet report – January 2016); and now incorporates the All Age Disability service through the revised (phase two) Adapt programme 2017-2020 (all age disability & adults programme of transformation). The Adults and All Age Disability Programme of Transformation (ADAPT) has appointed a Programme Manager from within the Council to run the programme and support the Senior Management team who are responsible for its delivery.

5.2. It follows a review of our current expenditure and how, through transformation and reform, we can create better outcomes for people to remain independent and within their homes where possible; and sustain care and support for our most vulnerable population. It also allies with the national challenges context on market, workforce, funding and health integration (www.cqc.org.uk/publications/major-report/state-care).

5.3. The Adapt programme is aimed at enabling a shift from the council of last resort to first resort, i.e. identifying people early instead of them presenting in time of highest need. The programme is working towards:

- A service that integrates with health where it makes sense to the end user.
- A shift in resources into prevention and away from institutional care and around wider well-being.
- A greater emphasis on ‘Whole family’ and solution focused approaches with wider colleagues such as Gateway and Housing; and ensuring the workforce is developed to deliver these shifts

- 5.4 This will contribute to the successful development of an integrated service of the future and include:
- Alignment to Croydon's health and wellbeing priorities, prevention, health inequalities, and integration of health and social care.
 - Activity will be based on multidisciplinary and integrated teams of support.
 - The creation of integrated services that will bring systems and processes together to maximise skills / budget / support services to the public.
 - Working closely with and managing relationship with the voluntary sector / providers / mental health services / acute and primary care.
 - To create an adults and all age disability (A&AAD) service that will focus the resources and energy across the whole population in the here and now; and also the projection of the population requiring health and social care services in the future.
 - Development of a shared care record across health and social care, and full utilisation of electronic pathways and digital services wherever possible.
 - To establish a full population profile of the people within the service, to identify cohorts for planning around future complex health or care needs.
 - To continue to be aligned to discussions relating to joint budgets and integrated commissioning arrangements.
 - To ensure the workforce are agile, trained, flexible, passionate and committed to new ways of working to take forward the changes required.
- 5.5 The programme will look to further develop opportunities that are presenting within the customer journey pathway; and to view the opportunities through the emerging Croydon Alliance work streams. The focus is on ensuring the adult and all age disability function is in a strong position in terms of its infrastructure.
- 5.6 The Adapt programme will map out all of the flows from first point of contact to end of life pathway across Adults & All Age Disabilities; to alleviate any inconsistencies / duplication within the process. This is also the baseline for integration (each partner knowing every part of their current pathways).
- 5.7. It will enable the production of very clear roles and responsibilities to the workforce and to ensure that people living in the London Borough of Croydon understand what is the core offer available relating to statutory services.
- 5.8. Through the delivery of robust information and advice provision, which is a key area of development, services will be required to concentrate key messaging to the public around choice, control, personalisation and maximising independence to reduce dependence on statutory services.
- 5.9. **Key areas of focus, 2018/19 and 2019/20** - The programme is currently working on transformation and savings proposals within the areas set out below.. Growth and savings analysis is due for review at the end of November 2017.

Transformation	<ul style="list-style-type: none"> • 25-65 disabilities operations transformation • A new offer on how people spend their time - day services • Over 65s, One Croydon Alliance
Efficiency	<ul style="list-style-type: none"> • Staffing transformation – reducing silos and management • Mental health • Commissioning and contracting

6. SPECIAL EDUCATIONAL NEEDS (SEN), AND CHILDREN WITH DISABILITY

- 6.1. The Special Educational Needs Services currently sits within the All Age Disability service. There is a need for the Council to respond to a range of continued policy reform in relation to SEN and to ensure we support children, parents and schools. We recognise that there is a need to strengthen our relationships with parents and carers and schools.
- 6.2. The Council established the role of Director of Education and Youth Engagement in April 2017. Having considered the needs of the SEN Service a decision has been taken to move the line management of the service from All Age Disabilities to align with the Director of Education and Youth Engagement. This transition will happen over the next 3 months. This will enable stronger links with our schools and a focussed action plan on working towards a stronger more inclusive education provision for our Croydon children.
- 6.3. **Parent’s in Practice** – a requirement of the SEND Reforms is the provision of a ‘Local Offer’ this is a web based place where parents can find support. The Council has engaged Parents in Partnership (PiP), a parent/carers forum based in Croydon, to support a refreshed Local Offer.
- 6.4. All Local Authorities will have a SEND Local Area Inspection. These are inspections carried out by Ofsted and CQC as it is an inspection of what a ‘whole’ area provision is for children with disabilities, covering health provision, local authority services, schools and the voluntary sector offer. There are no specified dates for this inspection, except all Local Authorities and their partners will be subject to an Area Inspection.
- 6.5. The 0-25 Years Children with Disabilities Service that delivers our social care support remains as part of the All-Age Disability Services, retaining the ambition to support children and families in a more joined up way, with a clear ‘whole life’ pathway.

7. 25 – 65 DISABILITIES

- 7.1. Our ambition for people with disabilities is to remove the barriers to enable them to lead full and healthy lives. As much of our work will be about working with others within the Council and with partners and communities in achieving this ambition. The underpinning All Age Disability Service ambition will continue, with the continued commitment to have a joined up approach to disability services across the organisation. A strong reach and link will continue between the SEN service and health and care; and the children with disabilities

social care service, will remain and be managed in the all age disability service.

- 7.2. **Homes for people with complex health and care needs** - there are currently a significant number of people with complex health and care needs in high cost residential placements outside of the Borough. The placements are not with the providers that are registered on the Integrated Framework Agreement (IFA) for Supported Living or Enabling Support. A project team has begun a process to change the way we are make placements and to bring people back to live in supported housing in Croydon where appropriate. This will improve service user outcomes by promoting independence, reconnecting them into local life and their community and make better use of resources.
- 7.3. To date we have:
- Moved two people already from residential care out of borough back in borough.
 - Undertaken individual and group engagement with IFA providers, to explain what we are intending to do.
 - Shared 15 'Biographies of people currently placed out of the borough, that we would like providers to find accommodation for and provide support.
 - Described a new 'step-down' model of care to providers which is outcome focused, and emphasises the need to focus on creating independence skills, re-ablement and reducing care needs.
 - Identified houses and flats across the Borough which have vacancies now, will be available in the near future, or with some adaptations, that can be made available for people with supported living needs (114 units identified to date).
- 7.4. There has been a positive and speedy response from providers to the biography's . So far the offer includes finding placements for six people immediately, and to collaborate over finding placements for another six people within a short period of time. The process will include full involvement of the person, their family and carers, and a choice of provider wherever possible. This is a 'rolling programme' enabling better use of the IFA, reducing the numbers of people living in residential care outside of the borough, and improving contract management and costs. A second set of pen-portraits is being prepared.
- 7.5. From this work we have facilitated a Provider Alliance which we intend to encourage so it will continue to work with Croydon Council to maximise resources, improve outcomes and contribute toward an improved way of working. The approach is designed to encourage the market to offer solutions and work with us to co-design models of care.
- 7.6. **Carers** - the refreshed carers strategy 2018 - 22 is complete, and was presented to the Joint Commissioning Executive (JCE) in October 2017.
- 7.7. **Carers week June 17** - Croydon, with its partners, registered 31 events to top the national league of local authorities. The competition was open to all 418 local authorities across the UK, and was designed to encourage councils to do

their best to raise awareness and support for those people who care for someone with an illness or disability, or simply because of old age.

- 7.8. Highlights from Croydon's week of activities included a carers' information day, drop-in sessions where people could spend time talking to a professional, and therapeutic sessions for carers to allow them a chance to relax. These ranged from massage and art sessions to a vintage afternoon tea at the Carers Café.
- 7.9. **Deaf community, information advice and guidance** - two year funding for a deaf community information, advice and guidance service in Croydon has been approved. This pilot project will ensure information, advice and guidance is provided in an accessible format to the deaf community. The service will be provided in British sign language (BSL), which is the predominant language in the deaf community. Topics for information, advice and guidance will include all council areas including benefits, housing, council tax.

8. CQC RATINGS

- 8.1. **Care homes** - as of November 2017 Croydon has 191 CQC registered social care organisations within its borders. 179 have had formal CQC inspection and 125 of those are care homes. There is no Croydon based care home that has a rating of "Outstanding" and we currently have 112 care homes with a rating of "Good", 13 care homes rated as requires improvement and no care homes rated as "Inadequate". Croydon have a strong quality assurance team that work with providers to improve the care and support offered.
- 8.2. On the wider market there is no social care organisation with a rating of "Inadequate" and we have two organisation that have a rating of "Outstanding". One of which is Croydon's very own Shared Lives Scheme.

Mental health

Community based mental health services - for adults of working age were inspected by the CQC in July 2017. The report published at the end of October 2017 saw the service rated as requires improvement.

The South London and Maudsley NHS Foundation Trust (SLAM) have formulated a comprehensive action plan to address all the areas identified in the report. This has included contributions from all four Boroughs and all relevant Clinical Academic Group (CAG) leads. The plan includes:

- Immediate actions regarding risk assessments, care planning and documentation that will be performance managed at executive level.
- Targeted interventions around bed management to ensure increased capacity and access.
- Reviewing existing interface meetings to streamline and provide greater seniority and leadership.
- Extra resource for the Early Intervention team and the Assessment & Liaison team in Croydon with high level monitoring and support to effect reduced waiting times.

SLAM nominated Borough Director is leading the full Croydon action plan which is being presented to the SLAM Executive Quality Sub-Committee on 22nd November for ratification before sharing with all relevant teams and partners.

9. OBC ONE CROYDON ALLIANCE

- 9.1. Two key areas of focus for the OBC One Croydon Alliance are the year one transformation and the transition criteria. Year one transformation includes the Living Independently for Everyone (LIFE) programme and the Integrated Community Networks (ICN) programme. The transition criteria includes developing the year 2-10 business case.
- 9.2. Performance of the transformation programmes and the development of the year 2-10 Business Case will inform the Alliance Boards' recommendation as to whether or not to extend the Alliance Agreement for a further 9 years for over 65s. The next steps for the extension of the Alliance Agreement for Over 65s is as follows:
- OBC One Croydon Alliance Board by 14th December 2017 for approval by Alliance Partners Governance in the Council this will be Cabinet 22nd January 2018
- 9.3. **National hospital to home team, delayed transfer of care visit** - the national visit was arranged to understand how Croydon is working together to tackle Delayed Transfers of Care (DToc). The Delayed Transfers of Care rates attributable to both health and social care had been rising. By January 2017 it had risen by 4% and rose to 5% in May 2017. The biggest increase in reasons for the delay over the past 12-18 months have included nursing home placement availability and patients choice. However from October 2017 the rate has started to decrease due to the introduction of Discharge to undertake the necessary assessment. Discharge is a single standard assessment form which has been developed and implemented for all agencies to use. Improving early discharge planning, the introduction of the new LIFE service (Living independently for everyone). Developing and managing the local domiciliary care and care home market through combined commissioning by the CCG and Council. The national DToc team were very impressed with the Croydon's collaborative approach to supporting to reducing hospital discharge.

10. WORKFORCE

- 10.1 Our Workforce is our greatest asset. We are committed to ensuring both their involvement in the changes to make a more sustainable service and the tools to do the job. We will be investing in new technology for the client records system out to procurement and in new learning and development programmes. Some achievements to date are:
- There has been work completed across the establishment to convert locums to permanent FTE. This has enabled the division to convert a number of experienced social workers from agency into permanent positions. At the same time the division is looking at career progression for permanent staff as a further retention measure.
 - Recruitment of Newly Qualified Social Workers via the Assessed and Supported Year in Employment (AYSE) programme in Adults has also contributed towards a number of permanent posts and through limiting

the number of ASYE's placed into teams at any one time, and providing dedicated support to those staff, we have achieved both high completion rates, and high satisfaction ratings from the NQSW's in terms of support.

- A number of functions across the Adult and All Age Disability service have also offered places to graduate interns and apprentices this year.

11. MARKET ISSUES

- 11.1 Across London social care services are facing unprecedented challenges with regard to care market capacity. This is due to a number of reasons including recruitment demand, increased acuity in the older population and funding constraints. In Croydon we face all these issues and specifically there is pressure on placements in nursing homes, particularly for those with high needs related to dementia and domiciliary care in the south of the borough. However, Croydon has an advantage in the area of social care provision, in that the work and investment made in the new models of care under the auspices of the OBC One Croydon Alliance has led to increased capacity. In particular the new contractual model for LIFE reablement has served to improve both the quantity and quality of care and is already having positive benefits in terms of outcomes for our residents. In addition, in preparation for new discharge pathways, the Older People Commissioning and Brokerage (OPCB) service has made a number of new block arrangements in nursing homes.
- 11.2 We have implemented the London Living Wage (LLW) with our care providers. Supported Living providers who are on the Croydon integrated framework are also all LLW providers. However the recent ruling on Sleep ins has placed additional pressure upon this group of providers who are now legally required to make additional payments to sleep in staff, this has placed additional pressure on the Adult Social Care budget.

12. LOOKING FORWARD 2018 -2020

- 12.1. All of the above work places Croydon in a good position for creating a sustainable social care in extraordinary times where demand is growing and resources nationally are reducing. Our focus is shifting towards a more preventative model, one that is focusing on people's assets and where people are in the right place at the right time with the support they need.
- 12.2 The new operating model is to move to a stronger co-produced model of change and to have stronger partnerships of users with experience and community groups. The development of the programme has been informed by users through exercises such as Walk in our Shoes and is very much at the heart of how we change to improve outcomes for people.

13. CONSULTATION, CO-PRODUCTION AND CO-DESIGN

- 13.1. In line with statutory requirements and corporate guidance, the adults and all age disability division, within which the Adapt programme is situated, will sign off a communications and engagement plan. This will ensure equality impact analysis, communications, engagement and consultation is understood across the 'full view' of the adults and all age disability services.

14. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 14.1. The Solicitor to the Council comments that there are no direct legal considerations arising from the recommendations within the report.....

Approved by: Sandra Herbert, Head of Litigation and Corporate law on behalf of Jacqueline Harris-Baker Director of Law and Monitoring Officer

15. HUMAN RESOURCES IMPACT

- 15.1. The workforce activity that has taken place this year supports the ambition for a sustainable workforce model and there will need to be a continued focus on resourcing activity to maintain recruitment and retention. The focus on organisational change for 2018 onwards will be supported by usual staff consultation mechanisms as proposals are developed.

Approved by Sue Moorman, Director of Human Resources

16. EQUALITIES IMPACT

- 16.1. In order to ensure that our vulnerable customers who share a “protected characteristic” are not disproportionately affected by any of the actions proposed, where necessary, we will ensure the delivery of the initiatives are informed by a robust equality analysis of the likely detrimental impact it could have on all services users.
- 16.2. If the equality analysis suggests that initiatives are likely to disproportionately impact particular group of customers, appropriate mitigating actions will be considered.

15. EQUALITIES IMPACT

Adults and All Age Disability Services will undertake Equalities Impact Assessments where required.

16. ENVIRONMENTAL IMPACT

None

17. CRIME AND DISORDER REDUCTION IMPACT

None

18. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

To note the report.

19. OPTIONS CONSIDERED AND REJECTED

Not applicable.

CONTACT OFFICER: Guy Van Dichele, Interim Executive Director Adults & All Age Disability (DASS), 0208 726 6000

Background documents: none

Croydon Council

REPORT TO:	CABINET 11th December 2017
SUBJECT:	Investing in our borough
LEAD OFFICER:	Sarah Ireland, Director of Commissioning and Improvement
CABINET MEMBER:	Councillor Simon Hall Cabinet Member for Finance and Treasury
WARDS:	All
<p>CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON: Effective outcome based commissioning and prudent financial transactions contribute to all corporate priorities.</p> <p>The Council’s commissioning strategy 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. The contracts (awarded or recommended for award) and partnership arrangements included in this report will support the Council to achieve the Ambitious for Croydon outcome “to be innovative and enterprising in using available resources to change lives for the better.”</p>	
<p>FINANCIAL SUMMARY: There are no direct costs arising from this report.</p>	
<p>KEY DECISION REFERENCE NO.: There are key decisions mentioned in this report, but approval of the recommendations in Section 1 of the report would not constitute key decisions.</p>	

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 note:-

1.1.1 The contracts over £500,000 in value anticipated to be awarded by the nominated Cabinet Member, in consultation with the Cabinet Member for Finance and Treasury or, where the nominated Cabinet Member is the Cabinet Member for Finance and Treasury, in consultation with the Leader.

1.1.2 The list of delegated award decisions made by the Director of Commissioning and Improvement, between 19/10/2017 – 08/11/2017.

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:
- Contracts anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Finance and Treasury and with the Leader in certain circumstances, before the next meeting of Cabinet.
 - Delegated contract award decisions made by the Director of Commissioning and Improvement 19/10/2017 – 08/11/2017.
 - Property acquisitions and disposals to be agreed by the Cabinet or the Cabinet Member for Finance and Treasury (as appropriate) either as part of this agenda or before the next meeting of Cabinet.
[As at the date of this report there are none]
 - Contract awards 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]
 - 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 of this report lists those contracts that are anticipated to be awarded by the nominated Cabinet Member.
- 3.2 Section 4.2 of this report lists the delegated award decisions made by the Director of Commissioning and Improvement, between 19/10/2017 – 08/11/2017.
- 3.3 Procurement strategies where the value of the proposed contract is above £5,000,000 and approved under the Leaders delegation by, as appropriate, Executive Directors for Place, People and Resources departments in consultation with the Cabinet Member for Finance and Treasury.
- 3.4 The Council's Procurement Strategy and Tenders & 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.

4. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

4.1 Proposed contract awards

4.1.1 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 Treasury or, where the nominated Cabinet Member is the Cabinet Member for Finance and Treasury, in consultation with the Leader.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
ICT Recommissioning Delivery Partner for a maximum contract term of 2 years	Total contract award value £2,000,000		Resources / Cllr Simon Hall

CONTRACT VARIATIONS				
Contract Title	Value of Contract to date	Value of the contract variation	Total Capital value including variation	Dept/Cabinet Member
Variation to the Pre Construction Services Agreement (PCSA) for St Nicholas SEN Primary School part of the Primary School Expansion Programme 2017	£331,371	£946,219	£1,277,590	People/ Cllr Alisa Flemming

4.2 Delegated award decisions made by the Director of Commissioning and Improvement

4.2.1 Revenue and Capital consequences of delegated decisions made by the Director of Commissioning and Improvement for contract awards between £100,000 & £500,000 and contract extension awards (no limit to value) that were previously approved as part of the original contract award recommendation.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept
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Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept
Open Access Counselling Services for Children and Young People – Off the Record Contract a term of 1 year with an option to extend for a further 1 year	Total contract award value £67,000 (aggregate value from 2016 to 31st March 2020 £136,000)	Nil	People/ Cllr Alisa Flemming

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and Deputy Section 151 Officer

5. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 5.1 The Council Solicitor 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 Muprhy, Head of Commercial and Property Law & Deputy Monitoring Officer on behalf of Jacqueline Harris-Baker, Director of Law 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.

CONTACT OFFICER:

Name:	Rakhee Dave-Shah
Post title:	Head of Commissioning and Improvement (Corporate)
Telephone no:	63186

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](#)

- *ICT Services Recommissioning Delivery Partner*
- *Variation to the Pre Construction Services Agreement (PCSA) for St Nicholas SEN Primary School part of the Primary School Expansion Programme 2017 (background paper to follow)*

CONFIDENTIAL BACKGROUND DOCUMENTS- EXEMPT FROM PUBLIC DISCLOSURE

The following Part B background documents are exempt from public disclosure because they contain exempt information as defined in paragraph no. 3 of Schedule 12a to the Local Government Act 1972 (as amended).

ICT Services Recommissioning Delivery Partner

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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