

Cabinet Agenda 24th May 2023



To: Mayor Jason Perry (Chair)

Councillors Jeet Bains, Jason Cummings, Maria Gatland, Lynne Hale,
Yvette Hopley, Ola Kolade, Scott Roche and Andy Stranack

A meeting of the **Cabinet** which you are hereby invited to attend, will be held
**Wednesday, 24 May 2023 at 6.30 pm. Council Chamber, Town Hall, Katharine
Street, Croydon CR0 1NX.**

Katherine Kerswell
Chief Executive
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

Democratic Services
Democratic.Services@croydon.gov.uk
www.croydon.gov.uk/meetings

Members of the public are welcome to attend this meeting, or you can view the
webcast both live and after the meeting has completed at
<http://webcasting.croydon.gov.uk>

If you would like to record the meeting, we ask that you read the guidance on the
recording of public meetings [here](#) before attending.

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

If you require any assistance, please contact Democratic Services as detailed
above.

AGENDA

1. Apologies for Absence

2. Minutes of the previous meeting (Pages 5 - 16)

To approve the Minutes of the meeting of Cabinet held on Wednesday 22 March 2023.

3. Disclosure of Interests

Members and co-opted Members of the Council are reminded that, in accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, they are required to consider **in advance of each meeting** whether they have a disclosable pecuniary interest (DPI), an other registrable interest (ORI) or a non-registrable interest (NRI) in relation to any matter on the agenda. If advice is needed, Members should contact the Monitoring Officer **in good time before the meeting**.

If any Member or co-opted Member of the Council identifies a DPI or ORI which they have not already registered on the Council's register of interests or which requires updating, they should complete the disclosure form which can be obtained from Democratic Services at any time, copies of which will be available at the meeting for return to the Monitoring Officer.

Members and co-opted Members are required to disclose any DPIs and ORIs at the meeting.

- Where the matter relates to a DPI they may not participate in any discussion or vote on the matter and must not stay in the meeting unless granted a dispensation.
- Where the matter relates to an ORI they may not vote on the matter unless granted a dispensation.
- Where a Member or co-opted Member has an NRI which directly relates to their financial interest or wellbeing, or that of a relative or close associate, they must disclose the interest at the meeting, may not take part in any discussion or vote on the matter and must not stay in the meeting unless granted a dispensation. Where a matter affects the NRI of a Member or co-opted Member, section 9 of Appendix B of the Code of Conduct sets out the test which must be applied by the Member to decide whether disclosure is required.

The Chair will invite Members to make their disclosure orally at the commencement of Agenda item 3, to be recorded in the minutes.

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.

5. **Scrutiny Stage 1: Recommendations arising from Scrutiny** (Pages 17 - 22)
6. **Scrutiny Stage 2: Responses to Recommendations arising from Streets & Environment Sub-Committee** (Pages 23 - 28)
7. **Month 11 Financial Performance Report 2022/23** (Pages 29 - 94)
8. **Waste and Street Cleansing Service Commissioning approach for service delivery (Re-procurement Waste and Street Cleansing Service)** (Pages 95 - 314)
9. **A Public Space Protection Order (PSPO) in Croydon Thornton Heath** (Pages 315 - 326)
10. **Household Support Fund April 2023 – March 2024 Allocation Proposal** (Pages 327 - 374)
11. **Council Approach to Damp and Mould** (Pages 375 - 386)
12. **Annual Asset Disposal Plan 2023/24 and Lease Renewals and Rent Review Settlements for Various Commercial Properties** (Pages 387 - 412)
13. **Croydon Council Companies (excluding Brick by Brick Croydon Ltd) Update Report** (Pages 413 - 434)
14. **Adult Social Care & Health Market Position Statement** (Pages 435 - 468)
15. **Local Government & Social Care Ombudsman Report Finding of Fault causing Injustice and Report by the Monitoring Officer under section 5A of the Local Government and Housing Act 1989** (Pages 469 - 490)
16. **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

MINUTES of the Meeting of the **CABINET** held on Wednesday, 22 March 2023 at 6.30pm
in the Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX

Present: Executive Mayor Jason Perry (Chair);

Councillors Jeet Bains (Cabinet Member for Planning and Regeneration), Jason Cummings (Cabinet Member for Finance), Maria Gatland (Cabinet Member for Children and Young People), Lynne Hale (Deputy (Statutory) Executive Mayor and Cabinet Member for Homes (Vice-Chair)), Yvette Hopley (Cabinet Member for Health and Adult Social Care), Ola Kolade (Cabinet Member for Community Safety), Scott Roche (Cabinet Member for Streets and Environment) and Andy Stranack (Cabinet Member for Communities and Culture).

Also Present: Councillors Leila Ben-Hassell*, Mike Bonello, Janet Campbell, Richard Chatterjee, Chris Clark, Nina Degrad, Clive Fraser, Christopher Herman, Stuart King, Enid Mollyneaux, Chrishni Reshekaron, Robert Ward and Callton Young OBE.

* Denotes online (remote) attendance

PART A

42/23 Apologies for Absence

There were no apologies for absence received from Members.

43/23 Disclosure of Interests

There were no declarations of interest received from Members.

44/23 Minutes of the Previous Meetings

RESOLVED that:

1. The Part A minutes of the meeting held on 22 February 2023, be approved as a correct record; and
2. Both Part A and Part B (not for publication) minutes of the previous (additional) meeting of the Cabinet, held on 6 March 2023, be approved as correct records.

45/23 Any Urgent Business

There were no items of urgent business. However, the Executive Mayor made the following announcements:

(i) Spate of Stabbings in Croydon Town Centre

The Executive Mayor said Members would have been aware that, over the past few days, a number of stabbings had occurred within the town centre. He said he had been in regular contact with the Borough Commander and welcomed that the Police had introduced additional patrols in the town centre. The Council's youth engagement teams and neighbourhood support officers had, he said, also been on site providing reassurance.

The Executive Mayor said the Council was proactively supporting the Police investigations, and tomorrow he would be meeting with head teachers, the Police and community leaders to discuss a clear and coordinated response to the latest incidents.

(ii) Update from Minister for Local Government

The Executive Mayor said Members would also have seen last week's update from the Minister for Local Government, which recognised "the good progress made by the Council" by both staff and his Administration, to address the difficult challenges the Council had inherited.

He said that conversations with Government were continuing to secure a package of financial support, building on the additional £224m of capitalisation directions which were agreed only last month.

The Executive Mayor went on to say that "Opening the Books" had shown everyone the full scale of the financial impact the previous administration's mismanagement had had on the borough. He said that, given the depth of those challenges, Government had noted its intention to formalise the Council's current arrangements by putting the Improvement and Assurance Panel on a statutory footing. In practice, he said, this would not be a major change, and the Council would continue to work constructively with the Panel as it did currently.

In conclusion, the Executive Mayor said that the Panel had always had the power to issue advice notes, six of which had been issued to the previous administration, but since his election as Mayor in May it had not felt the need to issue any.

46/23

Appointments

There were no executive functions appointments made.

Scrutiny Stages 1 and 2

Stage 1

Cabinet considered a report, which provided additional context and a summary of the conclusions reached by the Streets and Environment Scrutiny Sub-Committee, held on 31 January 2023, in relation to the Budget Scrutiny Challenge.

The Executive Mayor then invited the Vice-Chair of the Council's Scrutiny and Overview Committee, Councillor Leila Ben-Hassel, to address Cabinet in support of the conclusions reached by the Sub-Committee.

Having received the recommendations of that Sub-Committee from that meeting, the Executive Mayor, in Cabinet, **RESOLVED** that a substantive response to the recommendation (a Scrutiny Stage 2 Report), be provided within two months (i.e., at the Cabinet meeting scheduled to be held on 24 May 2023).

Stage 2

Cabinet considered a report, inviting the Executive Mayor to approve the full response reports arising from the Stage 1 reports presented to the Cabinet meeting, held on 25 January 2023, which included action plans for the implementation of agreed recommendations, or the reasons for rejecting the recommendations and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

It was reported that the Constitution required that in accepting a recommendation, with or without amendment, from a Scrutiny and Overview Committee or Sub-Committee, the Cabinet agree an action plan for the implementation of the agreed recommendations and delegate responsibility to an identified officer to report back to the Scrutiny and Overview Committee or Sub-Committee, within a specified period, on progress in implementing the action plan.

The Executive Mayor then invited the Vice-Chair of the Council's Scrutiny and Overview Committee, Councillor Leila Ben-Hassel, to address Cabinet in respect of the responses to recommendations arising from the Children and Young People Sub-Committee held on 27 September 2022 (Appendices 1 and 2); the Streets and Environment Sub-Committee held on 4 October and 8 November 2022 (Appendices 3 and 4 and 5 and 6 respectively); the Health and Social Care Sub-Committee held on 18 October 2022 (Appendix 7) and the Scrutiny and Overview Committee held on 6 December 2022 (Appendix 8).

Accordingly, the Executive Mayor, in Cabinet, **RESOLVED** that the response and action plans, attached as Appendix A to the report, be approved and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

Regina Road Estate, South Norwood – Outcome of Statutory Consultation and Arrangements for a Ballot of Residents on the Landlord Offer

Cabinet considered a report, which proposed action to continue the process of addressing the current and recurring unsatisfactory situation at the Regina Road estate where three ageing tower blocks required intervention to ensure modern social housing fit for the 21st Century.

It was reported that the unacceptable condition of the estate had resulted from years of decline, a failure to resolve key maintenance issues and a failure to respond in a timely manner to the worsening conditions highlighted by residents at Regina Road.

It was further reported that the Council was now taking action to address past failures, move forward at pace and to ensure that this was done in consultation with residents and in adherence with the Residents' Charter, which was approved at Cabinet on 16 November 2022.

The report also reviewed the outcome of the statutory consultation with residents, which had been undertaken by the Council over the period 13 December 2022 to 26 January 2023, as authorised by Cabinet on 16 November 2022, in accordance with Section 105 of the Housing Act 1985 and, to the extent relevant, under Section 137 of the Housing Act 1996 on proposals to refurbish or demolish and redevelop the three tower blocks and certain other properties within the Regina Road estate.

The Executive Mayor said that, almost exactly two years ago, the appalling conditions at Regina Road had been laid bare by ITV's shocking expose by uncovering some of the worst conditions ever seen in social housing and highlighted how, for years, residents at Regina Road had been let down and faced appalling living conditions as a result of inaction by the previous Administration.

He said that when he was elected Executive Mayor, he pledged to put that right and that was what the Council's new Residents Charter, housing repairs contract and Housing Transformation Plan had begun to do with decisions tonight being another major step to deciding the long-term future of Regina Road.

This report was, he said, part of the work to address these concerns and rebuild the trust of the local community by placing resident's voices at the heart of any approach the Council took.

The report considered the outcome of consultations, which were launched following the November report and, as part of those consultations, extensive conversations with residents had taken place on both the renovation and the demolition and redevelopment options.

The consultation found strong support for the demolition and redevelopment option, not only of the three towers but also of the surrounding medium and low-rise housing.

The Executive Mayor said that this provided an excellent opportunity for new modern housing to be built for local residents, to the latest standards whilst retaining the current number of Council properties as a minimum.

He said that the Council had responded to feedback on the landlord offer and it now had a strong commitment to tenants, leaseholders and freeholders. This, he said, included, but was not limited to; compensation, home loss payment and a right to return to a new home in Regina Road.

The Executive Mayor was pleased to have received a letter earlier this week from the Chair of the Independent Housing Improvement Board, which highlighted the “very clear and welcome shift in the Council’s approach to tackling the unacceptable state of the estate since the middle of last year” and noted that “residents had been thoroughly involved at all stages” of the work.

He said that the next step in the process would be to progress to a formal estate regeneration ballot before the Council took a final decision.

The Executive Mayor then invited the Council’s Corporate Director of Housing to highlight minor errors in the report.

The Council’s Corporate Director of Housing highlighted the following errors within the (offer document) report:

- a) Appendix 4 (Page 150) – that, references to “Council tenants” be amended to read “social tenants”.
- b) Page 150 and Page 131 – bullet point should reference the date of the publication of the offer document rather than the ballot date.

The Executive Mayor invited two residents from Regina Road to address Cabinet.

The Executive Mayor thanked both speakers for their heartfelt words. He said that making progress to resolve the long-standing issues at Regina Road was vital if the Council was to provide decent homes and rebuild trust with the local community.

He said that this report marked a pivotal step forward and showed strong support from residents to demolish and redevelop the current blocks in order to provide much needed warm, safe, dry properties, that residents were proud to call home.

Having considered the outcome of the statutory consultation with tenants, leaseholders and freeholders in the Regina Road area, as set out at

Appendix 1 to the report, over the six weeks from 13 December 2022 to 26 January 2023 and the outcome of the consultations in respect of draft Tenant and Leaseholder/Freeholder Offers, which was undertaken with tenants, leaseholders and freeholders in the Regina Road estate over those six weeks, also as set out at Appendix 1 to the report, and in the Landlord Offer at Appendix 4 and, having had due regard to the outcome of the statutory consultation and its outcomes and, in light of the consideration of the equalities matters and public sector equality duty as detailed in section 19 of the report and the financial implications as detailed in section 16, the Executive Mayor, in Cabinet, **RESOLVED** that, subject to the amendments above:

1. The demolition and redevelopment of the three towers and immediately surrounding area was the Council's preferred way forward for the area that had been subject to statutory consultation, as defined on the plan attached as Appendix 2, but that a final decision on the approach would not be undertaken prior to the outcome of the proposed ballot, be approved.
2. The content of the Landlord Offer at Appendix 4 to the report, for purposes of Ballot, be effective from 16 November 2022 and that this Offer be published and circulated to eligible residents in advance of any proposed Ballot, in line with GLA requirements and that the Corporate Director of Housing, in consultation with the Cabinet Member for Homes, be authorised to make any minor changes, such the correction of typographical errors within the content or updates due to statutory changes.
3. A Ballot of eligible residents, as defined by the GLA funding guidelines and requirements, be held for a period of at least 21 days during April and May on the Landlord Offer (Appendix 4 to this report) and to note that the Ballot would be undertaken by an appropriately qualified Independent Party.
4. The outcome of the Ballot be reported back to the Executive Mayor and Cabinet.
5. No further tenancies, permanent or temporary, be granted at any of the properties within the Regina Road estate, as defined on the plan attached at Appendix 2, pending the outcome of the ballot and further report.

49/23

Local Development Framework – Local Development Scheme Approval

Cabinet considered a report, which sought agreement from the Executive Mayor, in Cabinet to update the Local Development Scheme (LDS). The LDS itself included an updated timetable for the production of the Review of the Croydon Local Plan 2018 and Community infrastructure Levy 2013.

The Executive Mayor said that reforming planning policy was a key part of his commitment to residents and that Croydon's planning policy should enhance and enrich the borough, recognising that different areas had different styles and characters. This, he said, was what this review of Croydon's Local Development Framework would deliver, and he was happy to agree the recommendations in the report.

The Executive Mayor, in Cabinet, **RESOLVED** that the updated Local Development Scheme (Appendix 1), being the programme to deliver the Local Development Framework for the Council, be approved.

50/23

Month 9 Financial Performance Report

Cabinet considered a report, which provided the Council's forecast outturn as at Month 9 (December 2022) for the General Fund (GF), Housing Revenue Account (HRA) and the Capital Programme (CP). The report also formed part of the Council's financial management process for publicly reporting financial performance monthly.

The Executive Mayor, in Cabinet, **RESOLVED** that:

1. The fact that the General Fund revenue budget outturn was forecast to be balanced at Month 9, be noted.
2. The forecast elimination of the planned contribution to General Fund Reserves of £6.9m for 2022/23, be noted.
3. The fact that a further number of risks and compensating opportunities may materialise which could see the forecast change, be noted.
4. The progress of the MTFS savings, as indicated within Table 4 and detailed in Appendix 3 to the report, be approved.
5. The fact that the Housing Revenue Account (HRA) was projecting an end of year position of a £0.918m overspend, be noted.
6. The Capital Programme spend to date for the General Fund of £18.296m (against a budget of £253.936m) with a projected forecast underspend of £17.488m for the end of the year, be noted.
7. The Housing Revenue Account Capital Programme spend to date of £14.101m (against a budget of £27.357m), with a projected forecast underspend of £1.897m for the end of the year, be noted.
8. The fact that the above figures were predicated on forecasts from Month 9 to the year end and therefore could be subject to change as forecasts were made based on the best available information at this time, be noted.

9. The fact that the Council continued to operate a Spend Control Panel to ensure that tight financial control and assurance oversight were maintained, be noted.

(It was reported that a new financial management culture was being implemented across the Council through increased scrutiny, such as the monthly assurance meetings, improved communication and budget manager training from CIPFA.)

51/23

Annual Procurement Plan 2023-2024

Cabinet considered a report, which set out the recommendations and actions to be taken to approve the Annual Procurement Plan (APP) for the financial year 2023/24.

It was reported that the Improving Procurement Governance Process Cabinet Report on 16 November 2022 had set out a rationale for establishing an Annual Procurement Plan, to simplify and accelerate approvals and to ensure a more strategic deployment of resources whilst maintaining decision making rigour.

It was further reported that managing a proactive forward plan of procurement projects was fundamental to improving compliance and to ensure that contracts were re-let in time, and the APP approach was a key element of the Council's Procurement Improvement Plan.

The Executive Mayor, in Cabinet, **RESOLVED** that:

1. The APP for the financial year 2023/24, as set out in Appendix A to the report, be approved.
2. The delegated decisions in the APP to those Lead Members or Officers, as stated in Appendix A to the report, that included the procurement strategy and award decisions, the duration of the contracts and contract values, be approved.
3. The delegated decisions only be exercised following recommendations from the Contracts and Commissioning Board, which required approval from both the Lead Cabinet Member and the Cabinet Member for Finance.
4. Minor changes be allowed for to proceed whilst retaining the agreed delegations so long as none of the following thresholds for changes were exceeded:
 - (i) Contract value exceeded that proposed in the APP/Quarterly Update Report, by the lesser of £500K or 25%, or the new aggregated value exceeded £1m and it became a key decision; or

- (ii) Substantial/material changes to procurement from that defined in the APP/Quarterly Update Report e.g., material risks were identified.

(Should either of these thresholds be exceeded, the delegation cannot be exercised, and the decision shall be recommended to the Executive Mayor, unless a further delegation is approved. Where a delegated decision is a Key Decision to Officers, it must be made in consultation with the Lead Cabinet Member).

- 5. The fact that an update report in respect of the APP performance for 22/23 would be presented to the Executive Mayor in Cabinet in May 2024, be noted.

52/23

Property Disposals

Cabinet considered a report, which built upon the Corporate Asset Management Plan and Disposal Strategy approved by the Executive Mayor in Cabinet in November 2022. It recommended the disposal of further properties in line with the approved strategy.

It was reported that the Council remained financially unsustainable and needed to reduce its asset base considerably and in a timely manner. The proposed disposal route would ensure that the right decisions were reached in relation to the Council deciding to sell, rent or retain assets in line with the Medium-Term Financial Scheme requirements and the expectation of the Improvement and Assurance Panel.

It was further reported that, to allow for some flexibility during the disposal process to reflect any issues that arose as part of the due diligence process undertaken by the purchaser or to reflect a change in the market conditions, it was recommended that a variation in the Red Book valuation of up to 10% be agreed provided it could be demonstrated that the asset had been properly marketed.

The Executive Mayor referred to the Part B (exempt – not for publication) report, which accompanied the report being considered and advised that the meeting would require to move to private session should any of the financial, sensitive information in the Part B report, be discussed at this time.

The Executive Mayor, in Cabinet, **RESOLVED** that:

- 1. The disposal of Aztec Centre, 28 Boulogne Road (former site of Croydon Community Equipment Service), be approved.
- 2. The disposal of 58 Ashburton Road be approved.
- 3. The disposal of 56 Craignish Avenue, be approved.

4. The disposal of 139 Wingate Crescent, be approved.
5. The disposal of 92a High Street, be approved.
6. The Corporate Director for Resources and S151 Officer be authorised to agree minor changes to the terms and a price variation of up to a maximum of 10% below the Red Book valuation for each disposal where it was clearly demonstrated that the asset had been correctly marketed and the recommendation reasonably represented the best consideration achievable.

53/23

Local Government and Social Care Ombudsman (LGSCO) Report - Finding of Fault Causing Injustice and Report by the Monitoring Officer under Section 5A of the Local Government and Housing Act 1989

Cabinet considered a report, which highlighted that a person referred to as Ms B, had complained that, after October 2019, the Council did not support her in arranging suitable respite care for her disabled son, referred to as Mr C.

It was reported that Ms B had made separate complaints to Children's and Adult Services as her complaint had spanned the time when Mr C moved between the two services. Also, on 14 July 2022, the LGSCO had written to the Chief Executive, Katherine Kerswell, to confirm that after consideration of a complaint it had received, it decided to issue its findings as a public interest report.

To remedy the injustice caused, the LGSCO made the following recommendations.

- a) To provide Ms B with an unqualified apology from a senior officer (Director level or above) recognising the injustice she had been caused.
- b) Pay Ms B £3,000 to recognise the loss of service experienced by her and Mr C outlined above; pay Ms B £500 to recognise her distress and an additional £500 to recognise her time and trouble – making £4,000 in total.
- c) Agree that for so long as it was needed, the Council provide Ms B with direct payments to fund respite care for Mr C, from his existing respite provider, at the same level he received before October 2019.

(The Council could withdraw this support once Mr C moved to another placement where such respite was no longer needed (it was noted that Mr C was due to move to a supported living placement soon)).

- d) Carry out more work to understand why, when Mr C was a client of its Children's Services, the Council did not do more to search for, or record, how his respite care needs could be met between December 2019 and December 2020. The Council should undertake research to establish if this was a one-off service failure or symptomatic of any wider failings in its Children's Services in identifying suitable respite placements. If it was the latter, then the Council should produce an action plan setting out measures designed to prevent a repeat which could include reference to the new framework with respite care providers it referred to in response to the LGSCO's draft report.
- e) Give a commitment that it would end its practice of delaying the registration of stage two complaints made under the statutory complaint process for children's complaints to await clarification or meetings.
- f) Brief all staff in its Transitions Service to make it clear the Council should not seek to refuse or limit care choices on basis of cost, or through comparison with national or local averages. All staff must be reminded that decisions on the care individual clients received must be based on their assessment of need and must be sufficient to meet those needs.

Accordingly, having considered the public interest report dated 28 November 2022 and the recommendations made by the LGSCO in relation to Croydon Council, as set out in Appendix 1 to the report, the Executive Mayor, in Cabinet, **RESOLVED** that:

1. The findings and recommendations set out in the public interest report, be accepted, and agreed.
2. The actions taken by the Council be endorsed and the steps, progress, and timeline to implement the recommendations set out in Section 6 to the report, be noted.
3. The report, being the Council's formal response under Section 31 of the Local Government Act 1974, to be communicated to the Ombudsman, be adopted.
4. The report, being the Executive's formal response as required by Section 5A of the Local Government and Housing Act 1989 for distribution to all members and the Monitoring Officer, be adopted.

The meeting was declared closed at 7.34pm.

EXECUTIVE MAYOR

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE	24 May 2023	
REPORT TITLE:	STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY	
LEAD OFFICER:	Jane West, Corporate Director for Resources Adrian May, Interim Head of Democratic Services T: 020 8726 6000 X 62529. Email: adrian.may@croydon.gov.uk	
LEAD MEMBER:	Councillor Rowenna Davis Chair, Scrutiny and Overview Committee	
AUTHORITY TO TAKE DECISION:	Recommendations that have been developed from the Scrutiny and Overview Committee and its Sub-Committees since the last Cabinet meeting are provided in the appendices to this report. The constitution requires that an interim or full response is provided within 2 months of this Cabinet meeting.	
KEY DECISION?	No	N/A
CONTAINS EXEMPT INFORMATION?	No	Public
WARDS AFFECTED:	All	

1 CONCLUSIONS FROM COMMITTEE/SUB-COMMITTEE MEETINGS

- 1.1 This In order to provide additional context for the Cabinet, a summary of the conclusions reached by the Scrutiny & Overview Committee or relevant Sub-Committee follows.

Scrutiny & Overview Committee – 28 March 2023

Item: Council Tax Hardship Scheme 2023-24

- 1.2 The Scrutiny & Overview Committee welcomed the opportunity to review the Council Tax Hardship Scheme 2023-24 prior to its consideration by the Mayor.
- 1.3 The Scrutiny & Overview Committee recognised that the scheme in its current format had been developed using a data led approach and as such it was reasonable for the Mayor to accept the scheme as proposed.

- 1.4 It was reassuring that there was a robust system of monitoring being built around the Council Tax Hardship Scheme to ensure that it was reaching those most in need and allow adjustments to be made if needed.
- 1.5 Although the Scrutiny & Overview Committee accepted the reassurance given on the level of communication to be undertaken to promote the availability of the Council Tax Hardship Scheme, further reassurance would require the provision of the communications plan once available.
- 1.6 The Scrutiny & Overview Committee agreed that given the understanding Members have of their Wards, it would be helpful to circulate ward level data on the distribution of the fund to Members to help identify any potential outliers which could be addressed through targeted communications.

Item: Financial Performance Monitoring – Month 9

- 1.7. The Scrutiny & Overview Committee welcomed the possibility of reviewing the transformation programme structure to bring it more in to line with a matrix approach, cutting across services, rather than the current alignment based around existing directorates.
- 1.8. The Scrutiny & Overview Committee welcomed confirmation that the in-year 2022-23 budget was projecting to be balanced budget despite the not insignificant challenges faced during the year.

2 RECOMMENDATIONS

- 2.1 The Executive Mayor has the power to make the decisions set out in the recommendations contained within this report. The Executive Mayor in Cabinet is asked to:
- 2.2 Receive the recommendation arising from the meeting of the Scrutiny & Overview Committee held on 28 March 2023 (Appendix 1)
- 2.3 To provide a substantive response to the recommendation (a Scrutiny Stage 2 Report) within two months (i.e. at the Cabinet meeting on 26 July 2023).

3 PRE-DECISION SCRUTINY

- 3.1 The recommendations set out in the appendix to this report directly arise from Scrutiny.

4 CONSULTATION

- 4.1 The recommendations were developed from the deliberations of either the Scrutiny & Overview Committee or one of its Sub-Committees.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1** The Scrutiny recommendations to the Executive may have financial implications. Following the recommendations being received at Cabinet, the Executive will identify and consider any financial implications as part of their response. If any recommendation is subsequently progressed for consideration and decision by the Executive Mayor in Cabinet, full financial, legal and equalities implications would be presented.

7 LEGAL CONSIDERATIONS

- 7.1** Under Section 9F Local Government Act 2000 ("The Act"), Scrutiny and Overview Committee (SOC) have the powers to review or scrutinise decisions made, or other action taken in connection with the discharge of any executive and non-executive functions and to make reports or recommendations to the executive or to the authority with respect to the discharge of those functions. SOC also has the power to make reports or recommendations to the executive or to the authority on matters, which affect the authority's area or the inhabitants of its area.
- 7.2** Under Section 9FE of the Act, there is a duty on Cabinet to respond to the scrutiny report, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.
- 7.3** Approved by Sandra Herbert, Head of Litigation & Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

8 HUMAN RESOURCES IMPACT

- 8.1** There are no human resource implications arising directly from the contents of this report

9 EQUALITIES IMPACT

- 9.1** The recommendations in the appendix to this report may have an Equalities impact and as each recommendation is developed, these implications will be explored and approved.

10 ENVIRONMENTAL IMPACT

- 10.1** There are no environmental implications arising directly from the contents of this report, the report received recommendations from scrutiny, but no decision for recommendation.

11 CRIME AND DISORDER REDUCTION IMPACT

- 11.1** There are no crime and disorder implications arising directly from the contents of this report, the report received recommendations from scrutiny, but no decision for recommendation.

12 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 12.1** There is a statutory requirement for Cabinet to receive the recommendations made by Scrutiny.

13 OPTIONS CONSIDERED AND REJECTED

- 13.1** None

14 DATA PROTECTION IMPLICATIONS

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

There are no Data Protection implications at this stage, but that the situation will be reviewed again at Stage 2 when Cabinet provide their response to the proposed recommendations.

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

NO

15 APPENDICES

- 15.1** Appendix 1 – Scrutiny Stage 1: Recommendations from Scrutiny & Overview Committee – 28 March 2023

16 BACKGROUND DOCUMENTS

- 16.1** Meeting of the Scrutiny & Overview Committee on 28 March 2023

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=2930&Ver=4>

Appendix 1 – Recommendations arising from Scrutiny & Overview Committee; 28 March 2023

Item: Council Tax Hardship Scheme 2023-24

Recommendation Number	Recommendation	Political Lead	Officer Lead
SOC.1.23/24	The Scrutiny & Overview Committee recommended as a method of testing the effectiveness of the Council Tax Hardship Scheme, that once a sufficient level of base data was available, ward level data on the distribution of the fund was shared with Ward Councillors. This would allow any potential discrepancies in the volume of applications to be highlighted and appropriate action to be taken to target areas of concern.	Councillor Jason Cummings	Jane West

Item: Financial Performance Monitoring – Month 9

Recommendation Number	Recommendation	Political Lead	Officer Lead
SOC.2.23/24	<p>To ensure there was both clarity of purpose and transparency, the Scrutiny & Overview Committee recommends that reporting on the Transformation Programme should: -</p> <ul style="list-style-type: none">a) Cover all transformation projects, including those delivered through the Housing Revenue Account and any delivered in partnership with external bodies such as local healthcare providers.b) Set out the intended outcomes for individual transformation projects to ensure there is clarity of purpose and enable the relative success of each project to be easily assessed. For example, where savings are targeted, any reporting should include the cost of delivering a service before and after conclusion of a transformation project as well as the project spend to date.	Councillor Jason Cummings	Jane West

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE	24 May 2023	
REPORT TITLE:	Scrutiny Stage 2 Responses to Recommendations arising from: Streets & Environment Sub-Committee held 31 January 2023 (Appendix 1)	
LEAD OFFICER:	Stephen Lawrence-Orumwense (Monitoring Officer) Adrian May, Interim Head of Democratic Services T: 020 8726 6000 X 62529. Email: <u>adrian.may@croydon.gov.uk</u>	
LEAD MEMBER:	All	
AUTHORITY TO TAKE DECISION:	The Constitution requires that in accepting a recommendation, with or without amendment, from a Scrutiny and Overview Committee or Sub-Committee, the Cabinet shall agree an action plan for the implementation of the agreed recommendations and shall delegate responsibility to an identified officer to report back to the Scrutiny and Overview Committee or Sub-Committee, within a specified period, on progress in implementing the action plan.	
KEY DECISION?	No	N/A
CONTAINS EXEMPT INFORMATION?	No	Public
WARDS AFFECTED:	All	

1 SUMMARY OF REPORT

1.1 This report invites the Cabinet to approve the full response reports arising from the Stage 1 reports presented to the Cabinet meeting held on 22 March 2023, including:

- Action plans for the implementation of agreed recommendations, or
- Reasons for rejecting the recommendations

and that these be reported to the Scrutiny and Overview Committee or relevant Sub-Committees.

- 1.2** The Constitution requires that in accepting a recommendation, with or without amendment, from a Scrutiny and Overview Committee or Sub-Committee, the Cabinet shall agree an action plan for the implementation of the agreed recommendations and shall delegate responsibility to an identified officer to report back to the Scrutiny and Overview Committee or Sub-Committee, within a specified period, on progress in implementing the action plan.

2 RECOMMENDATIONS

- 2.1** The Executive Mayor, in Cabinet, has the power to make the decisions set out in the recommendation below:

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

3 SCRUTINY RECOMMENDATIONS

- 3.1** The Scrutiny recommendations are contained in the schedule in the appendix to this report.
- 3.2** The detailed responses, including reasons for rejected recommendations and action plans for the implementation of agreed recommendations are also contained in the appendix.

4 CONSULTATION

- 4.1** The recommendations have been developed from the deliberations of either the Scrutiny and Overview Committee or one of its Sub-Committees.
- 4.2** The recommendations in the appendix to this report may involve further consultation and as each recommendation is developed, these implications will be explored and approved.

5 PRE-DECISION SCRUTINY

- 5.1** Some of the recommendations in the appendix to this report are the result of Pre-Decision Scrutiny.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 6.1** The recommendations in this report may have a financial implication and as each recommendation is developed the financial implication will be explored and approved.

7 LEGAL CONSIDERATIONS

- 7.1** Under Section 9F Local Government Act 2000 ("The Act"), Scrutiny and Overview Committee (SOC) have the powers to review or scrutinise decisions made, or other action taken in connection with the discharge of any executive and non-executive functions and to make reports or recommendations to the executive or to the authority with respect to the discharge of those functions. SOC also has the power to make reports or recommendations to the executive or to the authority on matters, which affect the authority's area or the inhabitants of its area. To discharge this scrutiny function, SOC has appointed Scrutiny Sub-Committees, which includes Streets & Environment (S&E) Sub-Committee. Pursuant to the above provision, S&E Sub-Committee has made a recommendation arising from its scrutiny of the budget areas under its remit, which is set out in the attached appendix.
- 7.2** Under Section 9FE of the Act, there is a duty on Cabinet to respond to the scrutiny report, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.

8 HUMAN RESOURCES IMPACT

- 8.1** The recommendations in the appendix to this report may have a Human Resources impact and as each recommendation is developed these implications will be explored and approved.

9 EQUALITIES IMPACT

- 9.1** The recommendations in the appendix to this report may have an Equalities impact and as each recommendation is developed, these implications will be explored and approved.

10 ENVIRONMENTAL IMPACT

- 10.1** The recommendations in the appendix to this report may have an Environmental impact and as each recommendation is developed, these implications will be explored and approved.

11 CRIME AND DISORDER REDUCTION IMPACT

- 11.1** The recommendations in the appendix to this report may have a Crime and Disorder reduction impact and as each recommendation is developed, these implications will be explored and approved.

12 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 12.1** These are contained in the appendix to this report.

13 OPTIONS CONSIDERED AND REJECTED

- 13.1** These are contained in the appendix to this report.

14 DATA PROTECTION IMPLICATIONS

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

The recommendations in the appendix to this report may involve the processing of 'personal data' and as each recommendation is developed, these implications will be explored and approved.

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

NO

The recommendations in the appendix to this report may require a DPIA and as each recommendation is developed, these implications will be explored and a DPIA carried out where necessary.

15 APPENDICES

- 15.1** Appendix 1 – Scrutiny Stage 2 Responses: Recommendations from Streets & Environment Sub-Committee, Item: Budget Scrutiny Challenge, 31 January 2023

16 BACKGROUND DOCUMENTS

- 16.1** Meeting of the Streets & Environment Sub-Committee on 31 January 2023

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=170&MId=2946>

Appendix 1 – Item: Cabinet Report - Budget Scrutiny Challenge

Considered by Streets & Environment Sub-Committee on 31 January 2023

REC No.	SCRUTINY RECOMMENDATION	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPTED / PARTIALLY ACCEPTED / REJECTED (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (i.e. Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
1.	The Sub-Committee recommended that recruitment and retention formed a key workstream in the transformation work taking place in Building Control and the Planning Service , as it was felt this would be key to ensuring this could be delivered with sufficient capacity to also successfully engage with residents and stakeholders.	Councilors Jeet Bains SCRER	Accepted There is a 'workforce' workstream as part of the Planning Transformation Programme and therefore recruitment and retention are considered.	Nick Hibberd, Corporate Director of SCRER	Market Factor Supplement is additional cost to be found within existing budgets.	TBC	TBC
2.	The Sub-Committee recommended that recruitment and retention formed a key workstream in the transformation work taking place in Parking Services , as it was felt this would be key to ensuring this could be delivered with sufficient capacity to also successfully engage with residents and stakeholders.	Councilors Scott Roche SCRER	Rejected The Parking Policy review is a review of the Borough's parking policy and does not have a workstream on recruitment and retention; therefore, this recommendation is not accepted.	Nick Hibberd, Corporate Director of SCRER	N/A	TBC	TBC

This page is intentionally left blank

Agenda Item 7

REPORT:	Cabinet
DATE OF DECISION	24 May 2023
REPORT TITLE:	Month 11 Financial Performance Report
CORPORATE DIRECTOR / DIRECTOR:	Jane West Corporate Director of Resources (Section 151 Officer)
LEAD OFFICER:	Jane West, Corporate Director of Resources
LEAD MEMBER:	Cllr Jason Cummings, Cabinet Member for Finance
KEY DECISION?	No. The recommendations are for noting.
CONTAINS EXEMPT INFORMATION?	No
WARDS AFFECTED:	All
SUMMARY OF REPORT: This report provides the Council's forecast outturn as at Month 11 (February 2023) for the General Fund (GF), Housing Revenue Account (HRA) and the Capital Programme (CP). The report forms part of the Council's financial management process for publicly reporting financial performance monthly.	

FINANCIAL IMPACT

	2022-23 Month 11 Forecast Variance (£m)	2022-23 Month 10 Forecast Variance (£m)	Movement (£m)
General Fund over/(underspend)	0.0	0.0	0.0

The General Fund forecast continues to show a balanced budget.

This report sets out further risks of **£0.3m**.

	2022-23 Forecast Variance Month 11 (£m)	2022-23 Forecast Variance Month 10 (£m)	Movement (£m)
Housing Revenue Account over/(underspend)	1.2	0.5	0.7

The Housing Revenue Account is forecasting a **£1.2m** overspend against budget.

	2022-23 Revised Budget (£m)	2022-23 Actuals to 28/02/23 (£m)	2022-23 Forecast (£m)	2022-23 Forecast Variance (£m)
Total General Fund and HRA Capital Programme	281.9	47.2	261.5	(20.4)

The Capital Programme has spent **£47.2m** against a **£281.9m** revised budget. The end of year position is forecast to be an underspend of **£20.4m**.

1. RECOMMENDATIONS

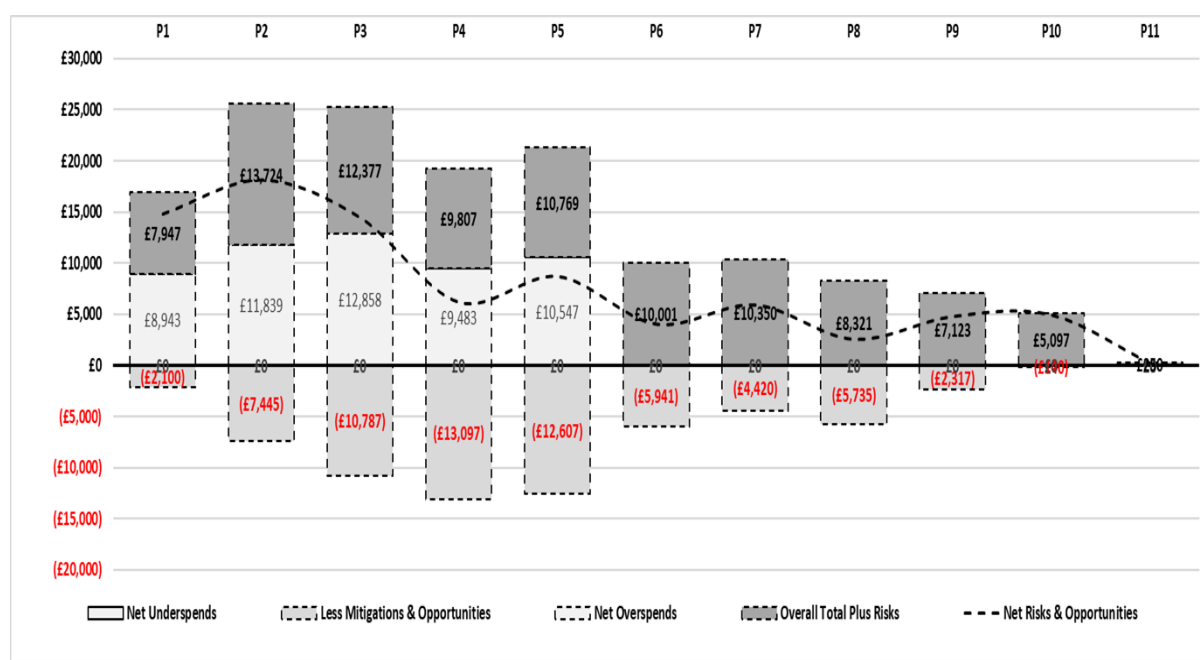
The Executive Mayor, in Cabinet, is recommended to:

- 1.1. Note the General Fund revenue budget outturn is forecast to be balanced at Month 11.
- 1.2. Note the forecast elimination of the planned contribution to General Fund Reserves of £6.9m for 2022-23.
- 1.3. Note the progress of the MTFS savings as summarised in Table 4 and detailed in Appendix 3.
- 1.4. Note the Housing Revenue Account (HRA) forecast overspend of £1.2m.
- 1.5. Note the Capital Programme spend to date for the General Fund of £25.6m (which excludes forecast capitalisation direction of £186.6m to come) against a budget of £254.5m) with a forecast underspend of £19.7m.
- 1.6. Note the Housing Revenue Account Capital Programme spend to date of £21.6m (against a budget of £27.4m), with a forecast underspend of £0.7m.
- 1.7. Note the above figures are predicated on forecasts from Month 11 to the year end and therefore could be subject to change as forecasts are made based on the best available information at the time.
- 1.8. Note the Council continues to operate Spending Control Panels to ensure that tight financial control and assurance oversight are maintained. A new financial management culture is being implemented across the organisation through increased scrutiny such as the monthly assurance meetings, improved communication, and budget manager training from CIPFA.

2. EXECUTIVE SUMMARY

- 2.1. The Financial Performance Report (FPR) is presented monthly to Cabinet and provides a detailed breakdown of the Council's financial position and the in-year challenges it faces. It covers the General Fund, Housing Revenue Account and Capital Programme. The Financial Performance Report ensures there is transparency in the financial position, and enables scrutiny by the Executive Mayor, Cabinet, Scrutiny & Overview Committee and the public. It offers reassurance regarding the commitment by Chief Officers to more effective financial management and discipline.
- 2.2. The General Fund revenue forecast outturn for Month 11 shows a balanced position for the sixth month in a row.
- 2.3. There are risks of £0.3m and nil opportunities. As Chart 1 illustrates, risks and opportunities have been diminishing in the latter part of the year, as in-year financial forecasting accuracy has been improved and the potential impacts of risks and opportunities have been realised. The risks and opportunities are detailed in Appendix 3-6 of the report and summarised in Table 5 by directorate.
- 2.4. The Financial Performance Report for Month 11 includes the period of time following the issuing of the Section 114 notice on 22 November 2022. It should be noted that the Section 114 notice was issued to address the 2023-24 financial forecast.
- 2.5. Chart 1 below illustrates the trend in the monthly monitoring reports for this financial year and shows both the forecast as well as the quantum of risks and opportunities, together with the impact should all risks and opportunities fully materialise (dashed line).

Chart 1 – Monthly financial movements on Monthly Forecast, Risk & Opportunity



- 2.6. Work will continue through to the end of the year to manage those areas with forecast overspends to ensure the Council remains within budget.
- 2.7. The Housing Revenue Account is forecasting an overspend of £1.2m (an adverse movement of £0.7m from the Month 10 forecast).
- 2.8. The Capital Programme for both the General Fund and Housing Revenue Account is reporting a total expenditure to date of £47.2m of which £25.6m is General Fund and £21.6m Housing Revenue Account. Capital spend is projected to be £261.5m against a revised budget of £281.9m, resulting in a £20.4m forecast underspend.
- 2.9. The Council continues to build on the improvements in financial management that were made over the past year however there is a considerable amount yet to do, which is fully recognised within the organisation.
- 2.10. A monthly budget assurance process and independent challenge of expenditure takes place. This is in addition to Cabinet and Scrutiny & Overview Committee review. The monthly budget assurance process has been reviewed and strengthened based on learning from the previous year. The assurance meetings provide the Corporate Director of Resources (Section 151 Officer) and the Chief Executive with an opportunity to scrutinise and challenge the forecast outturn, review risks and opportunities, challenge the use of accruals and provisions, and ensure that savings are delivered and income targets are met. The meetings ensure the Council is doing all it can to reduce overspends and deliver a balanced budget.

Reserves

- 2.11. When the 2022-23 budget was set £6.887m was set aside to add to General Fund Balances. The Month 11 position continues to reflect the full £6.887m contribution to balances being used instead to balance the budget. The position is set out in Table 2 below:

Table 2 – General Fund Balances

General Fund Balances	Budget Plan (£m)	Forecast Outturn (£m)
Balance at 1 April 2022	27.5	27.5
Planned Contributions to/(from) Reserves	6.9	-
Forecast Balance at 31 March 2023	34.4	27.5

Unresolved Issues

- 2.12. The Council's overall financial position is still subject to a number of unresolved historic legacy issues. The latest position on these was set out in the 22 February 2023 Cabinet report titled 'Revenue Budget and Council Tax Levels 2023-24' which incorporated the findings of the Opening the Books review undertaken in 2022-23. The report stated that a request has also been made of government to provide the Council with a Capitalisation Direction of £161.6m to cover the historic finance issues that have been revealed through the Opening the Books programme.
- 2.13. The Council needs to correct a range of misstatements in its legacy accounts from 2019-20 which are currently still not fully closed. This was more than the £74.6m previously identified in the MTFS Update report to Cabinet in November 2022.
- 2.14. The Council's Provision for Bad Debt was found to be understated by £46m rather than the £20m previously assumed and a prudent decision was made to include the potential £70m gap in the accounts caused by incorrect accounting for Croydon Affordable Homes and Tenures, instead of the £9m previously assumed.
- 2.15. With three years of accounts still open, there remains a risk that further legacy issues will be uncovered. The Capital Programme includes the £161.6m Capitalisation Direction requested, which is in addition to the £25m capitalisation direction previously approved.

3. COST OF LIVING CONSIDERATIONS

- 3.1. This report focuses on the Council's budget forecast. It highlights that there are a number of inflationary pressures that the Council, like all local authorities, is managing. Inflation is at the highest level for 40 years. This impact goes beyond the Council as the cost of living is affecting all households and businesses.

- 3.2. These macro-economic factors are impacted by international events, and therefore well beyond the control of Croydon Council. Despite the limitations, the Council is seeking to support households wherever possible.
- 3.3. A dedicated cost of living information hub has been established on the Council's website. This provides a single source of information, informing residents of the financial support available and signposting to further support, advice and guidance. This information is continually reviewed, updated and improved.
- 3.4. At a national level, household support has been announced in the form of a revised energy price guarantee, designed to limit the inflation on household energy bills. Households with a domestic energy connection have been eligible for a £400 discount over the winter and residents on means-tested benefits have been eligible for a £650 cost of living payment from Government.
- 3.5. The Council provides a wide range of support for residents that may be struggling due to the cost of living pressures. These include:
- Discretionary support fund for residents in financial hardship
 - Council Tax support – for residents on a low income or in receipt of benefits, Council Tax bills could be reduced by up to 100%
 - Benefits calculator, to ensure residents receive the support to which they are entitled
 - Energy advice, including heating and money saving options, through our Croydon Healthy Homes service
 - Free holiday activity clubs with healthy meals for children
 - Croydon Works to help residents into employment or to receive training to support them into work and funding of the voluntary sector to provide advice and guidance
- 3.6. The cost of living information hub also signposts residents to a range of support provided by other organisations in Croydon, including:
- NHS Healthy Start vouchers for families
 - Free school meals
 - Support from voluntary, community and faith sector organisations
 - Support for businesses through the London Business Hub and the British Business Bank
 - CroydonPlus credit union which offers affordable ways to manage money, including savings accounts and loans

4. DETAILED FINANCIAL POSITION

- 4.1. The Month 11 financial forecast is largely driven by £12.3m described as the under-delivery of savings within this year's budget, but which is more a reflection of the issues around the accuracy of some of the budgeted savings targets. These have been addressed in the 2023-24 budget.

- 4.2. The in-year overspend pressure in directorates is being offset by a budgeted contribution to General Fund Reserves no longer going ahead (£6.9m), an underspend on the corporate contingency budget not being used (£5.0m), a drawdown from the Corporate Contingency Reserve (£4.0m) to support in-year inflationary pressures and centrally held inflation budget (£1.2m). These underspends are partially offset by one-off pressures totalling £3.4m across Corporate budgets.
- 4.3. The detailed forecast outturn per Directorate for the General Fund is shown below in Table 3.

Table 3 – Month 11 Forecast by Directorate

	Month 11 Forecast Variance	Month 10 Forecast Variance	Change from Month 10 to Month 11	Savings Under- Delivery at Month 11	Other Pressures / (Underspend) at Month 11
	(£000's)	(£000's)	(£000's)	(£000's)	(£000's)
Children, Young People and Education	(2,309)	(3,076)	767	1,090	(3,399)
Adult Social Care and Health	(2,844)	(2,418)	(426)	2,834	(5,678)
Housing	2,773	3,256	(483)	2,159	614
Sustainable Communities, Regeneration & Economic Recovery	15,050	14,267	783	5,743	9,307
Resources	2,418	2,527	(108)	172	2,246
Assistant Chief Executive	(1,398)	(841)	(556)	300	(1,698)
Departmental Total	13,690	13,714	(24)	12,298	1,392
Corporate Items & Funding	(13,690)	(13,714)	24	-	(13,690)
Total General Fund	-	-	-	12,298	(12,298)

Risks and mitigations

- 4.4. The outturn forecast is reported excluding further potential risks and mitigations which are summarised in Table 5 and detailed in Appendix 5. Risks are split into MTFS savings risks and other risks. Savings risks relate to achievement of savings that were approved at Council in March 2022 to deliver a balanced budget. Other risks are those that have arisen from operational challenges including changes to national legislation and regulations. Risk mitigations are proposals identified by services to partially or fully offset the impact on keeping spend within the approved budget.

MTFS Savings

- 4.5. Savings are at various stages in their delivery. Savings which are not deliverable are included within the forecast as overspends. Table 4 below provides a summary of progress per directorate on delivery of their savings targets. Both savings not delivered and those at risk of non-delivery are detailed in Appendix 3 and 4 of this report.

Table 4 – Progress on MTFS Savings

Directorate	Target Value (£000's)	Balance Not Delivered (In Forecast) (£000's)	On Track Value (£000's)	Delivered Value (£000's)	Current Month At Risk Value (£000's)	Prior Month At Risk (£000's)	Change from Prior Month At Risk (£000's)
Children, Young People and Education	(9,564)	1,090	706	7,768	-	-	-
Adult Social Care and Health	(16,500)	2,834	2,852	10,814	-	971	(971)
Housing	(2,841)	2,159	57	625	-	398	(398)
Sustainable Communities, Regeneration & Economic Recovery	(12,396)	5,743	2,969	3,684	-	2,709	(2,709)
Resources	(3,029)	172	238	2,619	-	-	-
Assistant Chief Executive	(9,543)	300	770	8,473	-	600	(600)
TOTAL FOR MTFS	(53,873)	12,298	7,592	33,983	-	4,678	(4,678)

4.6. Details of the reasons for the variances and movements from the previous month are identified below together with details of risks and opportunities. The detail of each opportunity and risk (both quantifiable and non-quantifiable) can be seen in Appendix 5 and 6. Table 5 below gives a summary of the risks and opportunities by directorate.

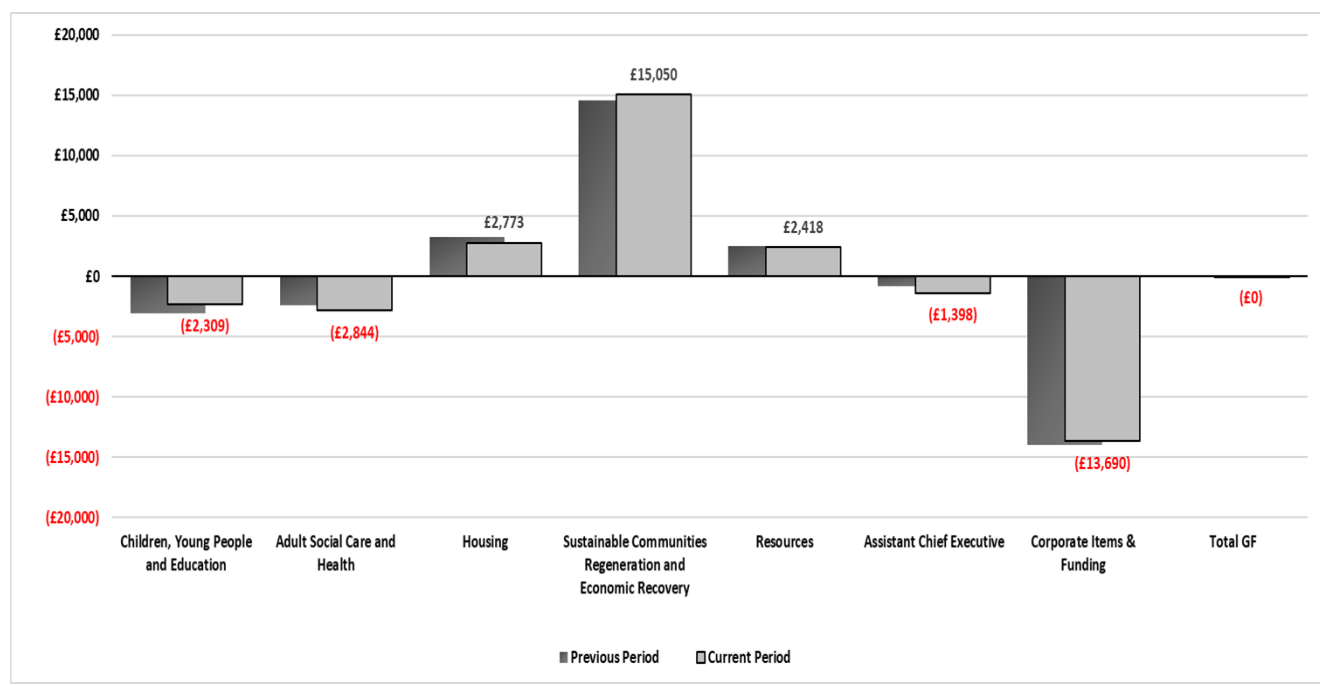
Table 5 – Summary of Risks and Opportunities

	MTFS Savings - At Risk (£000's)	Other Quantifiable Risks (£000's)	Quantifiable Opportunities (£000's)	TOTAL (£000's)
Children, Young People and Education	-	-	-	-
Adult Social Care and Health	-	-	-	-
Housing	-	250	-	250
Sustainable Communities, Regeneration & Economic Recovery	-	-	-	-
Resources	-	-	-	-
Assistant Chief Executive	-	-	-	-
Corporate Items & Funding	-	-	-	-
Total Month 11	-	250	-	250
Total Month 10	4,678	419	(140)	4,957
Variance	(4,678)	(169)	140	(4,707)

DIRECTORATE VARIANCES

4.7. The chart below shows the forecast by Directorate for both the current and previous month:

Chart 2: Forecast per Directorate as at Month 11



4.8 Children, Young People and Education (CYPE)

At Period 11 there is a **£2.3m forecast underspend** against a budget of £85.2m. This is after the directorate absorbs one-off costs of £1.3m relating to transformation work to achieve MTFS savings, improve services and improve IT systems.

This is an adverse movement from Month 10 of £0.8m which is due to absorbing one-off transformation costs of £1.3m and a £0.5m improvement mainly due to periods of vacant posts while recruitment is carried out and increased Traded Services income.

Children's Social Care Division – forecast underspend of (£1.2m)

(£2.3m) staffing underspend due to periods of vacancy

(£1.5m) underspend in non-pay expenditure across the division

(£1.4m) placements cost underspend

(£1.0m) legal costs underspend due to lower numbers of care proceedings and UASC age assessment challenges.

£3.9m unachieved grant income for Unaccompanied Asylum Seeking Children (UASC). Please note that the UASC income budget has been decreased for 2023-24 to more accurately reflect actual grant income to be received.

£0.9m one-off transformation costs

£0.2m under-achievement in income (including £0.5m unachieved MTFS income savings which have been partially offset through other income)

Quality, Commissioning and Performance Improvement Division – forecast underspend of (£0.5m)

(£0.9m) staffing underspend due to periods of vacancy
£0.4m one-off transformation costs

Non-DSG Education services – forecast underspend of (£0.6m)

(£0.9m) underspend due to periods of staffing vacancy and increased Traded Services income
£0.3m under-achievement in income due to MTFS income saving (NHS funding towards speech and language therapy) not achieved

Dedicated Schools Grant (DSG) High Needs education services – forecast overspend of £1.8m

There is a High Needs forecast overspend of £1.8m against the budget of £75.3m. This position is in line with the planned overspend of £1.8m submitted to the Department of Education (DfE) Safety Valve Team as part of the approved Deficit Recovery Plan.

£2.0m overspend in Special Schools placements due to an increase in complex cases.

£1.6m overspend due to increased Out of Borough placement costs.

(£0.4m) underspend in Early Years provision due to successful demand management.

(£1.4m) underspend in the service transformation budget due to delayed implementation of the Special Schools funding system.

Education Services have met the Safety Valve compliance and performance grant conditions for 2022-23 and therefore this will activate the release of funding from the DfE to fund the provision of more SEND school places and reduce the historical deficit.

The DSG deficit at the end of 2021-22 was £24.5m. The £1.8m in-year overspend will initially increase this to £26.3m before the Council receives the £10.960m Safety Valve funding from the DfE, which will bring the deficit down to £15.3m.

4.9 Adult Social Care and Health (ASCH)

At period 11 a **£2.8m (2.1%) forecast underspend** against a budget of £132.3m. This is a favourable movement of £0.4m from month 10.

The department is absorbing the one-off costs of transformation of £1m and so will not need to make a call on flexible capital receipts.

Adult Social Care Operations - Forecast underspend of (£2.0m)

Staffing across this division is an underspend position (£3.8m). However, this is a barrier to achieving savings as staff are focussed on statutory delivery rather than transformation. There is a national shortage of both social workers and occupational therapists and recruitment to many roles is proving challenging.

Localities have an underspend of (£1.0m) including the reversal of 2021-22 accruals for planned care costs (£0.7m). It is usual that care is delivered at a lower level than planned for many reasons including delayed hospital discharge, temporarily staying with family, etc. However, this year is slightly higher than normal which is believed to be related to changes to the hospital discharge process during Covid.

Working Age Adults have an overspend of £2.3m. 25-65 years disabilities has worsened by £0.2m to a £2.0m overspend. However, £0.3m of this is due to a contribution towards one-off transformation costs. The overspend on care stands at £2.7m. Significant work has been undertaken to deliver a challenging savings target of £5.6m with the majority being achieved to date. Transitions is unchanged at £0.3m overspend due to care package costs.

Adult Social Care Policy and Improvement – Forecast underspend of (£0.6m)

The Policy and Improvement division has returned to a favourable position with an underspend of £0.6m. This is primarily due to staffing underspends of (£0.3m) and cost reductions in the equipment service (£0.2m).

Adult Social Care Directorate – Forecast underspend of (£0.2m)

The underspend is a result of the delays in recruitment to fixed term and temporary positions to provide additional capacity to improve performance, data management and reduce operational risks across the directorate.

Unquantified risks present continued concerns to the directorate budget. In addition, inflation and rising fuel costs will result in significant expenditure for providers which may result in claims for increased fees and/or financial instability with the potential for 'handing back' contracts.

4.10. Housing

At Month 11, Housing has a **£2.8m forecast overspend** against a budget of £10.3m. This is a favourable movement of £0.5m from month 10 mainly due to full allocation of Rough Sleeping Initiative grant to cover costs of housing single homeless people.

Emergency Accommodation – forecast overspend of £1.4m

£2.7m pressure on net costs of accommodating homeless households in nightly paid accommodation including bed and breakfast, hotel and hostel accommodation. Numbers have increased by circa 100 compared to 2021-22, offset by a corresponding fall in temporary accommodation numbers. This pressure is after allocation of £1.3m corporate budget to cover inflationary pressures.

(£0.6m) Rough Sleeping Initiative grant reallocated to single homelessness costs as agreed with DLUHC

(£0.4m) underspend from additional Homelessness Prevention Grant above budget received from DLUHC as a winter top-up

(£0.3m) staffing underspend due to periods of vacancy

Temporary Accommodation - forecast overspend of £1.8m

£1.6m pressure on net accommodation for 2 to 5 years leased homelessness properties. Numbers have remained steady across 2022-23 as a very limited number of new properties have been secured due to market factors.

£0.6m pressure due to the net spend on long term leased blocks (Concorde, Sycamore and Windsor) being transferred from the HRA to the General Fund.

(£0.4m) underspend from additional Homelessness Prevention Grant above budget received from DLUHC as a winter top-up.

Other services – forecast underspend of (£0.4m)

(£0.4m) No Recourse to Public Funds (NRPF) underspend against a budget of £2.3m. Spend on this service peaked in 2016-17 at £3.3m and caseloads have been steadily managed down since that point.

Housing Service Context

The forecast is reflective of the worsening housing market within London across 2022 as private sector landlords are increasing rents or leaving the market; tenants are struggling with the cost of living pressures.

The challenge for Croydon in dealing with inflation has multiple strands. There are forecasting difficulties in predicting how much prices are expected to move and at what pace. This is being addressed alongside a wholesale review of the forecasting process to ensure that reporting provides the full position on risk heading into 2023-24.

There are the difficulties in negotiating and approving price rises without losing properties or fuelling the rises further. Regular meetings with neighbouring boroughs are being held to ensure collective agreements are being made with the larger providers of emergency accommodation.

There is also the issue of entering into 2 to 5 years lease deals with landlords as 39% have exited the market in 2022-23 and prices have dramatically increased

as a result. In 2022-23 this has meant a 10% increase in the use of nightly paid accommodation has been seen. The strategy work currently underway in the department will address this issue.

There has also been a concerted effort to hold homelessness accommodation costs down across London through partnerships with organisations like Capital Letters and via the agreed Pan-London temporary accommodation rates. The rates can no longer be contained though as demand outweighs available affordable supply. At a recent Pan London meeting, all boroughs confirmed that they are no longer paying the agreed Pan London rates to ensure they meet their demand challenges. A combination of all these factors has led to an increase in both the average cost of emergency and temporary accommodation that Croydon can secure to meet demand, as well as an increase in the use of nightly paid emergency accommodation to compensate for the loss of some longer-term leased accommodation because of landlords leaving the market.

Pressures are expected to continue into 2023-24. The restructure for Housing Options is underway and will form the bedrock for process change and a more cohesive journey for a homeless household. An immediate switch to better practice and dramatically reduced spend on homelessness cannot be expected within 2023-24 whilst significant change is underway, and the financial benefits are expected to be realised in the longer term.

4.11. Sustainable Communities, Regeneration & Economic Recovery (SCRER)

At Month 11, SCRER has a **forecast overspend of £15.1m**. The main cause of the overspend relates to parking, parking enforcement and moving traffic offence income. The forecast overspend has increased by £0.8m since month 10 due to previously highlighted risks in parking income now being realised into the position.

Sustainable Communities Division - £13.9m forecast overspend

There is a forecast £16.1m under-achievement in parking, parking enforcement and moving traffic offence income reflecting the unachievable income forecasts identified through the Opening the Books review. Demand for parking services has not returned to pre-pandemic levels and this is affecting all areas of parking which includes Automated Number Plate Recognition (ANPR), pay and display and on-street parking.

Parking Services continue to have delays in connection with the roll out of new ANPR cameras which affect the income levels within the service. A new ANPR camera contract was procured in 2021 however the Council has faced significant problems with functionality and are urgently seeking firm assurance from the new contractor that they remain in a position to fulfil their contractual obligations.

The Parking budget has been rebased for 2023-24 based on a timetabled roll out of Healthy Neighbourhood Schemes, so the delays in the implementation of the cameras will continue to have a detrimental effect in 2023-24.

The Council applied to renew its Landlord Licensing scheme in 2021-22 to the Department of Levelling Up, Housing and Communities (DLUHC). The Council budgeted for £1.5m of income that would be achievable from the scheme in this financial year. However, the scheme was rejected by the Secretary of State for DLUHC due to the lack of a Housing Strategy, one of the requirements for the scheme. This income will now not be achieved, and this has been recognised as part of the budget for 2023-24.

The Division has a forecast underspend of £3.3m in staffing due to periods of vacancy and a £0.5m forecast underspend in waste services due to reduced level of residential waste.

Planning and Sustainable Regeneration Division - £1.4m forecast overspend

Pressures are experienced within Building Control and Planning income of £1.9m. This pressure has been corrected in the income budgets for 2023-24. There will be a drawdown from the Building Control Trading Account earmarked reserve of £0.3m towards the income pressure. There is a £0.2m forecast underspend in staffing and non-pay expenditure budgets across the division.

Culture and Community Safety Division - £0.2m forecast underspend

There is a £0.2m forecast underspend in staffing and non-pay expenditure budgets across the division.

4.12. Resources

At Month 11, there is a **£2.4m forecast overspend** which demonstrates a favourable movement of £0.1m since Month 10 due to increased periods of staffing vacancy.

Finance Division - £5.1m forecast overspend

There is a £6.8m forecast overspend relating to historically unaccounted for pressures in Housing Benefit (HB) subsidies identified through the Opening the Books exercise. This is due to the difference between the cost of HB expenditure and the funding level received from DWP to support temporary accommodation and accommodation in non-registered supported accommodation. A cross council working group is currently operating to mitigate pressures by maximising HB subsidy income claims, increasing collection of HB overpayments and reducing costs.

There is a £0.8m forecast staffing underspend across the Division however this is mainly due to periods of vacancy in the Payments, Revenues, Benefits and Debt Service which is offsetting pressures from supernumerary accountancy staffing and external specialist financial advice.

There is a £0.9m underspend in the Payments, Revenues, Benefits and Debt Service from income over-achievement in court awarded costs.

Legal Services and Monitoring Officer Division – £1.2m forecast overspend

There is a forecast overspend in Legal Services of £1.4m due to a recharge income budget higher than the charges which can be evidenced. This income budget has been reduced for 2023-24 to accurately reflect the level of recharges to be processed.

This is partially offset through a £0.2m underspend in the Monitoring Officer service due to a nil inflationary increase on Member's Allowances.

Commercial Investment Division - £3.7m forecast underspend

There is a £1.4m underspend due to reduced internal borrowing costs, £1.0m overachievement in rental income, £0.8m staffing underspend due to periods of vacancy, £0.3m underspend in utility costs (due to gas costs reducing from their previously very high level) and a £0.2m underspend in facilities management contracts for works across Council properties.

Central Resources - £0.2m forecast underspend

There is a £0.2m forecast underspend in Insurance, Anti-Fraud & Risk due to increased recharge income and a £0.1m underspend in Pensions non-pay expenditure, partially offset by a £0.1m one-off contract overspend in Internal Audit.

4.13. Assistant Chief Executive

At Month 11 there is a **£1.4m forecast underspend**. This is a favourable movement of £0.6m from Month 10. Continuing reviews in Croydon Digital and Resident Access during the year have led to increased contract savings of £0.3m and there has been a decrease in non-pay expenditure in Policy, Programmes & Performance of £0.3m.

Policy, Programmes & Performance Division - £1.4m forecast underspend

There is a £1.0m staffing underspend due to periods of vacancy and Programme Management Office (PMO) staffing costs funded through Transformation, a £0.3m underspend in non-pay expenditure and a £0.1m underspend in corporate communication campaigns.

Croydon Digital and Resident Access Division - £0.1m forecast underspend

The Resident Contact Centre has a £0.2m underspend due to periods of staffing vacancy and the Bereavement and Registrars Service has a £0.2m underspend due to increased fees & charges income. This is partially offset by a £0.3m

overspend in Digital Services due to under-achievement of the “Rationalisation of software applications and contracts” MTFS saving.

Central Assistant Chief Executive - £0.1m forecast overspend

There is a £0.1m overspend pressure from centrally held fees & charges MTFS income savings which are being delivered in the divisions. This income budget has been allocated to the divisions as part of 2023-24 budget setting.

Chief People Officer Division – breakeven position

Learning & Organisational Development Officers have been developing a cross-Council package of training to be commissioned and delivered in 2023-24. The service is requesting for 2022-23 underspend in the corporate training budget to be carried over to 2023-24 in an earmarked reserve.

The directive to stand down agency staff for two weeks over the Christmas period has led to a significant mitigation of the £0.6m saving target for agency costs, however the reduced expenditure is reflected in the individual directorates.

Public Health Division – breakeven position after movement in reserves

It is currently forecast that the Public Health grant will be underspent by circa £2.5m in 2022-23 and this will be added into the Public Health reserve. Please note that this is after an extra one-off contribution of £1m in 2022-23 to public health activities in SCRER (£0.4m), Children’s Services (£0.3m) and for the London Borough of Culture (£0.3m).

There is currently an accumulated balance of £5.5m on the balance sheet (as an earmarked Public Health reserve) at April 2022 due to underspends in previous years.

Asylum Seekers and Homes for Ukraine funding – breakeven position after movement in reserves

The Council has received grant funding towards the support of Refugees and Asylum Seekers and any underspend in 2022-23 will be carried forward in an earmarked reserve to fund ongoing expenditure in 2023-24.

4.14. Corporate Budgets

At Month 11, the corporate budget position is a **forecast underspend of £13.7m**. The corporate budget holds funding and financing streams such as Council Tax, retained share of Business Rates and Core Grants. The corporate budget also holds a Council-wide risk contingency budget (£5m) and the budgets for borrowing and interest received.

(£6.9m) underspend on the budget originally planned to increase the Council’s level of General Fund reserves.

(£5.0m) underspend on the corporate contingency budget. There are no commitments to date against the £5.0m budget.

(£4.0m) underspend due to the drawdown of £4.0m from the one-off Corporate Contingency Reserve of £5.9m (to support in-year inflationary pressures).

(£1.2m) underspend on centrally held inflation budget.

£3.4m overspend from one-off pressures across Corporate budgets. This includes an under recovery of £0.5m income in relation to the contract to deliver new bus shelters and small format advertising. The previous contract to provide bus shelters ended in March 2021 and when the contract ended the bus shelters were removed by the contractor. The new contractor has delayed delivering the new bus shelters and the associated milestone fee payments. Officers are urgently seeking firm assurance from the new contractor that they remain in a position to fulfil their contractual obligations.

5. Housing Revenue Account (HRA)

The HRA is forecasting a total overspend of £1.2m against a budget of £91.2m due to the pressures detailed below being largely offset by the reductions in recharges from the general fund.

This is an adverse movement of £0.7m from month 10 mainly due to detailed analysis of the likely impact of legal disrepair cases that remain unresolved and will be provided for as an estimated cost within the 2022-23 accounts.

Repairs

£1.7m overspend pressure from the Axis repair contract, ending in August 2023, due to agreed changes in the payment model and negotiated inflationary increases

£1.5m overspend in void and disrepair costs carried out by specialist contractors to reduce void losses and minimise future disrepair claims

£1.0m settled disrepair cases and related legal fees related to Regina Road

£1.5m estimated disrepair settlement costs

Tenancy and Income

£2.1m overspend in utilities costs related to energy price increases

£0.7m increased bad debt costs as rent collection has worsened due to cost of living pressures

£0.4m loss of income due to void (empty) residential properties

£0.3m loss of income due to void garages

Recharge Review

(£4.9m) underspend due to a review of legacy corporate overhead recharges between the General Fund and HRA. This has resulted in a 64% reduction in the charge to the ringfenced HRA account. Backdated changes to previous years' accounts will also be actioned.

Staffing and other

(£1.6m) underspend from staffing vacancies due to difficulties recruiting to specialist posts

(£1.5m) underspend in central staff budgets (director roles now reconfigured between the General Fund and HRA) and non-pay expenditure (including the contingency budget)

Table 6 - Housing Revenue Account Month 11 forecast

Description	2022-23 Budget (£000's)	2022-23 Actuals to Date (£000's)	2022-23 Forecast (£000's)	2022-23 Variance (Forecast to Budget) (£000's)
Income	(91,240)	(75,395)	(90,805)	435
Expenditure				
Centralised Directorate expenditure	48,933	(9,897)	42,771	(6,162)
Responsive Repairs & Safety	18,085	15,794	22,296	4,211
Asset Planning	1,644	1,142	1,490	(154)
Capital Delivery (Homes & Schools)	1,478	1,018	1,302	(176)
Tenancy & Resident Engagement	8,689	5,633	11,289	2,600
Homelessness & Assessments	4,395	2,869	4,415	20
Service development and income	8,016	4,833	8,423	407
Total Expenditure	91,240	21,393	91,987	747
TOTAL NET EXPENDITURE	-	(54,002)	1,182	1,182

6. Capital Programme

- 6.1 The General Fund and Housing Revenue Account capital programmes have currently spent **£47.2m** to the end of Month 11. This is against a revised budget of **£281.9m**. The revised budget reflects the additional £161.6m capitalisation direction.
- 6.2 Forecast spend for the year is **£261.5m**, including the assumed full use of the £186.6m (£161.6m + £25.0m) total capitalisation direction, against the revised budget resulting in a forecast underspend of **£20.4m**.
- 6.3 Table 7 below summarises the capital spend to date by directorate with further details of individual schemes provided in Appendix 2. Table 8 gives details of how the capital programme is financed.

Table 7 – Capital Programme at Month 11

Capital Programme	Revised Budget (£000's)	Actuals To Date (£000's)	Forecast at M11 (£000's)	Forecast Variance (£000's)
Adult Social Care and Health	-	66	-	-
Housing	4,392	1,668	2,500	(1,892)

Capital Programme	Revised Budget (£000's)	Actuals To Date (£000's)	Forecast at M11 (£000's)	Forecast Variance (£000's)
Assistant Chief Executive	6,965	2,998	6,716	(249)
Children, Young People and Education	7,930	3,196	5,454	(2,476)
Sustainable Communities, Regen & Economic Recovery	36,345	15,929	25,590	(10,775)
Resources	8,255	2,381	3,922	(4,333)
Corporate	4,049	-	4,049	-
Subtotal	67,936	25,601	48,231	(19,705)
Capitalisation Direction	186,600		186,600	-
General Fund Total	254,536	25,601	234,831	(19,705)
Housing Revenue Account	27,357	21,604	26,645	(712)
Capital Programme Total	281,893	47,205	261,476	(20,417)

Table 8 – Capital Programme Financing at Month 11

	2022-23 Revised Budget (£000's)	Forecast at Month 11 (£000's)	Forecast Variance (£000's)
General Fund			
CIL	2,856	1,752	(1,104)
s106	550	444	(106)
Grants & Other Contributions	18,298	13,199	(5,098)
Growth Zone	6,888	2,971	(3,917)
HRA Contributions	1,742	1,742	-
Capital Receipts	55,049	55,049	-
Reserves	-	-	-
Borrowing	169,153	159,674	(9,479)
Total General Fund Financing	254,536	234,831	(19,705)
HRA			
Grant	1,200	1,200	-
MRR	12,336	14,134	1,798
Revenue	-	-	-
Reserves	13,821	11,311	(2,510)
Borrowing	-	-	-
Total HRA Financing	27,357	26,645	(712)
Total GF & HRA Financing	281,893	261,476	(20,417)

- 6.4 The Month 11 forecast indicates £9.5m of borrowing less than the revised budget for the General Fund and no borrowing required for the Housing Revenue Account. However total borrowing increased with the inclusion of the additional £161.6m capitalisation direction.

7 FINANCIAL AND RISK ASSESSMENT IMPLICATIONS

- 7.1 Finance comments have been provided throughout this report.
- 7.2 The Council continues to operate with internal spending controls to ensure that tight financial control and assurance oversight are maintained. A new financial

management culture is being implemented across the organisation through increased communication on financial issues and training for budget managers.

- 7.3 The inclusion of the additional £161.6m capitalisation requested of government for legacy issues significantly increases the borrowing costs for the budget for future years.
- 7.4 The Council currently has a General Fund Reserve of £27.5m which serves as a cushion should any overspend materialise by the end of 2022-23. The use of reserves to support the budget is not a permanent solution and reserves must be replenished back to a prudent level in subsequent years if used.

Approved by: Jane West – Corporate Director of Resources & S151 Officer

8 LEGAL IMPLICATIONS

- 8.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Legal Services and Monitoring Officer that the Council is under a statutory duty to ensure that it maintains a balanced budget and to take any remedial action as required in year.
- 8.2 Section 28 of the Local Government Act 2003 provides that the Council is under a statutory duty to periodically conduct a budget monitoring exercise of its expenditure and income against the budget calculations during the financial year. If the monitoring establishes that the budgetary situation has deteriorated, the Council must take such remedial action as it considers necessary to deal with any projected overspends. This could include action to reduce spending, income generation or other measures to bring budget pressures under control for the rest of the year. The Council must act reasonably and in accordance with its statutory duties and responsibilities when taking the necessary action to reduce the overspend.
- 8.3 In addition, the Council is required by section 151 of the Local Government Act 1972 to make arrangements for the proper administration of its financial affairs. The Council's Chief Finance Officer has established financial procedures to ensure the Council's proper financial administration. These include procedures for budgetary control. It is consistent with these arrangements for Cabinet to receive information about the revenue and capital budgets as set out in this report.
- 8.4 The monitoring of financial information is also a significant contributor to meeting the Council's Best Value legal duty and therefore this report also demonstrates compliance with that legal duty.

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

9 HUMAN RESOURCES IMPACT

- 9.1 There are no immediate workforce implications as a result of the content of this report, albeit there is potential for a number of the proposals to have an impact on staffing. Any mitigation on budget implications that may have direct effect on staffing will be managed in accordance with relevant human resources policies and where necessary consultation with recognised trade unions.
- 9.2 The Council is aware that many staff may also be impacted by the increase in cost of living. Many staff are also Croydon residents and may seek support from the Council including via the cost of living hub on the intranet. The Council offers support through the Employee Assistant Programme (EAP) and staff may seek help via and be signposted to the EAP, the Guardians programme, and other appropriate sources of assistance and advice on the Council's intranet.

Approved by Dean Shoesmith, Chief People Officer

10 EQUALITIES IMPLICATIONS

- 10.1 The Council has a statutory duty to comply with the provisions set out in the Sec 149 Equality Act 2010. The Council must therefore have due regard to:
1. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
 2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 10.2 In setting the Council's budget for 2022-2023, all savings proposals must complete an Equality Impact Assessment. As Officers deliver against the approved budget, including the savings within it, they will continue to monitor for any unanticipated equality impacts. If any impacts arise, officers will offer mitigation to minimise any unintended impact.
- 10.3 This report sets out a number of proposals that will change the services and provisions we provide for residents across Croydon. These proposals are subject to further work decisions.
- 10.4 The Council must, therefore, ensure that we have considered any equality implications. The Council has an established Equality Impact Assessment [EqIA] process, with clear guidance, templates and training for managers to use whenever new policies or services changes are being considered. This approach ensures that proposals are checked in relation to the impact on people with protected characteristics under Equality Act 2010.
- 10.5 Assessing the impact of proposed changes to policies, procedures, services and organisational change is not just something the law requires; it is a positive opportunity for the council to ensure it makes better decisions, based on robust evidence.

- 10.6 Our approach is to ensure the equality impact assessments are data led, using user information, demographic data and forecasts, as well as service specific data and national evidence to fully understand the impact of each savings proposal. This enables the Council to have proper regard to its statutory equality duties.
- 10.7 We have a large number of vulnerable children and asylum seekers who are in need of our services. We have also been faced with the rise of costs of the provision of adult social care, which has been exasperated following the pandemic. Alongside this our residents have been hit with the increased cost of living, we have supported residents by providing mitigation for changes where possible and signposting to other support organisations in the borough who can provide support. We will continue to seek mitigation during the equality analysis process where possible.
- 10.8 Our initial data suggests that residents across all equality characteristics may be affected by changes. National and local data highlights that this may have a greater impact on race, disabilities, sex, pregnancy and maternity and age. We will continue to assess the impact and strive to improve our evidence and data collection, to enable us to make informed decisions.
- 10.9 Where consultations take place, we will ensure that we make it accessible for all characteristics including those with disabilities including neurodiversity by ensuring that we adopt Disability standards in our consultation platform. Notwithstanding those residents who are digitally excluded. We will also consult using plain English to support our residents who do not have English as a first language.
- 10.10 With regard to potential staff redundancies, as a diverse borough we will undertake equality analysis and seek mitigation for staff by offering redeployment and employability support. We will also assess the impact of job losses on protected characteristics. We will also ensure that disabled staff are treated more favourably during restructure in that they will be required to meet the minimum standard prior to been offered an interview.
- 10.11 Research from existing EQIAs identifies that rising costs impact on some Disabled groups, communities from the Global Majority, African, Asian, African Caribbean households, young people, some people aged 15 – 64 and some people in the pregnancy/maternity characteristic . Research also indicates that there is an intersectional impact on young people from the Global Majority and both Disabled and Dual Heritage communities. Deprivation in borough is largely focused in the north and the east where the Global Majority of residents from the African, African Caribbean and Asian communities reside.
- 10.12 The Council have undertaken a wide range of initiatives to mitigate the effects for those in most need. Details of mitigation for residents is includes support to residents delivered by other local organisations. Residents are also signposted to support from community partners who deliver initiatives to support residents such as healthy Schools Clubs. These packages are available to all eligible

residents irrespective of equality characteristics and are targeted at those residents who are in the most need.

Approved By: Denise McCausland, Equalities Programme Manager, Policy Programmes and Performance

11 ENVIRONMENTAL IMPLICATIONS

11.1 There are no specific environmental impacts set out in this report.

12 CRIME AND DISORDER IMPLICATIONS

12.1 There are no specific crime and disorder impacts set out in this report.

13 DATA PROTECTION IMPLICATIONS

13.1 There are no specific data protection implications as the report does not contain any sensitive/personal data.

Approved by Allister Bannin – Director of Finance (Deputy S151 Officer)

List of Appendices

Appendix 1 – Service Budgets and Forecasts Month 11

Appendix 2 – Capital Programme Month 11

Appendix 3 – MTFS savings forecast under-delivery

Appendix 4 – MTFS savings at risk

Appendix 5 – Other quantifiable and unquantifiable risks

Appendix 6 – Quantifiable and unquantifiable opportunities

Appendix 7 - 2022-23 Month 10 Financial Performance Report

Appendix 1 – Service Budgets and Forecasts Month 11

	Budget	Actuals to Date	Full-Year Forecast	Projected Variance
	(£000's)	(£000's)	(£000's)	(£000's)
Adult Social Care Operations	114,417	98,259	112,413	-2,004
Adult Social Care and Health Directorate	1,575	1,110	1,315	-260
Adult Social Care Policy and Improvement	16,314	18,571	15,734	-580
TOTAL ADULT SOCIAL CARE AND HEALTH	132,306	117,940	129,462	-2,844
Resident Engagement and Allocations	10,204	11,328	12,984	2,780
Estates and Improvement	108	380	101	-7
TOTAL HOUSING	10,312	11,708	13,085	2,773
Central Sustainable Communities, Regeneration & Economic Recovery	-220	511	-215	5
Sustainable Communities	27,449	32,298	41,315	13,866
Culture and Community Safety	5,614	4,184	5,411	-203
Planning and Sustainable Regeneration	1,421	4,744	2,803	1,382
TOTAL SUSTAINABLE COMMUNITIES, REGEN & ECONOMIC RECOVERY	34,264	41,737	49,314	15,050
Central Resources	-6,910	395	-6,897	13
Finance	9,964	147,618	15,037	5,073
Pensions	417	1,309	315	-102
Monitoring Officer	2,148	1,893	1,971	-177
Insurance, Anti-Fraud and Risk	1,057	2,796	824	-233
Legal Services	-1,387	-5,845	-	1,387
Internal Audit Service	414	605	524	110
Commercial Investment	16,952	7,251	13,299	-3,653
TOTAL RESOURCES	22,655	156,022	25,073	2,418
Central Children, Young People and Education	605	450	563	-42
Children's Social Care	74,116	57,600	69,057	-5,059
Unaccompanied Asylum Seeking Children (UASC) and Care Leavers	-4,291	-1,106	-405	3,886
Education – excluding DSG	7,689	38,893	7,056	-633
Quality, Policy and Performance Improvement	7,126	6,588	6,665	-461
TOTAL CHILDREN, YOUNG PEOPLE AND EDUCATION	85,245	102,425	82,936	-2,309
Central Assistant Chief Executive	-62	778	14	76
Croydon Digital and Resident Access	23,992	25,463	23,868	-124
Chief People Officer	3,387	3,176	3,421	34
Policy, Programmes and Performance	6,362	7,118	4,978	-1,384
Public Health	-	-18,373	-	-
Asylum Seekers and Homes for Ukraine funding	-	-4,542	-	-
TOTAL ASSISTANT CHIEF EXECUTIVE	33,679	13,620	32,281	-1,398
TOTAL	318,461	443,452	332,151	13,690

Appendix 2 – Capital Programme Month 11

Scheme Name	2022-23 Revised Budget	2022-23 Actual to Date as at 28/02/23	2022-23 Forecast as at Period 11	2022-23 Variance for Year
	(£000's)	(£000's)	(£000's)	(£000's)
Disabled Facilities Grant	3,992	1,608	2,250	(1,742)
Empty Homes Grants	400	60	250	(150)
HOUSING	4,392	1,668	2,500	(1,892)
Adult Social Care Provision	-	30	-	-
Provider Services - Extra Care	-	36	-	-
ADULT SOCIAL CARE AND HEALTH	-	66	-	-
Bereavement Services	1,775	1,564	1,775	-
Bereavement Service Vehicles	39	-	39	-
Finance and HR system	-	1	-	-
My Resources Interface Enhancement	75	-	75	-
ICT	-	963	-	-
Network Refresh	141	-	141	-
Tech Refresh	610	-	610	-
Geographical Information Systems	65	-	65	-
Laptop Refresh	222	-	222	-
Cloud and DR	198	-	198	-
People ICT	-	470	-	-
Synergy Education System	1,030	-	1,030	0
NEC Housing System	2,680	-	2,431	(249)
Uniform ICT Upgrade	130	-	130	-
ASSISTANT CHIEF EXECUTIVE	6,965	2,998	6,716	(249)
Education – Fire Safety Works	776	4	750	(26)
Education - Fixed Term Expansions	747	331	547	(200)
Education - Major Maintenance	4,062	2,212	2,508	(1,554)
Education - Miscellaneous	134	263	263	129
Education - Permanent Expansion	319	22	319	-
Education - Secondary Estate	39	41	41	2
Education - SEN	1,853	323	1,026	(827)
CHILDREN, YOUNG PEOPLE AND EDUCATION	7,930	3,196	5,454	(2,476)
Allotments	200	180	200	-
Fairfield Halls - Council Fixtures & Fittings FFH	574	571	571	(3)
Growth Zone	5,988	220	2,071	(3,917)
Grounds Maintenance Insourced Equipment	1,000	-	-	(1,000)
Highways	8,618	8,278	8,618	-
Highways - flood water management	895	576	895	-
Highways - bridges and highways structures	2,611	2,176	2,611	-
Highways - Tree works	56	8	56	-
Local Authority Tree Fund	96	40	96	-

Trees Sponsorship	46	2	46	-
Leisure Equipment Upgrade	306	-	-	(306)
Leisure centres equipment Contractual Agr	430	331	416	(14)
Tennis Court Upgrade	75	-	-	(75)
Libraries Investment - General	224	110	-	(224)
Library Self-Service Kiosks	200	138	200	-
Parking	2,731	80	2,731	-
Cashless Pay & Display	366	1	1	(365)
Play Equipment	150	415	415	265
Safety - digital upgrade of CCTV	1,551	-	-	(1,551)
Section 106 Schemes	-	83	83	83
HIGHWAY SIGNAGE	274	206	274	-
South Norwood Good Growth	1,121	(313)	465	(656)
Kenley Good Growth	583	577	577	(6)
Sustainability Programme	550	-	25	(525)
TFL - LIP	4,835	1,197	4,835	-
Cycle Parking	226	-	-	(226)
Electric Vehicle Charging Point (EVCP)	1,081	404	404	(677)
Waste and Recycling Investment	1,558	-	-	(1,558)
Waste and Recycling - Don't Mess with Croydon	-	12	-	-
SUSTAINABLE COMMUNITIES, REGENERATION & ECONOMIC RECOVERY	36,345	15,292	25,590	(10,755)
Asset Strategy - Stubbs Mead	50	5	50	-
Asset Strategy Programme	25	-	25	-
Clocktower Chillers	30	-	30	-
Corporate Property Maintenance Programme	2,500	1,099	2,360	(140)
Brick by Brick programme	4,150	-	-	(4,150)
Fairfield Halls - Council	1,500	1,275	1,455	(45)
Fieldway Cluster (Timebridge Community Centre)	-	2	2	2
RESOURCES	8,255	2,381	3,922	(4,333)
Capitalisation Direction	186,600	-	186,600	-
Transformation Spend (Flexible Capital Receipts)	4,049	-	4,049	-
CORPORATE ITEMS & FUNDING	190,649	-	190,649	-
NET GENERAL FUND TOTAL	254,536	25,601	234,831	(19,705)
Asset management ICT database	155	117	155	-
Major Repairs and Improvements Programme	22,083	21,487	23,113	1,030
Trelis Mews	3,377	-	3,377	-
NEC Housing System	1,742			(1,742)
HOUSING REVENUE ACCOUNT	27,357	21,604	26,645	(712)
GROSS CAPITAL PROGRAMME	281,893	47,205	261,476	(20,417)

Appendix 3 – MTFS savings forecast under-delivery

MTFS Target Reference	MTFS Savings Description	2022-23 Total Savings Target (£000's)	Savings Under-Delivery as at Month 11 (£000's)
22-23 CYPE 09	Refocusing Public Health funding - New Youth & Wellbeing Offer	(300)	300
22-23 CYPE 07a	NHS Funding	(490)	490
22-23 CYPE 07b	NHS Funding	(300)	300
Children, Young People and Education Total			1,090
21-22 ASCH 02	Stretch Savings - Disabilities Operational Budget	(1,213)	1,134
21-22 ASCH 08	Baseline Savings - Older People Operational Budget	(3,195)	1,195
22-23 ASCH 02	Review of Older Adults Packages of Care	(505)	505
Adult Social Care and Health Total			2,834
22-23 HOUS 01	Impact of maximising homelessness prevention	(578)	578
22-23 HOUS 02	Impact of increasing speed of homelessness decisions	(101)	101
22-23 HOUS 03	Increase use of LA Stock for EA/TA	(163)	163
22-23 HOUS 07	Ending EA/TA where the council has no duty	(193)	193
22-23 HOUS 10	Housing supply pipeline maximisation	(80)	80
22-23 HOUS 11	Contract Reviews	(250)	250
22-23 HOUS 12	Staffing Review	(158)	158
22-23 HOUS 13	Income Maximisation - Rent Collection	(240)	240
22-23 HOUS 14	Resident Engagement & Tenancy Services	(100)	100
22-23 HOUS 04	Repurpose under-utilised sheltered housing stock	(158)	158
22-23 HOUS 09	Incentivising temporary accommodation leasing schemes	(138)	138
Housing Total			2,159
21-22 SCRER 11	ANPR camera enforcement	(3,180)	2,040
21-22 SCRER 16	Revised Landlord Licensing scheme	(2,300)	2,300
22-23 SCRER 06	Review and reduction of the Neighbourhood Operations (NSO team)	(950)	450
22-23 SCRER 08	Introduction of a variable lighting policy	(417)	417
22-23 SCRER 15	Bus Re-Tender Contract Savings	(120)	40
22-23 SCRER 16	Private Sector Environmental Enforcement	(250)	125
22-23 SCRER 17	Parking charges increase	(650)	285
22-23 SCRER 18	Independent travel optimisation	(20)	20
22-23 SCRER 21	Increase in Pre-Planning Applications	(66)	66
Sustainable Communities Regen & Economic Recovery Total			5,743
21-22 RES 03d	Fees And Charges	(28)	28
22-23 RES 20d	Increase in fees and charges	(142)	142
22-23 RES 20e	Increase in fees and charges	(2)	2
Resources Total			172
22-23 ACE 09	Rationalisation of software applications and contracts	(750)	300
Assistant Chief Executive Total			300
Total Unachievable Savings			12,298

Appendix 4 – MTFS savings at risk

MTFS Savings Ref	MTFS Savings Description	2022-23 Savings at risk Month 11 (£000's)	2022-23 Savings at risk Month 10 (£000's)	Change from Month 10 to Month 11 (£000's)
21-22 ASCH 01	Baseline Savings - Disabilities Operational Budget	-	850	(279)
21-22 ASCH 04	Review of Contracts – Commissioning - OBC, Working Age Adults and Public Health	-	36	(36)
21-22 RES 06	HWA contract savings	-	35	(35)
22-23 ASCH 03	Review of Mental Health Packages of Care	-	50	-
Adult Social Care and Health Total		-	971	(350)
22-23 HOUS 12	Staffing Review	-	158	(158)
22-23 HOUS 13	Income Maximisation - Rent Collection	-	240	(240)
Housing Total		-	398	(398)
21-22 SCRER 14a	Fees And Charges	-	350	(350)
22-23 SCRER 06	Review and reduction of the Neighbourhood Operations (NSO team)	-	260	(260)
22-23 SCRER 12	Contract Savings - Pay and Display Machines	-	300	(300)
22-23 SCRER 16	Private Sector Environmental Enforcement	-	63	(63)
22-23 SCRER 19	New gym in Monks Hill Leisure Centre	-	90	(90)
22-23 SCRER 20	Non-capital and contract impact of Purley Leisure Centre closure	-	50	(50)
22-23 SCRER 28	Merger of Management Functions in Place	-	100	(100)
22-23 SCRER 17	Parking charges increase	-	365	(365)
21-22 SCRER 11	ANPR camera enforcement	-	1,140	(1,140)
Sustainable Communities Regeneration & Economic Recovery Total		-	2,718	(2,718)
22-23 ACE 18	Contract Savings - Managed Service Provider for Temporary Agency Resources (£600k saving in 2022-23)	-	600	(600)
Assistant Chief Executive Total		-	600	(600)
Total Savings at Risk		-	4,687	(4,066)

Appendix 5 – Other quantifiable and unquantifiable risks

Quantified Risks	2022-23 Month 11 (£000's)	2022-23 Month 10 (£000's)	Details of Risk
Children, Young People and Education	-	-	None
Adult Social Care and Health	-	-	None
Housing	250	250	Emergency Accommodation (EA) Bad Debt Provision £0.250m The bad debt provision is being reviewed as the model is suggesting a required increase despite collection rates improving.
Sustainable Communities, Regeneration & Economic Recovery	-	169	None
Resources	-	-	None
Assistant Chief Executive	-	-	None
Total Quantified Risks	250	419	

Un-Quantified Risks	Details of Risk
Children, Young People and Education	None
Adult Social Care and Health	Covid-19 pandemic latent demand could result in additional placements and increased care packages.
	Care providers are impacted by inflationary pressures on fuel, food, labour and property related costs. This may result in claims for increased fees or financial instability.
	There is a high vacancy rate in staffing posts caused by significant challenges in recruitment across the directorate. This means staff are focussed on statutory delivery, rather than transformation. This is a national issue.
	There is hospital discharge pressure as the current system is continuing to run at winter levels due to Covid and with a backlog. The impact is being analysed on the rising number of placements and equipment costs.
Housing	There remains a temporary structure within Housing, including an Interim Director of Tenancy Services. A change programme is being developed and a bid for transformation funding to resource it has been submitted.
	The financial impact of the fire at Sycamore House, Thornton Heath is as yet unquantifiable.
Sustainable Communities, Regeneration & Economic Recovery	There is a potential risk to new Roads and Street Works Act income due to delays and disputes with utility companies. Further work is being undertaken to quantify these risks and where possible mitigate the effect.

Resources	The legal trading services model is under review. Until this review is completed officers are flagging this area as a risk. Last year Legal Services were overspent by £0.3m.
Assistant Chief Executive	Income risk based upon the lack of available graves for sale until the cemetery extension opens.
	Income risk due to increased competition from neighbouring facilities and potential risk from an increase in direct cremations (lower cost than alternatives).
Corporate Items & Funding	None

Appendix 6 Quantifiable and unquantifiable opportunities

Quantified Opportunities	2022-23 Month 11 (£000's)	2022-23 Month 10 (£000's)	Details of Opportunities
Children, Young People and Education	-	-	None
Adult Social Care and Health	-	-	None
Housing	-	-	None
Sustainable Communities, Regeneration & Economic Recovery	-	(140)	None
Resources	-	-	None
Assistant Chief Executive	-	-	None
Corporate Items & Funding	-	-	None
Total Quantified Opportunities	-	(140)	

This page is intentionally left blank

REPORT:	Executive Mayor Decision
DATE OF DECISION	16 May 2023
REPORT TITLE:	Month 10 Financial Performance Report
CORPORATE DIRECTOR / DIRECTOR:	Jane West Corporate Director of Resources (Section 151 Officer)
LEAD OFFICER:	Jane West, Corporate Director of Resources
LEAD MEMBER:	Cllr Jason Cummings, Cabinet Member for Finance
KEY DECISION?	No. The recommendations are for noting.
CONTAINS EXEMPT INFORMATION?	No
WARDS AFFECTED:	All
SUMMARY OF REPORT: This report provides the Council's forecast outturn as at Month 10 (January 2023) for the General Fund (GF), Housing Revenue Account (HRA) and the Capital Programme (CP). The report forms part of the Council's financial management process for publicly reporting financial performance monthly.	

FINANCIAL IMPACT

	2022-23 Month 10 Forecast Variance (£m)	2022-23 Month 9 Forecast Variance (£m)	Movement (£m)
General Fund over/(underspend)	0.0	0.0	0.0

The General Fund forecast continues to show a balanced budget. This is after pay and contract inflation provisions have been allocated to services. There remains £1.2m in the inflation provision held centrally to act as a hedge against pressures arising for the remainder of the financial year.

This report sets out further risks and opportunities. This indicates a net risk of **£5.0m** (risks **£5.1m** and opportunities of **£0.1m**).

	2022-23 Forecast Variance Month 10 (£m)	2022-23 Forecast Variance Month 9 (£m)	Movement (£m)
Housing Revenue Account over/(underspend)	0.5	0.9	(0.4)

The Housing Revenue Account is forecasting a **£0.5m** overspend against budget.

	2022-23 Revised Budget (£m)	2022-23 Actuals to 31/01/23 (£m)	2022-23 Forecast (£m)	2022-23 Forecast Variance (£m)
Total General Fund and HRA Capital Programme	281.9	37.6	260.9	(21.0)

The Capital Programme has spent **£37.6m** against a **£281.9m** revised budget. The end of year position is forecast to be an underspend of **£21.0m**.

1. RECOMMENDATIONS

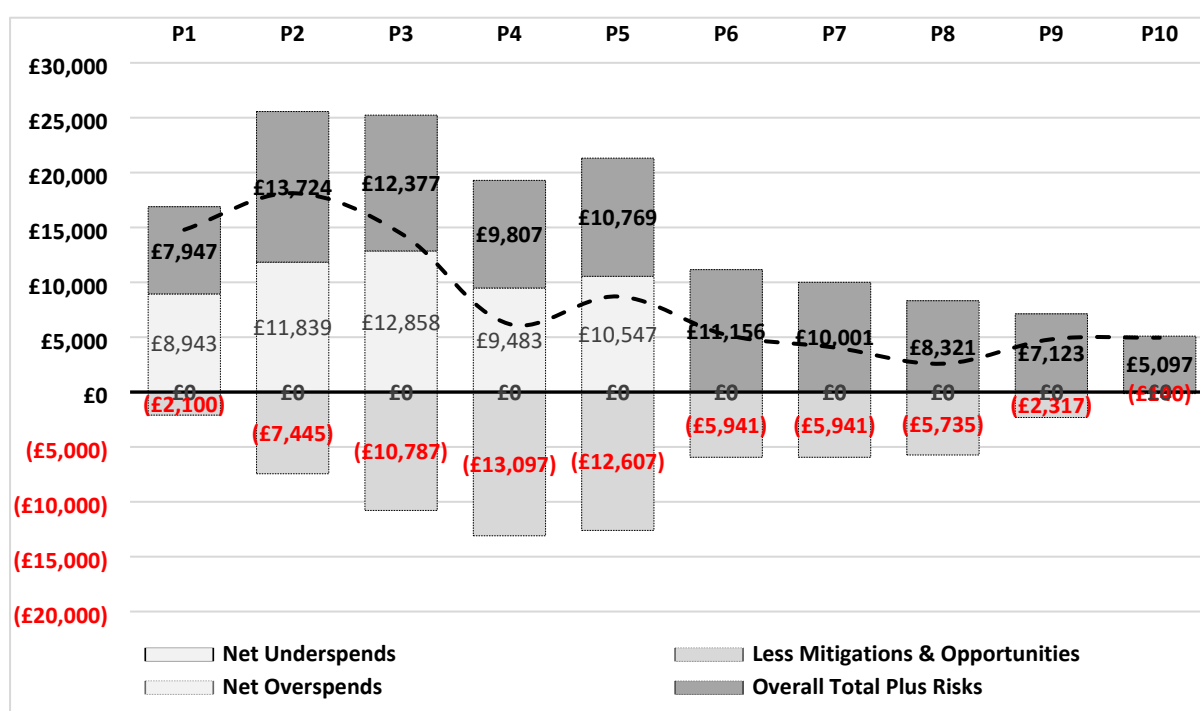
The Executive Mayor is recommended to:

- 1.1. Note the General Fund revenue budget outturn is forecast to be balanced at Month 10.
- 1.2. Note the forecast elimination of the planned contribution to General Fund Reserves of £6.9m for 2022-23.
- 1.3. Note that a further number of risks and compensating opportunities may materialise which could change the forecast position.
- 1.4. Note the progress of the MTFS savings as summarised in Table 4 and detailed in Appendix 3.
- 1.5. Note the Housing Revenue Account (HRA) forecast overspend of £0.5m.
- 1.6. Note the Capital Programme spend to date for the General Fund of £19.5m (which excludes forecast capitalisation direction of £186.6m to come) against a budget of £254.5m, with a forecast underspend of £19.1m.
- 1.7. Note the Housing Revenue Account Capital Programme spend to date of £18.1m (against a budget of £27.357m), with a forecast underspend of £1.9m.
- 1.8. Note the above figures are predicated on forecasts from Month 10 to the year end and therefore could be subject to change as forecasts are made based on the best available information at the time.
- 1.9. Note the Council continues to operate Spending Control Panels to ensure that tight financial control and assurance oversight are maintained. A new financial management culture is being implemented across the organisation through increased scrutiny such as the monthly assurance meetings, improved communication, and budget manager training from CIPFA.

2. EXECUTIVE SUMMARY

- 2.1. The Financial Performance Report (FPR) is presented monthly to Cabinet and provides a detailed breakdown of the Council's financial position and the in-year challenges it faces. It covers the General Fund, Housing Revenue Account and Capital Programme. The Financial Performance Report ensures there is transparency in the financial position, and enables scrutiny by the Executive Mayor, Cabinet, Scrutiny & Overview Committee and the public. It offers reassurance regarding the commitment by Chief Officers to more effective financial management and discipline. As there is no Cabinet meeting in April 2023, this report will be published on the Council's website as a Mayoral Decision for transparency. The Month 11 report will be presented to Cabinet in May 2023.
- 2.2. The General Fund revenue forecast outturn for Month 10 shows a balanced position for the fifth month in a row. There is £1.2m of the inflation contingency remaining as a hedge against any further pressures that may arise during what remains of the financial year.
- 2.3. There are risks and opportunities, which indicate a net risk of £5.0m (risks £5.1m and opportunities of £0.1m). As Chart 1 illustrates risks and opportunities have been diminishing in the latter part of the year, as in-year financial forecasting accuracy has been improved and the potential impacts of risks and opportunities have been realised. The risks and opportunities are detailed in Appendix 3-6 of the report and summarised in Table 5 by directorate.
- 2.4. The Financial Performance Report for Month 10 includes the period of time following the issuing of the Section 114 notice on 22 November 2022. It should be noted that the Section 114 notice was issued to address the 2023-24 financial forecast.
- 2.5. Chart 1 below illustrates the trend in the monthly monitoring reports for this financial year and shows both the forecast as well as the quantum of risks and opportunities, together with the impact should all risks and opportunities fully materialise (dashed line).

Chart 1 – Monthly financial movements on Monthly Forecast, Risk & Opportunity



- 2.6. Work will continue through to the end of the year to manage those areas with forecast overspends to ensure the Council remains within budget.
- 2.7. The Housing Revenue Account is forecasting an overspend of £0.5m (a favourable movement of £0.4m from the Month 9 forecast).
- 2.8. The Capital Programme for both the General Fund and Housing Revenue Account is reporting a total expenditure to date of £37.6m of which £19.5m is General Fund and £18.1m Housing Revenue Account. Capital spend is projected to be £260.9m against a revised budget of £281.9m, resulting in a £21.0m forecast underspend.
- 2.9. The Council continues to build on the improvements in financial management that were made over the past year however there is a considerable amount yet to do, which is fully recognised within the organisation.
- 2.10. A monthly budget assurance process and independent challenge of expenditure takes place. This is in addition to Cabinet and Scrutiny & Overview Committee review. The monthly budget assurance process has been reviewed and strengthened based on the learning from the previous year. The assurance meetings provide the Corporate Director of Resources (Section 151 Officer) and the Chief Executive with an opportunity to scrutinise and challenge the forecast outturn, review risks and opportunities, challenge the use of accruals and provisions, and ensure that savings are delivered and income targets are met. The meetings ensure the Council is doing all it can to reduce overspends and deliver a balanced budget.

Reserves

- 2.11. When the 2022-23 budget was set £6.887m was set aside to add to General Fund Balances. The Month 10 position continues to reflect the full £6.887m contribution to balances being used instead to balance the budget. The position is set out in Table 2 below:

Table 2 – General Fund Balances

General Fund Balances	Budget Plan (£m)	Forecast Outturn (£m)
Balance at 1 April 2022	27.5	27.5
Planned Contributions to/(from) Reserves	6.9	-
Forecast Balance at 31 March 2023	34.4	27.5

Unresolved Legacy Issues

- 2.12. The Council's overall financial position is still subject to a number of unresolved legacy issues. The latest position on these was set out in the 22 February 2023 Cabinet report titled 'Revenue Budget and Council Tax Levels 2023-24' which incorporated the findings of the Opening the Books review undertaken in 2022-23. The report stated that a request has also been made of government to provide the Council with a Capitalisation Direction of £161.6m to cover the historic finance issues that have been revealed through the Opening the Books programme.
- 2.13. The Council needs to correct a range of misstatements in its legacy accounts from 2019-20 which are currently still not fully closed. This was more than the £74.6m previously identified in the MTFS Update report to Cabinet in November 2022.
- 2.14. The Council's Provision for Bad Debt was found to be understated by £46m rather than the £20m previously assumed and a prudent decision was made to include the potential £70m gap in the accounts caused by incorrect accounting for Croydon Affordable Homes and Tenures, instead of the £9m previously assumed.
- 2.15. With three years of accounts still open, there remains a risk that further legacy issues will be uncovered. The Capital Programme includes the £161.6m Capitalisation Direction requested, which is in addition to the £25.0m capitalisation direction previously approved.

3. COST OF LIVING CONSIDERATIONS

- 3.1. This report focuses on the Council's budget forecast. It highlights that there are a number of inflationary pressures that the Council, like all local authorities, is managing. Inflation is at the highest level for 40 years. This impact goes beyond the Council as the cost of living is affecting all households and businesses.

- 3.2. These macro-economic factors are impacted by international events, and therefore well beyond the control of Croydon Council. Despite the limitations, the Council is seeking to support households wherever possible.
- 3.3. A dedicated cost of living information hub has been established on the Council's website. This provides a single source of information, informing residents of the financial support available and signposting to further support, advice and guidance. This information is continually reviewed, updated and improved.
- 3.4. At a national level, household support has been announced in the form of a revised energy price guarantee, designed to limit the inflation on household energy bills. Households with a domestic energy connection are eligible for a £400 discount this winter. Residents on means-tested benefits will receive a £650 cost of living payment from Government.
- 3.5. The Council provides a wide range of support for residents that may be struggling due to the cost of living pressures. These include:
- Discretionary support fund for residents in financial hardship
 - Council Tax support – for residents on a low income or in receipt of benefits, Council Tax bills could be reduced by up to 100%
 - Benefits calculator, to ensure residents receive the support to which they are entitled
 - Energy advice, including heating and money saving options, through our Croydon Healthy Homes service
 - Free holiday activity clubs with healthy meals for children
 - Croydon Works to help residents into employment or to receive training to support them into work and funding of the voluntary sector to provide advice and guidance
- 3.6. The cost of living information hub also signposts residents to a range of support provided by other organisations in Croydon, including:
- NHS Healthy Start vouchers for families
 - Free school meals
 - Support from voluntary, community and faith sector organisations
 - Support for businesses through the London Business Hub and the British Business Bank
 - CroydonPlus credit union which offers affordable ways to manage money, including savings accounts and loans

4. DETAILED FINANCIAL POSITION

- 4.1. The Month 10 financial forecast is largely driven by £14.5m described as the under-delivery of savings within this year's budget, but which is more a reflection of the issues around the accuracy of some of the budgeted savings targets. These have been addressed in the 2023-24 budget.

- 4.2. This has all been offset by a £2.2m corporate overspend, £4.0m use of earmarked reserves, £5.0m underspend on the corporate contingency budget and a budgeted £6.9m contribution to General Fund Reserves no longer going ahead.
- 4.3. The detailed forecast outturn per Directorate for the General Fund is shown below in Table 3.

Table 3 – Month 10 Forecast per Directorate

	Month 10 Forecast Variance (£000's)	Month 9 Forecast Variance (£000's)	Change From Month 9 to Month 10 (£000's)	Savings Under- Delivery at Month 10 (£000's)	Other Pressures/ (Underspend) at Month 10 (£000's)
Children, Young People and Education	(3,076)	(3,056)	(20)	1,090	(4,166)
Adult Social Care and Health	(2,418)	(748)	(1,670)	5,314	(7,732)
Housing	3,256	3,364	(108)	1,761	1,495
Sustainable Communities, Regeneration & Economic Recovery	14,267	14,548	(281)	5,743	8,524
Resources	2,527	3,886	(1,358)	172	2,355
Assistant Chief Executive	(841)	(629)	(212)	412	(1,253)
Departmental Total	13,714	17,365	(3,651)	14,492	(778)
Corporate Items & Funding	(13,714)	(17,365)	3,651	-	(13,714)
Total General Fund	-	-	-	14,492	(14,492)

Risks and mitigations

- 4.4. The outturn forecast is reported excluding further potential risks and mitigations which are summarised in Table 5 and detailed in Appendix 5. Risks are split into MTFS savings risks and other risks. Savings risks relate to achievement of savings that were approved at Council in March 2022 to deliver a balanced budget. Other risks are those that have risen from operational challenges including changes to national legislation and regulations. Risk mitigations are proposals identified by services to partially or fully offset the impact on keeping spend within the approved budget.

MTFS Savings

- 4.5. Savings are at various stages in their delivery. Savings which are not deliverable are included within the forecast as overspends. Table 4 below provides a summary of progress per directorate on delivery of their savings targets. Both savings not delivered and those at risk of non-delivery are detailed in Appendix 3 and 4 of this report.

Table 4 – Progress on MTFS Savings

Directorate	Target Value (£000's)	Balance Not Delivered (In Forecast) (£000's)	On Track Value (£000's)	Delivered Value (£000's)	Current Month At Risk Value (£000's)	Prior Month At Risk (£000's)	Change from Prior Month At Risk (£000's)
Children, Young People and Education	(9,564)	1,090	7,397	1,077	-	61	(61)
Adult Social Care and Health	(16,500)	5,314	1,851	864	971	971	-
Housing	(2,841)	1,761	682	-	398	398	-
Sustainable Communities Regen & Economic Recovery	(12,396)	5,743	2,969	976	2,709	2,718	(9)
Resources	(3,029)	172	2,857	-	-	-	-
Assistant Chief Executive	(9,543)	412	8,281	250	600	600	-
TOTAL FOR MTFS	(53,873)	14,492	24,037	10,667	4,678	4,748	(70)

4.6. Details of the reasons for the variances and movements from the previous month are identified below together with details of risks and opportunities. The detail of each opportunity and risk (both quantifiable and non-quantifiable) can be seen in Appendix 5 and 6. Table 5 below gives a summary of the risks and opportunities by directorate.

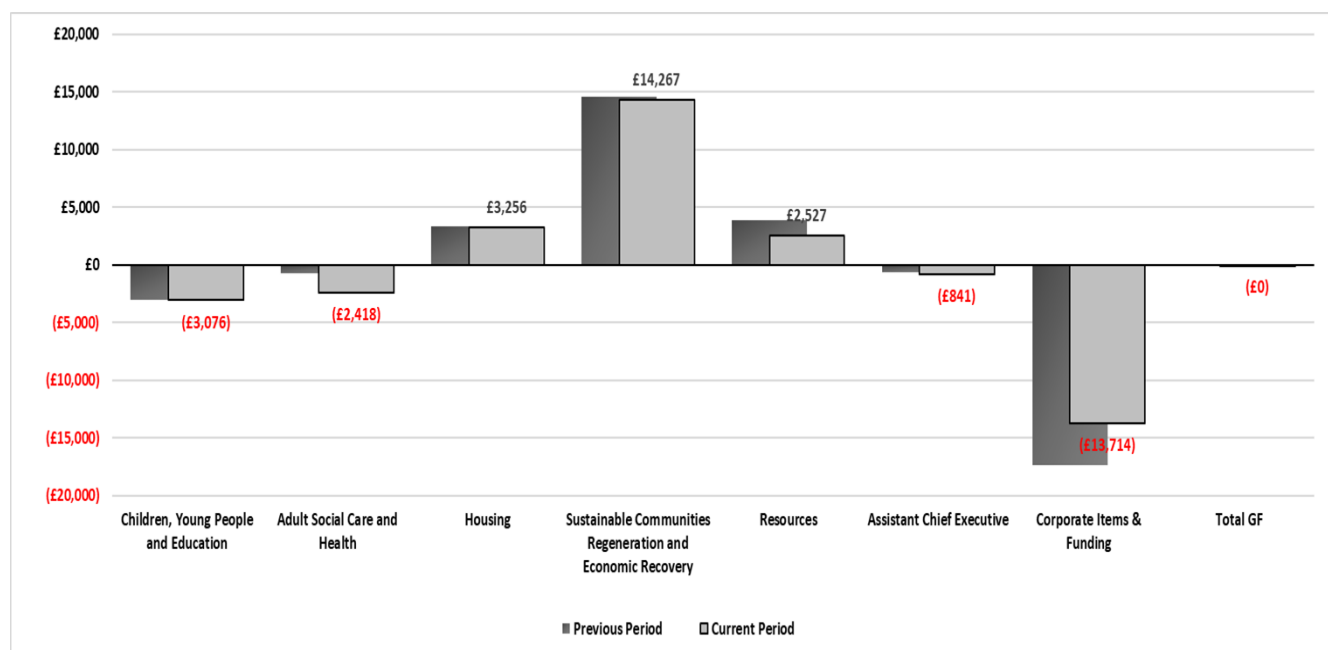
Table 5 – Summary of Risks and Opportunities

	MTFS Savings - At Risk (£000's)	Other Quantifiable Risks (£000's)	Quantifiable Opportunities (£000's)	TOTAL (£000's)
Children, Young People and Education	-	-	-	-
Adult Social Care and Health	971	-	-	971
Housing	398	250	-	648
Sustainable Communities, Regeneration & Economic Recovery	2,709	169	(140)	2,738
Resources	-	-	-	-
Assistant Chief Executive	600	-	-	600
Corporate Items & Funding	-	-	-	-
Total Month 10	4,678	419	(140)	4,957
Total Month 9	4,748	2,375	(2,317)	4,806
Variance	(70)	(1,956)	2,177	(151)

DIRECTORATE VARIANCES

4.7. The chart below shows the forecast by Directorate for both the current and previous month:

Chart 2: Forecast per Directorate as at Month 10



4.8 Children, Young People and Education (CYPE)

At Month 10 a **£3.076m underspend** has been forecast against a budget of 85.245m. This is a favourable movement from Month 9 of £0.020m.

The £3.076m underspend is the net position of £0.774m underspends in Quality, Commissioning and Performance Improvement, £2.072m in Children's Social Care and £0.230m in non-DSG Education services.

There are no risks or opportunities forecast in Month 10. The only previously reported risks at Month 9 amounting to £0.061m - MTFS Savings has been removed.

All the reported risks listed below have been removed from the CYPE forecast:

£0.061m - MTFS Savings at risk of non-delivery - by year end the saving should be fully achieved.

£1.198m - Children Social Care pension budget shortfall - offset at Month 9 as one-off using underspend in staffing.

£0.500m - Children Social Care - placement fee inflation increase - no longer required.

£3.530m – UASC income shortfall (£3.595m reduced by £65k since Month 9) - offset using opportunities realised in Month 9 and reduction in CLA and Staffing forecasts

Numbers of children with child protection plans and children looked after are expected to rise in 2023/24 which is likely to minimise any opportunities in that year. The adjustment is therefore a one-off for 2022/23

4.9 Adult Social Care and Health (ASCH)

At month 10 an **underspend of £2.418m** is forecast against a budget of £132.307m.

The forecast underspend of £2.418m is a net position, the key items being:

- Across the department staffing is showing a slightly increased underspend at £3.778m. However, this is a barrier to achieving savings as staff are focussed on statutory delivery rather than transformation. There is a national shortage of both social workers and occupational therapists, recruitment to many roles is proving challenging.
- £0.668m Underspend following the detailed of 21/22 accruals for planned care cost. It is usual that care is delivered at a lower level than planned for many reasons including delayed hospital discharge, temporarily staying with family etc. However, this year is slightly higher than normal which is believed to be related to changes to the hospital discharge process during Covid.
- Working Age Adults showed a slightly improved level of overspend. The 25-65 service overspent by £1.750m, an improvement of £0.084m from month 9, which relates to care. Significant work has been undertaken to deliver a challenging savings target, however a shortfall in savings remains. Transitions is unchanged at £0.309m overspent due to care package costs.
- Policy and Improvement has a small overspend of £0.022m, an improvement of £0.748k. This is primarily the attraction of external funding and an agreement for additional funding for utilities in the 3 PFI care homes.

Unquantified Risks present continued concerns as to impact upon the Directorate budget over the remainder of the financial year. However recently announced Adult Social Care Discharge Fund grant income should mitigate the costs of new demands developing from the very challenging situation with hospital discharges.

In addition, inflation and rising fuel costs will result in significant expenditure for ASC Providers which may result in claims for increased fees and/or financial instability with potential for 'handing back' contracts.

At month 10 there were no quantified risks or opportunities.

4.10. Housing

At Month 10, Housing is forecasting a **£3.256m overspend** when compared to budget. This is largely a result of the ongoing pressure within the Emergency accommodation area (£2.4m overspend) and other pressures within the longer term leased temporary accommodation (£1.2m). Against these, there are small underspends to offset in some part these pressures within homelessness support.

The decrease from month 9 of £0.1m reflects the net effect of covering the significant increases in the costs of nightly-paid accommodation within Q4 of 22-23 with a draw down from the corporate inflation budget of £0.7m. Average monthly rental expenditure has risen from £1.2m per month from April-December 2022 to £1.5m forecast for Q4 without a corresponding increase in numbers of households accommodated. Analysis shows that the price agreed for new bookings for nightly paid bed and breakfast and hotel accommodation has risen by around 25% since December 2022 explaining the rising costs and the call on the corporate inflation allocation late in the financial year.

The forecast is reflective of the worsening housing market within London across 2022 as private sector landlords are increasing rents or leaving the market; tenants are struggling with the cost-of-living pressures.

The challenge for Croydon in dealing with inflation has multiple strands. There are forecasting difficulties in predicting how much prices are expected to move and at what pace. This is being addressed alongside a wholesale review of the forecasting process to ensure that reporting provides the full position on risk heading into 2023/24.

There are the difficulties in negotiating and approving price rises without losing properties or fuelling the rises further. Regular meetings with neighbouring boroughs are being held to ensure collective agreements are being made with the larger providers of emergency accommodation.

There is also the issue of entering into 2 to 5 years lease deals with landlords as 39% have exited the market in 2022-23 and prices have dramatically increased as a result. In 2022-23 this has meant a 10% increase in the use of nightly paid accommodation has been seen. The strategy work currently underway in the department will address this issue.

There has also been a concerted effort to hold homelessness accommodation costs down across London through partnerships with organisations like Capital Letters and via the agreed Pan-London temporary accommodation rates. The rates can no longer be contained though as demand outweighs available affordable supply. At a recent Pan London meeting, all boroughs confirmed that they are no longer paying the agreed Pan London rates to ensure they meet their demand challenges. A combination of all these factors has led to an increase in both the average cost of emergency and temporary accommodation that Croydon can secure to meet demand, as well as an increase in the use of nightly paid emergency accommodation to compensate for the loss of some longer-term leased accommodation because of landlords leaving the market.

Pressures are expected to continue into 2023/24. The restructure for Housing Options is underway and will form the bedrock for process change and a more cohesive journey for a homeless household. An immediate switch to better practice and dramatically reduced spend on homelessness cannot be expected within 2023/24 whilst significant change is underway, and the financial benefits are expected to be realised in the longer term.

4.11. Sustainable Communities, Regeneration & Economic Recovery (SCRER)

In Month 10, SCRER is forecasting a net **overspend of £14.267m**. This position has moved favourably from Month 9 by £0.280m.

The main area of overspend relates to £14.423m shortfall in parking income following unachievable income forecasts identified through the Opening the Books review.

There are also £0.169m other risks identified and £2.709m of MTFs savings at risk. However, the service has identified £0.140m of opportunities which will need to be worked through to confirm their achievability.

The service areas that are experiencing these overspends are within the Sustainable Communities division and particularly in the parking teams. Demand for parking services has not returned to pre-pandemic levels and this is affecting all areas of parking which includes, ANPR, pay and display and on-street parking.

The Council applied to renew its Landlord Licensing scheme in 2021/22 to the Department of Levelling Up, Housing and Communities (DLUHC). The Council budgeted for £1.5m of income that would be achievable from the scheme in this financial year. However, the scheme was rejected by the Secretary of State for DLUHC due to the lack of a Housing Strategy, one of the requirements for the scheme. This income will now not be achieved, and this has been recognised as part of the budget for 2023/24.

Further pressures are experienced within Planning and Sustainable Regeneration Services particularly in relation to Building Control income and income from Planning of £1.842m. This pressure has been addressed and corrected in the budget for 2023/24.

Parking Services continue to have delays in connection with the roll out of New ANPR Cameras which could affect the anticipated income levels within the service both in the 22/23 financial year and ongoing into 23/24. The Parking budget has been rebased for 23/24 based on a timetabled roll out of Healthy Neighbourhood Schemes, so any delays in the implementation of the cameras could have a detrimental effect on these figures.

4.12. Resources

At Month 10, there is a **£2.527m overspend** projected which is a favourable movement from Month 9 of £1.359m.

This favourable movement primarily occurred in the Commercial Investment and Capital Division relating to £0.300m reduction in the utilities forecast for gas (officers had set prudent forecasts in this area due to the volatility in the market); £0.293m reduction in staffing costs now funded from outside of the general fund; £0.152m improvement in business rates costs; £0.134m reduction in hard FM costs as work moves into the next financial year; and £0.124m increase in rent on investment properties.

The forecast overspend for the year is largely related to historically unaccounted for loss in housing benefit (HB) identified through the Opening the Books exercise. The predicted £6.339m overspend on HB is due to the difference between the value of HB expenditure and funding received from DWP on support exempt and temporary accommodation. A cross-council working group is currently working to mitigate this over the next few years. This is offset by a net saving of £1.550m in Estates, Asset Management & Facilities. This relates to an historic budget for interest costs which is already covered within a corporate budget, offset by MTFS savings targets that are unachievable.

Currently there is a predicted overspend of £0.491m in Corporate Finance & Treasury. This relates to higher than budgeted spend on specialist finance work and agency costs pending a restructure of the division.

There are no additional savings at risk and no further risks are reported at this point. Unquantifiable opportunities have been identified to try to mitigate the HB subsidy loss in year and reduce staffing costs. All savings in relation to those opportunities have been achieved.

4.13. Assistant Chief Executive

At Month 10, a **£0.841m underspend** is being projected. This is a favourable movement of £0.212m from month 9. Continuing reviews in Croydon Digital and Resident Access during the year have led to increased savings of £0.354m, mostly relating to staffing. A similar scenario in Policy, Programmes & Performance has led to an in year favourable movement of £0.135m. This forecast includes the £0.600m Council-wide MTFS agency saving, which is being delivered across service directorates. This is a change of presentation as previously the saving was showing as achievable within ACE.

Officers within Learning and Organisational Development have been working on a package of training which will be commissioned and rolled out across the council. There will be a request at year end to carry any underspends from this year into 2023/24 to help deliver the training. There is a favourable movement in this division of £0.293m since last month.

The rationalisation of the software applications project has identified £0.450m of mitigations, which have been included within the forecast. Whilst the remaining £0.300m cannot be met, this is being mitigated down by in year savings.

4.14. Corporate Budgets

At Month 10, the corporate budget position is projecting an **underspend of £13.714m**. The corporate budget holds funding and financing streams such as Council Tax, Business Rates income share and Core Grants. The corporate budget also holds a Council-wide risk contingency budget (£5m) and the budgets for borrowing and interest received.

The corporate projection is after the allocation to services of inflation budgets and a drawdown of £4.0m from the one-off Corporate Contingency Reserve of £5.9m (to support in-year inflationary pressures). The uncommitted balance of £1.2m corporate inflation budget will continue to be held as a hedge against any further in-year pressures.

5. Housing Revenue Account (HRA)

- 5.1. The HRA is forecasting a total **overspend of £0.513m**. Although the pressures remain as discussed below, the reductions in budgeted recharges from the general fund offset these for the most part.
- 5.2. The pressure is made up of £2.085m additional utilities costs related to energy price increases; £1.540m of disrepair and legal costs relating to legally mandated repairs to HRA properties; £0.709m of increased bad debt costs as rent collection has worsened due to the cost-of-living; void costs of £0.414m; garage voids of £0.286m. Increased energy costs have been factored into the 2023-24 budget.
- 5.3. The review of recharges from the General Fund is almost complete. The next step will be to ultimately confirm the impact on the 2022-23 accounts as well as the prior years' accounts that remain open.
- 5.4. Additional legal costs due to disrepair issues remains a high risk to the HRA budget. This is due to around 30 cases relating to Regina Road as well as cases from elsewhere in the borough, some of which relate to damp and mould issues. Costs include legal fees, contractor costs to repair the homes and resident compensation for having to move in some cases. Specialist contractors have been used to expedite much of this repair work in addition to using the existing Axis contract.

Table 6 - Housing Revenue Account Month 10 forecast

Description	2022-23 Budget (£000's)	2022-23 Actuals to Date (£000's)	2022-23 Forecast (£000's)	2022-23 Variance (Forecast to Budget) (£000's)
INCOME	(91,240)	(67,723)	(90,195)	1,045
EXPENDITURE				
Centralised Directorate expenditure	48,933	(9,124)	42,775	(6,158)
Responsive Repairs & Safety	18,085	14,545	21,137	3,052
Asset Planning	1,644	1,037	1,436	(208)
Capital Delivery (Homes & Schools)	1,478	914	1,266	(212)
Tenancy & Resident Engagement	8,689	5,189	11,222	2,533
Homelessness & Assessments	4,395	2,586	4,395	-
Service development and income	8,016	4,190	8,477	461
TOTAL EXPENDITURE	91,240	19,337	90,708	(532)
NET EXPENDITURE	-	(48,386)	513	513

6. Capital Programme

- 6.1 The General Fund and Housing Revenue Account capital programmes have currently spent **£37.605m** to the end of Month 10. This is against a revised budget of **£281.893m**. The revised budget reflects the additional £161.6m capitalisation direction.
- 6.2 Forecast spend for the year is **£260.874m**, including the assumed full use of the £186.6m (£161.6m + £25.0m) total capitalisation direction, against the revised budget resulting in a forecast underspend of **£21.019m**.
- 6.3 Table 7 below summarises the capital spend to date by directorate with further details of individual schemes provided in Appendix 2. Table 8 gives details of how the capital programme is financed.

Table 7 – Capital Programme at Month 10

Capital Programme	Revised Budget (£000's)	Actuals To Date (£000's)	Forecast at M10 (£000's)	Forecast Variance (£000's)
Adult Social Care and Health	-	66	-	-
Housing	4,392	1,398	2,800	(1,592)
Assistant Chief Executive	6,965	2,889	6,716	(249)
Children, Young People and Education	7,930	3,064	5,429	(2,501)
Sustainable Communities, Regen & Economic Recovery	36,345	9,939	25,898	(10,447)
Resources	8,255	2,139	3,922	(4,333)
Corporate	4,049	-	4,049	-
Subtotal	67,936	19,495	48,814	(19,122)
Capitalisation Direction	186,600		186,600	-
General Fund Total	254,536	19,495	235,414	(19,122)
Housing Revenue Account	27,357	18,110	25,460	(1,897)
Capital Programme Total	281,893	37,605	260,874	(21,019)

Table 8 – Capital Programme Financing at Month 10

	2022-23 Revised Budget (£000's)	Forecast at Month 10 (£000's)	Forecast Variance (£000's)
General Fund			
CIL	2,856	1,690	1,166
s106	550	444	106
Grants & Other Contributions	18,297	13,424	4,873
Growth Zone	6,888	2,971	3,917
HRA Contributions	1,742	1,742	-
Capital Receipts	55,049	55,049	-
Reserves	-	-	-
Borrowing	169,153	160,094	9,060
Total General Fund Financing	254,535	235,414	19,122
HRA			
Grant	1,200	1,200	0
MRR	12,336	12,949	(613)
Revenue	-	-	-
Reserves	13,821	11,311	2,510
Borrowing	-	-	-
Total HRA Financing	27,357	25,460	1,897
Total GF & HRA Financing	281,892	260,874	21,019

- 6.4 The Month 10 forecast indicates £9.1m of borrowing less than revised budget for the General Fund and no borrowing required for the Housing Revenue Account. However total borrowing will be significantly increased over previous forecasts given the inclusion of the additional £161.6m capitalisation direction which will be funded from borrowing.

7 FINANCIAL AND RISK ASSESSMENT IMPLICATIONS

- 7.1 Finance comments have been provided throughout this report.
- 7.2 The Council continues to operate with internal spending controls to ensure that tight financial control and assurance oversight are maintained. A new financial management culture is being implemented across the organisation through increased communication on financial issues and training for budget managers.
- 7.3 The inclusion of the additional £161.6m capitalisation requested of government for legacy issues significantly increases the borrowing costs for the budget for future years.
- 7.4 The Council currently has a General Fund Reserve of £27.5m which serves as a cushion should any overspend materialise by the end of 2022-23. The use of reserves to support the budget is not a permanent solution and reserves must be replenished back to a prudent level in subsequent years if used.

(Approved by: Jane West – Corporate Director of Resources & S151 Officer)

8 LEGAL IMPLICATIONS

- 8.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Legal Services and Monitoring Officer that the Council is under a statutory duty to ensure that it maintains a balanced budget and to take any remedial action as required in year.
- 8.2 Section 28 of the Local Government Act 2003 provides that the Council is under a statutory duty to periodically conduct a budget monitoring exercise of its expenditure and income against the budget calculations during the financial year. If the monitoring establishes that the budgetary situation has deteriorated, the Council must take such remedial action as it considers necessary to deal with any projected overspends. This could include action to reduce spending, income generation or other measures to bring budget pressures under control for the rest of the year. The Council must act reasonably and in accordance with its statutory duties and responsibilities when taking the necessary action to reduce the overspend.
- 8.3 In addition, the Council is required by section 151 of the Local Government Act 1972 to make arrangements for the proper administration of its financial affairs. The Council's Chief Finance Officer has established financial procedures to ensure the Council's proper financial administration. These include procedures for budgetary control. It is consistent with these arrangements for Cabinet to receive information about the revenue and capital budgets as set out in this report.
- 8.4 The monitoring of financial information is also a significant contributor to meeting the Council's Best Value legal duty and therefore this report also demonstrates compliance with that legal duty.

(Approved by: Sandra Herbert, Head of Litigation and Corporate Law and Deputy Monitoring Officer on behalf of the Director of Legal Services and Monitoring Officer)

9 HUMAN RESOURCES IMPACT

- 9.1 There are no immediate workforce implications as a result of the content of this report, albeit there is potential for a number of the proposals to have an impact on staffing. Any mitigation on budget implications that may have direct effect on staffing will be managed in accordance with relevant human resources policies and where necessary consultation with recognised trade unions.
- 9.2 The Council is aware that many staff may also be impacted by the increase in cost of living. Many staff are also Croydon residents and may seek support from the Council including via the cost of living hub on the intranet. The Council offers support through the Employee Assistant Programme (EAP) and staff may seek help via and be signposted to the EAP, the Guardians programme, and other appropriate sources of assistance and advice on the Council's intranet.

(Approved by Dean Shoesmith, Chief People Officer)

10 EQUALITIES IMPLICATIONS

- 10.1 The Council has a statutory duty to comply with the provisions set out in the Sec 149 Equality Act 2010. The Council must therefore have due regard to:
1. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
 2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 10.2 In setting the Council's budget for 2022/2023, all savings proposals must complete an Equality Impact Assessment. As Officers deliver against the approved budget, including the savings within it, they will continue to monitor for any unanticipated equality impacts. If any impacts arise, officers will offer mitigation to minimise any unintended impact.
- 10.3 This report sets out a number of proposals that will change the services and provisions we provide for residents across Croydon. These proposals are subject to further work decisions.
- 10.4 The Council must, therefore, ensure that we have considered any equality implications. The Council has an established Equality Impact Assessment [EqIA] process, with clear guidance, templates and training for managers to use whenever new policies or services changes are being considered. This

approach ensures that proposals are checked in relation to the impact on people with protected characteristics under Equality Act 2010.

- 10.5 Assessing the impact of proposed changes to policies, procedures, services and organisational change is not just something the law requires; it is a positive opportunity for the council to ensure it makes better decisions, based on robust evidence.
- 10.6 Our approach is to ensure the equality impact assessments are data led, using user information, demographic data and forecasts, as well as service specific data and national evidence to fully understand the impact of each savings proposal. This enables the Council to have proper regard to its statutory equality duties.
- 10.7 We have a large number of vulnerable children and asylum seekers who are in need of our services. We have also been faced with the rise of costs of the provision of adult social care, which has been exasperated following the pandemic. Alongside this our residents have been hit with the increased cost of living, we have supported residents by providing mitigation for changes where possible and signposting to other support organisations in the borough who can provide support. We will continue to seek mitigation during the equality analysis process where possible.
- 10.8 Our initial data suggests that residents across all equality characteristics may be affected by changes. National and local data highlights that this may have a greater impact on race, disabilities, sex, pregnancy and maternity and age. We will continue to assess the impact and strive to improve our evidence and data collection, to enable us to make informed decisions.
- 10.9 Where consultations take place, we will ensure that we make it accessible for all characteristics including those with disabilities including neurodiversity by ensuring that we adopt Disability standards in our consultation platform. Notwithstanding those residents who are digitally excluded. We will also consult using plain English to support our residents who do not have English as a first language.
- 10.10 With regard to potential staff redundancies, as a diverse borough we will undertake equality analysis and seek mitigation for staff by offering redeployment and employability support. We will also assess the impact of job losses on protected characteristics.
- 10.11 Research from existing EQIAs identifies that rising costs impact on some Disabled groups, communities from the Global Majority, African, Asian, African Caribbean households, young people, some people aged 15 – 64 and some people in the pregnancy/maternity characteristic . Research also indicates that there is an intersectional impact on young people from the Global Majority and both Disabled and Dual Heritage communities. Deprivation in borough is largely focused in the north and the east where the Global Majority of residents from the African, African Caribbean and Asian communities reside.

10.12 The Council have undertaken a wide range of initiatives to mitigate the effects for those in most need. Details of mitigation for residents is includes support to residents delivered by other local organisations. The measures include hardship funds one of which may be used for any resident that has had a financial crisis which will be managed by a community organisation and will have more flexible eligibility than council led schemes. Residents are also signposted to support from community partners who deliver initiatives to support residents such as healthy Schools Clubs. These packages are available to all eligible residents irrespective of equality characteristics and are targeted at those residents who are in the most need.

(Approved By: Denise McCausland, Equalities Programme Manager, Policy Programmes and Performance)

11 ENVIRONMENTAL IMPLICATIONS

11.1 There are no specific environmental impacts set out in this report.

12 CRIME AND DISORDER IMPLICATIONS

12.1 There are no specific crime and disorder impacts set out in this report.

13 DATA PROTECTION IMPLICATIONS

13.1 There are no specific data protection implications as the report does not contain any sensitive/personal data.

Approved by Alan Layton – Interim Head of Corporate Finance

List of Appendices

Appendix 1 – Service Budgets and Forecasts Month 10

Appendix 2 – Capital Programme Month 10

Appendix 3 – MTFS savings forecast under-delivery

Appendix 4 – MTFS savings at risk

Appendix 5 – Other quantifiable and unquantifiable risks

Appendix 6 – Quantifiable and unquantifiable opportunities

Appendix 1 – Service Budgets and Forecasts Month 10

	Approved Budget £'000s	Current Actuals £'000s	Full-Yr Forecast £'000s	Projected Variance £'000s
C1410E : ADULT SOCIAL CARE OPERATIONS	114,411	97,676	112,312	(2,099)
C1405E : TOTAL ADULT SOCIAL CARE AND HEALTH DIRECTORATE SUMMARY	1,575	1,007	1,235	(340)
C1420E : ADULT SOCIAL CARE POLICY AND IMPROVEMENT	16,314	8,789	16,336	22
TOTAL ADULTS	132,301	107,472	129,882	(2,418)
C1305E : RESIDENT ENGAGEMENT AND ALLOCATIONS	9,478	6,437	12,741	3,263
C1310E : ESTATES AND IMPROVEMENT	108	325	101	(7)
TOTAL HOUSING	9,586	6,762	12,842	3,256
C1110E : SUSTAINABLE COMMUNITIES REGEN & ECONOMIC RECOVERY DIRECTORATE SUMMARY	(220)	511	(215)	5
C1120E : SUSTAINABLE COMMUNITIES	27,449	32,298	40,455	13,006
C1130E : CULTURE AND COMMUNITY SAFETY DIVISION	5,614	4,184	5,520	(94)
C1140E : PLANNING AND SUSTAINABLE REGENERATION DIVISION	1,421	4,744	2,771	1,350
TOTAL SUSTAINABLE COMMUNITIES REGEN & ECONOMIC RECOVERY	34,264	41,737	48,531	14,267
C1605E : RESOURCES DIRECTORATE SUMMARY	(6,910)	366	(6,901)	9
C1610E : DIRECTOR OF FINANCE	9,964	134,827	14,983	5,019
C1620E : PENSIONS DIVISION	417	1,183	316	(101)
C1625E : MONITORING OFFICER	2,148	1,728	1,973	(175)
C1630E : INSURANCE, ANTI-FRAUD AND RISK	1,057	2,616	912	(145)
C1640E : LEGAL SERVICES DIVISION	(1,387)	804	-	1,387
C1650E : INTERNAL AUDIT SERVICE	414	929	524	110
C1690E : COMMERCIAL INVESTMENT AND CAPITAL DIVISION	16,952	6,706	13,375	(3,577)
TOTAL RESOURCES	22,655	149,159	25,182	2,527
C1205E : CHILDREN, YOUNG PEOPLE AND EDUCATION	605	409	605	-
C1210E : CHILDREN'S SOCIAL CARE	74,116	51,245	68,512	(5,604)

	Approved Budget £'000s	Current Actuals £'000s	Full-Yr Forecast £'000s	Projected Variance £'000s
UNACCOMPANIED ASYLUM SEEKING CHILDREN (UASC) AND CARE LEAVERS	(4,291)	(155)	(759)	3,532
C1220E : EDUCATION DIVISION - exc DSG	7,689	30,605	7,458	(231)
C1230E : QUALITY, POLICY AND PERFORMANCE IMPROVEMENT	7,126	5,721	6,352	(774)
TOTAL CHILDRENS, FAMILIES AND EDUCATION	85,245	87,825	82,169	(3,076)
C1505E : ASSISTANT CHIEF EXECUTIVE DIRECTORATE SUMMARY	(62)	696	22	84
C1510E : CROYDON DIGITAL AND RESIDENT ACCESS	23,992	21,292	24,152	160
C1520E : CHIEF PEOPLE OFFICER DIVISION	3,387	2,855	3,390	3
C1530E : POLICY, PROGRAMMES AND PERFORMANCE	6,362	8,418	5,273	(1,089)
C1540E : PUBLIC HEALTH	-	(18,822)	-	-
C1550E : SERVICE QUALITY, IMPROVEMENT AND INCLUSION	-	(2,103)	0	0
TOTAL ASSISTANT CHIEF EXECUTIVE	33,679	12,337	32,838	(841)
TOTAL	317,730	405,292	331,445	13,715

Appendix 2 – Capital Programme Month 10

CAPITAL BUDGETS, MONITORING AND FORECASTS	Revised 2022-23 Budget £'000s	Actual to Date as at 31/01/23 £'000s	2022/23 Forecasts as at Period 10 £'000s	Variance for Year £'000s
Scheme Name				
Disabled Facilities Grant	3,992	1,355	2,500	(1,492)
Empty Homes Grants	400	43	300	(100)
HOUSING	4,392	1,398	2,800	(1,592)
Adult Social Care Provision	-	30	-	-
Provider Services - Extra Care	-	36	-	-
ADULT SOCIAL CARE AND HEALTH	-	66	-	-
Bereavement Services	1,775	1,564	1,775	-
Bereavement Service Vehicles	39	-	39	-
Finance and HR system	-	1	-	-
My Resources Interface Enhancement (prev in GF GAP 63)	75	-	75	-
ICT	-	854	-	-
Network Refresh (was in GF GAP 64)	141	-	141	-
Tech Refresh (was in GF Cap 64)	610	-	610	-
Geographical Information Systems (was in GF Cap 64)	65	-	65	-
Laptop Refresh (was in GF Cap 64) NEW BID	222	-	222	-
Cloud and DR (was in GF GAP 64)	198	-	198	-
People ICT	-	470	-	-
Synergy Education System	1,030	-	1,030	0
NEC Housing System	2,680	-	2,431	(249)
Uniform ICT Upgrade	130	-	130	-
ASSISTANT CHIEF EXECUTIVE	6,965	2,889	6,716	(249)
Education – Fire Safety Works	776	612	750	(26)
Education - Fixed Term Expansions	747	331	547	(200)
Education - Major Maintenance	4,062	1,503	2,508	(1,554)
Education - Miscellaneous	134	238	238	104
Education - Permanent Expansion	319	22	319	-
Education - Secondary Estate	39	41	41	2
Education - SEN	1,853	317	1,026	(827)
CHILDREN, YOUNG PEOPLE AND EDUCATION	7,930	3,064	5,429	(2,501)
Allotments	200	180	200	-
Fairfield Halls-Council Fixtures & Fittings FFH	574	571	571	(3)
Growth Zone	5,988	139	2,071	(3,917)
Grounds Maintenance Insourced Equipment	1,000	-	800	(200)
Highways	8,618	5,840	8,618	-
Highways - flood water management	895	370	895	-
Highways - bridges and highways structures	2,611	1,686	2,611	-
Highways - Tree works	56	10	56	-
Local Authority Tree Fund	96	-	96	-
Trees Sponsorship	46	-	46	-
Leisure Equipment Upgrade	306	-	-	(306)

CAPITAL BUDGETS, MONITORING AND FORECASTS	Revised 2022-23 Budget £'000s	Actual to Date as at 31/01/23 £'000s	2022/23 Forecasts as at Period 10 £'000s	Variance for Year £'000s
Scheme Name				
Leisure centres equipment	430	331	331	(99)
Leisure Centre - Tennis Court	75	-	-	(75)
Libraries Investment - General	224	110	-	(224)
Library Self-Service Kiosks	200	138	138	(62)
Parking	2,731	76	2,731	-
Cashless Pay & Display	366	1	1	(365)
Play Equipment	150	75	150	-
Safety - digital upgrade of CCTV	1,551	-	-	(1,551)
Section 106 Schemes	-	3	3	3
HIGHWAY SIGNAGE	274	30	274	-
South Norwood Good Growth	1,121	(317)	465	(656)
Kenley Good Growth	583	577	577	(6)
Sustainability Programme	550	-	25	(525)
TFL - LIP	4,835	(297)	4,835	-
Cycle Parking	226	-	-	(226)
Electric Vehicle Charging Point (EVCP)	1,081	404	404	(677)
Waste and Recycling Investment	1,558	-	-	(1,558)
Waste and Recycling - Don't Mess with Croydon	-	12	-	-
SUSTAINABLE COMMUNITIES, REGEN & ECONOMIC RECOVERY	36,345	9,939	25,898	(10,447)
Asset Strategy - Stubbs Mead	50	3	50	-
Asset Strategy Programme	25	-	25	-
Clocktower Chillers	30	-	30	-
Corporate Property Maintenance Programme	2,500	859	2,360	(140)
Brick by Brick programme	4,150	-	-	(4,150)
Fairfield Halls - Council	1,500	1,275	1,455	(45)
Fieldway Cluster (Timebridge Community Centre)		2	2	2
Former New Addington Leisure Centre		-	-	-
RESOURCES	8,255	2,139	3,922	(4,333)
Capitalisation Direction	186,600	-	186,600	-
Transformation Spend (Flexible Capital Receipts)	4,049	-	4,049	-
CORPORATE ITEMS & FUNDING	190,649	-	190,649	-
NET GENERAL FUND TOTAL	254,536	19,495	235,414	(19,122)
Asset management ICT database	155	117	155	-
Major Repairs and Improvements Programme	22,083	17,993	21,928	(155)
TRELIS MEWS	3,377	-	3,377	-
NEC Housing System	1,742			(1,742)
HOUSING REVENUE ACCOUNT	27,357	18,110	25,460	(1,897)
GROSS CAPITAL PROGRAMME	281,893	37,605	260,874	(21,019)

Appendix 3 – MTFS savings forecast under-delivery

MTFS Target Reference	MTFS Savings Description	Total Target £'000s	Savings Non-Delivery as at Month 10 £'000s
22/23 CYPE 09	Refocusing Public Health funding - New Youth & Wellbeing Offer	(300)	300
22/23 CYPE 07a	NHS Funding	(490)	490
22/23 CYPE 07b	NHS Funding	(300)	300
Children, Young People and Education Total			
22/23 ASCH 07	Refocusing Public Health funding - New Youth & Wellbeing Offer	(380)	380
21/22 ASCH 01	Baseline Savings - Disabilities Operational Budget	(4,371)	2,021
21/22 ASCH 02	Stretch Savings - Disabilities Operational Budget	(1,213)	1,213
21/22 ASCH 08	Baseline Savings - Older People Operational Budget	(3,195)	1,195
22/23 ASCH 02	Review of Older Adults Packages of Care	(505)	505
Adult Social Care and Health Total			
22/23 HOUS 01	Impact of maximising homelessness prevention	(578)	578
22/23 HOUS 02	Impact of increasing speed of homelessness decisions	(101)	101
22/23 HOUS 03	Increase use of LA Stock for EA/TA	(163)	163
22/23 HOUS 07	Ending EA/TA where the council has no duty	(193)	193
22/23 HOUS 10	Housing supply pipeline maximisation	(80)	80
22/23 HOUS 11	Contract Reviews	(250)	250
22/23 HOUS 13	Income Maximisation - Rent Collection	(240)	0
22/23 HOUS 14	Resident Engagement & Tenancy Services	(100)	100

MTFS Target Reference	MTFS Savings Description	Total Target £'000s	Savings Non-Delivery as at Month 10 £'000s
22/23 HOUS 04	Repurpose under-utilised sheltered housing stock	(158)	158
22/23 HOUS 09	Incentivising temporary accommodation leasing schemes	(138)	138
Housing Total			
21/22 SCRER 11	ANPR camera enforcement	(3,180)	2,040
21/22 SCRER 16	Revised Landlord Licensing scheme	(2,300)	2,300
22/23 SCRER 06	Review and reduction of the Neighbourhood Operations (NSO team)	(950)	450
22/23 SCRER 08	Introduction of a variable lighting policy	(417)	417
22/23 SCRER 15	Bus Re-Tender Contract Savings	(120)	40
22/23 SCRER 16	Private Sector Environmental Enforcement	(250)	125
22/23 SCRER 17	Parking charges increase	(650)	285
22/23 SCRER 18	Independent travel optimisation	(20)	20
22/23 SCRER 21	Increase in Pre-Planning Applications	(66)	66
Sustainable Communities Regen & Economic Recovery Total			
21/22 RES 03d	Fees And Charges	(28)	28
22/23 RES 20d	Increase in fees and charges	(142)	142
22/23 RES 20e	Increase in fees and charges	(2)	2
Resources Total			
Corporate Items & Funding Total			
21/22 ACE 05	Fees And Charges	(19)	19
22/23 ACE 12	Increase in fees and charges	(93)	93

MTFS Target Reference	MTFS Savings Description	Total Target £'000s	Savings Non-Delivery as at Month 10 £'000s
22/23 ACE 09	Rationalisation of software applications and contracts	(750)	300
Assistant Chief Executive Total			
Total Savings Not delivered			14,492

Appendix 4 – MTFS savings at risk

MTFS Savings Ref	MTFS Savings Description	Savings at risk as at Month 10	Savings at risk as at Month 9	Change From Prior Month 9 To Month 10
		£'000s	£'000s	£'000s
21/22 CYPE 05	Review Support for Young People where Appeal Rights Exhausted	0	61	(61)
Children, Young People and Education Total		0	61	0
21/22 ASCH 01	Baseline Savings - Disabilities Operational Budget	850	971	0
21/22 ASCH 04	Review of Contracts - OBC Commissioning, Working Age Adults Commissioning and Public Health commissioning	36	36	0
21/22 RES 06	HWA contract savings	35	35	0
22/23 ASCH 03	Review of Mental Health Packages of Care	50	50	0
Adult Social Care and Health Total		971	971	0
22/23 HOUS 12	Staffing Review	158	158	0
22/23 HOUS 13	Income Maximisation - Rent Collection	240	240	0
Housing Total		398	398	0
21/22 SCRER 14a	Fees And Charges	350	350	0
22/23 SCRER 06	Review and reduction of the Neighbourhood Operations (NSO team)	260	260	0
22/23 SCRER 12	Contract Savings - Pay and Display Machines	300	300	0
22/23 SCRER 16	Private Sector Environmental Enforcement	63	63	0
22/23 SCRER 19	New gym in Monks Hill Leisure Centre	90	90	0
22/23 SCRER 20	Non-capital and contract impact of Purley Leisure Centre closure	50	50	0

MTFS Savings Ref	MTFS Savings Description	Savings at risk as at Month 10	Savings at risk as at Month 9	Change From Prior Month 9 To Month 10
		£'000s	£'000s	£'000s
22/23 SCRER 28	Merger of Management Functions in Place	100	100	0
22/23 SCRER 17	Parking charges increase	365	365	0
21/22 SCRER 11	ANPR camera enforcement	1,140	1,140	0
Sustainable Communities Regen & Economic Recovery Total		2,718	2,718	0
22/23 ACE 18	Contract Savings - Managed Service Provider for Temporary Agency Resources £600K saving in 22/23	600	600	0
Assistant Chief Executive Total		600	600	0
Total Savings at Risk		4,687	4,748	(61)

Appendix 5 – Other quantifiable and unquantifiable risks

Quantified Risks	M10 £'000s	M9 £'000s	Details of Risk
Children, Young People and Education		500	None
Adult Social Care and Health	-	-	None
Housing	250	1,250	Emergency Accommodation (EA) Bad Debt Provision £0.250m The workings behind the forecast for the bad debt provision need reviewing as the model is suggesting increases in the forecast whilst collection rates have improved.
Sustainable Communities, Regeneration & Economic Recovery	169	625	Capital Staff Recharges (£169k) As there is no TfL capital funding thus far this year, this is creating a risk of not being able to recharge staff time to capital at the level anticipated in the budget.
Resources	-	-	None
Assistant Chief Executive	-	-	None
Total Quantified Risks	419	2,375	

Un-Quantified Risks	M10 £'000s	M9 £'000s	Details of Risk
Children, Young People and Education			None
Adult Social Care and Health			Potential post Covid-19 pandemic latent demand working through the population resulting in additional care packages placements.
			Inflation , rising fuel and food costs significant expenditure for care providers - may result in claims for increased fees or face financial instability
			High vacancy rate is caused by significant challenges in recruitment across the Directorate. This means staff are focussed on statutory delivery, rather than transformation. This is a national issue.

			There is hospital discharge pressure as the current system risk is running at winter levels due to Covid and backlog despite being summer. Work is being done on a deep dive, as the numbers of placements and equipment cost are rising.
Housing			New Housing Structure (temporary) There remains a temporary structure within Housing, including an Interim Director of Tenancy Services. A change programme is being developed and a bid for Transformation Funding to resource it has been submitted.
			Fire at Sycamore House The financial impact of the fire at Sycamore House, Thornton Heath is as yet unquantifiable.
Sustainable Communities, Regeneration & Economic Recovery			Risk To NSRWA Related Income Highways and Parking Although unknown at this stage there is a potential risk to New Roads and Street Works Act Income due to delays and disputes with Utility Companies. Further work is being undertaken to quantify these risks and where possible mitigate the effect.
Resources			Legal Trading Model The legal trading services model is under review. Until this review is completed officers are flagging this area as a risk. Last year Legal Services were overspent by £306,000.
Assistant Chief Executive			Risk based upon the lack of available graves for sale until the cemetery extension opens
			Increased competition from neighbouring facilities, perceived increase in direct cremations, viewed as the cheaper option for families as inflation starts to take effect
Corporate Items & Funding			None
Total Un-Quantified Risks			

Appendix 6 Quantifiable and unquantifiable opportunities

Quantified Opportunities	M10 £'000s	M9 £'000s	Details of Opportunities
Children, Young People and Education	-	-	None
Adult Social Care and Health	-	-	None
Housing	-	-	None
Sustainable Communities, Regeneration & Economic Recovery	(140)	(1,292)	Highways Savings (0.140m) Additional in year Highways revenue savings.
Resources	-	(100)	None
Assistant Chief Executive	-	(320)	None
Corporate Items & Funding	-	(605)	None
Total Quantified Opportunities	(140)	(2,317)	

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE OF DECISION	24 MAY 2023	
REPORT TITLE:	Waste and Street Cleansing Service Commissioning approach for service delivery (Re-procurement Waste and Street Cleansing Service)	
CORPORATE DIRECTOR / DIRECTOR:	<i>Nick Hibberd, Corporate Director of Sustainable Communities, Regeneration and Economic Recovery</i>	
LEAD OFFICER:	<i>Steve Iles, Director of Sustainable Communities</i>	
LEAD MEMBER:	Cllr Scott Roche - Cabinet Member for Streets & Environment	
KEY DECISION?	Yes	0523EM – Meets Key Decision Financial Criteria of over £1m
CONTAINS EXEMPT INFORMATION? <i>(* See guidance)</i>	YES	Public with exempt Confidential Appendix A – Financial assessment Grounds for the exemption: Exempt under paragraph(s) 3 of Schedule 12A of the Local Government Act 1972 and the public interest in withholding disclosure outweighs the public interest in disclosure.
WARDS AFFECTED:	All	

1 SUMMARY OF REPORT

- 1.1. The Mayor's Business Plan includes a focus around making our streets cleaner so that Croydon is a place that residents and businesses can feel proud to call home, and a commitment to review the street cleansing and refuse collection contract.
- 1.2. The purpose of this report is to seek approval by the Executive Mayor in Cabinet to re-procure the waste, recycling collection and street cleansing services following the decision by the Exec Mayor in Cabinet in Nov 2022 to NOT extend the contract with Veolia Environmental Services UK following the expiry of the initial term on 31st March 2025.
- 1.3. Croydon Council operates waste and recycling services for every household in the borough through its contract with Veolia. This contract includes waste and recycling collections, footway winter maintenance, vehicle maintenance and street cleaning. It

was procured by Croydon on behalf of the four partner boroughs in the South London Waste Partnership. The contract commenced in April 2017 and the initial eight-year term expires on 31st March 2025.

- 1.4. The partnership Boroughs had the option to extend the contract, but all agreed not to take up the option.
- 1.5. This report notes the best value assessment of the three main service delivery models for both waste and recycling collection services along with the street cleansing service both to commence in April 2025.
- 1.6. The re-procurement is necessary due to legal risk regarding Veolia's proposed conditions for extending the existing contract. A new commissioning approach will also allow the council to evaluate the waste collection and street cleansing arrangements, help the local environmental quality and reduce fly tipping whilst helping increase pride in Croydon.
- 1.7. This report presents the Councils approach to reshape the future waste collection and street cleansing service in line with the Executive Mayor Business Plan and delivering a service in which Croydon is a place residents and businesses can feel proud to call home.
- 1.8. The report notes the key Mayoral pledge, in improving the quality and appearance of the street scene and holding contractors to account and delivering value for money.
- 1.9. These services are directly linked to Mayors Business Plan 2022-2026 'Make our streets and open spaces cleaner so that Croydon is a place residents and businesses can feel proud to call home'
- 1.10. The report concludes that the best value option is to re-procure these services The new commissioning approach will also allow the council to improve the waste collection, recycling and street cleansing within an agreed financial parameters including all revenue and Capital cost over the life of the contract along with a review of the current contract management arrangements currently undertaken by the South London Waste Partnership (SLWP) with the aim of implementing a focused Council managed Client team incorporating all contract management functions relating to these high profile services.

2 RECOMMENDATIONS

For the reasons set out in the report and its appendices, the Executive Mayor in Cabinet, , is recommended:

- 2.1** To approve the procurement strategy set out in this report for the procurement (via a Competitive Dialogue process) of waste and recycling collections, footway winter maintenance, vehicle maintenance and street cleaning, for a term of 8 years, with an option to extend for a further two periods of 8 years each by mutual consent for a maximum contract value of £432m over the maximum contract term of 24 years
- 2.2** To agree that better and more economic options for the provision of a Clinical Waste Service will be explored as a separate procurement
- 2.3** To agree that the procurement of new recycle off-take contracts for the Council's domestic recycling material will be explored through the South London Waste Partnership and that any proposed commissioning of such services will be subject to the Council's governance process.
- 2.4** To note the findings from the recent resident engagement survey and focus groups to help shape the design and specification of the new service.
- 2.5** To note that the final specification to be issued with the Invitation to Submit Final Tenders (following the discussions with bidders under the Competitive Dialogue process) will be subject to the approval of the Corporate Director of Sustainable Communities, Regeneration and Economic Recovery in consultation with the Executive Mayor and Lead Cabinet Member for Street and Environment
- 2.6** To note that a report will be presented to Cabinet in June 2024 highlighting the outcome of the proposed procurement along with recommendation of Preferred Bidder and their proposed fully costed solution. This will include details of the proposed governance arrangements to manage the contract supported by the resourcing levels for the monitoring of the services performance

3 REASONS FOR RECOMMENDATIONS

- 3.1** Based on the options appraisal and reviewing the feedback from 'soft market testing' it has been determined that the most viable service delivery model is to re procure these services taking into account the changes in the commercial market and their reluctance to take financial risk on processing of recycle material along with guaranteed income share from the sale of material.
- 3.2** The contract requirements & performance to date have not fully met the evolving needs of our residents.
- 3.3** Therefore, it is appropriate for the authority to further use the opportunity of re-procurement to ensure contractual performance is matched to the needs of residents going forward.
- 3.4** The contract length has been chosen to reflect the significant capital investment cycle for the fleet of vehicles which is typically 8 years for Refuse Collection Vehicles.

- 3.5** The contract will allow for an annual review of the contract and clauses for the Council to intervene if performance is not as agreed. If the contractor performs it is worthwhile allowing for agreed extension(s) rather than having to reprocure the services.

4 BACKGROUND AND DETAILS

- 4.1** 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.
- 4.2** In 2017 the SLWP procured the Phase C - Contract for waste and recycle collection and marketing, winter maintenance, vehicle maintenance and street cleaning (Lot 1) on behalf of its four borough partners. The contract was awarded to Veolia (Environmental Services). The new contract saw all boroughs adopting the same collection methodology, fortnightly residual waste collection, fortnightly paper/card collection, fortnightly dry mixed recyclable collection (glass, cans, plastic), weekly food waste and a charged for fortnightly garden waste service. Some differences remain in response to localised needs and demands, such as flats above shops, communal properties, street cleansing and so on. Other areas, such as winter maintenance, are also services that are not provided to all boroughs under the Phase C Contract.
- 4.3** The service resulted in all the SLWP Boroughs being within the top 7 recycling performers of the 33 London Boroughs and delivered significant collection and disposal savings.
- 4.4** The current contract, also referred to as 'Phase C', was procured by Croydon on behalf of the SLWP partner boroughs as lead and awarded to Veolia (Environmental Services). The initial term of the Phase C Contract is 8 years with an expiration date of 31st March 2025. Any extension must be agreed by both parties to the contract. Croydon as lead and the other SLWP partner boroughs entered into an Inter Authority Agreement (IAA) to manage the relationship between the partners in respect of the Contract.
- 4.5** The annual value of the Phase C Contract across the SLWP is c £30m and the contract continues to be held and administered by Croydon.
- 4.6** At the Cabinet meeting on 24 November 2022, The Mayor in Cabinet agreed that the current waste collection and street cleansing contract with Veolia ES UK is not extended following expiry of the initial term on March 31st, 2025. In addition, agreed that further work was to be undertaken and alternative options for the provision of different delivery models. Key Decision No 6822EM
- 4.7** The current contract is an output specification based on a series of method statements and managed through the SLWP. The authorised officer for the contract is the SLWP Partnership Contract Manager covering all 4 partnership authorities. They are directed by the Senior Management Group which consist of the appropriate Director from each borough. Regular contract meetings are scheduled with SLWP, the Borough Leads

and Veolia. In practice these have not been as robust as had been envisaged. Croydon now directly monitor and have an element of self-determination; it is not consistently applied across the 4 boroughs as such the decision of each Borough not to extend with Veolia and each to have their own independent arrangements for any new contract for these services.

4.8 Waste and recycling collection and street cleansing are Universal Statutory services that the Council is required to provide for residents. This report sets out a revised approach to delivering these services from April 2025.

4.9 The SLWP will continue to deal with the disposal of waste, processing of recyclate and the treatment of food and green waste. In parallel therefore the SLWP is in the process of setting up a series of contracts to take the recyclate and deal with its processing.

4.10 CURRENT SERVICE PROVISION

4.11 The Council's waste collection, street cleaning and winter maintenance services are currently contracted to Veolia. This decision was taken by the Council in 2016 (Key Decision Number 20/16/CAB) to deliver financial savings, increase recycling performance, maintain satisfaction, and provide over one million residents with a kerbside recycling service. The contract commenced on 1 April 2017 for an eight-year initial term, with the option to extend for a further two periods, each of eight years.

4.12 The contract at its inception saw all boroughs adopting the same collection methodology for the core areas of the services, including fortnightly residual waste collection, fortnightly paper/card collection, fortnightly dry mixed recyclable collection (glass, cans, plastic), weekly food waste, a charged fortnightly garden waste service and commercial waste. Some differences remain in response to localised needs and demands, such as flats above shops, communal properties, street cleansing and so on. Other areas, such as winter maintenance, are also services that are not provided to all boroughs under the Phase C Contract.

4.13 The existing contract includes the following services:

- Collection of residual, recycling, food, and green waste
- Commercial waste collection/disposal
- Clinical waste collections (domestic)
- Gully maintenance
- Winter maintenance
- Street cleansing
- Waste transfer station operation (at Garth Road in Merton and Stubbs Mead in Croydon)
- Recycling receipt, bulking and haulage
- Processing of recyclates
- Bulky waste collection and treatment
- Vehicle maintenance
- Communications

4.14 Infrastructure – Both Croydon and Sutton's collection services currently operate from the Stubbs Mead Depot in Croydon.

- 4.15** Our neighbouring boroughs which are part of the South London Waste Partnership (SLWP) have each decided to commission these services individually in order to address localised preferred options on service delivery models and supporting time frames. Given the geographical size of the Borough of Croydon the risk is minimal and our scale of economy and infrastructure will be of interest to the market
- 4.16** Given the different priorities and preferred approach across the South London Waste Partnership Boroughs it has been agreed that Croydon Council will directly develop and manage its own procurement of these services along with any subsequent award of contract. Given the geographical size of Croydon and in borough assets such as depot and transfer stations we are confident that this will be an attractive contract and generate a competitive interest from the market.
- 4.17** Commercial waste is a statutory requirement to be provided by the Council if requested by a commercial venture operating in the Borough. There is no exclusivity and businesses are not obliged to have a Council provided commercial waste collection service and as such they are free to select their own preferred supplier.
- 4.18** As a statutory requirement the specification will need to include the provision for a commercial waste service in which the service provider undertakes the responsibility of the management and operational service, noting that the individual commercial waste collection contracts remain in the ownership of the Council.
- 4.19** The service will explore future delivery options for the collection of domestic clinical waste (sharps and infectious / offensive waste) through existing frameworks and work with external partners including NHS England to minimise the volume of clinical waste collections currently being undertaken.
- 4.20** The Council need to provide best value, increase recycling performance, drive waste minimisation, improve resident satisfaction in waste collection and street cleansing services, respond to the challenges arising from new legislation and Government waste consultations on the implementation of this legislation, and also to reduce the carbon impact of these services. This cannot be achieved without change. The following provides further detail around the challenges identified and how each feed into and supports the recommendations contained within the report.
- 4.21** **LEGISLATIVE DRIVERS**
- 4.22** The Environment Act 2021 is a key piece of legislation for delivering the commitments made in the 2018 Government's 25 Year Environment Plan to 'protect and improve the natural environment in the UK', and for taking forward and legislating the measures and proposals outlined in the Resource and Waste Strategy (2018). The detail of the policy changes is still not fully known but the following are expected to impact the Council's services in the next five years:
- **Consistency in Collection** - this requires the Council to collect in a segregated way a series of core materials: plastic, glass, paper/card, metal, and food waste. With the exception of flats above shops which do not have a food waste service, the Council already does this.

- **Deposit Return Scheme** will add a small charge for the packaging of an item (such as a bottle), which is refunded when the item is recycled via a dedicated recycling scheme (usually in a shop).
- **Extended Producer Responsibility** - this is the Government's approach to move the full cost of collecting household waste from the taxpayer to producers. Fees are based on the recyclability of products and the approach aims to ensure greater quantities of recyclable waste are reprocessed into valuable, high quality secondary resources.
- **Plastic Packaging Tax 2022** introduced a charge on producers for any plastic packaging that does not contain at least 30% recycled plastic content.

4.23 These proposals will have an impact on the quantities and value of recycling the Council collects, potentially as much as a 50 to 70% reduction in materials collected. This will impact the cost of running services.

4.24 The waste services the council runs must be in "general conformity" with the Mayor of London's London Environment Strategy 2018, which also requires the Council to have a Waste Reduction and Recycling Action Plan. Croydon is already achieving 38.72% recycling rate and the Mayor's targets for 2025 are for 50% recycling rate. The council trend is mirroring the national trend of a reduction in waste tonnage and consequently this is seeing a reduction in the percentage of recyclable waste being diverted from the general waste stream. Croydon's recycling rates for 21/22 remains in the top quartile for London. Croydon is also diverting 100% of waste from landfill.

4.25 CARBON NEUTRALITY

4.26 Climate change is the single most important challenge facing us all. Our response to the climate emergency will form a key element of the Council's focus, with cross-cutting and pan-departmental themes that align with each of our key objectives.

4.27 The Council declared a climate change and ecological emergency in July 2019 and Cabinet agreed that the Council would become carbon neutral by 2030. The council also agreed a Carbon Neutral Action Plan in February 2022

4.28 Local Council recognises that the Climate Emergency is a significant threat to our planet and accepts that it needs to both act and provide leadership at the local level to mitigate the effects of this global crisis. It is also the Council's ambition to play a key leadership and influencer role at both a regional and national level to ensure that policies are in place to deliver meaningful action at the scale and pace that is required.

4.29 Achieving decarbonisation in the waste service will require looking at the carbon emissions of every part of the waste journey - from material production to disposal routes

4.30 There is a need to ensure that the chosen delivery model enables the Council to nurture civic pride and 'make our streets and open spaces cleaner so that Croydon is a place residents and businesses can feel proud to call home' along with ensuring that

the contract is flexible and can adapt to changing regulations along with the changing needs of our residents.

4.31 The design of our waste and recycling collection service will have a key role in contributing to the Council Emergency Climate Action Plan along with ensure compliance with our Waste Reduction and Recycling plan (RRP). This includes but not limited to:-

- Drive resource efficiency to significantly reduce waste, focusing on food waste and single use packaging.
- Maximise recycling rates.
- Reduce the environmental impact of waste activities (greenhouse gas emissions and air pollutants).

4.32 To achieve this the council will need to review current industry recommendation and invest in alternative fuel technology for new fleet of waste collection service, specialist Heavy Goods Vehicles, along with assessing the potential use of electric vehicles for the smaller fleet used on the street cleansing service.

4.33 It is likely to mean changes in the design, funding and operation of services and will require innovation from the market and technological solutions.

4.34 EXTERNAL SPECIALIST ADVICE

4.35 The Council continues to work in partnership with SLWP to develop a base specification, which is more detailed and robust than the current contract and it has been tested in use in other councils. The base specification is being modified to meet the needs of Croydon and a draft of this is currently with the GLA for agreement to check conformity with the London Environment Strategy, to enable the procurement to progress.

4.36 POTENTIAL SERVICE DELIVERY MODELS

4.37 The Council has used this as an opportunity to review the current service offer and operations with Veolia, and to start assessing the impact on costs for future services. This includes looking at the borough's ambition to deliver a zero-carbon waste service, future demand for waste services, changes in the industry and what the private market looks like. The Council will need to consider how resident satisfaction with waste collection and street cleansing services is not affected by necessary changes arising from new legislation and its implementation.

4.38 In order to inform officer recommendations a high-level assessment of the costs, advantages, and disadvantages of differing service delivery options on a 'like for like' basis using the same specification for each service delivery model.

4.39 The commissioning options appraisal for the collections and street cleansing service is a complex one and needs to be considered against a backdrop of financial pressures, legislative change, technological development, changes in the private sector appetite to risk and comes at a pivotal point in the Council's carbon reduction agenda

4.40 In reviewing the main different service delivery models the service have considered 3 main options for the provision of a new waste and recycling collection service combined with a new street cleansing operation: -

- Fully Commissioned service – service delivered by a third party (outsourced)
- Direct Service Organisation (DSO) – (In House provision)
- Local Authority Trading Company (LATC)

4.41 A summary of each model is outlined below, which provides a high-level summary of each of the three delivery models and the advantages and disadvantages for each option.

4.42 In reviewing the financial assessment undertaken by our specialist waste consultant the financial differential between each model is not a key determining factor as any advantage gained through lower overheads and pension liability from an outsourced model is offset against profit margins and risk pricing

4.43 DETERMINING BEST VALUE

4.44 In reviewing the best value, the service has considered the optimal combination of financial cost, recycle income / profit share, Service delivery including set up and mobilisation, service expertise, Changes in legislation and legal compliance. A summary of this rating can be seen below in table 1 , based on the current service applied to each option.

	Contracted Out	Direct Service Organisation	Local Authority Trading Company
Finance – set up Cost	RED	RED	RED
Finance – Recycle Income risk pricing	AMBER	AMBER	AMBER
Service delivery , set up and mobilisation	AMBER	RED	RED
Service expertise	GREEN	AMBER	AMBER
Legislation Changes	GREEN	GREEN	GREEN

Legal	GREEN	GREEN	GREEN
-------	-------	-------	-------

Table 1

- 4.45 Cost of Service** : All options have an anticipated increase in costs, returning to the market with a new specification will enable the Council to make service design decisions in order to minimise the increase in cost, but it is still anticipated that the services will not be deliverable within the current budget. It is important to note the current services were procured in a different commercial context, and since the award to Veolia in 2016 there have been significant changes in recycling markets, in the private sector, and since COVID significant changed the way we live and work
- 4.46 Income risk share** –There are significant changes to legislation, the private sector, and following a few years of market volatility, a reduction in the appetite for risk. As such all delivery models will see the cost of our chargeable services and subsequent income held in totality by the Council. It is possible to carve out of recycle processing under a separate contract which will able the Council in partnership with SLWP to offer a shorter contract period, reduce the exposure to the contractor, and therefore achieve reduced risk to the Council.
- 4.47 Service Delivery set-up and mobilisation** – This is rated green for the contracted-out solution as it would be undertaken by experienced service providers who are well positioned and experienced in undertaking the mobilisation of new services. DSOs and LATCo options are rated high risk, based on the like for like fully integrated services. The Councils is not currently set up with supporting structures to manage services directly so potential for considerable set up costs given need to secure senior management staff, central support services and new support contracts. Cost of this service option is unlikely to offer savings and there is no existing infrastructure for sourcing and managing specialist staff.
- 4.48 Service Delivery Expertise** – The outsourced elements of this assessment area are rag rated green as the private sector will have the service delivery expertise and the specialist knowledge to best deliver these services. Whilst it is entirely feasible that the Council could and may well already have some of this expertise, this is amber for the DSO and LATCo options as is unlikely that a small organisation will carry quite the same number of personnel with this expertise.
- 4.49 Legislation** - The risks from legislation are felt to be generally low and manageable as the key regional and national strategies support the Council's ambitions to protect and improve the natural environment. Any changes to legislation will equally impact on all service delivery models as such each have been rated the same.
- 4.50 Legal** – with the contract extension not being considered as agreed by Cabinet in Nov 2022 all services deliver models can be explored and are feasible options to be considered when designing the new service. As such all options have been rated equally.

4.51 COMMISSIONED SERVICE (Recommended Approach)

4.52 The principal rationale for procuring an external provider is the benefit gained through technical expertise and business resilience. Additionally, market competition can assist in generating competitive pricing along with relative certainty on cost over the life of the contract subject to any agreed indexation.

4.53 Typically, the private sector can deliver a service at a lower cost than a local authority. Market competition can assist in generating price competitive solutions and gives the Council relative certainty on the cost of service over the life of the contract subject to inflation.

4.54 The commission model enables the Council to test the market and its innovation, technology, and proposed service delivery solution to ensure that these are maximised, and benchmarked against other suppliers.

4.55 Our ability to exploit these advantages will be determined by two key drivers: -

- The competitiveness of the Market at the time of the tender
- The structure of the contract and requirements set out in the service specification along with both the Councils and Contractors appetite for risk and any profit-sharing agreement.

4.56 DIRECT SERVICE OPERATION (DSO)

4.57 The option to bring the service in house is open to consideration by Cabinet as there is no legal requirement to retender these services as long as we can demonstrate 'best value' has been achieved.

4.58 The key strength to directly managing the services is the Council has full control and can adapt the service given a greater degree of flexibility as there are no contractual obligations or restraints on how the service is deployed.

4.59 Direct service models are traditionally more expensive due to the increase in corporate overheads and pension liability. The technical and logistical challenges in establishing a viable and high-quality in-house service provision are considered high risk at this stage as we would be required to gain significant specialist knowledge and skill sets in managing not only the daily operational deployment of the service but also the management of the Councils fleet maintenance along with ensure access to specialist agency workforce for the seasonal services.

4.60 In addition we would need to be able to quickly react / adapt the potential changes in legislation relating to the collection and processing of recyclable materials. In addition the service needs to ensure it has adequate business continuity plans in place and access to the wider employment market for both specialist and seasonal staff.

4.61 LOCAL AUTHORITY TRADING COMPANY (LATC)

- 4.62** This model requires the Council to set up a wholly owned company with an appointed corporate management team including Managing Director having oversight on the day to day delivery of the service.
- 4.63** There are inherent and increased risk in establishing a new LATCo prior to the commencement of the service in 2025. Delivering a service through a LATCo would mean the loss of benefit that comes from a national organisation including central corporate teams providing technical IT, HR and commercial trading agreements including scale of economy and buying power.
- 4.64** The primary advantage of a LATCo when compared with an In-House provision is the potential reduction in overheads and pension liability.
- 4.65** In summary this option would present insufficient benefit versus the risk of such a model particularly regarding staffing cost and stability of service along with the same risk of a DSO model due to all financial exposure would need to be off set by the Council.
- 4.66** A detailed summary of the ‘advantages’ and ‘disadvantages’ of each delivery model can be reviewed in Appendix 1 Options Matrix

4.67 FUTURE SERVICE SPECIFICATION

- 4.68** The specification for **waste and recycling** is based around the current service, ie

- Alternate collection of waste
- Twin stream where possible and comingled, where it is not ie flats
- Weekly food waste collection
- A chargeable Garden waste service
- A chargeable bulky waste collection service
- Bin and container procurement, management, and delivery

The approach being adopted envisages through a process of Competitive Dialogue that the specification is refined and improved to explore potential improvements and efficiencies, together with experience of best practice. Through the process it is envisaged that bidder will set out how they will improve recycling rates, food waste capture and how flats and flats above shops can be better served.

It is planned to include the administration and operational management of a Commercial Waste Services within the specification and see if the market is interested in bidding to provide a service on behalf of the Council. Given that there are a number of established commercial providers operating within the Borough this may not be of interest and current market indications are that there is no appetite for risk including any guarantee income back to the Council.

- 4.69** Similarly, the specification for street cleansing, including:

- Street cleansing
- Litter bin emptying and cleansing.

- Fly tipping
- Supporting community clear ups
- Footway sweeping
- Footway winter maintenance

- 4.70** Our intention is for this to form part of the scope of services being procured through Competitive Dialogue process to ensure the specification is refined and improved to explore potential improvements and efficiencies, together with experience of best practice. The premise will continue to be that streets are cleansed to Grade A and maintained at Grade B
- 4.71** The current fleet of vehicles were funded by the Council and should have a life expectancy of 18 months to 2 years at the end of the contract. During the Dialogue the prospective bidders will want to understand whether they will be expected to finance new vehicles or whether the Council would consider such financing as the Council is likely to have access to lower interest rates.
- 4.72** Provider models have been considered and options reviewed see appendix 1 which sets out the options of outsourcing, a Local Authority Trading Company and a DSO. There is not a great deal of differentiation between the 3 models in terms of cost, but the outsourcing model carries much lower risks for the council in terms primarily of HR and pension contributions and is thus the recommended option.
- 4.73** Procurement routes to market are general undertaken using an open or restricted tender process. However, given that the Council is seeking market input into the final specification, this is not a viable option for these services. One area of consideration is to use Competitive Negotiation , but given the level of development and refinement of the specification along with the number of uncertainties being introduced into the process the scope to accommodate such changes this approach does not provide the required level of flexibility , therefore a Competitive Dialogue process is recommended to enable the parties to resolve and finalise the specification and limit the exposure to uncertainties, particularly the upcoming regulatory changes.
- 4.74** Through the competitive dialogue route to market it is intended to seeks bidders' views on how the current specification can be improved. It allows tenderers to submit initial solutions after being successful at the selection stage. It envisages exploration during dialogue of the proposed solutions with bidders, and by its nature encourages the ongoing discussion to find the optimal solution through the "invitation to submit final bid" which will be on the specification the council determines after taking into consideration the discussions during the dialogue process.
- 4.75** During dialogue, the council plans to undertakes discussions with potential bidders in the areas listed below. This will help inform what the council determines for the final solution, which bidders will be asked to bid in the 'Invitation to Submit Final Bid' stage in early 2024.

- A performance mechanism to incentivise the contractor
- Implications of the changes being proposed by Government to regulations around recycling consistency, EPR, DRS etc
- Proposals to incentivise recycling performance.
- Incentivisation to ensure containers are returned correctly and avoiding damage to containers
- Improving recycling performance of communally collected properties,
- Improving the recycling performance for flats above shops
- Improving recycling collection of WEEE, textiles and batteries
- Increasing reuse and recycling of bulky household waste inc potential 3rd sector involvement
- Developing the Commercial waste collection service
- Enhancing leaf clearance, weed spraying and management
- Using street cleansing labour to assist in winter maintenance of footways
- Reducing the carbon footprint of the service and greenhouse gas emissions over the life of the contract, in a constrained financial environment
- Financing a replacement fleet
- Enhancing garden waste collections and the interface with Christmas tree collections

4.76 PROCUREMENT TIME FRAME

4.77 The provisional timetable for the Dialogue process is set out below:

Commissioning timetable		
November 2022	Cabinet decision on whether to extend the current contract with Veolia	Completed
September 2022 to April 2023 (ongoing)	<ul style="list-style-type: none"> - Development of the scope of service and specification, soft market testing and options appraisals for the future of waste and street cleansing services to inform the work set out in paragraph 8. - Undertake All Member engagement x 2 - Resident engagement - Development of the procurement strategy report 	On going
April 2023	Based on recommendations and member decisions, work commences on commissioning of services - whether reprocure, bringing back in house or development of a local authority trading company. If new procurement,	In Progress
April 2023	Contract Notices and DRAFT specification for waste collection issued to GLA	Completed (Reviewing feedback)
May 2023	Cabinet This report .	
June 2023	Issue Prior Information Notice (PIN) to Market	
July 2023	Issue Invitation To Tender (ITT)	
Oct 2023	Dialogue with Bidders round 1	
Dec 2023	Dialogue with Bidders round 2	
March 2024	Final tender Submission	
April 2024	Evaluation	

May / June	Award report for Cabinet consideration	
April 2025	Service commencement and go-live	

4.78 Standard Selection questionnaire

4.79 The updated Standard Selection Questionnaire (SSQ) will be issued to shortlist a suitable pool of tenderers. This will include ensuring tenderer's financial viability, for the scale of contract. In addition, there will be project specific questions related to bidders' experience to help shortlist to a suitable number of bidders.

4.80 Evaluation Weightings

4.81 Tier 3 weightings for quality and price, and social value of: 60% Price, 40% Quality which will include Social Value. The tenders will be returned electronically via the e-tendering portal. The tender responses will be evaluated in accordance with the Tenders and Contracts Regulations to ensure probity, value for money and that the most economically advantageous providers chosen to deliver the service. The successful provider who achieves the highest combined quality/price/social value score will be awarded the contract

4.82 The quality sub criteria are being drawn up alongside the specification and will ensure that the bidders have the appropriate technical competency to perform the contract. This is likely to include criteria around operational delivery, resource allocation, staffing expertise and quality assurance.

4.83 Social Value

4.84 As part of the tender process the Council will clearly set out the minimum requirements it requires in relation to social value and encourage bidders to offer a social value solution that exceeds these minimum requirements. This will ensure that through the procurement process the Council receives social value offers with quantified delivery requirements. These quantified social value requirements will then become embedded in the contract through KPIs/contractual requirements. This will help ensure that the Council holds the Contractor to account to delivering its social value commitments through the life of the contract, to maximise the benefit for the borough of Croydon and its Residents

4.85 As the Council is committed to delivering on social value of 10% for the overall value weightings of the procurement price and quality will be applied within the ITT pack. The service provider will be expected to demonstrate their commitment deliver and/or adhere to the following social value requirements:

- Local supply chain opportunities
- Social Investment (Community voluntary engagement and sponsorship)
- Joint training and development (Work Experience placement opportunities for young people and those who have been on long term unemployment and school engagements)

- Employment opportunities for those who live in Croydon (via Croydon Works)
 - Apprenticeship
 - London Living Wage
- 4.86** The service provider will also be given an opportunity to offer alternative ways in which they feel they could contribute to the delivery of social value in the borough which may not be included in the above list.
- 4.87 Pricing**
- 4.88** Potential bidders will be evaluated for price based on a fixed fee for the service with suitable adjustments for variations in service provision. All pricing methods will be captured in the pricing schedule / Cost Model supplied in the ITT. The Bidder(s) which submit the lowest rates together with the highest quality & social value presentation will receive the maximum score where applicable in relation to each of these scoring sections.
- 4.89** Abnormally low bids will be interrogated further, and the Council reserves the right to reject these bids.
- 4.90 Tender Evaluation**
- 4.91** The ITT pack will include an overview of the evaluation methodology, to provide transparency on how the tender responses will be assessed. A moderation session will take place to enable the Council to decide the consensus score following the assessment of the quality method statement responses and agree on the final feedback based on the most economically advantageous bidder given to the unsuccessful bidders.
- 4.92** A minimum quality score threshold will be applied, whereby if a bidder's method statement response is allocated with a score less than 2, then its entire tender submission will be rejected.
- 4.93** The tender evaluation team will consist of a minimum three members from the following teams
- Waste Team
 - Technical waste consultants
 - ICT Team
- 4.94** The Officers will score individually and then consensus scoring will be sought through moderation meetings moderated by the Procurement Team.
- 4.95 Contract Terms and Condition**
- 4.96** The intention (subject to legal advice) is to base the contract on the Council's standard term adapted as appropriate to the service.
- 4.97 Savings and Efficiencies**

- 4.98** Whilst overall costs are expected to increase potential savings will be achieved through utilising dialogue to agree the most cost-effective risk sharing positions with the contractors to minimise risk premium.
- 4.99 Contract Management**
- 4.100** Contract Management will be carried out by the existing waste team. Regular monthly performance meetings will be held with the winning contractor. In addition inspection regime will be carried out to ensure compliance with the contract.
- 4.101** The Contract will include a suitable suite of KPIs to drive and incentivise required behaviour changes to improve service delivery.
- 4.102 Premier Supplier Programme (PSP):**
- 4.103** The ITT pack will include the opportunity for the potential Bidders to sign up for the Council's Premier Supplier Programme, to enable them to receive prompt invoice payment. This will be included as part of the price evaluation.
- 4.104 London Living Wage**
- 4.105** The London Living wage will be a requirement for this contract and part of the terms and conditions.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1** The report to Cabinet in November 2022, clearly set out the possibility to extend the current contract with Veolia and agreed not to extend the current contract. This allows Croydon now to develop its own contractual arrangement from April 2025.
- 5.2** All four boroughs reached the same conclusion but recognised that there were synergies to be achieved by bulking the various recycle streams and tendering them in the market rather than embedding them and the risk of market fluctuations in the collections contract. This has been adopted for the services going forward and SLWP are progressing these in parallel.
- 5.3** Consideration was given to tendering the waste and street cleansing elements separately but given the interfaces and public concerns around spillage during collection, having one accountable contractor has been chosen and also ensures that the depot space will be utilised more effectively.

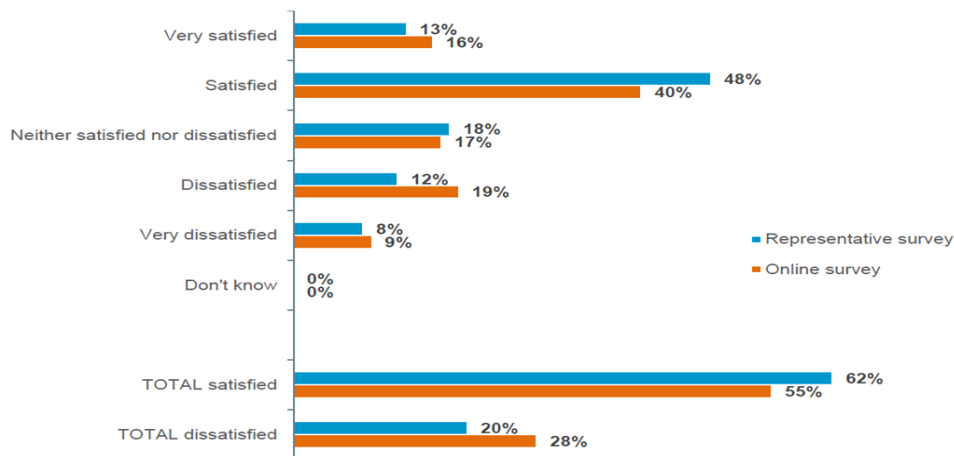
6 CONSULTATION

- 6.1** There are multiple external and internal stakeholders.
- 6.2** The Mayor of London - has significant rights and powers conferred by s353-361 of the Greater London Authority Act. The Council has a duty to give the Mayor of London's

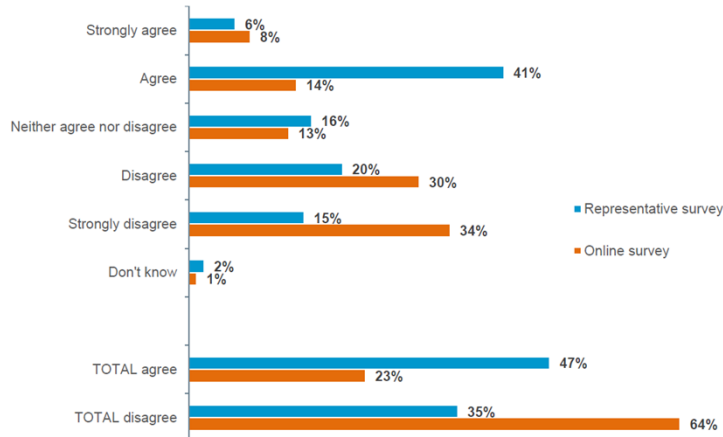
two years' notice of the expiry of any waste management contract (this has been done). The Mayor of London has a right to be consulted on any arrangements proposed to re-procure or otherwise replace a contract, with a view to ensuring that the arrangements made would remain in general conformity with the Mayor of London's Environment Strategy.

- 6.3 Should a decision be made to re-procure the services, the local authority must give the Mayor of London at least 56 days' notice of any intention to place a Prior Information Notice on its buyer profile, or 108 days of any intention to place a Contract Notice
- 6.4 The GLA have been sent a draft of the proposed specification for waste and recycling and there is an ongoing dialogue to enable the Specification to be tested in the market and meet the GLA's requirements to comply with the London Environment Strategy.
- 6.5 The Mayor of London could issue a direction to the local authority in the event that a contract was perceived not to be in general conformity with London Environment Strategy.
- 6.6 **Member consultations** – Two All Members Focus Group have been undertaken which have been designed to enable elected members to share their views and experience to help shape the design of the future service. The two sessions covered each of the main services with the first session focused on waste collection followed by the second session on street cleansing.
- 6.7 **Tenants and Lease Holders Panel**
- 6.8 In April 2023 officers from the services presented an update on the current performance of the waste collection and street cleansing service along with a high-level overview of the findings from the recent resident survey which illustrated that the level of satisfaction of residents with communal collections are more likely to be dissatisfied with the service when compared to those with an individual waste container.
- 6.9 It is important to note that all though communal collections only make up 3% of the collection service it impacts nearly 20% of our residents, as such any new contract provision will need to differentiate between the different property types and be tailored to meet the needs of our residents.
- 6.10 **Residents' engagement** – The council through the SLWP commissioned Enventure Research to hear from residents what works well in the waste and street cleansing services that they currently receive, what needs to be improved and what elements of the service they value and would want to see maintained.
- 6.11 In total 2,654 responses to the survey were received comprising of 406 representative responses from telephone interviews and face to face focus groups along with 2,248 on-line survey responses. The two separate focus group discussions were targeted at specific property types. Group one was representative from house holds with kerbside collections and group 2 was made up of representative from flatted properties
- 6.12 In reviewing the findings for waste collection (see Graph 1 below) up to 62% of residents responded positively in regards to their overall satisfaction with the waste collection service. Those who indicated that they were dissatisfied with the recycling

and waste collection service were then asked why this was. The most common response across both surveys was missed collections and bins not returned back to the original collection point.



- 6.13** The resident feedback on the street cleansing service highlights that this is an area of importance to our residents and particularly the frequency of cleansing in residential roads with c235-45% of residents were satisfied with the current frequency of the service.



- 6.14** In order address these concerns without increasing cost we will need to find improvements in the operational service and target our available resources smarter utilising data to drive the operational deployment of the service. In addition a review of our contract monitoring and Council lead inspections will need to be established.
- 6.15** It is important to note that the needs of our residents in our housing estates and flats are different to those in houses as such the service will continue to work closely with Housing Services in designing a service which meets these needs. To achieve this representatives from this service area will form part of the project team and will attend relevant dialogue meetings with the bidders prior to the final submission of tenders.
- 6.16** A summary of the survey results can be seen in Appendix 2 Croydon Resident Insight Research Report.
- 6.17** The findings from the survey will help officer in drafting the service specification.

- 6.18 SLWP Triennial Survey Nov 2022-** In addition to this the SLWP has completed its Triennial resident survey. The SLWP triennial survey is a reflective, closed, invite-only consultation limited to just over 1,000 residents across the SLWP region. The survey is conducted by an independent social research company and has taken place every three years since 2010. This is a regular survey undertaken by the SLWP and the results from this survey will be used to support the delivery of the SLWP work programme and inform the development of the Joint Waste Strategy and the next Communications Strategy for 2023-2026.
- 6.19** The results from these survey's will be used to inform and support the work looking at the future of the waste services specification.
- 6.20 Soft Market Testing**
- 6.21** Soft market testing exercise with key suppliers has been completed, helping to shape the direction of future services and assist in designing our service specification. The soft market testing will also help ensure that the risk positions in the tender is acceptable to the market ensuring sufficient competition.
- 6.22** Engagement with the market has confirmed that there is a strong level of interest in tendering for a combined waste collection and street cleansing service in Croydon.
- 6.23** In regards to the Environment and carbon reduction the market is actively looking at Carbon neutral solution, however it is clear from the feedback that a fully electric fleet including the specialist Heavy Goods Vehicle (HGV) is considerable more expensive and comes with associated risk given that this is new technology not fully tested for the whole life cycle of the HGV .
- 6.24** In reviewing the feedback from the market, it is clear that the current appetite for risk sharing is no longer attractive and as such all suppliers have suggested that given the uncertainty of the changing legislation the contract will need to provide flexibility and accommodate operational changes. As such the market is keen to differentiate between waste collection from the disposal of waste.

7. CONTRIBUTION TO COUNCIL PRIORITIES

- 7.1** As a key Mayoral pledge, we are committed to tackling the 'broken window effect' to improve the quality and appearance of the street space environment, to encourage investment and tackle low-level anti-social behaviour.
- 7.2** These services are directly linked to Mayors Business Plan 2022-2026 Make our streets and open spaces cleaner so that Croydon is a place residents and businesses can feel proud to call home.

8. IMPLICATIONS

8.1 FINANCIAL IMPLICATIONS

- 8.1.1** Current services are operating within the current budget provision but are under pressure. Although efficiencies will be sought and explored through the tendering exercise any future service is likely to require budget growth to meet the current service level requirements.
- 8.1.2** The final financial impact beyond 2025 will vary according to the new service specification supporting the delivery model along with the final tender price submitted.
- 8.1.3** Waste Consulting LLP, a specialist waste management and financial resourcing advisor were commissioned through SLWP to undertake financial analysis of the options available for the future commissioning of our waste and recycling services and street cleansing function. (See Confidential Appendix A for a financial assessment of each delivery model)
- 8.1.4** Waste Consulting LLP have provided anticipated gross financial cost estimates for each of the three (3) main delivery options based on the current 'As Is' service for , Contracted Out (third party contractor) , Direct Service Organisation (In House) and Local Authority Trading company (LATC)
- 8.1.5** Based on current modelling all the options under consideration will require a growth bid as part of the 2024/25 budget setting process.
- 8.1.6** A soft market testing exercise with key suppliers has been undertaken helping shape the service design for the future service and contract specification.
- 8.1.7** It is clear that the market will not support the current guaranteed Income from chargeable services such as Garden waste subscription and the sale of recyclate material as such these cost will incurred directly by the Council post any contract award in 2025
- 8.1.8** It is clear from our soft market testing that the market appetite to risk has significantly changed and as such the Council can not expect to mitigate any new budget pressure through any contractual mechanism linked to guaranteed incomes from the sale of recyclable material, chargeable services including both Commercial and domestic services.
- 8.1.9** In addition to the required increase in revenue cost the Council will need to make provision within the Capital programme for the required improvements to the waste transfer station and depot infrastructure
- 8.1.10 Revenue and Capital consequences of report recommendation**

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2022/23 £'000	2023/24 £'000	2024/25 £'000	2025/26
Revenue Budget Available				
Expenditure	0	500	500	0
Income	0	0	0	0
Effect of decision from report				
Expenditure	0	500	500	0
Income	0	0	0	0
Remaining Budget	0	0	0	0
Capital Budget available				
Expenditure	0	0	0	0
Income	0	0	0	0
Effect of decision from report				
Expenditure	0	0	0	0
Income	0	0	0	0
Remaining Budget	0	0	0	0

8.1.11 There is no direct cost to council in terms of contractual value on the recommendation of this report as this recommendation is approve the procurement strategy set out in this report via a Competitive Dialogue process.

8.1.12 There will be a cost for the procurement process if the recommendation within this report is agreed, which is expected to be £1m over the two years of 2023/24 and 2024/25. This is being funded through a growth bid agreed in the 2023/24 MTFS Budget Setting process as per table above.

8.1.13 As per the note in the recommendations (2.15) it is anticipated that there will be a revised cost in terms of contract value on the procurement of a new Waste Collection

contract which will be both revenue and capital expenditure. Although there is no known cost at this stage it should be noted this will need to be built into budgets from 2025/26 and so should be part of the 2025/26 MTFS Budget Process. This will include a position on capital purchases be that through the contractor or by the council through prudential borrowing.

8.1.14 Comments approved by Darrell Jones Acting Head of Finance Sustainable Communities, Regeneration & Economic Recovery Directorate on behalf of the Director of Finance 24th April 2023.

8.2 LEGAL IMPLICATIONS

8.2.1 Pursuant to clause 1(1) of the Localism Act 2011 a local authority has power to do anything that individuals generally may do. The Council also has power under section 1 of the Local Government (Contracts) Act 1997 to enter into a contract with another person for the provision or making available of assets or services, or both, (whether or not together with goods) for the purposes of, or in connection with, the discharge of a statutory function by the local authority.

8.2.2 Local authorities have legal duties with regards the collection of waste, the disposal of waste and to keep Highways and public lands clear of litter under the Environmental Protection Act 1990. The contract with Veolia currently satisfies those statutory duties.

8.2.3 In accordance with section 358(1A) of the Greater London Authority Act 1999 the Mayor of London needs to be notified no less than 56 days prior to issuing a PIN. Where no PIN is issued 108 days' notice needs to be given to the GLA prior to a contract notice being issued.

8.2.4 In determining options, the Council must ensure that it meets relevant statutory and other applicable obligations as detailed. These obligations include the collection of waste and its disposal under the Environmental Protection Act 1990, meeting carbon reduction targets and commitments made in relation to the Environment Act 2021 and obligations required by the Greater London Authority. Further detail is provided in the report.

8.2.5 Where the Council intends to re-procure the services or any part of the services, it must ensure that it advertises the contract/s in accordance with the Public Contracts Regulations 2015. The recommendations for a procurement using a competitive dialogue approach is permitted by regulation 30 of the Public Contract Regulation 2015.

8.2.6 When considering available options, consideration must be given to TUPE and pensions and any resultant cost implications in the event that TUPE applies and any

subsidiary arrangement that must be replaced or terminated contemporaneously with the Veolia contract.

8.2.7 The Executive Mayor has the power to exercise executive functions pursuant to s9E of the Local Government Act 2000 and to delegate those functions. At present the delegations in the Council's Tenders and Contracts Regulations have been superseded by the Executive Mayor's Scheme of Delegation following the introduction of the Mayoral Model and the specific delegations in the annual procurement plan approved by the Executive Mayor in Cabinet on 16th November 2022 and 23rd March 2023.

8.2.8 The Executive Mayor has not delegated authority to make the decision in question and retains the authority to make the decision.

8.2.9 Approved by the Head of Commercial and Property Law on behalf of the Director of Legal Services and Monitoring Officer

8.3 EQUALITIES IMPLICATIONS

8.3.1 The Council has a statutory duty, when exercising its functions, to comply with the provisions set out in the Sec 149 Equality Act 2010. The Council must, in the performance of its functions, therefore, have due regard to:

1. eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under this Act.
2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

8.3.2 There are no material equalities implications resulting from the recommendation(s) of this report. Equality implications will be addressed in the delivery of future services and further consultation will be undertaken as future services are designed and a commissioning strategy drafted.

8.3.3 Specific works and services will be developed through any commissioning process.

8.3.4 The council will build on existing best practice and take account of lessons learnt with internal and external stakeholders, including through resident survey work planned when developing any service specification utilising the Added Social Value Toolkit.

8.3.5 As this is an options review, a full equalities impact assessment will be undertaken and approved prior to any new service provision.

8.3.6 Current waste collection and street cleansing policies and procedures have been designed to ensure that all our residents have full access to the services. There are no planned material changes or implications that are as a direct result from any of the recommendations contained within this report, as such no new equalities Impact assessment have been undertaken.

8.3.7 The Contract Management Framework is required to work within the framework of the Equality Strategy 2020- 2024. The deliverables in the Equalities Strategy should be incorporated into the Contract Management Framework and policy documents as detailed below:

“Outline how the proposed contract(s) will comply with the Public Sector Equality Duty outlined in Section 4 of the EQIA; and meet the outcomes of the Council’s equality strategy, particularly:

- i. All Council contracts contribute towards delivering our equality objectives
- ii. Council contractors are inclusive and supportive of vulnerable groups
- iii. Ensure that every strategy, delivery plan, council contract and staff appraisal has an equality objective linked to it.
- iv. That contractors be requested to adopt Croydon’s Equality and George Floyd Race Matters Pledges”.

8.3.8 Following the potential award of contract, new assessment will be undertaken based on the new service delivery model and supporting specification which may have a direct impact on our residents. These will be aimed at those who have protected characteristics specific for disabled and elderly residents.

8.3.9 Comments approved by Denise McCausland Equality Programme Manager 27/04/23

8.4 Procurement Implications - Competitive Dialogue

8.4.1 The competitive dialogue approach takes the proposed new service specification and seeks the bidders to share their views on how this can be improved. For example this approach allows us to seek innovation and new ways of addressing current challenges in services deliver such as the operational approach to Houses of Multiple Occupancy (HMO) and house estates of differing sizes and design.

8.4.2 In addition it allows tenders to be submitted as an ‘initial solution’ It provides the ability to negotiate with bidders during each round of dialogue both on price and the quality of their proposed solution. As such the process encourages the ongoing refinement of the service design and provides bidders with the opportunity to highlight their innovation and areas that they believe they can improve upon prior to a ‘Final tender’ being submitted in line with the final agreed service specification.

8.4.3 Approved by: Matthew Devan on behalf of the Director of Commercial Investment 09/05/2023 - Approved by Strategic Procurement Manager

8.5 HR Implications - TUPE

8.5.1 TUPE implications will need to be considered with any new service delivery model and any subsequent re-procurement, both in regards to any roles which may potentially transfer under TUPE directly from our current contractor into the Council or over to a new replacement service provider.

8.5.2 If the service was to be brought back under the direct management of the Council we would need to consider the additional HR resource requirements directly supporting the front line operational staff.

8.6 RISK Implications

8.6.1 Whilst there are many procurement challenges, timely decision making and good consultation means that the procurement strategy and use of Competitive Dialogue enables the Council to consider all of these challenges and shape the design of the service moving forward.

8.6.2 The table below summarises the main strategic risk identified for the procurement of these services.

RISK	MITIGATION	RATING
All 4 neighbouring borough are currently considering approaching the market for a new waste and street cleansing service in 2023. This may cause the market to be selective or result in resource pressure within their respective bid teams	Risk is reduced through a coordinated and staggered commissioning timetable with our neighbouring boroughs through SLWP along with a standardise core set of documents (SQ, ITT, PA) to minimise this pressure on potential bidders.	AMBER
The private sector is changing and focusing on quality contracts along with reducing their appetite for risk. This significantly reduces the size of the market and level of competition.	Specification will use SMT feedback and market knowledge to ensure that risk is apportioned appropriately. Ensure that the specification and risk profile is in line with the findings from the soft market testing and that the Councils service specification maximises our controllable assets such as the depot at Factory Lane and transfer station.	AMBER
The cost of delivering these services on a like for like basis will increase for the reasons set out in the report.	The Council will continue to review service designs, technology, Commercial Dialogue will enable the Council to highlight the markets proposed financial cost early in the process and gives the flexibility to amend the specification and service requirements within an agreed financial envelope.	RED
Service quality may be affected by mobilisation of new provider	Mobilisation and contingency plans will be assessed during any procurements to ensure robust arrangements. The	AMBER

	current proposed time line build in a 1 year mobilisation period	
Risk of Procurement Challenge resulting in being unable to award new contract. Very High-Cost Impact	Check and challenge at each stage of process from Croydon procurement, legal and finance. Running a standstill period.	AMBER
Potential delay in the service if the timetable does slip	Every effort will be applied to consider potential unforeseen delays within the procurement process, which could impact the required contract start date of March 2023. A procurement activities timetable has been developed, including contingency allowed for potential unforeseen activities that may occur. Ensure project management applied to monitor and escalate any delays. As the Council owns the vehicles a reduced mobilisation period would be manageable.	AMBER
Resource requirement for Competitive Dialogue Process.	Ensure project management applied to identify resources, pressure points and any gaps. Consider bringing in additional temporary resource if required	AMBER

9. APPENDICES

Appendix 1 Service Delivery Options

Appendix 2 Croydon resident Insight Survey

Part B - Confidential Appendix A – Financial assessment

10. BACKGROUND DOCUMENTS

10.1 Previous Cabinet report of 16 November 2022

11. URGENCY

11.1 N/A

This page is intentionally left blank

Cabinet

Date: 24th May 2023

Waste and Street Cleansing Service Commissioning Approach for service delivery

APPENDIX X OPTIONS MATRIX ADVANTAGES / DISADVANTAGES

Lead officer:

Nick Hibberd- Corporate Director of Sustainable Communities , regeneration and economic recovery

Steve Iles Director of sustainable communities

Lead member: Cllr Scott Roche Cabinet member for Streets and Environment

Contact officer: Charles Baker Head of Environmental and Neighbourhood operations

The tables below provide a summary of both the advantages and disadvantages for each of the delivery models being considered.

Commissioned service

Advantages	Disadvantages
Operational expertise; Management support structure; Well-developed management systems for service delivery, fleet management, health and safety and contingency planning; Management and resource structure able to flex resources to respond to significant local emergencies;	Contracting out cost includes provision for private sector profit margin and corporate overhead, inflating service costs; Contracts lock in costs and resources resulting in a lack of flexibility to change services in response to changes in Council budget or service priorities; Local management resourcing can be mixed and transient; Lack of transparency in service provision as service failures are not admitted to avoid contract deductions;

<p>Private sector provides robust HR framework for managing operational service delivery;</p> <p>Substantial waste sector buying power for fleet, supplies and support services;</p> <p>Contractor takes responsibility for service delivery;</p> <p>Contractor provides capital and takes risks on fleet and depot provision;</p> <p>Contractor takes responsibility for labour relations, health and safety and waste management compliance; and</p> <p>Costs set by contract mechanisms provide certainty for budget management.</p>	<p>Requires Council to fund contract client team to ensure contract complied with; and</p> <p>Fleet costs written down over contract term may have useful life remaining at contract end.</p>
---	---

Direct Service Organisation

Advantages	Disadvantages
<p>Provides for more flexible resource allocation allowing the service to react to changes in Council priorities.</p> <p>Enables the Council to adjust expenditure and resourcing to respond to budget pressures (particularly relevant where there is future budget uncertainty);</p> <p>DSO is directly accountable for service delivery removing the need for client management function and costs.</p> <p>Workforces returning to Council control are often appreciative of the change and quality service improvements can be delivered providing management systems are implemented appropriately;</p> <p>Local service knowledge developed and retained within the Council ensuring</p>	<p>Local Government pension scheme costs are substantially higher than private sector provision. Council pension costs are typically in excess of 15% compared to Private sector employer contribution schemes frequently at the national minimum rate, which is currently 3%. The cost impact is significant as labour costs represent nearly half of total waste service costs.</p> <p>DSO Management expertise may not exist where services have historically been sub-contracted out.</p> <p>Councils have direct responsibility for service risks arising from service performance, Health and Safety, workforce relations, price volatility in fuel and labour costs;</p>

<p>management are aware of service delivery challenges; and</p> <p>Fleet and equipment specification is best suited to local environment.</p>	<p>HR processes within Local Authorities are often slower than private sector equivalent.</p> <p>Would normally require capital investment to fund the fleet (currently in capital programme) and provide a depot.</p>
---	--

Local Authority Trading Company

Advantages	Disadvantages
<p>The Council can award services to a LATC through a TECKAL Exemption, if the 'control and function' test is met, removing the procurement costs of contracting out.</p> <p>Pension Costs are outside of the Local Government Pension Scheme; however, the Council will want to consider 'reasonable' contributions to the pension scheme as workers will feel 'a part of the Council'. Major discrepancies between Council worker contributions and LATC worker contributions may lead to industrial relation risks.</p> <p>The Council retains control over service delivery and changes in service delivery and priorities can be implemented without constraints of private sector contract negotiations.</p> <p>The LATC can develop a more commercial culture and approach to HR/Financial management compared to a DSO;</p> <p>Retains local knowledge within the LATC; and</p> <p>LATC model has the potential to include future service provisions, such as the grounds maintenance functions, while also providing opportunity to undertake</p>	<p>The Council may not possess management expertise and will have to source new staff to operate and manage the LATC. Additional costs are required for securing appropriately qualified and experienced staff.</p> <p>There are additional support service costs for HR to aid establishment of competitive commercial culture and provide effective operational support.</p> <p>There are additional support service costs for finance to comply with commercial accounting requirements and provide robust oversight on budget control and reporting.</p> <p>LATCs require the establishment of a Company Board and Governance structure to oversee costs and performance. The appointment of a company CEO/Directors and specialist non-executive directors would be a new governance cost.</p> <p>LATCs are 'registered' companies under the Companies Act 2006. The company is responsible for its activities and its finances are separate to the finances of the council, including management of payroll.</p>

<p>analogous work within our community for smaller operations - e.g. cleansing or grounds maintenance to support a housing association.</p>	<p>Will require the Council to fund capital investment for fleet and depot provision and fleet costs would be higher without the benefit of private sector buying power;</p> <p>Higher set up costs than DSO or contracting out;</p> <p>The LATC will have to procure and implement effective IT performance management systems that integrate with the Council's call center services;</p> <p>The Council has more direct accountability for service provision than contracting out; and</p> <p>Purchasing and procurement within a LATC model is required to be compliant with the Public Contracts Regs (2015).</p>
---	--

Waste Services and Street Cleaning Resident Insight Research

Research Report for



**SOUTH LONDON
WASTE PARTNERSHIP**

CROYDON
www.croydon.gov.uk

April 2023

Thornhill Brigg Mill, Thornhill Beck Lane, Brighouse, West Yorkshire, HD6 4AH

T: 01484 404797

W: www.enventure.co.uk

Report prepared by:

Katie Osborne
katie@enventure.co.uk

Kayleigh Pickles
kayleigh@enventure.co.uk

Report reviewed by:

Mark Robinson
mark@enventure.co.uk

Enventure Research

Head Office:

Thornhill Brigg Mill, Thornhill Beck Lane, Brighouse, West Yorkshire HD6 4AH
T: 01484 404797

London Office:

Smithfield Business Centre, 5 St John's Lane, London, EC1M 4BH
T: 0207 549 1616

W: www.enventure.co.uk E: info@enventure.co.uk

Reg no: 4693096
VAT no: 816927894



Contents

1. The Research Programme	4
1.1 Introduction	4
1.2 Methodology overview	4
1.3 Survey methodology and responses	4
1.4 Focus group methodology	7
2. Research Findings	8
2.1 Recycling and waste collection services	8
2.2 Street cleaning	57
2.3 Resolving problems and keeping residents up to date	75
2.4 Household Reuse and Recycling Centres	93
2.5 Respondent profile	101
3. Key Findings	103
4. Appendices	107

1. The Research Programme

1.1 Introduction

The South London Waste Partnership (SLWP) consists of the four south London boroughs of Croydon, Kingston, Merton and Sutton. The boroughs work together to provide more cost-effective and environmentally sustainable waste management, street cleaning and other environmental services to one million residents (400,000 households).

The SLWP holds contracts with Veolia to deliver a wide range of environmental services on behalf of the partner boroughs including:

- Recycling and residual waste collections (domestic and commercial)
- Street cleansing
- Household Waste and Recycling Centre (HWRC) management
- Winter maintenance and gritting
- Gully maintenance
- Haulage and processing of recycling
- Recyclate sales
- Resident communication and engagement services

The contracts with Veolia through which the above services are delivered will end in 2025. The partner boroughs have an opportunity to re-commission these important services and are keen to engage and involve residents in a co-design exercise to ensure the specification for the new services reflect local needs and are fit for the future.

SLWP commissioned Enventure Research to deliver a consultation exercise for each of the four London Boroughs. This report details the findings of the consultation with residents in the London Borough of Croydon.

1.2 Methodology overview

A mixed-methodology approach of both quantitative and qualitative methods was used for this consultation:

- An interviewer-led telephone/face-to-face survey with 406 residents of Croydon aged 18 and above, with quotas set to achieve a sample that was representative of the area in terms of age, gender, geographical area, ethnic group and housing type (which also covers the type of waste and recycling service received)
- A self-completion online survey targeted at residents of Croydon, with paper copies available upon request. The online survey was promoted by the Council on its website, social media and in printed communications. The online survey received 2,248 responses
- Two focus groups with a mix of residents broadly reflecting the local population

1.3 Survey methodology and responses

Questionnaire design

A questionnaire was co-designed by Croydon Council, SLWP and Enventure Research and included questions on the following topics:

- Recycling and waste collection services

- Assisted collection service
- Garden waste collection service
- Bulky waste collection service
- Christmas tree collection service
- Street cleaning
- Resolving problems and keeping residents up to date
- The three Household Reuse and Recycling Centres across the borough

The questionnaire used for the online survey contained the full set of questions, and the representative survey delivered via telephone and face-to-face interview had fewer questions to ensure it was a realistic and manageable length for respondents to answer.

For reference, a copy of both questionnaires can be found in the **Appendices**.

Representative survey (telephone and face-to-face)

A representative telephone survey was conducted with residents of Croydon aged 18 and above by a team of telephone interviewers using a CATI methodology (Computer Aided Telephone Interviewing), whereby respondents' answers to questions are directly input into survey software. In addition, some interviews were undertaken face-to-face at various locations across Croydon to ensure hard to reach residents were included, such as those from ethnic minority backgrounds and younger residents.

Interviews took approximately 15 minutes for an interviewer to complete with a respondent. Interviewer shifts took place at different times, on both weekdays and weekends (including at peak times).

Before launching the survey, the questionnaire was tested with a small number of residents who were asked to take part and provide feedback on their experience. This helped ensure that the questionnaire was easy to understand, would elicit useful responses, was of a suitable length and that the questions were asked in a non-biased manner to collect valid and reliable data.

In total, **406 interviews** were completed, with research taking place from 21 February to 21 March 2023.

Quotas for the survey were set on age, gender, ethnic group, geographical area and waste and each of the four recycling service collection types (standard kerbside collections for houses, communal collections for flats, shared wheelie bins for converted flats and HMOs, and bags for flats above shops), to provide a sample that was broadly representative of Croydon residents.

Online and paper survey (open to all Croydon residents)

To provide all residents with the opportunity to take part in the consultation, an online version of the full questionnaire was made available for residents to complete. The online survey was hosted and managed by Enventure Research with the response window open for a six-week period between 13 January and 25 February 2023. The survey was open to people aged 18 and above who lived in the borough.

The online survey was promoted via a wide range of Croydon Council communications channels, including social media, press release and digital residents' newsletters. Posters were also printed and displayed in communal areas of large blocks of flats to encourage participation amongst residents who use the communal collection service (a group which is typically underrepresented in surveys).

Paper copies of the online survey were made available and were distributed to residents upon request by SLWP. Please note that as some respondents who completed paper questionnaires did not answer all questions, base sizes may vary.

The open access survey had more questions than the telephone survey and received **2,248** responses (2,229 via the online survey and 19 completed paper copies).

Survey responses

In total, **2,654 responses** were received to the survey.

Figure 1 – Survey responses by methodology

Methodology	Number
Representative telephone and face-to-face survey	406
Online survey (including paper copies)	2,248
TOTAL	2,654

Interpretation of the findings

Figures

This report contains tables and charts. In some instances, the responses may not add up to 100%. There are several reasons why this might happen:

- The question may have allowed each respondent to give more than one answer
- Only the most common responses may be shown in the table or chart
- Individual percentages are rounded to the nearest whole number so the total may come to 99% or 101%
- A response of less than 0.5% will be shown as 0%

In some cases, response options are not shown in figures if they were not selected by any respondents.

Sampling tolerances

As the representative survey was undertaken by a sample of people who live in the London Borough of Croydon, all results are subject to sampling tolerances. Based on ONS mid-2020 estimates, the population of those aged 18 and above is 284,268, meaning that the 406 representative sample size will provide an accuracy of +/-4.9% at the 95% confidence interval. This means with a result of 50%, we can be 95% sure that if we interviewed all residents then the result would be between 45.1% and 54.9%.

Subgroup analysis

Subgroup analysis has been undertaken to explore the representative survey results by gender, age, ethnicity, disability, geographical area and property/waste collection type of Croydon. This analysis has only been carried out where the sample size is seen to be sufficient. The percentages shown in the subgroup analysis reflect the proportion of the subgroup who answered the question and gave a particular response.

Differences that are statistically significant according to the z-test at the 95% confidence level have been highlighted in this report. The z-test is a commonly used statistical test used to highlight whether differences in results are 'significant'. By this we mean that we can say with

95% confidence that we would see a difference if all residents within a specific subgroup had answered the question.

Other responses

For some questions, respondents were able to select 'other' and provide a free-text response. Where 15 or more 'other' responses have been received, a summary has been provided within the commentary to highlight the most common response themes.

Response scales

Some survey questions allowed respondents to answer questions using Likert scales, such as satisfaction rating scales. As differences between responses within these scales are often subjective, for example, the difference between those who answered 'very satisfied' and 'quite satisfied', these response options have been combined to create total responses and it is these combined figures that have been used in the analysis and commentary.

Terminology

Throughout this report, those who took part in the representative survey are referred to as 'representative respondents', whilst those who completed the online version of the survey are referred to as 'online respondents'.

1.4 Focus group methodology

Two online focus groups with Croydon residents were moderated by Enventure Research: one with residents residing in houses and one with residents residing in flats. Participants were recruited to the groups to be broadly representative of the borough in terms of age, gender, ethnicity and disability.

Focus group participants were recruited from the telephone and online surveys, where respondents were asked if they would like to participate in further research on the same topic as the survey. In total, 14 residents were recruited and ten participants attended the focus groups.

Focus groups lasted for 75 minutes and moderators followed a discussion guide designed by Enventure Research, Croydon Council and the SLWP. The guide followed the same topic areas as the survey to explore them in greater depth and used some of the survey results to facilitate discussion. The discussion guide can be found in the **Appendices**.

2. Research Findings

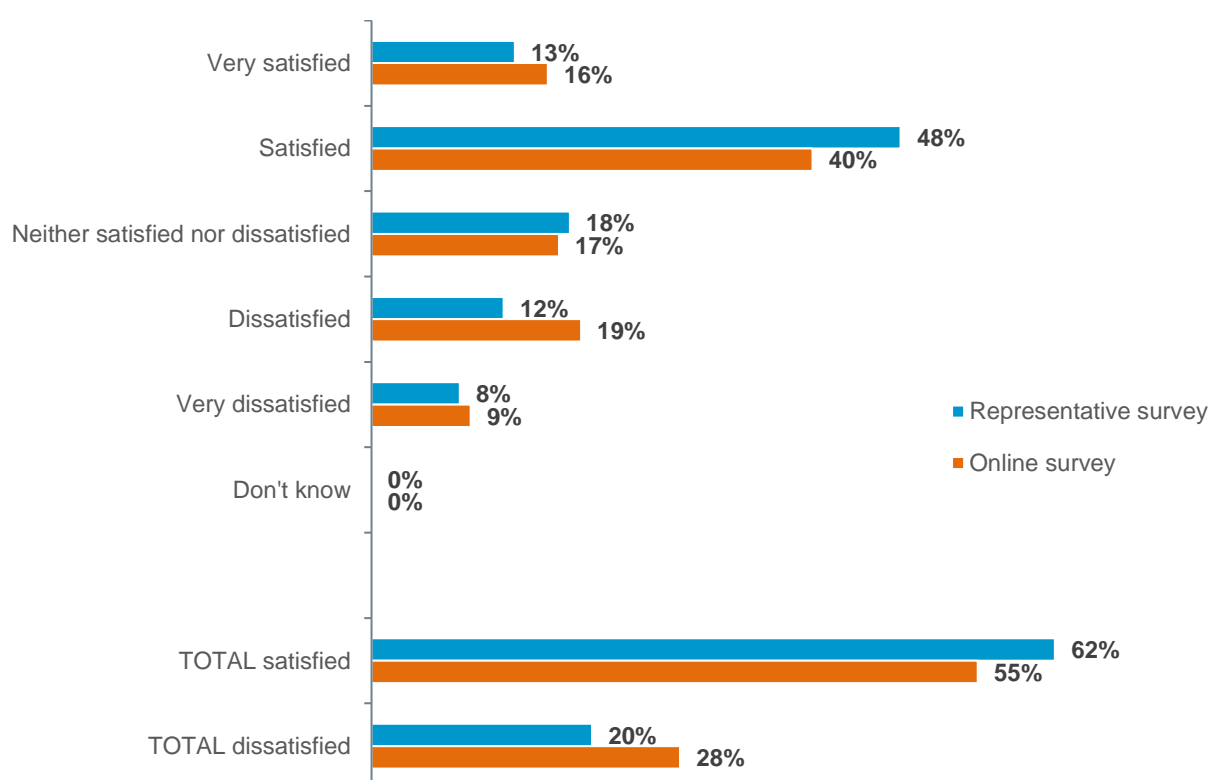
2.1 Recycling and waste collection services

Satisfaction with the recycling and waste collection services

Respondents were first asked how satisfied or dissatisfied they were with the recycling and waste collection service provided by the council. Six in ten representative respondents (62%) and over half of online respondents (55%) said they were satisfied overall. Overall, dissatisfaction was higher amongst online respondents (28%) than representative respondents (20%).

Figure 2 – (Q4) How satisfied or dissatisfied are you with the recycling and waste collection service provided by the council?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to say they were **satisfied** with the recycling and waste collection service provided by the council (62% overall) include:

- Those living in a house (71%) vs those living in a house converted to flats (54%) and purpose built flats (49%)
- Those aged 55+ (73%) vs those aged 35-54 (56%)

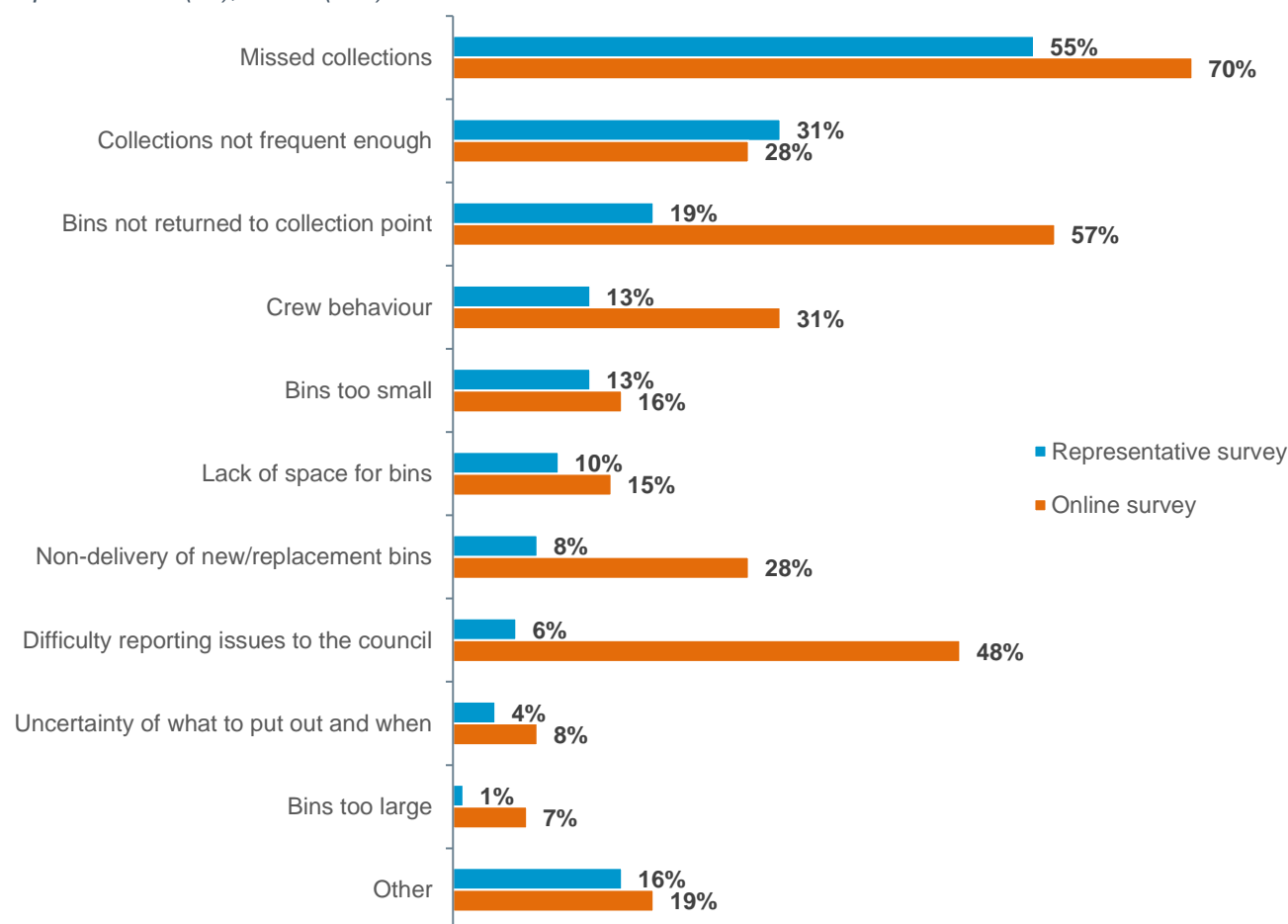
Subgroups more likely to say they were **dissatisfied** with the recycling and waste collection service provided by the council (20% overall) include:

- Those living in purpose built flats (30%) vs those living in a house (15%)
- Those who have a disability (32%) vs those who do not (18%)

Those who indicated that they were dissatisfied with the recycling and waste collection service were then asked why this was. The most common response across both surveys was *missed collections* (55% representative, 70% online). Online respondents were more likely than representative respondents to select *bins not returned to collection point* (57% compared with 19%), *crew behaviour* (31% compared with 13%), *non-delivery of new/replacement bins* (28% compared with 8%) and *difficulty reporting issues to the council* (48% compared with 6%).

Figure 3 – (Q5) Why have you said you are ‘dissatisfied’ or ‘very dissatisfied’ with the recycling and waste collection service?

Base: Those who said they were dissatisfied with the recycling and waste collection service – representative (80); online (620)



Subgroup analysis of the representative survey

There were no statistically significant differences between subgroups.

‘Other’ responses

The following points are the main ‘other’ comments:

- Bins damaged/roughly treated by crew
- Bins not returned correctly/left haphazardly
- Messy collections/litter in street
- Missed/late collections

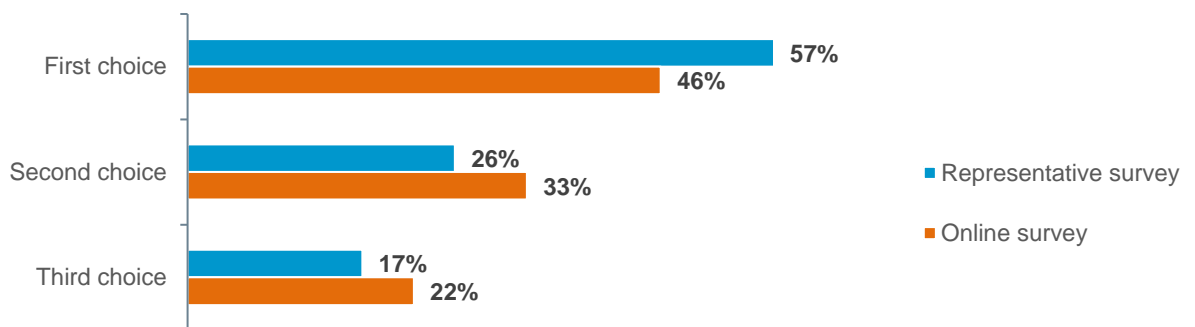
Resident priorities

Respondents were provided with a list of three characteristics and were asked to rank them in terms of what matters most to them regarding their waste and recycling collection service in the future. This list included environmental benefits, convenience or ease of use, and affordability. Representative respondents were most likely to rank *environmental benefits* as their first choice (57%), whilst equal proportions of online respondents selected *environmental benefits* and *convenience or ease of use* as their first choice (both at 46%). *Affordability* was least likely to be ranked as first choice across both surveys (11% representative, 9% online) and instead was most likely to be ranked as third choice (48% representative, 55% online).

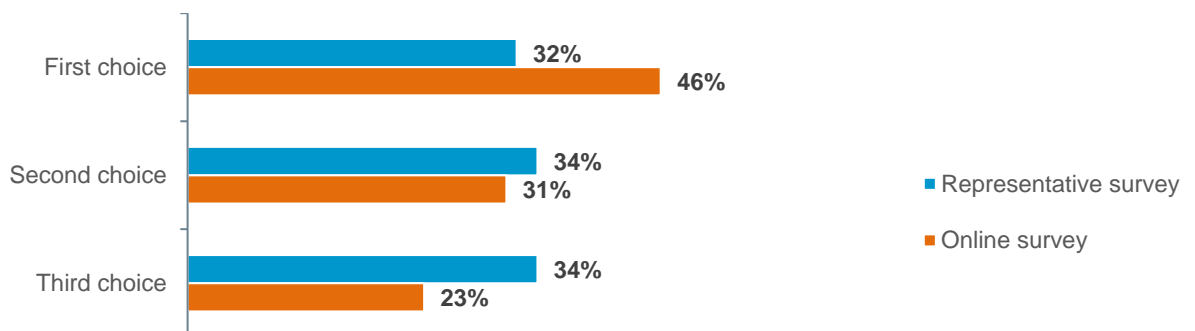
Figure 4 – (Q6) When you think about your recycling and waste collection service in the future, what matters most? (Please rank from 1 to 3, where 1 is the highest priority and 3 is the lowest priority)

Base: All respondents – representative (406); online (2,236)

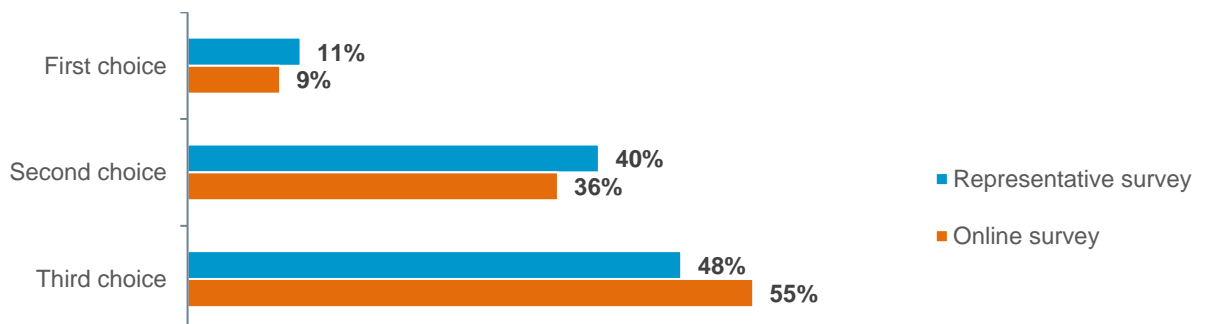
Environmental benefits (carbon reduction, waste minimisation, recycling)



Convenience or ease of use (simplicity of service)



Affordability (to help make sure money is available to fund other council services)



Subgroup analysis of the representative survey

Subgroups more likely to rank **environmental benefits** as their first choice (57% overall) include:

- Croydon Central residents (65%) vs Croydon South residents (51%)
- Female respondents (62%) vs male respondents (49%)

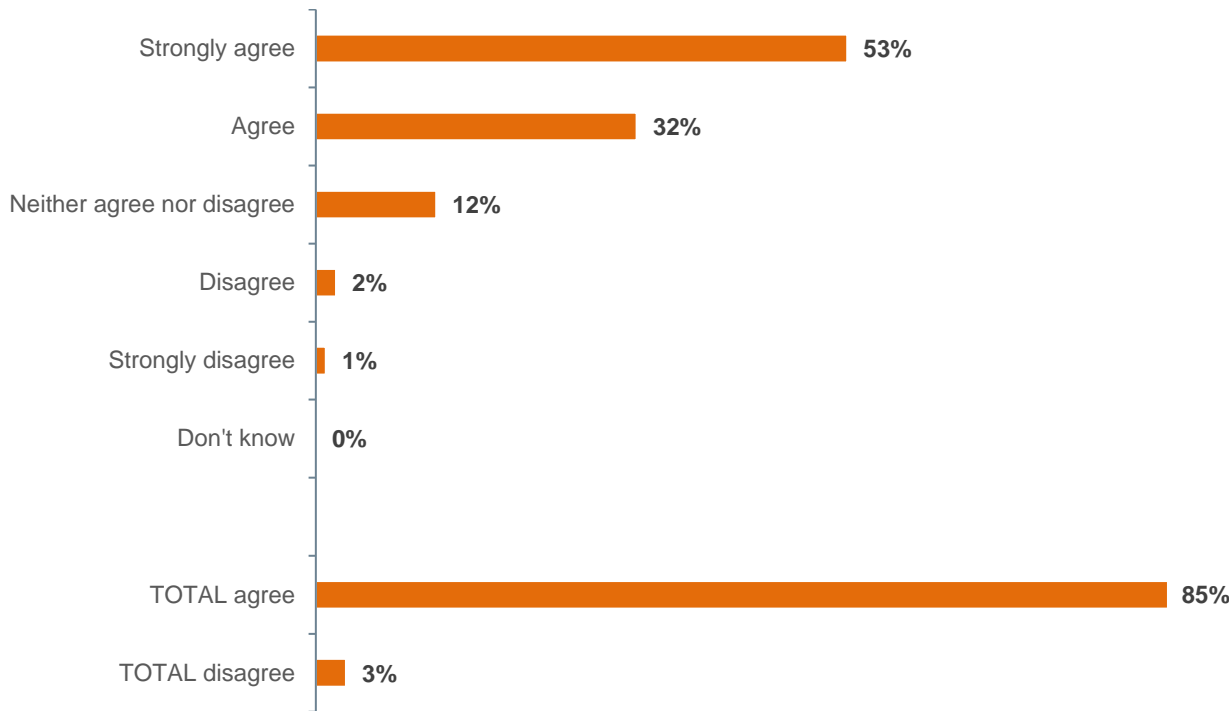
Subgroups more likely to rank **convenience or ease of use** as their first choice (32% overall) include:

- Those living in a house (38%) vs those living in a house converted to flats (21%)
- Croydon North residents (40%) vs Croydon Central residents (22%)

Encouraging more recycling

Online respondents were asked to what extent they agreed or disagreed that more needs to be done in the future to recycle more and waste less in Croydon. Over eight in ten agreed overall (85%), whilst much smaller proportions said they *neither agreed nor disagreed* (12%) or disagreed overall (3%).

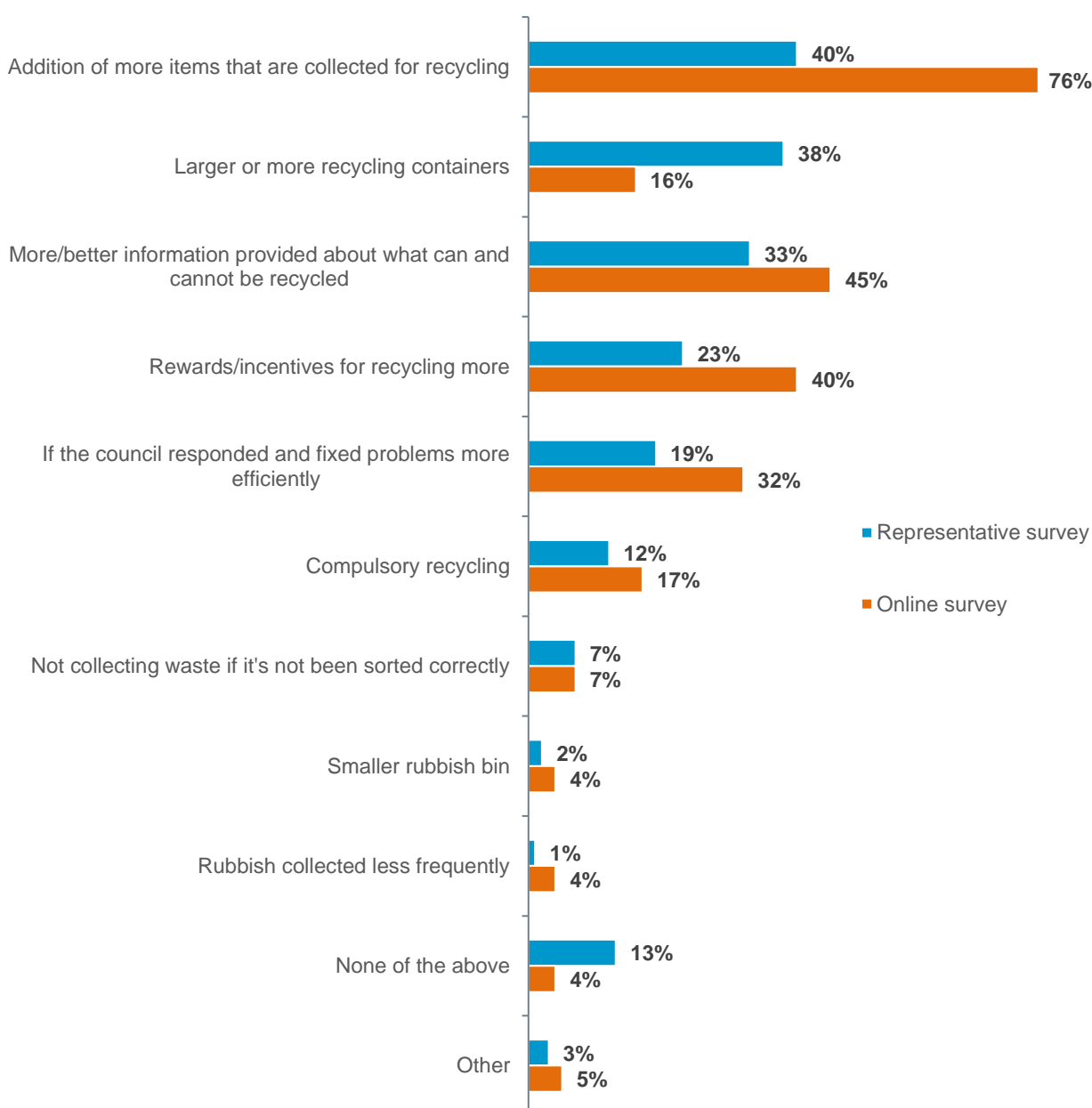
Figure 5 – (Q7) To what extent do you agree or disagree that more needs to be done in the future to recycle more and waste less in the London Borough of Croydon?
Base: All respondents – online (2,248)



Respondents were asked which changes would encourage them and their household to recycle more in the future from a list. The most common response across both surveys was *addition of more items that are collected for recycling* (40% representative, 76% online). A larger proportion of representative respondents felt that having *larger or more recycling containers* would encourage them to recycle more (38%) than online respondents (16%). Online respondents, on the other hand, were more likely to select *more/better information provided about what can and cannot be recycled* (45%), *rewards/incentives for recycling more* (40%) and *if the council responded and fixed problems more efficiently* (32%) than representative respondents (33%, 23% and 19% respectively).

Figure 6 – (Q8) Which of the following changes would encourage you and those in your household to recycle more in the future?

Base: All respondents – representative (406); online (2,244)



Subgroup analysis of the representative survey

Those living in a house were more likely to select **addition of more items that are collected for recycling** (46%) when compared with those living in purpose built flats (32%).

Those living in **purpose built flats** were more likely to select the following:

- Larger or more recycling containers (49%) vs those living in a house (33%) and those living in a house converted to flats (33%)
- If the council responded and fixed problems more efficiently (24%) vs those living in a house converted to flats (11%)

Subgroups more likely to select **none of the above** (13% overall) include:

- Croydon South residents (20%) vs Croydon North residents (10%)
- Those aged 55+ (20%) vs those aged 18-34 (5%)

'Other' responses

The following points are the main 'other' comments:

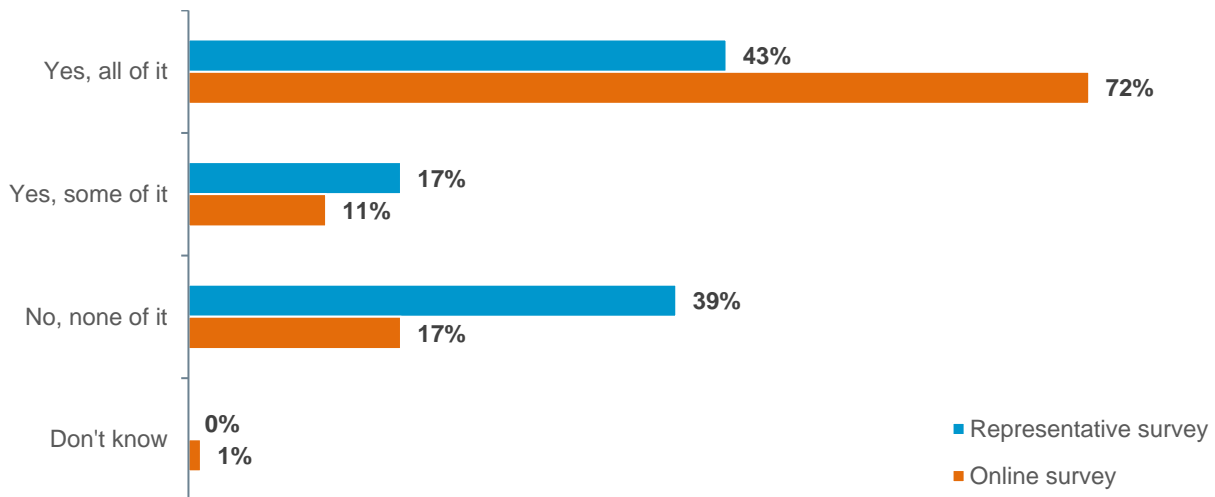
- Mixed recycling/one bin for all recycling
- More frequent collections
- No missed collections/collect on time

Food waste recycling

Online respondents were more likely to say they recycle *all* of their food waste (72%) than representative respondents (43%). Conversely, representative respondents were more likely to say they recycle *some* of their food waste (17%) or *none of it* (39%) than online respondents (11% and 17% respectively).

Figure 7 – (Q9) Do you currently recycle your food waste?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to say they **recycle all of their food waste** (43% overall) include:

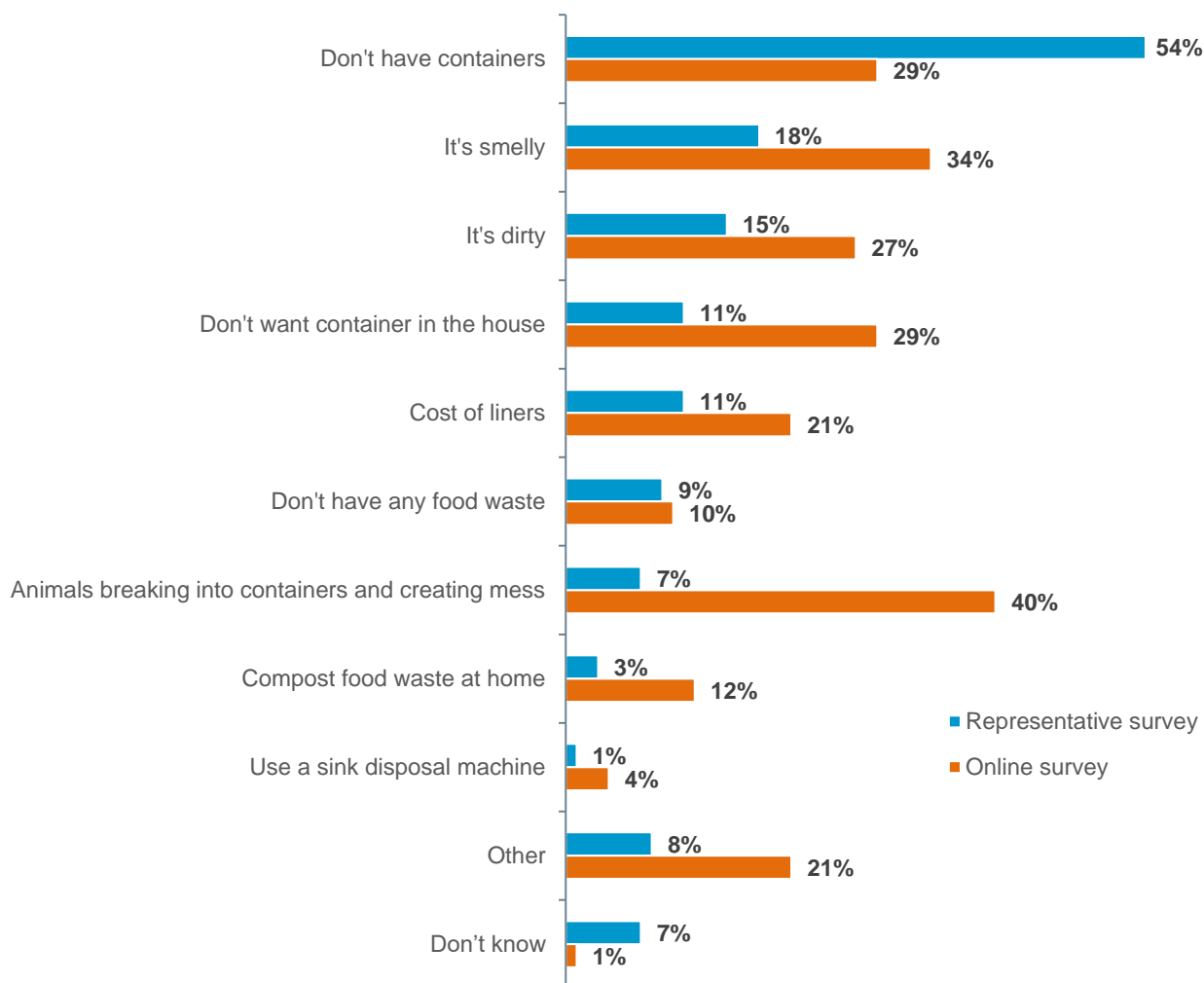
- Those living in a house (58%) vs those living in a house converted to flats (32%) and purpose built flats (25%)
- Croydon South residents (52%) vs Croydon Central residents (36%)
- Those aged 55+ (57%) vs those aged 18-54 (38%)

Those living in a house converted to flats and purpose built flats were more likely to say they **recycle none of their food waste** (47% and 62% respectively) when compared with those living in a house (23%).

Those who indicated that they do not recycle any of their food waste were asked why this was. Over half of representative respondents said this was because they *don't have containers* (54%), whilst the most common response amongst online respondents was that *animals break into containers and create mess* (40%). Other common responses include the perception that food waste recycling is *smelly* (18% representative, 34% online), *dirty* (15% representative, 27% online) or that respondents *don't want containers in the house* (11% representative, 29% online).

Figure 8 – (Q10) What stops you from recycling your food waste?

Base: Those who do not recycle any of their food waste – representative (158); online (373)



Subgroup analysis of the representative survey

Subgroups more likely to say they **don't have containers** (54% overall) include:

- Those living in purpose built flats (63%) vs those living in a house (40%)
- Those from ethnic minority backgrounds (65%) vs those of White ethnicity (46%)

'Other' responses

The following points are the main 'other' comments:

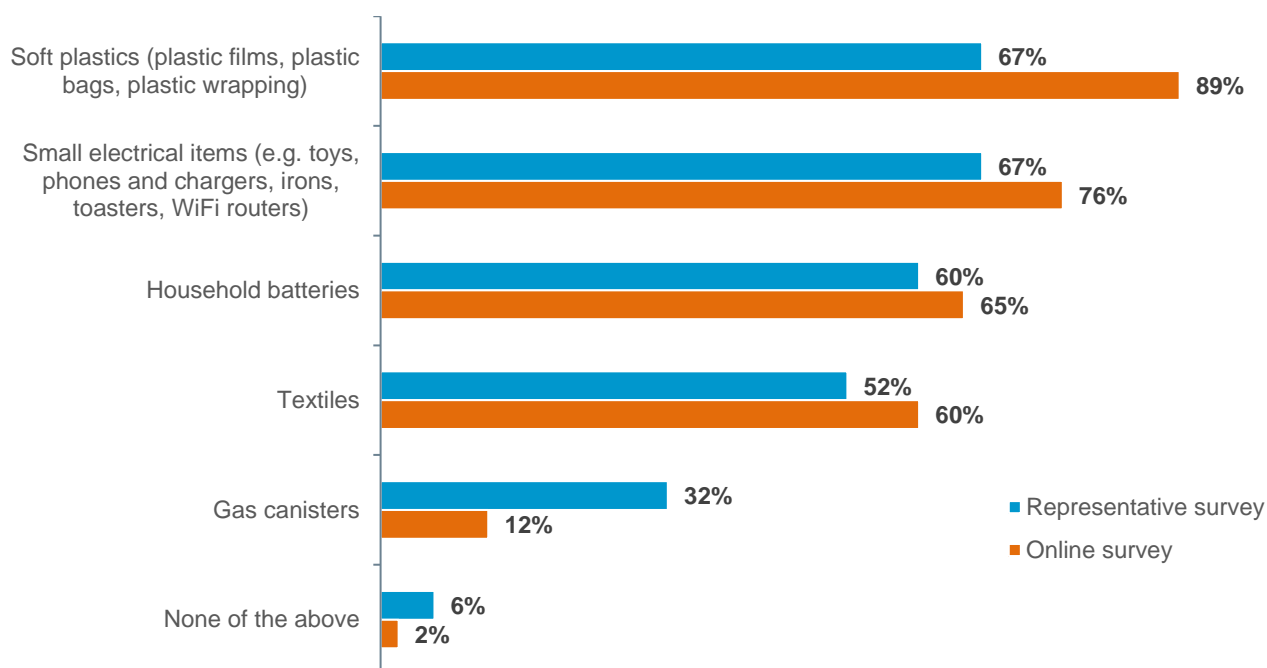
- Attracts foxes/vermin/insects
- Not emptied/missed collections
- No facilities available/service not offered

Recycling in the future

Respondents were provided with a list of items and asked to identify any that they would like to be able to recycle from home in the future. Across both surveys, the most common responses were *soft plastics* (67% representative, 89% online) and *small electrical items* (67% representative, 76% online). A similar proportion of respondents across both surveys said they would like to recycle *household batteries* from home (60% representative, 65% online). Half of representative respondents (52%) and 60% of online respondents said they would like to recycle *textiles* from home. A third of representative respondents said they would like to be able to recycle *gas canisters* from home (32%), whilst only 12% of online respondents said the same.

Figure 9 – (Q11) Which of these items would you like to be able to recycle from home in the future?

Base: All respondents – representative (406); online (2,246)



Subgroup analysis of the representative survey

Those living in a house converted to flats were more likely to select **soft plastics** (79%) when compared with those living in a house (63%).

Those aged 35-54 were more likely to select **small electrical items** (73%) when compared with those aged 18-34 (59%).

Subgroups more likely to select **household batteries** (60% overall) include:

- Those living in purpose built flats (69%) vs those living in a house (56%)
- Those aged 35-54 (70%) vs those aged 18-34 (49%) and 55+ (58%)

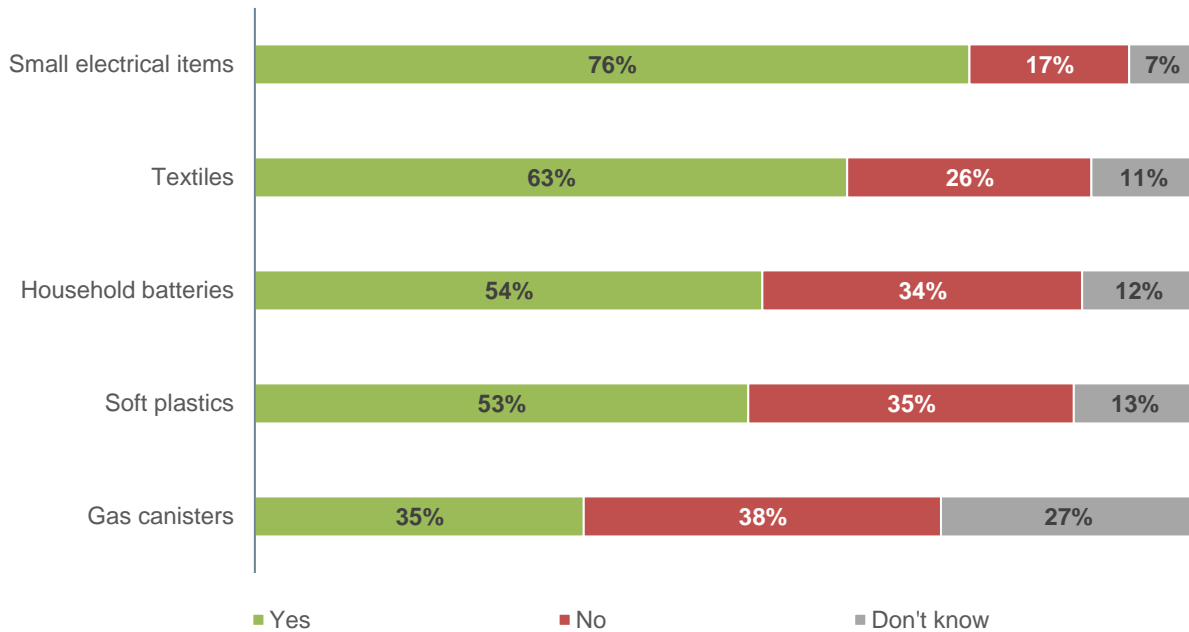
Subgroups more likely to select **gas canisters** (32% overall) include:

- Those living in a house converted to flats (47%) vs those living in a house (27%)
- Croydon Central residents (34%) vs Croydon North residents (20%)
- Those aged 35-54 (41%) vs those aged 18-34 (28%) and 55+ (24%)

Online respondents were then asked whether they would use a free bookable collection service for these items if it was not possible to include them in their standard collection service. Three quarters of online respondents said they would use a free bookable collection service for *small electrical items* (76%), followed by almost two thirds who said they would use it for *textiles* (63%). Over half of online respondents said they would also use it for *household batteries* (54%) and *soft plastics* (53%). Opinion was relatively split regarding *gas canisters*, as similar proportions of online respondents said they would (35%) or would not use the service (38%).

Figure 10 – (Q12) If it is not possible to include these items in your standard recycling collection service, would you use a free bookable collection service (via an online form) for these items?

Base: All respondents – online (2,239)

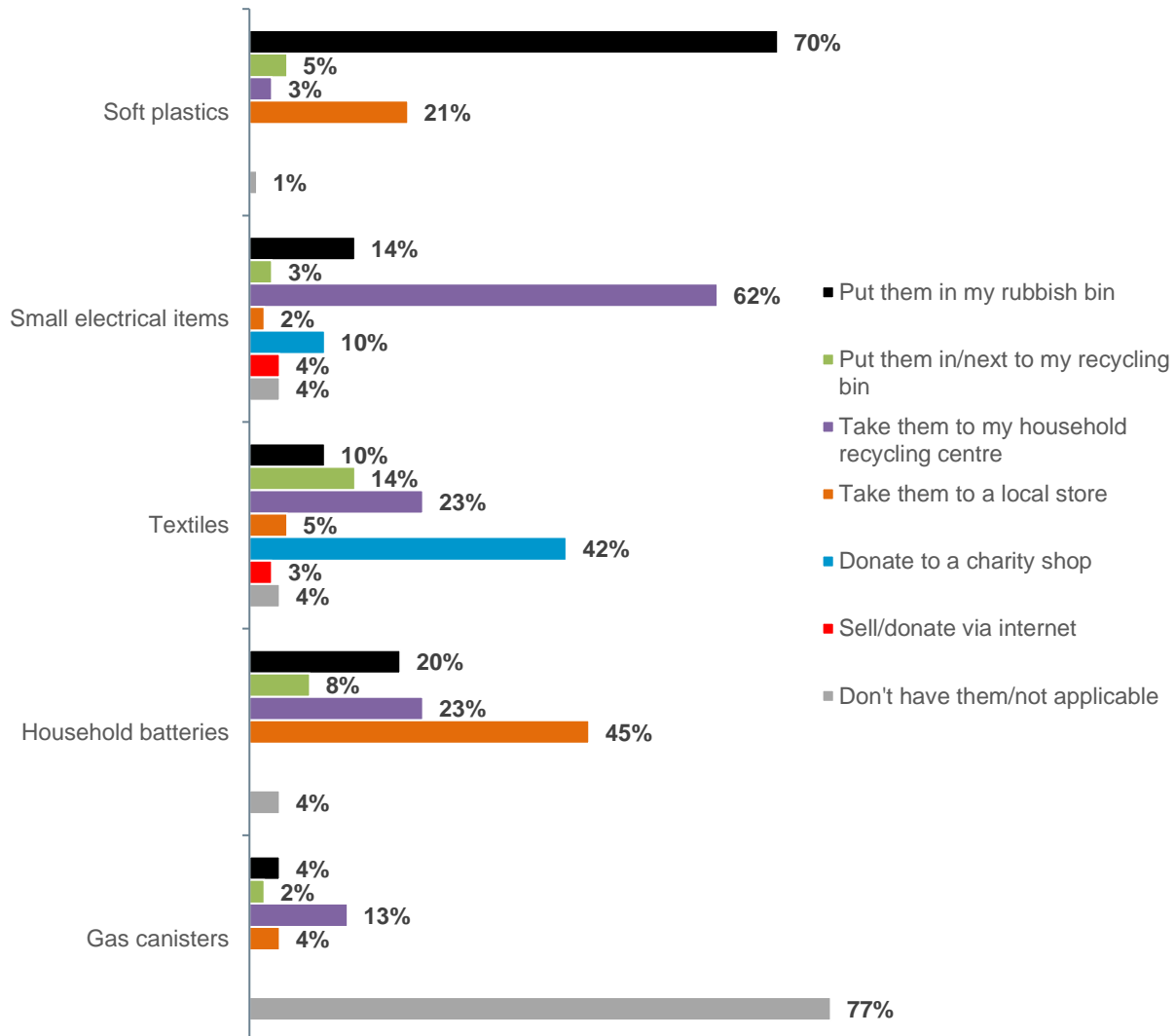


Disposing of items

Online respondents were asked what they did with a range of items, such as soft plastics, small electrical items, textiles, household batteries, and gas canisters. Online respondents were most likely to say that they put *soft plastics* in their rubbish bin (70%), take *small electrical items* to their household recycling centre (62%), donate *textiles* to a charity shop (42%), take *household batteries* to a local store (45%), and that they do not have any *gas canisters* to dispose of (77%).

Figure 11 – (Q13) What do you currently do with the following items?

Base: All respondents – online (2,245)

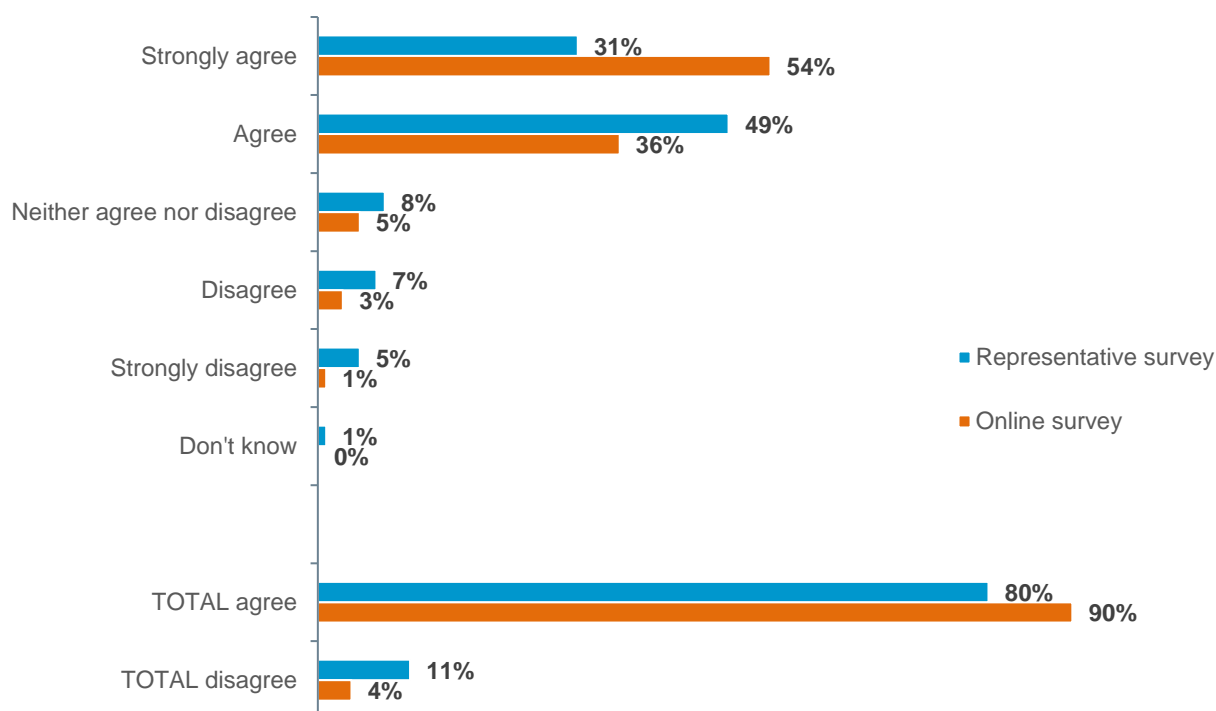


Perceptions of the council's recycling and waste services

Respondents were asked to what extent they agreed or disagreed with a series of statements about their waste and recycling collection services. Of all the statements asked about, respondents across both surveys were most likely to agree overall that they recycle everything they can using the council's collection service (80% representative, 90% online). By contrast, only very small proportions disagreed with this statement overall (11% representative, 4% online).

**Figure 12 – (Q14a) To what extent do you agree or disagree with the following statements?
I recycle everything I can using my council's collection service**

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that they recycle everything they can using the council's collection service (80% overall) include:

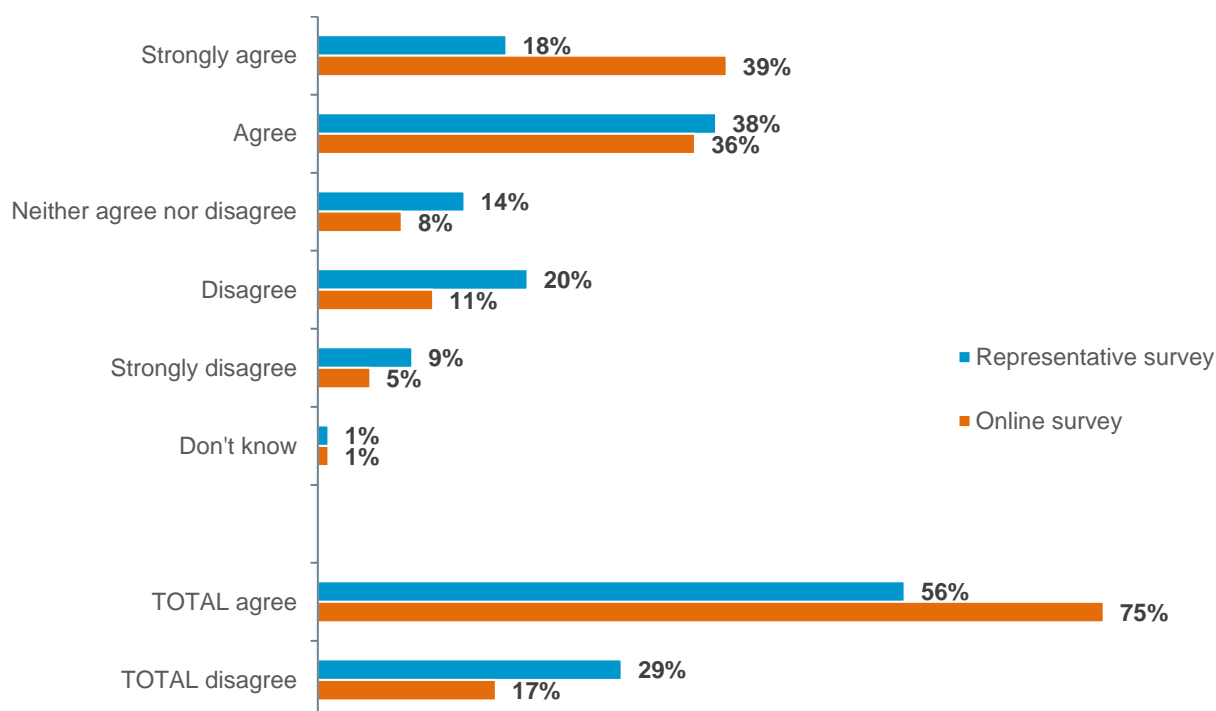
- Those living in a house (94%) vs those living in a house converted to flats (67%) and purpose built flats (64%)
- Croydon North residents (87%) vs Croydon Central residents (75%)
- Those aged 55+ (88%) vs those aged 18-54 (76%)

Those living in a house converted to flats and purpose built flats were more likely to **disagree** that they recycle everything they can using the council's collection service (15% and 24% respectively) when compared with those living in a house (2%).

The majority of respondents across both surveys agreed overall that they have enough space in their recycling bins and boxes to recycle all the items they want to (56% representative, 75% online). Representative respondents were more likely to disagree with this statement overall (29%) than online respondents (17%).

Figure 13 – (Q14b) To what extent do you agree or disagree with the following statements? I have enough space in my recycling bins/boxes to recycle all items I want to

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that they have enough space in their recycling bins/boxes to recycle all the items they want to (56% overall) include:

- Those living in a house (72%) vs those living in a house converted to flats (43%) and purpose built flats (37%)
- Croydon South (66%) and Croydon North residents (66%) vs Croydon Central residents (49%)
- Those aged 55+ (73%) vs those aged 18-54 (50%)

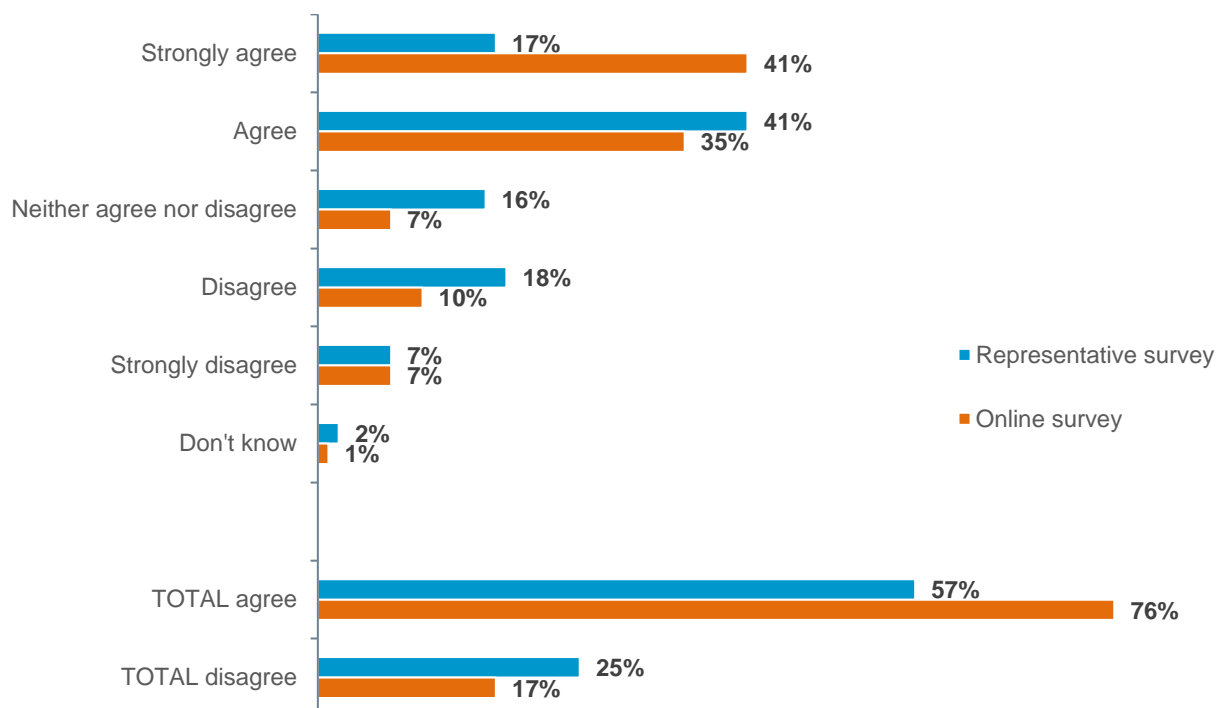
Subgroups more likely to **disagree** that they have enough space in their recycling bins/boxes to recycle all the items they want to (29% overall) include:

- Those living in a house converted to flats (35%) and purpose built flats (44%) vs those living in a house (17%)
- Female respondents (33%) vs male respondents (21%)
- Those aged 18-54 (33%) vs those aged 55+ (15%)
- Those who have a disability (46%) vs those who do not (26%)

Almost six in ten representative respondents (57%) and three quarters of online respondents (76%) agreed overall that the rubbish bin provided by the council is large enough for the non-recyclable waste their household produces. Representative respondents were more likely to disagree with this overall (25%) than online respondents (17%).

Figure 14 – (Q14c) To what extent do you agree or disagree with the following statements? The rubbish bin provided by the council is large enough for the non-recyclable waste my household produces

Base: All respondents – representative (406); online (2,247)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that the rubbish bin provided by the council is large enough for the non-recyclable waste their household produces (57% overall) include:

- Those living in a house (70%) vs those living in a house converted to flats (48%) and purpose built flats (40%)
- Those aged 55+ (69%) vs those aged 18-54 (52%)

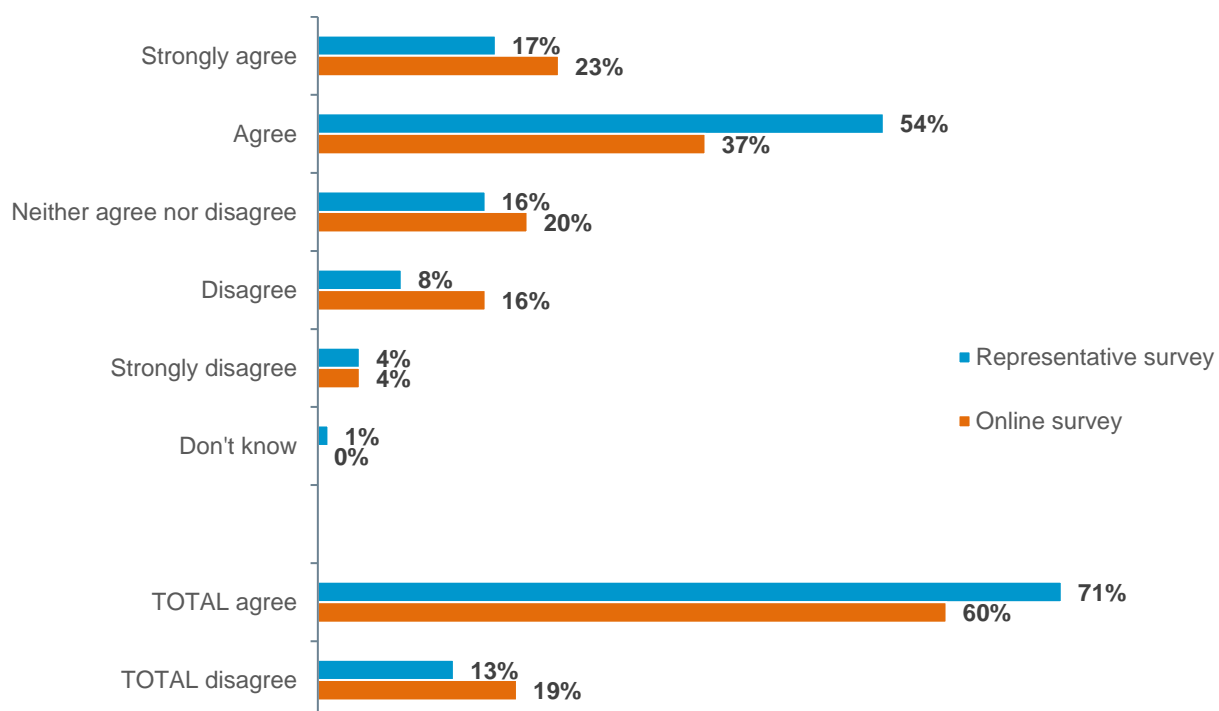
Subgroups more likely to **disagree** that the rubbish bin provided by the council is large enough for the non-recyclable waste their household produces (25% overall) include:

- Those living in purpose built flats (34%) vs those living in a house (18%)
- Those aged 18-54 (29%) vs those aged 55+ (13%)
- Those from ethnic minority backgrounds (31%) vs those of White ethnicity (20%)

Seven in ten representative respondents (71%) and six in ten online respondents (60%) agreed overall that they feel they have enough information to recycle correctly. A further 13% of representative respondents and 19% of online respondents disagreed overall.

**Figure 15 – (Q14d) To what extent do you agree or disagree with the following statements?
I feel I have enough information to recycle correctly**

Base: All respondents – representative (406); online (2,247)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that they feel they have enough information to recycle correctly (71% overall) include:

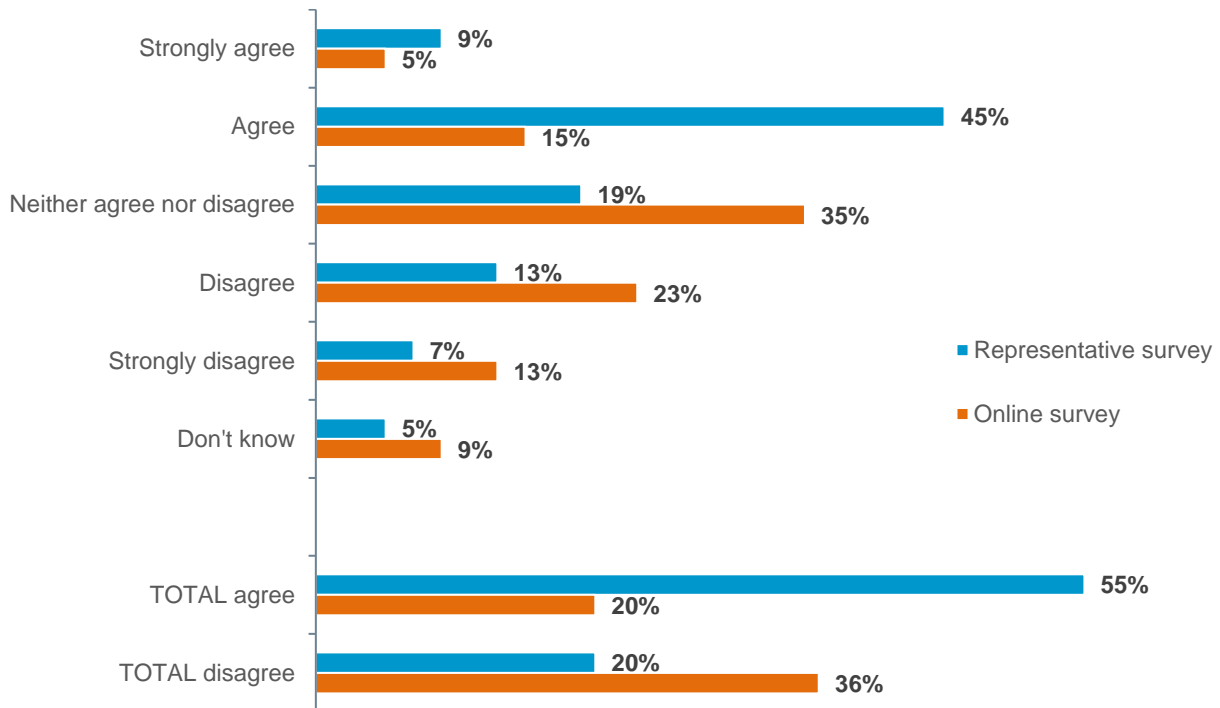
- Those living in a house (82%) vs those living in a house converted to flats (58%) and purpose built flats (58%)
- Croydon South residents (82%) vs Croydon Central residents (66%)

Those living in purpose built flats were more likely to **disagree** that they feel they have enough information to recycle correctly (21%) when compared with those living in a house (8%).

When asked to what extent they agreed or disagreed that they are confident that what they put in their recycling containers actually gets recycled, representative respondents were more likely to agree overall (55%) than disagree overall (20%). However, online respondents were more likely to disagree overall (36%) than agree overall (20%).

Figure 16 – (Q14e) To what extent do you agree or disagree with the following statements? I'm confident that what I put in my recycling containers actually gets recycled

Base: All respondents – representative (406); online (2,248)



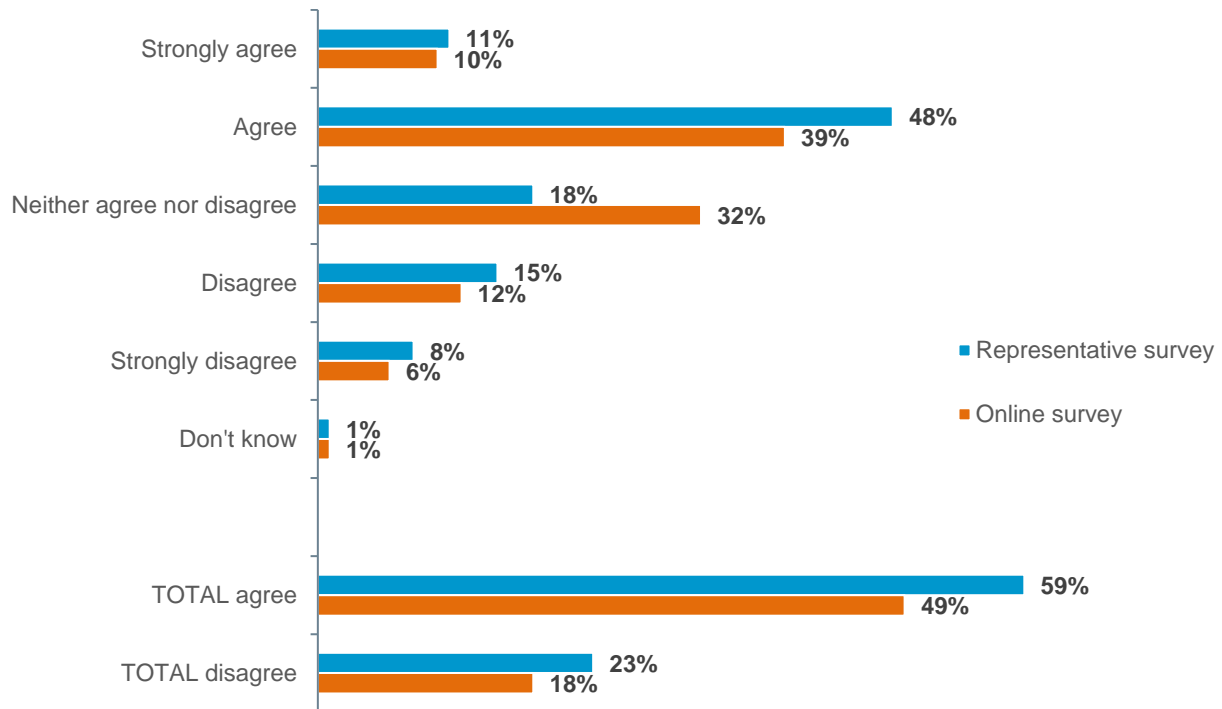
Subgroup analysis of the representative survey

There were no statistically significant differences between subgroups.

Six in ten representative respondents (59%) and half of online respondents (49%) agreed overall that the council encourages them to recycle. A further 23% of representative respondents and 18% of online respondents disagreed overall.

**Figure 17 – (Q14f) To what extent do you agree or disagree with the following statements?
The council encourages me to recycle**

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that the council encourages them to recycle (59% overall) include:

- Those living in a house (74%) vs those living in a house converted to flats (43%) and purpose built flats (39%)
- Those aged 55+ (70%) vs those aged 18-54 (54%)

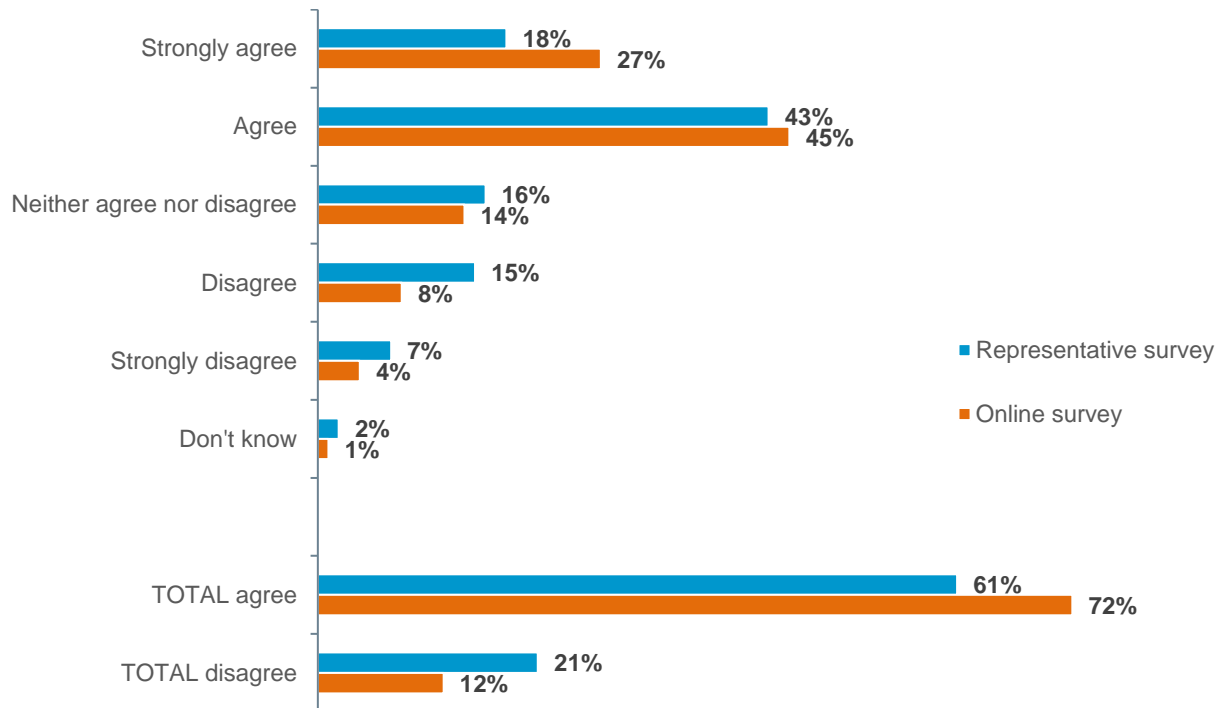
Subgroups more likely to **disagree** that the council encourages them to recycle (23% overall) include:

- Those living in purpose built flats (41%) vs those living in a house converted to flats (23%) and a house (13%)
- Those who have a disability (36%) vs those who do not (20%)

Six in ten representative respondents (61%) and seven in ten online respondents (72%) agreed overall that they regularly recycle or reuse items not collected by the council in other schemes. Representative respondents were more likely to disagree overall (21%) than online respondents (12%).

**Figure 18 – (Q14g) To what extent do you agree or disagree with the following statements?
I regularly recycle/reuse items not collected by the council in other schemes**

Base: All respondents – representative (406); online (2,247)



Subgroup analysis of the representative survey

Subgroups more likely to **agree** that they regularly recycle/reuse items not collected by the council in other schemes (61% overall) include:

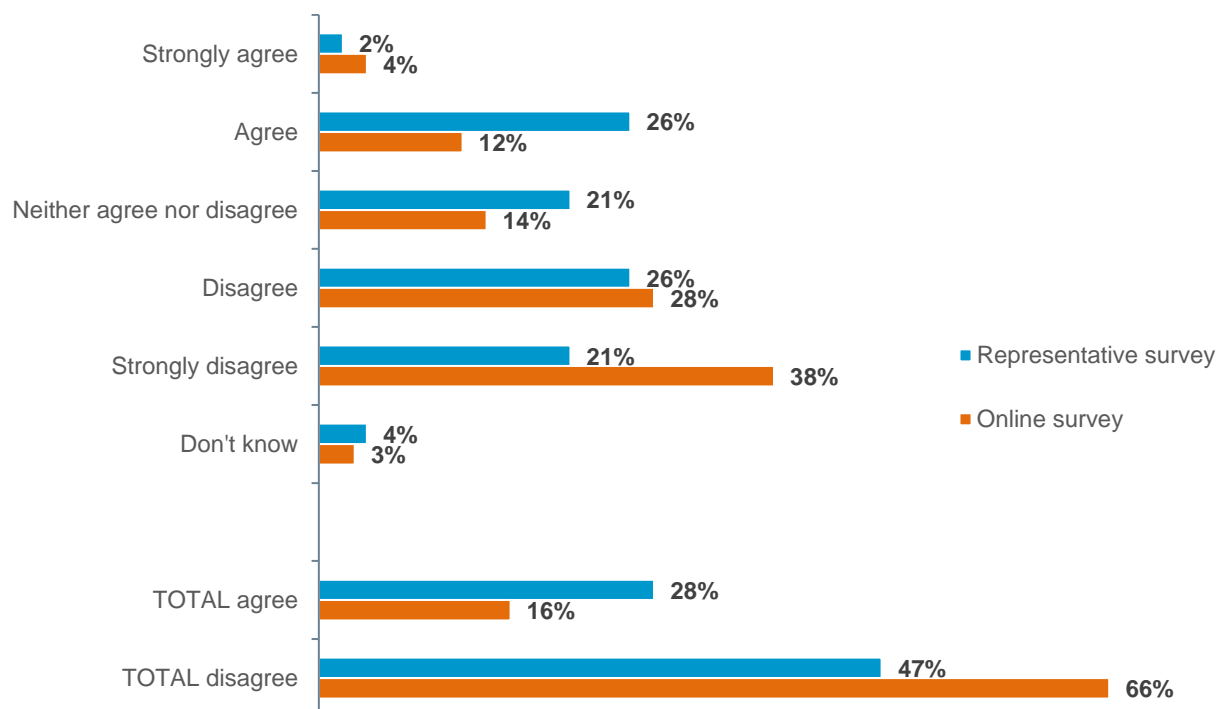
- Those living in a house (69%) vs those living in a house converted to flats (54%) and purpose built flats (50%)
- Croydon South residents (82%) vs Croydon Central (54%) and Croydon North residents (57%)
- Those aged 55+ (72%) vs those aged 18-54 (55%)

Croydon Central and Croydon North residents were more likely to **disagree** that they regularly recycle/reuse items not collected by the council in other schemes (26% and 30% respectively) when compared with Croydon South residents (13%).

Almost half of representative respondents (47%) and two-thirds of online respondents (66%) disagreed overall that it is reasonable for the council to charge a fee for replacement recycling and rubbish containers in order to encourage responsible use and reduce the cost of running the service. Three in ten representative respondents agreed overall that this is reasonable (28%), whereas only 16% of online respondents felt the same.

Figure 19 – (Q14h) To what extent do you agree or disagree with the following statements? It is reasonable for my council to charge a fee for replacement recycling and rubbish containers in order to encourage responsible use and reduce the cost of running the service

Base: All respondents – representative (406); online (2,246)



Subgroup analysis of the representative survey

Subgroups more likely to **disagree** that it is reasonable for the council to charge a fee for replacement containers (47% overall) include:

- Those living in a house (56%) vs those living in a house converted to flats (32%) and purpose built flats (41%)
- Croydon South residents (59%) vs Croydon Central residents (44%)
- Those aged 55+ (54%) vs those aged 18-34 (38%)

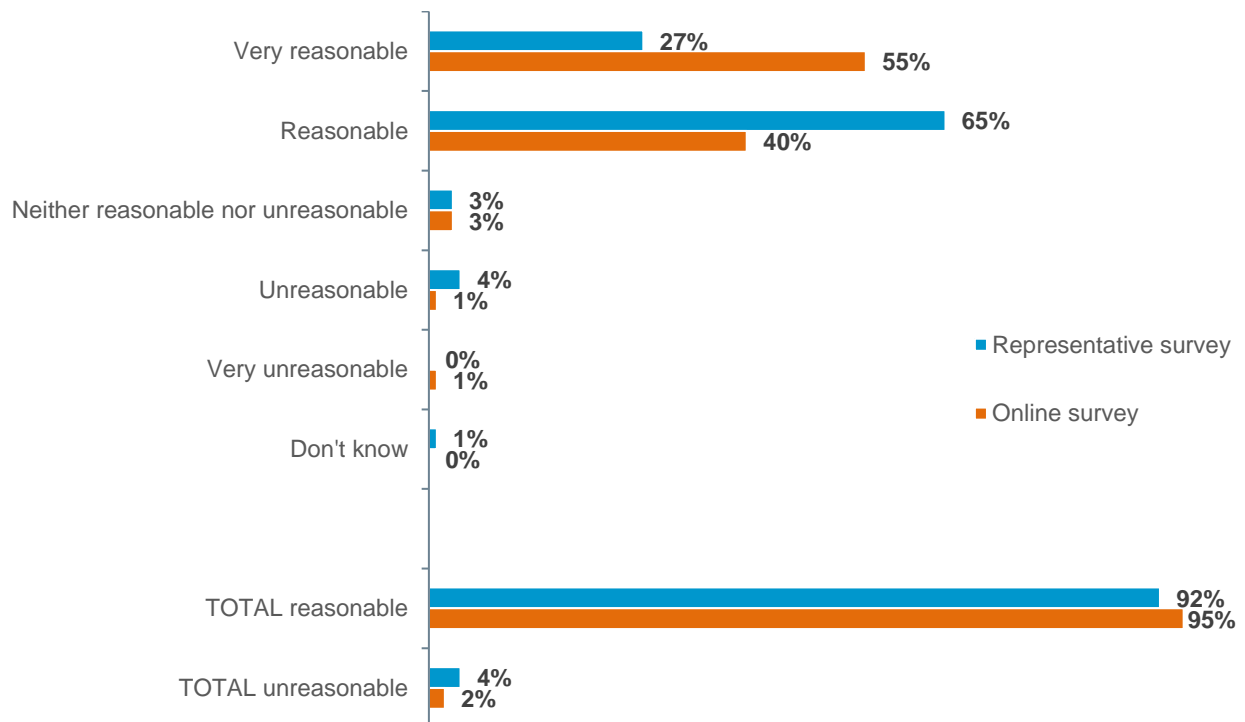
Recycling rules

Respondents were then asked whether they thought a series of rules were reasonable or unreasonable for residents to follow in the future to help the recycling and waste collection service run more efficiently. The majority of respondents across both surveys thought it was reasonable overall to enforce that containers must be presented on time (92% representative, 95% online).

Figure 20 – (Q15a) To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Containers must be presented on time

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

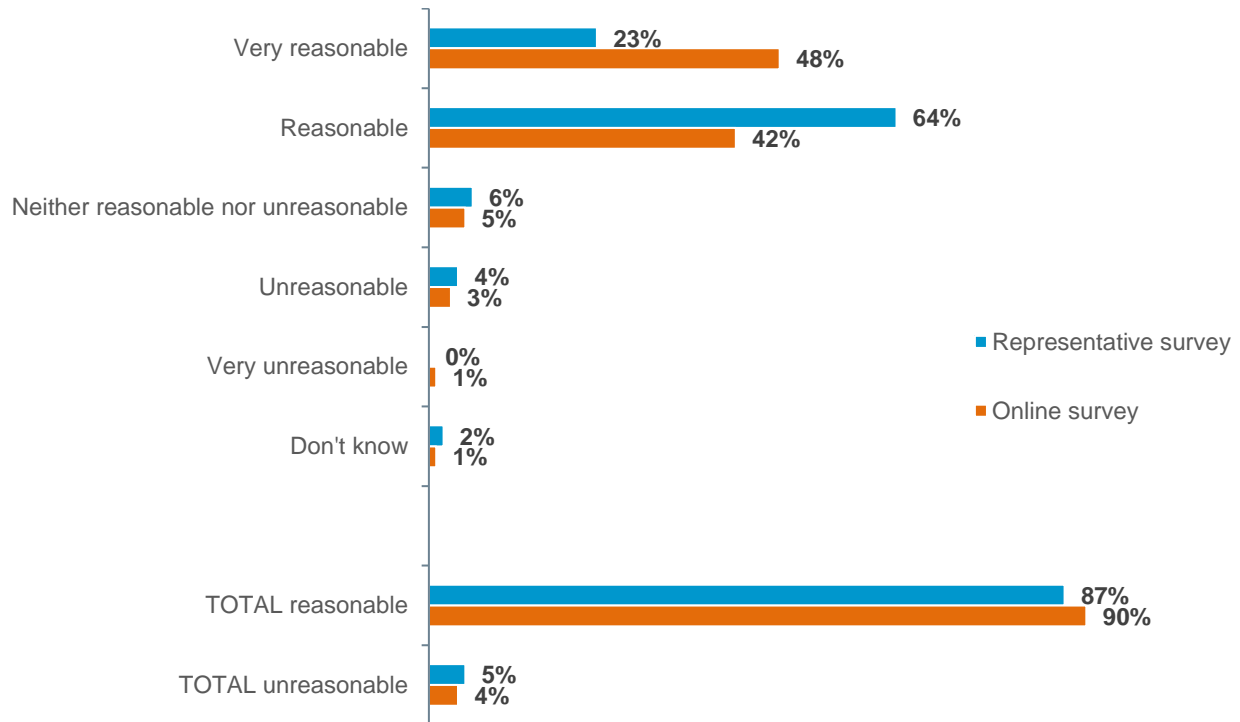
There were no statistically significant differences between subgroups.

Around nine in ten respondents across both surveys thought it was reasonable overall to enforce that containers must be presented to the front of the property or other pre-agreed collection point (87% representative, 90% online).

Figure 21 – (Q15b) To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Containers must be presented to the front of the property (or other pre-agreed collection point)

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

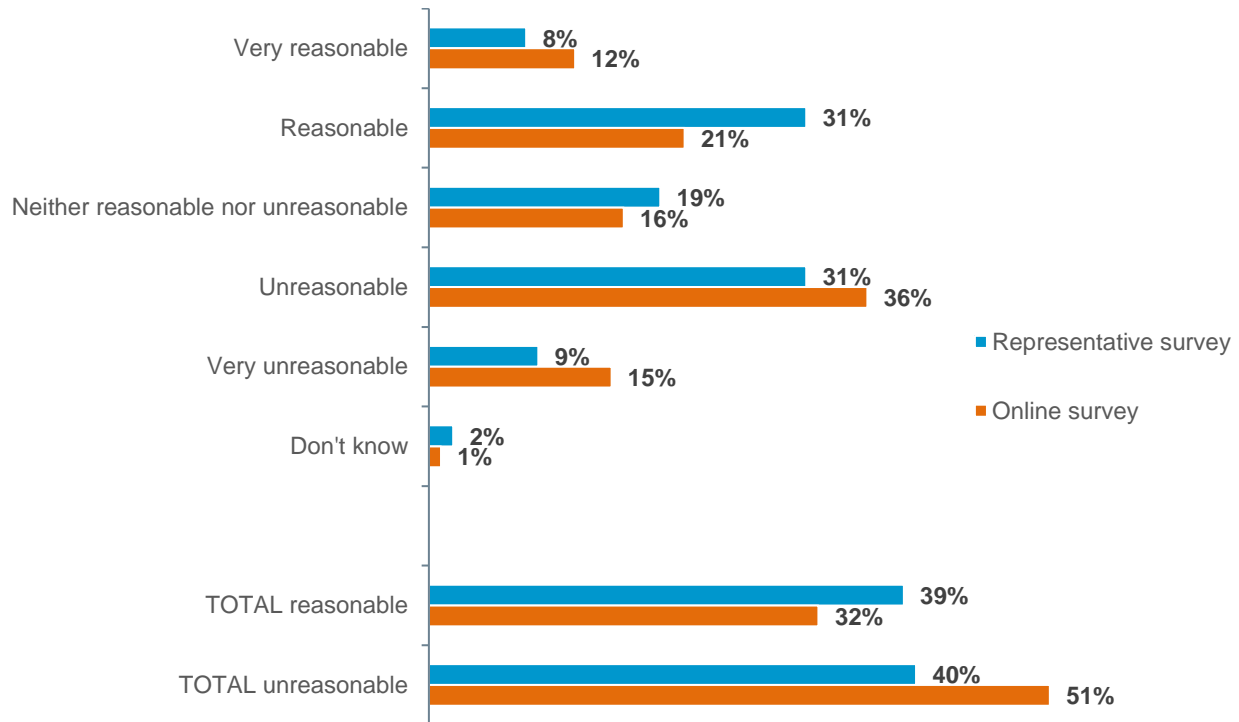
There were no statistically significant differences between subgroups.

Almost equal proportions of representative respondents thought it was reasonable overall (39%) and unreasonable overall (40%) to enforce that extra waste that is not in the bins will not be collected. Online respondents were more likely to think this was unreasonable overall (51%) than reasonable overall (32%).

Figure 22 – (Q15c) To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Extra waste (not in the bins) will not be collected

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Subgroups more likely to think it is **unreasonable** to strictly enforce that extra waste (not in the bins) will not be collected (40% overall) include:

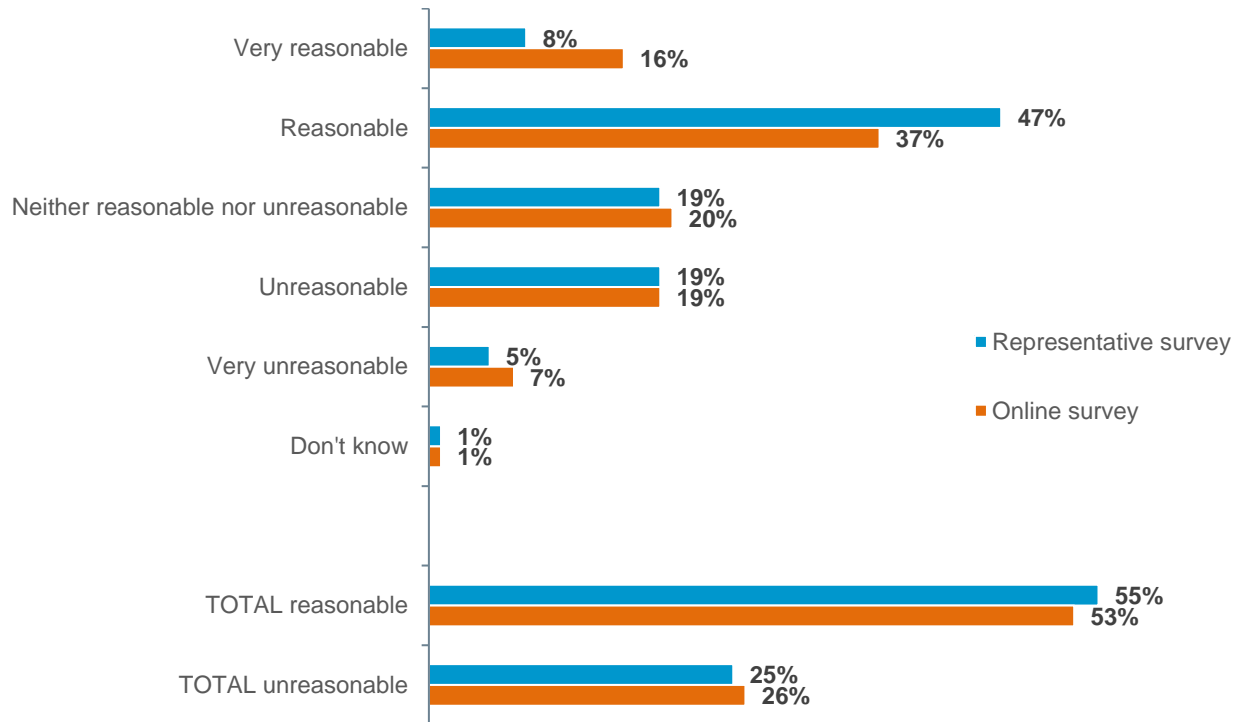
- Those living in a house (44%) and purpose built flats (43%) vs those living in a house converted to flats (26%)
- Those who have a disability (58%) vs those who do not (38%)

Over half of respondents across both surveys thought it was reasonable overall to enforce that bins will not be collected if they have been used for the wrong items (55% representative, 53% online). However, a quarter of respondents across both surveys thought this was unreasonable overall (25% representative, 26% online).

Figure 23 – (Q15d) To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Bins will not be collected if they have been used for the wrong items

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

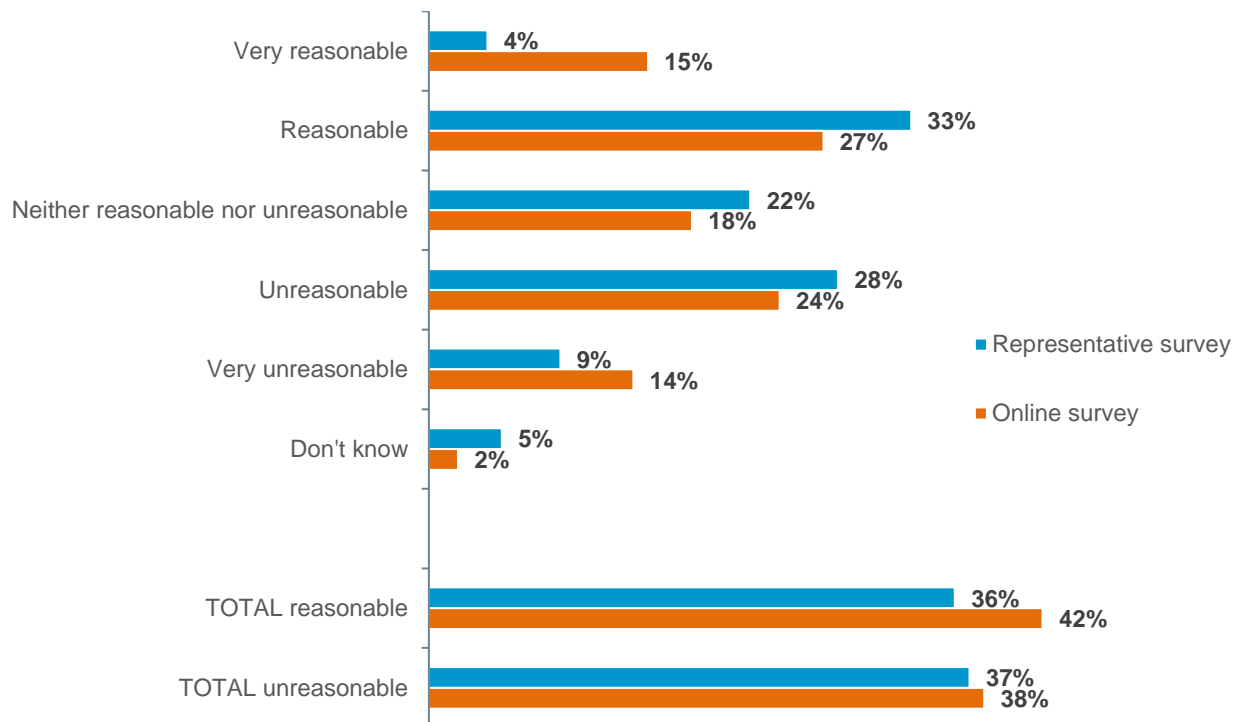
Those living in a house were more likely to think it is **reasonable** to enforce that bins will not be collected if they have been used for the wrong items (59%) when compared with those living in purpose built flats (43%). Conversely, those living in purpose built flats were more likely to think this is **unreasonable** (35%) when compared with those living in a house (24%) and a house converted to flats (17%).

When asked whether they thought it was reasonable or unreasonable for the council to strictly enforce a maximum of one rubbish bin per property, opinion was split. Around four in ten respondents across both surveys felt this was reasonable overall (36% representative, 42% online), whilst similar proportions of respondents felt this was unreasonable overall (37% representative, 38% online).

Figure 24 – (Q15e) To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Maximum of one rubbish bin per property

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Those aged 55+ were more likely to think that it is **reasonable** to enforce a maximum of one rubbish bin per property (47%) when compared with those aged 35-54 (30%).

Assisted collection service

Small proportions of respondents across both surveys said they used the assisted collection service (4% representative, 3% online).

Figure 25 – (Q16) Do you use the assisted collection service (for residents who are not able to move their bins on collection day)?

Base: All respondents – representative (406); online (2,246)



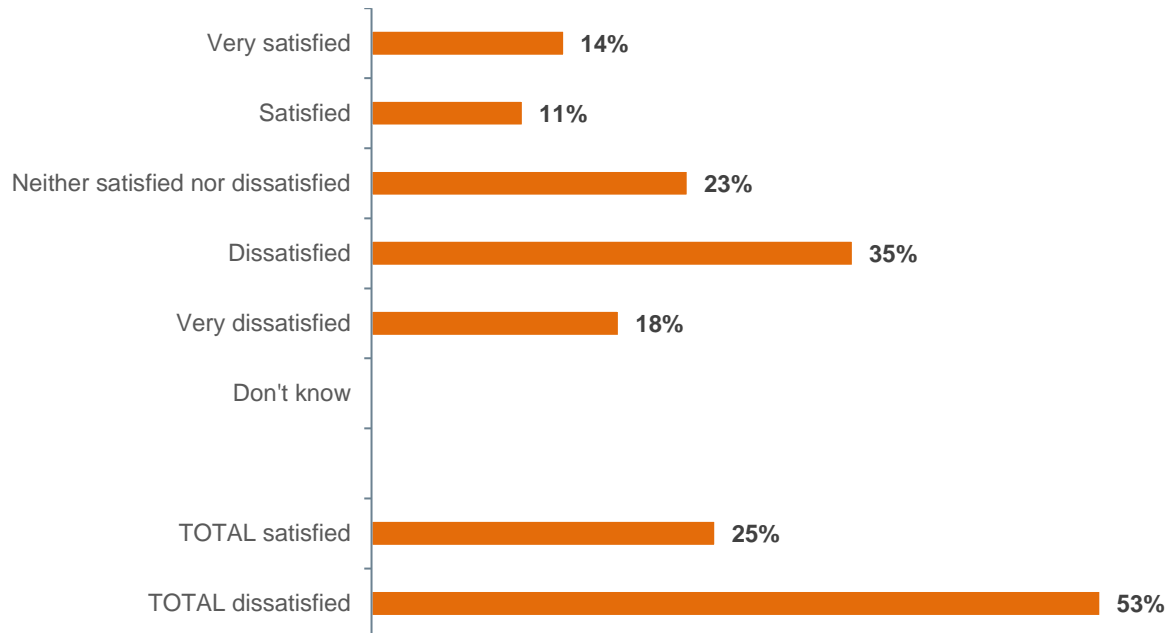
Subgroup analysis of the representative survey

There were no statistically significant differences between subgroups.

Online respondents who indicated that they used the assisted collection service were asked how satisfied or dissatisfied they were with the service, and were more likely to report dissatisfaction overall (53%, 30 respondents) than satisfaction (25%, 14 respondents).

Figure 26 – (Q17) How satisfied or dissatisfied are you with the service?

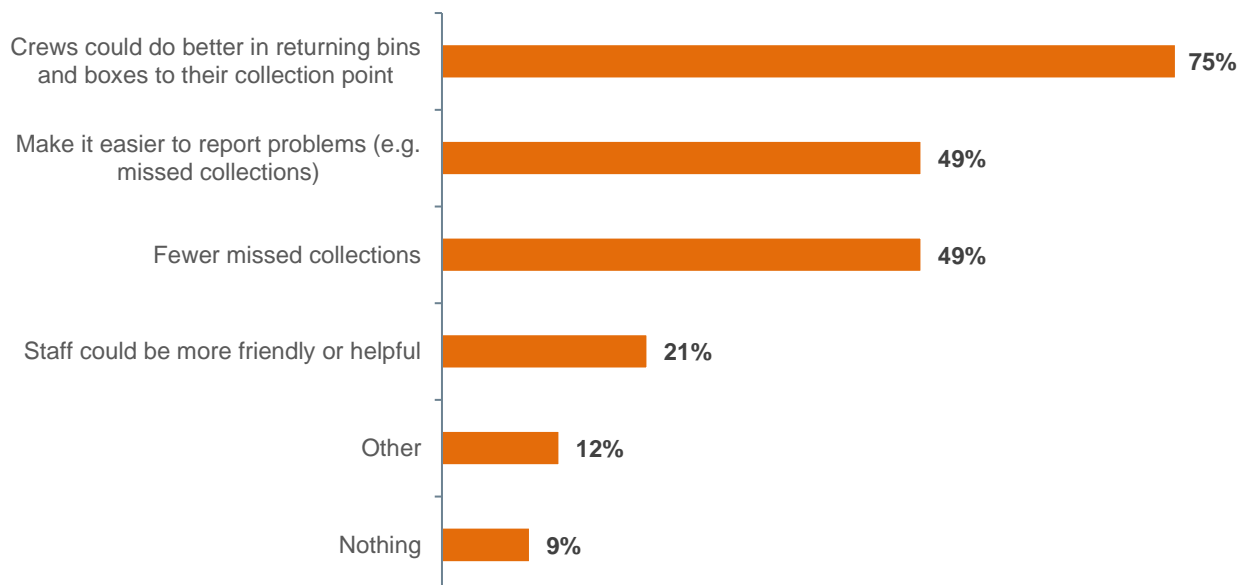
Base: Those who use the assisted collection service online (57)



When asked what would make the assisted collection service better, three quarters of online respondents said that *crews could do better in returning bins and boxes to their collection point* (75%, 43 respondents) and half suggested to *make it easier to report problems* (49%, 28 respondents) and felt there should be *fewer missed collections* (49%, 28 respondents).

Figure 27 – (Q18) What, if anything, would make the assisted collection service better?

Base: Those who use the assisted collection service – online (57)

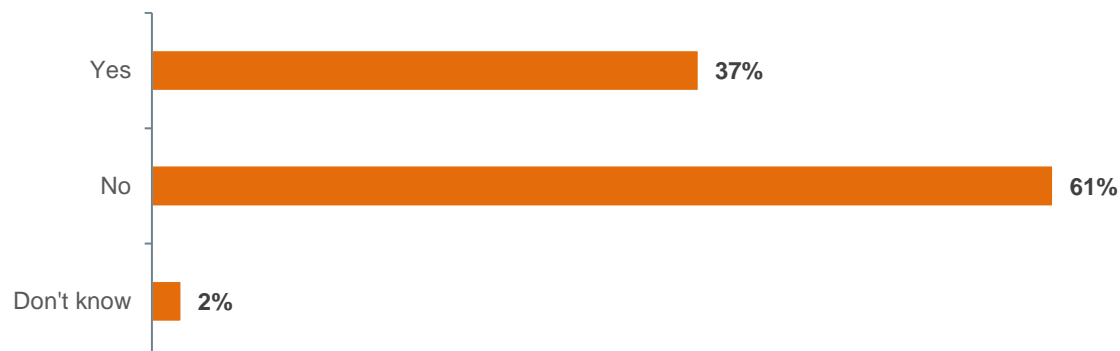


Bulky waste collection service

Almost four in ten online respondents said they have used the council's bulky waste collection service in the last three years (37%).

Figure 28 – (Q19) Have you used our bulky waste collection service in the last three years?

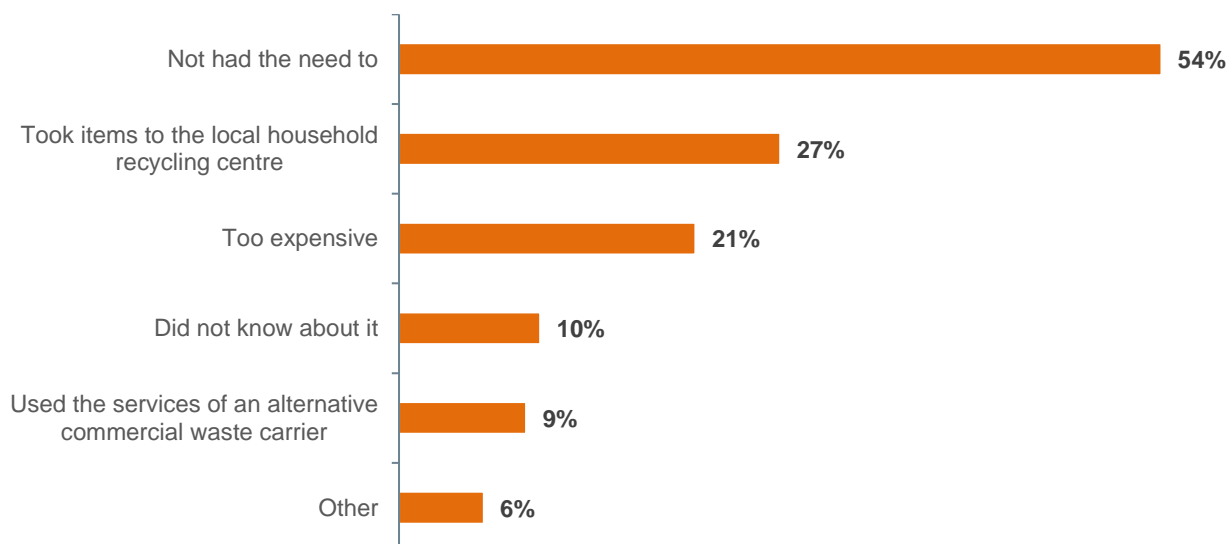
Base: All respondents – online (2,248)



Those who said they had not used the bulky waste collection service in the last three years were asked why this was. Over half of these respondents said they had *not had the need to* (54%), followed by a quarter who said they *took items to the local household recycling centre* instead (27%).

Figure 29 – (Q20) Why have you not used the bulky waste collection service in the last three years?

Base: Those who have not used the bulky waste collection service in the last three years – online (1,371)



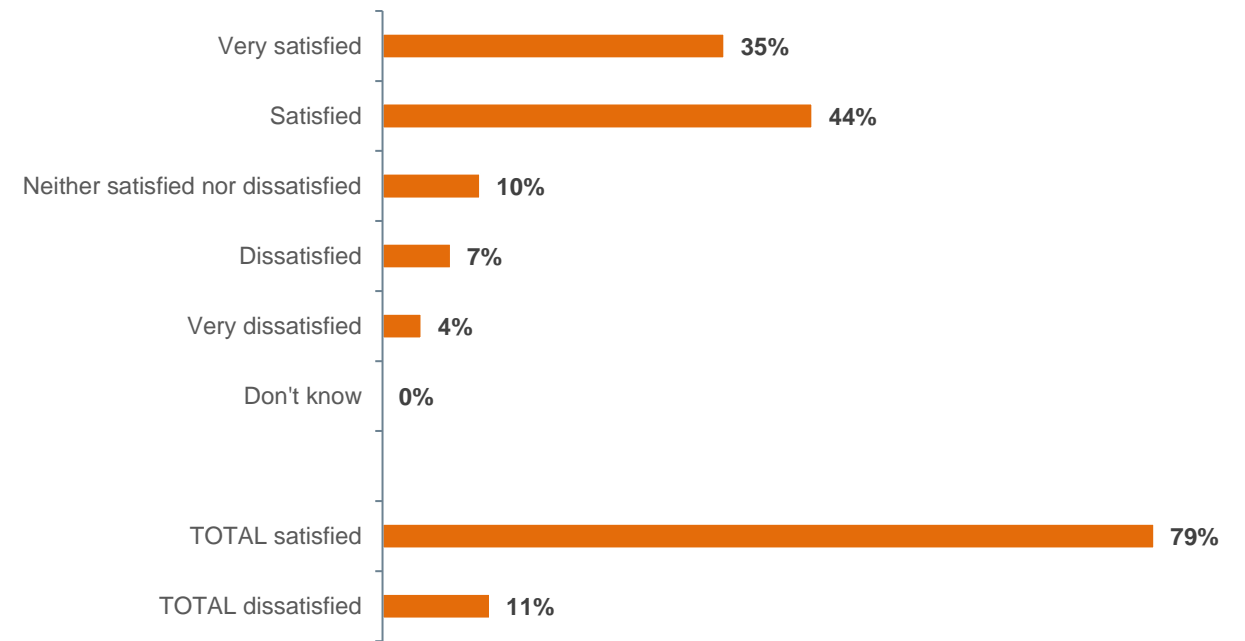
'Other' responses

The following points are the main 'other' comments:

- Retailer collected old item
- Sold/donated/gave away items

Online respondents who indicated that they had used the bulky waste collection service in the last three years were asked how satisfied or dissatisfied they were with the service they received. Eight in ten said they were satisfied overall with the service (79%) and 11% said they were dissatisfied overall.

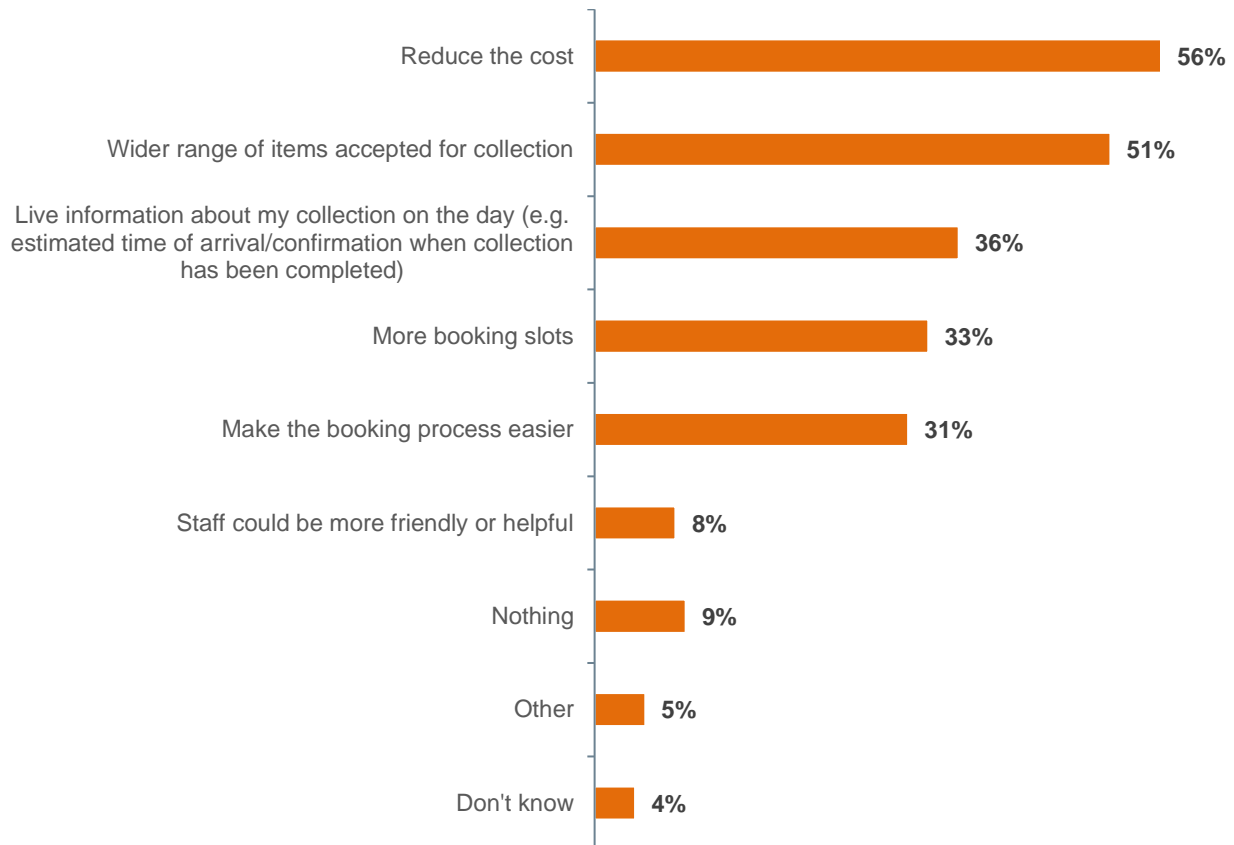
Figure 30 – (Q21) How satisfied or dissatisfied were you with the service you received?
Base: Those have used the bulky waste collection service in the last three years – online (841)



Those who said they have used the bulky waste collection service in the last three years were asked what would make it better. The most common suggestion was to *reduce the cost* (56%), followed by 51% who felt there should be a *wider range of items accepted for collection*. Almost one in ten felt that *nothing* would make the service better (9%).

Figure 31 – (Q22) What, if anything, would make the bulky waste collection service better?

Base: Those who have used the bulky waste collection service in the last three years – online (841)



'Other' responses

The following points are the main 'other' comments:

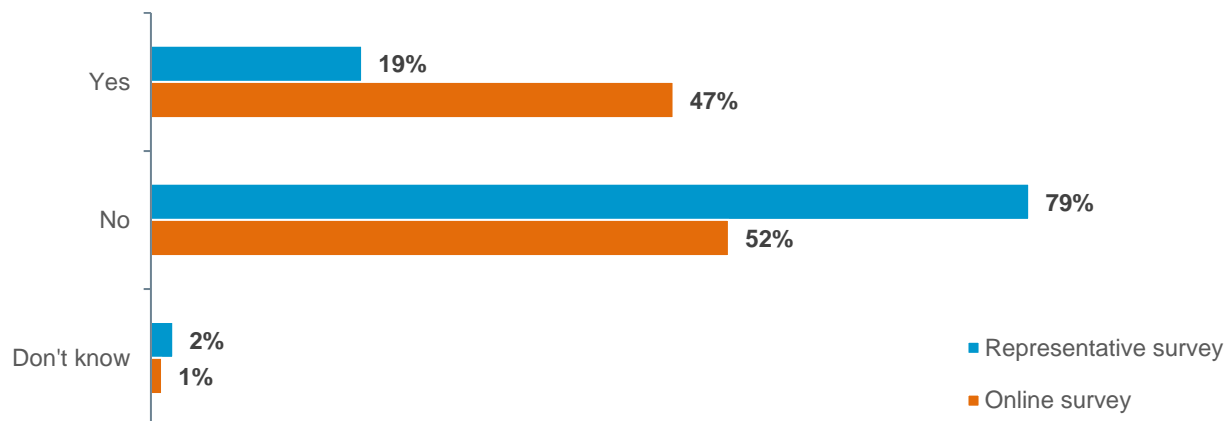
- Quicker collections/more availability
- Collect on time/date booked
- Free/cheaper service
- More clarity/information

Garden waste collection service

Online respondents were more likely to indicate that they subscribe to the garden waste collection service (47%) than representative respondents (19%).

Figure 32 – (Q23) Do you subscribe to the garden waste collection service?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

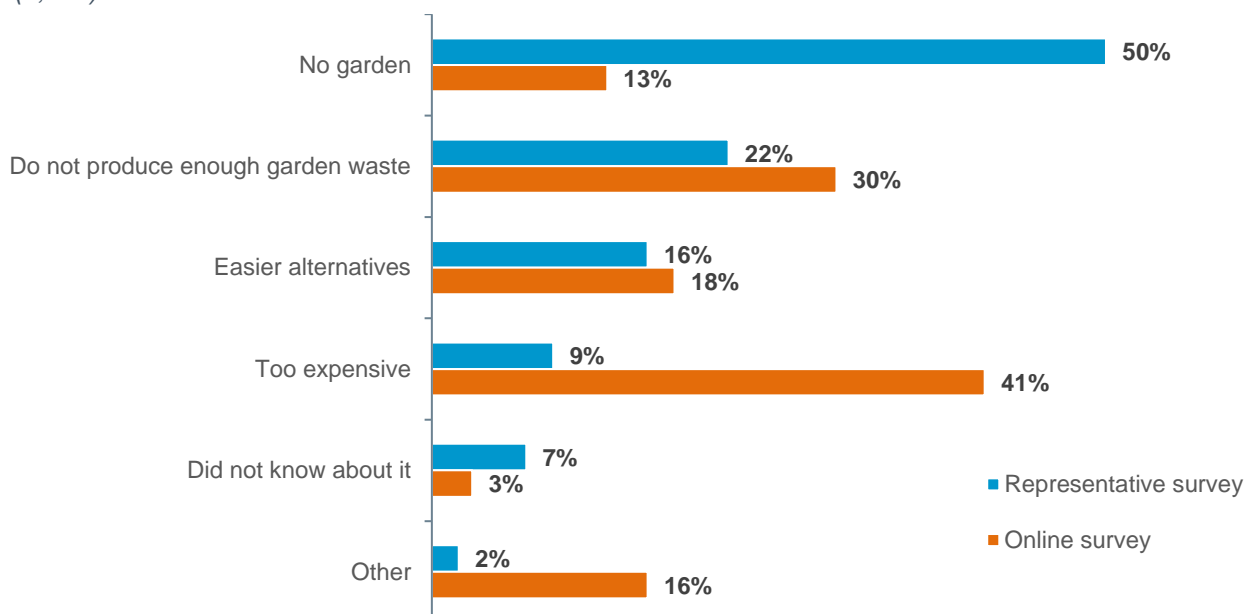
Subgroups more likely to say they **subscribe to the garden waste collection service** (19% overall) include:

- Those living in a house (34%) vs those living in a house converted to flats (2%) and purpose built flats (5%)
- Croydon South residents (35%) vs Croydon Central (13%) and Croydon North residents (15%)
- Male respondents (25%) vs female respondents (15%)
- Those aged 55+ (40%) vs those aged 18-54 (10%)
- Those of White ethnicity (23%) vs those from ethnic minority backgrounds (12%)

Those who said they do not subscribe to the garden waste collection service were asked why this was. The most common response amongst representative respondents was that they had *no garden* (50%), whilst online respondents were most likely to say the service is *too expensive* (41%). Other common reasons across both surveys include *not producing enough garden waste* (22% representative, 30% online) and having *easier alternatives* (16% representative, 18% online).

Figure 33 – (Q24) Why do you not subscribe to the garden waste collection service?

Base: Those who do not subscribe to the garden waste collection service – representative (319); online (1,175)



Subgroup analysis of the representative survey

Subgroups more likely to say they have **no garden** (50% overall) include:

- Those living in a house converted to flats (68%) and purpose built flats (79%) vs those living in a house (16%)
- Croydon Central residents (61%) vs Croydon North residents (43%)
- Those aged 18-34 (61%) vs those aged 55+ (41%)

Those **living in a house** were more likely to select the following:

- Do not produce enough garden waste (38%) vs those living in a house converted to flats (12%) and purpose built flats (9%)
- Easier alternatives (29%) vs those living in a house converted to flats (12%) and purpose built flats (3%)
- Too expensive (18%) vs those living in a house converted to flats (1%) and purpose built flats (4%)

Croydon North residents were more likely to say they **do not produce enough garden waste** (29%) when compared with Croydon Central residents (10%).

Those aged 55+ were more likely to say it is **too expensive** (18%) when compared with those aged 18-34 (2%).

Those from ethnic minority backgrounds were more likely to say they **did not know about it** (11%) when compared with those of White ethnicity (2%).

'Other' responses

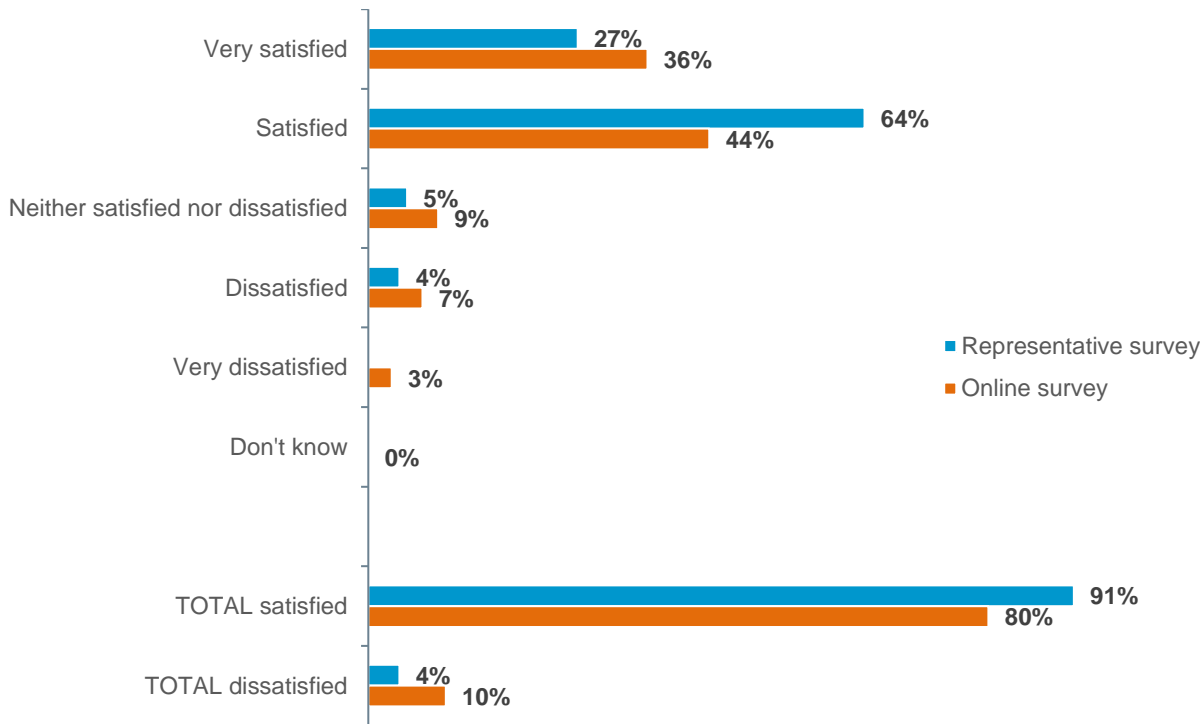
The following points are the main 'other' comments:

- Don't want another bin/no room
- Gardener removes waste
- Take waste to recycling centre
- Compost at home

Those who indicated that they do subscribe to the garden waste collection service were asked how satisfied or dissatisfied they were with it. Nine in ten representative respondents (91%) and eight in ten online respondents (80%) reported that they were satisfied overall. Online respondents were more likely to be dissatisfied overall (10%) than representative respondents (4%).

Figure 34 – (Q25) How satisfied or dissatisfied are you with the garden waste collection service?

Base: Those who subscribe to the garden waste collection service – representative (78); online (1,052)



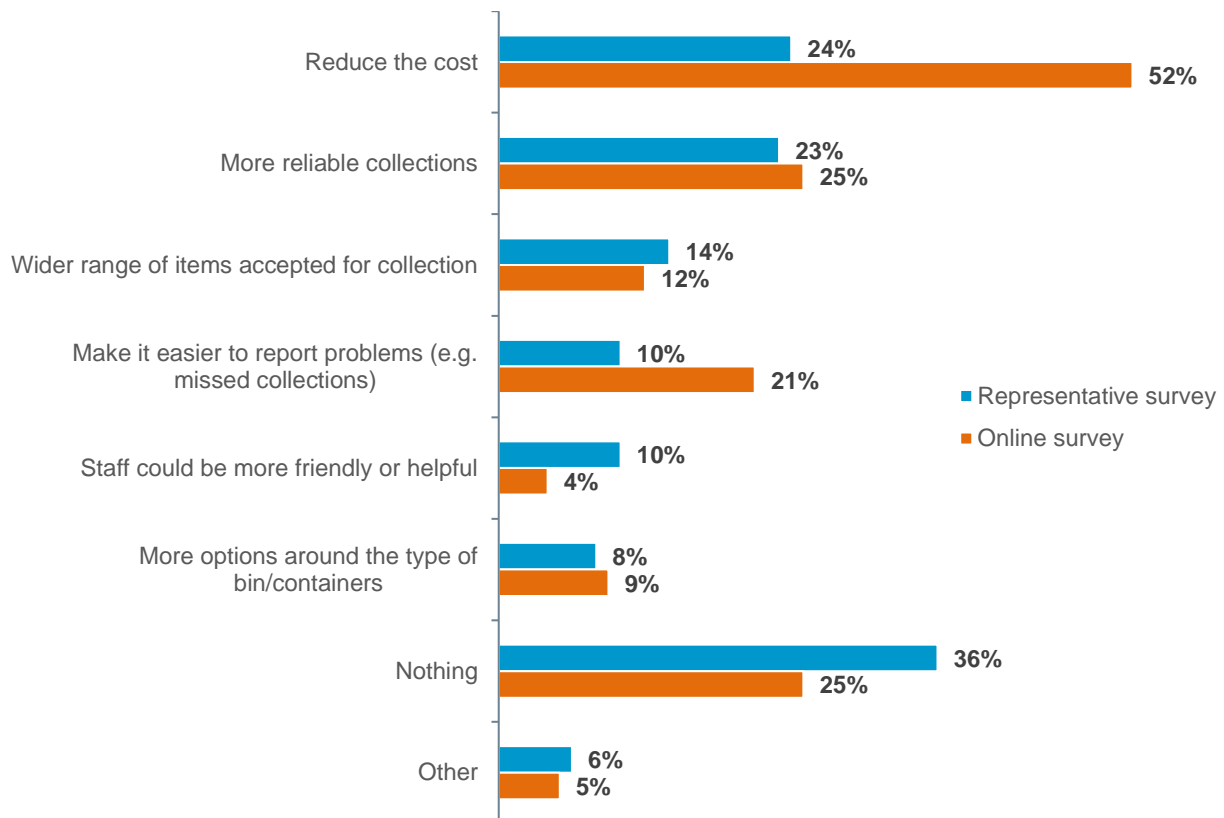
Subgroup analysis of the representative survey

There were no statistically significant differences between subgroups.

When asked what would make the garden waste collection service better, the most common response amongst representative respondents was *nothing* (36%), whilst online respondents were most likely to suggest to *reduce the cost* (52%). Around a quarter of respondents across both surveys suggested to have *more reliable collections* (23% representative, 25% online). Online respondents were twice as likely to suggest that the council should *make it easier to report problems* (21%) than representative respondents (10%).

Figure 35 – (Q26) What, if anything, would make the garden waste collection service better?

Base: Those who subscribe to the garden waste collection service – representative (78); online (1,052)



Subgroup analysis of the representative survey

There were no statistically significant differences between subgroups.

'Other' responses

The following points are the main 'other' comments:

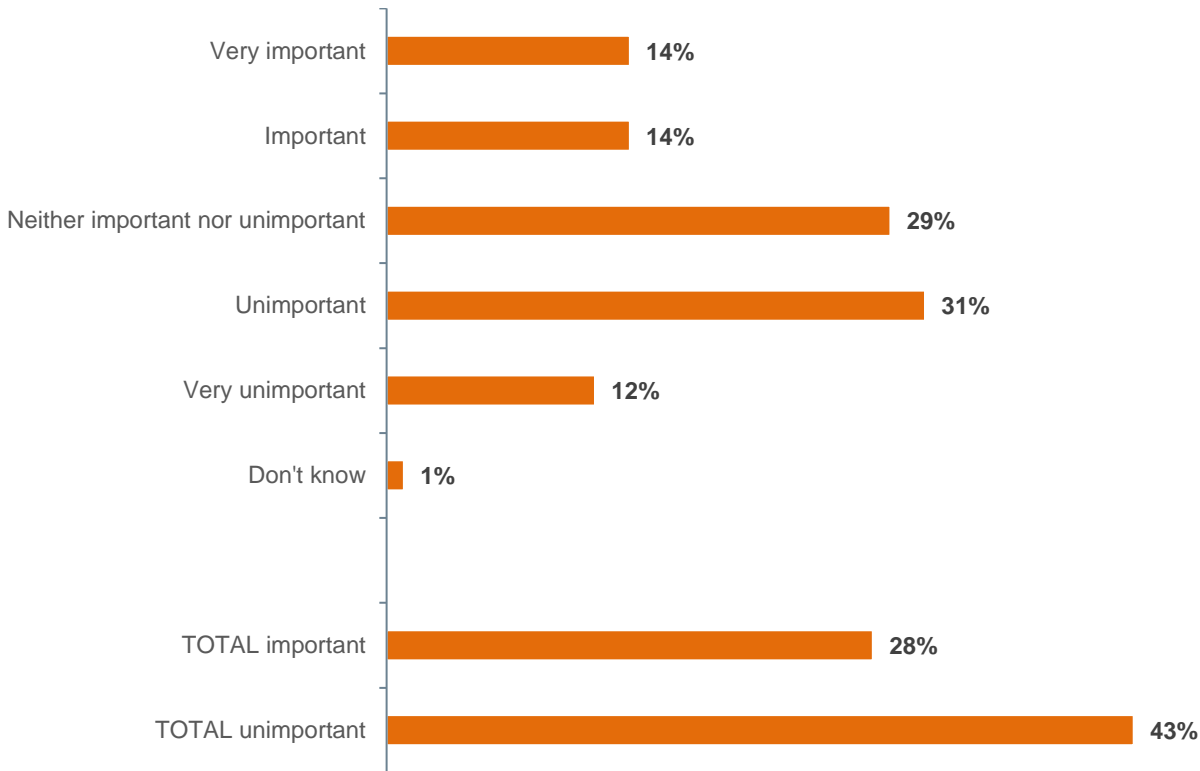
- More frequent collections
- Less frequent/ad-hoc collections
- Free service/reduced cost
- Don't miss collections

Bank Holiday collections

With the exception of Christmas and New Year, recycling and waste collections over the last few years have taken place on Bank Holidays, whilst the alternative and cheaper option would be to push collections back by a day or two and for the crews to catch up over the following weeks. Online respondents were, therefore, asked how important it is that the council continues to provide collections on Bank Holidays in the future, and were more likely to say this is unimportant overall (43%) than important overall (28%).

Figure 36 – (Q27) How important is it that the council continues to provide collections on Bank Holidays in the future?

Base: All respondents – online (2,247)

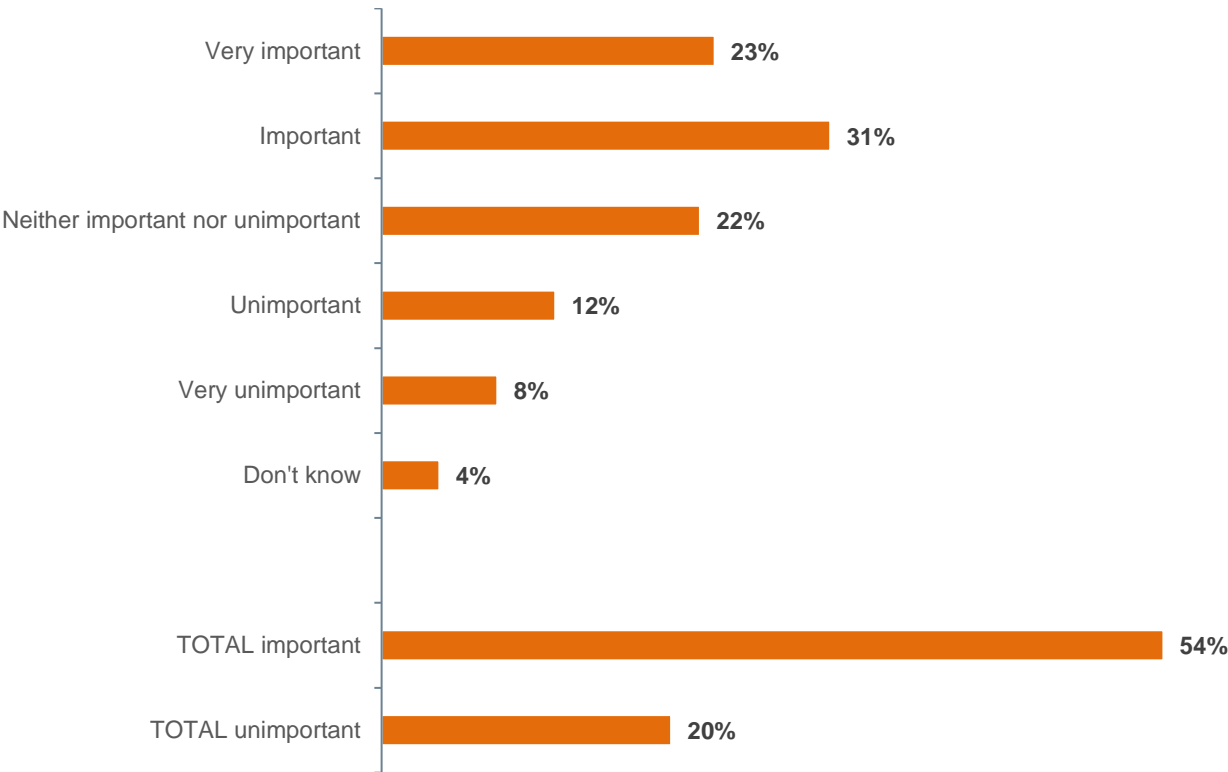


Christmas Tree collections

For the last few years, Croydon Council has offered a Christmas tree collection service, and the alternative is to ask residents to bring trees to one of the Household Reuse and Recycling Centres or to deal with them at home. Online respondents were asked how important it was for the council to continue providing this service in the future. Over half felt it was important overall (54%) and a fifth felt it was unimportant overall (20%).

Figure 37 – (Q28) How important is it that the council continues to provide the Christmas tree collection service in the future?

Base: All respondents – online (2,248)



Focus group feedback about recycling and waste collection services

Satisfaction with the waste and recycling services

Satisfaction with the waste and recycling services was mixed, with some reports of missed collections, careless handling of bins and mess left behind after collections

When asked about their thoughts on the current waste and recycling services, focus group participants provided mixed feedback. Those who were satisfied indicated that collections were regular and reliable, that there were generally few problems, and that the collection crew was friendly and efficient.

It is regular – it's very rarely missed. If it is missed, it's mainly due to obstructions like people parking randomly. So to that end, it is a very reasonable service.

Croydon focus group participant (flats group)

I meet the waste collection guys when I'm out walking and in general they've been really nice and cheery, said hello. And with [the stated] exceptions, they seem to have done a really good job.

Croydon focus group participant (houses group)

For those less satisfied with the waste and recycling services, missed, late or irregular collections were commonly cited. Some participants said they had reported missed collections to the council but received an inadequate response, or did not have their issue addressed and had to wait until the next collection date for their waste to be collected. This appeared to be a more frequent issue for participants residing in flats.

The normal rubbish is supposed to be emptied on a Wednesday, but sometimes it's emptied on a Thursday, or they decide they're not emptying it for a week.

Croydon focus group participant (flats group)

You have to go to your account [if the bins aren't collected], and they'll give an excuse like a car was in the way but the street was empty.

Croydon focus group participant (flats group)

I would say they collect the rubbish 70% of the time, but 30% of the time they miss it. There have been occasions where they will miss the collection and not come back for two or three weeks regardless of making reports. It's normally around Christmas, Easter, Bank Holidays.

Croydon focus group participant (flats group)

Some participants living in houses reported careless collections, with instances of bins being broken by collection crews due to rough handling. In cases where bins are broken or missing, there can then be a very long wait for a replacement to be delivered by the council, meaning that residents are restricted in their ability to recycle.

They do it as a sort of a culture of bravado amongst them, that you're somehow 'one of the lads' if you're slinging the bins around. We've had our general waste bin lid broken, our food waste bin has been battered to living hell. All they have to do is just put it down, they don't have to throw it.

Croydon focus group participant (houses group)

When they are collected by the waste operatives and they kind of just get thrown back in the general direction of where they came from...they break. And then there was a very long wait time until Croydon will provide people with a new food waste bin.

Croydon focus group participant (houses group)

Stuff does break, and then that does delay people from recycling.

Croydon focus group participant (houses group)

The council really wants more people to recycle. But when I moved in here...the paper bin was broken, and it took about three months for us to get a new bin.

Croydon focus group participant (houses group)

One participant described personally purchasing a wheelie bin to use until the council-provided bin arrived, and then passing it on to another resident who was also waiting for a bin to be delivered. Another said they had travelled by taxi to a supermarket to dispose of cardboard waste that had built up during the wait for a replacement bin. Despite there being apparent issues with slow delivery of replacement bins, one participant highlighted that the need for many bins could be prevented by more careful handling by the collection crews.

We genuinely got so desperate because it was taking so long for it to come that I bought a council-sized wheelie bin which we used until the proper council one finally arrived. And when it arrived, I sold it on Facebook Marketplace to someone else who was also waiting for their council-provided bin to arrive.

Croydon focus group participant (houses group)

At one point...we just took an Uber to Sainsburys to get rid of all the cardboard, because what else were we going to do with it?

Croydon focus group participant (houses group)

The replacement service is slow, but there shouldn't really be much of a need for it if they're treating those items properly.

Croydon focus group participant (houses group)

A number of participants described litter being left strewn on streets and around communal bin areas following collections. Whilst acknowledging that it would take additional resources to pick up dropped waste at the time of collection, some felt that there should be more care taken by crews to leave streets clean and tidy. Some participants had personally gone out to collect fallen waste, or mentioned voluntary community groups who undertake regular litter picks.

Especially when it's windy, there does tend to end up being a lot more litter after the waste collectors have been round. So what would be amazing would be if there could be a litter pick up afterwards. But I appreciate that takes resources.

Croydon focus group participant (houses group)

15 years ago if rubbish was dropped they would be there with a shovel or brush sweeping up the bits they missed. But now, there seems to be a trend of dropping it and thinking, 'Ah well, it's someone else's problem now – we're only here to collect the bin'.

Croydon focus group participant (flats group)

We have a major problem that rubbish is all over the street after collections – rubbish, nappies, everything. And then someone, normally me, will have to go and clean up after them.

Croydon focus group participant (flats group)

There is a local community group called Litter Free Norbury who do monthly litter picks and all sorts of stuff...I would say it is especially bad after bin collection days, there is always stuff flying around.

Croydon focus group participant (houses group)

Another complaint, mentioned by a small number of participants residing in houses, was that they had witnessed different types of waste being mixed at the point of collection by crews (most commonly citing food waste). It was suggested that seeing or hearing reports of crews mixing materials can make residents feel that there is little point in separating waste since they do not perceive that it will be recycled at all.

[We've seen] people taking food waste and tipping it deliberately into the other waste, like tins and cardboard. We've seen that done a number of times.

Croydon focus group participant (houses group)

I have also seen them tip food waste into other recycling...The issue for me is that then makes people far less likely to sort their recycling and so that's an uphill battle to begin with. We need to try and keep them on board as much as we possibly can.

Croydon focus group participant (houses group)

When they collect the general waste and recycling waste, they put it in the same one. So it doesn't make sense to recycle, because they're just dumping it in the same place.

Croydon focus group participant (houses group)

Few participants used the garden waste recycling service, but those who did reported increasing problems with missed collections

Only a handful of participants said that they used the garden waste recycling service, however the majority of these were unhappy with the service provided, citing examples of missed collections and difficulties in reporting problems to the council. On occasions where missed collections were reported, participants had received inaccurate responses, such as the bins not being presented correctly for collection even where evidence was provided to the contrary. Considering that garden waste recycling is an additional paid-for service, participants who subscribed to the service felt that it should be significantly improved.

This year, I haven't had one successful collection as yet, because they keep saying that it's not presented, even when it's in front of my house. And honestly, I think if you haven't put it out for a while, then they just stop going by and they just say that it hasn't been presented...It's like they've just forgotten that we exist.

Croydon focus group participant (houses group)

I would echo what was said about the missed collections, the difficulties in reporting, what are just flat out lies when it comes to the response, which is usually, 'You didn't present correctly', which we turned back on them because we had video evidence of it being in the right position.

Croydon focus group participant (houses group)

We pay for our garden waste, but for the last two sessions where they were supposed to collect it, no-one's collected it. I report the missed collection, they say it wasn't a missed collection because the bin wasn't presented, but the bin has been outside the front of my house for a month now, it's there.

Croydon focus group participant (houses group)

Reasons provided for not using the garden waste recycling service included home composting and garden waste being removed by a gardener instead.

We use our garden waste as compost.

Croydon focus group participant (houses group)

I have a gardener, and he goes up to a local farm in Woodcote to recycle it all.

Croydon focus group participant (houses group)

What matters the most to residents

For most participants, convenience or ease of use was most important with regard to waste and recycling services, but environmental benefits are also ranked highly

Whilst the majority of participants believed they were committed recyclers and felt that the environmental benefit of recycling was unmistakable, it was felt that convenience or ease of use should be the most important priority when planning the waste and recycling services for the area. Although some explained that for them personally the environmental benefits were of great significance, they felt that residents in general would be less likely to recycle correctly if it was inconvenient or difficult to do so.

For me, environmental benefits are the most important thing, but I don't think you can have them without the convenience. It is the convenience that will motivate people and make them more able to do the things they can do.

Croydon focus group participant (flats group)

I would say convenience and ease of use first. If the bin's nearby, there's no excuse not to put your waste and recycling in there.

Croydon focus group participant (flats group)

I've worked with people all my life and people just do things when it's easy. So my feeling is that habits come from ease and, therefore, if we set something up that's unlikely to be picked up because people think it's a bit too hard, then there's not much point to it. I agree with the moral principle that the environment comes first, but I'm, I guess, a bit more pragmatic. It's got to be easy for people.

Croydon focus group participant (houses group)

Although affordability is important, for some this was of lesser interest owing to the fact that waste and recycling are funded through council tax and residents have little influence over spending decisions

Although a small number of participants said that they would have rated affordability as a higher priority than was seen in the survey results, others explained that they agreed with the results considering that waste and recycling services are funded through council tax and residents do not pay for this as a standalone service. It was, therefore, felt that whilst affordability is important, spending decisions rest with the council and would be unlikely to be a major consideration for residents.

I think affordability should be my top priority. That's important.

Croydon focus group participant (houses group)

Affordability – that's hard for us to comment on because we're not involved in those decisions. We pay our council tax, so we expect it to be paid for.

Croydon focus group participant (flats group)

Right now, with the exception of garden waste, we just pay for our waste collection through council tax, which we don't really have much say on. So generally, if someone said, 'Is the affordability of your waste collection a priority?', I don't know where I'd put that. Because it isn't something that you would specifically generally make a payment for, outside of your council tax. So I don't know if people just don't think of it that way.

Croydon focus group participant (houses group)

Some pessimism was expressed about the future quality of the service, considering that council tax is due to be increased by a significant amount in order to help the council meet its financial obligations.

We're going to be paying 15% [rise in council tax] locally and then a 9% on top of that for London. So we're taking a huge hit for services that are going to be hitting the baseline...We will be paying for a low-level service for a number of years because of the state of the finances.

Croydon focus group participant (flats group)

The three priorities are interlinked, and all should be taken into consideration when making decisions about the future of the waste and recycling services

One participant explained that the three priorities are difficult to separate and should therefore all be considered as important. They argued that whilst recycling is primarily undertaken for environmental reasons, the service needs to be both easy to use and affordable to be sustainable.

It's quite hard to disentangle the three really, isn't it? Because you're doing it because of the environment, but if it's not easy to use or it's unaffordable, then it's not going to work.

Croydon focus group participant (houses group)

Producing less waste and recycling more

Residents could reduce the amount of waste they generate by reusing and repurposing items, repairing broken items, and donating useful items to charity or sharing them within the local community

When asked what actions residents could take to reduce the amount of waste they produce, participants came up with several useful ideas and suggestions. Some participants suggested that instead of simply throwing things away, people could think of creative new ways to repurpose items and increase their lifespan. Others said that there should be more emphasis on repairing broken items.

Find a use for some things. I've got plastic that meat comes in and I wash the containers out and use them to feed the cats until the plastic becomes no good. It's simple things like that.

Croydon focus group participant (flats group)

People need to find a new use for some things.

Croydon focus group participant (flats group)

Being able to repair things would be great.

Croydon focus group participant (houses group)

A frequent suggestion was that useful items could be donated to charity, sold or passed on to others in the community who are able to make use out of them. Some participants said they had done this personally, or that they would be interested in purchasing second hand items to save money.

If things are in good condition, they could donate.

Croydon focus group participant (houses group)

I've given stuff away on Facebook Marketplace, and stuff like that.

Croydon focus group participant (houses group)

Being a student myself, I want second hand things...If they had a site where you can just list things and students can go there and just pick whatever they want...Because that would be affordable. And if somebody wants to give something for free, it's just in one place.

Croydon focus group participant (houses group)

Although residents might have good intentions and be willing to do more, it is not always easy or practical to reduce waste

Whilst many would be interested and willing to take actions to reduce the amount of waste that they produce, participants explained that it is not always easy or practical to follow good intentions through. For example, one participant said there was a lack of charity shops or community spaces in which to donate useful items, whilst another said that charities were increasingly reluctant to accept working electrical items for safety reasons.

In Norbury, there's only one charity shop, and it also doesn't have community banks where you can put things. In Wandsworth, where I used to live, there was somewhere where you could go and put your small electrical goods in a bin. So there aren't any community places near me where I can go and put things, or donate them.

Croydon focus group participant (houses group)

Electrical goods I would have once given to charity, but now they're saying that they don't take electrical goods for safety and insurance.

Croydon focus group participant (houses group)

Others felt that there should be more support from retailers and manufacturers to help consumers reduce the amount of waste they produce. One participant highlighted the unnecessarily large amount of packaging used by supermarkets which then must be disposed of by the customer at home. Another said that products should be better designed so that they are easier to repair and need to be replaced less frequently.

You go to the supermarket to buy your food and it's all in plastic packaging. I think that creates a lot of the waste that I see.

Croydon focus group participant (flats group)

Being able to repair things would be great. I've struggled with that a little bit...Particularly for appliances, I don't think the manufacturers are making them easy to repair.

Croydon focus group participant (houses group)

Most participants were unaware of the textile repair café at the Whitgift Centre but generally thought this was a good idea and something which should be promoted

The majority of participants were unaware of the textile repair café at the Whitgift Centre which offers workshops to teach residents how to repair and upcycle textiles and clothes. Despite the lack of awareness, this was generally seen as a good idea and some would be interested in finding out more. However, one participant who was aware about the café perceived it to be rarely open and questioned how accessible it was to residents.

I'd definitely take it up. I just haven't heard of it.

Croydon focus group participant (houses group)

I would like to find out about this stuff. It sounds interesting.

Croydon focus group participant (houses group)

I've seen it, but it's hardly ever open to tell you the truth and I'm usually there on weekends. So I'm not sure how their objectives are achieved.

Croydon focus group participant (flats group)

It was highlighted that initiatives such as repair cafés, whilst a good idea in principle, need to be accessible within local communities as not everyone will be willing or able to travel a long distance. Others were concerned that it could be difficult to change people's ingrained attitudes so that they consider repairing rather than replacing a broken item in the first instance.

I think it's interesting, but people tend to be quite localised. I do get on a bus and go to Croydon, but a lot of stuff that Croydon [Council] does is in Croydon itself, and Croydon the borough is a much bigger area. So I think that it's a nice idea, but some of these things have to be taking place in places other than central Croydon.

Croydon focus group participant (houses group)

Trying to re-instigate 'make do and mend' post-war mentality in a fast modern society is a wider fix. Plus the Whitgift Centre was a vibrant shopping centre that is now a ghost town. So it's a wider issue.

Croydon focus group participant (flats group)

I think as a modern society we do tend to throw things away.

Croydon focus group participant (flats group)

The council can help encourage residents to recycle as much as possible by ensuring facilities are accessible and easy to use, that services are reliable, and through increased promotion about the waste and recycling services

When considering what actions the council could take to help residents recycle as much as they can, discussions centred around making recycling and reuse facilities easy to use and accessible, as well as increased encouragement and promotion. Particularly in relation to flats above shops and businesses, participants highlighted that recycling bins and containers are not always available, meaning that waste is left on pavements and roadsides which can then be added to by passers by or disturbed by animals.

Some of the flats above the shops don't seem to have been catered for in terms of having the big bins. They don't have wheelie bins like we do in the houses, but they also don't have the big communal bins, they just have bags. And obviously, this is like a fox's paradise. That just really increases the rubbish and general gross-ness.

Croydon focus group participant (houses group)

When people put their rubbish from the flats above the shops on the pavements, it isn't just foxes, it's also passers by that add to that rubbish. So they'll think, 'Oh, it's just been fly-tipped, let's add to it'.

Croydon focus group participant (houses group)

I speak to a lot of business owners and they're waiting for red bins to be produced.

Croydon focus group participant (houses group)

Participants also raised the issue of broken bins and the long wait for replacements to be delivered, something which further prevents residents from recycling as much as possible. Experiencing other issues with the service, such as missed collections and messy streets following collections, may further discourage residents, and it was emphasised that the council should strive to provide a good service to increase their likelihood of participating fully.

Just make it easy for people. Everyone talks about how long you have to wait to get a bin, how the bins break, and the missed collections. On bin day, you've got people coming any time between like 6 or 7am, and 10pm at night, and then the streets are awash with rubbish in between. It doesn't leave people feeling like they've got a lot of positive associations with this.

Croydon focus group participant (houses group)

For me, it's taking my rubbish and making sure it goes away in a regular and timely manner so that it doesn't fester.

Croydon focus group participant (flats group)

Some indicated that the council could make it easier for residents to dispose of additional items at the kerbside or locally, as some had seen other local authorities in London offering this. Suggestions included collecting additional bags of waste left next to bins on an ad-hoc basis, and providing opportunities for those who find it difficult to dispose of their waste, either due to being unable to travel to a Household Reuse and Recycling Centre or having larger items. It was further suggested that doing so might help reduce instances of fly-tipping.

We're not asking them to clear up 50 extra bags of rubbish. If someone leaves a couple of bags next to the bins, it seems logical for them to collect them too. It's not going to break the bank.

Croydon focus group participant (flats group)

I work in Wandsworth, and once a month they do three sites where you can come with large items for people who can't get to the dump. I think two or three large shipping containers turn up and you just chuck in whatever you can't get rid of and it seems to be quite successful...It happens elsewhere, so it would be quite useful if it happened in Croydon.

Croydon focus group participant (flats group)

They do it in Tooting...They have a massive skip every month, so if you want to get rid of something, you can dump it in that skip. It definitely helps with fly-tipping.

Croydon focus group participant (houses group)

Providing information and increasing promotion about the waste and recycling services were viewed as key actions for the council to take, should it wish to encourage as many residents as possible to participate. For some, sending occasional reminders would help prompt them to present their waste and recycling correctly. Another suggestion was that the council could hold events where residents could drop-in to find out more about recycling

I think it's a consciousness thing...there's a lot of things in people's minds and recycling isn't always a priority.

Croydon focus group participant (flats group)

It's about education and reminders.

Croydon focus group participant (flats group)

I think you're right about life getting in the way...They might be interested in doing it, but only if it was made easier. I wonder whether there might be something about opting in to reminders or something, so if you want to get a text or something on the day before bin day to say, 'We'll be collecting this, this and this tomorrow...', just to give people a little nudge if they've forgotten.

Croydon focus group participant (houses group)

Maybe the council could rent out a hall every single month to do a recycling event...Every single month, at your local church or local hall, the council shows you how to recycle, as a sort of showcase on how it works.

Croydon focus group participant (houses group)

Other participants said they would like more communication about which materials can and cannot be recycled. Specific types of materials mentioned included batteries and different types of plastics. One participant said that they occasionally worried about 'wish-cycling', and placing materials which were potentially not recyclable out for collection in the hope that they could be recycled.

I'm not sure it's all that well advertised how you can recycle batteries, which is really important now that we've got this problem with vapes and batteries in vapes, and them causing fires in waste transfer stations. So I think just a bit more communication on that would be really useful.

Croydon focus group participant (houses group)

I think I'm fairly well versed on waste and recycling, but I struggle to know if I'm wish-cycling, and whether something that I'm doing is going to contaminate a load. Because there's not a huge amount of information out there about what the council does and doesn't want to collect.

Croydon focus group participant (houses group)

Some participants in the houses group mentioned the belief held by some residents that items placed out for recycling do not get recycled by the council and are instead sent to landfill or incinerated. To tackle this misinformation, the council could provide residents with detailed information about what happens to waste and recycling after it is collected and ensure that materials are not mixed by collection crews.

I've never lived anywhere like this, where people genuinely don't believe that the recycling is being recycled...There is clearly a narrative or a belief in this area that some of the waste that people are putting out for recycling isn't actually being recycled. And if that is the case, then people will not want to go through the faff of separating out their waste. So the council needs to be really clear about what they're actually doing with people's recycling, and then people may feel more confident to do so.

Croydon focus group participant (houses group)

More information...I think if you tell people where your recycling is going, the bits that are actually recycled, rather than landfilled or incinerated, or whatever, if people know where it's going to end up, as something new, then it's a real incentive to try and get on with your recycling.

Croydon focus group participant (houses group)

At the residents' association meeting, some people were saying, 'What is the point of doing all this if they're all just putting it in the same place?'...There will definitely be people out there who just say, 'Oh, I can't be bothered'. And that's kind of understandable, unless Croydon, A) doesn't mix this stuff, and B) makes it clear to people, 'This is what happens to this waste, this is why it's important to do it'.

Croydon focus group participant (houses group)

A small number of residents felt that the council would struggle to change the attitudes of those who did not already choose to participate in recycling, suggesting that this was a wider social issue.

I think it's a much bigger societal issue, I'm not sure if it's just for the council.

Croydon focus group participant (flats group)

You are either a person who is dedicated to doing the right thing, or you're not.

Croydon focus group participant (houses group)

Average bin composition

Croydon Council recently undertook a waste composition analysis to identify what types of materials were being presented by residents for general waste collection. Focus group participants were shown an image displaying the contents of an average bin in Croydon, which showed that over half of what was presented in the average bin could have been recycled using the recycling collection service, and/or at local stores and the recycling centre.

Participants unsurprised that many residents do not participate in food waste recycling

Participants were generally unsurprised that food waste was not recycled by all residents, considering that food waste recycling is not available to residents in all types of properties, and that some people are unwilling or unable to keep a food waste container within their household. Others mentioned their general awareness that there is a wider problem with the over-purchase of food which ends up going to waste.

I guess the food waste thing doesn't surprise me.

Croydon focus group participant (houses group)

I think the problem is with food, many people don't want that small size bin in their household. People don't want to have a separate bin for food, it's just not what a lot of people want.

Croydon focus group participant (houses group)

I see TV shows about people buying loads of food and then it all goes in the bin, so that food waste figure looks about right to me.

Croydon focus group participant (flats group)

It can be inconvenient to have to take some items elsewhere to be recycled, particularly when residents do not have access to a car

With regard to soft plastics, participants discussed the inconvenience of having to take these to be recycled at a separate location, rather than being able to recycle them at kerbside. Not all residents are aware that they can take soft plastics to be recycled at supermarkets, or are unaware of the closest retailer that accepts soft plastics. For those without a car, it becomes even more difficult to transport such materials.

I go to the Tesco at Elmers End [to dispose of soft plastics] but the bin is really awkwardly placed, so you have to ask where it is and then go and find it. It's not as if it's easily found and you look a bit weird turning up with loads of rubbish so you don't want to go hunting through the shop...It's probably quite a threshold to step over if you haven't been to or seen one before – to have to gather your rubbish and take it somewhere.

Croydon focus group participant (flats group)

I didn't know you could take plastics bags to local stores, but the ones I do have, I reuse them to store things.

Croydon focus group participant (flats group)

I always find the plastic bags thing an issue, because I don't live near somewhere where I can take my plastic bags...Some of the things where they say, 'This should be taken here, and this should be taken there...', I don't have a car. Basically, everything comes back to how easy it is to do something. You work full time, people have got busy lives. So I'm not surprised, that most people throw out their plastic film and their plastic bags, to be

honest. It's never really been clear why that can't be included in your doorstep plastic collection.

Croydon focus group participant (houses group)

On a similar note, it was pointed out that some people would be unable to transport items such as wood, rubble and scrap metal to be disposed of correctly at a Household Reuse and Recycling Centre. For some, this may be due to lack of access to a vehicle. Others might only have access to a van and, therefore, be denied access to the centre.

Not everyone can get down to a dump so I can see why stuff like wood, rubble and scrap metal could get chucked in and then you cross your fingers and hope it gets taken away.

Croydon focus group participant (flats group)

There are loads of people who their only vehicle is their work van. So anything that they've got at home that they need to take to the recycling site, they can't take in their own vehicle.

Croydon focus group participant (houses group)

Recycling containers and shared bins

Participants were generally satisfied with the recycling containers provided, but reported that containers were frequently broken during collections

Few issues with the recycling containers provided by the council were reported by participants living in houses, other than the problems described previously where bins had been damaged during collections. Although there can be a long wait to receive a replacement, it was felt that the demand for replacements could be reduced if there was more careful handling by collection crews. This would also help to reduce the amount of plastic needed.

The food waste bins are just falling apart.

Croydon focus group participant (houses group)

We're supposed to be in a cultural environment where you're trying to reduce plastic. And every time we have to replace a bin, you're just churning more of the stuff through the system...The people need to be told, just put the stuff down, don't throw it. There's no need for it.

Croydon focus group participant (houses group)

Some would be willing to collect replacement bins or containers to reduce waiting times, however this would depend on ability to travel and the specific location

When asked if they would be willing to collect a new bin or container from a designated location rather than waiting for one to be delivered to them, some agreed that they would be happy to do so. However, it was pointed out that this would be more difficult for those without access to a car, and that it would depend on the travel distance. One participant suggested that local community spaces such as libraries would be suitable collection points.

Yeah, I'd be happy to do that.

Croydon focus group participant (houses group)

I don't have a car. I imagine they would say, 'You can come to central Croydon'...I probably would, because that's one of the things that annoys me, so I would make sure I did it. But I don't know how motivated other people would be to trudge through to Croydon town centre on the bus, pick it up, and then come back on the bus.

Croydon focus group participant (houses group)

[In Wandsworth] they used to have [recycling bags] at the library, so if you'd run out you could just nip to the local library and pick up some more, which was really helpful...If you were just going to have to pop to your local library to collect your new recycling box or something, I'm sure that would be better for people.

Croydon focus group participant (houses group)

It was pointed out that, even though not all residents would have the ability to collect replacement bins, having this option available could potentially reduce delivery times for others.

Even if the people who had the time and the transport to go and pick up their own bin did that, then the council would have more time to drop it off to the people who didn't.

Croydon focus group participant (houses group)

Residents in flats highlighted a number of issues with communal bins, including missed collections, contamination and accessibility

Participants living in flats were asked about their experience of using communal bins and reported a number of issues. Some said that the communal bins were emptied infrequently, leading to issues with overflowing. Others mentioned that other residents contaminated the bins by putting in general waste which they found frustrating.

Extra bags of rubbish just get left, but there's a reason that there's extra bags of rubbish there, and that's the volume of bins available and missed collections.

Croydon focus group participant (flats group)

The recycling bins aren't emptied. They're just left because people are putting normal rubbish in them. They're not actually being recycled. They just get emptied when they feel like doing it.

Croydon focus group participant (flats group)

Other participants pointed out that it is difficult to access communal bins, particularly for those who are elderly or disabled who may be less able to lift waste into the bins.

Because I've got a disability, it's not easy to lift my arms up to throw everything in the bin.

Croydon focus group participant (flats group)

There will be disabled people who can't access the bins because of their disability, but do live in flats. I put in elderly people's waste in the bin for them because they can't lift the lid.

Croydon focus group participant (flats group)

Recycling facilities are not provided to all residents in flats

One participant reported that they are unable to recycle since the facilities to do so are not provided to them in their block of flats. When asked how they typically dispose of their recycling, they explained that they would have to walk to the nearest bank of recycling bins to do so, although there are fewer available locally to them since the pandemic. They said that they had contacted the council on a number of occasions regarding this but had not managed to progress the issue.

There used to be some recycle bins by East Croydon station that I would use for everything I would collect throughout the week, but it's been years since that disappeared. So I don't actually have a way of recycling as an individual person which is rather strange.

Croydon focus group participant (flats group)

Although my block of flats has been here for over a decade, for some reason we don't have a recycling service...Every time I have tried to contact the council about how we can set this up, because it's really important, I haven't been able to get anywhere about how we do that.

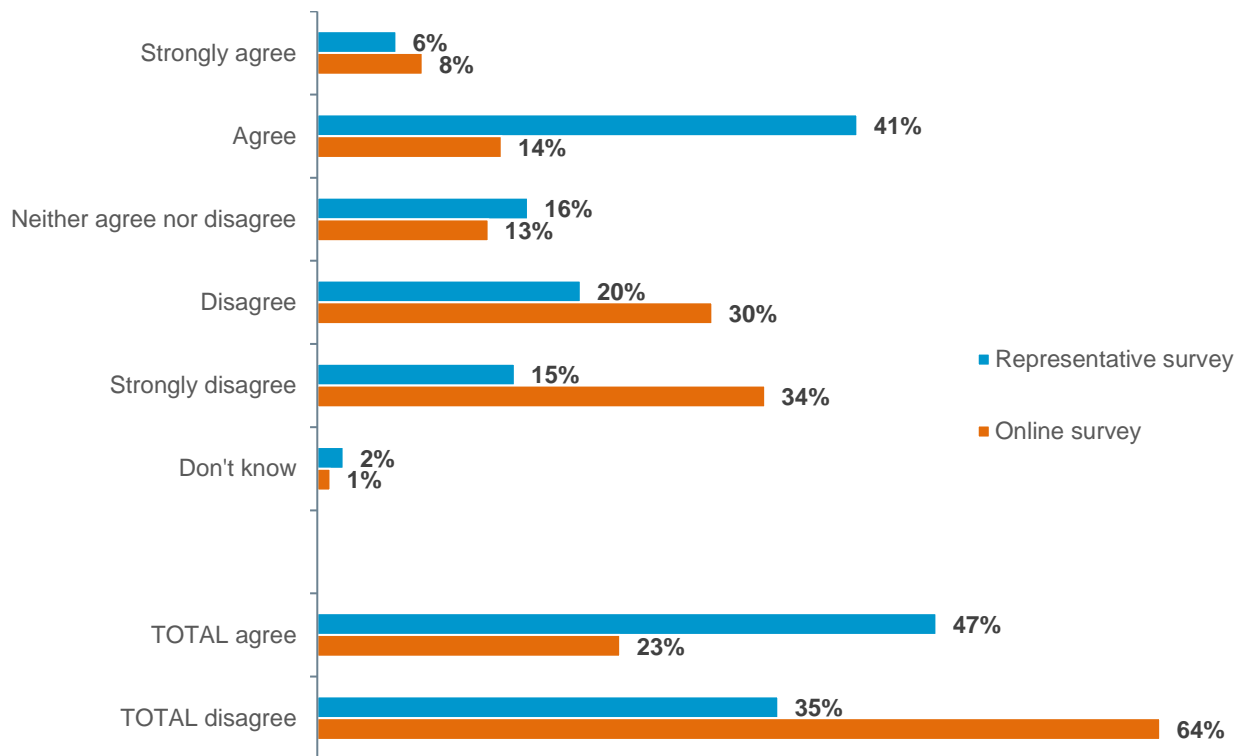
Croydon focus group participant (flats group)

2.2 Street cleaning

Survey respondents were asked to what extent they agreed or disagreed that residential streets in their local area are cleaned frequently enough. Almost half of representative respondents agreed overall (47%), whilst a third disagreed overall (35%). Online respondents, on the other hand, were more likely to disagree overall (64%) than agree overall (23%).

Figure 38 – (Q29) To what extent do you agree or disagree that residential streets in your local area are cleaned frequently enough?

Base: All respondents – representative (406); online (2,248)



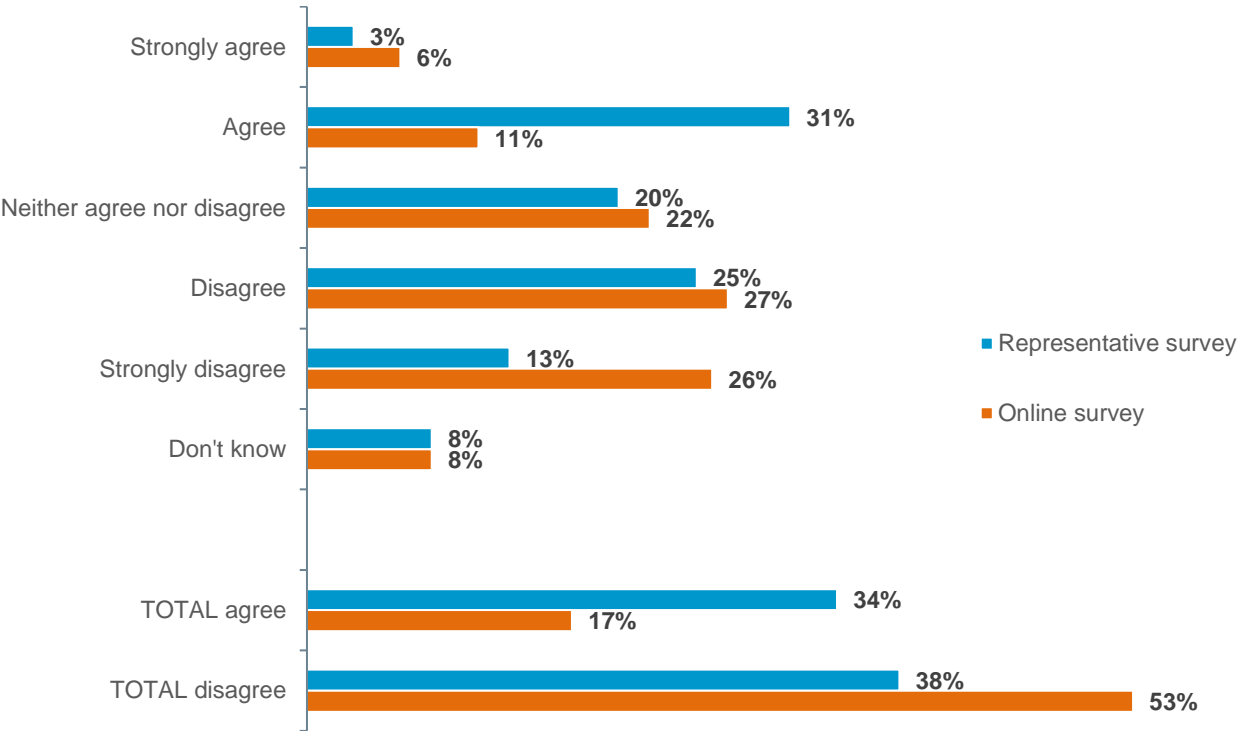
Subgroup analysis of the representative survey

Those living in a house were more likely to **agree** that residential streets in their local area are cleaned frequently enough (55%) when compared with those living in purpose built flats (35%).

When asked to what extent they agreed or disagreed that streets in their local town centre are cleaned frequently enough, respondents across both surveys were more likely to disagree overall (38% representative, 53% online) than agree overall (34% representative, 17% online).

Figure 39 – (Q30) To what extent do you agree or disagree that streets in your local town centre are cleaned frequently enough?

Base: All respondents – representative (406); online (2,248)

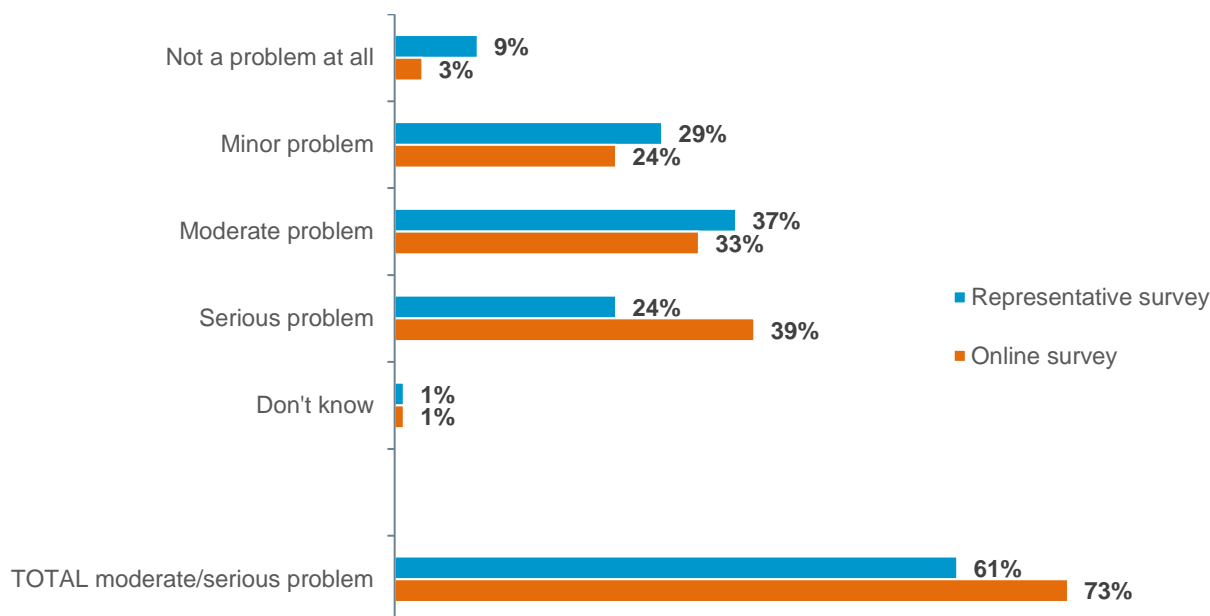


Subgroup analysis of the representative survey
There were no statistically significant differences between subgroups.

Respondents were provided with a list of street cleaning issues and were asked to indicate how much of a problem they were in their local area, on a scale of 'not at all a problem' to 'serious problem'. Six in ten representative respondents (61%) and three quarters of online respondents (73%) said they thought street litter was a *moderate* or *serious problem*.

Figure 40 – (Q31a) To what extent are the following a problem in your local area?
Street litter

Base: All respondents – representative (406); online (2,245)



Subgroup analysis of the representative survey

Croydon South residents were more likely to think that street litter is **not a problem at all** (18%) when compared with Croydon North residents (4%).

Those living in a house and a house converted to flats were more likely to think that street litter is a **minor problem** (36% and 30% respectively) when compared with those living in purpose built flats (17%).

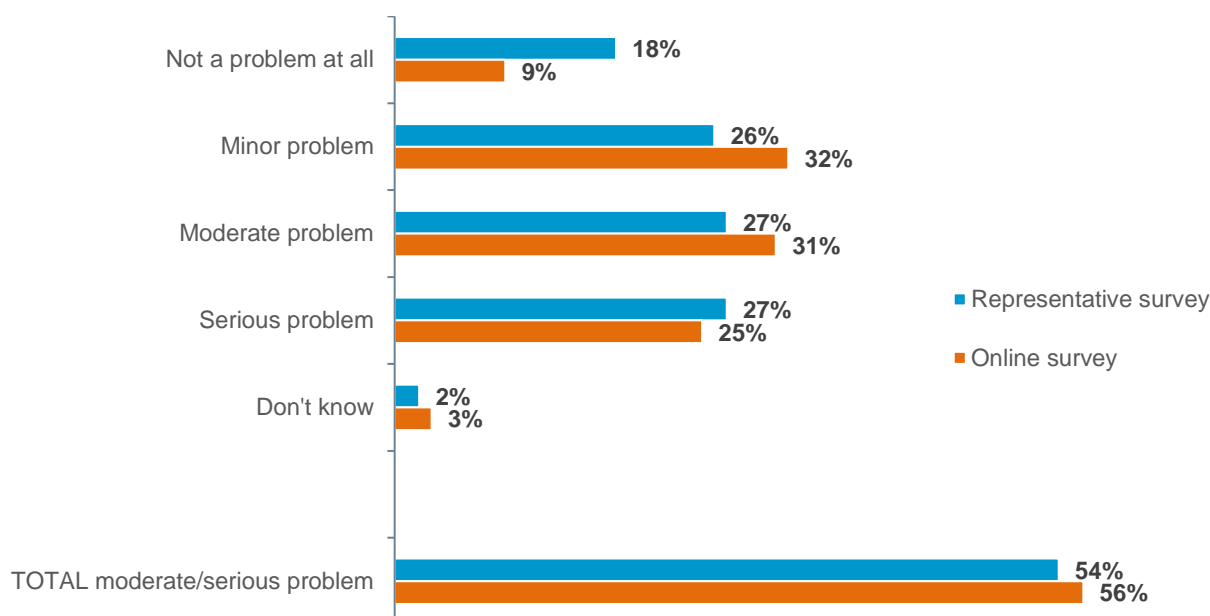
Subgroups more likely to think that street litter is a **moderate or serious problem** (61% overall) include:

- Those living in purpose built flats (72%) vs those living in a house (54%)
- Croydon North residents (70%) vs Croydon South residents (52%)
- Those aged 35-54 (66%) vs those aged 55+ (50%)

Over half of respondents across both surveys indicated that they thought dog fouling was a *moderate* or *serious problem* in their local area (54% representative, 56% online). Representative respondents were twice as likely to consider this as *not a problem at all* (18%) than online respondents (9%).

Figure 41 – (Q31b) To what extent are the following a problem in your local area?
Dog fouling

Base: All respondents – representative (406); online (2,244)



Subgroup analysis of the representative survey

Croydon South residents were more likely to think that dog fouling is **not a problem at all** (34%) when compared with Croydon Central (14%) and Croydon North residents (13%).

Subgroups more likely to think that dog fouling is a **minor problem** (26% overall) include:

- Those living in a house (34%) vs those living in a house converted to flats (17%) and purpose built flats (19%)
- Those aged 55+ (34%) vs those aged 35-54 (22%)

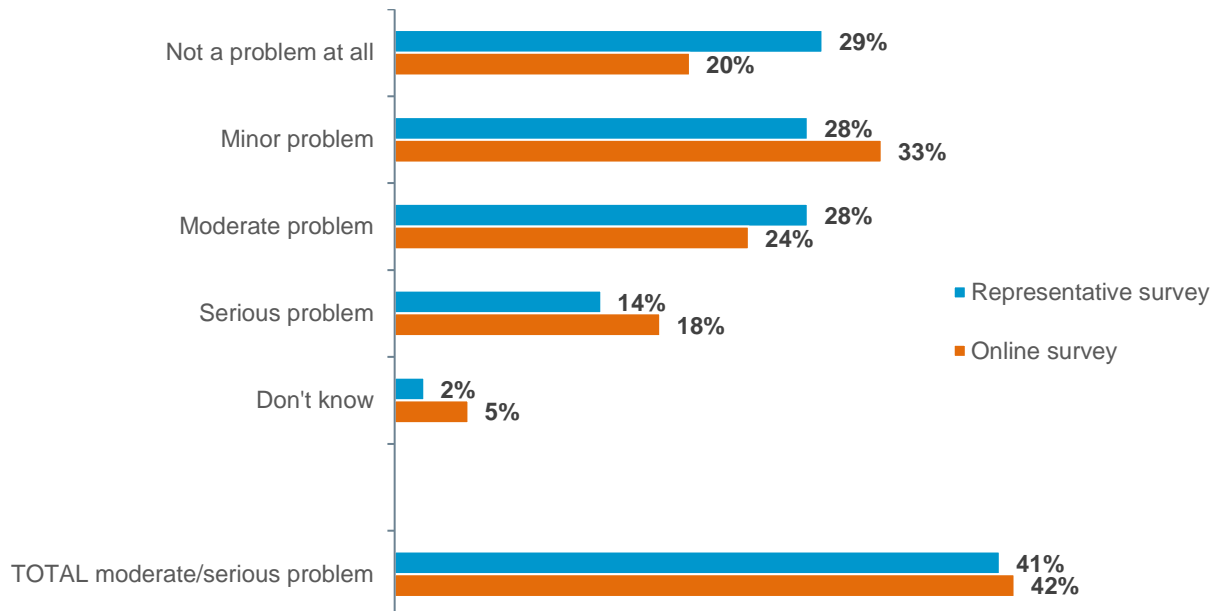
Subgroups more likely to think that dog fouling is a **moderate or serious problem** (54% overall) include:

- Those living in a house converted to flats (68%) and purpose built flats (61%) vs those living in a house (44%)
- Croydon Central (57%) and Croydon North residents (57%) vs Croydon South residents (38%)
- Those aged 18-54 (60%) vs those aged 55+ (40%)

Around four in ten respondents across both surveys felt that graffiti and fly-posting were a *moderate* or *serious problem* in their local area (41% representative, 42% online). Representative respondents were more likely to think this was *not a problem at all* (29%) than online respondents (20%).

**Figure 42 – (Q31c) To what extent are the following a problem in your local area?
Graffiti/fly-posting**

Base: All respondents – representative (406); online (2,244)



Subgroup analysis of the representative survey

Croydon South residents were more likely to think that graffiti/fly-posting is **not a problem at all** (45%) when compared with Croydon Central (27%) and Croydon North residents (23%).

Those living in a house were more likely to think that graffiti/fly-posting is a **minor problem** (33%) when compared with those living in purpose built flats (19%).

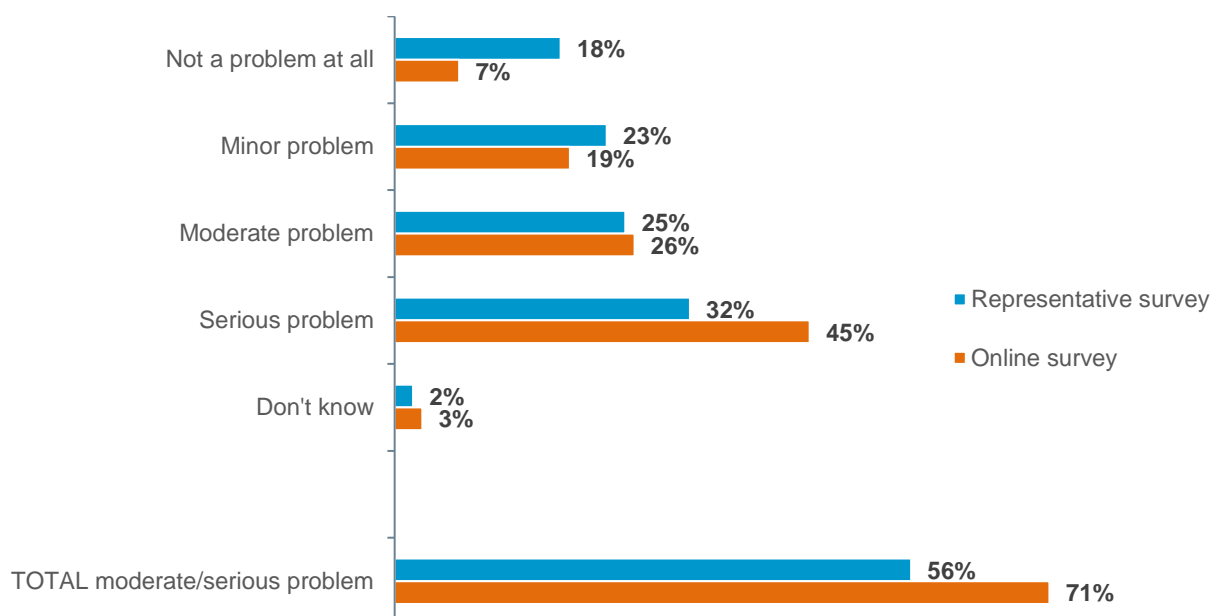
Subgroups more likely to think that graffiti/fly-posting is a **moderate or serious problem** (41% overall) include:

- Those living in a house converted to flats (51%) and purpose built flats (49%) vs those living in a house (33%)
- Croydon Central residents (44%) vs Croydon South residents (28%)

Over half of representative respondents (56%) and seven in ten online respondents (71%) thought that fly-tipping was a *moderate* or *serious problem* in their local area. Representative respondents were more than twice as likely to believe this was *not a problem at all* (18%) than online respondents (7%).

Figure 43 – (Q31d) To what extent are the following a problem in your local area?
Fly-tipping

Base: All respondents – representative (406); online (2,247)



Subgroup analysis of the representative survey

Croydon South residents were more likely to think that fly-tipping is **not a problem at all** (29%) when compared with Croydon Central (16%) and Croydon North residents (10%).

Subgroups more likely to think that fly-tipping is a **minor problem** (23% overall) include:

- Those living in a house (28%) vs those living in purpose built flats (14%)
- Those aged 55+ (31%) vs those aged 18-34 (17%)

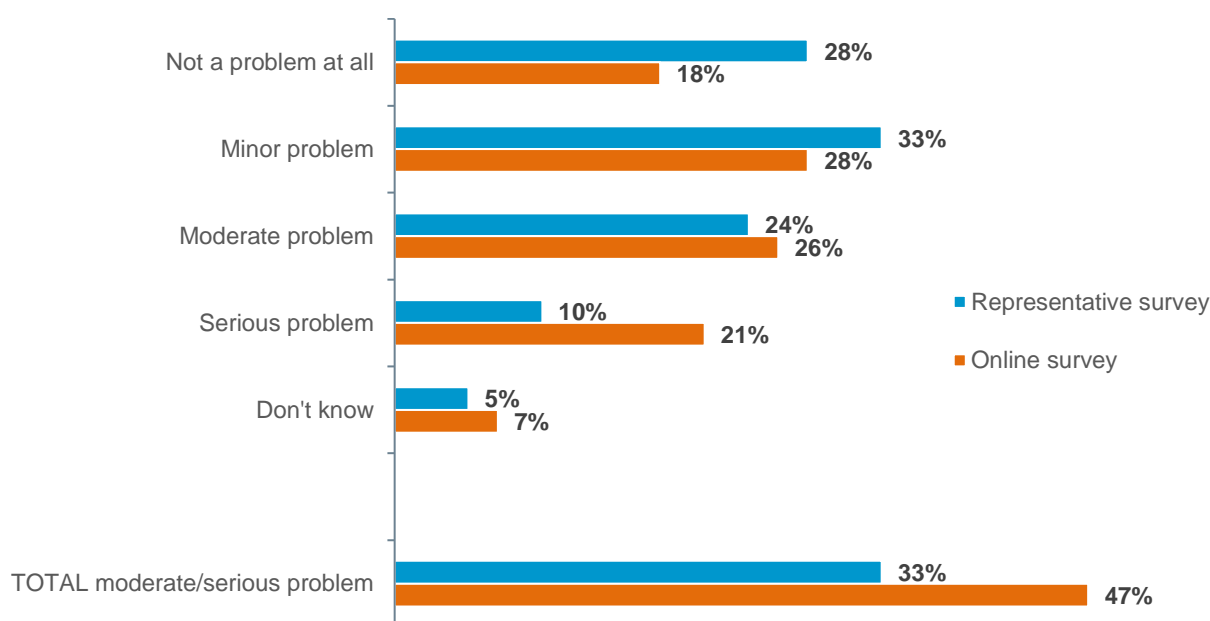
Subgroups more likely to think that fly-tipping is a **moderate or serious problem** (56% overall) include:

- Those living in purpose built flats (67%) vs those living in a house (50%)
- Croydon North residents (65%) vs Croydon South residents (46%)
- Those aged 18-54 (63%) vs those aged 55+ (41%)

When asked to what extent they thought that weeds on the public highway were a problem in their local area, representative respondents' opinion was relatively split. Almost three in ten representative respondents thought this was *not a problem at all* (28%), a third felt it was a *minor problem* (33%) and another third felt it was a *moderate or serious problem* (33%). Almost half of online respondents thought that weeds on the public highway were a *moderate or serious problem* (47%).

Figure 44 – (Q31e) To what extent are the following a problem in your local area?
Weeds on the public highway

Base: All respondents – representative (406); online (2,246)



Subgroup analysis of the representative survey

Croydon South residents were more likely to think that weeds on the public highway are **not a problem at all** (45%) when compared with Croydon Central (22%) and Croydon North residents (21%).

Croydon North residents were more likely to think that weeds on the public highway are a **minor problem** (43%) when compared with Croydon South residents (24%).

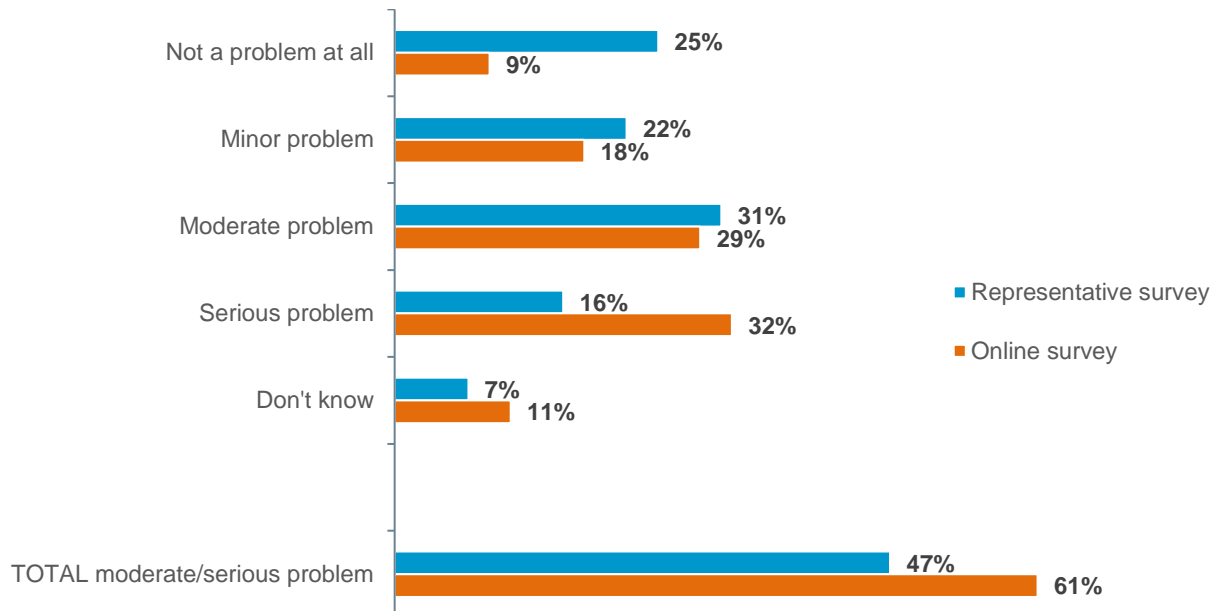
Subgroups more likely to think that weeds on the public highway are a **moderate or serious problem** (33% overall) include:

- Those living in a house converted to flats (52%) vs those living in a house (25%) and purpose built flats (36%)
- Croydon Central residents (41%) vs Croydon North residents (25%)
- Those aged 35-54 (39%) vs those aged 55+ (26%)

Almost half of representative respondents (47%) and six in ten online respondents (61%) thought that full public litter bins were a *moderate* or *serious problem* in their local area. Representative respondents were significantly more likely to think this was *not a problem at all* (25%) than online respondents (9%).

Figure 45 – (Q31f) To what extent are the following a problem in your local area?
Full public litter bins

Base: All respondents – representative (406); online (2,246)



Subgroup analysis of the representative survey

Subgroups more likely to think that full public litter bins are **not a problem at all** (25% overall) include:

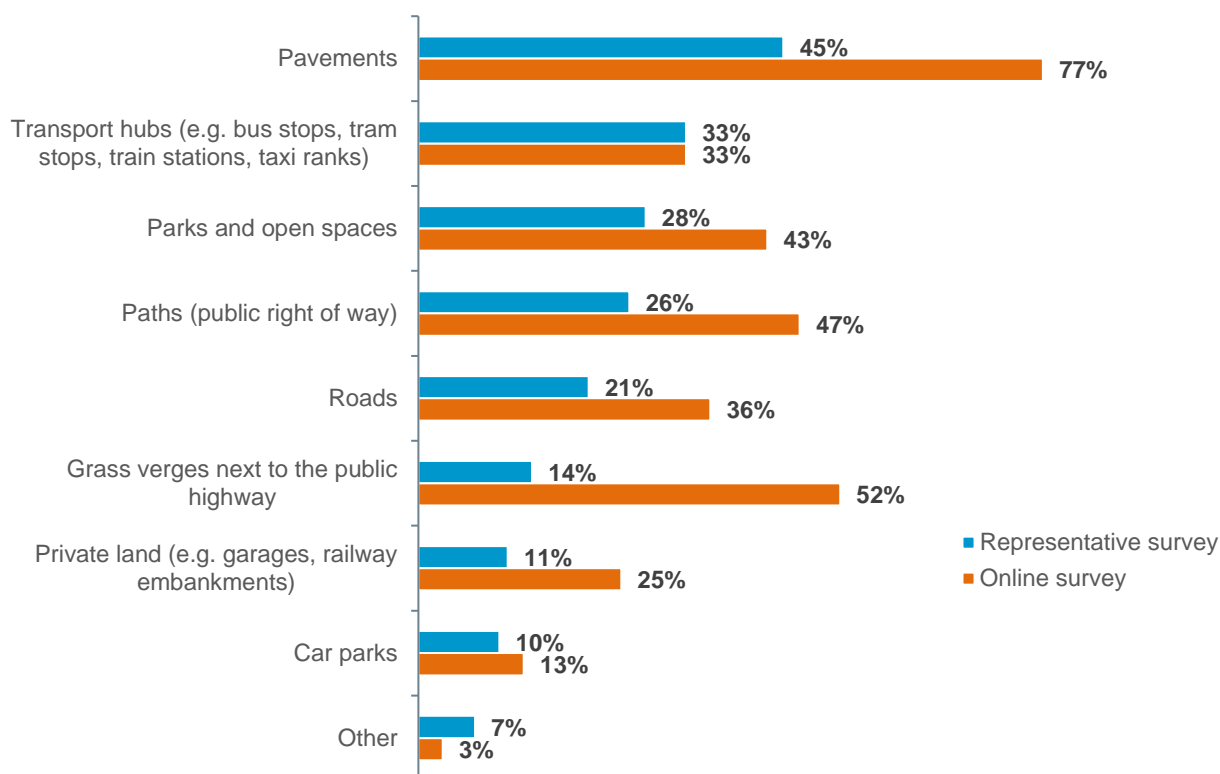
- Those living in a house (30%) vs those living in a house converted to flats (16%)
- Croydon South residents (40%) vs Croydon Central (19%) and Croydon North residents (18%)
- Those aged 55+ (33%) vs those aged 35-54 (20%)

Those living in purpose built flats were more likely to think that full public litter bins are a **moderate or serious problem** (57%) when compared with those living in a house (40%).

Respondents were asked which areas in their neighbourhood tend to get dirtiest and would benefit from more attention in the future and were able to select all that applied. The most common response across both surveys was *pavements* (45% representative, 77% online). Other common responses provided by respondents across both surveys include *transport hubs* (both at 33%), *parks and open spaces* (28% representative, 43% online) and *paths (public right of way)* (26% representative, 47% online). Online respondents were significantly more likely to select *grass verges next to the public highway* (52%) than representative respondents (14%).

Figure 46 – (Q32) Which areas in your neighbourhood tend to get dirtiest and would benefit from more attention in the future?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Croydon North residents were more likely to select **pavements** (53%) when compared with Croydon South residents (38%).

Croydon Central and Croydon North residents were more likely to select **transport hubs** (31% and 43% respectively) when compared with Croydon South residents (10%).

Those living in purpose built flats were more likely to select **car parks** (19%) when compared with those living in a house (8%) and a house converted to flats (2%).

'Other' responses

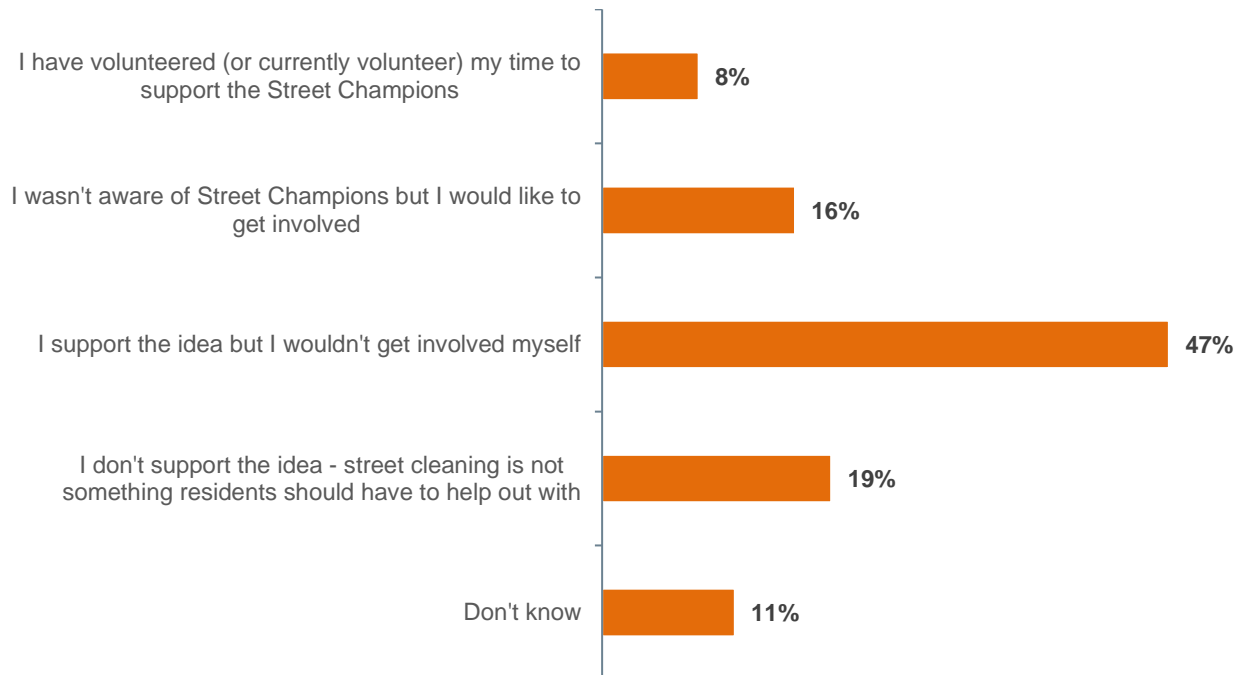
The following points are the main 'other' comments:

- On roadsides
- Alleyways/footpaths
- Weeds are not an issue/biodiversity needed
- Areas where fly-tipping occurs

Croydon Council coordinates Street Champions, which is a network of residents who volunteer to improve the environment and street scene across the borough. Online respondents were asked to provide their opinion on this by selecting which statement best reflects their view from a list. Almost half of online respondents said they *support the idea but wouldn't get involved themselves* (47%). In total, a quarter of online respondents (24%) said they have *already volunteered or currently volunteer their time to support the Street Champions* (8%) or that they *weren't aware of Street Champions but would like to get involved* (16%). A fifth of online respondents said they *don't support the idea* (19%).

Figure 47 – (Q33) Which of these statements best reflects your view about the Street Champion Programme?

Base: All respondents – online (2,248)

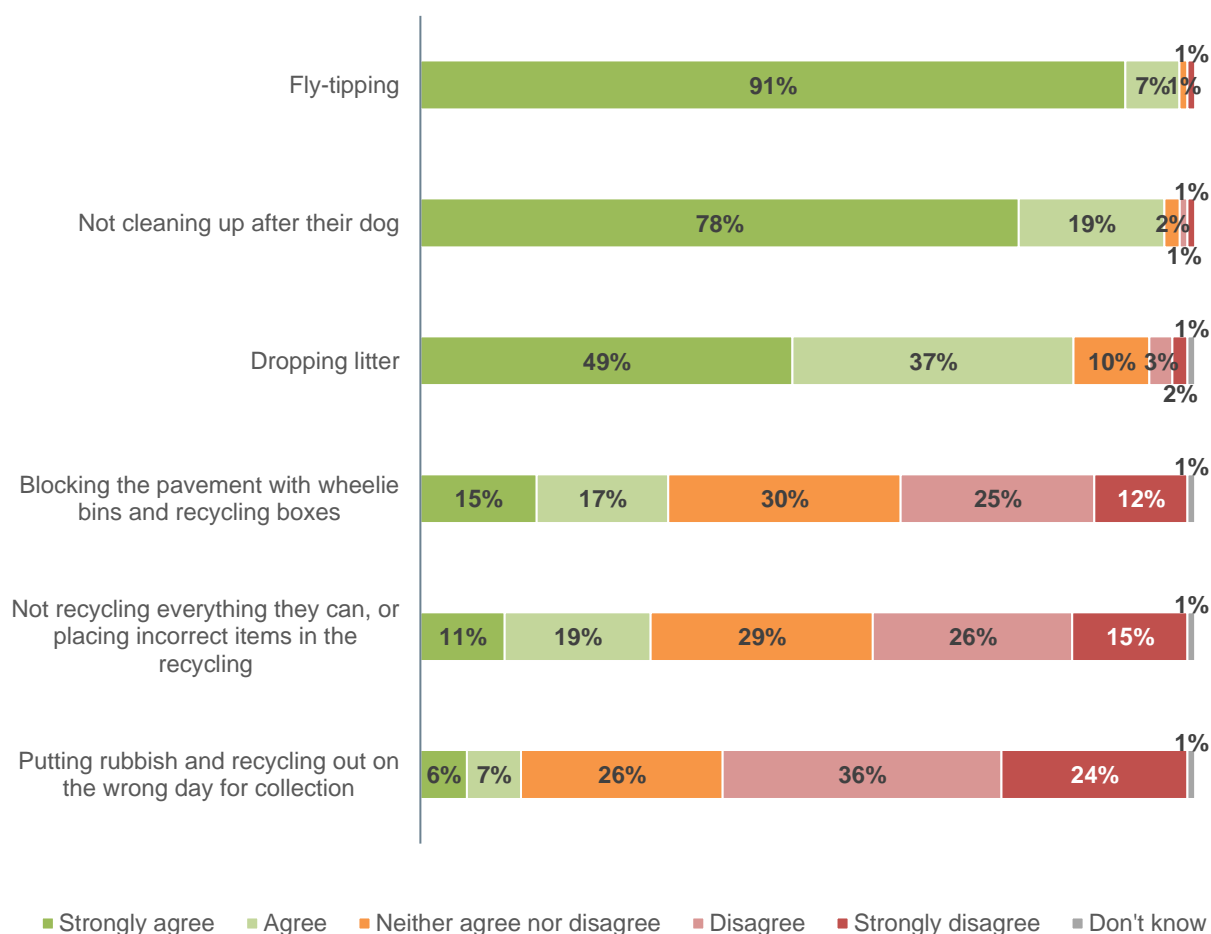


Online respondents were asked to what extent they agreed that people should receive fixed penalty notices for a series of behaviours related to street cleaning and waste and recycling collections. Overall agreement was highest for the behaviours related to street cleaning, such as *fly-tipping* (98%), *not cleaning up after their dog* (97%) and *dropping litter* (85%).

However, online respondents were more likely to disagree than agree that people should receive fixed penalty notices for behaviours related to waste and recycling collections, such as *blocking pavements with wheelie bins and boxes* (37% disagree overall, 32% agree overall), *not recycling everything they can, or placing incorrect items in the recycling* (41% disagree overall, 29% agree overall) and *putting rubbish and recycling out on the wrong day for collection* (61% disagree overall, 13% agree overall).

Figure 48 – (Q34) To what extent do you agree that people should receive fixed penalty notices for the following?

Base: All respondents – online (2,247)

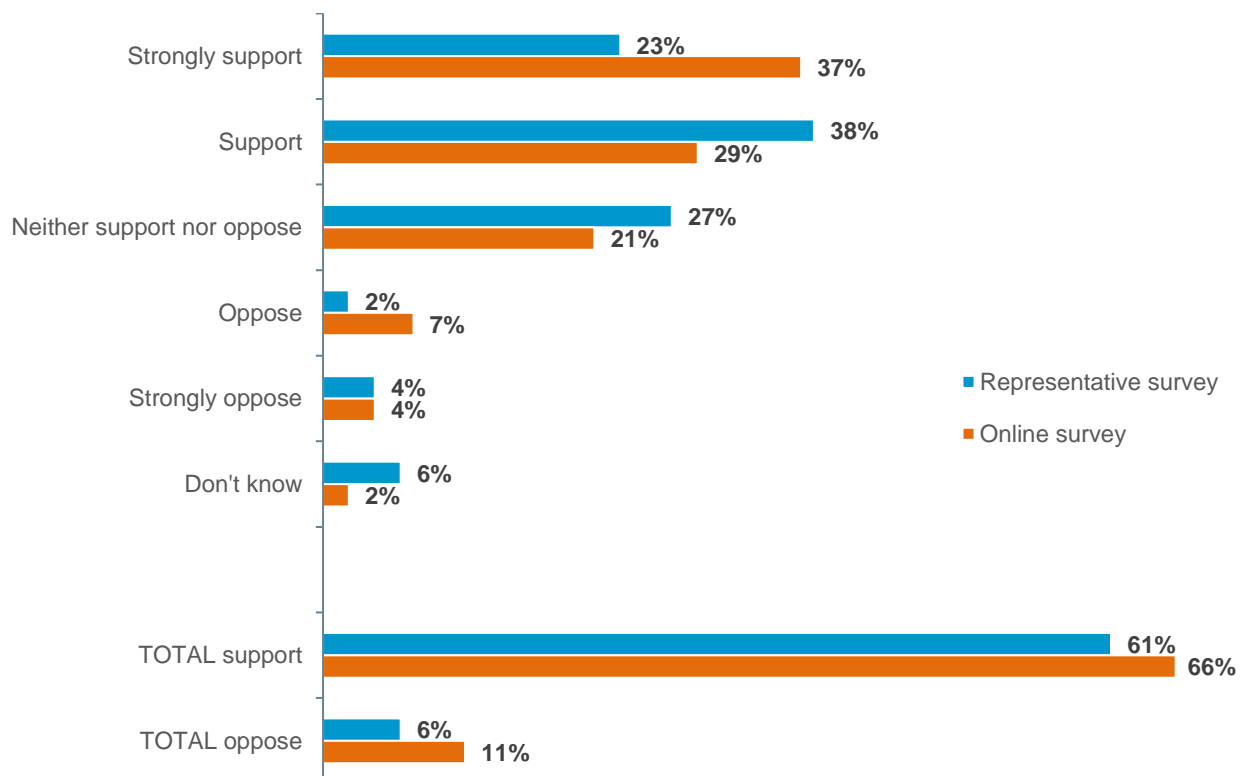


Respondents were asked to what extent they support or oppose the council adopting a pesticide-free approach to weed control, which can be slightly less effective and means some public spaces can look 'less neat'. Six in ten representative respondents (61%) and two thirds of online respondents (66%) supported this overall. Online respondents were more likely to oppose this overall (11%) than representative respondents (6%).

Figure 49 – (Q35) Some councils have stopped using chemicals like glyphosate to control weeds on the public highway. There are environmental benefits using pesticide-free approaches to weed control, but they are slightly less effective and means some public spaces can look a bit 'less neat'.

To what extent do you support or oppose the council adopting a pesticide-free approach to weed control?

Base: All respondents – representative (406); online (2,248)



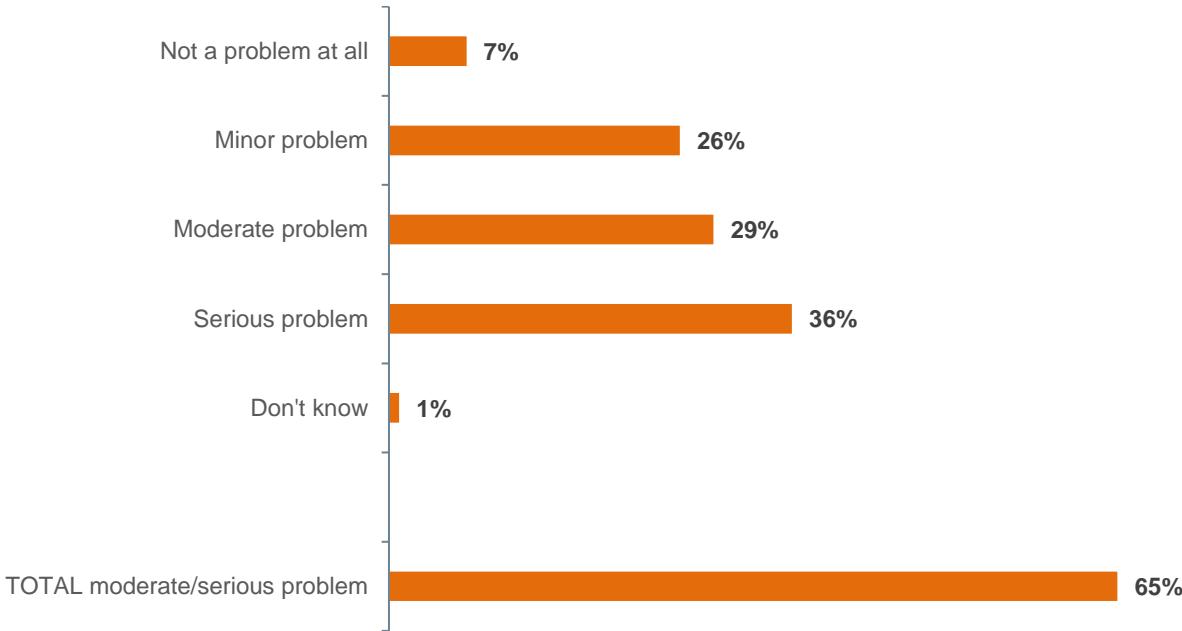
Subgroup analysis of the representative survey

Those aged 18-34 were more likely to say they **support** the council adopting a pesticide-free approach to weed control (73%) when compared with those aged 35-54 (54%).

Two thirds of online respondents indicated that leaves on the road and pavement in autumn and winter are a *moderate* or *serious problem* in their local area (65%). A further quarter said this was a *minor problem* (26%) and 7% said it was *not a problem at all*.

Figure 50 – (Q36) To what extent are leaves on the road and pavement in autumn/winter a problem in your local area?

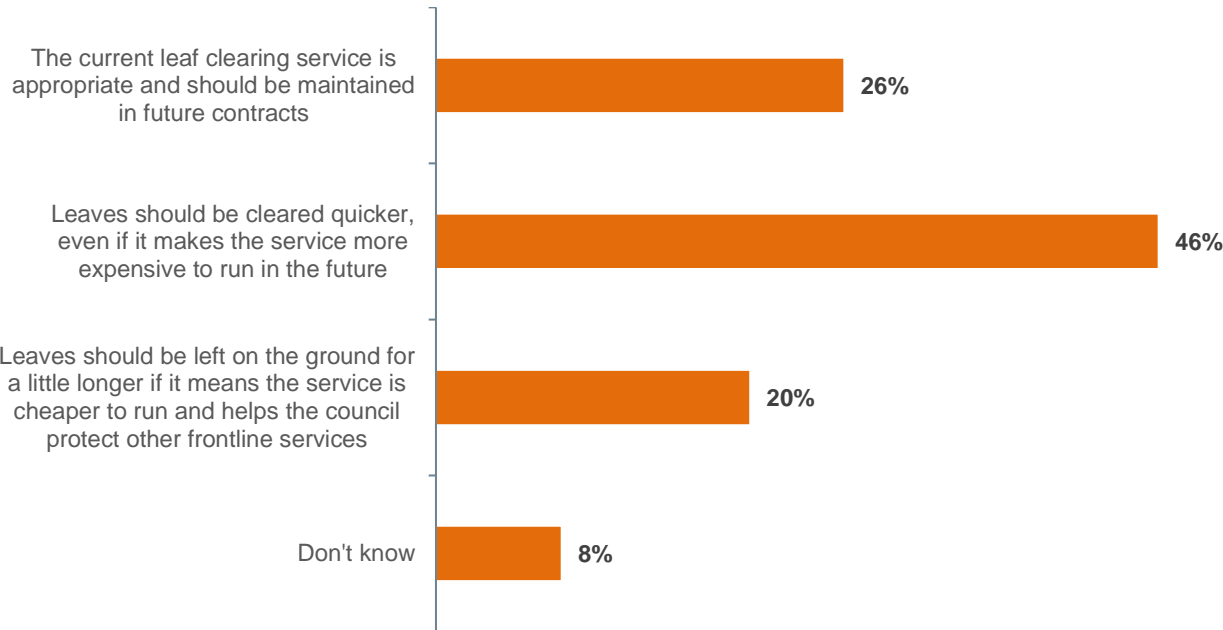
Base: All respondents – online (2,248)



Almost half of online respondents felt that *leaves should be cleared quicker, even if it makes the service more expensive to run in the future* (46%). A quarter felt that *the current leaf clearing service is appropriate* (26%) and a fifth said that *leaves should be left on the ground for a little longer if it means the service is cheaper to run and helps the council protect other frontline services* (20%).

Figure 51 – (Q37) Which of these statements do you most agree with?

Base: All respondents – online (2,248)



Focus group feedback about street cleaning

Participants were asked to provide their thoughts on street cleaning in Croydon, encompassing a range of services including sweeping roads, pavements and public land, clearing weeds, pavement gritting, fly-tipping, dog fouling, drain and sewer problems, fly posting, graffiti, and dealing with dead animals.

Street cleaning

Participants felt that street cleaning should be improved, noting that some areas were rarely cleaned and issues with litter in public areas

When asked about street cleaning in town and district centres, as well as in the local area, the majority of participants were dissatisfied and felt that there was room for improvement. Some said there was little evidence of street cleaning occurring in their local area, citing examples of litter on roads and paths. For some, this was an increasing problem in recent years.

My general comment would be that it's pretty abhorrent at the moment if I'm honest. The amount of anti-social activity and fly-tipping is through the roof at the moment.

Croydon focus group participant (flats group)

Occasionally I see the road sweepers, but very, very rarely...There are things like the grass next to the bus stop that hasn't been litter picked in the five years that I've lived here, and is just getting worse. At some point, I'm just going to bite the bullet and do it myself. And the public paths, the rights of way, I don't think are ever inspected.

Croydon focus group participant (houses group)

It is especially bad when the bins are being emptied, but I would say that street litter is generally a significant problem where I live. I've lived in London for 15 years, and I notice it, so there is generally more litter.

Croydon focus group participant (houses group)

Participants suggested that some areas were cleaned more frequently than others, with a greater focus on town centres, areas being developed and areas that they consider to be more affluent. However, this is to the detriment of other areas in the borough.

Street cleaning is non-existent. They only want to do the posh end of town...Coulson, Purley, Sanderstead.

Croydon focus group participant (flats group)

In the very local area that I live, probably a square mile or so, I have seen an improvement in street cleaning in the last five or six years. But I'm thinking it might be where the council is placing its priorities. There's a lot of construction and activity in East Croydon.

Croydon focus group participant (flats group)

They want town centres clean and tidy so if visitors come, it looks clean. They're leaving everyone else with rubbish everywhere. Even if it was done once a week, it would be an 80% improvement.

Croydon focus group participant (flats group)

I guess they must clean Norbury high street more than other places, because otherwise it would just be ridiculous, there would be way more stuff there. But because there is actually so much rubbish on the residential streets, all areas seem to have a lot of rubbish.

Croydon focus group participant (houses group)

Fly-tipping

Fly-tipping was highlighted as a significant issue, with a perceived lack of consequences for offenders

Participants generally agreed that fly-tipping was a problem in Croydon, with most able to provide examples of this occurring in their local area. Reported fly-tipping hotspots included footpaths, parks and communal bin areas.

Where I live, there's lots of paths and ginnels that connect the streets and they always just have stuff in them because they're kind of hidden.

Croydon focus group participant (flats group)

I went down to the park the other day and there were two sofas which has been fly-tipped into the children's play area...Those sofas were there, I think, a month before they got taken away.

Croydon focus group participant (houses group)

We have quite a lot of problems with fly-tipping...and by it being put next to our bins, it prevents our bins from being taken. It's just household things like lampshades or a small chest of drawers – things that are too small to get too upset about, but big enough to stop our bins being collected...It's a big frustration.

Croydon focus group participant (flats group)

Participants perceived that there were few consequences to fly-tipping, pointing out that enforcement action was rarely taken. Although there was some awareness of the Love Clean Streets app, one participant pointed out that this simply results in the waste being removed rather than any action being taken against the perpetrator.

You can get away with dropping a chocolate wrapper on a town centre street and nobody will notice. You can get away with dropping off a mattress in a residential street and nobody will notice.

Croydon focus group participant (flats group)

I walk my dog all over the borough...and fly-tipping is prevalent. I use the Love Clean Streets app to report it. It varies from rubble, to mattresses, to household goods.

Croydon focus group participant (flats group)

I've reported something like seven different fly-tips just in front of my house, and I actually thought, 'I'm just providing someone a service here. They dump their rubbish and I report it, and it gets taken away for them for free!' I figured out which of my neighbours on the street was doing it, and I went and politely knocked on her door, and she was like, 'Oh, I didn't know! I just thought that you put it out there and someone took it away'...There's no consequence to fly-tipping.

Croydon focus group participant (houses group)

Some felt that the prevalence of fly-tipping could be related to the difficulty some residents experience in accessing Household Reuse and Recycling Centres. It was proposed that making it easier for people to access these sites could potentially help to reduce instances of fly-tipping in the borough. One suggestion was to reduce the cost for those wishing to dispose of commercial waste.

It is hard – what are you going to do if you don't have a car and you need to get rid of something?

Croydon focus group participant (houses group)

It costs, on average, £5,000 to prosecute someone for fly-tipping. It costs a person who needs a waste carrier license probably about £1,000 and then they would need to subsequently pay a fee to dispose of rubbish...So if they reduce the cost of allowing commercial vehicles to dispose of their rubbish, I can guarantee you will cut the fly-tipping by half.

Croydon focus group participant (flats group)

Cost of waste disposal for individual residents was also mentioned as a potential barrier to correct disposal of waste. One participant said that, whilst they were able to pay a fee for old appliances to be removed by retailers delivering new ones, this might not be affordable for everyone which could then lead to these items being fly-tipped.

If I'm ordering a new fridge, I will pay the extra £50 or £60 for the delivery guys to take the old one away at the same time. But I know not everybody can afford that...and maybe we'll see more of that with the cost of living crisis – people leaving things out.

Croydon focus group participant (flats group)

Dog fouling, graffiti and leaf fall

Dog fouling, graffiti and leaf fall were identified as being less problematic than fly-tipping and general street cleaning

There were mixed opinions about dog fouling in the borough, with some suggesting that this was a major issue and others that it was less so, or that it was only a problem in certain areas. Some participants had noticed graffiti around the borough, but this was not discussed as widely as fly-tipping and general street cleaning. One participant mentioned that they worked as part of a community group which worked to clean up streets and remove graffiti.

Pet fouling is a major problem.

Croydon focus group participant (flats group)

I'm sure they do clean Norbury high street much more. There's not dog poo on the high street...but there is a lot of dog poo on the residential streets.

Croydon focus group participant (houses group)

I saw some graffiti the other day, but it was more noticeable because it was on the side of someone's garage. We get a bit of graffiti around Norbury, but it's not that bad, relative to London.

Croydon focus group participant (houses group)

My group go round privately with graffiti removal spray...But when we get the council on it, again, it's just a long wait.

Croydon focus group participant (houses group)

Leaf fall was again not identified as a major problem by most participants, with some saying that there were few trees in their local area, or that leaves were regularly cleared by the council. However, a small number of participants identified leaf fall as an issue. It was suggested that the council could better organise street cleaning in certain 'hot spots' where frequent problems with leaf fall arise.

It's not that leafy round here.

Croydon focus group participant (houses group)

I live near the school, so they keep it quite clean.

Croydon focus group participant (houses group)

It doesn't bother me a huge amount...but it does present some hazards. It attracts litter, you can't see the dog mess. So it does tend to cause a few problems.

Croydon focus group participant (houses group)

There's a side road up the back of me where we had residents falling down it, and they just had to clear it themselves...The council needs to have workers where the hot spots are happening first, where the worst leaf clearance is.

Croydon focus group participant (houses group)

Ideas for improving the street cleaning service

The council should aim to increase residents' respect for the local area, and ensure they support this by regular, visible street cleaning and dealing with problems quickly

During the focus groups, a number of participants commented that frequent littering and fly-tipping can result in residents having a decreased respect for the local area, which can snowball into additional problems. For example, if there are few perceived consequences to fly-tipping, then others may be tempted to dispose of their waste in this way. A lack of respect for the area can further progress into incidences of anti-social behaviour.

Litter attracts litter. If you don't clear it, people think it's acceptable, and it just spirals.

Croydon focus group participant (houses group)

It's the broken windows theory...If there's broken glass, there's graffiti. If there's graffiti, there's anti-social behaviour...It's that knock-on effect.

Croydon focus group participant (flats group)

Conversely, participants explained that if the area is well maintained then people are more likely to take pride in their local area. It was therefore suggested that the council should ensure that streets are cleaned on a regular basis, that problems are dealt with quickly, and that residents should be encouraged to develop a sense of personal responsibility, for example by providing more information about initiatives they can become involved with, such as Street Champions.

If your environment is clean, people feel better and they're more likely to take pride in where they live.

Croydon focus group participant (flats group)

It's about having a collective respect for the area and about community interest. I feel that when it gets bad, all that does is encourage poor behaviours around refuse and waste. If it's looked after by those who are being paid to look after it, then those who aren't paid will look after it as well.

Croydon focus group participant (flats group)

I think it also comes down to the individual and how the local authority nurtures that sense of personal responsibility. Threats and fines might work, but it's also about educating and encouraging people to recycle properly.

Croydon focus group participant (flats group)

The Street Champions is something I would definitely get involved in. The Mayor sends out his weekly email and there was something on there last week about it. But we were informed on the 17th March that the initiative was taking place on the 17th March. So I'm all for it, but just give people more warning.

Croydon focus group participant (flats group)

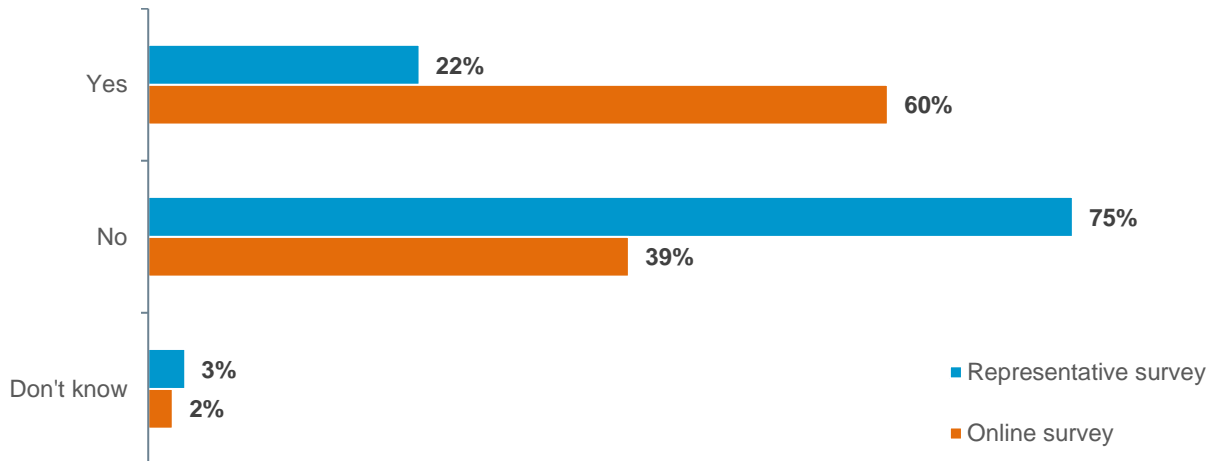
2.3 Resolving problems and keeping residents up to date

Experience of reporting an issue

Six in ten online respondents indicated that they had contacted the council in the last 12 months to report an issue or make a request relating to street cleaning or their recycling and waste collections (60%), whilst only 22% of representative respondents said they had done this.

Figure 52 – (Q38) Have you contacted the council in the last 12 months to report an issue or make a request relating to street cleaning or your recycling and waste collections?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

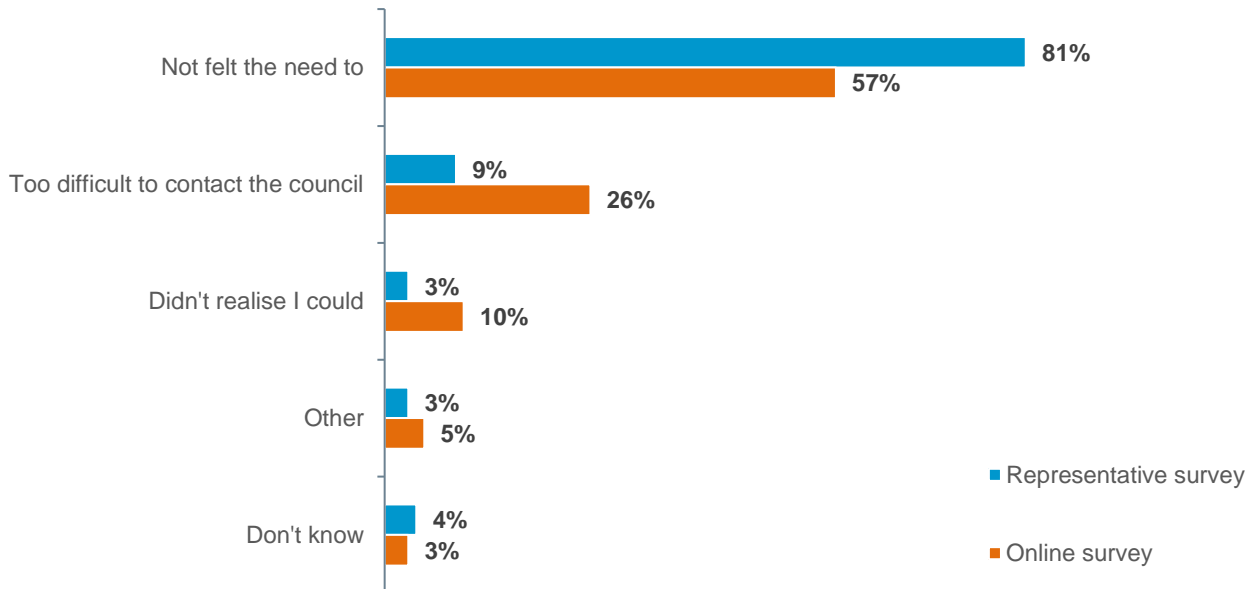
Subgroups more likely to say they **have reported an issue or made a request to the council in the last 12 months** (22% overall) include:

- Croydon South residents (33%) vs Croydon Central (20%) and Croydon North residents (17%)
- Those aged 55+ (31%) vs those aged 18-34 (13%)
- Those who have a disability (38%) vs those who do not (20%)

Those who said they had not reported any issues to the council in the last 12 months were asked why this was. The most common response across both surveys was that they had *not felt the need to* (81% representative, 57% online), followed by the perception that it is *too difficult to contact the council* (9% representative, 26% online). A further 3% of representative respondents and 10% of online respondents said they *didn't realise they could*.

Figure 53 – (Q39) Why have you not reported any issues to the council recently?

Base: All respondents – representative (305); online (867)



Subgroup analysis of the representative survey

Those living in a house converted to flats were more likely to say they had **not felt the need to** contact the council (89%) when compared with those living in purpose built flats (73%).

Croydon Central residents were more likely to say it is **too difficult to contact the council** (14%) when compared with Croydon North residents (4%).

'Other' responses

The following points are the main 'other' comments:

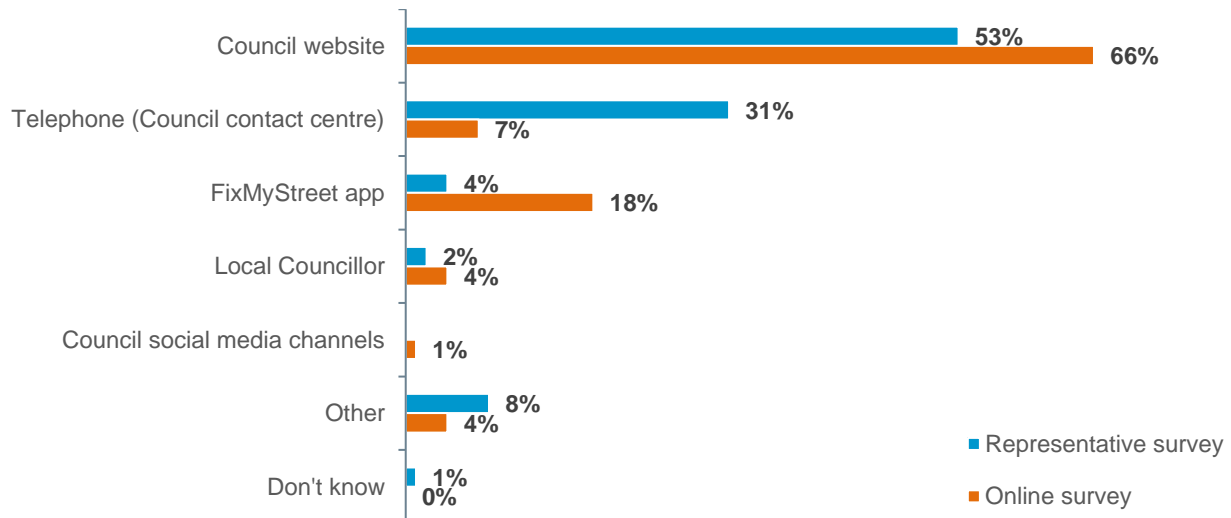
- Low confidence that action will be taken
- Someone else reported

Those who indicated that they had reported an issue to the council in the last 12 months were asked a series of follow up questions. Subgroup analysis of the representative survey has not been carried out for these questions due to the small base size.

When asked how they reported the most recent issue to the council, the most common response across both surveys was via the *council website* (53% representative, 66% online). Representative respondents were more likely to have reported their issue via *telephone* (31%) than online respondents (7%). Conversely, online respondents were more likely to have reported their issue via the *FixMyStreet app* (18%) than representative respondents (4%).

Figure 54 – (Q40) How did you report the most recent issue to the council?

Base: Those who had reported an issue in the last 12 months – representative (89); online (1,339)



'Other' responses

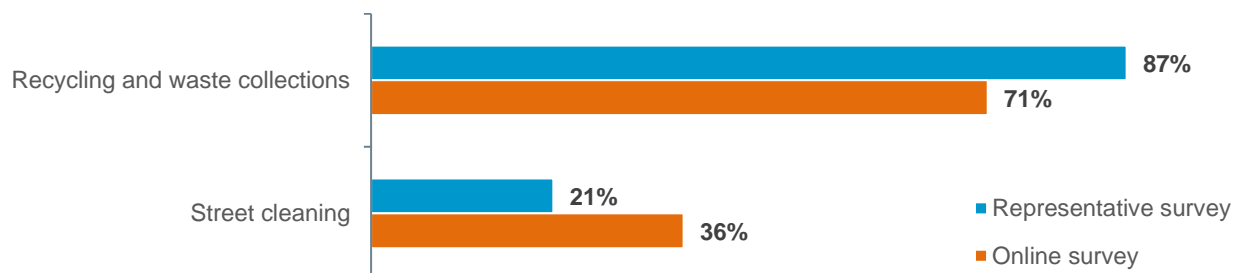
The following points are the main 'other' comments:

- Love Clean Streets app
- Email
- Difficult to contact/no answer/not resolved

The majority of issues reported to the council related to *recycling and waste collections* (87% representative, 71% online). Issues related to *street cleaning* were reported to the council by 21% of representative respondents and 36% of online respondents.

Figure 55 – (Q41) Did the request/issue relate to your recycling and waste collection service or a street cleaning issue?

Base: Those who had reported an issue in the last 12 months – representative (89); online (1,339)

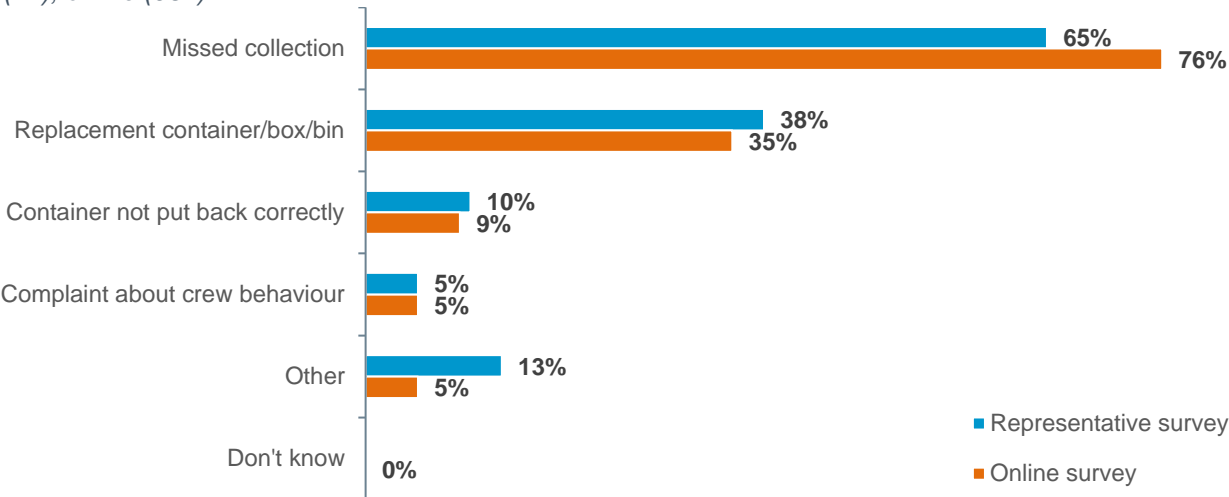


Reporting a recycling and waste collection issue

Those who had reported a recycling and waste collection issue were asked what the report related to specifically. The most common response across both surveys was a *missed collection* (65% representative, 76% online), followed by ordering a *replacement container/box/bin* (38% representative, 35% online).

Figure 56 – (Q42) What did the request or issue you were reporting relate to for waste and recycling collections?

Base: Those who had reported a waste and recycling collection issue in the last 12 months – representative (77); online (952)



‘Other’ responses

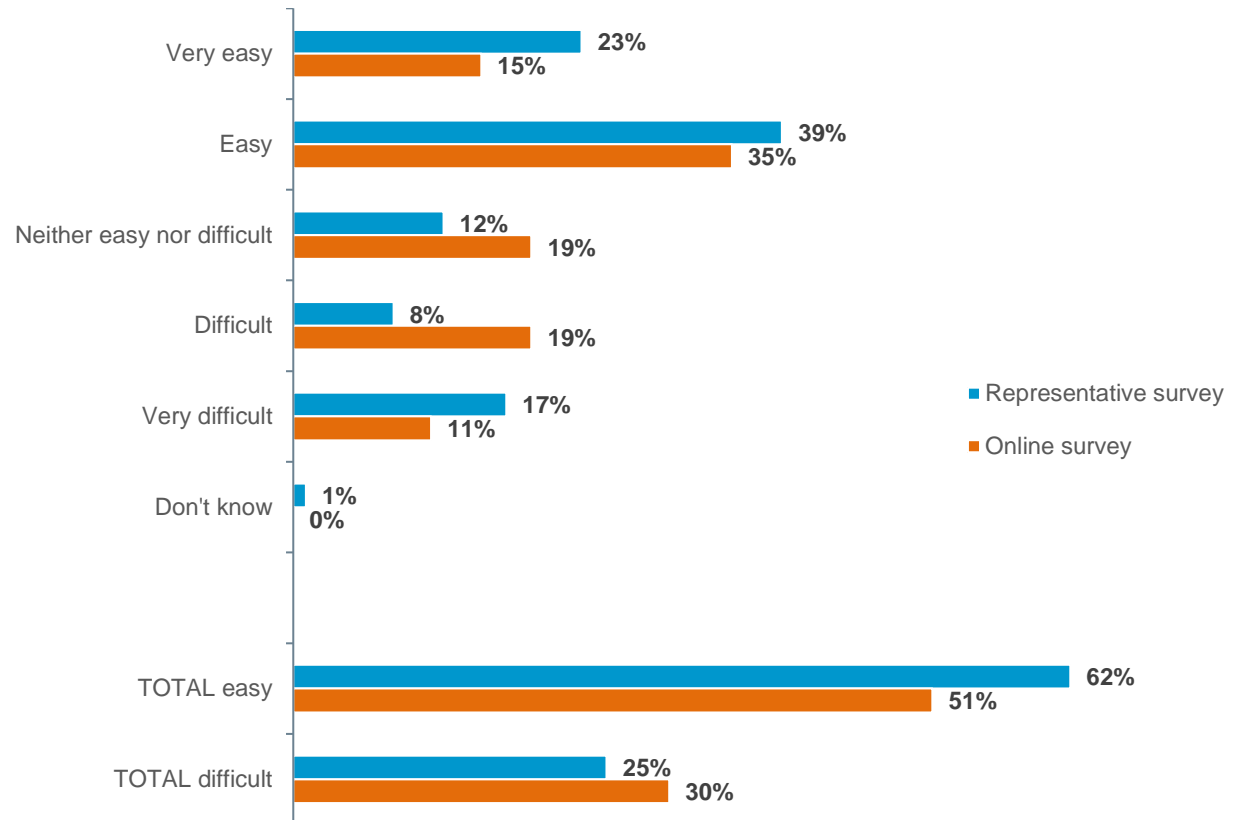
The following points are the main ‘other’ comments:

- Careless crews/broken bins
- Fly-tipping
- Lost bin/request new bin

When asked how easy or difficult it was to make the report to the council for a waste and recycling issue, six in ten representative respondents (62%) and half of online respondents (51%) said it was easy overall. However, a quarter of representative respondents (25%) and three in ten online respondents (30%) felt it was difficult overall.

Figure 57 – (Q43) How easy or difficult was it to make the report to the council for waste and recycling?

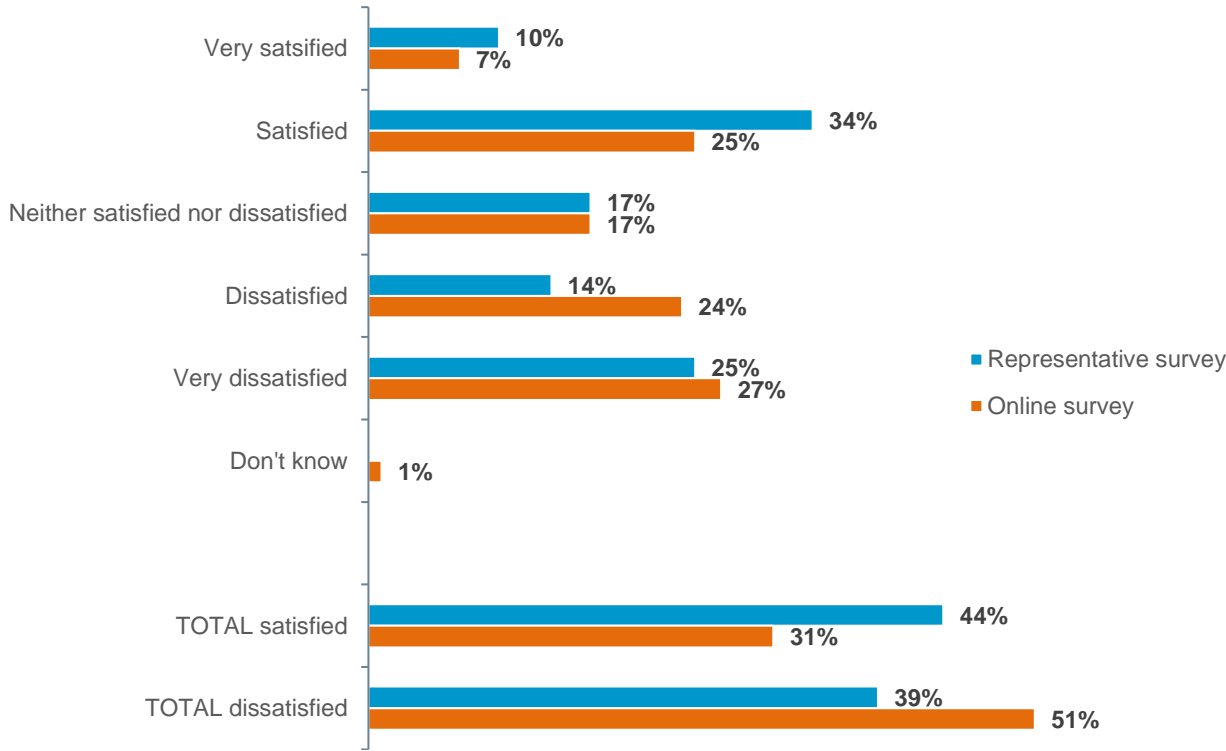
Base: Those who had reported a waste and recycling issue in the last 12 months – representative (77); online (952)



Representative respondents were slightly more likely to indicate that they were satisfied overall with the response they received to their waste and recycling report (44%) than dissatisfied overall (39%). However, online respondents were more likely to be dissatisfied with this overall (51%) than satisfied overall (31%).

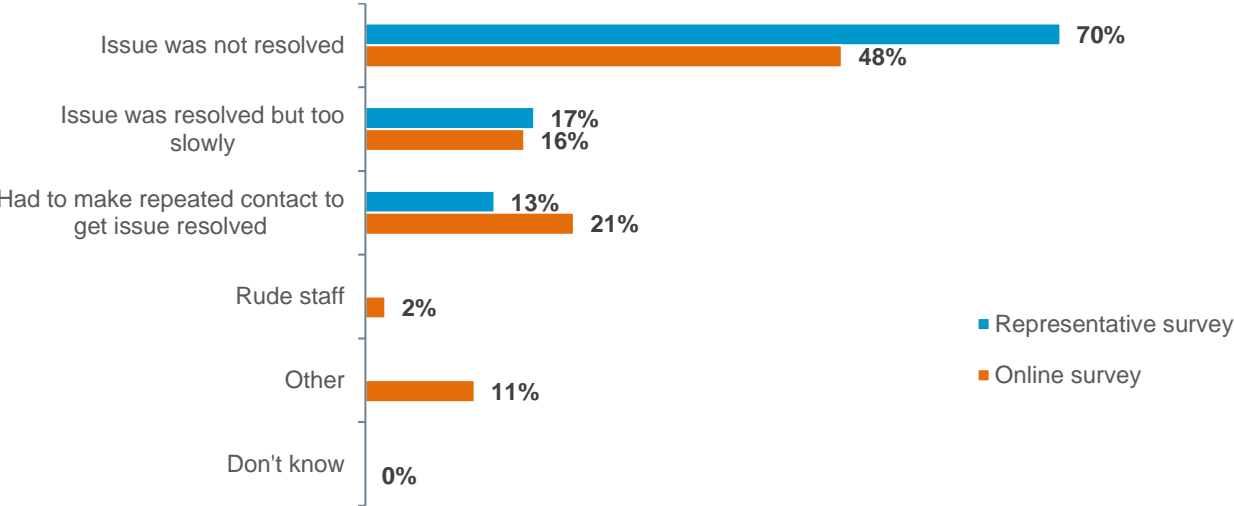
Figure 58 – (Q44) How satisfied or dissatisfied were you with the response you received to your report for waste and recycling?

Base: Those who had reported a waste and recycling issue in the last 12 months – representative (77); online (952)



Those who indicated that they were dissatisfied with the response they received were then asked to identify the main reason for their dissatisfaction. The most common reason across both surveys was that the *issue was not resolved*, selected by 70% of representative respondents (21 respondents) and 48% of online respondents.

Figure 59 – (Q45) What is the main reason for your dissatisfaction for waste and recycling?
Base: Those who were dissatisfied with the response they received – representative (30); online (481)



‘Other’ responses

The following points are the main ‘other’ comments:

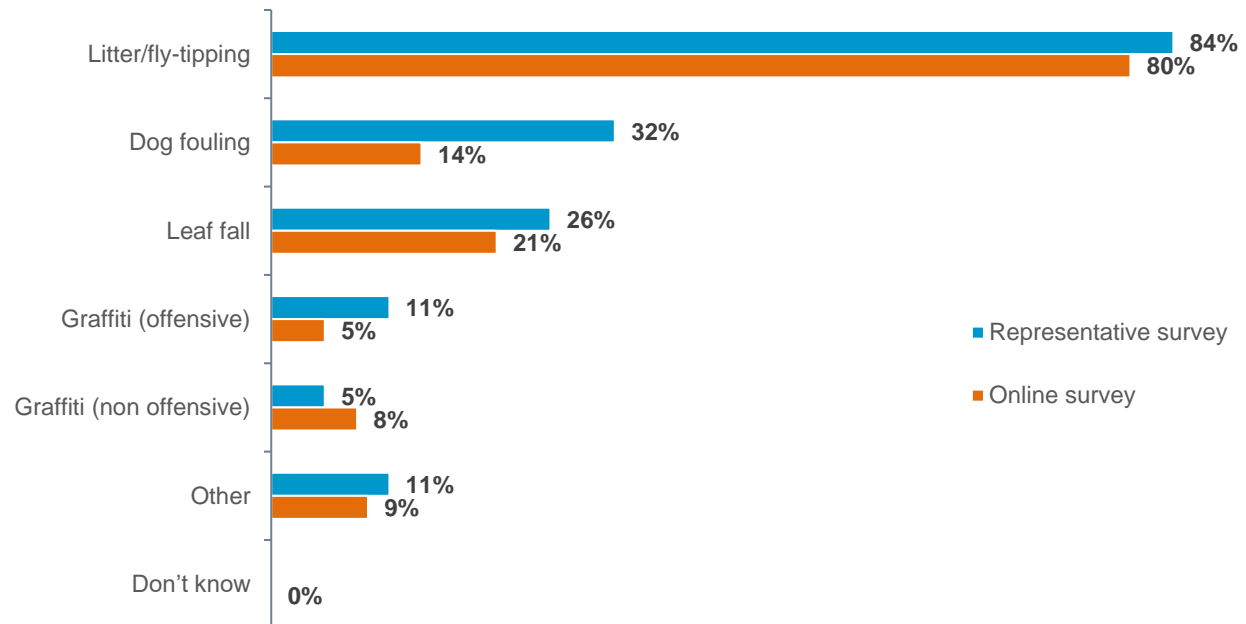
- No response received
- Issue ongoing
- Council provided incorrect information

Reporting a street cleaning issue

Those who indicated that they had reported a street cleaning issue to the council in the last 12 months were asked the same follow up questions as those who had reported a waste and recycling collection issue. When asked what the street cleaning issue related to, the most common response was *litter/fly-tipping*, selected by 84% of representative respondents (16 respondents) and 80% of online respondents.

Figure 60 – (Q46) What did the request or issue you were reporting relate to for street cleaning?

Base: Those who had reported a street cleaning issue in the last 12 months– representative (19); online (488)



'Other' responses

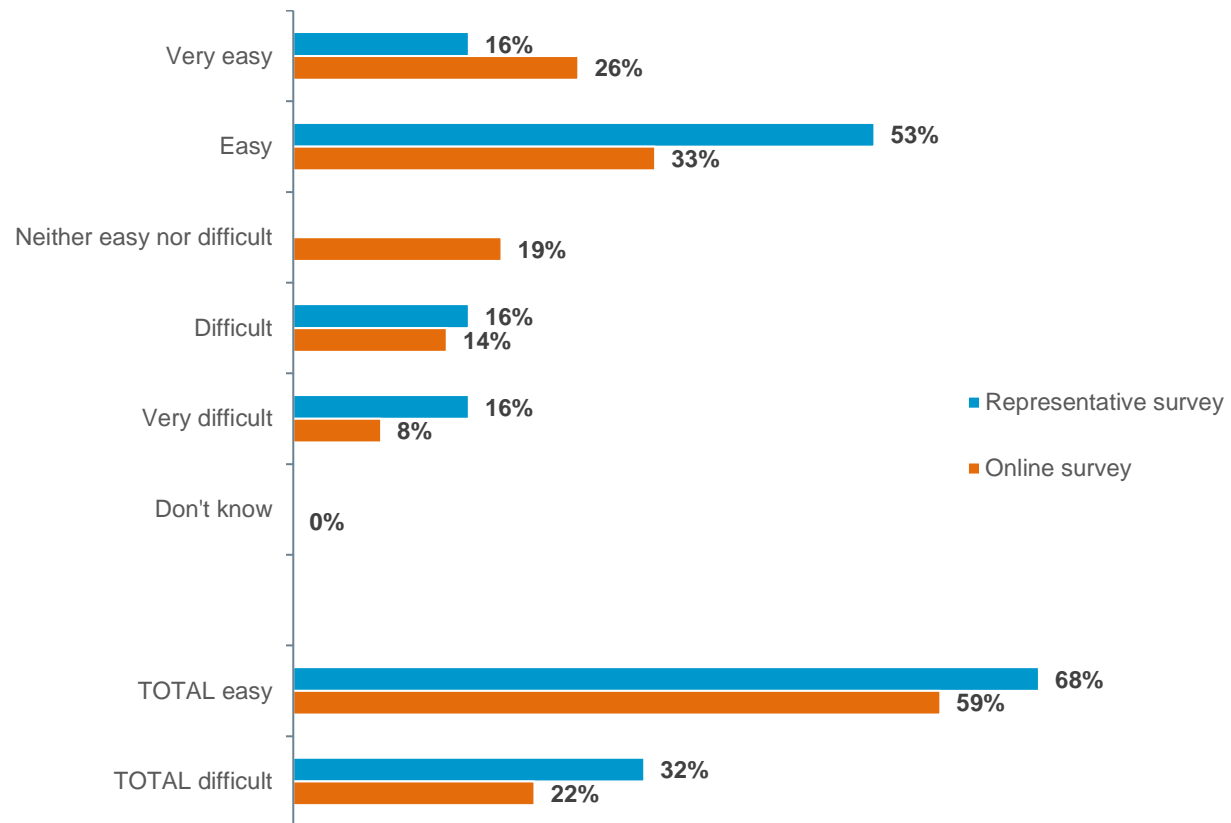
The following points are the main 'other' comments:

- Overgrown trees/foliage
- Blocked drains/flooding
- Lack of/poor street cleaning

Respondents were more likely to think that making the street cleaning report to the council was easy overall (68% representative – 13 respondents, 59% online) than difficult overall (32% representative – 6 respondents, 22% online).

Figure 61 – (Q47) How easy or difficult was it to make the report to the council for street cleaning?

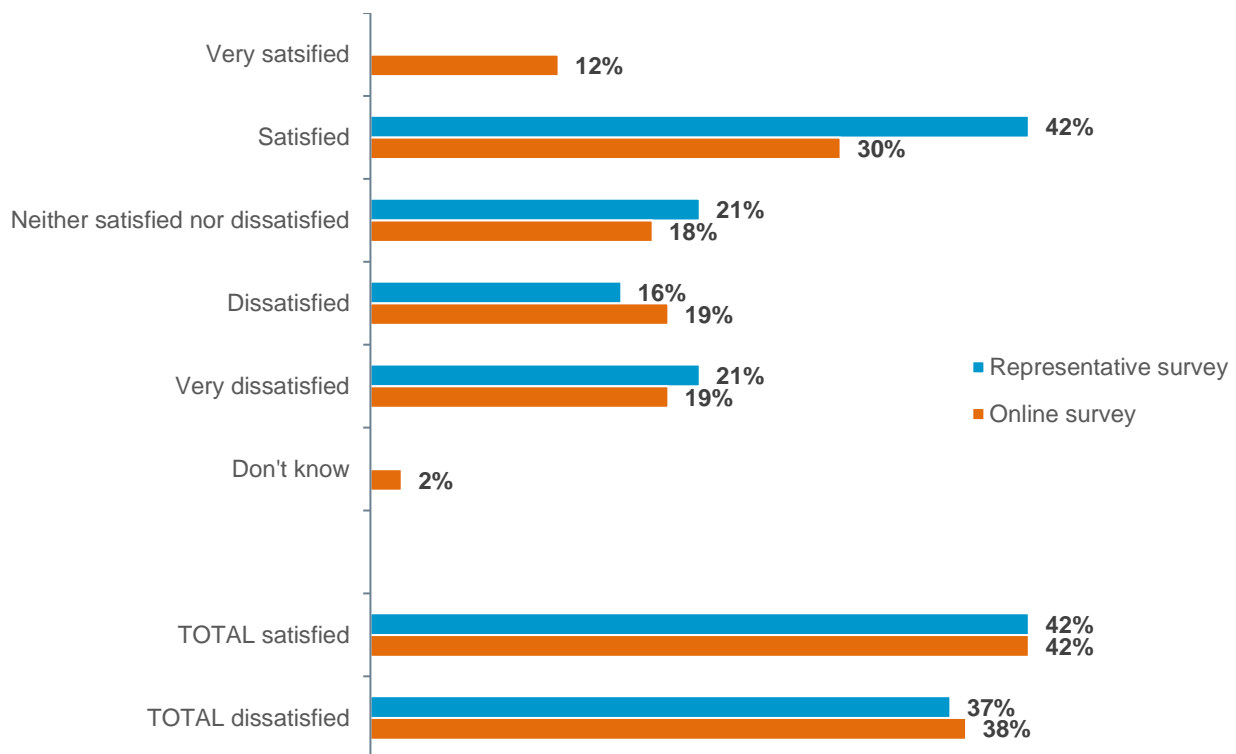
Base: Those who had reported a street cleaning issue in the last 12 months – representative (19); online (488)



When asked how satisfied they were with the response they received for their report for street cleaning, responses across both surveys were almost identical and relatively split. Around four in ten respondents said they were satisfied overall (42% representative – 8 respondents, 42% online). A further 37% of representative respondents (7 respondents) and 38% of online respondents said they were dissatisfied overall.

Figure 62 – (Q48) How satisfied or dissatisfied were you with the response you received to your report for street cleaning?

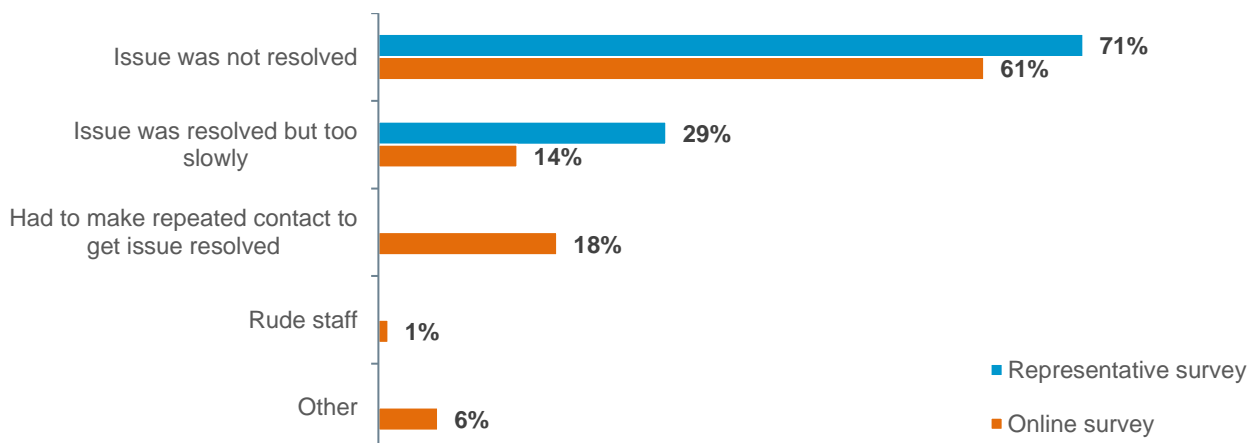
Base: Those who had reported a street cleaning issue in the last 12 months – representative (19); online (488)



Across both surveys, the most common reason for being dissatisfied with the response they received to their street cleaning report was that the *issue was not resolved*, selected by 71% of representative respondents (5 respondents) and 61% of online respondents.

Figure 63 – (Q49) What is the main reason for your dissatisfaction for street cleaning?

Base: Those who were dissatisfied with the response they received – representative (7); online (187)



Response times

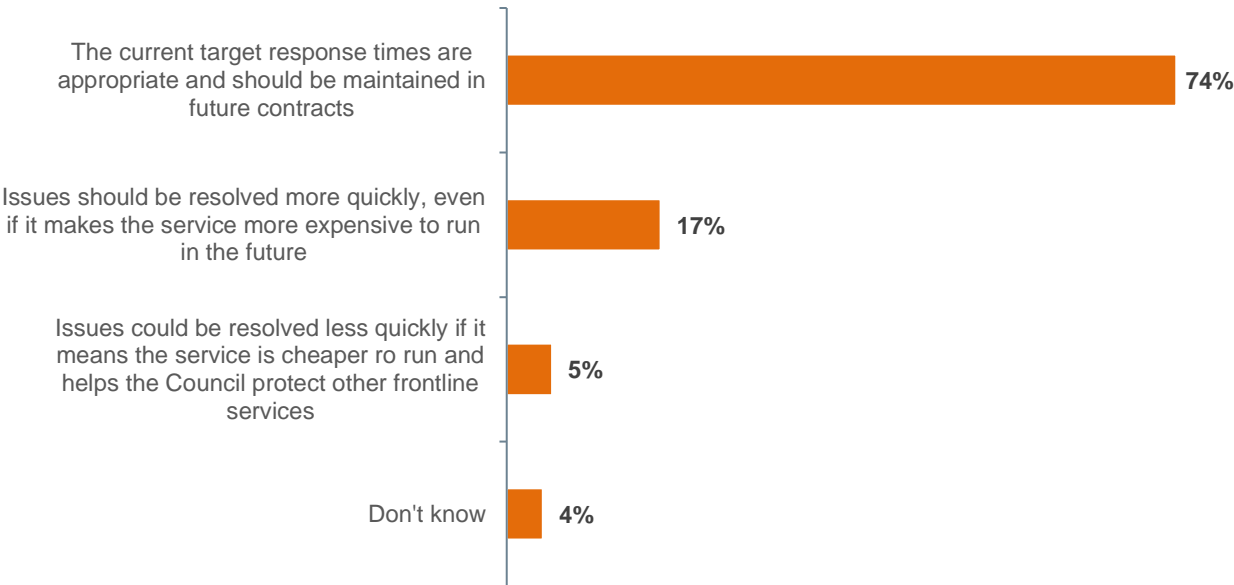
Croydon Council aims to respond promptly to reported issues and has a set of target response times for a range of issues relating to waste and recycling collections and street cleaning. Online respondents were asked whether they thought the response times were appropriate or whether they thought they should change. Three quarters of online respondents said *the current target response times are appropriate* (74%) and a further 17% felt that *issues should be resolved more quickly*. Just 5% said that *issues could be resolved less quickly*.

Figure 64 – (Q50) When a request or problem is reported to the council, we aim to respond promptly. Below are the target response times for a range of issues:

- **Return to rectify a missed collection – 2 working days (1 working day for assisted collections)**
- **Deliver new/replacement bins and containers – 10 working days**
- **Fly tip removal – 1 working day**
- **Empty full litter bins – 2 working days (town centres) or 6 working hours (residential areas)**
- **Clean dirty streets – 2 working hours (town centres) or 4 working hours (residential – dangerous/offensive waste) or 24 hours (residential – other waste)**
- **Graffiti removal from public buildings/spaces – 24 hours (offensive) or 48 hours (non-offensive)**

Which of the following statements do you most agree with?

Base: All respondents – online (2,248)

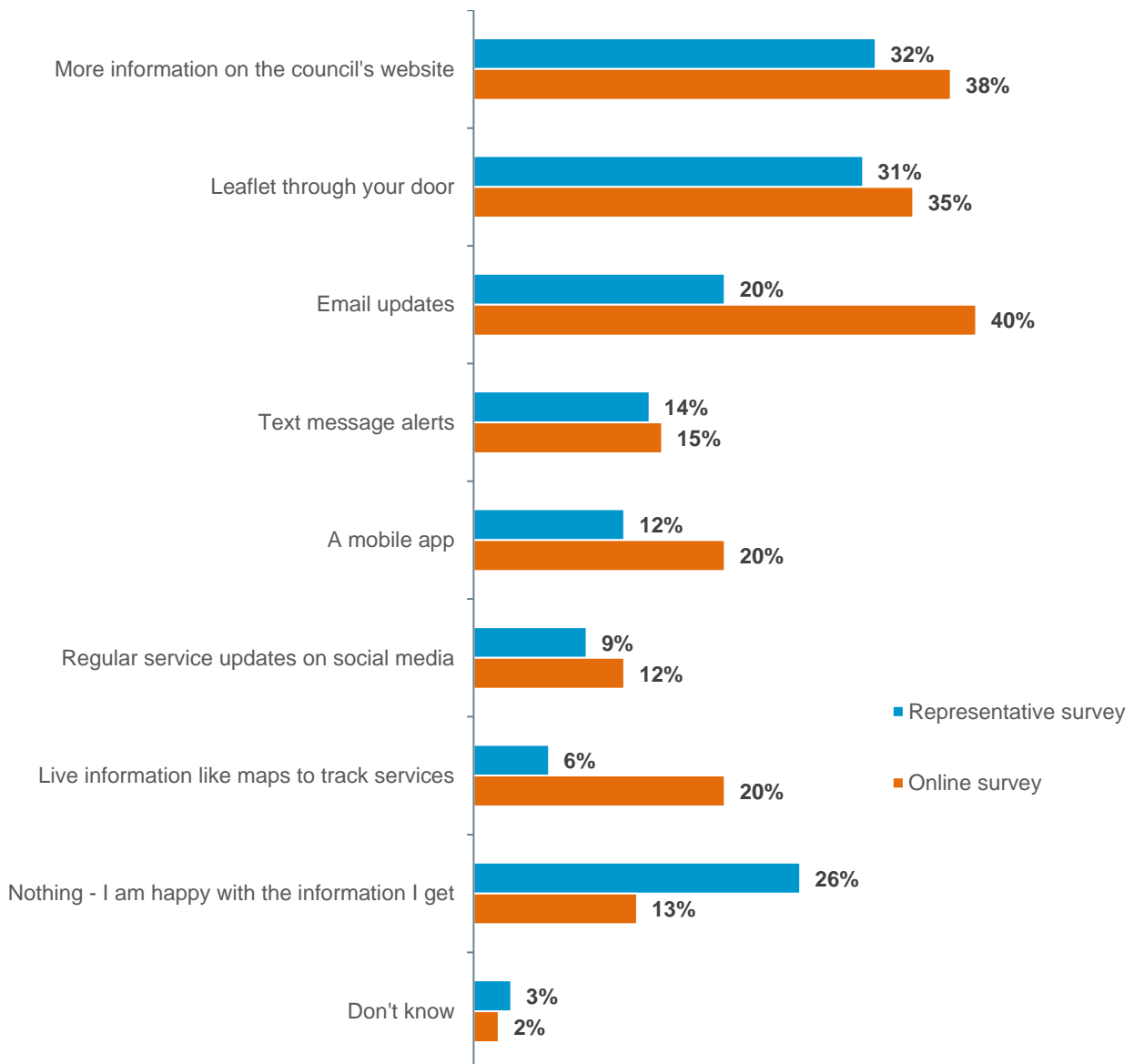


Communicating with residents

Respondents were asked how they would like to be kept informed about recycling, waste collection and street cleaning services in the future. Amongst representative respondents, the most common responses were *more information on the council's website* (32%) and a *leaflet through their door* (31%). Compared with representative respondents, online respondents were more likely to select *email updates* (40% compared with 20%), *a mobile app* (20% compared with 12%) and *live information like maps to track services* (20% compared with 6%). Representative respondents, on the other hand, were twice as likely to say they are *happy with the information they get* (26%) than online respondents (13%).

Figure 65 – (Q51) How would you like to be kept informed about recycling, waste collection and street cleaning services in the future?

Base: All respondents – representative (406); online (2,248)



Subgroup analysis of the representative survey

Croydon Central and Croydon North residents were more likely to select **more information on the council's website** (43% and 30% respectively) when compared with Croydon South residents (17%).

Subgroups more likely to select **leaflet through their door** (31% overall) include:

- Those living in a house (35%) and purpose built flats (33%) vs those living in a house converted to flats (16%)
- Those aged 55+ (40%) vs those aged 18-34 (26%)

Croydon South residents were more likely to select **email updates** (31%) when compared with Croydon North residents (17%).

Subgroups more likely to select **text message alerts** (14% overall) include:

- Those living in purpose built flats (20%) vs those living in a house converted to flats (5%)
- Those from ethnic minority backgrounds (19%) vs those of White ethnicity (10%)

Subgroups more likely to select **regular service updates on social media** (9% overall) include:

- Those living in purpose built flats (14%) vs those living in a house (6%)
- Croydon North residents (13%) vs Croydon South residents (2%)
- Those aged 35-54 (13%) vs those aged 55+ (3%)

Subgroups more likely to select **live information like maps to track services** (6% overall) include:

- Croydon Central residents (7%) vs Croydon North residents (1%)
- Those aged 35-54 (11%) vs those aged 55+ (1%)

Subgroups more likely to say they are **happy with the information they get** (26% overall) include:

- Those living in a house converted to flats (37%) vs those living in a house (23%)
- Male respondents (33%) vs female respondents (21%)

Focus group feedback about resolving problems and keeping residents up to date

The council website

Most would look online to find out information about waste, recycling and street cleaning, but some participants also received council newsletters

When considering how they would find out information about the waste, recycling and street cleaning services, participants generally said that their first port of call would be the council website. Some said they received council newsletters providing information about services and things happening in the local area but explained that they would look online if they had a specific query or issue to report.

Just the council website, but it's only if I need a specific issue sorting. I wouldn't just routinely go on the council website to keep up to date with things.

Croydon focus group participant (flats group)

We have got Open House which has got tips for where to recycle etc....It's a council magazine and they tell you what they're doing. It's delivered with rent statements.

Croydon focus group participant (flats group)

I get an email every week that has the news and what's happening in Croydon, but if I want to know about waste specifically then it would be the council website.

Croydon focus group participant (flats group)

Mixed experiences about finding out information on the council website were reported. Some participants were able to easily find out the information they were looking for online. One participant however, said they struggled to find out what materials can and cannot be recycled on the council website.

I went on the website...and you can put your postcode in and download a PDF [about the recycling services] for your area. So I got that, and that's saved on my phone.

Croydon focus group participant (houses group)

I did try and find out about some of the things I didn't know if I could recycle or not. I didn't find anything on Croydon Council's website. There are websites that look at what's recyclable and what isn't. But then, you never know, because every council has a different contract, so you're not 100% certain whether it relates to you or not.

Croydon focus group participant (houses group)

Communication with residents about waste and recycling

In terms of communicating with residents, the council should focus on providing regular information and updates, and target those who do not engage with the service

When discussing the council's communication with residents, participants said they would like to have more regular updates and information about possible initiatives if they were to be developed. It was also suggested that the council could do more to target those who are less engaged and less likely to participate in recycling, but could not think how the council could do so.

I'd just like to hear about more initiatives, but by the sounds of it, the council can't afford them anyway.

Croydon focus group participant (flats group)

Maybe some information about things we can do that are out of the ordinary...new things.
Croydon focus group participant (flats group)

The people that do engage with the council, like signing up to the newsletter, are probably the ones that are wanting to do things anyway. I think it's more about trying to reach the people who aren't engaged, which is probably why PR companies are paid a lot of money.
Croydon focus group participant (flats group)

Not all participants recalled receiving the council's annual recycling newsletter, but were generally positive regarding its contents

Some participants said they had received the council's annual recycling newsletter and that they had found this useful. One participant actually had the newsletter to hand, since they had saved it to refer back to the content. Although not all could recall receiving the newsletter, when shown it on screen almost all felt that it would be practical and beneficial.

Yeah, I remember that...The dates were helpful.
Croydon focus group participant (flats group)

I've actually got it on my fridge here, I'll just quickly look at it. It's okay. It's got like, 'Here's what you put in your food waste, here's what you don't put in'. I like the fact that people need to be told not to put nappies in the food waste!
Croydon focus group participant (houses group)

We haven't got this.
Croydon focus group participant (houses group)

We didn't receive it but I think it would've been good. I'd definitely like to see more of that.
Croydon focus group participant (flats group)

Information provided to residents should be available in a variety of formats so that it is accessible to all

Whilst some participants said they would be happy to receive information from the council such as the annual recycling newsletter via email, it was emphasised that not all residents will be able to access information that is solely provided online. Physical copies of newsletters and other recycling related information will remain important for those who are digitally excluded, such as elderly residents and those who are unable to access the internet. It was highlighted by one participant that sending out physical newsletters containing useful information is worthwhile if it will potentially increase recycling levels.

I think online, to save the environment.
Croydon focus group participant (houses group)

I think there's a lot of value in newsletters, particularly for people who don't access the internet or the council website.
Croydon focus group participant (flats group)

The thing is, not everyone is online. My next door neighbour is 94. He's not much of a surfer on the internet. But I know what you're saying about the environmental cost.
Croydon focus group participant (houses group)

They send them out once a year, usually. So on the scale of things, one piece of paper that then usually lives on people's fridges for a year and actually gives them information that then results in more recycling, is probably a decent use of paper, at that point.
Croydon focus group participant (houses group)

It was suggested that offering the option to opt in to receiving information online would provide choice and environmental benefit by reducing the amount of paper copies the council would need to produce. The council could also provide information about waste and recycling to residents via its existing social media channels.

Maybe people could opt into having it by email or something.

Croydon focus group participant (houses group)

If you want to opt in to have it digitally, then that could be an option, definitely.

Croydon focus group participant (houses group)

For our residents' association we have an Instagram and a Facebook account, and we follow local accounts like Your Croydon, which is like the Croydon Council one. But there isn't that crossover to recycling. I can't even find a single post about it on their social media.

Croydon focus group participant (houses group)

Reporting problems

It can be difficult to report issues to the council, and issues are slow to be resolved

Participants who had needed to contact the council about its services expressed frustration about the reporting process. Some had experienced difficulties when trying to find out how to contact the council in the first instance. One participant suggested that the council should proactively provide contact details to residents, perhaps in the form of a letter, so that they have the information to hand and not have to search for it when they need it.

I think there could be a clearer section for contact. It's nice to know the information, but the council can feel inaccessible if you need to reach out and communicate with the service...There should be a document specifically about contacting the council rather than just including it on documents like this and then trying to find it when you need it.

Croydon focus group participant (flats group)

Residents can struggle to get through to an appropriate person when contacting the council via telephone, and some participants felt there was a lack of accountability with problems being passed from person to person without anyone taking responsibility to resolve them. In some cases, call centre staff can be perceived as rude and unwilling to help.

In the early stages [of an issue] I did actually ring up and speak to the council. That wasn't an easy process, I had to sort of battle through call steering and all the rest of it.

Croydon focus group participant (houses group)

I once raised an issue which has never been resolved, because it went from Councillor, to officer, to management agent, back to officer, back to management agent and back to Councillor. It's a resolvable problem but everyone thinks 'it's not mine'.

Croydon focus group participant (flats group)

I have experienced customer service staff as condescending, offensive, very rude...How many reports do I need to make before I see something happen? I think it's a tick-box exercise where I can say I've reported something but then they will say I have to be patient.

Croydon focus group participant (flats group)

The service is so bad when you're trying to report an issue – it is functionally designed to deter you from reporting issues...I went down the route of threatening the Veolia

compliance department and went to local Councillors, all sorts. That for me is the biggest issue – that when there is a problem, they do not want to resolve the issue.

Croydon focus group participant (flats group)

It was suggested that, when reporting an issue online, residents are provided with a limited range of options which may not allow them to describe the problem appropriately. Furthermore, participants said they had been unable to report some issues online, such as missed collections, as when doing so they are presented with information that they believe to be incorrect. For example, stating that collections have been successfully completed or that bins were obstructed.

When you want to report an issue, you have a list of about four things. If your issue is not one of those four things, then to them, your issue doesn't exist. For example, issues relating to recycling collections, when I look at my account it always says the issue is the gate. I don't know how many times I can tell people that we don't have a gate. It took me five months to resolve that.

Croydon focus group participant (flats group)

Sometimes when I go online to report or chase a missed collection, it says that it has already been collected when it has not.

Croydon focus group participant (flats group)

The issue for me is always missed collections...and it will say that the collection has been successfully completed when it hasn't, or that there has been an obstruction when I know there hasn't.

Croydon focus group participant (flats group)

Further difficulties arise with the automated response system. Those reporting an issue will receive a standard automated response which may not provide information which is useful or relevant to their query, which can be frustrating and extend problems rather than helping to resolve them quickly.

I'm finding it really maddening with the garden waste thing, because you just get this automated email, and then you get another email saying, 'We are now following this up and we will require proof from Veolia as to whether you haven't presented your bin or not'. But then it basically says if they don't provide proof they will ask them to come back, or they will just come on the next time they would be coming anyway. It just feels circular.

Croydon focus group participant (houses group)

Participants felt that it should be easier to contact someone at the council who will understand and respond to their issue, rather than simply receiving what they perceive to be an unhelpful automated response. They emphasised the importance of dealing with a human, whether this is via email, live chat or telephone.

Just writing an email and getting a response. Not an automated response, but a response from some person would be better.

Croydon focus group participant (houses group)

It's not even like you could call up a human, because it's a whole automated thing on their website.

Croydon focus group participant (houses group)

There's an aspect here where it's about the human. I don't really mind if we're doing it by email or live chat or phone. But it's so automated...I don't really care how it happens, but it's more like, is there a brain behind it joining the dots?

Croydon focus group participant (houses group)

Those who had reported waste and recycling or street cleaning issues said that it took a long time for their issue to be resolved, and in some cases, were still waiting for action to be taken. Examples provided included reports of fly-tipping and uncollected Christmas trees.

It is nigh on impossible to resolve an issue when you need something done. To get a padlock off a waste or recycling bin this time round, it took me five months. With a previous issue of fly-tipping in the area, it was nearly nine months. I dread to think how much of my life I've spent trying to report the issues.

Croydon focus group participant (flats group)

I'm still reporting Christmas trees that haven't been collected when I go on my walks around the borough. It says they'll be collected, but I'm not sure which Christmas that will be!

Croydon focus group participant (flats group)

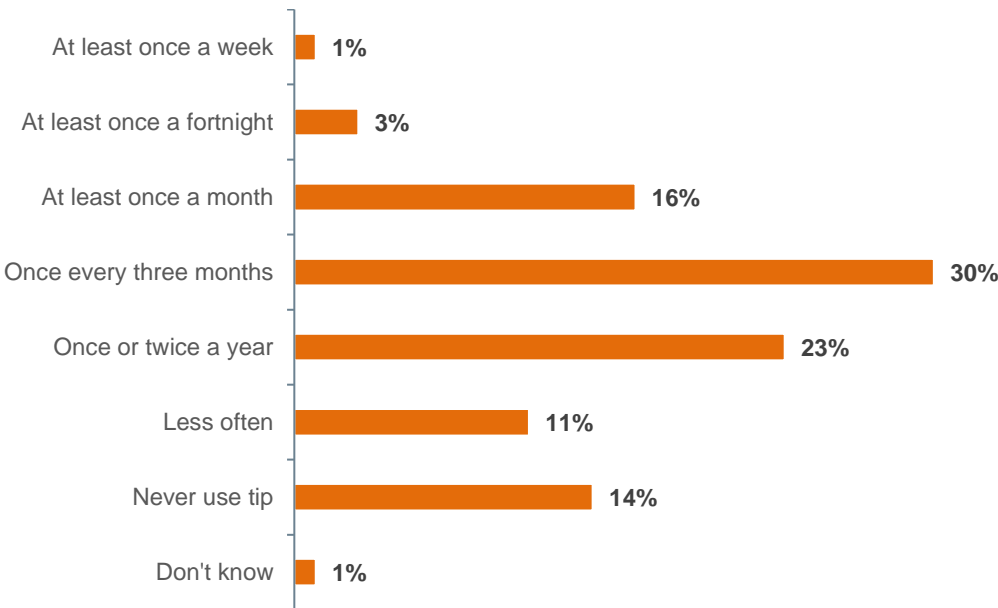
2.4 Household Reuse and Recycling Centres

This section presents the results to the questions relating to the Household Reuse and Recycling Centres in the borough, which were only asked in the online survey.

Online respondents were most likely to say they visit their Household Reuse and Recycling Centre *once every three months* (30%), followed by 23% who said they visit *once or twice a year*. One in seven online respondents said they *never* visit their Household Reuse and Recycling Centre (14%).

Figure 66 – (Q52) How often, if at all, do you make use of your Household Reuse and Recycling Centre (also known as the 'tip')?

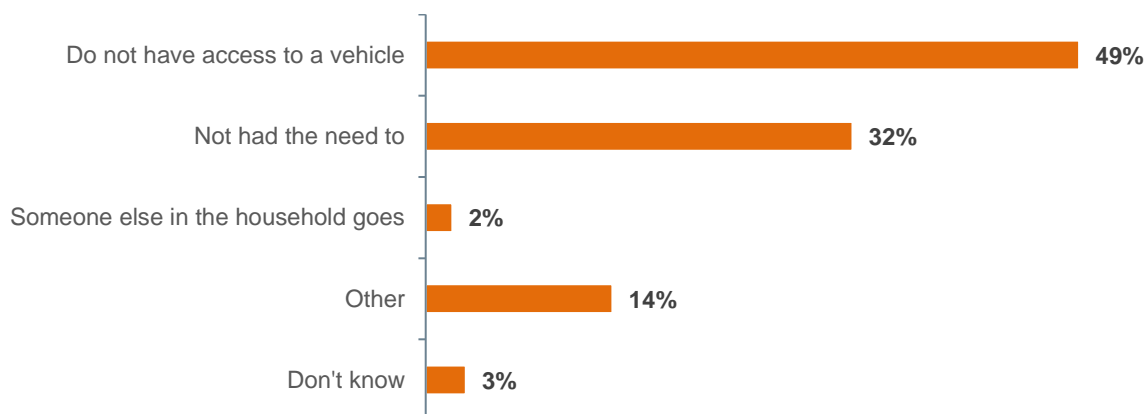
Base: All respondents – online (2,248)



Those who said they visit their Household Reuse and Recycling Centre less often or had never visited were asked why they haven't made use of it recently. The most common response was that they *do not have access to a vehicle* (49%), followed by a third who said they have *not had the need to* (32%).

Figure 67 – (Q53) Why haven't you used a Household Reuse and Recycling Centre recently?

Base: Those who said they visit less often or never – online (563)



'Other' responses

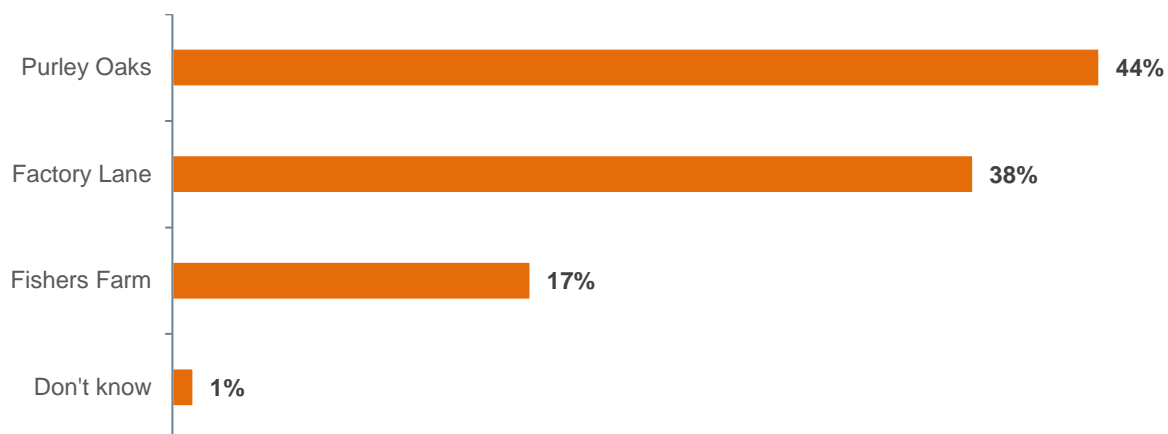
The following points are the main 'other' comments:

- Too busy/long queues
- Too far away/inconvenient location
- Difficult to access site
- Poor mobility/disabled/elderly
- Need help to carry/lift items

When asked to identify which Household Reuse and Recycling Centre they use in the borough, the most common response was *Purley Oaks* (44%), followed by 38% who said *Factory Lane*. A much smaller proportion said they visit the *Fishers Farm* Household Reuse and Recycling Centre (17%).

Figure 68 – (Q54) There are three Household Reuse and Recycling Centres in the borough. Which one do you usually use?

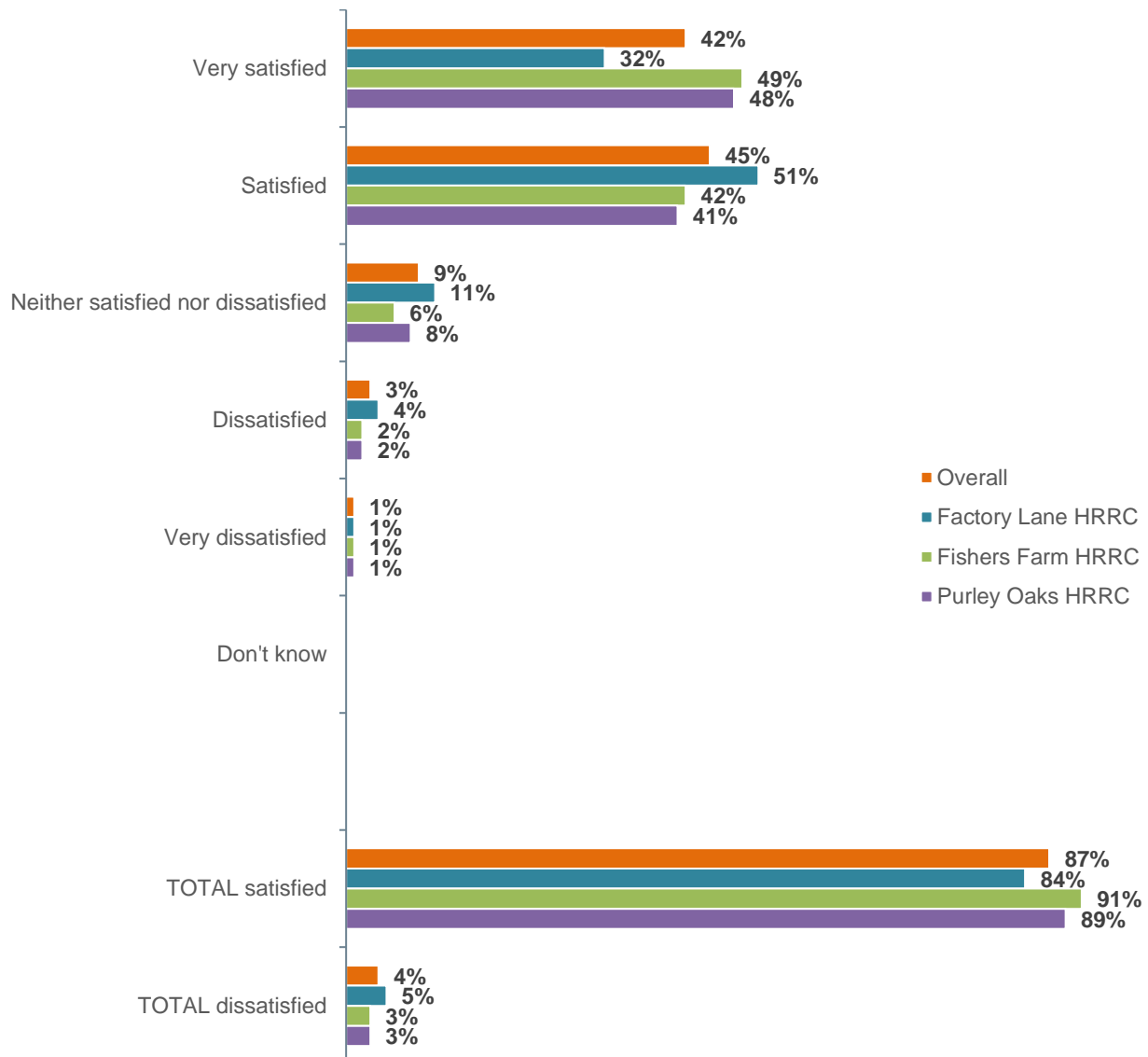
Base: Those who said they do visit their HRRC – online (1,242)



Those who indicated that they do visit a Household Reuse and Recycling Centre were asked how satisfied or dissatisfied they were with the overall service provided there. The chart below shows the results to this question at an overall level and broken down by each Household Reuse and Recycling Centre. Overall satisfaction was high at 87%, and users of Fishers Farm and Purley Oaks Household Reuse and Recycling Centres were more likely to be satisfied overall (91% and 89% respectively) than users of the Factory Lane Household Reuse and Recycling Centre (84%).

Figure 69 – (Q55) How satisfied or dissatisfied are you with the overall service provided at the Household Reuse and Recycling Centre?

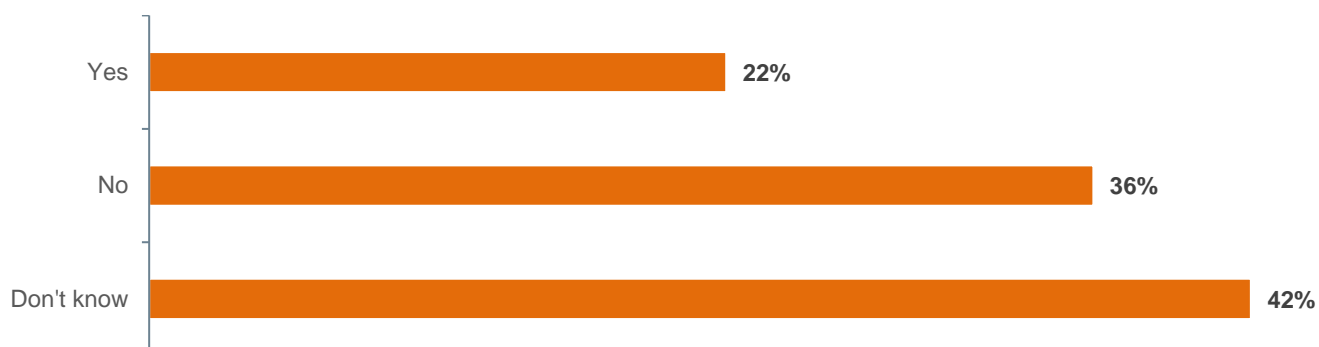
Base: Those who said they do visit their HRRC – overall (1,230); Factory Lane HRRC (472); Fishers Farm HRRC (216); Purley Oaks HRRC (542)



Over a fifth of online respondents said there were specific items that are not currently accepted at the Household Reuse and Recycling Centre that they would like to be able to take there in the future (22%).

Figure 70 – (Q56) Are there any specific items that are not currently accepted at the Household Reuse and Recycling Centre that you would like to be able to take there in the future?

Base: Those who said they visit at least once or twice a year – online (1,667)



Online respondents were then given the opportunity to suggest any specific items they would like to bring to the Household Reuse and Recycling Centre in the future. These open ended responses have been thematically coded and are presented in the table below.

By far the most common response was *paint/decorating waste* (75%). Significantly smaller proportions of online respondents suggested other materials, such as *soft plastics* (5%), *chemicals/cleaning products* (5%) and a *wider range of textiles* (5%).

Figure 71 – (Q56a) Please write your suggestions here

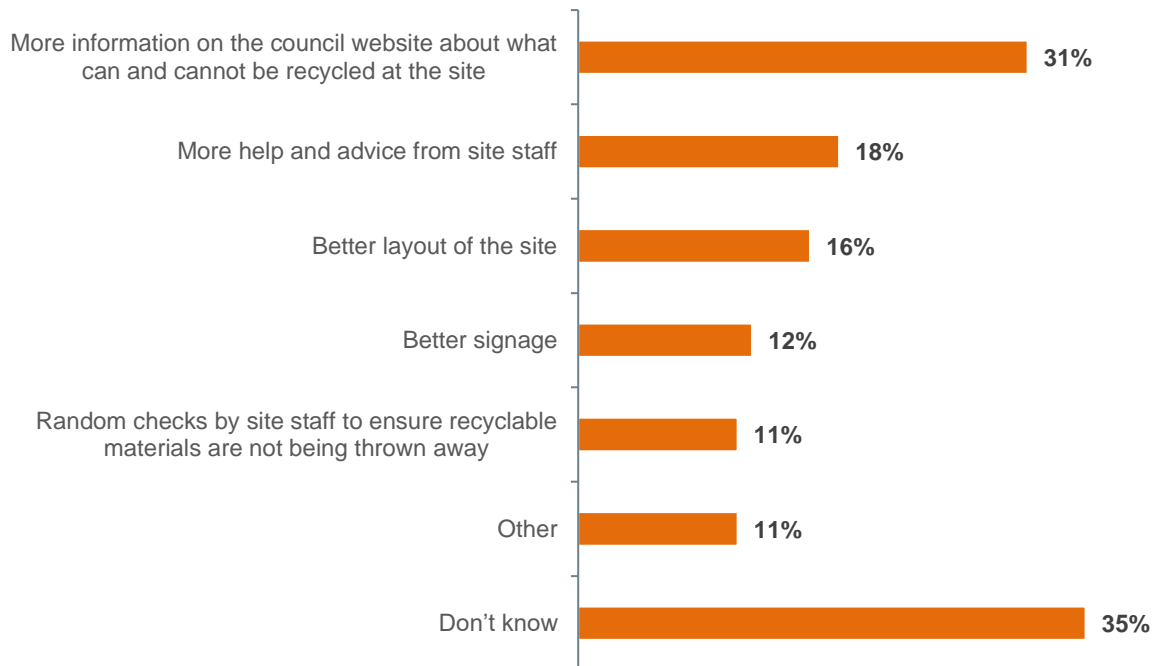
Base: Those who provided a comment – online (369)

Comment	%
Paint/decorating waste	75%
Soft plastics	5%
Chemicals/cleaning products	5%
Wider range of textiles	5%
Tyres	4%
Gas canisters	2%
Other household items/waste	2%
Mattresses	1%
Polystyrene	1%
Sheet glass	1%
Rubble/bricks	1%
Asbestos	1%
Used oil	1%
White goods	1%
Electrical items	1%
Items which can be reused	1%
Carpet	1%
Water filters	1%
Furniture	1%
Video tapes	1%
Other comment	1%

When asked what would encourage them to recycle more of the waste they take to the Household Recycling Centre, three in ten online respondents suggested *more information on the council website about what can and cannot be recycled at the site* (31%). A further 18% said *more help and advice from site staff* and 16% said *better layout of the site*. However, *don't know* was the most common response (35%).

Figure 72 – (Q57) What, if anything, would encourage you to recycle more of the waste you take to the Household Reuse and Recycling Centre?

Base: Those who said they visit at least once or twice a year – online (1,665)



'Other' responses

The following points are the main 'other' comments:

- Less queuing/less busy/faster service
- Better/longer opening hours
- Pedestrian access/access without a car
- Nothing/do as much as possible/good already

A fifth of online respondents indicated that they had further suggestions related to improvements that could be made to any of the Household Reuse and Recycling Centres.

Figure 73 – (Q58) Do you have any other suggestions about improvements that could be made to the Household Reuse and Recycling Centre?

Base: Those who said they do visit their HRRC – online (1,238)



Online respondents were then given the opportunity to suggest improvements that could be made to the Household Reuse and Recycling Centre. These open ended responses have been thematically coded and are presented in the table below, split by the overall results and by each Household Reuse and Recycling Centre.

Overall, the most common suggestion was *less queuing/less busy/faster service* (14%), which was also the most common response for those who visit the Purley Oaks Household Reuse and Recycling Centre (18%). The most common response for those who visit the Factory Lane and Fishers Farm Household Reuse and Recycling Centres was the suggestion to introduce *ground level skips/no steps* (16% and 30% respectively).

Figure 74 – (Q59) Please write your suggestions here

Base: Those who provided a comment – overall (222); Factory Lane HRRC (77); Fishers Farm (33); Purley Oaks (112)

Comment	Overall %	Factory Lane %	Fishers Farm %	Purley Oaks %
Less queuing/less busy/faster service	14%	10%	6%	18%
Ground level skips/no steps	12%	16%	30%	4%
More helpful staff/assistance with lifting	11%	13%	18%	8%
Better/longer opening hours	9%	5%	12%	12%
Better kerbside collection service	9%	13%	6%	8%
Better road access	8%	9%	-	9%
Shop/area for reusable items	7%	9%	3%	7%
Improved layout/better parking	7%	9%	-	7%
Reintroduction of Croypost	6%	1%	12%	9%
Don't close sites	5%	-	6%	10%
Being able to use vans/trailers	5%	6%	12%	2%
Information about how to use/what can be recycled	4%	5%	3%	5%
Fewer skip changes/don't close during skip changes	4%	-	3%	9%
Live feed showing if site is busy	4%	3%	3%	5%
Pedestrian access/access without a car	4%	4%	-	4%
Friendlier/more polite staff	4%	5%	-	4%
Collection service	4%	6%	6%	1%

Comment	Overall %	Factory Lane %	Fishers Farm %	Purley Oaks %
Local recycling points/access to closest site	3%	6%	-	2%
Cleaner/tidier site	3%	6%	-	2%
Bigger site/more capacity	3%	1%	-	4%
Better street cleaning	3%	4%	-	3%
Enforcement action/deal with problems	3%	5%	-	2%
Other comment	4%	3%	9%	2%

The topic of Household Reuse and Recycling Centres was not covered in the focus groups.

2.5 Respondent profile

Figures 75 to 80 present the profile of those who took part in the representative and online surveys.

Figure 75 – Housing type

Base: All respondents – representative (406); online (2,248)

Housing type	Representative survey	Online survey
House	51% (207)	87% (1,948)
House (converted to flats)	20% (81)	5% (112)
Purpose built flats	27% (109)	7% (152)
Flats above shops	1% (6)	0% (7)
Other	1% (3)	1% (29)

Figure 76 – Gender

Base: All respondents – representative (406); online (2,248)

Gender	Representative survey	Online survey
Male	41% (166)	39% (875)
Female	57% (231)	55% (1,235)
I prefer to describe by gender in another way	1% (4)	1% (14)
Prefer not to say	1% (5)	6% (124)

Figure 77 – Age

Base: All respondents – representative (406); online (2,248)

Age	Representative survey	Online survey
18-24	4% (15)	0% (6)
25-34	19% (79)	5% (108)
35-44	27% (110)	16% (358)
45-54	19% (79)	18% (400)
55-64	14% (55)	26% (585)
65-74	8% (33)	21% (472)
75+	6% (25)	11% (240)
Prefer not to say	2% (10)	4% (79)

Figure 78 – Do you have a physical or mental health condition or illness lasting or expected to last 12 months or more?

Base: All respondents – representative (406); online (2,248)

Physical or mental health condition	Representative survey	Online survey
Yes	12% (50)	17% (388)
No	85% (345)	74% (1,665)
Prefer not to say	3% (11)	9% (195)

Figure 79 – Area of Croydon (based on full postcode)

Base: All respondents – representative (406); online (2,248)

Area of Croydon	Representative survey	Online survey
Croydon Central	33% (134)	22% (500)
Croydon North	28% (115)	10% (228)
Croydon South	24% (99)	29% (651)
Did not provide postcode/unable to match	14% (58)	39% (869)

Figure 80 – Ethnicity

Base: All respondents – representative (406); online (2,248)

Ethnic group	Representative survey	Online survey
White – English/Welsh/Scottish/Northern Irish/British	47% (191)	66% (1,485)
White – Irish	1% (5)	2% (43)
White – Gypsy or Traveller	0% (1)	-
White – Other	6% (23)	8% (172)
Mixed/multiple ethnic group – Black Caribbean & White	3% (14)	1% (21)
Mixed/multiple ethnic group – Black African & White	2% (7)	1% (15)
Mixed/multiple ethnic group – Asian & White	1% (4)	1% (20)
Mixed/multiple ethnic group – Other	1% (6)	0% (6)
Asian/Asian British – Indian	5% (19)	3% (76)
Asian/Asian British – Pakistani	3% (13)	0% (8)
Asian/Asian British – Bangladeshi	1% (5)	-
Asian/Asian British – Chinese	2% (7)	1% (19)
Asian/Asian British – Tamil	0% (2)	0% (3)
Asian/Asian British – Korean	0% (2)	0% (1)
Asian/Asian British – Other	1% (6)	1% (16)
Black/Black British – Caribbean	10% (42)	3% (72)
Black/Black British – African	8% (32)	1% (24)
Black/Black British – Other	0% (1)	1% (13)
Other ethnic group – Arab	1% (3)	0% (1)
Any other ethnic group	1% (6)	1% (19)
Prefer not to say	4% (17)	10% (234)

3. Key Findings

Recycling and waste collection services

Opinion was mixed regarding satisfaction with the recycling and waste collection services, with common complaints being reported in the surveys and focus groups

Over half of respondents across both surveys reported that they were satisfied with the recycling and waste collection service provided by the council. Further to this, satisfaction was high amongst those who said they subscribe to the garden waste collection service and those who have used the bulky waste collection service in the last three years.

However, significant proportions of respondents across both surveys reported dissatisfaction with the recycling and waste collection services, and those who use the assisted collection service were significantly more likely to be dissatisfied than satisfied with this. For those who said they were dissatisfied with the overall service, the most common reason provided across both surveys was missed collections. This was corroborated by focus group participants, who also reported issues with bins being broken and litter being left in the street after collections, which they said happened frequently. Another key issue reported by focus group participants was the perception that replacement bins are not delivered quickly enough.

Further to this, feedback was varied when asked to agree or disagree with a series of statements about their recycling and waste collection services. The majority of respondents agreed that they have enough space to recycle everything they want, that their rubbish bin is large enough and that they have enough information to recycle correctly. However, responses were mixed in relation to being confident that what they place in their recycling containers actually gets recycled.

The convenience of the recycling and waste collection service is just as important as the environmental benefits

For representative respondents, the environmental benefits of the recycling and waste collection service is their highest priority, whereas equal proportions of online respondents felt that the environmental benefits and convenience and ease of use were most important to them.

When explored during the focus groups, participants typically agreed that the service must be convenient to reap the environmental benefits, as more residents are likely to participate and recycle more if the service is easy to use.

More should be done to encourage residents to recycle more and waste less, such as enabling more items to be recycled and introducing initiatives

Most online respondents agreed that more needs to be done in the future to recycle more and waste less in Croydon. When asked what potential changes would encourage them and their household to recycle more in the future, the most common response across both surveys was the addition of more items to be collected for recycling. Soft plastics and small electrical items were identified as the items that respondents would most like to be able to recycle from home in the future, and nearly two thirds of online respondents said they would use a free bookable collection service for textiles.

The topic of wasting less and recycling more was also explored in the focus groups. Participants felt that whilst it is not always easy or possible for residents to reduce their waste, more could be done to encourage them to repurpose and reuse items. Despite most being unaware of the textile repair café in the Whitgift Centre, this was seen as positive. It was also felt by some participants that Croydon Council could adopt similar approaches to other local authorities in London and offer alternative methods of disposing of items, such as having skips in local locations that are periodically available to residents, which would be of particular use to those who do not have a car to travel to a Household Reuse and Recycling Centre.

Mixed feedback was received on the suggested rules for recycling and waste collections

The majority of respondents felt it was reasonable for the council to enforce that containers must be presented on time, that containers must be presented to the front of the property (or other pre-agreed collection point) and that bins will not be collected if they have been used for the wrong items. However, opinion was split regarding whether respondents felt it was reasonable for the council to enforce that extra waste (not in the bins) will not be collected and that there will be a maximum of one rubbish bin per property.

Collections on Bank Holidays are not as important as the continuation of the Christmas tree collection service

Online respondents were asked how important it is to them that the council continues to provide collections on Bank Holidays in the future, and that the council continues to provide the Christmas tree collection service in the future. Online respondents were more likely to say that Bank Holiday collections are unimportant than important but were more likely to say that providing the Christmas tree collection service was important than unimportant.

Street cleaning

Street cleaning has been identified as an area for improvement in Croydon, and the main issues are litter and fly-tipping

Although representative respondents were more likely to agree that residential streets in their local area are cleaned frequently than disagree, it was less than half who agreed. Online respondents, on the other hand, were more likely to disagree than agree. Respondents across both surveys were more likely to disagree that streets in their local town centre are cleaned frequently enough than agree. Focus group participants felt that street cleaning had got worse in recent years, with some describing it as non-existent in particular areas.

Survey results show that the key street cleaning issues in Croydon are street litter and fly-tipping, which was supported by feedback from the focus groups. Participants said that fly-tipping was particularly bad across the borough, and was generally found on roadsides, in parks and communal bin areas, which was a frustration for those living in flats. Focus group participants perceived there to be a lack of consequences for fly-tipping and argued that an improvement in general street cleaning could deter fly-tipping from taking place as residents could be more inclined to keep the borough tidy if it already is.

Support is high for the Street Champion Programme

Almost half of online respondents said they supported the idea of the Street Champion Programme but wouldn't get involved themselves, and a quarter said they had already volunteered their time or would volunteer their time to help.

One participant commented that they would like to get involved with the programme, but they received the information about the next meeting too late and so would welcome more timely information about this in the future.

Fines would only be appropriate for issues relating to street cleaning, but no fines or fees should be incurred for issues relating to recycling and waste collections

Nearly all online respondents agreed that people should be fined for fly-tipping and for not cleaning up after their dog, and over eight in ten agreed that people should be fined for dropping litter.

However, online respondents were more likely to disagree that people should be fined for behaviours relating to waste and recycling collections, such as blocking pavements with wheelie bins and boxes, not recycling everything they can or placing incorrect items in the recycling and putting rubbish and recycling out on the wrong day for collection. Further to this, respondents across both surveys were more likely to disagree that it is reasonable for the council to charge a fee for replacement recycling and rubbish containers.

Leaf fall is an issue in Croydon and should be cleared quicker

Two thirds of online respondents said that leaves on the road and pavement in autumn and winter are a problem in their local area. When asked for their opinion on the leaf clearing service, almost half of online respondents said that leaves should be cleared quicker, even if it makes the service more expensive to run in the future.

During the focus groups, participants felt that leaf fall was less problematic than other street cleaning issues, but still believed that the council could do more to target areas known for this to prevent possible hazards such as residents slipping on wet leaves.

Resolving problems and keeping residents up to date

Reporting an issue to the council is easy for most, but the issue being unresolved or dealt with too slowly can cause dissatisfaction

According to those who had made a report to the council for a recycling and waste collection or street cleaning issue in the last 12 months, making the report itself is more likely to be easy than difficult. However, there were mixed opinions regarding satisfaction with the response. For those who said they were dissatisfied with the response they received to their report, the most common reason given was that their issue was not resolved, which was echoed by focus group participants.

Focus group participants also expressed some dissatisfaction when contacting the council via telephone as it can be difficult to speak with the relevant or appropriate person to deal with their issue. It was also felt that reporting issues online can be too restrictive and automated, and it was therefore suggested that residents should be able to communicate with a human when reporting issues, whether this is via email, live chat or telephone.

The council website is commonly used for seeking information and reporting issues, but communications via traditional methods should still be used

Across both surveys, the most common method of reporting an issue was via the council website, and the representative respondents would most like to be kept informed about recycling, waste collection and street services in the future through more information on the council's website.

However, large proportions of respondents said they reported their issue via telephone, and around three in ten respondents across both surveys said they would like to see more leaflets through their door. This shows that there is still appetite for traditional methods of communication from the council.

Further to this, focus group participants believed that it was important for the council to communicate with residents in a variety of ways to suit all residents' needs and to ensure that nobody was excluded or missed information.

The current response times are appropriate

When shown a list of the council's current target response times for dealing with reported issues, three quarters of online respondents said they felt the current target response times are appropriate and should be maintained in future contracts.

Household Reuse and Recycling Centres

Satisfaction with the Household Reuse and Recycling Centres in the borough is high amongst visitors

Those who visit their Household Reuse and Recycling Centre are most likely to use it once every three months and are most likely to visit the Purley Oaks or Factory Lane HRRCs over the Fishers Farm HRRC. Overall satisfaction with the HRRCs was very high, with almost nine in ten online

respondents saying they were satisfied with the service provided at the centre they visit. Satisfaction was slightly higher for those who visit the Fishers Farm and Purley Oaks HRRCs.

Experience of visiting the centres could be improved by providing more information about what can and cannot be taken there, keeping the centres less busy and providing ground level skips

When asked what would encourage them to recycle more of the waste they take to the Household Reuse and Recycling Centre, the most common response was to provide more information on the council website about what can and cannot be recycled at the site.

Online respondents also provided suggestions about improvements that could be made to the Household Reuse and Recycling Centres. For those who visit the Purley Oaks HRRC, the most common response related to improving the queuing time, ensuring the centres are less busy and providing a faster service. The most common response amongst those who visit the Factory Lane and Fishers Farm HRRCs was the suggestion to include ground level skips or to have no steps.

4. Appendices

Appendix A

Representative questionnaire

London Borough of Croydon

Waste Collection Services and Street Cleaning Services

Good morning/afternoon/evening. My name is and I am calling from Enventure Research on behalf of Croydon Council.

The council is planning new waste collection and street cleaning services which are due to start in 2025. There is an opportunity for resident feedback to influence the design of these vital services and we would like to hear your views.

The survey will take around 15 minutes to complete. Your individual responses will be treated in the strictest confidence and will not be passed on to Croydon Council or any third parties and Enventure Research will abide by the Market Research Society Code of Conduct at all times.

Are you happy to take part?

How we will use your information and confidentiality

This survey is being conducted by Enventure Research, an independent research agency, on behalf of Croydon Council. Enventure Research is registered with the Data Controller and is a Market Research Society Company Partner. For more information about Enventure Research, please refer to the company website. All information provided by you will be analysed by Enventure Research, and treated in accordance with General Data Protection Regulations and the Market Research Society's Code of Conduct. Enventure Research will only use information you provide to inform the research.

Q1 Please confirm you live in the London Borough of Croydon

- ☐ Yes, I confirm I live in the London Borough of Croydon
- ☐ No, I don't live in the London Borough of Croydon (thank and close)

Q2 Please enter your postcode (e.g. CR0 1EA) - If you do not want to enter your full postcode, please enter the first four digits (e.g. CR0 1). The postcode will not be used to identify individual households.

Recycling and waste collection services

Last year we collected 141,980 tonnes of recycling and rubbish from households across the borough - that is a 3% reduction over the last six years; a significant achievement at a time when our population is growing. We currently recycle 41.3% of that waste making us the 6th best borough for recycling in London.

Q3 We offer four key collection services to suit different property types across the borough. Please select the type of recycling and waste collection service you currently use:

- ☐ Wheelie bins and boxes that only my household uses
- ☐ Wheelie bins and boxes that I share with my neighbours
- ☐ Large communal bins that I share with my neighbours
- ☐ Bags that I place out at a specific collection point
- ☐ Other

Q3 Other (please specify)

Q4 How satisfied or dissatisfied are you with the recycling and waste collection service provided by the council?

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q5 Why have you said you are 'dissatisfied' or 'very dissatisfied' with the recycling and waste collection service? (Tick all that apply)

- ☐ Missed collections
- ☐ Non delivery of new/replacement bins
- ☐ Lack of space for bins
- ☐ Bins too small
- ☐ Bins too large
- ☐ Collections not frequent enough
- ☐ Bins not returned to collection point
- ☐ Crew behaviour
- ☐ Difficulty reporting issues to the council
- ☐ Uncertainty what to put out and when
- ☐ Other

Q5 Other (please specify)

Q6 When you think about your recycling and waste collection service in the future, what matters most? (Please rank from 1 to 3, where 1 is the highest priority and 3 is the lowest priority, by dragging the options from the list on the left into the box on the right)

	1	2	3
Environmental benefits (carbon reduction, waste minimisation, recycling)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q6 Convenience or ease of use (simplicity of service)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q6 Affordability (to help make sure money is available to fund other council services)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Recycling and waste collection services

Croydon Council recently carried out a detailed study looking at what is inside the average rubbish bin in the borough. It showed that more than half (52.8%) could have been recycled using the council's kerbside recycling collection service. The majority of this (32.4%) was food waste.

Q8 Which of the following changes would encourage you and those in your household to recycle more in the future? (Please pick your top three)

- ☐ Addition of more items that are collected for recycling
- ☐ More/better information about what can/cannot be recycled
- ☐ Larger or more recycling containers
- ☐ Rubbish collected less frequently (i.e. every three weeks)
- ☐ Smaller rubbish bin
- ☐ Compulsory recycling
- ☐ If the council responded and fixed problems more efficiently
- ☐ Not collecting waste if it's not been sorted correctly
- ☐ Rewards / incentives for recycling more
- ☐ None of the above
- ☐ Other

Q8 Other (please specify)

Q9 Do you currently recycle your food waste?

- ☐ Yes, all of it
- ☐ Yes, some of it
- ☐ No, none of it
- ☐ Don't know

Q10 **What stops you from recycling your food waste? (*Tick all that apply*)**

- ☐ It's smelly
- ☐ It's dirty
- ☐ Cost of liners
- ☐ Don't have containers
- ☐ Don't want container in the house
- ☐ Animals breaking into containers and creating mess
- ☐ Compost food waste at home
- ☐ Use a sink disposal machine
- ☐ Don't have any food waste
- ☐ Don't know
- ☐ Other

Q10 **Other (please specify)**

Q11 **Which of these items would you like to be able to recycle from home in the future? (*Tick all that apply*)**

- ☐ Soft plastics
- ☐ Small electrical items
- ☐ Textiles
- ☐ Household batteries
- ☐ Gas canisters
- ☐ None of the above

Recycling and waste collection services

Q14 To what extent do you agree or disagree with the following statements?

		Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
	I recycle everything I can using my council's collection service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	I have enough space in my recycling bins/boxes to recycle all items I want to	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	The rubbish bin provided by the council is large enough for the non-recyclable waste my household produces	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	I feel I have enough information to recycle correctly	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	I'm confident that what I put in my recycling containers actually gets recycled	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	The council encourages me to recycle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	I regularly recycle/reuse items not collected by the council in other schemes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q14	It is reasonable for my council to charge a fee for replacement recycling and rubbish containers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q15 There are things we already do, and could in the future, to help the recycling and waste collection service run more efficiently. To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

		Very reasonable	Reasonable	Neither reasonable nor unreasonable	Unreasonable	Very unreasonable	Don't know
	Containers must be presented on time	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q15	Containers must be presented to the front of the property (or other pre-agree collection point, e.g. rear service road)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q15	Extra waste (not in the bins) will not be collected	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q15	Bins will not be collected if they have been used for the wrong items	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q15	Maximum of one rubbish bin per property	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Assisted collection service

Q16 **Do you use the assisted collection service (for residents who are not able to move their bins on collection day)?**

- ☐ Yes
- ☐ No
- ☐ Don't know

Garden waste collection service

Q23 **Do you subscribe to the garden waste collection service?**

- ☐ Yes
- ☐ No
- ☐ Don't know

Q24 **Why do you not subscribe to the garden waste collection service? (Tick all that apply)**

- ☐ No garden
- ☐ Do not produce enough garden waste
- ☐ Did not know about it
- ☐ Too expensive
- ☐ Easier alternatives
- ☐ Other

Q24 **Other (please specify)**

Q25 **How satisfied or dissatisfied are you with the garden waste collection service?**

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q26 **What, if anything, would make the garden waste collection service better? (Tick all that apply)**

- ☐ Nothing
- ☐ More reliable collections
- ☐ Reduce the cost
- ☐ Make it easier to report problems (e.g missed collections)
- ☐ Staff could be more friendly or helpful
- ☐ Wider range of items accepted for collection
- ☐ More options around the type of bin / containers
- ☐ Other

Q26 **Other (please specify)**

Street cleaning

Q29 **To what extent do you agree or disagree that residential streets in your local area are cleaned frequently enough?**

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree or disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Don't know

Q30 **To what extent do you agree or disagree that streets in your local town centre are cleaned frequently enough?**

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree or disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Don't know

Q31 To what extent are the following a problem in your local area?

		Not a problem at all	Minor problem	Moderate problem	Serious problem	Don't know
	Street litter	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q31	Dog fouling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q31	Graffiti / fly-posting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q31	Fly-tipping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q31	Weeds on the public highway	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Q31	Full public litter bins	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q32 Which areas in your neighbourhood tend to get dirtiest and would benefit from more attention in the future? (DO NOT PROMPT - Tick all that apply)

- ☐ Roads
- ☐ Pavements
- ☐ Car parks
- ☐ Paths (public rights of way)
- ☐ Grass verges next to the public highway
- ☐ Parks and open spaces
- ☐ Transport hubs (e.g. bus stops, tram stops, train stations, taxi ranks)
- ☐ Private land (e.g. garages, railway embankments)
- ☐ Other

Q32 Other (please specify)

Q35 Some councils have stopped using chemicals like glyphosate to control weeds on the public highway. There are environmental benefits using pesticide-free approaches to weed control, but they are slightly less effective and means some public spaces can look a bit 'less neat'. To what extent would you support or oppose the council adopting a pesticide-free approach to weed control?

- ☐ Strongly support
- ☐ Support
- ☐ Neither support nor oppose
- ☐ Oppose
- ☐ Strongly oppose
- ☐ Don't know

Q38 Have you contacted the council in the last 12 months to report an issue or make a request relating to street cleaning or your recycling and waste collections?

- ☐ Yes
☐ No
☐ Don't know

Q39 Why have you not reported any issues to the council recently?

- ☐ Not felt the need to
☐ Didn't realise I could
☐ Too difficult to contact the council
☐ Don't know
☐ Other

Q39 Other (please specify)

Q40 How did you report the most recent issue to the council?

- ☐ Council website
☐ Fix My Street app
☐ Telephone (council contact centre)
☐ Council social media channels
☐ Local Councillor
☐ Don't know
☐ Other

Q40 Other (please specify)

Q41 Did the request or issue relate to your recycling and waste collections or street cleaning? (*Tick one or both*)

- ☐ Recycling and waste collections
☐ Street cleaning

Q42 **What did the request or issue you were reporting relate to for recycling and waste collections? (*Tick all that apply*)**

- ☐ Missed collection
- ☐ Replacement container / box / bin
- ☐ Container not put back correctly
- ☐ Complaint about crew behaviour
- ☐ Don't know
- ☐ Other

Q42 **Other (please specify)**

Q43 **How easy or difficult was it to make the report to the council (for waste and recycling)?**

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ Don't know

Q44 **How satisfied or dissatisfied were you with the response you received to your report (for waste and recycling)?**

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q45 **You answered 'dissatisfied' or 'very dissatisfied'. What is the main reason for this (for waste and recycling)?**

- ☐ Issue was not resolved
- ☐ Issue was resolved but too slowly
- ☐ Had to make repeated contact to get issue resolved
- ☐ Rude staff
- ☐ Don't know
- ☐ Other

Q45 **Other (please specify)**

Q46 **What did the request or issue you were reporting relate to for street cleaning? (Tick all that apply)**

- ☐ Litter / fly-tipping
- ☐ Dog fouling
- ☐ Leaf fall
- ☐ Graffiti (offensive)
- ☐ Graffiti (non offensive)
- ☐ Don't know
- ☐ Other

Q46 **Other (please specify)**

Q47 **How easy or difficult was it to make the report to the council (for street cleaning)?**

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ Don't know

Q48 **How satisfied or dissatisfied were you with the response you received to your report (for street cleaning)?**

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q49 **You answered 'dissatisfied' or 'very dissatisfied'. What is the main reason for this (for street cleaning)?**

- ☐ Issue was not resolved
- ☐ Issue was resolved but too slowly
- ☐ Had to make repeated contact to get issue resolved
- ☐ Rude staff
- ☐ Don't know
- ☐ Other

Q49 **Other (please specify)**

Q51 **We are keen to improve the way we communicate and keep residents up to date. How would you most like to be kept informed about recycling, waste collection and street cleaning services in the future? (Please choose your top three)**

- ☐ Nothing - I am happy with the information I get
- ☐ More information on the council's website
- ☐ Live information like maps to track services
- ☐ Text message alerts
- ☐ Email updates
- ☐ A mobile app
- ☐ Regular service updates on social media
- ☐ Leaflet through your door
- ☐ Don't know

About you

This last set of questions relate to your own circumstances and help us monitor that we are speaking to a wide range of residents. Your answers will be strictly anonymous and confidential.

Age **Which age band do you fall into?**

- ☐ 18-24 years
- ☐ 25-34 years
- ☐ 35-44 years
- ☐ 45-54 years
- ☐ 55-64 years
- ☐ 65-74 years
- ☐ 75-84 years
- ☐ 85+
- ☐ Prefer not to say

Gender **What is your gender?**

- ☐ Male
- ☐ Female
- ☐ I prefer to describe my gender in another way
- ☐ Prefer not to say
- ☐ Other

Q59 **Other (please specify)**

Disability **Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?**

- ☐ Yes
☐ No
☐ Prefer not to say

Q60 **Do you have any health conditions which affect you in the following areas? (Tick all that apply)**

- ☐ Vision
☐ Hearing
☐ Mobility/Physical
☐ Learning Disability
☐ Mental Health
☐ Health Diagnosis
☐ Prefer not to say
☐ Other

Q60 **Other (please specify)**

Ethnicity **What is your ethnic origin?**

- | | |
|---|--|
| <input type="radio"/> White - English/Welsh/Scottish/Northern Irish/British | <input type="radio"/> Asian or Asian British - Chinese |
| <input type="radio"/> White - Irish | <input type="radio"/> Asian or Asian British - Tamil |
| <input type="radio"/> White - Gypsy or Traveller | <input type="radio"/> Asian or Asian British - Korean |
| <input type="radio"/> White - Any other White background | <input type="radio"/> Asian or Asian British - Any other Asian background |
| <input type="radio"/> Mixed / Multiple ethnic group - Black Caribbean & White | <input type="radio"/> Black / African / Caribbean / Black British - Caribbean |
| <input type="radio"/> Mixed / Multiple ethnic group - Black African & White | <input type="radio"/> Black / African / Caribbean / Black British - African |
| <input type="radio"/> Mixed / Multiple ethnic group - Asian & White | <input type="radio"/> Black / African / Caribbean / Black British - Any other background |
| <input type="radio"/> Mixed / Multiple ethnic group - Any other | <input type="radio"/> Other ethnic group - Arab |
| <input type="radio"/> Asian or Asian British - Indian | <input type="radio"/> Any other ethnic group |
| <input type="radio"/> Asian or Asian British - Pakistani | <input type="radio"/> Prefer not to say |
| <input type="radio"/> Asian or Asian British - Bangladeshi | |

Q60 **Other (please specify)**

Further research

Q62 Would you be interested in taking part in a focus group to discuss some of the issues around waste collection and street cleaning? The focus group will be held with six to eight other residents, will last approximately 75 minutes and will be held online (via Zoom). Focus groups will take place in March.

If you are invited to participate and attend a focus group, you will receive a **payment of £40** in the form of an online voucher.

By answering yes, you are agreeing to be contacted by Enventure Research concerning this research. Your contact details will only be used for this purpose and will be deleted after six months.

☐ Yes

☐ No

RN **Name**

TEL **Telephone number**

EMAIL **Email address**

Appendix B

Online questionnaire

Waste Collection Services and Street Cleaning Services

The council's waste collection and street cleansing contract will come to an end in 2025, and this is your chance to tell us about your experiences with the service and what matters most for a new contract.

This consultation will last for six weeks, closing on 25 February at midnight, and feedback will be used to help design a proposal for what services the council will be looking for from potential bidders.

The current service includes recycling, general rubbish collection, garden waste, food waste, bulky waste collections, street cleansing and fly-tip removal. This survey will ask about your experience with these services up to now, any areas for improvement, and what priorities we should focus on while seeking the best contract we can get for our residents.

Thank you for taking part.

Completing the survey

Your answers will be anonymous and confidential unless you wish to provide your contact details to take part in further research. Further details will be provided later in the questionnaire.

Instructions are used throughout the questionnaire and are shown in *italics*. It is very important that you follow the question instructions to ensure you complete the questionnaire correctly. For example, some questions are single choice while others are multiple choice. Please make sure you answer each question unless otherwise stated in the instructions. If you need to skip any questions, it will be clearly marked that you go to a different question instead.

Please make sure you take part before **25 February**. You can return your completed questionnaire by using the pre-paid envelope which has been supplied with this questionnaire.

If you have any questions about taking part, please email helpline@enventure.co.uk

How we will use your information and confidentiality

This survey is being conducted by Enventure Research, an independent research agency, on behalf of Croydon Council. Enventure Research is registered with the Data Controller and is a Market Research Society Company Partner. For more information about Enventure Research, please refer to the company website www.enventure.co.uk.

All information provided by you will be analysed by Enventure Research, and treated in accordance with General Data Protection Regulations and the Market Research Society's Code of Conduct. Enventure Research will only use information you provide to inform the research.

Please complete this survey by **25 February 2023**.

Please turn over the page to begin the questionnaire.

London Borough of Croydon

Q1 We are only looking to hear from Croydon residents. Please confirm you live in the London Borough of Croydon
Please tick one option

- ☐ Yes, I confirm I live in the London Borough of Croydon
- ☐ No, I don't live in the London Borough of Croydon

Q2 Please provide your postcode (e.g. CR0 1EA). If you do not want to enter your full postcode, please enter the first four digits (e.g. CR0 1). The postcode will not be used to identify individual households.
Please write your postcode in the box below

Recycling and waste collection services

Last year we collected 141,980 tonnes of recycling and rubbish from households across the borough - that is a 3% reduction over the last six years; a significant achievement at a time when our population is growing. We currently recycle 41.3% of that waste making us the 6th best borough for recycling in London.

Q3 We offer four key collection services to suit different property types across the borough. Please select the type of recycling and waste collection service you currently use
Please tick one option

- ☐ Wheelie bins and boxes that only my household uses (used by the majority of detached, semi-detached and terraced homes in the borough)
- ☐ Wheelie bins and boxes that I share with my neighbours (used by the majority of properties that have been converted into flats and some low-rise blocks of purpose-built flats)
- ☐ Large communal bins that I share with my neighbours (used by the majority of larger blocks of purpose-built flats)
- ☐ Bags that I place out at a specific collection point (used by the majority of flats above shops and some houses with no front gardens)
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Q4 How satisfied or dissatisfied are you with the recycling and waste collection service provided by the council?
Please tick one option

- ☐ Very satisfied *[go to Q6]*
- ☐ Satisfied *[go to Q6]*
- ☐ Neither satisfied nor dissatisfied *[go to Q6]*
- ☐ Dissatisfied *[go to Q5]*
- ☐ Very dissatisfied *[go to Q5]*
- ☐ Don't know *[go to Q6]*

Q5 Why have you said you are 'dissatisfied' or 'very dissatisfied' with the recycling and waste collection service?

Please tick all that apply

- | | |
|---|---|
| <input type="checkbox"/> Missed collections | <input type="checkbox"/> Bins not returned to collection point |
| <input type="checkbox"/> Non delivery of new/replacement bins | <input type="checkbox"/> Crew behaviour |
| <input type="checkbox"/> Lack of space for bins | <input type="checkbox"/> Difficulty reporting issues to the council |
| <input type="checkbox"/> Bins too small | <input type="checkbox"/> Uncertainty what to put out and when |
| <input type="checkbox"/> Bins too large | <input type="checkbox"/> Other (please specify in the box below) |
| <input type="checkbox"/> Collections not frequent enough | |

Other (please only write something in the box below if you have ticked 'other')

Q6 When you think about your recycling and waste collection service in the future, what matters most?

Please tick 1, 2 or 3 for each row based on what matters most to you, where 1 is the highest priority and 3 is the lowest priority. Please ensure each number (1, 2 or 3) is only ticked once

	1	2	3
Environmental benefits (carbon reduction, waste minimisation, recycling)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Convenience or ease of use (simplicity of service)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Affordability (to help make sure money is available to fund other council services)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Croydon Council recently carried out a detailed study looking at what is inside the average rubbish bin in the borough. It showed that more than half (52.8%) could have been recycled using the council's kerbside recycling collection service. The majority of this (32.4%) was food waste.

Q7 To what extent do you agree or disagree that more needs to be done in the future to recycle more and waste less in the London Borough of Croydon?

Please tick one option

- ☐ Strongly agree
☐ Agree
☐ Neither agree nor disagree
☐ Disagree
☐ Strongly disagree
☐ Don't know

Q8 Which of the following changes would encourage you and those in your household to recycle more in the future?

Please tick up to three options

- ☐ Addition of more items that are collected for recycling (e.g. soft plastics, plastics bags and film)
- ☐ More/better information provided about what can and cannot be recycled
- ☐ Larger or more recycling containers
- ☐ Rubbish collected less frequently (i.e. every three weeks)
- ☐ Smaller rubbish bin
- ☐ Compulsory recycling (e.g. fines / penalties for not recycling things that could be recycled)
- ☐ If the council responded and fixed problems more efficiently
- ☐ Not collecting waste if it's not been sorted correctly
- ☐ Rewards / incentives for recycling more
- ☐ None of the above
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Q9 Do you currently recycle your food waste?

Please tick one option

- ☐ Yes, all of it *[go to Q11]*
- ☐ Yes, some of it *[go to Q11]*
- ☐ No, none of it *[go to Q10]*
- ☐ Don't know *[go to Q11]*

Q10 What stops you from recycling your food waste?

Please tick all that apply

- | | |
|---|--|
| <input type="checkbox"/> It's smelly | <input type="checkbox"/> Compost food waste at home |
| <input type="checkbox"/> It's dirty | <input type="checkbox"/> Use a sink disposal machine |
| <input type="checkbox"/> Cost of liners | <input type="checkbox"/> Don't have any food waste |
| <input type="checkbox"/> Don't have containers | <input type="checkbox"/> Don't know |
| <input type="checkbox"/> Don't want container in the house | <input type="checkbox"/> Other (please specify in the box below) |
| <input type="checkbox"/> Animals breaking into containers and creating mess | |

Other (please only write something in the box below if you have ticked 'other')

Q11 Which of these items would you like to be able to recycle from home in the future?
Please tick all that apply

- ☐ Soft plastics (plastic films, plastic bags, plastic wrapping - e.g. carrier bags, bread bags, crisp bags, flexible plastic lids)
- ☐ Small electrical items (e.g. toys, phones and chargers, irons, toasters, Wi-Fi routers)
- ☐ Textiles
- ☐ Household batteries
- ☐ Gas canisters (e.g. nitrous oxide canisters, BBQ/camping gas canisters etc.)
- ☐ None of the above

Q12 If it is not possible to include these items in your standard recycling collection service, would you use a free bookable collection service (via an online form) for these items?

Please tick one option for each row

	Yes	No	Don't know
Soft plastics (plastic film, plastic bags, plastic wrapping - e.g. carrier bags, bread bags, crisp bags, flexible plastic lids)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Small electrical items	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Textiles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Household batteries	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Gas canisters	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q13 What do you currently do with the following items?

Please tick one option for each row

	Put them in my rubbish bin	Put them in or next to my recycling bin	Take them to my house hold recycling centre	Take them to a local store	Donate to charity shop	Sell or donate via internet (e.g. freegle or Gumtree)	Don't have them / N/A
Soft plastics (e.g. plastic film, bags & wrapping)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>			<input type="radio"/>
Small electrical items	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Textiles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Household batteries	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>			<input type="radio"/>
Gas canisters	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>			<input type="radio"/>

Recycling and waste collection services

Q14 To what extent do you agree or disagree with the following statements?

Please tick one option for each row

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
I recycle everything I can using my council's collection service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have enough space in my recycling bins/boxes to recycle all items I want to	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The rubbish bin provided by the council is large enough for the non-recyclable waste my household produces	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel I have enough information to recycle correctly	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I'm confident that what I put in my recycling containers actually gets recycled	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The council encourages me to recycle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I regularly recycle/reuse items not collected by the council in other schemes e.g. local supermarket collection points, Household Waste and Recycling Centre, donating to charity shops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is reasonable for my council to charge a fee for replacement recycling and rubbish containers in order to encourage responsible use and reduce the cost of running the service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q15 There are things we already do, and could in the future, to help the recycling and waste collection service run more efficiently. To what extent do you think it is reasonable or unreasonable for us to strictly enforce the following rules?

Please tick one option for each row

	Very reasonable	Reasonable	Neither reasonable nor unreasonable	Unreasonable	Very unreasonable	Don't know
Containers must be presented on time	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Containers must be presented to the front of the property (or other pre-agree collection point, e.g. rear service road)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Extra waste (not in the bins) will not be collected	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bins will not be collected if they have been used for the wrong items	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Maximum of one rubbish bin per property	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Assisted collection service

Q16 Do you use the assisted collection service (for residents who are not able to move their bins on collection day)?

Please tick one option

- ☐ Yes [go to Q17]
- ☐ No [go to Q19]
- ☐ Don't know [go to Q19]

Q17 How satisfied or dissatisfied are you with the service?

Please tick one option

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q18 What, if anything, would make the assisted collection service better?

Please tick all that apply

- ☐ Nothing
- ☐ Staff could be more friendly or helpful
- ☐ Crews could do better in returning bins and boxes to their collection point
- ☐ Fewer missed collections
- ☐ Make it easier to report problems (e.g. missed collections)
- ☐ Other

Other (please specify)

Bulky waste collection service

Q19 Have you used our bulky waste collection service (which allows larger items like fridges, furniture and mattresses to be collected for a fee) in the last three years?

Please tick one option

- ☐ Yes [go to Q21]
- ☐ No [go to Q20]
- ☐ Don't know [go to Q23]

Q20 Why have you not used the bulky waste collection service in the last three years?

Please tick all that apply

- ☐ Did not know about it *[go to Q23]*
- ☐ Too expensive *[go to Q23]*
- ☐ Not had the need to *[go to Q23]*
- ☐ Took items to the local household recycling centre *[go to Q23]*
- ☐ Used the services of an alternative commercial waste carrier *[go to Q23]*
- ☐ Other (please specify in the box below) *[go to Q23]*

Other (please only write something in the box below if you have ticked 'other')

Q21 How satisfied or dissatisfied were you with the service you received?

Please tick one option

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Q22 What, if anything, would make the bulky waste collection service better?

Please tick all that apply

- ☐ Nothing
- ☐ Make the booking process easier
- ☐ Reduce the cost
- ☐ More booking slots
- ☐ Staff could be more friendly or helpful
- ☐ 'Live' information about my collection on the day (e.g. estimated time of arrival / confirmation when collection has been completed)
- ☐ Wider range of items accepted for collection
- ☐ Don't know
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Q23 Do you subscribe to the garden waste collection service?

Please tick one option

- ☐ Yes [go to Q25]
☐ No [go to Q24]
☐ Don't know [go to Q27]

Q24 Why do you not subscribe to the garden waste collection service?

Please tick all that apply

- ☐ No garden [go to Q27]
☐ Do not produce enough garden waste [go to Q27]
☐ Did not know about it [go to Q27]
☐ Too expensive [go to Q27]
☐ Easier alternatives [go to Q27]
☐ Other (please specify in the box below) [go to Q27]

Other (please only write something in the box below if you have ticked 'other')

Q25 How satisfied or dissatisfied are you with the garden waste collection service?

Please tick one option

- ☐ Very satisfied
☐ Satisfied
☐ Neither satisfied nor dissatisfied
☐ Dissatisfied
☐ Very dissatisfied
☐ Don't know

Q26 What, if anything, would make the garden waste collection service better?

Please tick all that apply

- ☐ Nothing
☐ More reliable collections
☐ Reduce the cost
☐ Make it easier to report problems (e.g missed collections)
☐ Staff could be more friendly or helpful
☐ Wider range of items accepted for collection
☐ More options around the type of bin / containers
☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Garden waste collection service

- Q27 **For the last few years, recycling and waste collections have taken place on Bank Holidays (with the exception of Christmas and New Year). The alternative (cheaper) option is to push collections back by a day or two and for the crews to catch up over the next couple of weeks.**

How important is it that the council continues to provide collections on Bank Holidays in the future?

Please tick one option

- ☐ Very important
- ☐ Important
- ☐ Neither important nor unimportant
- ☐ Unimportant
- ☐ Very unimportant
- ☐ Don't know

- Q28 **For the last few years, the council has offered a Christmas tree collection service. The alternative is to ask residents to bring trees to one of the council's Household Reuse and Recycling Centres or to deal with them at home.**

How important is it that the council continues to provide the Christmas tree collection service in the future?

Please tick one option

- ☐ Very important
- ☐ Important
- ☐ Neither important nor unimportant
- ☐ Unimportant
- ☐ Very unimportant
- ☐ Don't know

Street cleaning

- Q29 **To what extent do you agree or disagree that residential streets in your local area are cleaned frequently enough?**

Please tick one option

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree or disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Don't know

Q30 To what extent do you agree or disagree that streets in your local town centre are cleaned frequently enough?

Please tick one option

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree or disagree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Don't know

Q31 To what extent are the following a problem in your local area?

Please tick one option for each row

	Not a problem at all	Minor problem	Moderate problem	Serious problem	Don't know
Street litter	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog fouling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Graffiti / fly-posting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fly-tipping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Weeds on the public highway	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Full public litter bins	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q32 Which areas in your neighbourhood tend to get dirtiest and would benefit from more attention in the future?

Please tick all that apply

- ☐ Roads
- ☐ Pavements
- ☐ Car parks
- ☐ Paths (public rights of way)
- ☐ Grass verges next to the public highway
- ☐ Parks and open spaces
- ☐ Transport hubs (e.g. bus stops, tram stops, train stations, taxi ranks)
- ☐ Private land (e.g. garages, railway embankments)
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Q33 Street Champions is a network of residents, coordinated by Croydon Council, who volunteer to improve the environment and street scene across the borough. Which of these statements best reflects your view about the Street Champion Programme?

Please tick one option

- ☐ I have volunteered (or currently volunteer) my time to support the Street Champions
- ☐ I wasn't aware of Street Champions but I would like to get involved
- ☐ I support the idea but I wouldn't get involved myself
- ☐ I don't support the idea - street cleaning is not something residents should have to help out with
- ☐ Don't know

Q34 To what extent do you agree or disagree that people should receive fixed penalty notices for the following?

Please tick one option for each row

	Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree	Don't know
Dropping litter	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fly-tipping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Not cleaning up after their dog	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Blocking the pavement with wheelie bins and recycling boxes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Putting rubbish and recycling out on the wrong day for collection	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Not recycling everything they can, or placing incorrect items in the recycling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q35 Some councils have stopped using chemicals like glyphosate to control weeds on the public highway. There are environmental benefits using pesticide-free approaches to weed control, but they are slightly less effective and means some public spaces can look a bit 'less neat'.

To what extent would you support or oppose the council adopting a pesticide-free approach to weed control?

Please tick one option

- ☐ Strongly support
- ☐ Support
- ☐ Neither support nor oppose
- ☐ Oppose
- ☐ Strongly oppose
- ☐ Don't know

Street cleaning

Q36 To what extent are leaves on the road and pavement in autumn / winter a problem in your local area?

Please tick one option

- ☐ Not at all a problem
- ☐ Minor problem
- ☐ Moderate problem
- ☐ Serious problem
- ☐ Don't know

Q37 Which of these statements do you most agree with?

Please tick one option

- ☐ The current leaf clearing service is appropriate and should be maintained in future contracts
- ☐ Leaves should be cleared quicker, even if it makes the service more expensive to run in the future
- ☐ Leaves could be left on the ground for a little longer if it means the service is cheaper to run and helps the council protect other frontline services
- ☐ Don't know

Resolving problems and keeping you up to date

Q38 Have you contacted the council in the last 12 months to report an issue or make a request relating to street cleaning or your recycling and waste collections?

Please tick one option

- ☐ Yes [go to Q40]
- ☐ No [go to Q39]
- ☐ Don't know [go to Q50]

Q39 Why have you not reported any issues to the council recently?

Please tick one option

- ☐ Not felt the need to [go to Q50]
- ☐ Didn't realise I could [go to Q50]
- ☐ Too difficult to contact the council [go to Q50]
- ☐ Don't know [go to Q50]
- ☐ Other (please specify in the box below) [go to Q50]

Other (please only write something in the box below if you have ticked 'other')

Q40 How did you report the most recent issue to the council?

Please tick one option

- ☐ Council website
- ☐ Fix My Street app
- ☐ Telephone (council contact centre)
- ☐ Council social media channels
- ☐ Local Councillor
- ☐ Don't know
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Q41 Did the request or issue relate to your recycling and waste collections or street cleaning?

Please tick one or both

- ☐ Recycling and waste collections *[go to Q42]*
- ☐ Street cleaning *[go to Q46]*

Reporting in relation to recycling and waste collections

Q42 What did the request or issue you were reporting relate to for recycling and waste collections?

Please tick all that apply

- ☐ Missed collection
- ☐ Replacement container / box / bin
- ☐ Container not put back correctly
- ☐ Complaint about crew behaviour
- ☐ Don't know
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

Reporting in relation to recycling and waste collections

Q43 How easy or difficult was it to make the report to the council (for waste and recycling)?

Please tick one option

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ Don't know

Q44 How satisfied or dissatisfied were you with the response you received to your report (for waste and recycling)?

Please tick one option

- ☐ Very satisfied *[go to Q46 if you have reported a street cleaning issue or Q50 if you have not]*
- ☐ Satisfied *[go to Q46 if you have reported a street cleaning issue or Q50 if you have not]*
- ☐ Neither satisfied nor dissatisfied *[go to Q46 if you have reported a street cleaning issue or Q50 if you have not]*
- ☐ Dissatisfied *[go to Q45]*
- ☐ Very dissatisfied *[go to Q45]*
- ☐ Don't know *[go to Q46 if you have reported a street cleaning issue or Q50 if you have not]*

Q45 You answered 'dissatisfied' or 'very dissatisfied'. What is the main reason for this (for waste and recycling)?

Please tick one option

- ☐ Issue was not resolved
- ☐ Issue was resolved but too slowly
- ☐ Had to make repeated contact to get issue resolved
- ☐ Rude staff
- ☐ Don't know
- ☐ Other (please specify in the box below)

Other (please only write something in the box below if you have ticked 'other')

[go to Q46 if you have reported a street cleaning issue or go to Q50 if you have not]

Reporting in relation to street cleaning

Q46 What did the request or issue you were reporting relate to for street cleaning?

Please tick all that apply

- | | |
|---|--|
| <input type="checkbox"/> Litter / fly-tipping | <input type="checkbox"/> Graffiti (non offensive) |
| <input type="checkbox"/> Dog fouling | <input type="checkbox"/> Don't know |
| <input type="checkbox"/> Leaf fall | <input type="checkbox"/> Other (please specify in the box below) |
| <input type="checkbox"/> Graffiti (offensive) | |

Other (please only write something in the box below if you have ticked 'other')

Q47 How easy or difficult was it to make the report to the council (for street cleaning)?

Please tick one option

- ☐ Very easy
- ☐ Easy
- ☐ Neither easy nor difficult
- ☐ Difficult
- ☐ Very difficult
- ☐ Don't know

Q48 How satisfied or dissatisfied were you with the response you received to your report (for street cleaning)?

Please tick one option

- ☐ Very satisfied *[go to Q50]*
- ☐ Satisfied *[go to Q50]*
- ☐ Neither satisfied nor dissatisfied *[go to Q50]*
- ☐ Dissatisfied *[go to Q49]*
- ☐ Very dissatisfied *[go to Q49]*
- ☐ Don't know *[go to Q50]*

Q49 You answered 'dissatisfied' or 'very dissatisfied'. What is the main reason for this (for street cleaning)?

Please tick one option

- | | |
|--|---|
| <input type="radio"/> Issue was not resolved | <input type="radio"/> Rude staff |
| <input type="radio"/> Issue was resolved but too slowly | <input type="radio"/> Don't know |
| <input type="radio"/> Had to make repeated contact to get issue resolved | <input type="radio"/> Other (please specify in the box below) |

Other (please only write something in the box below if you have ticked 'other')

Q50 The current contract sets the following target response times once a report of a service issue has been received:

- Return to rectify a missed collection - 2 working days (1 working day for assisted collections)
- Deliver new/replacement containers - 10 working days
- Fly-tip removal - 1 working day
- Empty full litter bins - 2 working hours (town centres) / 6 working hours (residential - dangerous and offensive waste) / 24 hours (residential - other waste)
- Clean dirty streets - 2 working hours (town centres) / 4 working hours (residential - dangerous and offensive waste) / 24 hours (residents - other waste)

Which of the following statements do you most agree with?

Please tick one option

- ☐ The current target response times are appropriate and should be maintained in future contracts
- ☐ Issues should be resolved more quickly, even if it makes the service more expensive to run in the future
- ☐ Issues could be resolved less quickly if it means the service is cheaper to run and helps the council protect other frontline services
- ☐ Don't know

Q51 We are keen to improve the way we communicate and keep residents up to date. How would you most like to be kept informed about recycling, waste collection and street cleaning services in the future?

Please tick up to three options

- ☐ Nothing - I am happy with the information I get
- ☐ More information on the council's website
- ☐ Live information like maps to track services
- ☐ Text message alerts
- ☐ Email updates
- ☐ A mobile app
- ☐ Regular service updates on social media
- ☐ Leaflet through your door
- ☐ Don't know

Q52 How often, if at all, do you make use of your Household Reuse and Recycling Centre (also known as 'the tip')?

Please tick one option

- ☐ At least once a week *[go to Q54]*
- ☐ At least once a fortnight *[go to Q54]*
- ☐ At least once a month *[go to Q54]*
- ☐ Once every three months *[go to Q54]*
- ☐ Once or twice a year *[go to Q54]*
- ☐ Less often *[go to Q53]*
- ☐ Never use the Household Reuse and Recycling Centre *[go to Q53]*
- ☐ Don't know *[go to Q60]*

Q53 Why haven't you used a Household Reuse and Recycling Centre recently?

Please tick one option

- ☐ Do not have access to a vehicle *[go to Q60]*
- ☐ Not had the need to *[go to Q60]*
- ☐ Someone else in the household goes *[go to Q60]*
- ☐ Don't know *[go to Q60]*
- ☐ Other (please specify in the box below) *[go to Q60]*

Other (please only write something in the box below if you have ticked 'other')

Q54 There are three Household Reuse and Recycling Centres in the borough. Which one do you usually use?

Please tick one option

- ☐ Factory Lane
- ☐ Purley Oaks
- ☐ Fishers Farm
- ☐ Don't know

Q55 How satisfied or dissatisfied are you with the overall service provided at the Household Reuse and Recycling Centre?

Please tick one option

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

Household Reuse and Recycling Centres

Q56 Are there any specific items that are not currently accepted at the Household Reuse and Recycling Centre that you would like to be able to take there in the future?

Please tick one option

- ☐ Yes (please specify)
- ☐ No
- ☐ Don't know

Please briefly tell us what you would like to be accepted at your Household Reuse and Recycling Centre in the future (please only write something in the box below if you have ticked 'yes')

Q57 What, if anything, would encourage you to recycle more of the waste you take to the Household Reuse and Recycling Centre?

Please tick all that apply

- ☐ Better layout of the site
- ☐ Better signage
- ☐ More help and advice from site staff
- ☐ More information on the council website about what can and cannot be recycle at the site
- ☐ Random checks by site staff to ensure recyclable materials are not being thrown away
- ☐ Don't know
- ☐ Other (please specify)

Other (please only write something in the box below if you have ticked 'other')

Q58 Do you have any other suggestions about improvements that could be made to the Household Reuse and Recycling Centre?

Please tick one option

- ☐ Yes [go to Q59]
- ☐ No [go to Q60]
- ☐ Don't know [go to Q60]

Q59 Please briefly summarise your suggestions in the box below

About you

This last set of questions relate to your own circumstances and help us monitor that we are speaking to a wide range of residents. Your answers will be strictly anonymous and confidential. If you do not wish to disclose any information, please make sure you tick 'prefer not to say' for each question.

Q60 Which age band do you fall into?

Please tick one option

- | | |
|-----------------------------------|---|
| <input type="radio"/> 18-24 years | <input type="radio"/> 65-74 years |
| <input type="radio"/> 25-34 years | <input type="radio"/> 75-84 years |
| <input type="radio"/> 35-44 years | <input type="radio"/> 85+ |
| <input type="radio"/> 45-54 years | <input type="radio"/> Prefer not to say |
| <input type="radio"/> 55-64 years | |

Q61 What is your gender?

Please tick one option

- ☐ Male
- ☐ Female
- ☐ I prefer to describe my gender in another way
- ☐ Prefer not to say
- ☐ Other (please specify)

Other (please only write something in the box below if you have ticked 'other')

Q62 Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

Please tick one option

- ☐ Yes [go to Q63]
- ☐ No [go to Q64]
- ☐ Prefer not to say [go to Q64]

Q63 Do you have any health conditions which affect you in the following areas?

Please tick all that apply

- | | |
|--|---|
| <input type="checkbox"/> Vision | <input type="checkbox"/> Mental Health |
| <input type="checkbox"/> Hearing | <input type="checkbox"/> Health Diagnosis |
| <input type="checkbox"/> Mobility/Physical | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Learning Disability | <input type="checkbox"/> Other (please specify) |

Other (please only write something in the box below if you have ticked 'other')

About you

Q64 What is your ethnic origin?

Please tick one option

- | | |
|---|--|
| <input type="radio"/> White - English/Welsh/Scottish/Northern Irish/British | <input type="radio"/> Asian or Asian British - Chinese |
| <input type="radio"/> White - Irish | <input type="radio"/> Asian or Asian British - Tamil |
| <input type="radio"/> White - Gypsy or Traveller | <input type="radio"/> Asian or Asian British - Korean |
| <input type="radio"/> White - Any other White background | <input type="radio"/> Asian or Asian British - Any other Asian background |
| <input type="radio"/> Mixed / Multiple ethnic group - Black Caribbean & White | <input type="radio"/> Black / African / Caribbean / Black British - Caribbean |
| <input type="radio"/> Mixed / Multiple ethnic group - Black African & White | <input type="radio"/> Black / African / Caribbean / Black British - African |
| <input type="radio"/> Mixed / Multiple ethnic group - Asian & White | <input type="radio"/> Black / African / Caribbean / Black British - Any other background |
| <input type="radio"/> Mixed / Multiple ethnic group - Any other | <input type="radio"/> Other ethnic group - Arab |
| <input type="radio"/> Asian or Asian British - Indian | <input type="radio"/> Any other ethnic group (please specify) |
| <input type="radio"/> Asian or Asian British - Pakistani | <input type="radio"/> Prefer not to say |
| <input type="radio"/> Asian or Asian British - Bangladeshi | |

Other (please only write something in the box below if you have ticked 'other')

Further research

Q65 Would you be interested in taking part in a focus group to discuss some of the issues around waste collection and street cleaning? The focus group will be held with six to eight other residents, will last approximately 75 minutes and will be held online (via Zoom). Focus groups will take place in March. If you are invited to participate and attend a focus group, you will receive a **payment of £40** in the form of an online voucher.

By answering yes, you are agreeing to be contacted by Enventure Research concerning this research. Your contact details will only be used for this purpose and will be deleted after six months.

- ☐ Yes *[please provide your contact details below]*
- ☐ No

Name

Telephone number

Email address

Thank you for taking part in this important survey. Your feedback will help Croydon Council design the best possible services for the borough and ensure that they meet the needs of local people.

Please return your completed questionnaire by using the pre-paid return envelope you received with this questionnaire. Please ensure we receive your response by 25 February.

Appendix C

Focus group discussion guide

SLWP Waste Services and Street Cleaning Focus Group Discussion Guide

Croydon Council

Please note this discussion guide is intended as a guide to the moderator only. Sections may be subject to change during the course of the focus groups if, for example, certain questions do not elicit useful responses. Wording and explanations may change to suit the audience.

BEFORE GROUP START TIME

- Participants asked to join five minutes early and wait in waiting room to allow the group to start on time
- All participants asked to review the joining instructions
- All participants will have completed the online or telephone survey

Introduction (10 mins)

- Moderator introduction
- Background to the research:
 - The Council is planning a new waste collection and street cleaning service, due to start in 2025, so it has asked Enventure Research to undertake research to help them understand residents' thoughts on waste services and street cleaning
 - They want to find out what improvements you think could be made in the future and learn what priorities matter most to you in order to help shape a new contract
 - We recently conducted an online survey which was open to all Croydon residents and promoted through a number of channels. To support this, we are also conducting a representative telephone survey
- This group is your opportunity to give us your thoughts and opinions about the waste and recycling collection service and the street cleaning service.
- Confidentiality:
 - Everything said during this discussion is confidential. There are no right or wrong answers
 - Enventure Research is an independent research agency, not part of Croydon Council – we have been commissioned to deliver this research independently
 - We may use quotes from this discussion within the report, but these will remain anonymous and any identifying information will be removed.
 - Market Research Society Code of Conduct and GDPR – ensure confidentiality.
 - All views and opinions of all present are important and valid.
- The group will be recorded – thank you for completing the online consent form. The recording will only be used to listen back to and write up notes. It is not passed to anyone else, including Croydon Council, and will be securely deleted once the research project has finished. Please don't talk over each other.
- **Moderator to start recording and ask everyone to confirm again that this is OK.**

START RECORDING

- The session will last approximately 1 hour 15 minutes. Do you have any questions before we begin?

Just so we can get to know each other a bit, I'd like you to introduce yourself with your:

- First name
- Where you live

I'll call people's names out in the order I see you on my screen.

Waste and Recycling Services (25 mins)

Satisfaction with waste and recycling collection

As I mentioned at the start of the group, the council is currently undertaking a review and redesign of the waste and recycling services.

- What are your thoughts about the current services? Why do you say that?
- What aspects of the services are most important to you? *Moderator to probe if participants unsure: frequency of collections, size of containers, materials collected, that everything gets recycled etc*
- What do you like about it? What do you dislike about it?

Garden waste recycling (HOUSES GROUP ONLY)

- Do you use the garden waste recycling service? What has your experience of using the service been like?
- If you have a garden but do not use the garden waste recycling service, why is this? What would encourage you to use it?

Ranking of what matters the most

- In the survey, we asked respondents to rank three things in order of importance:
 - Environmental benefits (carbon reduction, waste minimisation, recycling)
 - Convenience or ease of use (simplicity of service)
 - Affordability (to help make sure money is available to fund other Council services)
- What is the most important thing to you? Why do you say that?

Show survey results

- In the representative survey, the most important thing was environmental benefit – 55% said it was the most important, with convenience or ease of use being the second most important (33%) and then affordability the least important (12%) – What do you think to these results?
Moderator to note that results are based on survey that is yet to finish but are unlikely to change due to almost being completed

Producing less waste and recycling more

- The saying goes 'Reduce, reuse, recycle' and reduce comes first because reducing waste is the most important thing. What do you think people could do to reduce the waste they make?
- There is a textile repair café at the Whitgift centre which offers workshops to teach residents how to repair and upcycle textiles and clothes. Has anyone been? What did you think of it? If you haven't been, would you? Why / why not?
- Do you think the council does everything it can to help residents recycle as much as they can?
- What can the council do to help residents recycle more?
 - *Moderator to probe if necessary using most common responses from representative survey results so far:*
 - Adding more items to be collected for recycling such as soft plastics (40%)
 - Larger/more recycling containers (37%)
 - More/better information provided about what can/cannot be recycled (34%)

Average bin composition

- Croydon Council recently undertook a waste composition analysis (basically looking through residents' bins to see what materials were in them). I'm going to show you an image of an average bin and what materials are in it.

Show Croydon average bin graphic

- Over half (52.8%) of what is in the average Croydon bin could have been recycled using the recycling collection service and other material – plastic film/plastic bags and wood/scrap metal could also be recycled using local stores and the Recycling Centre (another 15.7%).
- What are your thoughts about the different percentages and amount that could be recycled but isn't being recycled? Is it what you thought? Do any of it surprise you? How do you think your bin compares to this?
- What do you think residents themselves need to do to increase recycling, given what we've just talked about?
- What do you think the barriers to increase recycling could be? How can these barriers be overcome? Lack of information / knowledge? Apathy? Physical barriers?

Containers – HOUSES ONLY

Currently, the containers that houses have are:

- Black wheelie bin (blue lid) / blue box – paper and card
- Black wheelie bin (green lid) / green box – dry mixed recycling such as plastic bottles, glass bottles, metal tins, cartons
- Black wheelie bin (black lid) – general rubbish
- Caddy (brown outdoor and smaller brown caddy for indoor) – food waste
- How has this been working for you? Any issues? Any improvements?
- The council has a lot of requests for replacement containers. Do you think there is a specific reason for this? Poor quality containers that get broken, containers mishandled by crew, lost/stolen?
- How long is a reasonable time to wait for delivery?
- Would you be willing to collect a new bin or caddy? Why? Why not?
- If yes: where would you be willing to collect this from?

Shared bins – FLATS ONLY

- What is your experience of using the communal bins?
- Are there any issues regarding location of bins, misuse (residents putting the general waste into recycling bins for example), condition of bins etc? *Moderator to probe on council specific issues only*
- Do these issues put you off from using the bins correctly and recycling as much as possible?
- How do you think residents could be encouraged to use the bins responsibly?

Street cleaning (20 mins)

Street cleaning includes a range of services – sweeping roads, pavements and public land, clearing weeds, pavement gritting, dealing with fly-tipping, dog fouling, drain and sewer problems, fly-posting, graffiti, dead animals and to help with the service, co-ordinating the Street Champion volunteers.

- What do you think about street cleaning in town and district centres, as well as in your local area?
 - Where do you think the problems are particularly? In your own street/local area, the local shopping parade, main town centre, or elsewhere?
 - What are the main issues?
- Survey results showed that 47% of respondents thought their local residential streets were cleaned frequently enough, and 35% thought the streets in the local town centre were cleaned frequently enough. What do you think of these results?
- Do you see any fly tipping? Is there a particular area that is worse than others?
 - 32% of survey respondents said fly tipping was a serious problem and 24% said it was a moderate problem – that is over half (56%). What do you think to these results?
- What about dog fouling, graffiti and leaf fall in the autumn? How are these dealt with, are they an issue? If so, are they dealt with quickly?

- How would you improve the street cleaning service (all the things we've spoken about)? What would you concentrate on if you were responsible for street cleaning?

Communication with Croydon Council (15 mins)

- Have you had to find information about the waste, recycling and street cleaning services? Where did you go for it? Did you get the answers you needed?
- Is there anything else Croydon Council needs to do in terms of communicating with residents about waste, recycling and street cleaning services? Different / additional information, different ways of communicating?
- Is there any specific information that you need, or you think residents need, to help understand the services better? Is there anything missing?

Show newsletter (in separate PDF to other stimulus)

- Do you recall seeing the council's annual recycling newsletter, which was sent in December? What did you think of it? *Moderator to probe helpfulness*
- Have you had to contact the council about the services, for example, to report an issue with bins or street cleaning, missed collection, request replacement container, complaint about the service/crew etc.?
- How was it resolved? Timely? Satisfactorily? How did you make contact?
- How do you prefer to engage with the council? Do you prefer to seek out information, or do you prefer to be updated? Which communication channel do you prefer?
Moderator to probe email, social media, newsletter/leaflet, website etc

If you would like to find out more information about council services and stay connected with the council, you can sign up to their e-newsletter online or follow them on social media.

Summary and close (5 mins)

Based on everything we have discussed today:

- What are the most important points we have discussed today?
- Is there anything else that Croydon Council needs to consider in terms of improving the services and/or encouraging residents to recycle more?

Moderator to:

- **Thank everyone for their time and input**
- **Any other questions/points to raise?**
- **Explain how incentives will be administered - £40**
- **Thank & close**



Thornhill Brigg Mill, Thornhill Beck Lane, Brighouse, West Yorkshire, HD6 4AH

T: 01484 404797

W: www.enventure.co.uk

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

Document is Restricted

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE OF DECISION	24th May 2023	
REPORT TITLE:	A Public Space Protection Order (PSPO) in Croydon Thornton Heath	
CORPORATE DIRECTOR / DIRECTOR:	Nick Hibberd Corporate Director of Sustainable Communities, Regeneration & Economic Recovery Kristian Aspinall Interim Director Culture & Community Safety	
LEAD OFFICER:	Christopher Rowney Head of the Violence Reduction Network christopher.rowney@croydon.gov.uk	
LEAD MEMBER:	Councillor Ola Kolade Cabinet Member for Community Safety	
KEY DECISION?	Yes	Decision number = 3523EM - Significantly impacts on communities living or working in an area comprising two or more wards
CONTAINS EXEMPT INFORMATION?	NO	Public
WARDS AFFECTED:	Bensham Manor, Thornton Heath, Selhurst, South Norwood <i>West Thornton</i>	

1. SUMMARY OF REPORT

- 1.1** Progression of a Public Space Protection Order (PSPO) in Thornton Heath and surrounding areas which will support the delivery of the Mayor's business plan priority for Croydon to be a cleaner, safer and healthier place, a borough we're proud to call home, by providing the Police with additional powers to address the behaviour being exhibited.

2. RECOMMENDATIONS

For the reasons set out in the report, the Executive Mayor in Cabinet is recommended:

- 2.1** To authorise consultation with members of the public and partners on implementing a PSPO in the Thornton Heath and surrounding area.

3. REASONS FOR RECOMMENDATIONS

- 3.1** As part of the Mayor's business plan, outcome four centres around Croydon being a cleaner, safer and healthier place, a borough we're proud to call home. A key priority is to tackle anti-social behaviour, knife crime and violence against women and girls so that Croydon feels safer. Introducing a PSPO will help to crack down on an ASB hotspot by providing the Police with additional powers to address the behaviour being exhibited.
- 3.2** In January 2022, the Safer Croydon Partnership produced their Community Safety Strategy and one theme highlighted was to "*Focus on high priority neighbourhoods*", this theme was based on the findings of the Strategic Assessment of 2021.
- 3.3** Thornton Heath has been highlighted as an area for further investigation as explained in the report.

4. BACKGROUND AND DETAILS

- 4.1** In 2014, the Anti-Social Behaviour Crime and Policing Act 2014 ("the Act") came into force. This Act introduced several tools and powers for use by councils and the police to address anti-social behaviour (ASB) in their local areas. These tools, which replaced and streamlined a number of previous measures, were brought in as part of a Government commitment to put victims at the centre of approaches to tackling ASB, focussing on the impact behaviour can have on both communities and individuals, particularly on the most vulnerable. This act introduced the powers available to the police and local authorities to deal with anti-social behaviour. One of these measures is the use of Public Space Protection Orders (PSPO).
- 4.2** In July 2022, Cabinet were asked to consider a report on the progression of a Public Space Protection Order (PSPO) in Croydon Town Centre. As a result, it was agreed that public consultation would take place in relation to the Town Centre and further evidence would be collected regarding other hotspot areas in the borough.
- 4.3** In November 2022, Cabinet received a report on the outcome of the consultation with members of the public and partners on implementing a PSPO in Croydon Town Centre, the process for making a PSPO, the proposed area which the PSPO would cover, and the activities which it is proposed the PSPO should restrict, and to seek approval for the making of a PSPO in Croydon Town Centre, this was agreed.
- 4.4** An original PSPO in Thornton Heath lapsed in 2020. This was due to a perceived reduction in ASB and a lack of recorded evidence that it was being used at the time.
- 4.5** As part of the Mayor's commitment to working with the Police to tackle Crime and Disorder across the borough, we are proposing to consult on making a new PSPO across a wider area than before. This will provide another tool for Police and Council Officers to make our public spaces free from anti-social behaviour and stop ongoing harassment and disorder. We will work with the Police to ensure use of the power is recorded throughout the lifespan of the PSPO should it be implemented.
- 4.6** This proposal is based on our recent Community Safety Strategy 2022 as well as the Strategic Assessment 2022 which highlights Thornton Heath as one of our major hotspots for ASB and crime and disorder.

- 4.7** This PSPO is one part of our wider plan to make Croydon safer and more welcoming as part of the Mayor's commitment to tackling crime and disorder across the borough and supporting the Police in their work in the area. It is a priority for all the statutory partners in the borough to reduce ASB and disorder in key areas, including Thornton Heath.

5. PUBLIC SPACE PROTECTION ORDERS

- 5.1** PSPOs are intended to deal with a particular nuisance or problem in a particular area where the behaviour is detrimental to the local community's quality of life, by imposing conditions on the use of that area. These can apply to everyone who uses that area or can be specifically structured to apply only to certain groups or categories of person, at different times or in specified circumstances. The Council is responsible for making a PSPO although the Police also have enforcement powers.
- 5.2** The Council can make a PSPO if satisfied, on reasonable grounds that the following conditions are met in relation to the activities sought to be regulated:
- That they are or are likely to be carried out in a public place within the borough;
 - That they have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;
 - The effect, or likely effect of the activities is likely to be persistent or continuing in nature;
 - Is or is likely to be such as to make the activities unreasonable; and
 - Justifies the restrictions sought to be imposed by the order.
- 5.3** In addition to the specific statutory consultation requirements, the Council has to adhere to the publication requirements which form part of the Anti-Social Behaviour, Crime and Policing Act 2014 (Publication of Public Spaces Protection Orders) Regulations 2014 ("The regulations"). These specify both advertising requirements and the need for notification to be placed on land affected.
- 5.4** If made, details of the making of a PSPO will have to be made available on the Council's website and notification is required to be placed on the land affected in such a manner as to bring the order to the notice of persons using the restricted land. Any variation or discharge of the orders must be similarly publicised.
- 5.5** Should the PSPO be implemented the Council will work with the Police to ensure that front-line officers are aware of the power and how to use it, to maximise the impact of the PSPO.
- 5.6** A breach of the PSPO is a criminal offence, which can be dealt with, either by way of a fixed penalty notice (FPN) or prosecution. If prosecuted, an individual could be liable for a fine. Only those aged over 18 can be issued with an FPN.
- 5.7** Any PSPO introduced is only valid for three years and must thereafter be extended if still required. Such extension is subject to the Council being satisfied that it is reasonable and necessary to do so and is subject to the same publication requirements as the introduction of a PSPO. The extension period is also restricted to a maximum of three years.

6. PRIORITY NEIGHBOURHOODS

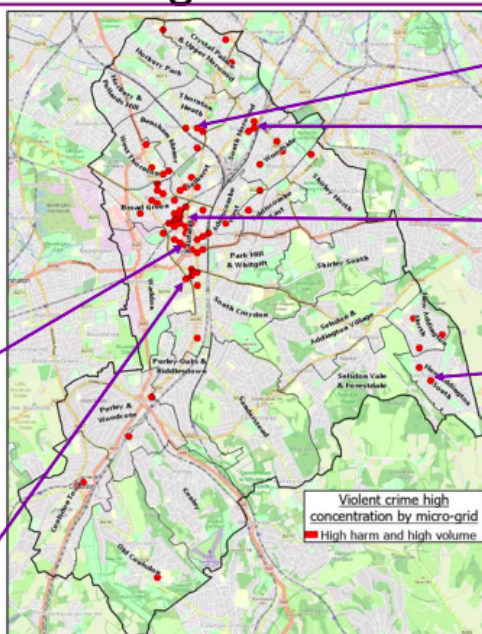
- 6.1** The Safer Croydon Partnership is the statutory partnership that brings together the Police, Council, Health, Probation and Fire Brigade to tackle crime and disorder in Croydon. The Partnership uses data and intelligence to identify the key issues facing the borough and then commits resources through a partnership plan and strategy to tackle those issues.
- 6.2** As part of the Mayor's ongoing commitment to work in partnership with the Police to tackle crime and disorder in the borough, the Safer Croydon Partnership have refocused their priorities to ensure they take into account the feedback from the community and local residents. The Strategic Assessment highlighted areas that require a holistic partnership-led approach, the areas identified can be seen on the map below.

The “high volume high harm” micro-areas to target

- There are specific micro-grids and clusters of micro-grids of high volume and high harm violent crime where further targeting can be implemented. This is because they contain relatively disproportionate levels of violence and other crimes of concern.

Croydon Town Centre, specifically High Street, Surrey Street and Church Street.

Croydon Town Centre, specifically South End.



Thornton Heath High Street

South Norwood High Street

West Croydon/London Road

Central Parade

- 6.3** The Strategic Assessment 2021 highlighted that Croydon Town Centre and Thornton Heath cover only 4% of the whole of Croydon but around a quarter of all crime offences (24%) and crime harm (28%) occur here. Analysis of street-based crime only (i.e. those crimes committed in the public domain) identifies that over a quarter of offences (28%) and over a third of harm (35%) occur in these areas. A PSPO has already been implemented in the other area identified.
- 6.4** The Strategic Assessment 2021 stated that in the Thornton Heath area, even though it is an area which only covers around 1% of the borough, 6% of offences and 7% of harm is committed here. This is almost a third of the proportion of crime and harm which is committed in the town centre, it is still high for an area of a relatively small size. Within this area, 58% of all offences and 49% of harm in the area is street-based.
- 6.5** Members of the Safer Croydon Partnership have also highlighted that street drinking is having an adverse effect on the public and several complaints have been received by

partners from local businesses, residents and visitors to the area. Residents have stated that they feel unsafe and intimidated by the anti-social behaviour they have witnessed.

- 6.6** A PSPO will enable the Council and Police to tackle the visible issues of street drinking and anti-social behaviour in the area, thereby reducing incidents of anti-social behaviour with the aim of improving public confidence and increasing the public perception of safety in a key economic and cultural centre for the borough for residents from the across the borough, as well visitors and commuters from outside of the borough.
- 6.7** Should the PSPO be implemented we will review the area covered after two months to ensure that displacement is not occurring. Should direct displacement be occurring in areas immediately outside the impacted area we will look to increase the area covered by the PSPO.
- 6.8** This is part of our ongoing partnership with the Police to reduce crime and disorder, tackle anti-social behaviour and make Croydon a welcoming destination for residents and visitors alike.
- 6.9** We will identify further opportunities to use PSPOs to tackle disorder in Croydon across the borough through our ongoing data and intelligence work. Those proposals will be brought back to the Mayor for discussion and agreement in the near future as soon as the evidence is available.
- 6.10** As part of the ongoing work to tackle anti-social behaviour in the area the Local Authority as well as the Local Policing team have issued Community Protection Notices, trespass letters and warning letters to individuals causing harassment, alarm and distress to others in the area. The Local Authority have also removed street furniture from the location to prevent the anti-social behaviour from being exhibited in parts of the High Street. The Partnership has also deployed security services to protect our vulnerable residents as well as contact landowners in the area to address the partnership's concerns regarding behaviour being exhibited on their land.
- 6.11** Residents have raised their concerns regarding the behaviour they have witnessed through the Community Trigger which has led to an increase in patrols in and around the Thornton Heath area by partners. Residents have also contacted the Housing Department to share their experiences.
- 6.12** The area has been discussed at the Safer Croydon Partnership tasking meetings to ensure a co-ordinate approach is adopted to tackling the ongoing anti-social and criminal behaviour being exhibited in the area.
- 6.13** Whilst the PSPO in the Town Centre has only been active for a short period of time, the Police have evidenced how they are using the powers to tackle anti-social behaviour and street drinking in the area by reporting dates and times of incidents as well as locations where they have challenged the behaviour. The Police will continue to tackle drug dealing and drug taking across the borough which is a priority for the partnership.

7. CONSULTATION

7.1 There is a requirement on the Council to consult when implementing or varying a PSPO. The specific wording of the Act sets out that: Local Authorities are obliged to consult with:

- a) The chief officer of police, and the local policing body, for the police area that includes the restricted area (the Metropolitan Police have agreed that this should be the Police Borough Commander);
- b) Whatever community representatives the local authority thinks it appropriate to consult;
- c) The owner or occupier of land within the restricted area.

7.2 We will also be consulting directly with local Ward Councillors in the wards affected.

NEXT STEPS

7.3 The Council would like to conduct a formal 6-week consultation to allow residents to provide their comments and to provide feedback on a PSPO covering a geographical area, in and around the Thornton Heath High Street. A public consultation would be made available via our partners in the voluntary sector to engage with groups likely to be affected.

8 ALTERNATIVE OPTIONS CONSIDERED

8.1 Not approving the consultation of a new PSPO may have reputational impact for the community safety partners who have requested assistance in tackling the behaviour exhibited. Failure to introduce the new PSPO may continue to inhibit the Council's ability to make use of new powers to tackle anti-social behaviour in the area. The Police team and Council will continue to issue Community Protection Notice Warnings (CPNW) in order to try and prevent the behaviour from taking place.

9. CONTRIBUTION TO COUNCIL PRIORITIES

9.1 Croydon's Mayoral Business Plan sets a new direction, building on the hopes and aspirations of our residents and businesses. The PSPO will contribute directly to outcome four: Croydon is a cleaner, safer and healthier place, a borough we're proud to call home.

10. IMPLICATIONS

10.1 FINANCIAL IMPLICATIONS

10.1.1 There are no direct financial implications associated with this report as it a decision to consult which will have minimal costs and any cost incurred would be contained within existing budgets.

10.1.2 Sustainable Communities, Regeneration & Economic Recovery Department. Comments approved by Darrell Jones Acting Head of Finance on behalf of the Director of Finance. 21st April 2023.

10.2 LEGAL IMPLICATIONS

10.2.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Legal Services and Monitoring Officer that:

10.2.2 Section 59 of the Anti-social Behaviour, Crime and Policing Act 2014 (the 2014 Act) provides that a local authority may make a public spaces protection order if satisfied on reasonable grounds that two conditions are met. The first condition is that activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or that it is likely that activities will be carried on in such a place and that they will have such an effect. The second condition is that the effect, or likely effect of the activities is, or is likely to be of a persistent or continuing nature, is, or is likely to be such as to make the activities unreasonable, and justifies the restrictions imposed by the notice. Evidence of the various types of anti-social behaviour occurring in the town centre and its detrimental effects, and of the persistent and unreasonable nature of this behaviour is contained in the preceding paragraphs of this report.

10.2.3 In addition, the only prohibitions or requirements that may be imposed are ones that are reasonable to impose in order to prevent such detrimental effect from continuing, occurring or recurring, or to reduce such detrimental effect or to reduce the risk of its continuance, occurrence or recurrence. Therefore, the prohibitions and requirements which will be proposed will be reasonable and proportionate, will be targeted at the specific activities and behaviours which are causing nuisance and harm, and will be the minimum measures necessary to prevent or reduce the detrimental effect which these activities are having on the quality of life of those living or working in, or visiting Thornton Heath and the surrounding area.

10.2.4 Section 72 of the 2014 Act requires a local authority to carry out the "necessary consultation, and the necessary publicity and the necessary notification (if any)" before making a PSPO. The necessary consultation means consulting with the relevant Chief Officer of Police and the local policing body, and whatever community representatives the local authority thinks it is appropriate to consult, and the owner or occupier of land within the restricted area.

10.2.5 The "necessary publicity" means in the case of a proposed order, publishing the text of it.

10.2.6 The "necessary notification" means notifying certain authorities of the proposed order.

10.2.7 Section 72 of the 2014 Act requires a local authority, in deciding whether to make a PSPO and if so, what it should include, to have particular regard to the rights of freedom of expression and freedom of assembly as set out in articles 10 and 11 of the Convention for the Protection of Human Rights and Fundamental Freedoms. In addition, under Section 6 of the Human Rights Act 1998 it is unlawful for the Council, as a public authority, to act in a way which is incompatible with a Convention right. Therefore, at the point in time when the Council considers whether to make a PSPO and if so, what it should include, the Council will need to be satisfied that the proposed restrictions are proportionate and are the minimum

measures necessary to fulfil the legitimate aim of curbing anti-social behaviour in public places for the benefit of the law-abiding majority.

10.2.8 It is important to ensure that the scope of, and the process for making a PSPO is in accordance with the powers and requirements of the 2014 Act. Any challenge to a PSPO would have to be made by an interested person by way of an application in the High Court for permission to seek a Judicial Review. That application must be made within six weeks of the PSPO being made. A person who receives an FPN due to a breach of a PSPO can also challenge the validity of the order. This means that only those who are directly affected by the restrictions have the power to challenge. Interested persons can challenge the validity of a PSPO on two grounds. They could argue that the Council did not have power to make the order, or to include particular prohibitions or requirements. In addition, the interested person could argue that one of the requirements (for instance, consultation) had not been complied with. When the application is made, the High Court can decide to suspend the operation of the PSPO pending its decision in part or in totality. The High Court can uphold the PSPO, quash it, or vary it.

10.2.9 Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Legal Services and Monitoring Officer

10.3 EQUALITIES IMPLICATIONS

10.3.1 The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010. In summary, the Council must in the exercise of all its functions, “have due regard to” the need to comply with the three aims or aims of the general equality duty. These are to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
- advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- foster good relations between people who share a protected characteristic and people who do not share it.

10.3.2 Having due regard means to consider the three aims of the Equality Duty as part of the process of decision-making. This means that decision makers must be able to evidence that they have considered any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken.

10.3.3 Any proposed PSPO is likely to have a positive impact on certain protected groups such as victims of hate (gender, sexuality, religious or disability) related ASB, it will apply to the whole population and its use will be determined by the behaviour occurring rather than the protected group. The exception is young people who cannot be issued with a FPN if they are under 18 years of age.

10.3.4 An EQIA has been produced and identified a potential negative impact on the African and African Caribbean community who are over 2 x more likely to be stopped for stop and searched than their White or Asian counterparts. The service department is required to identify mitigation to address this and create an action plan.

- 10.3.5 The Equality Strategy 2020 -2024 states that all EQIAs need to be data driven. The department is required to include the borough data in the EQIA which will enable more effective decisions to be made. The EQIA is a live document and the service department are requested to update it when data is received following the consultation.
- 10.3.6 During the consultation and subsequent equality analysis data should be collated about the protected characteristics of both those consulted and affected by hate crime in order to ascertain if the impact of anti-social behaviour is greater in relation to one or more protected characteristic.
- 10.3.7 The implementation of any PSPO should not preclude the ongoing of support and outreach services to individuals requiring assistance in the designated area. Support should also be provided to targets of domestic abuse.

Comments approved, by John Mukungunugwa, Equalities Officer on behalf of Denise McCausland the Equalities Programme Manager, on 04/05/2023

11. APPENDICES

Appendix A – Map of proposed area.

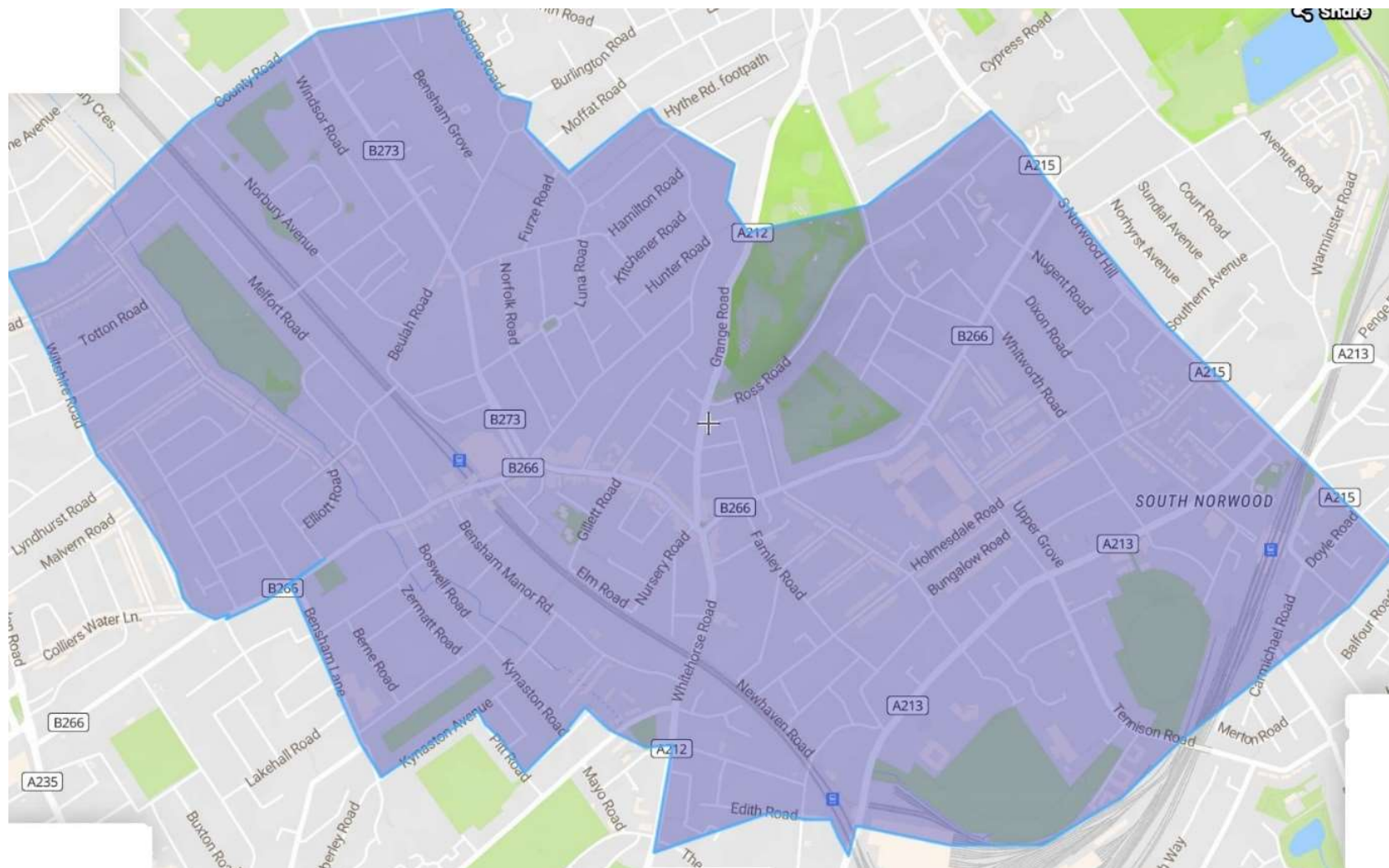
12. BACKGROUND DOCUMENTS

N/A

13. URGENCY

N/A

This page is intentionally left blank



This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE OF DECISION	24 MAY 2023	
REPORT TITLE:	Household Support Fund April 2023	
CORPORATE DIRECTOR	SUSMITA SEN CORPORATE DIRECTOR OF HOUSING	
LEAD OFFICER:	BEATRICE CINGTHO-TAYLOR HEAD OF TEMPORARY ACCOMMODATION Beatrice.Cingtho-Taylor@croydon.gov.uk Ext: 26013	
LEAD MEMBER:	CLLR LYNNE HALE DEPUTY MAYOR AND CABINET MEMBER FOR HOMES	
KEY DECISION?	REF: 1023EM	REASON: Decision significantly impacts on communities living or working in an area comprising two or more Wards and meets the financial criteria for a key decision.
CONTAINS EXEMPT INFORMATION?	NO	Public
WARDS AFFECTED:	All	

1. SUMMARY OF REPORT

- 1.1 On 20 February 2023 the Secretary of State for Work and Pensions (“the Secretary of State”) allocated Croydon Council £6,027,379 Household Support Fund (HSF) Extension Grant for the period 1 April 2023 - 31 March 2024.
- 1.2 This report sets out the Council’s proposals to distribute the HSF. It also highlights the key changes in the Government guidance and Croydon’s allocation proposal compared to the previous HSF grant allocation.
- 1.3 The purpose of this HSF is to provide crisis support to vulnerable households most in need and help those who are struggling to afford energy and water bills, food, and other related essentials. The funding can also be used to support wider essentials including travel costs and housing costs in exceptional circumstances where existing housing support does not meet this need. Authorities are expected to prioritise support with energy costs, particularly for those who may not be eligible for other cost of living support but are nevertheless in need and require crisis support.
- 1.4 The Department for Work and Pensions (DWP) requires a delivery plan - signed off by Cllr Lynne Hale Deputy Mayor and Cabinet Member for Homes, and Jane West Corporate Director of Resources and S.151 Officer by 2 June 2023. The DWP

typically pays the fund in arrears unless the local authority can evidence this will create significant cash-flow problems.

2. RECOMMENDATIONS

For the reasons set out in the report and its appendices, the Executive Mayor in Cabinet is recommended:

- 2.1** To agree to accept the UK Government allocation of £6,027,379 Household Support Fund (HSF) extension for Croydon for the period 1 April 2023 – March 2024, and make the necessary budget provisions.
- 2.2** To consider and agree the proposed allocation and administration of the HSF as defined in the HSF Allocation Proposal (Appendix 1 to this report)
- 2.3** To note the requirement for and to delegate authority to Cllr Lynne Hale Deputy Mayor and Cabinet Member for Homes and Jane West Corporate Director of Resources to sign off the delivery plan for submission to the DWP by 2 June 2023, and for Jane West Corporate Director of Resources and S.151 Officer to sign off the periodic Management Information (MI) reports for DWP thereafter.
- 2.4** To delegate authority to allow for the flexibility of repurposing funds to Jane West Corporate Director of Resources and S.151 Officer in consultation with DWP.
- 2.5** To agree the proposal for officers to update the Executive Mayor and Cllr Lynne Hale Deputy Mayor and Cabinet Member for Homes on progress on the delivery of the fund in November 2023.

3. REASONS FOR RECOMMENDATIONS

- 3.1** To enable Croydon Council to support qualifying households in need and on low incomes with the rising cost of living by making budgetary adjustments in advance of receiving the £6,027,379 Government HSF for 2023-2024.
- 3.2** To ensure that the proposed allocation and distribution of funds is fair, transparent, and determined by evidence-based need within the Borough.
- 3.3** To ensure that the proposed allocation and distribution of funds meets the Councils democratic governance and scrutiny requirements and fulfils and the Government guidance and reporting obligations.

4. BACKGROUND AND DETAILS

- 4.1** In October 2021, the Secretary of State launched the HSF to support vulnerable residents across the country over the winter months.
- 4.2** The Government has continued to award HSF and issue updated guidance every six months for councils to provide assistance to residents on low incomes who are most in need due to the ongoing increases in the cost of living.
- 4.3** The previous awards have all been for £3,013,689.49. As of 1 March 2023, the most recent round of funding for the period 1 October 2022 – 31 March 2023 helped over 21,658 households in Croydon with food, fuel, one-off appliances, and occasionally wider essentials such as beds and housing costs. This brings the total number of grants awarded to 88,449¹ to residents in Croydon since the fund was originally introduced.
- 4.4** The Government announced that HSF would be extended for a further year as part of the Autumn Statement in November 2022, to take account of Global inflationary challenges and the continuing cost of living crisis. The DWP provided further details in a Launch Letter to all Councils on 20 February 2023.

¹This includes residents who have received more than one type of support since the fund started or repeated bi-annual support (such as food vouchers for qualifying school children). Due to evolving reporting requirements, it has not been possible to extrapolate a reliable figure for the number of unique households or individuals that have received support since October 2021.

4.5 Grant determination for 2023-2024

On 20 February 2023 the Secretary of State published the grant determination for the period 1 April 2023 – 31 March 2024 and the guidance for distributing the fund.

- 4.6** Croydon has been awarded £6,027,379. This award for 12 months is exactly double the amount received for 6-month periods in previous rounds.
- 4.7** The guidelines state that as this is a new grant the Council is unable to carry over any unspent funds. This has no impact on Croydon as the full allocation for the previous HSF was spent within the required timescale.

4.8 Grant allocation guidance for 2023-2024

The Council is required to determine individual eligibility and how assistance will be provided in accordance with the updated Government Guidance on Eligible Expenditure, the Delivery Plan Reporting Requirements and the Management Information (MI) returns.

- 4.9** There are a number of changes to the guidance for how the grant can be spent and the Government has highlighted the following key differences:
- Authorities must make sure that the mandatory element of application-based support delivered through the scheme is clearly advertised to residents and is

available throughout the majority of the fund period, either continuously or in regular intervals over the course of the scheme.

- Details of the scheme must also be publicised on a dedicated website page with specific requirements set out in the guidance.
- Funding for supplementary advice services, including debt and benefit advice, is now considered eligible spend within the HSF scheme. As the primary focus of this grant is on practical support, expenditure on such services is expected to be limited and linked to the provision of practical support.
- It is mandatory that in any publicity material for the scheme, including via online channels and media releases, Authorities make clear that this funding is being provided by the Department for Work and Pensions or the UK Government.
- Delivery plans must be signed off by both the 151 Officer and the responsible Cabinet Member.

4.10 DWP originally asked for authorities to outline their spending plans (Delivery Plans) by 17 May 2023. To allow for the lead in period for May Cabinet and subsequent call-in period DWP has agreed to Croydon's request to submit our plans by 2 June 2023. This will enable our detailed proposals to go through the full democratic process for scrutiny and approval.

4.11 CROYDON'S PROPOSALS FOR 2023-2024

Croydon's proposed allocation of HSF 2023-2024 is based on the HSF Guidance 2023-24, a review of the previous funding allocation, an assessment of need, consultation with statutory services and consideration of the mechanisms in place and or required to deliver the support.

4.12 We are intending to distribute the HSF via a combination of direct payments, application-based crisis awards and discretionary emergency awards to prevent escalation.

4.13 We propose to stagger the release the application-based proportion of the HSF to ensure that sufficient funds are reserved for the duration of the scheme, particularly during the colder months of the year. Other support services with allocated HSF budgets will be expected to do likewise.

Allocation	Purpose / client group	Amount
Education	School age children experiencing energy/food poverty, or at risk of food poverty during school holidays	£3,080,040
Discretionary Support Team	Direct applicants help with energy /water/food/essentials/ emergency/ housing costs in exceptional circumstances	£900,000
Social Housing	Social tenants with higher energy needs/ energy paid via service charges/ not eligible for other funds	£700,000
Revenues and Benefits	To distribute to qualifying residents in accordance with the HSF criteria identified through the Council Tax service.	£600,000
Housing Need	Households at risk of homelessness/in temporary accommodation not covered by other support	£245,000
VCF ³ distribution	A proportion of the fund will be allocated to a named voluntary sector organisation to award to qualifying residents in crisis	£80,000
CEYP ²	Care experienced young people in temporary accommodation	£80,000
Carers	Unpaid carers including those not known to other services	£80,000
Children Service	Vulnerable families with children known to social services	£67,000
Adult Services	Vulnerable adults known to social services	£ 60,000
Administration	Two admin officers to process applications /funds	£ 80,000
Publicity	Publicity to provide rolling promotion of funds through the year	£35,000
Healthy homes	Practical support for residents in 'no heat' situations	£20,000
Contingency ⁴		£339
Total		£6,027,379

² Care Experienced Young People

³ Voluntary Community and Faith Sector

⁴ Any remaining contingency not required for publicity will be appropriately allocated in phase three/four.

- 4.14** We are proposing to allocate just over 50% of HSF to the Education Service to issue discretionary clothing vouchers for school children in urgent need of warm protective items of clothing or footwear, and food vouchers for children who would ordinarily be eligible for free school meals (to cover 8 of the 16-week school holiday period) or are otherwise experiencing food poverty. The average crisis clothing voucher will be for £50, and the average total value of the food vouchers will be £150.
- 4.15** We intend to focus on more crises support with essential energy related costs and critical travel costs and promote the take-up of application-based assistance to a wider reach of residents in most need. We will target wards with the highest fuel poverty, vulnerable adults and families with disabilities or health and wellbeing needs and stock in most need of energy related improvement.
- 4.16** We will continue to ringfence 10% of HSF to Revenues and Benefits service to distribute to qualifying residents in accordance with the HSF criteria identified through the Council Tax service.

- 4.17** We are keen to help those residents who may not be eligible for other support. This includes ringfencing £80,000 specifically to support care experienced young people (CEYP) living in temporary accommodation, £80,000 for unpaid carers (particularly those not previously known to other services) who may be in crisis, and one-off housing costs for households at risk of homelessness not covered by other support.
- 4.18** We propose to improve the application-based emergency help offered to household with pre-paid energy meters from one £50 top-up to three £50 top-ups (as these are on the highest tariffs and are at the greatest risk of having no supply).
- 4.19** We propose to award £80,000 to an established third-party organisation (TPO) within the voluntary and faith sector (VCF) to distribute to residents in accordance with the published criteria, particularly residents who may not apply directly to the Council. This will be linked to a contract with Citizens Advice and co-designed with key third sector organisations) on the condition that the full £80,000 is distributed to residents by 31 March 2024.
- 4.20** This proposal fulfils the Government expectation that TPOs are identified objectively, fairly, transparently and on a non-discriminatory basis whilst having regard to the time available to deliver the HSF.
- 4.21** This year we propose to allocate emergency budgets to enable Adult Social Care and Children's Social Care front door (who may be the first point of contact with people facing crisis) to issue small one-off emergency support awards to provide immediate help in exceptional circumstances. This approach already works well in schools, and we would like to trial the same approach for a wider range of vulnerable people in crisis.
- 4.22** We propose to issue guidelines and caps for all emergency discretionary and application-based awards. We have reviewed the caps for household essentials and support with utility bill debts to achieve greater equity and value for money.
- 4.23** Healthy Homes have asked for a small budget to supply oil filled radiators (which are safer and more efficient than other plug-in heaters) to homes that are known to be without heat, typically homeowners on very low incomes, and tenants within the private rented sector.
- 4.24** We are also proposing to consider more sustainable carbon neutral solutions such providing a limited number of bicycles and helmets for essential travel and issuing slow cookers and energy efficient electric cookers (rather than gas cookers wherever possible), to reduce fuel consumption.
- 4.25** The proposal is to replicate the administration arrangements by extending the contracts of the two established business support agency staff.
- 4.26** The detailed apportionment of funds and eligibility criteria are set out in pages 6-7 of the Allocations Proposal Appendix 1.
- 4.27** In accordance with the Scheme of Financial Delegation, the Corporate Director of Housing has made £200,000 immediately available to the Discretionary Support Team so

that they can start taking direct applications from May 2023 pending Cabinet consideration and approval of the full proposals.

4.28 DWP Funding arrangements

The HSF is ring-fenced. Payment is typically made in arrears upon DWP being with the Management Information (MI) returns. This enables DWP to adjust the amount of payment based on the MI returns and reduce administrative costs including the need to recover any underspend.

4.29 Payment will ordinarily be made in arrears after the interim MI returns in July and October 2023 and January 2024 and the final MI return at the end of the fund period in April 2024 and DWP has verified the MI.

4.30 The Guidance offers the caveat that 'If an Authority feels that the payments arrangement will create significant cash flow problems please notify DWP as soon as possible with supporting arrangements.

4.31 COMMUNICATION AND PUBLICITY

The critical success factor to ensuring the HSF reaches those most in need efficiently and at the right time is a co-ordinated simple cascading communications strategy, which is delivered across the Council and via our partners, is easy to understand and repeated in the Autumn and Winter when the effects of energy poverty are the greatest.

4.32 This will include three targeted accessible multi-media campaigns including Facebook Twitter, local radio and Croydon Open House newsletter for tenants and leaseholders, to raise awareness improve accessibility and support take-up from residents (and service providers/community groups who may be in contact with them).

4.33 Specific consideration will be given to meeting the varied written, audio, visual, cognitive and language communication requirements of our residents in need and reaching all residents with protected characteristics.

4.34 Proposals for the targeted publicity include adverts on busses in the most deprived areas, and targeted marketing to the most vulnerable residents such as those with disabilities where take up of previous grants has been lower than anticipated.

4.35 All publicity will make it clear that UK Government is providing this funding.

4.36 We propose to allocate 0.6% of the £6m HSF to publicity. This will assist corporate communications and ensure resources are pre-allocated and available at the right time to update the website and communicate information across the borough. This will include e-communication and other accessible formats including printing and design costs and attendance at forums etc. for the three planned campaigns in early Summer, Autumn, and Winter 2023.

4.37 ADMINISTERING THE FUND

4.38 Establishing eligibility

If the Allocation Proposal at Appendix 1 is approved, it will be translated into a published framework confirming our approach and eligibility criteria and how to access the HSF 2023-24.

4.39 We will particularly consider how we can support those vulnerable households who are ineligible for other government support with the cost-of-living. Receipt of other help will not exclude a resident from receiving support through HSF in principle as they may still be in need.

4.40 Examples of the households whose circumstances the Council proposes to prioritise are included in the Allocation Proposal at Appendix 1. It is not an exhaustive list and discretion will be applied on a case-by-case basis. The same criteria will apply to HSF distributed by the VCF sector.

4.41 The application-based service will include an eligibility check to identify the applicant's current economic, social and tenure status, the reason for the application, what support they are seeking, the monetary value of the amount they are seeking evidence of why this is needed, whether they have previously received HSF or are eligible for and/or in receipt of support from other schemes, the potential risk or impact of not receiving the support and the extent to which providing the support will or is likely to prevent escalation of problems.

4.42 As there is a finite amount of HSF available the monetary value and type of support offered will be based on the locally set guidelines detailed in the Allocation Proposal at Appendix 1.

4.43 The Council will always establish whether other forms of support are available for housing related costs such as Discretionary Housing Payments (DHP) before considering awarding HSF for housing costs.

4.44 Managing tracking and reporting on spend

A single point of contact (SPOC) will co-ordinate the administration, tracking and monthly reporting of the fund including demand and potential overspend or underspend across all services and TPOs.

4.45 A named officer from each service or TPO will be responsible for checking eligibility and recording, tracking, and reporting on the day to day spend for their allocated budget, and supplying monthly spend reports on agreed pro-forma.

4.46 The SPOC will review the monthly returns to help identify and mitigate risks and issues in individual services or across reporting periods to ensure consideration can be given to any intervention where it is considered necessary or prudent to do so.

4.47 GOVERNANCE

The Head of Temporary Accommodation will be the Senior Responsible Officer accountable for ensuring a strong delivery plan is developed and agreed through the

required mechanisms; ensuring compliance with and progress against our commitments in the delivery plan; and proposing any repurposing of funds to Departmental Management Team (DMT).

- 4.48** DMT will monitor performance on a quarterly basis including demand and outcomes, any under spend or overspend, risks and issues and recommended repurposing of funds for agreement by the s.151 Officer and the Corporate Director of Housing in consultation with DWP. This will ensure HSF continues to achieve maximum effect.

4.49 Managing the risk of fraud and financial irregularity

As with any welfare payment to vulnerable recipients there is a risk of fraud. To help mitigate this risk the Council will ensure checks are in place to verify the identity of those eligible and suitable due diligence checks to ensure any TPO is viable and able to deliver support.

- 4.50** The Council will ask neighbouring authorities to work together to help prevent double provision and/or no provision (for example when allocation of provision is by a school in one area and a residential address in another).
- 4.51** Wherever possible vouchers will be used instead of cash and the vouchers will have restricted usage to mitigate the risk of being spent outside of the intended scope.
- 4.52** If the Council has any grounds for suspecting financial irregularity including fraud or other impropriety, mismanagement, or use of grant for purpose other than those for which it was provided then the Senior Responsible Officer or the SPOC shall notify DWP immediately, explain what steps are being taken to investigate the suspicion and keep DWP informed of the progress of the investigation.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1** The Council could outsource the administration of the entire fund to a third-party organisation such as a registered charity or voluntary organisation. However, the Council already has the mechanisms in place to administer the HSF and having paid due regard to the time available to deliver the fund and the process required to appoint a TPO this option is not recommended.
- 5.2** The Council could make the entire HSF application based. This is likely to create unnecessary administrative work and reduce equitable access for identified residents with a specific and defined need. This option does not provide value for money and is not recommended.
- 5.3** The Council could invite interested TPOs to bid for the opportunity to distribute the £80,000 ringfenced for VCF distribution. This process will create unnecessary and unwarranted delay and is therefore not recommended.

- 5.4** The Council could choose not to spend the HSF however this would not be in the interests of the Council or our residents in need of support with the cost-of-living crisis and is therefore not recommended.

6 CONSULTATION

- 6.1** The Allocation Proposals at Appendix 1 have been drawn up in consultation with relevant services and has been discussed with the Deputy Mayor & Cabinet Member for Homes.

7 CONTRIBUTION TO COUNCIL PRIORITIES

- 7.1** The proposals contained within this report contribute to the following outcomes in the Mayors Business Plan for 2022- 2026.
- Children and young people in Croydon have the chance to thrive, learn and fulfil their potential.
 - People can lead healthier and independent lives for longer.

8 IMPLICATIONS

8.1 FINANCIAL IMPLICATIONS

- 8.1.1** The Household Support Fund (HSF) spend and income of £6,027,379 will be managed and monitored within the Housing directorate. The spend and income are additional to the business as usual (BAU) activities of LBC meaning there is no net financial impact to any directorate finances.
- 8.1.2** Reimbursement will be quarterly in arrears based on certified spend totals. The associated interest costs will be around £25,000 across 2023-24 based on an even spend profile There are no issues foreseen in managing cashflow in respect of this funding.
- 8.1.3** If new posts are created related to this funding, they must be fixed term and tied to the period of confirmed funding as there is no indication of longer-term commitment to this funding stream by DWP.
- 8.1.4** Updated finance comments requested following CMT
- 8.1.5** Approved by Orlagh Guarnori, Finance Manager on 16 May 2023 following MAB 2.

8.2 LEGAL IMPLICATIONS

- 8.2.1** Grant funding for the Household Support Fund will be paid to the Council by the Minister under Section 31 of the Local Government Act 2003. The grant may be paid

on such conditions as the Minister may determine and may include provision as to the use of the grant, and the circumstances in which the whole or part of the grant must be repaid.

- 8.2.2 The Minister has issued Guidance entitled “1 April 2023 to 31 March 2024: Household Support Fund guidance for county councils and unitary authorities in England”, updated 21 February 2023. It is assumed that it will be a condition of the grant under Section 31 that authorities should have regard to the Guidance, but in any event it is reasonable to assume an implied, if not specific duty on the Council to have regard to the Guidance. This means the Guidance must be singled out for special mention and is a mandatorily relevant factor to which due and specific consideration must be given, to which some weight must be attached, and which must not be marginalised. This duty does not however go so far as to make the Guidance an exclusive consideration, and there is liberty to deviate from the Guidance on admissible grounds and for good, sufficient and articulated reasons.
- 8.2.3 The Council’s general power of competence, “to do anything that individuals generally may do”, in Section 1 of the Localism Act 2011 is sufficient to cover the arrangements for receiving and making payments of the grant as set out in this report.
- 8.2.4 In accordance with its general duties to act reasonably and proportionately, the Council must have a clear policy or framework outlining its general approach, including in relation to how eligibility will be defined, and how households will access the Fund, and this is set out in the Allocation Proposal in Appendix 1.
- 8.2.5 Approved by Sandra Herbert, Head of Litigation & Corporate Law, on behalf of the Director of Legal Services and Monitoring Officer 16 May 2023.

8.3 EQUALITIES IMPLICATIONS

- 8.3.1 The Council has a statutory duty, when exercising its functions, to comply with the provisions set out in the Sec 149 Equality Act 2010. The Council must, in the performance of its functions, therefore, have due regard to:
1. eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under this Act.
 2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
 3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.3.2 An EQIA was carried out to ascertain the impact of the grant on protected characteristics. It identified both positive and negative equality implications in respect of: age, disability, race and religion and belief. Mitigation has been identified to address potential negative impact; this includes:

- A discretionary emergency payment available for essential travel for people with disability affected by the cost-of-living crisis who do not get alternative support.
- Publicity material and applications offered in community languages.
- The engagement of the voluntary, community and faith sector to distribute payments to eligible residents. This enables some equality characteristics such as age, race, religion or gender reassignment who may not wish to contact the council directly to access payments through the sector.

8.3.3 The department should support the community and voluntary and faith sectors in collecting data with regard to the protected characteristics of recipients. Following this, the EQIA should be updated.

8.3.4 Approved by: Denise McCausland – Equality Programme Manager 16 May 2023.

8.4 HUMAN RESOURCES IMPLICATIONS

8.4.1 There is no immediate HR impact in regard to this report. I understand that two agency staff are already engaged to assist with the extra work

8.4.2 If any other issues arise these will be managed under the Council's Policies and Procedures.

8.4.3 Approved by Jennifer Sankar, Head of HR for Housing and SCRER for and on behalf of Dean Shoesmith, Chief People Officer dated 21 April 2023.

8.5 DATA PROTECTION IMPLICATIONS

8.5.1 Information Management recommend that a DPIA is in place (if not already completed) for the HS fund by 2nd June 2023 as there is there will be processing of personal/sensitive data.

8.5.2 A specific HSF privacy notice will also be beneficial to the project.

8.5.3 Approved by Louise Edwards, Acting Information Manager 2 May 2023.

8.6 COMMUNITY AND SAFETY IMPLICATIONS

8.6.1 We know that vulnerable residents are some of those most often targeted for criminal behaviour and over-represented as victims of crime. This funding will help support those families and residents and will reduce the likelihood of them being victims of crime.

8.6.2 Approved by Kristian Aspinall Director of Culture and Community Safety 16 May 2023.

9 APPENDICES

Appendix 1 - Household Support Fund Allocation Proposal April 2023 - March 2024

Appendix 2 - Equality Impact Assessment: Household Support Fund April 2023 - 2024

10 BACKGROUND DOCUMENTS

Document 1 - Household Support Fund Launch Letter 20 February 2023

Document 2 - Household Support Fund Determination 2023

Document 3 - Household Support Fund Guidance 2023

Document 4 - Delivery Plan Reporting Requirements

Document 5 - Management Information Returns

11 URGENCY

N/A

This page is intentionally left blank

Household Support Fund

April 2023 – March 2024

Allocation Proposal

May 2023

SUMMARY

The Secretary of State for Work and Pensions (“the Secretary of State”) has allocated Croydon Council £6,027,379 Household Support Fund Grant (HSF) for the period 1 April 2023 - 31 March 2024.

The purpose of the HSF is to provide cost of living crisis support to vulnerable households most in need, to help those who are struggling to afford energy and water charges, food, and related essentials such as appliances.

The funding can also be used to support wider appropriate essentials such as transport related costs and housing costs (in exceptional circumstances, where existing support does not meet this need), and a small amount of HSF can be used to provide complimentary advice.

Authorities are expected to prioritise support with energy costs, particularly for households who may not be eligible for other help that the Government has recently made available but are nevertheless in need and require crisis support.

This report sets out the Council’s proposals to allocate the HSF in accordance with the Household Support Fund Grant requirements (Determination 2023 No 31/6496).

We propose to release the application-based proportion of the HSF in phases during Spring/Summer, Autumn, and Winter. This will ensure that sufficient funds are reserved for the duration of the scheme, particularly during the colder months of the year. Other services allocated discretionary HSF budgets will be expected to do likewise.

BACKGROUND

The Government launched the Household Support Fund (HSF) in October 2021 and to date Croydon has used the HSF to provide 88,449¹ packages of support to households in the Borough.

The fund’s initial aim was to support vulnerable households across the country over the Winter and covered the period 1 October 2021 - 31 March 2022.

There followed two further six - month rounds of funding to address the ongoing rise in the cost of living; from 1 April 2022 - 30 September 2022, and then again from 1 October 2022 - 31 March 2023. Each of these awards have been for just over £3m.

The most recent round of funding for 1 October 2022 – 31 March 2023 alone has provided help to over 21,658 households in Croydon (as of 1 March 2023).

The Government has extended the HSF for a further year to take account of Global inflationary challenges and rising cost of living. On 20 February 2023 Croydon was informed that we will receive £6,027,379 for the 12-month period 1 April 2023 - March 2024.

¹This includes residents who have received more than one type of support since the fund started or repeated bi-annual support (such as food vouchers for qualifying school children). Due to evolving reporting requirements, it has not been possible to extrapolate a reliable figure for the number of unique households or individuals that have received support since October 2021.

Distribution of HSF since October 2021

Total HSF for Croydon	October 2021- March 2022	April 2022 - September 2022	October 2022 – February 2023	April 2023- March 2024
Duration	6 months	6 months	6 months	12 months
Total HSF Award	£3,013,689.49	£3,013,689.49	£3,013,689.49	£6,027,379

Education	October 2021- March 2022	April 2022 - September 2022	October 2022 – February 2023	April 2023- March 2024
Allocation	£1,728,750.00	£1,321,000.00	£1,610,000.00	£3,080,040
Number of children helped	Not available ²	25,583 ³	21,467 ⁴	21,467(E) ⁵

Variation in data capture and reporting requirements ²Oct 21-Mar 22 Returns not available, ³Apr 22- Sep 22 grouped all children helped by HSF including those who had been identified by Education as having free school meal entitlement or other low-income discretionary need and households with children who had received other forms of HSF. ⁴Oct 22 -Feb 23 Children identified by Education, ⁵Apr 23-Mar 24 Children identified by Education (estimate).

Discretionary Support Team	October 2021- March 2022	April 2022 - September 2022	October 2022 – March 2023	April 2023- March 2024
Allocation	£388,492.00	£440,185.83	£527,340.49	£ 900,000
Number of Households	1151	1947	1306 ⁶	4,000(E)
Number of support packages	3198	3318	2094 ⁶	4,500(E)

⁶Oct 22-March 23 Figures lower as distribution began in December 23 and still to include figures for March 23.

Direct Support	October 2021- March 2022	April 2022 - September 2022	October 2022 – February 2023	April 2023- March 2024
Allocation	£896,447.49	£1,252,503.66	£876,349.00	£2,047,339(E)

The number of recipients of direct support will be included in the monthly returns for April 2023 - 2024.

DETAILED PROPOSAL**Government Guidance on Household Support Grant 2023 – 2024**

The expectation is the fund should be used to support vulnerable households in the most need, in crisis and to prevent escalation.

Authorities are encouraged to prioritise supporting households with the cost of energy. The fund can also be used to provide support with food, essentials linked to energy and water, wider essentials such as appliances, and housing costs (in exceptional circumstances, where existing support does not meet this need).

There also remains an expectation of Authorities to particularly consider those groups who may not have benefited from any of the recent cost of living support, this may include, but is

not limited to people who are entitled to but not claiming qualifying benefits for other Cost of Living payment, people who are claiming Housing Benefit and people who begin a claim or return to a benefit after the relevant qualifying period.

There may be groups who are vulnerable to rising prices even though they are supported through these schemes, for example large families or single-income families. It is important to stress that the fund is intended to cover a wide range of low-income households in need including families with children of all ages, pensioners, unpaid carers, care leavers and disabled people.

Key changes

There are a number of changes to the guidance for how the HSF for 2023 – 2024 can be spent. The key differences are:

- Authorities must make sure that the mandatory element of application-based support delivered through the scheme is clearly advertised to residents and is available throughout the majority of the fund period, either continuously or in regular intervals over the course of the scheme.
- Details of the scheme must also be publicised on a dedicated website page with specific requirements set out in the guidance.
- Funding for supplementary advice services, including debt and benefit advice, is now considered eligible spend within the HSF scheme. As the primary focus of this grant is on practical support, expenditure on such services is expected to be limited and linked to the provision of practical support.
- It is mandatory that in any publicity material for the scheme, including via online channels and media releases, Authorities make clear that this funding is being provided by the Department for Work and Pensions or the UK Government.
- The guidance document itself has been reduced in size and there is now separate Management Information and Delivery plan guidance.
- Delivery plans must be signed off by both the 151 Officer (Jane West Corporate Director of Resources and S151 Officer) and the responsible Cabinet Member (Cllr Lynne Hale Deputy Mayor and Cabinet Member for Homes).

The Government Launch Letter, Grant Determination and Guidance are included below:



FINAL Household Support Fund (2023) FINAL Household Support Fund (2023) FINAL Household Support Fund (2023)

Identifying need and targeting support in Croydon

Croydon has over 43,948 households known to be on low incomes (as of 22 March 2023). Source: Department for Work and Pensions data share file 22 March 2023.

Fuel poverty by ward

The latest published Government Fuel Poverty Statistics highlight the wards with the highest proportion of households in fuel poverty:

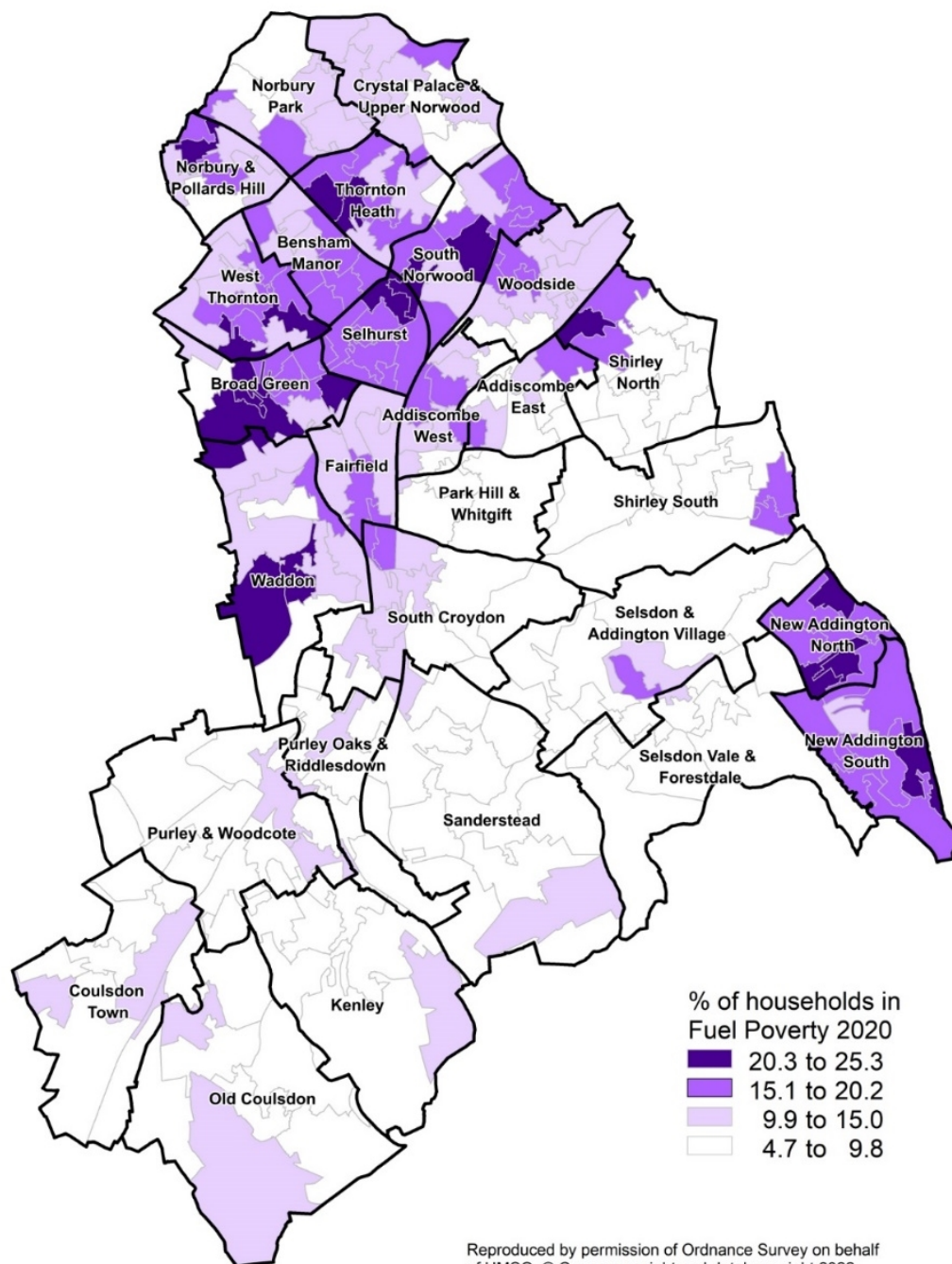
- Waddon
- New Addington
- Broad Green
- Selhurst
- Shirley North

- South Norwood
- Thornton Heath
- West Thornton
- Norbury & Pollards Hill

This evidence is based on research conducted in 2020. Although the numbers of households in fuel poverty are likely to have risen locally as the crisis continues, an assumption has been made that this is a proportional increase.

Targeted marketing campaigns will run in the above nine wards during Spring/Summer, Autumn, and Winter to maximise awareness and take-up from those most in need.

Percentage of Households in Fuel Poverty 2020



Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2022
OS Licence number 10001927

Applicants in receipt of benefit, by benefit type and family profile

The DWP has provided the Council with a range of information to help calculate budgets for people with one or more target needs based on the type of benefit they receive.

The data helps to identify people with specific needs such as medical need, disability, health and wellbeing issues, child food poverty, older people, and households in low-paid employment.

Claimant profile by benefit type	Number
On UC and free prescription threshold (with children)	11,636
On UC and free prescription threshold (without children)	16,236
On UC with limited capacity for work (with children)	2,093
On UC with limited capacity for work (without children)	6,673
On UC with earnings below Free School Meals (FSM)	9,120
On Pension Credit receiving Guarantee Credit and/or Saving Credit	2,009
On income related Employment and Support Allowance	4,804
HB only (not eligible for means tested cost of living payment)	3,047

Source: Department for Work and Pensions data share file 22 March 2023.

The Council will use periodically updated information from DWP to help target support and validate individual claims for application-based support for the duration of the HSF.

Other Households

Support is not restricted only to vulnerable households in receipt of benefits, and we are using other sources of information to identify vulnerable households including advice from schools, social workers, health and wellbeing practitioners, housing support officers and third-party organisations.

CROYDONS PRIORITIES AND APPROACH

We will offer a combination of application-based support, direct support, and discretionary emergency support.

We will complete specific campaigns that incorporate the following priorities:

- Targeted marketing in the most deprived wards
- People who do not qualify for other cost of living support
- People who pay for energy and water through pre-paid top up meters
- People with medical conditions that require additional energy
- People with disabilities inc. mental health, physical health and learning disabilities
- School age children normally eligible for free school meals due to low income
- Unpaid carers, including those who are not already known to support services
- Care experienced young people in temporary accommodation
- Tenants who pay energy and water bills through service charges
- Tenants who require additional energy due to lack of energy efficiency/ condition of

- People who are homeless/at risk of homelessness not covered by other support
- Older people via direct applications, usually if they do not receive alternative support

TYPES OF SUPPORT AVAILABLE

Application based support

- Top-ups for pre-paid energy and water meters
- Assistance with energy and water bills debts
- Food vouchers
- Essential items relating energy or water e.g., clothing, bedding, heater, an appliance
- Essential items relating to food e.g., slow cooker, microwave, cooker, fridge
- Items related to essential transport e.g., travel ticket, bicycle and helmet
- Other essential household items e.g., furniture, minor adaptations, draft excluders
- Housing support (in exceptional circumstances, excluding mortgage payment)
- Typically 1-2 week turnaround. Urgent applications 1-3 working days

Direct support

- Fixed credits to rent/ service charge/ council tax accounts
- Vouchers in place of fixed credits where necessary
- Food vouchers for school children from low-income households ordinarily entitled to free school meals
- Gifted energy efficient oil filled radiators for no-heat households

Discretionary Emergency Support

- First point of contact capped immediate crisis assistance
- Distributed by/or referrals from, schools, social workers, voluntary organisations
- Vouchers for warm clothing, shoes or food, pre-paid energy top-up, travel cost
- In exceptional circumstances one-off cash help

CRITERIA FOR APPLICATION BASED FUND

A. Primary criteria

- Evidence of a low income, and
- Evidence of a crisis or
- Evidence of hardship or
- Risk of escalation (including referral from statutory services), and
- An identified need e.g., vulnerability disability, health issue, carer, children

B. Secondary criteria

- Priority given to first time applicants, those not eligible for other types of help
- Typically, one appliance only per application
- Awards typically capped and prioritised in accordance with published guidelines
- Additional discretion can be applied in exceptional circumstances
- Support with housing costs will only be provided in exceptional circumstances
- It will not be awarded for ongoing housing costs or unsustainable tenancies
- It will not be awarded to provide mortgage support
- In exceptional and genuine emergencies, it can provide support for historical arrears

TARGETED MARKETING CAMPAIGN

A targeted campaign in the wards identified as having the highest levels of fuel poverty will form part of the Croydon-wide communication plan to raise awareness and improve accessibility particularly for people who may be least able to access the HSF.

The communication plan will include professional and community partners and encourage informed word of mouth promotion and take-up.

The campaign will be updated and repeated three times to account for seasonal changes during Spring/Summer, Autumn, and Winter.

Information will be accessible and produced in a variety of formats and channels, not just on-line.

The Croydon webpage for the Housing Support Fund

- The HSF fund, how it is allocated and the award criteria
- How to apply for the application-based support
- Links to the Councils Healthy Homes page and other cost of living support sites
- Links to free money and debt management services

Multi-Media publications

- Quarterly promotional material on local platforms
- e-newsletters, Facebook, Twitter, radio, and other social media
- Croydon Open House Tenant and Leaseholder newsletter

Professional and Community Promotion

- Agenda item for Statutory Partnership Boards, Management Team Meetings
- Electronic and paper flyers
- Local family and community hubs
- GP surgeries
- Referrals
- Periodic information pack sent to the partnership distribution list
- Flyers distributed to key sites, residents' associations
- Cost of Living Crisis Support Worker located in a Community Support Service

Promotional bus / mobile campaign vehicle

- Advertising in key target areas with greatest need

DELIVERING THE FUND

Working in partnership

Croydon Council already has several well-established working arrangements to promote and distribute the fund and propose to expand this successful collaborative approach to include a wider range of internal and external partners.

In principle agreement have been reached or are being worked through for Housing Needs to distribute the fund in partnership with the following services and agencies:

- Adult Social Care
- Children Social Care
- Education
- Healthy Homes
- Housing Management
- Job Centre
- Public Health
- Citizens Advice
- Third Party Organisation - referrals

(This is not an exhausted list and as with previous fund may change as discussions continue.)

ALLOCATION OF FUNDS

Summary Proposals for 2023 – 2024

Allocation	Purpose/ client group	Amount
Education	School age children experiencing energy/food poverty, or at risk of food poverty during school holidays	£3,080,040
Discretionary Support Team	Direct applicants help with energy/water/food/essentials/emergency/ housing costs in exceptional circumstances	£ 900,000
Social Housing	Social tenants with higher energy needs/ energy paid via service charges/ not eligible for other funds	£ 700,000
Revenues and Benefits	To distribute to qualifying residents in accordance with the HSF criteria identified through the Council Tax service.	£ 600,000
Housing Need	Households at risk of homelessness/in temporary accommodation not covered by other support	£ 245,000
VCF distribution	A proportion of the fund will be allocated to a named voluntary sector organisation to award to qualifying residents in crisis	£ 80,000
CEYP	Care experienced young people	£ 80,000
Carers	Unpaid carers including those not known to other services	£ 80,000
Children Service	Vulnerable families with children known to social services	£ 67,000
Adult Services	Vulnerable adults known to social services	£ 60,000
Fund admin	Two admin officers to process applications /funds	£ 80,000
Publicity	Publicity to provide rolling promotion of funds through the year	£ 35,000
Healthy homes	Practical support for households in 'no heat' situations	£ 20,000
Contingency		£ 339
Total		£6,027,379

⁶Any remaining contingency not required for publicity will be appropriately allocated in phase three/four.

Detailed breakdown

A. Education

Proposed Allocation

£3,080,040 Average award(food) £120, (clothing) £50, No. Children 21,467 (E)

Breakdown

- £2,144,048 funding will be given to schools to fund 8 weeks of £15 food vouchers for families who would ordinarily qualify* for Free School Meals (FSM)
(17,867) children @ £15 x 8 weeks = £2,144,040
- £503,952 will be given to schools to provide discretionary crisis awards for warm protective clothing such as coats or shoes in exceptional circumstances
Estimate 10,080 awards @ £50.00 = £504,000
- £432,00 funding will be given to schools to provide discretionary awards for food for families not in receipt of FSM
(3,600) children @ £15 x 8 weeks = £432,000

*Families who ordinarily qualify due to welfare benefit entitlement. Does not match the Mayor of London announcement 100% FSM entitlement for primary school children.

Rationale

Croydon will continue to work with the Education Services to support children at risk of food poverty over school holidays and will extend the discretionary emergency support for food and essential clothing poverty during term time.

Each school will receive an allocated budget to issue FSM qualifying pupils 8 food vouchers worth £15 per voucher to cover 50% each school holiday period of two or more weeks.

Each school will also receive a discretionary budget calculated as a percentage of their FSM budget to offer discretionary support to children most in need to offer emergency support with essentials like warm clothing shoes or food.

There is a need to support families on the cusp of poverty that are unable to access other funds due to benefit eligibility. The discretionary element of the award can be used to help to address this issue.

It will be the responsibility of the schools to decide which families are entitled to this limited discretionary pot.

Schools will be made aware of the application channel for the HSF to signpost or refer families to the Discretionary Support Team and /or the Advice and Practical Support Workers.

B. Discretionary Support TeamProposed allocation

£900,000 Average award £150 - £250

Breakdown

- Energy support average value £150.00
- Food average value £150.00
- Essential appliances average value £250.00
- Other essentials average value £200
- £18,000 transactional fees to Family Fund

Residents will be able to make direct applications to the council for help with energy and water, food, essentials linked to energy and food and wider essentials linked to travel and household costs.

Awards will be assessed in accordance with Croydon's published eligibility criteria and guidance.

Rationale

Priority will be given to applicants with no energy supply or at immediate risk of no energy supply, who are not eligible for other cost of living crisis support, who have not previously received HSF.

Emergency help for households with pre-paid top-up meters are typically on the highest tariffs, with charges that peak when consumption increases and are therefore at most risk of having no supply. Qualifying applicants will typically receive three £50 top-up credits.

Billed energy charges are usually evenly spread across the year to allow for more consistent household budgeting, and suppliers are more willing to negotiate with customers to prevent disconnection during the current economic climate. HSF help with energy bills will typically be capped at £150.

Very limited funds will be made available in exceptional circumstances to help with one-off essential travel costs.

The Councils will typically limit replacement essential appliances or bicycles to one item per household and prioritise households who have not previously received HSF.

The value of individual appliances has been reviewed and capped to achieve the best value for money whilst achieving energy efficiency.

- Cooker – capped at £260 (electric) or multi-function large microwave/oven/grill
- Standard microwave (if cooker / multi-function microwave not suitable) capped at £100
- Slow cooker capped at £60
- Oil filled radiator capped at £90
- Fridge/freezer capped at £250 or £450 more energy efficient
- Boiler repairs (will need to allocate more budget)
- It is proposed that gas cookers are only provided in exceptional circumstances (to support long-term environmental sustainability targets and net-zero carbon emissions)
- Bicycle and safety helmet (capped at £250)

Administration

The two existing HSF funded administrative support assistants will have their agency contracts extended for a further 12 months. (See 'Detailed Allocation K' below) They will continue to work with the Discretionary Support Team to process the direct applications until the planned Housing Needs restructure in August 2023. They will then join another team within the Housing Needs Service (subject to consultation).

Referrals

The administrative support assistants will also assess households referred by third party public sector and voluntary sector organisations including, but not limited to:

- Croydon GP collaborative⁷ -
- Job Centre Plus
- Patient Advice and Liaison Service⁷ -
- Public Health Social Prescribers⁷ -
- Sickle cell and Thalassemia Centre⁷ -
- South London and Maudsley NHS foundation⁷ -
- Temporary accommodation team
- Age UK⁷ -
- Alzheimer's Society
- Carers Support Centre Croydon⁷ -
- Family Justice Centre
- IASS⁷ -
- Mind
- South-West London Law Centre
- Step Change

⁷ Meetings being arranged with individual organisations to agree working arrangements

Distribution

As with previous HSF, Family Fund an established partner will work with the Discretionary Support Team and suppliers to distribute application-based awards. Awards are cashless, and the system does have the flexibility to make cash awards where needed.

C. Social Housing

Proposed allocation

£ 700,000

Typical award £250 - £650

Breakdown

A one-off payment of £400 for tenants under 65 who pay energy costs directly to the

Council via service charges.

An additional one-off payment of £150 to those tenants identified above who live in areas with the greatest energy poverty who pay some energy charges directly to the supplier.

A one-off payment will be made to those residents living in social housing known to have increased energy consumption (due to unsatisfactory stock condition) whilst awaiting planned maintenance (including Housing Association Stock).

Exceptionally and in genuine emergencies a one-off payment to provide support for housing costs or historic rent arrears (built up prior to an existing benefit claim for households in receipt of UC and HB).

Rationale

Social Housing tenants under 65 who pay energy costs directly to the Council via service charges are not eligible for support with energy bills. Residents over 65 usually receive additional age-related mandatory awards and can apply for HSF through the application-based HSF.

Residents in social housing with increased energy consumption due to the condition of stock that has been identified as requiring significant planned maintenance.

One off housing costs may include paying an amount towards historic arrears or towards essential start-up costs (furniture/appliance/removal) to enable a vulnerable tenant in need to move to suitable accommodation, sustain their tenancy or prevent a crisis from escalating.

The HSF will not be used to provide housing support on an ongoing basis or to support unsustainable tenancies.

Distribution

The award is cashless and will be credited to the resident's rent account or issued as vouchers for specific goods.

D. Revenue and Benefits

Proposed allocation

£ 600,000 Typical award £250 - £650

Discretionary Direct Payments will be made to people identified from the Council Tax register who qualify for HSF and may not be in receipt of other Cost of Living funds.

Distribution

The award is cashless and will be credited to the residents Council Tax Account or issued as vouchers for specific goods.

E. Housing Need

Proposed allocation

£245,000 Average award £350.00

Breakdown

There are approximately 3,500 households in temporary accommodation (including emergency accommodation).

An average award of £350.000 can help an estimated 700 households in crisis.

Rationale

A discretionary fund will be provided to support residents in emergency and temporary accommodation in crisis or with historic rent arrears, typically to prevent escalation or to enable them to move to more settled accommodation.

This discretionary one-off payment will only be made in exceptional circumstances not covered by other support (such as discretionary housing payment).

The HSF will not be used to provide ongoing support for housing costs or to support unsustainable tenancies.

The fund cannot be used to provide mortgage support though homeowners could still qualify for other elements of the fund.

Administration

The Temporary Accommodation Team will make referrals to the HSF Support Assistants to complete the necessary eligibility checks.

Distribution

The award is cashless and will be credited to the resident's rent account by the Income Team or issued as vouchers for specific goods.

F. Care Experienced Young People in Temporary AccommodationProposed allocation

£80,000

Award £150 - £500

Breakdown

There are approximately 438 Care Experienced Young People (CEYP) aged between 18-25 in temporary accommodation.

- typically claiming Housing Benefit rather than Universal Credit, this cohort of young people may not receive other benefit related cost-of-living support.
- A one-off payment of £150 to all CEYP in temporary accommodation

438 young people @ £150 = £65,700

- A discretionary one-off payment to support CEYP in most need or with historic rent arrears in temporary accommodation, typically to prevent escalation, average award £350.00

Rationale

All Care Experienced Young People (CEYP) are eligible for support from the Leaving Care Service (LCS) until they reach 25. Depending on an individual's age and circumstances their case may be closed before then, although they can still actively approach the LCS for help until they are 25.

One off housing costs may include paying an amount towards historic arrears or towards essential start-up costs (furniture/appliance/removal) to enable a vulnerable tenant in need to move to suitable accommodation, sustain their tenancy or prevent a crisis from escalating.

The discretionary one-off payment towards historic arrears will only be made in exceptional

circumstances not covered by other support (such as discretionary housing payment). The HSF will not be used to provide ongoing support for housing costs or to support unsustainable tenancies.

All CEYP can also be considered for application-based HSF and support packages associated with independent living and move-on costs.

Administration

The Temporary Accommodation Team will cross reference records with the Leaving Care Service.

Distribution

The award is cashless and will be credited to the young person's rent account by the Income Team or issued as vouchers for specific goods.

G. Unpaid Carers

Proposed allocation

£80,000

Average award £150

Rationale

Welfare Rights advisors have advised that carers are often unpaid living on very low incomes and not in receipt of carers allowance.

The Discretionary Support Team will work with Adult Social Care and The Croydon Carers Support Centre who are well established and may be able to offer greater visibility of this fund to carers not already known to services. They will be made aware the application channel for the HSF to signpost or refer carers to the Discretionary Support Team and /or the Advice and Practical Support Workers.

All carers can be considered for application-based HSF and other support in accordance with the relevant criteria.

Distribution

Awards are cashless, typically vouchers, and will be administered by the Discretionary Support Team and/or a TPO once confirmed. The system does have the flexibility to make cash awards where needed.

H. Children's Services

Proposed allocation

£67,000

Average award £200

Rationale

An emergency discretionary energy food or travel crisis payment to families with children known to Social Service or presenting at the front door.

To provide immediate relieve and prevent escalation for those residents who are unable or unlikely to submit an application to the discretionary support team, and do not qualify for alternative emergency support from Children's Services.

Distribution

The discretionary award is usually cashless and will be distributed by Children Social Care practitioners in exceptional circumstances, consisting of energy top-ups or vouchers capped at £200.

Children's Social Care will be responsible for deciding who to issue an emergency payment to from this limited discretionary pot.

Children's Social Care will also be made aware the application channel for the HSF to signpost or refer families to the Discretionary Support Team.

I. Adult ServicesProposed allocation

£60,000 Average award £150

Rationale

An emergency discretionary energy food or travel crisis payment to households with vulnerable adults known to Social Service or presenting at the front door.

To provide immediate relieve and prevent escalation for those residents who are unable or unlikely to submit an application to the discretionary support team, and do not qualify for alternative emergency support from Adult Social Care

Distribution

The discretionary award is usually cashless and will be distributed by Adult Social Care practitioners in exceptional circumstances, consisting of energy top-ups or vouchers capped at £150.

It will be the responsibility of Adult Social Care to decide who qualifies for this limited discretionary pot.

Adult Social Care will also be made aware the application channel for the HSF to signpost or refer families to the Discretionary Support Team .

J. Funding for VCF⁸ to distribute to residentsProposed allocation

£80,000 Third Party VCF⁸ Organisation (TBC)

Rationale

Proposed distribution of HSF via an established generic third-party Voluntary Community and Faith Sector (VCF) organization to distribute application-based funds to residents in crisis in accordance with the published criteria who may not ordinarily approach the Council.

This proposal will allow for a wider equitable reach for applicants, referrals, and recipients of the fund.

⁸ Voluntary Community and Faith Sector

K. AdministrationProposed allocation

£80,000 No. Business Support officers x 2 No. applications/referrals assessed 9,000 (E)

Breakdown

X 2 Agency Business Support Officers @ £40,00 per officer = £80,000

Rationale

There are 2 experienced agency business support officers administering the current HSF. It is proposed to extend their contracts for a further 12 months.

Administration

The HSF Business Support Officers will continue to:

- Assess and prioritise applications against the specified criteria
- Administer limited funds
- Ensure that the funds are spent within given time frames
- Conduct affordability checks on applications
- Safeguarding funds against fraudulent claims

L. Publicity

Proposed allocation

£35,000 No. campaigns x 3

Breakdown

Printing and distribution £5,000

Publicity bus = £11,000 - £22,000 per campaign x 2 = £30,000 (E)

Rationale

Three campaigns will run, one in the Spring/Summer when the HSF first becomes available and repeated in Autumn and again in Winter.

Although the basic indicative cost of the publicity on buses is quoted at between £11,000 – £22,000 this varies considerably depending on the specification and consideration will need to be given to using it for 2 of the 3 campaigns to achieve greatest value for money.

The sum allocated for publicity will be reviewed in September and a top-up in the region of £15k may be considered either from the contingency fund or repurposing of underspend.

Administration

The appointed senior responsible officer accountable for delivering the HSF in conjunction with the corporate communications team.

M. Healthy Homes

Proposed allocation

£20,000 average award £90

Breakdown

222 oil filled radiators @ £90= £19,980.00

Rationale

Primarily for low-income homeowners with broken/inadequate fixed heating systems, who may otherwise be using plug in convection heaters which are far more expensive to run.

They may also be provided for low- income private renters. Although landlords are required provide residents with working heating systems, but there is no requirement for them to be energy/cost efficient.

Distribution

The Healthy Homes Team will purchase and deliver 222 oil-filled radiators to over 100 households, many of these will be large families with a need for more than one heater. These radiators will be gifted to the recipients

Equality Analysis Form

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term ‘**proposed change**’ broadly covers the following:-

- Policies, strategies, and plans.
- Projects and programmes.
- Commissioning (including re-commissioning and de-commissioning).
- Service review.
- Budget allocation/analysis.
- Staff restructures (including outsourcing).
- Business transformation programmes.
- Organisational change programmes.
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	Housing
Title of proposed change	Household Support Fund
Name of Officer carrying out Equality Analysis	Janice Nuth

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

Briefly summarise the proposed change and why it is being considered/anticipated outcomes. What is meant to achieve and how is it seeking to achieve this? Please also state if it is an amendment to an existing arrangement or a new proposal.

Household Support Fund 2023-2024

The Secretary of State for Work and Pensions ("the Secretary of State") has allocated Croydon Council £6,027,379 Household Support Fund Grant (HSF) for the period 1 April 2023 - 31 March 2024.

Overview and aim of the fund

The purpose of the HSF is to provide cost of living crisis support to vulnerable households most in need, to help those who are struggling to afford energy and water charges, food, and related essentials such as appliances.

The funding can also be used to support wider appropriate essentials such as transport related costs and housing costs (in exceptional circumstances, where existing support does not meet this need), .

Authorities are expected to prioritise support with energy costs, particularly for households who may not be eligible for other help that the Government has recently made available but are nevertheless in need and require crisis support.

Target groups

The Fund is intended to cover a wide range of low-income households in need including families with children of all ages, pensioners, unpaid carers, care leavers and disabled people.

Those groups who may not have benefited from any of the recent cost of living support, this may include, but is not limited to people who are entitled to but not claiming qualifying benefits for other Cost of Living Payment, people who are claiming Housing Benefit and people who begin a claim or return to a benefit after the relevant qualifying period.

Groups who are vulnerable to rising prices even though they are supported through these schemes, for example large families or single-income families.

Publicity

- The Croydon webpage for the Housing Support Fund and Multi-Media publications including Facebook and twitter
- Professional and Community Promotion including named Community, Voluntary and Faith Sector partners
-
- Agenda item for Statutory Partnership Boards, Management Team Meetings
- Electronic and paper flyers and word of mouth
- Local family and community hubs, GP surgeries, agency referrals
- Periodic information pack sent to the partnership distribution list, flyers distributed to key sites, residents' associations,
- Promotional bus / mobile campaign vehicle to visit key target areas with greatest need

Allocation of Funds

Allocation	Purpose/ client group	Amount
Education	School age children experiencing energy/food poverty, or at risk of food poverty during school holidays.	£3,080,040
Discretionary Support Team	Direct applicants help with energy/water/food/essentials/ emergency/ housing costs in exceptional circumstances.	£ 900,000
Social Housing	Social tenants with higher energy needs/ energy paid via service charges/ not eligible for other funds.	£ 700,000
Revs & Benefits	To distribute to qualifying residents in accordance with the HSF criteria through the Council Tax service.	£ 600,000
Housing Need	Households at risk of homelessness/in temporary accommodation not covered by other support	£ 245,000
VCF distribution	A proportion of HSF will be allocated to a named voluntary sector organisation to award to qualifying residents in crisis.	£ 80,000
CEYP	Care experienced young people	£ 80,000
Carers	Unpaid carers including those not known to other services	£ 80,000
Children Service	Vulnerable families with children known to social services	£ 67,000
Adult Services	Vulnerable adults known to social services	£ 60,000
Fund admin	Two admin officers to process applications /funds	£ 80,000
Publicity	Publicity to provide rolling promotion of funds through the year	£ 35,000
Healthy homes	Practical support for households in 'no heat' situations	£ 20,000
Contingency;		£ 339
Total		£6,027,379

3. Impact of the proposed change**Distribution of Funds**

The HSF will be distributed in three ways:

A) Application based support

- Top-ups for pre-paid energy and water meters
- Assistance with energy and water bills/ debts
- Food vouchers
- Essential items relating energy or water e.g., clothing, bedding, heater, appliance
- Essential items relating to food e.g., slow cooker, microwave, cooker, fridge
- Items related to essential transport e.g., travel ticket, bicycle, and helmet
- Other essential household items e.g., furniture, minor adaptations, draft excluders
- Housing support (in exceptional circumstances, excluding mortgage payment)

B) Direct support

- Fixed credits to rent/ service charge/ Council Tax accounts
- Food vouchers for school children entitled to free school meals
- Gifted energy efficient oil filled radiators for no-heat households

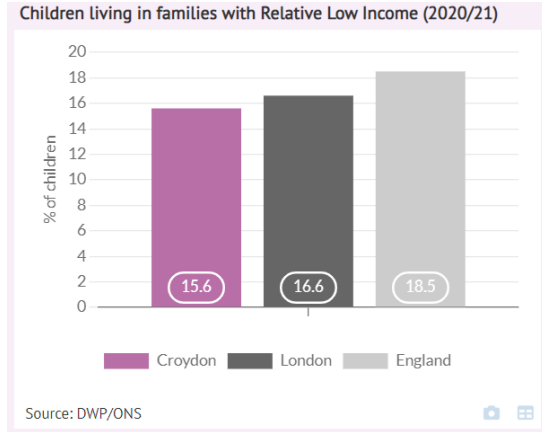
C) Discretionary emergency support

- First point of contact capped immediate crisis assistance
- Distributed by/or referrals from, schools, social workers, carer support
- Vouchers for warm clothing, shoes or food, pre-paid energy top-up, travel cost
- In exceptional circumstances one-off cash help

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. Who benefits and how (and who, therefore doesn't and why?) Summarise any positive impacts or benefits, any negative impacts and any neutral impacts and the evidence you have taken into account to reach this conclusion. Be aware that there may be positive, negative, and neutral impacts within each characteristic. Where an impact is unknown, state so. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Deciding whether the potential impact is positive or negative

Table 1 – Positive/Negative impact

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.											
Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence								
Age	<u>Children</u> Ringfenced £3,080,000 to School age children experiencing energy/food poverty, or at risk of food poverty during school holidays	<u>Children</u> Pre-school children from families with low incomes	Population by broad age group Croydon (2021) Age < 15 = 19% Age 15-64 = 67% Age 65+ = 14% <div><p>Children living in families with Relative Low Income (2020/21)</p><table><caption>Children living in families with Relative Low Income (2020/21)</caption><thead><tr><th>Location</th><th>% of children</th></tr></thead><tbody><tr><td>Croydon</td><td>15.6</td></tr><tr><td>London</td><td>16.6</td></tr><tr><td>England</td><td>18.5</td></tr></tbody></table><p>Source: DWP/ONS</p></div>	Location	% of children	Croydon	15.6	London	16.6	England	18.5
Location	% of children										
Croydon	15.6										
London	16.6										
England	18.5										

	<ul style="list-style-type: none"> • Ringfenced ££67,000 emergency support vulnerable families with children known to social services • Targeted publicity • Multi-channel accessible routes • Digital and non-digital • Specialist TPO promotion <p><u>Older People</u></p> <ul style="list-style-type: none"> • Older people on low incomes in need will be considered for application-based support and discretionary emergency support. • Targeted publicity • Multi-channel accessible routes • Digital and non-digital • Specialist TPO promotion 	<p><u>Older People</u></p> <ul style="list-style-type: none"> • Older people will not receive the direct payment for the fuel element of service charges as the winter fuel payment can be used for this purpose. • Perceived stigma of asking for support • Digital application process • May be less likely to approach the Council than a VCF organisation for assistance 	<ul style="list-style-type: none"> • Take-up of funded hours in early years settings is much lower than regional and national averages • The percentage of care leavers in Croydon known to be in suitable accommodation is much lower than the regional and national figures • The number of looked after children in Croydon remains the highest in London <p>Source Croydon Borough Profile Dec 2022 (Borough Profile Executive Summary)</p> <p>Winter Fuel Payment</p> <ul style="list-style-type: none"> • If you were born before 26 September 1956 you could get between £250 and £600 to help you pay your heating bills. This is known as a 'Winter Fuel Payment'. • The amount you get includes a 'Pensioner Cost of Living Payment'. This is between £150 and £300. You'll get this extra amount in both winter 2022 to 2023 and winter 2023 to 2024. This is in addition to any other Cost of Living Payments you get with your benefit or tax credits. <p>Winter Fuel Payment: Overview - GOV.UK (www.gov.uk)</p>
Disability	<p><u>Mental Health</u> <u>Physical Disability</u> <u>Learning Disability</u></p> <ul style="list-style-type: none"> • Ringfenced £ 80,000 unpaid carers, £ 60,000 ASC emergency support budget • Targeted publicity • VFS engagement • Multi-channel accessible routes • Digital and non-digital 	<ul style="list-style-type: none"> • Lack of Awareness of HSF for people with sensory impairment neuro-divergence or a physical or mental health challenges or learning difficulties • Access and communication challenges with the application process for people with sensory impairment , neuro- 	Disabilities In Croydon 2021

- Specialist TPO promotion

Disability Cost of Living Payment

Residents may be entitled to a Disability Cost of Living Payment of £150 if they get any of the following benefits on a certain date:

- Attendance Allowance
- Constant Attendance Allowance
- Disability Living Allowance for adults
- Disability Living Allowance for children
- Personal Independence Payment
- Adult Disability Payment (in Scotland)
- Child Disability Payment (in Scotland)
- Armed Forces Independence Payment
- War Pension Mobility Supplement

This guidance will be updated with the qualifying date for the payment when it has been announced.

If residents were getting a qualifying benefit from the Ministry of Defence and a

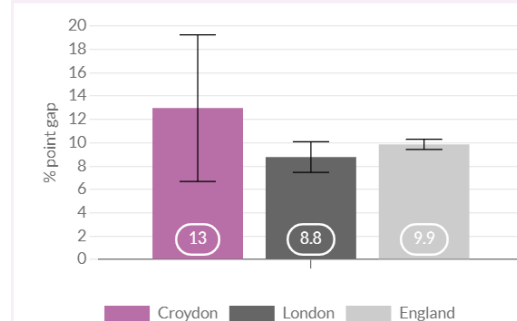
divergence, or physical, mental health challenges or learning difficulties

- Bicycles may not be suitable alternative transport for people with physical or neurological challenges
- May be less likely to approach the Council than a VCF organisation for assistance

Disability	Croydon
Total: All usual residents	100.0%
Disabled under the Equality Act	
Disabled under the Equality Act: Day-to-day activities limited a lot	6.1%
Disabled under the Equality Act: Day-to-day activities limited a little	8.0%
Not disabled under the Equality Act	
Not disabled under the Equality Act: Has long term physical or mental health condition but day-to-day activities are not limited	5.6%
Not disabled under the Equality Act: No long term physical or mental health conditions	80.3%

The correlation between low income and long-term health conditions

Gap in the employment rate between those with a long-term health condition and the overall employment rate (2021/22)



Source: OHID

Source [Croydon Observatory](#)

Disability Cost of Living Payment

You may be entitled to a Disability Cost of Living Payment of £150 if you get any of the following benefits on a certain date:

- Attendance Allowance
- Constant Attendance Allowance
- Disability Living Allowance for adults
- Disability Living Allowance for children
- Personal Independence Payment
- Adult Disability Payment (in Scotland)

	qualifying benefit from DWP, they will get a Disability Cost of Living Payment from DWP only.		<ul style="list-style-type: none">• Child Disability Payment (in Scotland)• Armed Forces Independence Payment• War Pension Mobility Supplement <p>This guidance will be updated with the qualifying date for the payment when it has been announced.</p> <p>If you were getting a qualifying benefit from the Ministry of Defence and a qualifying benefit from DWP, you will get a Disability Cost of Living Payment from DWP only.</p> <p>Source Cost of Living Payments 2023 to 2024 - GOV.UK (www.gov.uk)</p>																		
Sex		These groups are not specifically targeted, and awards will be based on application	<p>Population by sex for Croydon (2021)</p> <p>Females 52%</p> <p>Males 48%</p> <p>Source Croydon Observatory</p>																		
Gender Reassignment Identity	Increased awareness and take up of the application-based HSF and discretionary HSF for groups with this protected characteristic will be actively promoted through targeted publicity distributed to Voluntary Community and Faith Sector partner organisations and Public Services such as LGBTQ+ and health services.	May be less likely to approach the Council than a VCF organisation for assistance	<p><u>Gender Identity - Percentages (2021)</u></p> <table><thead><tr><th></th><th>Croydon</th></tr></thead><tbody><tr><td>Total: All usual residents aged 16 years and over</td><td>100.0%</td></tr><tr><td>Gender identity the same as sex registered at birth</td><td>91.6%</td></tr><tr><td>Gender identity different from sex registered at birth but no specific identity given</td><td>0.5%</td></tr><tr><td>Trans woman</td><td>0.2%</td></tr><tr><td>Trans man</td><td>0.2%</td></tr><tr><td>Non-binary</td><td>0.1%</td></tr><tr><td>All other gender identities</td><td>0.0%</td></tr><tr><td>Not answered</td><td>7.5%</td></tr></tbody></table> <p>Source: ONS Census 2021.</p> <p>Croydon Observatory</p>		Croydon	Total: All usual residents aged 16 years and over	100.0%	Gender identity the same as sex registered at birth	91.6%	Gender identity different from sex registered at birth but no specific identity given	0.5%	Trans woman	0.2%	Trans man	0.2%	Non-binary	0.1%	All other gender identities	0.0%	Not answered	7.5%
	Croydon																				
Total: All usual residents aged 16 years and over	100.0%																				
Gender identity the same as sex registered at birth	91.6%																				
Gender identity different from sex registered at birth but no specific identity given	0.5%																				
Trans woman	0.2%																				
Trans man	0.2%																				
Non-binary	0.1%																				
All other gender identities	0.0%																				
Not answered	7.5%																				

Marriage or Civil Partnership		These groups are not specifically targeted, and awards will be based on application.	<div>4. MARRIAGE AND CIVIL PARTNERSHIP</div> <div>Marital and civil partnership status in Croydon (2021)</div> <table><tr><td>Does not apply</td><td>80,321</td><td>20.0</td></tr><tr><td>Never married and never registered a civil partnership</td><td>133,181</td><td>34.0</td></tr><tr><td>Married: Opposite sex</td><td>127,503</td><td>32.0</td></tr><tr><td>Married: Same sex</td><td>953</td><td>0.0</td></tr><tr><td>In a registered civil partnership: Opposite sex</td><td>279</td><td>0.0</td></tr><tr><td>In a registered civil partnership: Same sex</td><td>493</td><td>0.0</td></tr><tr><td>Separated, but still married</td><td>8,197</td><td>2.0</td></tr><tr><td>Separated, but still in a registered civil partnership</td><td>45</td><td>0.0</td></tr><tr><td>Divorced</td><td>25,068</td><td>6.0</td></tr><tr><td>Formerly in a civil partnership now legally dissolved</td><td>107</td><td>0.0</td></tr><tr><td>Widowed</td><td>14,545</td><td>3.0</td></tr><tr><td>Surviving partner from civil partnership</td><td>27</td><td>0.0</td></tr><tr><td>Total Population</td><td>390,719</td><td>100.0</td></tr></table>	Does not apply	80,321	20.0	Never married and never registered a civil partnership	133,181	34.0	Married: Opposite sex	127,503	32.0	Married: Same sex	953	0.0	In a registered civil partnership: Opposite sex	279	0.0	In a registered civil partnership: Same sex	493	0.0	Separated, but still married	8,197	2.0	Separated, but still in a registered civil partnership	45	0.0	Divorced	25,068	6.0	Formerly in a civil partnership now legally dissolved	107	0.0	Widowed	14,545	3.0	Surviving partner from civil partnership	27	0.0	Total Population	390,719	100.0
Does not apply	80,321	20.0																																								
Never married and never registered a civil partnership	133,181	34.0																																								
Married: Opposite sex	127,503	32.0																																								
Married: Same sex	953	0.0																																								
In a registered civil partnership: Opposite sex	279	0.0																																								
In a registered civil partnership: Same sex	493	0.0																																								
Separated, but still married	8,197	2.0																																								
Separated, but still in a registered civil partnership	45	0.0																																								
Divorced	25,068	6.0																																								
Formerly in a civil partnership now legally dissolved	107	0.0																																								
Widowed	14,545	3.0																																								
Surviving partner from civil partnership	27	0.0																																								
Total Population	390,719	100.0																																								
Religion or belief	<p>Increased awareness and take up of application-based HSF and discretionary emergency HSF and reduction of stigma through promotion by voluntary community and faith sector partners who groups with this protected characteristic may engage with.</p> <p>The provision of vouchers for food and clothing to enable people to exercise choice relevant to their religion or belief</p>	<ul style="list-style-type: none">Specific vouchers, charities or food banks may not accommodate religious requirements or beliefs for example with regards to food , clothing, and other associated expenses.Groups with this protected characteristic may be less likely to apply directly to the Council for assistance due to religious custom or belief.May be less likely to approach the Council than a VCF organisation for assistance	<div>Religion – Percentages (2021)</div> <table><tr><td></td><td>Croydon</td></tr><tr><td>Total: All usual residents</td><td>100%</td></tr><tr><td>Christian</td><td>48.9%</td></tr><tr><td>No religion</td><td>25.9%</td></tr><tr><td>Muslim</td><td>10.4%</td></tr><tr><td>Hindu</td><td>5.9%</td></tr><tr><td>Sikh</td><td>0.4%</td></tr><tr><td>Jewish</td><td>0.2%</td></tr><tr><td>Buddhist</td><td>0.6%</td></tr><tr><td>Other religion</td><td>0.8%</td></tr><tr><td>Not answered</td><td>6.9%</td></tr></table> <div>Source : ONS, Census 2021. Source Croydon Observatory</div>		Croydon	Total: All usual residents	100%	Christian	48.9%	No religion	25.9%	Muslim	10.4%	Hindu	5.9%	Sikh	0.4%	Jewish	0.2%	Buddhist	0.6%	Other religion	0.8%	Not answered	6.9%																	
	Croydon																																									
Total: All usual residents	100%																																									
Christian	48.9%																																									
No religion	25.9%																																									
Muslim	10.4%																																									
Hindu	5.9%																																									
Sikh	0.4%																																									
Jewish	0.2%																																									
Buddhist	0.6%																																									
Other religion	0.8%																																									
Not answered	6.9%																																									

Race	<p>Increased awareness and take-up of application-based HSF and discretionary emergency HSF by groups with this protected characteristic through voluntary community and faith sector organisations such as the Sickle Cell and Thalassaemia Centre.</p> <p>Ringfenced £245,000 discretionary support for households in housing need (in emergency or temporary accommodation). Groups with this protected characteristic are disproportionately affected by homelessness</p>	<ul style="list-style-type: none">• Awareness of the HSF and access to application-based awards may be impeded where the applicant is not proficient in spoken (or written) English• May be less likely to approach the Council than a VCF organisation for assistance	<p>6. RACE</p> <table><tr><th colspan="6">Croydon Population by Broad Ethnic in 2011 and 2021 – Percentages</th></tr><tr><th></th><th>White</th><th>Black</th><th>Asian</th><th>Mixed</th><th>Other</th></tr><tr><td>Croydon 2011</td><td>55.1%</td><td>20.2%</td><td>16.4%</td><td>6.6%</td><td>1.7%</td></tr><tr><td>Croydon 2021</td><td>48.4%</td><td>22.6%</td><td>17.5%</td><td>7.6%</td><td>3.9%</td></tr></table> <p>Source: ONS Censuses 2011 and 2021.</p> <p>In 2020/2021 around ¾ of homeless households in Croydon were made up of non-white households</p> <p>Language Proficiency in English where English is not the main language (2021) Can speak English very well 7.3% Can speak English well 5.8 % Cannot speak English well 2.5% Cannot speak English 0.4%</p> <p>Percentage of Population by main language (excluding English) South Asian 4.8% Other European 4.7% Portuguese 1.3% African 1% Spanish 1%</p> <p>Source Croydon Observatory</p>	Croydon Population by Broad Ethnic in 2011 and 2021 – Percentages							White	Black	Asian	Mixed	Other	Croydon 2011	55.1%	20.2%	16.4%	6.6%	1.7%	Croydon 2021	48.4%	22.6%	17.5%	7.6%	3.9%
Croydon Population by Broad Ethnic in 2011 and 2021 – Percentages																											
	White	Black	Asian	Mixed	Other																						
Croydon 2011	55.1%	20.2%	16.4%	6.6%	1.7%																						
Croydon 2021	48.4%	22.6%	17.5%	7.6%	3.9%																						

Sexual Orientation	<ul style="list-style-type: none"> • VFS engagement • Targeted publicity 		<p><u>Sexual orientation – Percentages</u></p> <p>Croydon</p> <p>Total: All usual residents aged 16 years and over 100.0%</p> <p>Straight or Heterosexual 87.8%</p> <p>Gay or Lesbian 1.5%</p> <p>Bisexual 1.2%</p> <p>Pansexual 0.3%</p> <p>Asexual 0.0%</p> <p>Queer 0.0%</p> <p>All other sexual orientations 0.0%</p> <p>Not answered 9.1%</p> <p>Source: ONS Census 2021.</p> <p>Source Croydon Observatory</p>
Pregnancy or Maternity	<ul style="list-style-type: none"> • VFS engagement • Targeted publicity • Multi-channel accessible routes 		Any relevant data on Pregnancy and Maternity for Croydon will be updated on the Croydon Observatory web page when it is available

Important note: You must act to eliminate any potential negative impact which if it occurred would breach the Equality Act 2010. In some situations, this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. **Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact**

3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.3 Impact scores Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of Impact	3	3	6	9
	2	2	4	6
	1	1	2	3
		1	2	3
	Likelihood of Impact			

Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Table 3 – Impact scores

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	<p>LIKELIHOOD OF IMPACT SCORE</p> <p>Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group.</p> <p>1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact</p>	<p>SEVERITY OF IMPACT SCORE</p> <p>Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group.</p> <p>1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact</p>	<p>EQUALITY IMPACT SCORE</p> <p>Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group.</p> <p>Equality impact score = likelihood of impact score x severity of impact score.</p>
Age	2	2	4
Disability	2	2	4
Gender	1	1	1
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	2	2	4
Religion or belief	2	2	4
Sexual Orientation	1	1	1
Pregnancy or Maternity	2	2	4

4. Statutory duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups ☒

Eliminating unlawful discrimination, harassment, and victimisation

Fostering good relations between people who belong to protected characteristic groups ☒

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc.:

Table 4 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.

Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	<ul style="list-style-type: none"> Lack of Awareness of HSF for people with sensory impairment neuro-divergence or physical or mental health challenges or learning difficulties Access and communication challenges with the application process for people with sensory impairment, neuro-divergence, or physical, mental health challenges or learning difficulties Bicycles may not be suitable alternative transport for people with physical or neurological challenges Some groups with this protected characteristic may be less likely to approach the Council than a VCF organisation for assistance 	<ol style="list-style-type: none"> The publicity and application process will be inclusive and follow accessibility guidelines A targeted publicity campaign will include the involvement of specialist third party community/ voluntary/faith and agency groups to reach groups with these protected characteristics A discretionary emergency payment will be made available for essential travel for people with disability affected by the cost-of-living crisis who do not get alternative support. A generic VCF can directly allocate HSF to qualifying applicants from a limited budget 	<p>Caroline Beech</p> <p>4. Simon Bashford</p>	<ol style="list-style-type: none"> Website May 2023 Targeted publicity campaign – Summer/Autumn Winter 2023 Discretionary emergency payments- Duration of scheme Arrangements for VCF to deliver a proportion of the fund date tbc
Race	<p>Awareness of the HSF and access to application-based awards may be impeded where the applicant is not proficient in spoken (or written) English.</p> <p>Some groups with this protected characteristic may be less likely to approach the Council than a VCF organisation for assistance</p>	<ol style="list-style-type: none"> Publicity material and applications will be offered in community languages. working with the Voluntary, Community and Faith sector to promote the HSF A generic VCF can directly allocate HSF to qualifying applicants from a limited budget 	<p>Caroline Beech</p> <p>3. Simon Bashford</p>	<ol style="list-style-type: none"> Website - May 2023 Targeted publicity campaign - Summer/Autumn/Winter 2023 Arrangements for VCF to deliver a proportion of the fund date tbc

Sex		.		
Gender reassignment		1. Although no negative impact has been identified work will be done to raise awareness of the fund with third sector groups. to maximise the positive impact	Caroline Beech	1. Targeted publicity campaign - Summer/Autumn /Winter 2023
Sexual orientation		1. Although no negative impact has been identified work will be done to raise awareness of the fund with third sector groups. to maximise the positive impact	Caroline Beech	1. Targeted publicity campaign - Summer/Autumn /Winter 2023
Age	<p>People over sixty-five who pay for fuel within service charges who do not receive a direct payment towards increased service charges because they receive winter fuel payment</p> <p>It is generally considered to be understood that older people are less likely to claim support that is available</p> <p>Digital information and applications may be less accessible for older people</p> <p>Older people may be less likely to approach the Council than a VCF organisation for assistance</p>	<p>1. Work will be undertaken to publicise and access the fund in partnership with third party organisations that work with older people to raise awareness.</p> <p>2. An explanatory letter will be sent to people over sixty-five in the properties where adjoining households receive a direct payment explaining the rationale</p> <p>3. A generic VCF can directly allocate HSF to qualifying applicants from a limited budget</p>	<p>Caroline Beech</p> <p>3. Simon Bashford</p>	<p>1. Targeted publicity campaign - Summer/Autumn /Winter 2023</p> <p>2. Letter to affected residents September 2023</p> <p>3. Arrangements for VCF to deliver a proportion of the fund date tbc</p>

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination, and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons, and briefly outline the evidence used to support your decision.	

Adjust the proposed change	<p>The purpose of this fund is to have a positive impact on people who are in crisis many of whom evidence shows are likely to have one or more protected characteristics and have been targeted to ensure they benefit from the fund. However, some actions may have a potentially negative impact on certain groups. Where this has been identified careful consideration has been given to ensuring barriers are removed and reasonable adjustments are made to better promote equality. We will ask for confidential monitoring information as part of the application and allocation process to enable us to review the impact of these proposals</p> <p>We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form</p>	x
Continue the proposed change	<p>We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.</p>	
Stop or amend the proposed change	<p>Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.</p>	
<p>Will this decision be considered at a scheduled meeting? e.g., Contracts and Commissioning Board (CCB) / Cabinet</p>		<p>Meeting title: May Cabinet Date: 24 May 2023</p>

7. Sign-Off

Officers that must approve this decision	
Equalities Lead	<p>Name: Denise McCausland Date: 16/05/23</p> <p>Position: Equality Programme Manager</p>
Director	<p>Name: Beatrice Cingtho-Taylor Date: 16/05/23</p> <p>Position: Head of Temporary Accommodation (signed for Director)</p>

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE OF DECISION	24th May 2023	
REPORT TITLE:	Council Approach to Damp and Mould	
CORPORATE DIRECTOR / DIRECTOR:	SUSMITA SEN CORPORATE DIRECTOR FOR HOUSING	
LEAD OFFICER:	JERRY AUSTIN, AND PAUL CONNOLLY INTERIM HEADS OF REPAIRS	
LEAD MEMBER:	COUNCILLOR LYNNE HALE DEPUTY MAYOR & CABINET MEMBER FOR HOMES	
KEY DECISION?	NO	N/A as report for noting.
CONTAINS EXEMPT INFORMATION?	NO	Public
WARDS AFFECTED:	All	

1 SUMMARY OF REPORT

1.1 The present report details the Council's approach to managing damp and mould in council properties and the private rented sector in response to the directive from the Secretary of State for the Department of Levelling Up, Housing & Communities and the Regulator of Social Housing. The report includes the following

- Regulatory context
- Our approach to assessing damp and mould
- Our targeted approach to identifying damp and mould
- Our approach to addressing damp and mould
- Further developing our approach

2 RECOMMENDATIONS

For the reasons set out in the report, the Executive Mayor in Cabinet is recommended:

- 2.1** to note the Council's approach to damp and mould in council homes and the private rented sector

3 REASONS FOR RECOMMENDATIONS

- 3.1** To provide the Executive Mayor in Cabinet with an update on the Council's progress in responding to the directive issued by the Secretary of State for the Department of Levelling Up, Housing & Communities and the Regulator of Social Housing regarding the management of damp and mould in council homes and the private rented sector.

4 BACKGROUND AND DETAILS

4.1 Regulatory Context

- 4.1.1** In November 2022, the Secretary of State for the Department of Levelling Up, Housing and Communities (DLUHC) and the Regulator of Social Housing wrote to local authorities and providers of social housing, including Croydon Council, requesting assurance that damp and mould in Council and private rented sector homes is being managed promptly and effectively. The letters followed the tragic death of two-year-old, Awaab Ishak, which coroners ruled to be due to prolonged exposure to damp and mould in his home which Rochdale Boroughwide Housing had failed to address.
- 4.1.2** In February 2023, DLUHC announced the introduction of Awaab's Law which will be implemented as part of the Social Housing Regulation Bill and will require social landlords to fix damp and mould within strict time limits. Awaab's Law will form part of broader legislation introduced by DLUHC to improve conditions in social housing and ensure respect for social housing tenants and leaseholders.
- 4.1.3** In response to the direction from the Secretary of State and Regulator of Social Housing, the Council decided to self-refer to the Regulator in relation to the Regulator's Home Standard. The Home Standard is one of four consumer standards issued by the Regulator which providers of social housing must meet.
- 4.1.4** The direction from the Secretary of State and Regulator of Social Housing requested that the Council complete the following:
- Assess the extent of damp and mould issues affecting Council properties, including the prevalence of category one and two damp and mould hazards
 - Identify actions to remedy any damp and mould issues and hazards in Council properties to ensure the homes meet the Decent Homes Standard
 - Ensure that individual damp and mould cases are identified and dealt with promptly and effectively when raised by tenants and residents
 - Have regard to high scoring (bands D and E) category two damp and mould hazards in private rented sector properties in Croydon
 - Undertake (or have undertaken) an assessment of damp and mould issues affecting privately rented properties in Croydon
 - Assess actions identified that may need to be taken in relation to damp and mould issues affecting privately rented properties in Croydon

4.2 Our approach to assessing damp and mould

- 4.2.1 Damp and mould are one of 29 hazards listed in the Housing Health & Safety Rating System (HHSRS). The HHSRS is a risk-based approach to assessing conditions.
- 4.2.2 The Council has undertaken a stock condition survey of 5% of Council properties to identify cases of damp and mould and gather data which will inform the asset management strategy. The survey found the following:
- 0 cases of category one damp and mould hazards (most severe)
 - 13% of properties with category two damp and mould hazards (moderately severe)
 - 11% of properties with category three damp and mould hazards (least severe)

- 4.2.3 We also carried out 100% (191) stock condition survey on Regina Road and Sunny banks properties.

Using the HRHSS We found:

- 0 cases of category one damp and mould hazards (most severe)
- 26% of properties with category two damp and mould hazards (moderately severe)
- 31% of properties with category three damp and mould hazards (least severe)

Due to the results the Damp and Mould team carried out and completed works in 3 properties as an emergency in February 2023

- 4.2.1 However, it is important to note that just because there were no Cat 1 properties identified, that's not to say that there is no condensation mould withing these properties.
- 4.2.2 Extrapolating these figures across the Council's properties suggests that there are likely to be approximately 1734 category two and 1467 category three damp and mould hazards in council homes.
- 4.2.3 A further stock condition survey of 45% of Council properties will be completed by September 2023 to provide a more accurate measurement of damp and mould hazards in Council properties. The Council is improving its data by triangulating the stock condition data with other existing data sources, including:
- Damp and mould disrepair cases
 - Complaints regarding damp and mould from tenants and leaseholders
 - Tenant vulnerability information
 - Local knowledge of the Tenancy Team and residents

4.2.4 In accordance with the Housing Act 2004, local authorities must base their decisions on the enforcement action to take to deal with poor private rented sector housing conditions on the HHSRS.

4.2.5 A survey of conditions in the private rented sector (PRS) was conducted in 2019 using the HHSRS. The survey found that approximately 13,896 private rented sector properties were likely to have at least one category one hazard. With the PRS estimated to then form 35.5% (58,585) of the borough's 164,378 households, this equated in 2019, to an estimated 23.7% of private rented properties likely to have at least one category one hazard. Even though the recent census data estimates the private rented sector to be smaller, forming in 2021 39,442 (25.8%) of all Croydon households, it is still felt likely that a significant proportion of properties will have at least one category one hazard.

4.2.6 At present, hazard-level data to determine the number of damp and mould hazards within the 13,896 category one hazards is unavailable.

4.2.7 The existing private rented sector data will be triangulated with the following data sources to gain a more accurate understanding of damp and mould in the borough:

- Data from proactive inspections of private rented sector properties
- Data from inspections of private rented sector properties following complaints
- Housing and public health statutory notices service on non-compliant private rented sector properties
- Data on properties with an energy efficient rating (EER) below the minimum energy efficiency standard (MEES)

4.2.8 Improvements to recording actions following reactive enquiries will be provide a breadth of data. The data detailed above will be examined to establish a baseline of damp and mould cases across both council homes and the private rented sector.

4.3 Our targeted approach to identifying damp and mould

4.3.1 A cross-Council Damp and Mould Taskforce was established following direction from the Secretary of State and Regulator of Social Housing to coordinate the Council's response to damp and mould across the private rented sector, and council homes. The Damp and Mould Taskforce meets weekly, and coordinates activity across the private sector housing team, tenancy services, repairs service, temporary accommodation service, and resident involvement team.

4.3.2 The Taskforce review a revised set of damp and mould key performance indicators to manage performance and set SMART targets. Risks associated with the management of damp and mould across council homes and the private rented sector are monitored and evaluated by the Taskforce. Best practice the London Councils peer group is also reviewed to gain learning from other boroughs.

- 4.3.3 Joint-working across the Council has enabled the development of a proactive, data-led approach. Repairs contractors and tenancy officers conduct proactive checks of council properties based on the following:
- Data on estates where reports of damp and mould are higher
 - Building types associated with higher reports of damp and mould
 - Data on areas of council homes with a higher number of damp and mould related complaints
 - Data on areas of council homes with a higher number of damp and mould related disrepair cases
 - Data on vulnerable council tenants and leaseholders
- 4.3.4 As of 31 March 2023, approximately 500 damp and mould visits to council properties have been conducted. Letters have been issued to households where tenancy officers have been unable to enter properties to raise awareness of the damp and mould visits.
- 4.3.5 A damp and mould specialist has been commissioned to provide training to staff, including call centre staff and tenancy officers, to ensure damp and mould is appropriately and effectively reported. The damp and mould specialist is key to enabling culture change to ensure damp and mould is viewed by both council staff and contractors as a serious risk to the health and safety of residents. The damp and mould specialist has reviewed the damp and mould information on the Council's website and has run an information session with staff to initiate culture change.
- 4.3.6 Damp and mould cases in private rented sector properties are responded to by the Private Sector Housing Team. The process follows the following seven steps:
1. Complaint received by the Private Sector Housing Team
 2. Complaint recorded as either urgent or non-urgent. Urgent cases receive an enforcement officer response within 24 hours, and non-urgent cases receive a response within three working days
 3. Inspection of the property is undertaken
 4. Advice provided to both the tenant and landlord on condensation and actions that can be taken to prevent damp and mould
 5. A schedule of works deemed necessary by the inspection officer is shared with the landlord
 6. Formal enforcement action is undertaken if informal schedule is not completed or significant damp and mould conditions are identified at step three.
 7. Financial penalty issued to or prosecution of landlord if works are not completed. The Council may complete the works at the default of the landlord.
- 4.3.7 At present, the Council holds vacancies in the Private Sector Housing Team, which will be recruited to during 2023. Accelerating the Council's response to damp and mould will require an assessment of how best to resource this activity.

- 4.3.8 Private Sector Housing Team seeks to empower landlords and property agents to become proactive in identifying and resolving damp and mould issues. The Council's Enforcement Team will take a zero-tolerance approach to high levels of damp and mould and will expect immediate action from the landlord to remove the identified risk. The approach and the provision of advice and guidance was met with support from landlords and property agents at Croydon's Landlord & Property Agent Forum in March. The damp and mould specialist has devised an action plan template to enable landlords and property agents to identify the causes of damp and mould and determine necessary actions.

4.4 Our approach to addressing damp and mould

- 4.4.1 A dedicated Damp and Mould team has been established, led by a Damp and Mould manager, to lead the Council's response to damp and mould in council properties. The Council has also increased the number of contractors and officers responsible for responding to reports of damp and mould.
- 4.4.2 The Council has adopted a five-stage approach to addressing damp and mould in council properties and prevent reoccurrence. The process is as follows:
1. Damp and mould case is reported
 2. Stage One visit held to ensure property is safe, provide a mould wash, and identify any follow-up works
 3. Stage Two visit held to conduct identified follow-up works
 4. Follow up check conducted three-months after Stage One visit
 5. Follow up check conducted six-months after Stage One visit
- 4.4.3 The Council has taken steps to enable residents to report cases of damp and mould effectively including:
1. Establishing a priority email address for the Damp and Mould team
 2. Updating damp and mould information on the Council's website
 3. Raising awareness of damp and mould reporting channels with resident bodies
- 4.4.4 Key performance indicators are reviewed on a weekly basis to ensure incoming cases of damp and mould are continuously monitored.
- 4.4.5 The Private Sector Housing Team will undertake the following actions to improve the Council's response to cases of damp and mould in private sector properties:
- Review the jobs and roles of the Private Sector Housing Team to ensure the team has the resources to meet its responsibilities
 - Introduce a single method for recording inspections which will improve the data on damp and mould related complaints in the private sector
 - Ensure all inspection officers use the HHSRS inspection tool to assess damp and mould hazards
 - Model the proportion of private rented properties in Croydon with category one and two damp and mould hazards based on existing data

- 4.4.6 Improvements to the Council's data on category one and two damp and mould hazards in the private rented sector will enable an accurate assessment of the resource required to respond to the Secretary of State's directive.

4.5 Further developing our approach

- 4.5.1 The Council's approach to damp and mould will be iterated and strengthened as the accuracy of our assessment of damp and mould in the borough is improved.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The alternative to the recommendation listed in the present report would be to not update the Executive Mayor in Cabinet on the Council's approach to managing damp and mould in council homes and the private rented sector. The Regulator of Social Housing has highlighted the importance of the organisation's leadership in overseeing the management of damp and mould, and therefore, this option is not appropriate.

6 CONSULTATION

- 6.1 The recommendations within the present paper do not require consultation with residents.

7. CONTRIBUTION TO COUNCIL PRIORITIES

- 7.1 The implementation of a targeted approach to damp and mould in council and private rented sector properties addresses the following Mayor's Business Plan 2022-2026 priorities and outcomes:
- Priority: Invest in council homes to drive up standards and develop a more responsive and effective housing service.
 - Outcome: Develop an asset management strategy to invest in our council homes, modernise and bring them up to a standard fit for the 21st century.

8. IMPLICATIONS

8.1 FINANCIAL IMPLICATIONS

- 8.1.1 The work on damp and mould has been responsive to directions from the Secretary of State and Regulator of Social Housing and as such has not been included in previous budget planning.
- 8.1.2 A damp and mould team has been established made up of a manager and four staff members who are currently contracted to July 2023. There is currently no budget for the team. This can be addressed as part of the wider housing restructure anticipated to begin within 2023. Indicatively this team will cost £293,000 per annum and are additional to the existing establishment. The new staffing budget will be set within

the ringfenced Housing Revenue Account funded from tenant rent and service charges.

8.1.3 Capital and repair work related to damp and mould has already commenced with an estimated cost of £817,000 within 2022-23. Work will continue in 2023-24 at an estimated revenue cost of £2,573,532 and estimated capital cost of £3,990,000. It is estimated that £3,397,000 of this work will be additional to the planned capital programme for 2023-24 and £592,000 is within the planned programme. The additional costs in particular will need to be managed across the year via the financial monitoring and reporting process.

8.1.4 The HRA asset management strategy and business plan will incorporate this work beyond 2023-24 including any increases or decreases to future management and maintenance costs as a result of the higher standards expected of LBC.

8.1.5 There is no budget provision for additional monitoring and enforcement activity within the general fund for damp and mould related activity.

8.1.6 No such activity has commenced to date. Costs relating to the general fund will potentially be recharges of damp and mould team staff time initially. There is a possibility that increased resource will be required within the general fund private sector housing team to monitor and enforce health and safety recommended actions. Any such changes will be subject to future decision.

8.1.7 Revenue and Capital consequences of report recommendation

The table shows the estimated costs for 2023-24, including staff costs. No estimation of the ongoing work programme has been made but will be addressed as part of the MTFS budget setting process for 2024-25.

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2023/24 £'000	2024/25 £'000	2025/26 £'000	2026/27 £'000
Revenue Budget Available	N/A			
Expenditure				
Income				
Effect of decision from report				
Expenditure	2,866			
Income				

Remaining Budget	0			
Capital Budget available				
Expenditure Income	592			
Effect of decision from report				
Expenditure Income	3,990			
Remaining Budget	0			

Approved by: Sarah Attwood, Head of Finance 04/05/23

8.2 LEGAL IMPLICATIONS

- 8.2.1** Generally, repairing obligations are implied into the Council's tenancy agreements pursuant to a range of legislation such as the Defective Premises Act 1972 and the Landlord and Tenant Act 1985. In particular, the existence of rising damp in a property has been held to be the result of a breach of the landlord's duty to repair the structure and exterior of the property under Section 11 of the Landlord and Tenant Act 1985. Failure to comply with these implied terms can result in a civil claim for damages and specific performance. A claim for compensation can also be made under the Housing Act 1985. Claims in common law nuisance or negligence can similarly arise. Allegations of statutory nuisance can also be pleaded in the Magistrates' Court under the Environmental Protection Act 1990 where this is evidence to support such a claim. A housing conditions claim may also include a personal injury element
- 8.2.2** Under the Homes (Fitness for Human Habitation) Act 2018, the Council also has a statutory duty to ensure their properties are fit for human habitation at the start and throughout the tenancy. One of the factors considered in determining if a property is unfit is "freedom from damp". Properties must also be free of "prescribed hazards" as defined by the Housing Health and Safety Rating System, and these can include damp and mould. Again, tenants can take legal action against the Council for breaches of this statutory duty.
- 8.2.3** The Housing Ombudsman (THO), established under the Housing Act 1996 (as amended by the Localism Act 2011), is responsible for investigating complaints about member landlords in accordance with a scheme approved by the Secretary of State and will assess whether the landlord has failed to keep to the law, followed proper procedure, followed good practice, or behaved in a reasonable and competent manner resulting in maladministration. For example, there was a recent decision against Lambeth LBC in relation to an ongoing leak for a period of six months, and associated damp and mould for the entirety of this period. There

was a finding by THO of “severe maladministration” arising from (1) poor oversight and handling of resident’s reports of a leak, damp and mould (2) failure to assess and take action on resident’s vulnerabilities (3) poor complaints handling and (4) poor record keeping.

8.2.4 In addition, the Housing and Regeneration Act 2008 established the Regulator of Social Housing (RSH,) an executive non-departmental public body of the MHCLG. The RSH sets regulatory standards, codes of practice and guidance for registered providers of social housing. The regulator considers complaints and referrals to determine whether there is evidence of a breach of its regulatory standards.

8.2.5 In November 2020, The Charter for Social Housing Residents – the Social Housing White Paper was published which set out actions the government proposed to take to include a Charter for Social Housing Residents, plans for new regulation, a strengthened Housing Ombudsman to speed up complaints, and a set of tenant satisfaction measures those social landlords will have to report against

8.2.6 Also, the Local Government Act 1999 imposes a duty on all local authorities to deliver “best value” which requires the Council to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

8.2.7 More recently, the Social Housing (Regulation) Bill now proposes to make a number of changes to the obligations affecting the Council about the regulation of social housing; about the terms of approved schemes for the investigation of housing complaints; and for connected purposes. The Bill is likely to include the following additional obligations on the Council:

8.2.8 Awaab’s Law which will require landlords to fix reported health hazards including damp and mould within specified timeframes.

- Time limit to fix repairs/update to tenancy agreements. The Bill includes provisions which will require the Council to investigate hazards and fix repairs including damp and mould in their properties within strict new time limits. The new rules will form part of the tenancy agreement, so tenants can hold landlords to account if they fail to provide a “decent” home. Further powers are also proposed to bolster the Housing Ombudsman’s powers in ensuring landlords comply.
- RSH Powers. The RSH will also have new and stronger powers to “proactively assess” social landlords against the consumer standards. The Bill will give the RSH new powers which will allow them to enter properties with only 48 hours’ notice and make emergency repairs with landlords footing the bill.

Comments approved by Sandra Herbert, Head of Litigation & Corporate Law, on behalf of the Director of Legal Services and Monitoring Officer. Date: 27/04/2023

8.3 EQUALITIES IMPLICATIONS

8.3.1 The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010. In summary, the Council must in the exercise of all its functions,

“have due regard to” the need to comply with the three arms or aims of the general equality duty. These are to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
- advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- foster good relations between people who share a protected characteristic and people who do not share it.

8.3.2 Having due regard means to consider the three aims of the Equality Duty as part of the process of decision-making. This means that decision makers must be able to evidence that they have considered any impact of the proposals under consideration on people who share the protected characteristics before decisions are taken.

8.3.3 An EQIA has been developed and identified a positive impact for younger and older people and disabled people who are potentially more affected by damp and mould. There is also a positive impact on race, identified by the breakdown by race of council tenants and leaseholders below:

Black: 38%
Asian: 9%
Mixed: 4%
White: 46%
Other: 3%
Unknown: 22%

Approved by: Denise McCausland Equality Programme Manager 05/05/23

8.3 CRIME & DISORDER IMPLICATIONS

8.3.1 There are no crime and disorder implications from this report.

8.3.2 Approved by: Kristian Aspinall Director of Culture & Community Safety 10/05/23

8.4 HR IMPLICATIONS

8.4.1 Agency staff has been appointed to carry out this work. This has been managed under the Council's guidelines for employing temporary staff. If and when it is decided to recruit permanent staff this will be managed under the Council's Recruitment procedure.

8.4.2 There are no other immediate HR impact as a result of this report.

8.4.3 Approved by Jennifer Sankar Head of HR Housing Directorate and SCRER Directorate, for and on behalf of Dean Shoesmith, Chief People Officer 05/05/23

9. Background Documents

N/A

LONDON BOROUGH OF CROYDON

REPORT:	Cabinet	
DATE OF DECISION	24th May 2023	
REPORT TITLE:	Annual Asset Disposal Plan 2023/24 and Lease Renewals and Rent Review Settlements for Various Commercial Properties'	
CORPORATE DIRECTOR / DIRECTOR:	JANE WEST, CORPORATE DIRECTOR OF RESOURCES AND S151 OFFICER	
LEAD OFFICER:	HUW RHYS LEWIS INTERIM DIRECTOR COMMERCIAL INVESTMENT & CAPITAL	
LEAD MEMBER:	COUNCILLOR CUMMINGS, CABINET MEMBER FOR FINANCE	
KEY DECISION?	Yes – Financial Implication Criteria - over £1m KD Number: 3723EM	
CONTAINS EXEMPT INFORMATION?	Public with exempt Appendix 2 Grounds for the exemption: Exempt under paragraph 3 of Schedule 12A of the Local Government Act 1972 and the public interest in withholding disclosure outweighs the public interest in disclosure.	
WARDS AFFECTED:		VARIOUS

1 SUMMARY OF REPORT

- 1.1 To set out the recommendations and actions to be taken to approve an Annual Assets Disposal Plan (AADP) for the financial year 2023/24 with a target disposal value of a minimum £50m. The report also seeks approval to delegate the authority to approve the terms for all lettings, leases and rent review settlements to the Corporate Director Resources and S151 Officer.
- 1.2 This will provide the necessary flexibility to respond in a more commercial way to offers that are received both for freehold sales and letting of surplus space following proper

marketing of the assets over the course of the year without the need to have further approvals through the formal Cabinet process.

2 RECOMMENDATIONS

For the reasons set out in the report [and its appendices], the Executive Mayor in Cabinet is recommended:

- 2.1** To approve the Annual Assets Disposal Plan (AADP) for the financial year 2023/24, which includes lettings and re-lettings, as set out in Appendix 1 of this report together with indicative values in Appendix 2 (exempt appendix).
- 2.2** To delegate authority to the Corporate Director of Resources and s151 Officer to agree the terms and final price for each disposal included within the AADP.
- 2.3** To delegate authority to the Corporate Director of Resources and S151 Officer, in consultation with the Cabinet Member for Finance and Executive Mayor, to agree any variance to the list of proposed disposals.
- 2.4** To delegate authority to the Corporate Director of Resources and s151 Officer to agree terms for all lettings, leases and rent review settlements for all Council assets.
- 2.5** The delegations in this report shall only be exercised following:
 - i. sign off of a business case by the Corporate Management Team (CMT) including full financial assessment;
 - ii. formal Red Book valuation, if required on a property to be sold; and
 - iii. formal marketing unless there is a clear special purchaser or offer made considerably in excess of the market value.
- 2.6** To note that the target value for disposals for 2023 /2024 is a minimum of £50m.
- 2.7** To note that progress against the AADP and any variations, shall be reported to Cabinet annually.
- 2.8** To approve a re-drafting of the Financial Regulations to reflect the proposed decision-making changes relating to Assets, set out in this report (and any clarifications thereto), to be reported to the Constitution Working Group with a view to seeking recommendations from the General Purposes Committee and/ or the Cabinet Member for Finance and the Executive Mayor in Cabinet for onward recommendations to Full Council.

3 REASONS FOR RECOMMENDATIONS

- 3.1** The Asset Management Plan and Disposal Strategy Cabinet paper in November 2022 set out a rationale for dealing with the Council's assets to help reduce costs through adjusting to current service delivery requirements, ensuring the best and most economic use of assets whilst still delivering the key services for residents.
- 3.2** To ensure that the Council can achieve the required asset disposals to help support the financial requirements in line with the MTFS. Allowing the terms and price to be agreed through the delegations requested, will allow swift decisions to be taken and enable the Council to compete in a more commercial manner reducing the risk of delaying the acceptance of any offers and securing both capital and revenue receipts at the earliest opportunity.

4 BACKGROUND AND DETAILS

- 4.1** A list of potential disposals was put forward as part of the earlier November Cabinet paper. During the intervening period further assets have been added to the potential disposals list. This list has now been broken down into Property/ asset types.
- 4.2** To address the need to dispose of assets in a timely fashion to reduce borrowing requirements as part of the MTFS, it is recommended that a more commercially proactive approach is adopted for future disposals. This can be achieved through the adoption of an Annual Assets Disposals Plan (AADP) containing a list of assets with indicative values and recommendations regarding the disposal, with the decision regarding the agreed terms being delegated to the Corporate Director of Resources and s151 officer in consultation with the Executive Mayor where necessary.
- 4.3** The details contained within the AADP allows Cabinet to have sight of and approve the 2023/2024 plan and to also note the wider disposals list from which some assets may be substituted where appropriate to maintain the necessary programme in line with MTFS.
- 4.4** By adopting this approach, the Corporate Director of Resources and s151 officer will be able to respond in a more commercial way to any disposal opportunities as they would be able to respond to offers far quicker and bidders would have more confidence knowing that the broader disposal parameters had already been approved by the Cabinet member for Finance and the Executive Mayor in Cabinet.
- 4.5** It is therefore proposed that a delegated decision can be made for any disposal on the following basis:
- The sign off of a business case by the Corporate Management Team (CMT) including full financial assessment.
 - A formal Red Book valuation is undertaken if required on property to be sold.

- The property must be formally marketed unless there is a clear special purchaser or offer made considerably in excess of the market value.
- An annual update on the AADP to be brought to Cabinet detailing all disposals and lettings and the achieved price.

- 4.6 In line with the adopted Disposal strategy, ward councillors (as well as the Executive Mayor and Cabinet Member for Finance) will be informed of any changes to the approved AADP.
- 4.7 Under the current Constitution, any lettings or rent reviews where the total rent over the life of the lease is in excess of £500k, this needs to be approved at Cabinet. Given the additional level of delay, and risk of not being able to secure a letting, it is requested that the terms for any letting of surplus space and any rent review settlements are also delegated to the Corporate Director of Resources and s151 officer. The principle of releasing surplus space in buildings such as Bernard Weatherill House and maximising income from assets has already been established through the adoption of the Asset Management Plan.
- 4.8 The delegation of such approval will permit more certainty and allow the benefits of any increased revenue to be secured as quickly as possible. This is essential given the very challenging market at present where undue delay could lead to the failure to secure a letting.
- 4.9 For all properties that have a current lease in place, the sale will be subject to that lease to provide the existing tenants with certainty for the remaining period of the lease. They will also be contact prior to the formal marketing of any property to ensure that they understand the process and give them an earlier opportunity to consider whether they would like to bid for the property. Any sale will, however, follow a process to ensure best consideration is achieved. Where there is an outstanding lease renewal this will be completed prior to any marketing where this is considered appropriate.
- 4.10 In respect of the Coulsdon (CALAT car park) and New Addington sites were we have been in discussion with the NHS for the provision of new health facilities, we will continue to work with them as preferred partners. The sites will only be offered to the wider market once they have confirmed that they no longer want to acquire the sites for new healthcare provisions.

5. CONSULTATION

The Scrutiny and Overview Committee have been consulted prior to the submission of this report by the issue of the draft disposals programme.

Professional agents, auctioneers and RICS Registered Valuers to be consulted to ensure that the most appropriate marketing and values can be achieved for the disposal of any asset in the open market.

Prior to any disposal, consultation with appropriate Improvement and Assurance Panel members, service leads and Directors where necessary as well as CMT and ward councillors will have taken place.

Where appropriate, consultation with planning officers will be undertaken to provide additional information when marketing properties with any substantial development opportunities.

Any required statutory consultation for particular disposals will be undertaken, where relevant.

6. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 6.1 The disposals are required to support the requirements of the MTFS through the reduction in capital borrowing and annual revenue costs. The cost of holding and running assets is second only to staffing costs and therefore it is important to ensure that they are used in the most cost-effective manner. By adopting a more flexible disposal process, assets will be able to be sold in a more commercial and timely fashion. With continued uncertainty within the wider macro-economic climate this is becoming increasingly important to allow the Council to compete within the wider commercial disposals market. It has been demonstrated from some of the earlier disposals, that any delays can lead to purchasers trying to reduce initial offer prices and, in some cases, withdraw from the sale.

7. OPTIONS CONSIDERED AND REJECTED

- 7.1 Do nothing – this was rejected since it would not deliver benefits and savings to the Council's MTFS and wider requirements of the Improvement and Assurance Panel.
- 7.2 The approval of an annual asset disposal programme through Cabinet with likely price ranges and summary details will ensure transparency and offer the opportunity to consider individual asset disposals. The detailed terms around each sale or letting and the final price will only be agreed as part of the subsequent negotiations and the requested delegations will provide the necessary commercial flexibility to secure the best possible outcome, which is becoming increasingly necessary to secure purchasers and tenants in the current market.

8. CONTRIBUTION TO COUNCIL PRIORITIES

- 8.1 The disposal of assets will help deliver a key objective within the Mayors Business Plan:

Balancing the Books: One of the main priorities is to get a grip on the finances and make the Council financially sustainable. With the Council still reliant on Government support to stay afloat, getting a grip on the finances is a top priority. This will mean difficult but necessary decisions to make the Council financially sustainable for the future.

To do this we will:

- Deliver the savings in the Medium-Term Financial Strategy and increase our income.

- Reduce council debt by selling or letting more council assets and repaying capital loans.

The Sale and letting of assets will help deliver increased income through the rental received and wider cost savings in addition to the capital receipts.

9. IMPLICATIONS

9.1 FINANCIAL IMPLICATIONS

- 9.1.1 Historic decisions regarding the capital programme mean that the Council's outstanding General Fund debt is disproportionately high compared to most councils. The revenue cost of financing that debt represented 14% of the Council's original 2022/23 net budget when most councils are in the range of 5-10%. General Fund debt in April 2022 was £1.3bn and with interest rates rising when debt is scheduled for re-financing, the development of a disposal and lettings strategy and the subsequent sale of assets is essential to mitigate rising cost pressures and reduce the overall cost to the Council.
- 9.1.2 As part of each disposal plan the financial assessment will include the impact of the disposal on any loss of rental income alongside the impact on borrowing costs and MRP provision against each disposal site.
- 9.1.3 Approved: Alan Layton, Interim Head of Service, Finance on behalf of the Corporate Director of Resources and S151 Officer

9.2. LEGAL IMPLICATIONS

- 9.2.1 The Head of Commercial Property and Law comments on behalf of the Director of Legal Services & Monitoring Officer that:
- 9.2.2 There are various powers the Council may rely upon to dispose of its assets and the Council must comply with legal framework, including established public law principles, in relation to disposal of land and property. Under Section 123 of the Local Government Act 1972, it has a statutory duty to sell land at the best price reasonably obtainable ("best consideration"), unless it has the consent of the Secretary of State and subject to exceptions set out in the General Disposal Consent (England) 2003. Each individual disposal decision will require an analysis of the Council's legal powers to dispose of the relevant piece of land and any other legal requirements prior to disposal, such as any consultation requirements or other restrictions relevant to the particular asset.
- 9.2.3 Where land or property is used to deliver services, the Council must take a decision on changing or maintaining its existing service provision before disposing of assets that are used to provide these services. This could engage the public law duty to consult service users and other affected stakeholders.
- 9.2.4 It is government policy that local authorities should dispose of surplus and under-used land and property wherever possible. Under the Local Government Transparency Code 2015, the Council is required to publish details of land/property which it has declared surplus to requirements or deems to be under-used.

- 9.2.5 The Executive Mayor has the power to exercise executive functions pursuant to s9E of the Local Government Act 2000 and has the power to delegate those functions. This report seeks relevant delegations to exercise executive functions. At present the delegations in the Financial Regulations have been superseded by the Executive Mayor's Scheme of Delegation following the introduction of the Mayoral Model. As such, both the Mayor's Scheme of Delegation and the Financial Regulations will require updating in order to reflect the recommended delegations in this report, if approved.
- 9.2.6 The Council's Financial Regulations are contained within the Council's Constitution. As such, any amendments to these Regulations will need to be approved by Full Council in accordance with Article 15 of the Constitution: *"changes to this Constitution shall only be approved by the Full Council after consideration of written proposals made by the Mayor, Cabinet, General Purposes Committee or Monitoring Officer and the submission of a recommendation to a meeting of the Council. Changes approved by the Council shall take effect from the conclusion of the meeting at which those changes are agreed unless the recommendation specifies otherwise"*.
- 9.2.7 The General Purposes Committee approved the setting up of a Constitution Working Group (meeting of 29th September 2022, item number 4) and the scope of their review includes the following specific changes: Part 4.H – Financial Regulations 2022 - General review and update in light of recent governance reviews and reports. As such, any amendments to the Financial Regulations should be considered by the Constitution Working Group in the first instance, for onward recommendations to Full Council.

Approved by Kiri Bailey, Head of Commercial & Property and Law on behalf of the Director of Legal Services & Monitoring Officer

9.3. HUMAN RESOURCES IMPLICATION

- 9.3.1 There are no immediate Human Resources implications arising from the content of this report. Should matters arise in respect of individual disposals these will be managed under the Council's HR policies and procedures and as part of the decision process for each recommended disposal.

(Approved by Gillian Bevan Head of HR Resources on behalf of the Director of Human Resources)

9.4 EQUALITIES IMPLICATION

- 9.4.1 An Equalities Impact Assessment (EQuIA) has been undertaken and is included as an appendix in the cabinet papers. The EQuIA reveals that there is no direct negative impact on those protected groups. The council remains committed to tackling inequality, recognising that there can be no fair society if some groups remain disadvantaged because of their protected characteristic. This principle also applies to how we procure services. The council expects its service providers to adhere to the

same principles of complying with the Public Sector Equality Duty ensuring that the services we procure are both fit for purpose and represent value for money.

Approved by Barbara Grant on behalf of Denise McCausland, Equality Manager.

9.5 ENVIRONMENTAL IMPACT

- 9.5.1 There are no significant implications or risks to be considered. It is likely that, following disposal, properties will be redeveloped or refurbished which will enhance their building performance.

9.6 CRIME AND DISORDER REDUCTION IMPACT

- 9.6.1 There are no significant implications or risks to be considered at this stage. The impact of individual disposals will be considered at the time and included within separate reports.

9.7 DATA PROTECTION IMPLICATIONS

WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'? - NO

HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED? - NO

(Approved by: Steve Wingrave on behalf of the Interim Director of Commercial Investment and Capital)"

10 APPENDICES

Appendix 1 Annual Asset Disposal Plan (Part A)

Appendix 2 PART B Annual Assets Disposal Plan with indicative values

Appendix 3 Equalities Impact Assessment (EQulA)

11 BACKGROUND DOCUMENTS

Asset Management Plan and Disposal Strategy

CONTACT OFFICER: Huw Rhys Lewis **Interim Director Commercial Investment and Capital**

Appendix 1 Draft 2023/24 Disposals List

<u>Description</u>	<u>Additional planning required</u>	<u>Open Space Notice</u>	<u>Site Type Desc</u>	<u>Tenure Description</u>	<u>Postcode</u>	<u>Ward Description</u>	<u>Comments</u>
The Colonnades, Purley Way			Investment	FREEHOLD - subject to various leases	CR0 4RQ	Waddon	Freehold to be sold subject to existing commercial leases in place. These vary in remaining length from 18 months to 21 years
Davis House			Investment	FREEHOLD - subject to various leases	CR0 1QQ	Fairfield	Freehold to be sold subject to existing commercial leases in place. These vary in remaining length from 6 months to 2 years
60 Vulcan Way			Investment	FREEHOLD - subject to lease	CR0 9UG	New Addington South	Freehold to be sold - new lease to be granted for 5 years
Imperial Way 37/39			Commercial	FREEHOLD - subject to lease	CR0 4RR	Waddon	Freehold to be sold subject to commercial lease with 8 years remaining
Imperial Way various			Commercial	FREEHOLD - subject to various leases	CR0 4RR	Waddon	Freehold to be sold subject to various long leases
Boulogne Road - Depot (Former Accessibility Centre)			Depot	FREEHOLD	CR0 2QT	Selhurst	Freehold to be sold with vacant possession
Enterprise Close (Units 1/11)			Investment	FREEHOLD - subject to various leases	CR0 3RZ	Broad Green	Freehold to be sold subject to various short term leases. These vary in remaining length from
Ashburton Road, 58			Res Home/DC	FREEHOLD - subject to lease to expire January 2027	CR0 6AN	Addiscombe East	Freehold to be sold subject to lease due to expire January 2027
St. Colombas Mission Hall, Charnwood Road			vacant	FREEHOLD	SE25 6NT	South Norwood	Freehold to be sold with vacant possession
Cemetery Lodge			vacant	FREEHOLD	CR0 3AA	West Thornton	Freehold to be sold with vacant possession
Craignish Avenue,56			Vacant	FREEHOLD	SW16 4RW	Norbury & Pollards Hill	Freehold to be sold with vacant possession
Pavilion no 1 Purley Way		Yes	Parks	FREEHOLD		Waddon	Freehold/long lease to be sold with vacant possession
Pavilion No 2 Purley Way		Yes	Parks	FREEHOLD		Waddon	Freehold/long lease to be sold with vacant possession
Cherry Orchard Garden Centre			Adult Services	FREEHOLD	CR0 6RX	Addiscombe East	Freehold/long lease to be sold with vacant possession

Addington Hills Restaurant			Parks	FREEHOLD - subject to lease to expire 2031			Freehold to be sold subject to existing commercial lease due to expire in 2031
Former New Addington Leisure Centre		Yes	Vacant	FREEHOLD	CR0 0JB	New Addington South	Freehold to be sold. Currently in discussion with NHS for sale of site for use as a new health centre and diagnostic hub
Addington Community Centre and 90 Central Parade				FREEHOLD	CR0 0JB	New Addington South	Freehold to be sold. Currently in discussion with NHS for sale of site for use as a new health centre and diagnostic hub
Part Coulsdon CALAT site (car park)			Car Park	FREEHOLD	CR5 2DB	Coulsdon Town	Freehold to be sold. Currently in discussion with NHS for sale of site for use as a new health centre and diagnostic hub
Part Coulsdon CALAT Renal Dialysis Centre			Let	FREEHOLD - subject to lease to expire 2047	CR5 2DB	Coulsdon Town	Freehold to be sold subject to commercial lease to NHS Trust due to expire 2047
1-24 Ramsey Court			Let	FREEHOLD - subject to various leases	CR0 1RF	Fairfield	Freehold to be sold subject to the various short term lease/licence agreements
43 Carmichael Road			Let	FREEHOLD - subject to lease (new in negotiation)	SE25 5LS	Woodside	Freehold to be sold subject to a lease on terms to be agreed as current lease has expired. Discussions to be concluded prior to sale.
café Limsfield Road, Sanderstead			Let	FREEHOLD - subject to lease (new in negotiation)	CR2 9EA	Sanderstead	Freehold to be sold subject to a lease on terms to be agreed as current lease has expired. Discussions to be concluded prior to sale.
Former Tollgate Childrens Centre, Mallings Close	Yes		Part let to NHS, Part Vacant	FREEHOLD - part subject to lease expiring 2026	CR0 7YD	Shirley North	Freehold to be sold subject to existing lease due to expire in 2026
13A Mayo Road			vacant	FREEHOLD	CR0 2QP	Selhurst	Freehold to be sold with vacant possession
Broom Road Depot			Vacant	FREEHOLD	CR0 8NG	Shirley North	Freehold to be sold with vacant possession
Wooderson Close (nos 22,24,26,28 and 32)			HRA	FREEHOLD	SE25 6PJ	Selhurst	Freehold to be sold with vacant possession. Discussions are underway with the existing tenants and all will be relocated prior to sale
139 Wingate Crescent			HRA	FREEHOLD	CR0 3AP	West Thornton	Freehold to be sold with vacant possession
92a/94a High Street, Croydon			HRA	Long Leasehold	CR0 1ND	Fairfield	Freehold to be sold with vacant possession

This page is intentionally left blank

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

Document is Restricted

This page is intentionally left blank

1. Introduction

1.1 Purpose of Equality Analysis

The council has an important role in creating a fair society through the services we provide, the people we employ and the money we spend. Equality is integral to everything the council does. We are committed to making Croydon a stronger, fairer borough where no community or individual is held back.

Undertaking an Equality Analysis helps to determine whether a proposed change will have a positive, negative, or no impact on groups that share a protected characteristic. Conclusions drawn from Equality Analyses helps us to better understand the needs of all our communities, enable us to target services and budgets more effectively and also helps us to comply with the Equality Act 2010.

An equality analysis must be completed as early as possible during the planning stages of any proposed change to ensure information gained from the process is incorporated in any decisions made.

In practice, the term '**proposed change**' broadly covers the following:-

- Policies, strategies and plans;
- Projects and programmes;
- Commissioning (including re-commissioning and de-commissioning);
- Service review;
- Budget allocation/analysis;
- Staff restructures (including outsourcing);
- Business transformation programmes;
- Organisational change programmes;
- Processes (for example thresholds, eligibility, entitlements, and access criteria).

2. Proposed change

Directorate	Resources
Title of proposed change	Various Disposals and Lettings
Name of Officer carrying out Equality Analysis	Steve Wingrave

2.1 Purpose of proposed change (see 1.1 above for examples of proposed changes)

This report recommends setting up an Annual Assets Disposal Programme to include the letting of surplus property. Through the adoption of the Asset Management Plan and Disposal Strategy , a decision has already been taken to make more effective use of Council assets which includes the disposal and letting of surplus space. A number of disposals have already taken place and the creation of an annual plan is the next step to streamline the process.

The release of space in buildings such as Bernard Weatherill House has been possible through the adoption of more flexible working practice by the Council giving employees the ability to work from home or other locations that better accommodates their needs as well as those of the business. The policy allows for individual requirements to be met in the same way as previously with special adaptations being accommodated within the retained space

Sales and lettings are in line with the Improvement and Assurance Panels requirements for the Council to demonstrate that they are disposing of all non-essential assets and making best use of any retained space to help reduce the current level of borrowing and to try and ensure that key services to vulnerable residents can continue to be delivered.

3. Impact of the proposed change

Important Note: It is necessary to determine how each of the protected groups could be impacted by the proposed change. If there is insufficient information or evidence to reach a decision you will need to gather appropriate quantitative and qualitative information from a range of sources e.g. Croydon Observatory a useful source of information such as Borough Strategies and Plans, Borough and Ward Profiles, Joint Strategic Health Needs Assessments <http://www.croydonobservatory.org/> Other sources include performance monitoring reports, complaints, survey data, audit reports, inspection reports, national research and feedback gained through engagement with service users, voluntary and community organisations and contractors.

3.1 Additional information needed to determine impact of proposed change

Table 1 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table.		
Additional information needed	Information source	Date for completion
The adoption of the Annual Asset Disposal Programme and delegation for all future lettings and reviews will have no direct impact on protected groups. The plan allows the delegation for any disposals and lettings to senior officers in consultation with the cabinet member as appropriate	Asset Management	March 2023

and for each disposal any equalities impacts will be considered for each case. However, many of the disposals are for surplus or tenanted buildings and therefore any impact will be minimal. The letting of surplus space will have no real impact as the area being released will normally be as a consequence of the flexible working style adopted by the Council following staff consultation and reflects their preferred working style. Where necessary, any special provisions and adaptation/equipment will be provided within the retained space to meet individual needs. An equalities assessment was undertaken as part of the flexible working strategy process and the letting of the space will not cause any additional changes and therefore no further actions are considered necessary		

For guidance and support with consultation and engagement visit <https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation>

3.2 Deciding whether the potential impact is positive or negative

Table 2 – Positive/Negative impact

For each protected characteristic group show whether the impact of the proposed change on service users and/or staff is positive or negative by briefly outlining the nature of the impact in the appropriate column. . If it is decided that analysis is not relevant to some groups, this should be recorded and explained. In all circumstances you should list the source of the evidence used to make this judgement where possible.			
Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence

Age	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.	N/A	Asset Management Team Please see Appendix 1 for Protected characteristic population data
Disability	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above
Gender	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
Gender Reassignment	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
Marriage or Civil Partnership	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
Religion or belief	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
Race	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working		As above.

	styles and relocation requirements/set-ups have already been taken.		
Sexual Orientation	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
Pregnancy or Maternity	The Annual Asset Disposal Plan and delegation of any future letting will not directly impact any protected characteristic group. Decisions regarding the new flexible working styles and relocation requirements/set-ups have already been taken.		As above.
<p>Important note: You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.</p> <p>When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics.</p>			

3.3 Impact scores

Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example - **Likelihood (2) x Severity (2) = 4**

Table 4 – Equality Impact Score

Severity of	3	3	6	9
	2	2	4	6

	1	1	2	3
		1	2	3
	Likelihood of Impact			

Key	
Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low

Equality Analysis

Table 5 – Impact scores

Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE Use the key below to score the likelihood of the proposed change impacting each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	SEVERITY OF IMPACT SCORE Use the key below to score the severity of impact of the proposed change on each of the protected groups, by inserting either 1, 2, or 3 against each protected group. 1 = Unlikely to impact 2 = Likely to impact 3 = Certain to impact	EQUALITY IMPACT SCORE Calculate the equality impact score for each protected group by multiplying scores in column 2 by scores in column 3. Enter the results below against each protected group. Equality impact score = likelihood of impact score x severity of impact score.
Age	1	1	1
Disability	1	1	1
Gender	1	1	1
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	1	1
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	1	1	1

Equality Analysis

4. Statutory duties

4.1 Public Sector Duties

Tick the relevant box(es) to indicate whether the proposed change will adversely impact the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 set out below.

Advancing equality of opportunity between people who belong to protected groups x ☐

Eliminating unlawful discrimination, harassment and victimisation ☐

Fostering good relations between people who belong to protected characteristic groups ☐

Important note: If the proposed change adversely impacts the Council's ability to meet any of the Public Sector Duties set out above, mitigating actions must be outlined in the Action Plan in section 5 below.

5. Action Plan to mitigate negative impacts of proposed change

Table 5 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.

Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion
Disability	N/A		Steve Wingrave	
Race	N/A			
Sex (gender)	N/A			
Gender reassignment	N/A			
Sexual orientation	N/A			
Age	N/A			
Religion or belief	N/A			
Pregnancy or maternity	N/A			

Equality Analysis

Marriage/civil partnership	N/A			
----------------------------	-----	--	--	--

6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter X in column 3 (Conclusion) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion - Mark 'X' below
No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision. The adoption of the Annual Asset Disposal Plan and delegation of decisions will have no direct impact on staff or services delivered. Where necessary individual decisions for the sale or letting of a specific building will fully consider any impact on the service delivery or staff as part of the individual report. This will be particularly pertinent where the relocation of a service is being considered.	X
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form	
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.	
Stop or amend the proposed change	Our change would have adverse effects on one or more protected groups that are not justified and cannot be mitigated. Our proposed change must be stopped or amended.	

Equality Analysis

Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet No.	Meeting title: Cabinet 24 May 2023
---	------------------------------------

7. Sign-Off

Officers that must approve this decision			
Equality lead	Name:	Barbara Grant	Date: 12 April 2023
	Position:	Equalities Programme Manager	
Director	Name:	Huw Rhys-Lewis	Date: 14/4/23
	Position:	Interim Director Commercial Investment and Capital	

Appendix One: data broken down by Protected Characteristics The information below is taken from the 2011 census unless otherwise indicated.

Age groups Number of people Percentage

0-4 years 27,972 7.7%
 5-7 years 14,388 4.0%
 8-9 years 8,708 2.4%
 10-14 years 23,130 6.4%
 15 years 4,912 1.4%
 16-17 years 9,934 2.7%
 18-19 years 8,720 2.4%
 20-24 years 23,591 6.4%

Equality Analysis

25 -29 years 27,692 7.6%
30-44 years 82,439 22.7%
45-59 years 70,488 19.4%
60-64 years 17,029 4.7%
65-74 years 23,155 6.4%
75-84 years 15,318 4.2%
85-89 years 3,881 1.1%
Over 90 years 2,021 0.6%

People with long term illnesses or disabilities 363,378

Blind or visually impaired These categories were not recorded as such in the 2011 census. However, this did record that there were 24,380 people (6.7%) whose day to day activities were limited a lot by long term Deaf or hearing impaired Other communication impairment Mobility impairment Learning difficulty or disability Mental health condition 21 HIV, multiple sclerosis or cancer illness or disability and 28,733 (7.9%) whose day to day activities were limited a little (Office of National Statistics) Other (please specify)

Gender

Male 176,224 48.5%
Female 187,154 51.5%

Ethnicity

Number of people Percentage White British 171,740 47.3%
White Irish 5,369 1.5%
White Gypsy or Irish Traveller 234 0.1%
Other White background 22,852 6.3%
Black African 28,981 8.0%
Black Caribbean 31,320 8.6%
Other Black background 12,955 3.6%
Bangladeshi 2,570 0.7%
Chinese 3,925 1.1%
Indian 24,660 6.8%

Equality Analysis

Pakistani 10,865 3.0%
Other Asian background 17,607 4.8%
Mixed White and Black Caribbean 9,650 2.7%
Mixed White and Black African 3,279 0.9%
Mixed White and Asian 5,140 1.4%
Other Mixed background 5,826 1.6%
Arab 1,701 0.5%
Other ethnic group (please specify) 4,704 1.3%

Religion

Number of people Percentage Buddhist 2,381 0.70%
Christian 205,022 56.40%
Hindu 21,739 6.00%
Jewish 709 0.20%
Muslim 29,513 8.10%
Sikh 1,450 0.40%
No religion/faith 72,654 20.00%
Other (please specify) 2,153 0.60%

Sexual orientation

Lesbian There are no figures from the 2011 census. However, it is estimated that there were 20,370 lesbians, gay men, bisexual and transgender people living in Croydon in 2001. (London LGBT)
Gay Bisexual Transgender Transgender See above

Pregnancy or maternity Pregnant

These categories were not recorded as such in the 2011 census. However, there were 5,720 live births in 2011 (Office of National Statistics) On compulsory maternity leave Marriage or civil partnership Married 122,013 42.9% In civil partnership 796 0.3%

LONDON BOROUGH OF CROYDON

REPORT:	CABINET
DATE OF DECISION:	24 May 2023
REPORT TITLE:	Croydon Council Companies (excluding Brick by Brick Croydon Ltd) Update Report
CORPORATE DIRECTOR / DIRECTOR:	Jane West Corporate Director of Resources and Section 151 Officer
LEAD OFFICER:	Ian Geary, Interim Head of Corporate Finance
LEAD MEMBER:	Cllr Jason Cummings, Cabinet Member for Finance
KEY DECISION?	No
CONTAINS EXEMPT INFORMATION?	No
WARDS AFFECTED:	All

1 SUMMARY OF REPORT

- 1.1 This report provides an update to Cabinet from the Croydon Companies Supervision and Monitoring Panel (CCSMP), established by Cabinet on 26 July 2021, as a response to the Report in the Public Interest 2020.
- 1.2 The report provides an update on the status of Council companies that exist and makes a recommendation to dissolve companies that are no longer required.
- 1.3 The report also contains an update on Croydon Affordable Homes LLP and Croydon Affordable Tenures LLP, with whom the Council is in partnership alongside the Croydon Affordable Housing Charity, to manage affordable housing provision.
- 1.4 The report requests delegation to the Corporate Director of Resources and Section 151 Officer to approve indemnity insurance for company Directors.
- 1.5 Finally, the report sets out the future programme of work for CCSMP and accounting arrangements for group companies.

2 RECOMMENDATIONS

For the reasons set out in the report and its appendices, the Executive Mayor in Cabinet is recommended:

- 2.1 To approve the expansion of the Croydon Companies Supervision and Monitoring Panel (CCSMP) Terms of Reference to include oversight of charities.
- 2.2 To approve that the Interim Director of Commercial Investment & Capital may seek the dissolution of Croydon Affordable Dwellings LLP and Croydon Affordable Homes (Taberner House) LLP (subject to formal decision making of the LLPs) and delegate authority to the Corporate Director of Resources and Section 151 Officer to take any steps to finalise and sign any relevant documents to give effect to a dissolution (if approved).
- 2.3 To delegate authority to the Corporate Director of Resources and Section 151 Officer to review, and remove where appropriate, Council Officers from being Directors of companies and charities in those cases whereby the companies/charities are not controlled by the Council.
- 2.4 To delegate authority to the Corporate Director of Resources and Section 151 Officer to approve indemnities for Directors, following the protocol for outside bodies and in consultation with CCSMP.
- 2.5 To note the update on the current position of Croydon Affordable Homes and Croydon Affordable Tenures.
- 2.6 To note the status of companies that the Council has an ownership interest or other interest in, included in the Company companies' matrix in Appendix 1.

3 BACKGROUND AND DETAILS

Overview Of Croydon Companies

- 3.1 In July 2021, Cabinet approved the establishment of a Croydon Companies' Supervision and Monitoring Panel (CCSMP) for the purpose of, and with the responsibilities of, ensuring that the Council's strategic and good governance objectives are met and to support the development of the Council group of companies in line with the Council's regulations and ambitions.
- 3.2 In particular, the terms of reference were set to ensure controls are in place when forming, or financing a company, to enable the Council to protect its investment and achieve its objectives.

- 3.3 An updated companies' matrix is attached as Appendix 1 (not intended as an exhaustive list). It sets out a list of identified organisations:
- Wholly or partly owned by the Council.
 - Not owned by the council, but where the Council has an interest and/or an officer/s of the Council is a Director.
 - Property Management Companies where the Council owns the freehold.
 - Charities where the Council is a Trustee
- 3.4 Although Brick By Brick (Croydon) Limited will have separate reporting and governance arrangements, when CCSMP reports to Cabinet, Cabinet will also be asked to note the reports presented separately on Brick by Brick to ensure holistic consideration of the Council's Group entities.
- 3.5 Recommendation 1 requests that the Terms of Reference (ToR) of the CCSMP is expanded to include oversight of charities, which was not included in the original ToR. The proposed revised ToR is set out in Appendix 2. This will help rationalise the Council's interaction with charitable bodies.
- 3.6 Recommendation 2 requests that the dissolution of two Limited Liability Partnerships (LLPs) be sought:
- Croydon Affordable Dwellings LLP – OC424671
 - Croydon Affordable Homes (Taberner House) LLP – OC420058
- 3.7 They were created in anticipation of being used for two further transfers of properties, in addition to the transfers to Croydon Affordable Homes LLP and Croydon Affordable Tenures LLP. However, the Council no longer intends to follow this direction, and dissolving the companies will avoid any administrative costs while they are dormant. It should be noted that the dissolutions will require the permission of the other LLP member: Croydon Affordable Housing, which will need to be formally sought and decision-making processes of the LLPs will need to be followed.
- 3.8 The following sections give a brief description of the companies identified within the Council's company matrix. This list will be updated should any additional organisations where the council has an interest be identified.
- Croydon Affordable Homes related Companies.
- 3.9 London Borough of Croydon Holdings LLP – this is a partnership between the Council (99%) and Croydon Holdings Limited (1%). This LLP is used to represent the Council's 10% interest in the 4 LLPs with Croydon Affordable Housing LLP.
- 3.10 Croydon Holdings Limited – this company is wholly owned by the Council and is not directly trading.

- 3.11 Croydon Affordable Housing Charity: this is not controlled by the Council but was established by it to hold a 90% share of the LLPs that provide affordable housing. The board consists of two independent trustees, and an officer nominated by the Council.
- 3.12 Croydon Affordable Housing LLP and Croydon Affordable Tenures LLP – these companies are 90% owned by the above charity (the other 10% by London Borough of Croydon Holdings LLP) and provide affordable housing from 344 dwellings that they purchased from the Council between 2018 and 2020.
- 3.13 Croydon Affordable Dwellings LLP and Croydon Affordable Homes (Taberner House) LLP – as set out in paragraph 3.5, it is recommended these are dissolved, as they have never traded, and are no longer required.

Taberner House Related Companies

- 3.14 Croydon Central Management Company – this company was created to represent the Council's interest in a Limited Liability partnership with the developers of the Taberner House site. It is wholly currently owned by the Council but is due to be owned jointly with the other owners of the site. It is now to be used as a vehicle for the management of the site now that the Taberner House development (site of previous Council offices) has been completed (now primarily four residential tower blocks).
- 3.15 Croydon TH Ltd and Croydon TH Commercial Ltd – these companies were created to transfer the Council's interest in the Taberner House residential space, and the Taberner House commercial space to its new owners. They are wholly owned by the Council and are not trading.

Local Authority Trading Companies

- 3.16 The Octavo partnership was an arm's length mutual trading company for education related services. A decision was taken by the partnership board in 2019 to bring these services back in-house, as the initial contract period was ending, and market conditions had changed significantly since its creation in 2015. The company was formally dissolved in September 2021.
- 3.17 Yourcare (Croydon) Limited is wholly owned by the Council, but is in the process of liquidation, following a decision by the Council in June 2021 to close the company. The company is the retail arm of the Council's insourced Community Equipment Services function, and trades in equipment and daily living aids. The decision to cease trading and wind down the business was in response to the tough trading conditions experienced by Yourcare during the Covid-19 pandemic, the subsequent recession and supply shortages.

Council Membership of Other Organisations

- 3.18 Capital Letters (London) – is a pan London company, whose purpose is to increase the supply of rented accommodation for homeless families and represent the interest of its member London Boroughs. The Council is a member, but with no individual significant control.
- 3.19 Real Lettings Property Funds – the Council invested monies into the purchase of properties to be used for the provision of affordable rental accommodation. The share of ownership is based on the proportion of funds invested. The Council is withdrawing funds from the initial partnership and in the process of exiting the second partnership.

Some other companies where the Council has an interest, or a Council Officer has been appointed as a Director.

- 3.20 Croydon Enterprise Loan Fund Limited – this organisation distributes loan funding to businesses in Croydon. The company is not controlled by the Council, but a Council Officer can be appointed as a director of the company.
- 3.21 Croydon Youth Zone – is a company and charity that provides facilities and services to the borough's young people. It is not controlled by the Council, but a Council Officer can be appointed as a director of the company.
- 3.22 The Pegasus Academy Trust – is a company and charity that provides public education in the borough and operates 6 primary phase schools and a nursery school. It is not controlled by the Council, but a Council Officer can be appointed as a director of the company.
- 3.23 Recommendation 3 of this report requests delegated authority to the Corporate Director of Resources and Section 151 Officer to review, and remove where appropriate, Council Officers from being Directors of companies and charities in those cases whereby the companies/charities are not controlled by the Council. This includes a review of the three companies detailed above.

Property Management Companies – via freehold

- 3.24 When the council purchased the freehold of flats, it became a default member of various property management organisations that manage flats on behalf of leaseholders. These are typically the properties the council transferred to CAH LLP and CAT LLP. These are monitored by the Croydon Companies Supervision and Monitoring Panel (CCSMP) for the purposes of completeness.

Charities where the Council is a Trustee:

- 3.25 There are 8 charities established for the maintenance of public grounds, parks or memorials. The council is the trustee for these charities.

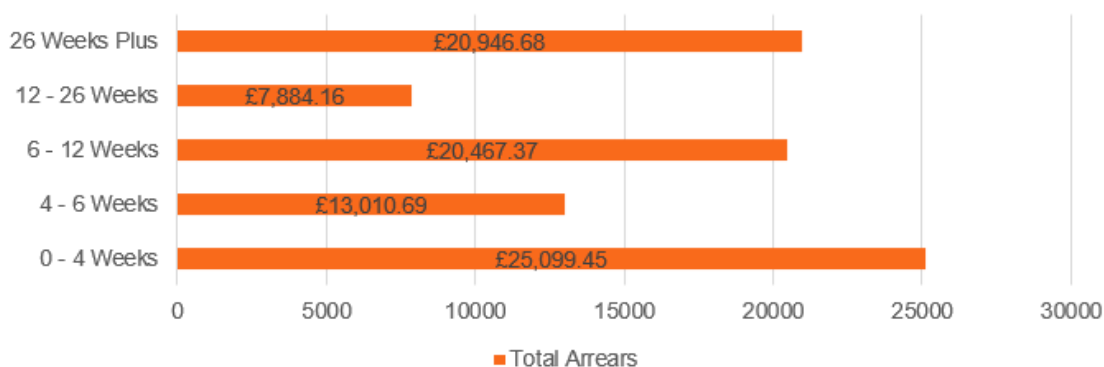
- 3.26 The Civic Mayor of Croydon's charity fund – this is used to raise charitable funds by the Council's Civic Mayor.

Update On Croydon Affordable Homes LLP

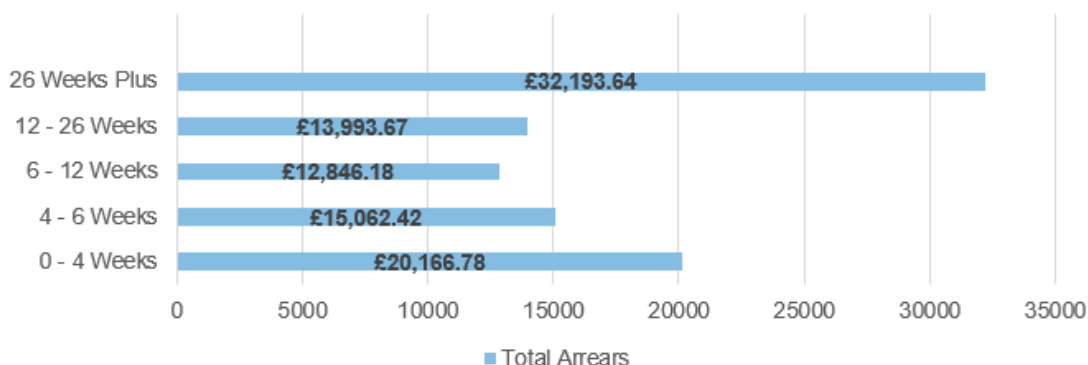
- 3.27 Croydon Affordable Homes (CAH LLP) owns the leasehold of 96 dwellings transferred to it by the Council in 2018 and is responsible for the management of these properties. CAH LLP has contracted this activity to the Council to perform.
- 3.28 This section below provides a summary of the latest update provided to the CCSMP and the CAH LLP board in March 2023.
- 3.29 Arrears have increased from £87,408 in November 2022 to £94,263 in March 2023. For context, the potential annual rent is £1,088,544, and a 2% allowance for bad debt was built into the financial model (£21,771). Over a five years period, this equates to £108,855 cumulative arrears allowed in the financial model (the £94,263 actuals demonstrate lower arrears than allowed for in the model). Work still continues with tenants and the council to recover arrears and ensure prompt payment is made.

The chart below sets out arrears by age:

Number of Weeks in Arrears - 20 November 2022



Number of Weeks in Arrears – 19 March 2023



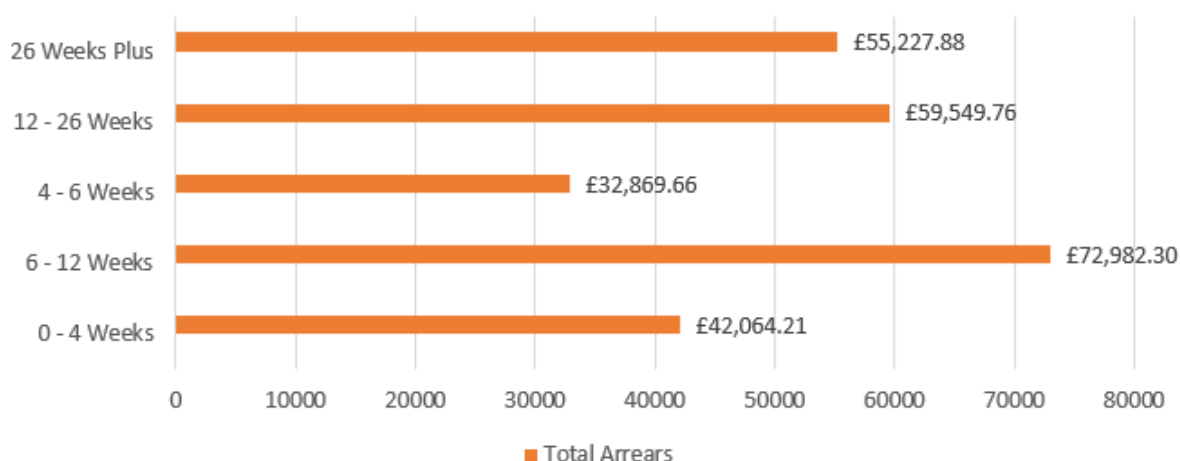
- 3.30 There are 12 legal disrepair cases, and 3 non-legal disrepair cases currently active, which CAH LLP is working to resolve with the tenants and the council's repairs contractor.

Update On Croydon Affordable Tenures LLP

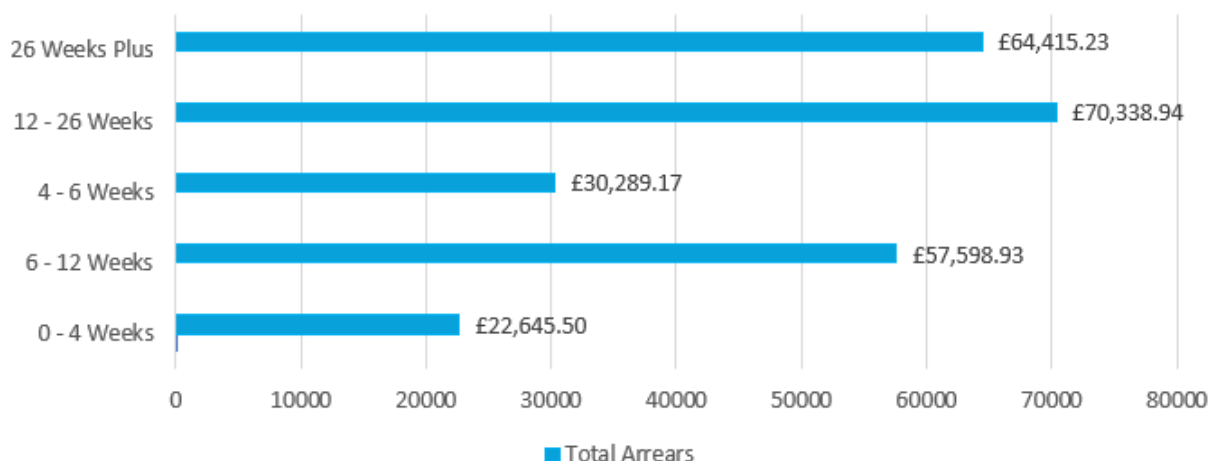
- 3.31 Croydon Affordable Tenures LLP (CAT LLP) owns the leasehold of 248 dwellings transferred to it by the Council in 2019 and 2020, and is responsible for the management of these properties. As with CAH LLP, CAT LLP has contracted this activity to the Council to perform.
- 3.32 Arrears have reduced from £262,694 in November 2022 to £245,288 in March 2023. A 2% allowance for non-collection was incorporated into the CAT LLP business model, which with potential income of £2,871,599 per year, gives a budgeted arrears value of £229,728 for a four years period. The cumulative actual arrears of £245,288 are higher than the expected level (£229,728) from the financial model. As with CAH LLP, work is underway with tenants and the council to recover arrears and improve collection rates.

The chart below sets out arrears by age:

Number of Weeks in Arrears – 20 November 2022



Number of Weeks in Arrears -19 March 2023



Director Indemnity Insurance

- 3.33 The Council has appointed several of its officers as directors, to represent the Council on company boards. It is necessary to ensure insurance is in place to indemnify officers who are acting on a board as part of their role.
- 3.34 Recommendation 4 requests that the Council delegates power to the Corporate Director of Resources and Section 151 officer to approve indemnity insurance in line with the appointment to outside bodies protocol, and in consultation with CCSMP.

Pan London Vehicle – membership of newly created company

- 3.35 To address a shortage of secure children's home provision in the Capital, and to improve collaboration on joint commissioning programmes for children's social care, a new company is being created by Councils across London. This company is referred to as the Pan London Vehicle (PLV).

- 3.36 Cabinet approved a recommendation on 25 January 2023 to join the PLV, although work has not yet reached a point where the company is active. The status of this company will be included in CCSMP reports as and when it becomes active.

Future work relating to CAH / CAT

- 3.37 Work is continuing on the accounting treatment of CAH/CAT for the 2019-20 and following years' financial accounts. This work will include liaison with the Council's external auditors (Grant Thornton), external specialist accounting advice, legal advice, the property companies (and their accountants) and DLUHC as appropriate.
- 3.38 The CCSMP is continuing to review the CAH / CAT models and their financial viability and performance.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 None.

5 CONSULTATION

- 5.1 None.

6. IMPLICATIONS

6.1 FINANCIAL IMPLICATIONS

- 6.1.1 There are no direct significant financial implications arising from this report.

Approved by Allister Bannin, Director of Finance (Deputy S151 Officer) on behalf of the Corporate Director of Resources (S151 Officer)

6.2 LEGAL IMPLICATIONS

- 6.2.1 The Council has the power to participate as a Member/ Shareholder of a company under the general power of competence (Localism Act 2011), which gives local authorities the power to do anything that individuals generally may do.
- 6.2.2 The companies, limited liability partnerships and charities listed in the Croydon Companies' matrix at appendix 1 are distinct legal entities from the Council and have their own governance arrangements included with their Articles of Association and any Member Agreements, which determine how decisions are made regarding those entities.

- 6.2.3 In relation to the potential dissolution of Croydon Affordable Homes LLP and Croydon Affordable Tenures LLP, those decisions will need to be made by the LLPs in accordance with their governing documents.

Approved by the Head of Commercial & Property Law on behalf of the Director of Legal Services and Monitoring Officer. (Date 02/05/2023)

6.3 EQUALITIES IMPLICATIONS

- 6.3.1 Under the Public Sector Equality Duty of the Equality Act 2010, decision makers must evidence consideration of any potential impacts of proposals on groups who share the protected characteristics, before decisions are taken. This includes any decisions relating to how authorities act as employers; how they develop, evaluate and review policies; how they design, deliver and evaluate services, and also how they commission and procure services from others.
- 6.3.2 Section 149 of the Act requires public bodies to have due regard to the need to:
- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.
- 6.3.3 Protected characteristics defined by law include race and ethnicity, disability, sex, gender reassignment, age, sexual orientation, pregnancy and maternity, and religion or belief.
- 6.3.4 Having due regard means there is a requirement to consciously address the three tenets of the Equality Duty within decision-making processes. By law, assessments must contain sufficient information to enable the local authority to show it has paid 'due regard' to the equalities duties; and identified methods for mitigating or avoiding adverse impact on people sharing protected characteristics. Where a decision is likely to result in detrimental impact on any group with a protected characteristic it must be justified objectively.
- 6.3.5 There are no immediate direct Equalities implications identified within this report. Equalities will need to remain a consideration, as the council seeks to discharge the options outlined in the report at Section 3.33 & 3.34 above.

Approved by Barbara Grant on behalf of: Denise McCausland – Equality Programme Manager

6.4 HUMAN RESOURCES IMPLICATIONS

6.4.1 There are no immediate workforce implications arising from the recommendations in this report. Should any matters arise these will be dealt with under the Council's appropriate HR policies and procedures.

Approved by Dean Shoesmith, Chief People Officer.

6.5 PROPERTY AND ASSET MANAGEMENT IMPLICATIONS

6.5.1 There are no immediate property or asset management implications.

Approved by: Huw Rhys-Lewis, Director of Commercial Investment

7. APPENDICES

Appendix 1: Council Companies' Matrix

Appendix 2: CCSMP Revised Terms of Reference

8. BACKGROUND DOCUMENTS

8.1 None.

This page is intentionally left blank

LONDON BOROUGH OF CROYDON - COMPANY MATRIX

Appendix 1

Companies wholly or partly owned by the London Borough of Croydon

Company Name	Company Number	Status	Company status	Services Provided/ Purpose	Council's percentage shareholding (NB if not 100%, describe how council exercises rights e.g. golden shares)
BRICK BY BRICK CROYDON LIMITED	9578014	Active	Private Limited company	41100 - Development of building projects	100%
				41201 - Construction of commercial buildings	
				41202 - Construction of domestic buildings	
				68100 - Buying and selling of own real estate	
<u>Croydon Affordable Housing Linked Companies</u>					
LONDON BOROUGH OF CROYDON HOLDINGS LLP	OC419595	Active	Limited liability partnership	82990 - Other business support service activities not elsewhere classified	99% (The other 1% is Croydon Holdings Ltd)
CROYDON HOLDINGS LIMITED	10999104	Active	Private limited Company	64209 - Activities of other holding companies not elsewhere classified	Ownership of shares – 75% or more
CROYDON AFFORDABLE HOUSING *NOT a Council owned company	10925445 charity no: 1175493	Active	Private Limited Company by guarantee without share capital use of 'Limited' exemption	68209 - Other letting and operating of own or leased real estate	0
CROYDON AFFORDABLE HOMES LLP	OC419596	Active	Limited Liability Partnership	Independent LLP – 96 former ETA	10%
CROYDON AFFORDABLE TENURES LLP	OC423791	Active	Limited liability partnership	Independent LLP – 250 newly purchased	10%
CROYDON AFFORDABLE DWELLINGS LLP	OC424671	Active (but not trading)	Limited Liability Partnership	Independent LLP	10%
CROYDON AFFORDABLE HOMES (TABERNER HOUSE) LLP	OC420058	Active (but not trading)	Limited Liability Partnership	Independent LLP - Block 2 Taberner house - affordable housing element	10%
<u>Taberner House Linked Company</u>					
CROYDON CENTRAL MANAGEMENT COMPANY	11088383	Active (not trading)	Private limited Company	68320 - Management of real estate on a fee or contract basis	100%
CROYDON TH LTD	11781430	Active (not trading)	Private limited Company	82990 - Other business support service activities not elsewhere classified	100%
CROYDON TH COMMERCIAL LTD	11781424	Active (not trading)	Private limited Company	82990 - Other business support service activities not elsewhere classified	100%
<u>Local Authority Trading Companies</u>					
OCTAVO PARTNERSHIP LIMITED (dissolved)	9140379	Dissolved	Private company limited by guarantee without share capital	85600 - Educational support services 47190 - Other retail sale in non-specialised stores	Croydon (40%) Croydon Head Teacher's Association (40%), School Staff Members (20%)
YOURCARE (CROYDON) LIMITED	10809317	Liquidation	Private limited Company	47749 - Retail sale of medical and orthopaedic goods in specialised stores (not incl. hearing aids) not elsewhere classified	100%
<u>Other Organisations</u>					
CAPITAL LETTERS (LONDON) LIMITED	11729699	Active Active (exiting partnership)	Private company limited by guarantee without share capital	68201 - Renting and operating of Housing Association real estate 68209 - Other letting and operating of own or leased real estate	No Member with significant control
REAL LETTINGS PROPERTY FUND LIMITED PARTNERSHIP	LP015265	Active (exiting partnership)	Limited Partnership	Affordable Properties Investment Fund	51%
REAL LETTINGS PROPERTY FUND 2 LIMITED PARTNERSHIP	LP017752	Active (exiting partnership)	Limited Partnership	Affordable Properties Investment Fund	15%

Companies not owned by the Council, but where a Council has an interest, or a Council officer is a Director

Company Name	Company Number	Status	Company status	Services Provided/ Purpose	Council's percentage shareholding (NB if not 100%, describe how council exercises rights e.g. golden shares)
CROYDON ENTERPRISE LOAN FUND LIMITED *NOT a Council owned company	6160354	Active	Private company limited by guarantee without share capital	64921 - Credit granting by non-deposit taking finance houses and other specialist consumer credit grantors	0
CROYDON YOUTH ZONE *NOT a Council owned company	10405820	Active	Private Limited Company by guarantee without share capital use of 'Limited' exemption	82990 - Other business support service activities not elsewhere classified	0
THE PEGASUS ACADEMY TRUST *NOT a Council owned company	7542114	Active	Private Limited Company by guarantee without share capital use of 'Limited' exemption	85200 - Primary education	0

Property Management Companies that the Council has an interest in by virtue of ownership of the freehold

Landlord	Tenure	Address
LBC	Share of Freehold	(First Floor & Second Floor) Flat2, 8 Quadrant Road,
N/A	Lease / Share of Freehold	(First floor) 121 Morland Road
Hillside House Freehold Limited Company number 05154831 G R Potton & Co., 2 Harestone Valley Road, Caterham Surrey CR3 6HB (No Council representative) N/A	Share of Freehold	(First floor) 46a Downs Court, Purley
52 – 54 Cordrey Gardens (Freehold) Limited (Co Number: 4112000) of Stoneham House, 17 Scarbrook Road, Croydon CR0 1SQ (Council Director - Valerie Yemoh)	Share of Freehold	(Ground Floor) Flat A 208 Croydon Road, Caterham
LBC, together with Daniele Festa are the joint freeholders of the property and thus the landlord.	Share of Freehold	118A BRIGHTON ROAD
LBC are the joint freeholder for 5 and 8 Stanley Court's freehold title.	Share of Freehold	54 Cordrey Gardens 1st (garage)
	Share of Freehold	8 Seneca Road
	Share of Freehold	8 STANLEY COURT
Sivanayagam Uthayavasam and The Mayor and Burgesses of the London Borough of Croydon	Share of Freehold	90a Park Avenue
LBC	Share of Freehold	Flat 1. 8 Quadrant Road, Thornton Heath,
Smart Equity Ltd 80 Gibson Hill London SW16 3JS 35 Lodge Road Croydon Ltd Company number 01627855 Flat 4, 35 Lodge Road Croydon CR0 2PL (No Council representative)	Share of Freehold	Flat 2, 53 Headcorn Road
	Share of Freehold	Flat 5, 35 Lodge Road

Charities where the Council is a Trustee

Charity Name	Charity No.	Charity status	Trustees	Charitable objects	Council's Membership
THE WETTERN TREE GARDEN TRUST	302992	Trust	London Borough of Croydon	TO HOLD AND KEEP UP THE WETTERN TREE GARDEN AS AN OPEN SPACE FOR THE RECREATION AND ENJOYMENT OF THE PUBLIC. A RECREATION GROUND MORE PARTICULARLY TO ENSURE THAT THE NEEDS OF VERY YOUNG CHILDREN SHALL RECEIVE CONSIDERATION.	100%
QUEENHILL ROAD PLAYGROUND	200242	Other	London Borough of Croydon	LAND TO BE USED AS PUBLIC RECREATION GROUND.	100%
ROTARY FIELD, PURLEY	200245	Other	London Borough of Croydon		100%
WOODCOTE VILLAGE GREEN	200227	Other	London Borough of Croydon	A RURAL PARK OR VILLAGE GREEN AND RECREATION GROUND FOR A PUBLIC PROMENADE BY WAY OF A MEMORIAL TO THE FRENCH SOLDIERS WHO FELL IN THE GREAT WAR.	100%
WILLIAM WEBB, LAND FORMING PART OF THE PROMENADE DE VERDUN	200228	Other	London Borough of Croydon		100%
GARWOOD'S GIFT IN CONNECTION WITH LLOYD PARK	302981	Other	London Borough of Croydon	OPEN PUBLIC GROUNDS FOR THE RESORT AND RECREATION OF ADULTS, PLAYGROUNDS FOR CHILDREN AND YOUTHS, PLAYING FIELDS FOR EDUCATIONAL PURPOSES, A NURSERY GARDEN. FOR PROVIDING AND PLACING SEATS IN PUBLIC PLACES AND FOR REPAIRING, PAINTING AND MAINTAINING SAME.	100%
CHARITY OF JAMES SPURRIER WRIGHT	239257	Other	London Borough of Croydon	RECREATION GROUND AND PARK	100%
THE BETTS MEAD RECREATION GROUND	304960	Other	London Borough of Croydon		100%
THE [CIVIC] MAYOR OF CROYDON'S CHARITY FUND	1042479	Trust	Deva Ponnosami (Chair); Julie Agbowu; Alisa Flemming; Toni Letts	Supporting other charities - 3 charities for 22/23 - Croydon Sickle Cell & Thalassaemia; African Caribbean Leukaemia Trust; Waggy Tails Club	0%

This page is intentionally left blank

Croydon Companies Supervision and Monitoring Panel (CCSMP)

Terms of Reference – Updated 13 April 2023

Section A

Role

To ensure that the Council's strategic and good governance objectives are met across the Group and to support the development of the Group in line with the Council's regulations and ambitions. The Group is taken to include Companies wholly or partly owned by the Council, Charities where the Council is a Trustee, and other companies or charities where the Council has a membership interest. Sensitive information provided to the CCSMP will not be available for publishing.

Membership

S151 Officer (Chair)

Director of Law and Governance; Monitoring Officer

Director of Commercial Investment and Capital

Meetings and reporting

Meetings of the CCSMP will be held quarterly or more frequently as required, the first such meeting to be held within two months of Cabinet approving these Terms of Reference

Council nominated directors, member representatives and other senior managers as relevant will be invited to attend meetings

The CCSMP will via the Chair report to Cabinet on a biannual basis at minimum and make recommendations as appropriate. The Chair shall frequently brief relevant Cabinet Members between formal reporting to Cabinet. CCSMP is not authorised to make decisions in relation to any Group entity or charity, however the Chair has authority to make decisions specifically delegated by Cabinet, subject to any superseding decisions and/or changes to the Council's constitution.

Responsibilities

Responsibilities include:

- Embedding principles of good governance as referenced in Section B of these

Terms of Reference, including by making recommendations via the Chair for the Council's constitution to be amended to reflect the role of CCSMP and recommended corporate protocols, such item to be on the agenda for the first meeting of the CCSMP

- Supporting the development of Group entities and the Group
- Monitoring financial and other risks for the individual companies and together as Group entities
- Ensuring that the legal and commercial interests of the Council as shareholder/member are considered and protected through formal structures such as shareholder agreements and loan agreements
- Making proposals via the Chair to the Council's Cabinet on the formation / disposal / dissolution of companies and matters, such as varying Articles of Association, varying ownership and structure and varying share rights
- Holding entity boards and Senior Managers to account for their performance

In fulfilling its responsibilities the CCSMP will:

- Receive reports on the performance of the Group, against their Business Plans including Annual Shareholder Reports.
- Receive analysis of the business of the Group including:
 - Management accounts
 - Key commercial and legal risks
 - KPIs in the business plans □ Investment analytics
- Identify Group entities' business support requirements
- Provide Group entities with clear direction and support in its role as shareholder
- Evaluate effectiveness of Group entity board governance structure and processes and recommend changes as required, including with a view to achieving diversity, skill set, sectoral knowledge and appropriate representation
- Review business plans and strategies of the entities to ensure alignment with the Council's strategic direction
- Oversee compliance:
 - to ensure that taxation, legal and financial interests of the Council are considered and protected
 - with procurement regulations

- with appropriate business ethics including in respect of potential conflicts of interest
 - Ensure that risk relating to the entities is at a suitable level for the Council to bear
- Receive updates and training in respect of best practice for company governance and associated matters
- Where appropriate make recommendations to Cabinet via the Chair for interim measures to be implemented

Section B

Principles of Good Governance

- ❖ The Group entity will be provided with the freedoms to achieve its commercial and operational objectives.
- ❖ The Council will retain controls which enable it to protect its investment and ensure that its objectives are met.
- ❖ Appropriate business ethics will be enforced so that decisions are taken for the benefit of the individual Group entity and the Council, taking into account the Group, with directors acting for their company, and the CCSMP acting for the Council and Group. Any interests (including competing interests between the Council and Group entity, or between Group entities) will be formally recognised and controlled
- ❖ Information will flow between the Council and the Group entity to ensure that mutual understanding and shareholder / company objectives are maintained. In particular the Council should:
 - set out its objectives and priorities at the outset and keep these under review – any changes will be timely, proportionate, commercially realistic and part of the annual review
 - define and communicate clear roles for its representatives who meet with the Company and these meetings will have an agenda and be minuted;
 - engage with the Company to understand, record and analyse the unit costs of the entity's deliverables as key performance indicators (KPIs) and its effect on Council and Group KPIs (incorporating factors such as interest payments, tax savings, business rates, savings/contributions on connected council activities and effect on the economy), companies will be reviewed annually – these reviews together with triennial reviews will be a mechanism for considering change in investment and funding.
 - engage with the Group entity to understand and support it in relation to resourcing, including staffing, working capital, the investment cycle, cashflow, and retained profits.

- maintain a joint risk register to ensure risks are managed across the Group, and engage with the entity to plan assurance requirements.
- set out clear and consistent processes with commercial timescales for key decisions such as loans.
- ensure that commercial confidentiality of sensitive information is maintained and agree a non-disclosure agreement where appropriate.

And the Group entity

- will engage with the Council in a timely fashion, keeping it well informed, where it requires funding or other support from the Council
 - will communicate any commercial timescales and sensitivities
 - will provide the information required in its agreements with the Council as part of its normal reporting cycle
 - will engage effectively with the Council's assurance providers
- ❖ Directors of the Group entity must act for the entity, declaring and avoiding any actual or apparent conflict of interest. The Group entity should have skills appropriate to the sector and roles. To ensure this is achieved the Board should have mandatory training including induction, an annual training programme and guidance notes. An annual skills audit and triennial independent review should be used to support the entity Board and identify appropriate external expertise
- ❖ Council nominated directors and member representatives to receive mandatory training on an annual basis and appropriate indemnity arrangements to be ensured

When Forming or Financing a Company

The Council, in forming or financing a company, will set in place controls to enable it to protect its investment and achieve its objectives.

Initially:

- The Council is required to consider a business case and risk analysis in deciding whether the entity should be established and proceed to trade.
- The Council has the right to appoint board members.
- Participation in any legal entity will require approval by Cabinet following recommendation by the Chair of CCSMP
- A shareholder's or member's agreement can be used to set out decisions which the company directors can only make with approval or oversight of the Council.

These might include

- the right to approve substantial changes in the company's business plan.
- monitoring and evaluation of company reporting. (There is a need to ensure that that 'advice' does not extend to any form of management of the company)
- Access to information, financial reporting and monitoring provision is required eg to ensure that commercial agreements such as loans and service contracts are adhered to.

This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET	
DATE OF DECISION	24 th May 2023	
REPORT TITLE:	Adult Social Care & Health Market Position Statement	
CORPORATE DIRECTOR / DIRECTOR:	Annette McParland, Corporate Director of Adult Social Care and Health (DASS) Bianca Byrne, Director of Commissioning, Policy & Improvement	
LEAD OFFICER:	Lucia Partridge, Programme Manager Lucia.partridge@croydon.gov.uk 0208 726 6000 ext 21342	
LEAD MEMBER:	Councillor Yvette Hopley Cabinet Member for Health and Adult Social Care	
KEY DECISION?	No	N/A
CONTAINS EXEMPT INFORMATION?	No	Public
WARDS AFFECTED	N/A	

1 SUMMARY OF REPORT

- 1.1 Croydon's Market Position Statement for Adult Social Care & Health (ASCH) services seeks to reflect the current picture of demand for care and support alongside the design, supply and utilisation of provision across the market to meet the changing needs of local people, and within the current financial challenges being experienced across health and social care.
- 1.2 The Market Position Statement provides strategic information for providers to inform their business and development plans within the context of meeting the Council's strategic priorities, and to deliver service innovation and value for money.
- 1.3 The Market Position Statement is a key part of delivering our market shaping duties under the Care Act 2014. Having a Market Position Statement is considered to be best practice, and will enable us to work with the market to deliver services more efficiently, and to deliver the best outcomes for the people of Croydon.
- 1.4 We are preparing for publication in June, following publication of [Croydon's Market Sustainability Plan](#) on 27 March 2023. The two documents are complimentary.

2 RECOMMENDATIONS

For the reasons set out in the report, the Executive Mayor in Cabinet is recommended to:

- 2.1 support the content of the ASCH Market Position Statement (Appendix 1) to ensure ASCH can signal clear intentions and opportunities to the market;
- 2.2 note the feedback from residents and local providers following consultation on the contents of the Market Position Statement at our Resident Voice Group and Provider Forums as outlined in section 4.4;
- 2.3 note the publication of the ASCH Market Position Statement on the London Borough of Croydon website.

3 REASONS FOR RECOMMENDATIONS

- 3.1 The Care Act 2014 places a requirement on local authorities to maintain a vibrant and sustainable care market to meet the needs of local people. A Market Position Statement is one way of fulfilling the Council's statutory obligations, including promoting diversity and quality of services for their populations (section 5), whilst ensuring no one goes without care if their provider's business fails and their services cease (sections 48 to 56).
- 3.2 Publishing a Market Position Statement is a clear and concise way of outlining the current supply and demand for services, what the care and support needs are of residents, and how we plan to work collaboratively with communities and providers to meet those needs. It allows the market to appropriately plan for how best to respond to those needs and can inform business choices. It is important to note that this Market Position Statement describes plans that are current or imminent and as such the statement is intended to offer providers of care (new and existing) a clear view of the types of services we are or will be commissioning. The primary audience for this document is, therefore, the provider market.
- 3.3 We will continue to maintain an open dialogue with providers and people who use the services we commission through our provider forums and resident engagement groups, to ensure there is sufficient choice of provision to help people meet their aspirations and live as independently as possible.

4 BACKGROUND AND DETAILS

- 4.1 A Market Position Statement is a document produced by commissioners within the local authority, ideally following a co-productive process with providers, people who use services and other partners, and is aimed at a wide range of care providers both current and potential. The Market Position Statement summarises supply and demand in a local authority area and signals business opportunities within the care market in that area.
- 4.2 The Market Position Statement should be the basis for strategic commissioning and be published, reviewed and updated regularly. It is intended to be used by providers to plan for the future and to inform business choices such as future investment. The information should be provided in a straightforward and easy to use format. It should tell providers what is happening now, what is planned for the future and what

commissioners' plans are. This information will enable providers to work with local authority commissioners to plan business developments.

- 4.3 Our new publication reflects changes to the market since the pandemic and gives an overview of demographic pressures and gaps in services to meet current and future needs, it also sets out the challenges we face in the years to come. Effective collaborative strategic commissioning, new ways of working with residents and communities, and the development of partnerships with outstanding providers will, therefore, be crucial. The Market Position Statement aligns to the vision and supporting priorities of the Adult Social Care and Health Strategy 2021-2025.
- 4.4 We shared our commissioning intentions at Provider Forums in spring and autumn 2022 and invited feedback from our Resident Group in summer 2022. Feedback from both groups has been captured below:

Key messages from providers:

Feedback from providers following initial forums indicates providers would welcome:

- **increased transparency** from the Council about ways of working and who to contact when issues arise
- **working together and being involved in decision making** rather than being done to, which is the current perception
- **an increased understanding** about how the council commissions care services
- **increasing rates of pay** so providers can adequately recruit and retain staff.

Key messages from residents:

Residents have said that they value:

- **good quality affordable care** delivered by knowledgeable, reliable, and professional carers, that add social value to the community
- **accessible and flexible respite** offer for carers
- **support and training for carers** who are looking after family members in their own homes, especially with regards to dementia
- **a holistic and personalised approach** to care – characterised by inclusivity.

- 4.5 We have developed a Commissioning Action Plan (Appendix 1) to track progress, this in turn is directly linked to the Strategic Commissioning and Improvement Service Plan, which sets out our service transformation for the next year, and the Managing Demand programme. It is also closely aligned to the Annual Procurement Plan and procurement activity up to March 2025 (Appendix 2).
- 4.6 We expect to monitor the content of the Market Position Statement regularly and refresh when there are significant changes to report.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 No alternative options have been considered. Publication of a Market Position Statement enables the Local Authority to evidence its market shaping duties in accordance with the Care Act 2014.

6 CONSULTATION

6.1 We consulted the following groups during the development phase of the Market Position Statement:

- Resident groups on: 3 August 2022 & 27 October 2022
- Provider forums in: May and June 2022; September and October 2022
- ASCH Staff Conferences during September 2022

7. CONTRIBUTION TO COUNCIL PRIORITIES

7.1 Mayor's Business Plan 2022 – 2026:

- **Outcome 1:** The council balances its books, listens to residents and delivers good sustainable services.
- **Outcome 5:** People can lead healthier and independent lives for longer.

7.2 Adult Social Care & Health Directorate overall vision: *to promote the independence, health and well-being of our residents, and keep adults safe who are at risk of abuse and neglect.* And priorities:

- Develop our Resident Voice and fulfil all statutory responsibilities, ensuring our adults are supported and those at risk of abuse or neglect are safe.
- Implement managing demand principles and processes, strong commissioning and market management; and moving activity and expenditure to the targets in our strategy.
- Ensure health and care integration is successful and proportionate, and that it aligns to the Council's objectives for its budgets and our residents.

8. IMPLICATIONS

8.1 FINANCIAL IMPLICATIONS

8.1.1 There are no direct financial implications to publishing a Market Position Statement, as the document does not guarantee any expenditure. However, providing clear messages to the market through the publication of our Market Position Statement and action plan will support more efficient and effective delivery of services, and support the council's finances over time.

8.2 LEGAL IMPLICATIONS

8.2.1 The Market Position Statement is prepared as part of the Council's duty of market shaping under the Care Act 2014.

8.2.2 Section 5 Care Act - sets out duties on local authorities to facilitate a diverse, sustainable high-quality market for their whole local population, including those who pay for their own care and to promote efficient and effective operation of the adult care and support market as a whole.

8.2.3 Sections 48-56 Care Act ensures that no one goes without care if their provider's business fails and their services cease. It covers:

- CQC market oversight
- Local authority duties for ensuring continuity of care in the event of provider failure and service cessation.

8.2.4 It is important to develop the Market Position Statement in partnership with local people using the services and other important stakeholders as set out in the 2017 Adult Social Care Market Shaping Guidance.

8.2.5 **Approved by:** Doutimi Aseh, Head of Social Care & Education Law and Deputy Monitoring Officer on behalf of the Director of Legal Services and Monitoring Officer..

8.3 **EQUALITIES IMPLICATIONS**

8.3.1 Under the Public Sector Equality Duty of the Equality Act 2010, decision makers must evidence consideration of any potential impacts of proposals on groups who share the protected characteristics, before decisions are taken. This includes any decisions relating to how authorities act as employers; how they develop, evaluate and review policies; how they design, deliver and evaluate services, and also how they commission and procure services from others.

8.3.2 Section 149 of the Act requires public bodies to have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
- advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- foster good relations between people who share a protected characteristic and people who do not share it.

8.3.3 Protected characteristics defined by law include race and ethnicity, disability, sex, gender reassignment, age, sexual orientation, pregnancy and maternity, and religion or belief. Whilst there are no direct equalities implications arising from this request to endorse this latest version of Croydon's Market Position Statement for Adult Social Care & Health (ASCH), we are committed to continually reviewing equalities and the range and impact of care provisions available in the local health market for residents. This is to ensure that the needs of those protected under the Equality Act 2010 are continuously considered and reflected in the local health market.

8.3.4 Approved by: Barbara Grant on behalf of Denise McCausland, Equalities programme manager.

8.4 **OTHER IMPLICATIONS**

8.4.1 Reputational damage for not publishing a Market Position Statement in line with market shaping duties.

8.4.2 Approved by: Bianca Byrne, Director of Commissioning, Policy & Improvement (Date 05/04/2023)

9. **APPENDICES**

10. BACKGROUND DOCUMENTS

N/A

11. URGENCY

N/A

Adult Social Care & Health Market Position Statement 2023



Contents

Foreword.....3

Introduction4

Strategic direction - our vision for Adult Social Care & Health5

Key messages for the market.....7

Sustainability of local care markets.....11

Population profiles and commissioning intentions.....14

How to get in touch.....22

Appendices.....23

References.....26

Foreword

Croydon Council is pleased to introduce our Adult Social Care & Health Market Position Statement. The development of this document represents the start of an ongoing discussion between the Council, our partners, people accessing services and providers of care and support to ensure we are offering and delivering quality provision and best outcomes for the people of Croydon.

Due to an ageing population, people living longer with more complex needs and significant financial constraint across health and social care nationally, we are facing unprecedented challenges across the system.

Locally, Croydon Council has also had a couple of really challenging years and continues to work hard to be able to deliver financial sustainability. As a

result, we need to work differently with providers, need innovation in the models of care available and build capacity in our communities to help meet the needs of our residents and enable them to remain living independently in their homes and communities.

To improve our collaborative work together, we want to hear from you about any ideas you have to improve the services we deliver to our residents. We host provider forums three times a year where you can have your say and at the end of this document you will find contact details to get in touch with us.



Annette McPartland

Corporate Director for Adult Social Care & Health



Introduction

Croydon's Market Position Statement (MPS) identifies the key changes that are likely to impact our local service providers over the next few years, giving information on changes in demand and future opportunities crucial to Adult Social Care service provision in Croydon.

Croydon's MPS is primarily useful for providers of Adult Social Care services across the private, not-for-profit, voluntary and statutory sectors. We anticipate significant movement in all markets over the next 5 years due to policy and population changes, against the backdrop of the continued financial pressures facing all local authorities.

To operate within these challenging parameters, commissioners recognise that information, knowledge and experience from service providers is key to developing a shared understanding of market capacity and resilience.

Croydon is committed to stimulating a diverse and active market for Adult Social Care services. Our aim is to develop strong relationships with people accessing services and the providers of those services. We want to work together to co-design creative and adaptive solutions around future service model delivery that respond well to anticipated marketplace and demographic changes.

Croydon is facing a number of challenges in relation to service delivery:

- **an ageing population** - people are living longer and living increasingly more years with ill health requiring care and support.
- **difficulties in the recruitment and retention of a social care workforce** - with the skills, competencies and capacity needed to deliver the care and support that people require.

- **a shift to prevention of ill health and improving wellbeing** - the need to change from health and social care systems that have been primarily focused on, and resourced to, support people when they became ill or are in crisis.
- **a need to deliver more with less resource** - requiring us to think differently about the types of services commissioned and how we use system wide resources most effectively. Innovation will be the key to continuing to meet people's needs against this backdrop.

However, Croydon also has a number of important strengths:

- **a strong and stable market** - the regulated quality and depth of provision in the borough is good.
- **effective engagement and relationships with the market** - built over many years, working relations and engagement mechanisms are strong.
- **a shared passion for Croydon** - evidenced throughout the pandemic, when people, providers and communities came together to respond to an unprecedented challenge, demonstrating our ability to collaboratively support the people of Croydon.

Strategic direction - our vision for Adult Social Care & Health

The latest population estimates show that the total population of Croydon is 390,800 people, which is now the largest population of the 32 London boroughs (Census Data 2021). Around 13.6% of our residents are 65 years or over. Croydon's population is growing and expected to reach just under 500,000 by 2050. This growth in population and demand, means we need to find new ways of working to support people and enable them to live in the most independent way possible. Our ambition is to work together with partners to deliver value for money while meeting people's needs by:

- managing demand, to ensure we are supporting the right people at the right time;
- reshaping what we offer and what we commission to promote independence and step down when possible; and
- securing new investment to help us deliver the reshaping required.

[Croydon's Adult Social Care and Health Strategy](#) is underpinned by the Care Act 2014 and sets out our vision which is to **“enable people to live in a place they call home, with the people and things that they love, doing the things that matter to them in communities which look out for one another”**.

Our services will focus on helping people live as independently as possible. We will explore what technology can be used to support people to stay in their own homes and focus more on what people can do rather than what they can't.

We are adopting a 'layered' model (Figure 1) - designed to ensure that people can get the right level

and type of support, at the right time to help prevent, reduce or delay the need for ongoing support and to maximise people's independence.



Figure 1: Prevent, Reduce, Delay model

Our model for Adult Social Care is underpinned by a set of principles (Figure 2) which aim to deliver:

- Person centred care: individuals in receipt of support and care are at the centre of decision making regarding their care.
- Right support: ensure that the support people receive delivers the right outcomes for individuals and any risks are managed appropriately.
- Right time: early intervention where possible, regular review and assessments to avoid escalation to statutory services.
- Right place: care provided in the least restrictive way, closer to home and promoting independence and move on where appropriate.



Figure 2: Design Principles

Alongside our Adult Social Care Strategy, we are working with our colleagues in Health to deliver the [Croydon Health and Care Plan \(2022-24\)](#) which sets out the approach for improving health and wellbeing in Croydon. We know that too many services are focused on supporting those in crisis or those with the most acute health and social care needs. We want to change the way we work as a system to support people to stay well for longer and avoid people becoming acutely unwell. Through our newly established [Integrated Care Board](#), we are working with health partners to jointly commission services; using resources to best effect, reducing duplication and investing money in provision that meets our stated priorities.

In September 2021, the Government set out [plans to reform adult social care](#) in England. It said that £5.4 billion would be used to fund the reforms between 2022/23 and 2024/25. The funding was initially planned to come from the new Health and Social Care Levy, but in September 2022 the then Government announced the levy would be cancelled.

The Government originally proposed that the adult social care charging reforms would be implemented from October 2023. However, at the Autumn Statement 2022, delivered on 17 November 2022,

the Chancellor announced that the reforms would be delayed for two years until 2025 and that it would be changing the priorities for the previous planned funding for 2023/24 + 2024/25 away from the ‘reforms’ and towards supporting hospital discharge and dealing with other ‘day to day’ pressures in Adult Social Care, therefore, allowing local authorities to provide more care packages. More information on Croydon’s work to date on adult social care reforms can be found [here](#).

Key messages for the market

Key messages from commissioners:

- **Early intervention and prevention** – we want to work with communities and organisations who prevent and reduce demand for statutory services, ensuring that people are in receipt of the right level of provision for a time-limited period to enable them to continue living independently.
- **Equity of access** - we want to work with providers to tackle inequalities in access to health and social care provision, ensuring people can access support when and how they need it.
- **Promoting independence** - where formal care services are required, commissioners want to work with providers to design interventions that focus on maximising independence and reducing or eliminating the need for long-term service provision. Where people do need longer term services, the focus will still be on enabling the person to retain or regain as much independence as they can while ensuring that they remain safe.
- **Personalisation** - we want to give more people choice and control over how they spend their personal budgets by improving our Direct Payments offer and developing a network of micro and local service provision for individuals to purchase, including self-employed Personal Assistants.
- **Resilient social care workforce** - we want to support providers to improve the quality of the workforce (recruitment and retention), and develop the right skill mix to support people with varying levels of need and different cultural requirements. Croydon Council is currently supporting providers with 'Proud to Care' a recruitment campaign which aims to promote the variety of roles and career progression routes on offer within health and social care, and have partnered with Croydon Works to offer a free recruitment service directly to

Croydon Care providers – see www.croydonworks.co.uk for further details.

- **Care close to home** - we want to work with the market to ensure that the care and support on offer within our borough means people do not need to be placed into out-of-borough provision.
- **Quality service provision** – we want to work with services that are high quality, deliver value for money, offer choice and deliver the best outcomes for the people of Croydon.

In 2022/23, we introduced a renewed and refreshed approach to how we engage providers of care services. To enable us to begin discussing the work we want to do with providers in the coming months and years, we have established three provider forums that meet three times a year, usually in February/March, May/June and September/October. They are for the following market segments:

- domiciliary care (18+)
- older people (65+)
- working age adults (disabilities and mental health).

These forums will not only be an opportunity to share information about the direction of travel in all of the above service areas but will also give providers better insight into the council's commissioning framework, recruitment and retention plans, and; commissioners better insight into the challenges providers face and shared opportunities for service development.

More information about upcoming forums and corresponding action plans can be obtained by contacting the relevant commissioning team, see the section entitled, 'How to get in touch'. The Older

People & Carers Commissioning team manages the Domiciliary Care and Older People Provider forums whilst the Mental Health and Disabilities & Autism Commissioning teams manage the Working Age Adults Provider forum. We are currently creating a Provider web page on Croydon Council’s website which will house this information and much more.

Key messages from providers:

Feedback from providers following initial forums indicates providers would welcome:

- **increased transparency** from the Council about ways of working and who to contact when issues arise,
- **working together and being involved in decision making** rather than being done to, which is the current perception,
- **an increased understanding** about how the council commissions care services,
- **increasing rates of pay** so providers can adequately recruit and retain staff.

Key messages from residents:

Residents have said that they value:

- **good quality affordable care** delivered by knowledgeable, reliable, and professional carers, that adds social value to the community.
- **accessible and flexible respite** offer for carers.
- **support and training for carers** who are looking after family members in their own homes, especially with regards to dementia.
- **a holistic and personalised approach** to care – characterised by inclusivity.

Demographic Pressures

One of the main drivers of demand for social care services is population increase, especially in the over 75 age group. In the next 20 years the number of people aged over 75 in Croydon is projected to increase by 12,500 people, see figure 4. Of those people, the over 85 age group is expected to increase by 5,000 people.

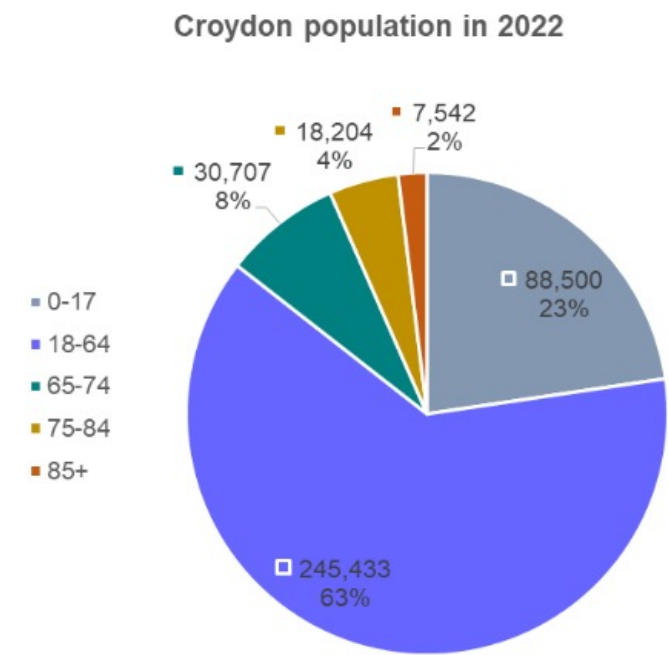


Figure 3: Croydon Population 2022

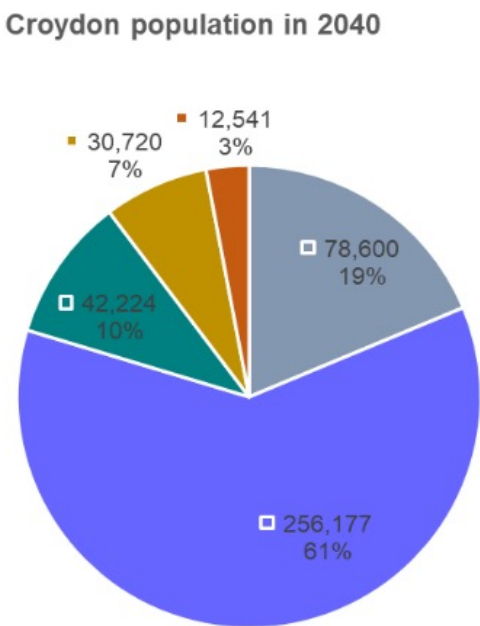


Figure 4: Croydon Population 2040

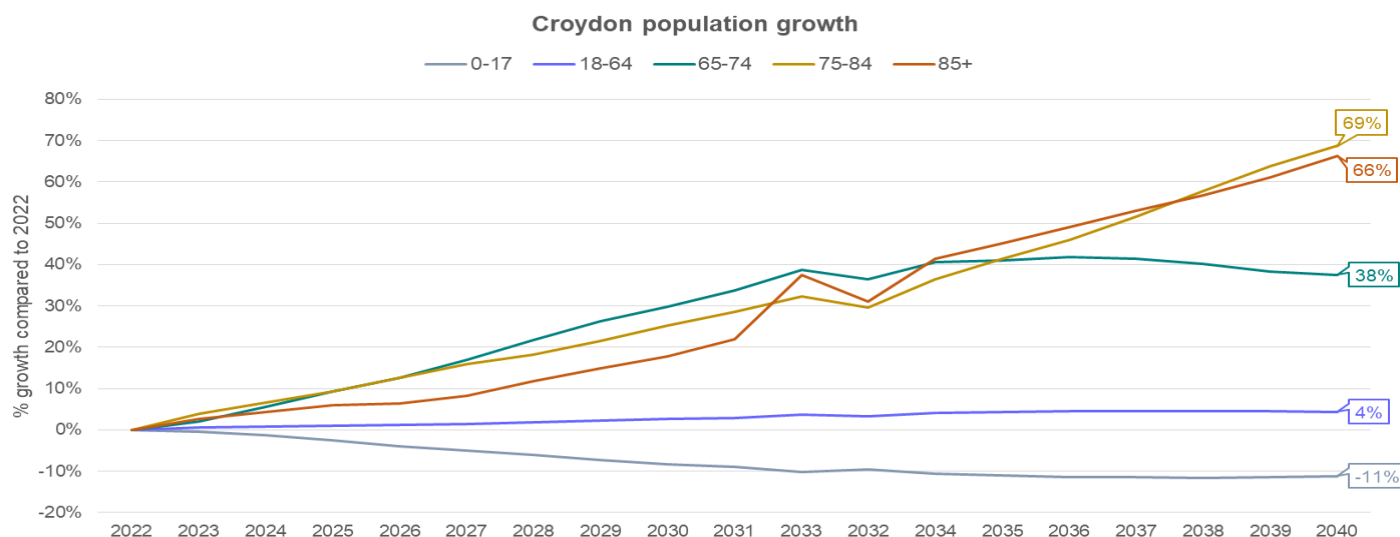


Figure 5: Croydon Population Growth

At the same time, the population of people aged 18-64, from which social care staff and many unpaid carers will come from, is projected to decline slightly. The pressures of an ageing population coupled with a relatively static and potentially decreasing pool of people who could provide paid and unpaid support to them is clear. Figure 5 illustrates future projected population increases across the different age bands.

Dementia is a key issue for Croydon with 3,597¹ people over the age of 65 said to be living with this condition in the borough and 2,692² registered as having confirmed a diagnosis. There is the expectation of an increase in people diagnosed in the years to come due to an increasingly ageing population and the drive to diagnose dementia earlier. This will be a key driver of social care demand, primarily in the older people's care market, but also impacts learning disabilities, autism and mental health services catering for older people requiring care and support.

We are working with the Alzheimer's Society and health colleagues to co-produce a dementia strategy for Croydon which will support our drive to become a Dementia Friendly Borough. A steering group of key stakeholders has been established and will

report into the Mental Health Programme Board and Health and Wellbeing Board. The combination of a good diet, regular exercise, cognitive reasoning exercises, and assistive technology, such as telecare that can help a person remain safe, all appear to contribute to the well-being of a person assessed to have dementia. We need to ensure our dementia strategy will focus on prevention foremost and support people (and their carers) to remain at home rather than people entering residential or nursing care unnecessarily.

Other health factors and deprivation contribute to demand for health and social care. There is evidence of greater complexity of need as a result of more children and young people surviving into adulthood with more complex needs. This has seen increases in demand from children and young people for social, emotional and mental health support as they transition to adults' services. People with disabilities and complex needs are experiencing greater life expectancy so are requiring services for longer. We are keen to work with providers who understand the principles of enablement and maximising independence, and offer intervention and services on that basis.

Current Demand for Services³

The number of new requests for support received in Croydon from those aged 18-64 increased during 2020/21. This is partly down to pandemic pressures but also due to policy changes. Compared to 2015/16, the number of referrals from those aged 65+ fell by 10% while increasing by 313% in those aged 18-64 (Figure 6).

The number of Croydon clients accessing long-term support has fallen slightly in recent years, a 10% fall compared to 2015/16. This drop is consistent

across the age groups. The number of Croydon clients accessing long-term support in a community setting has fallen, while those being supported in a nursing or residential home has risen (see Figure 7). The latter is a trend that we are keen to reverse as we believe that there should be a stronger focus on the assets that a person might have to assist them in meeting their needs through personal, family and community resources, relying less on the formal care system, where appropriate.

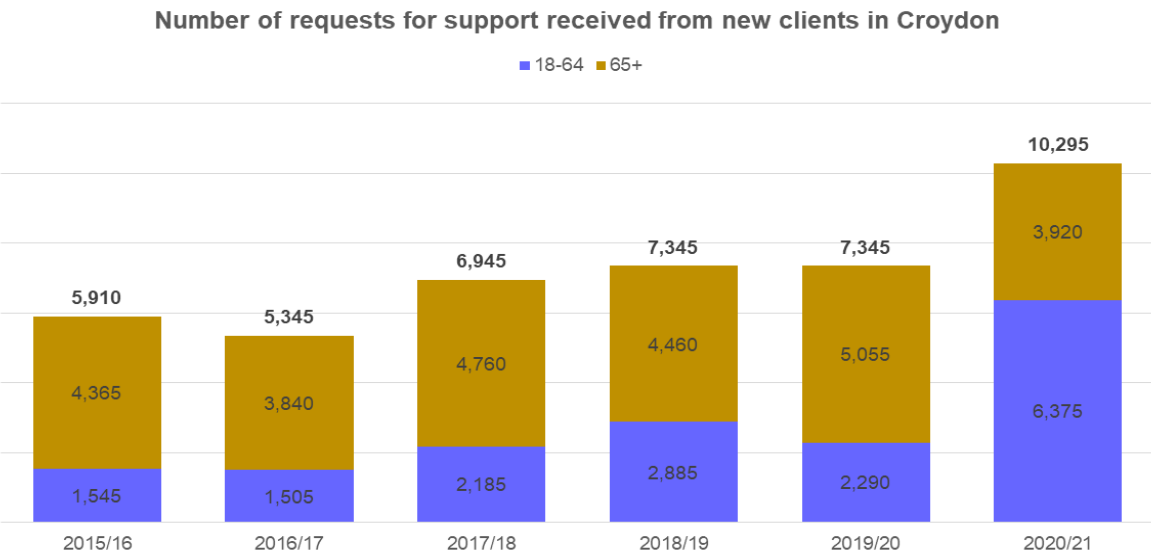


Figure 6: Number of new referrals by age

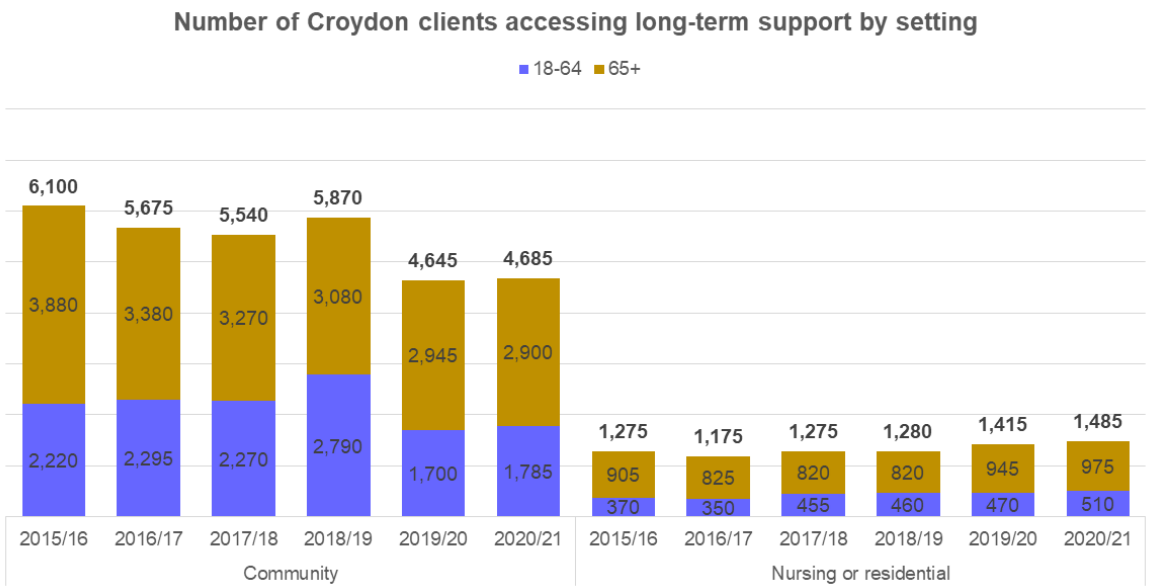


Figure 7: Number of clients accessing long-term support by setting

Sustainability of local care markets⁴

Croydon has a large care market in comparison to neighbouring boroughs, and is a net importer of placements into that market which puts a huge financial pressure on social care and health provision in the borough. We will be working with our neighbouring authorities to better manage the flow of placements into Croydon. No additional provision is required but a shift in the type of provision to ensure we have alternatives to bed-based care is needed.

Domiciliary care (18+)

Supply

There are currently 138 registered domiciliary care providers in Croydon. Of these, 4 are registered to provide nursing services. Croydon has a Dynamic Purchasing System (DPS) which is the current commissioned way of placing domiciliary care packages within the borough. The home care market is large, with more provision than required, but there are some gaps in provision around:

- the south of the borough where public transport is limited and parking restrictions apply,
- providers who can support complex needs/behaviours,
- carers with broader training/skills, including Stoma Care and peg feeding,
- providers offering male carers and who can accept double handed packages,
- carers with the ability to speak to residents in their own language (including BSL) as well as offering culturally tailored services.

Quality⁵

Of the 138 agencies registered with the Care Quality Commission (CQC) in Croydon:

- 33 agencies have not yet been inspected by CQC
- 1 insufficient evidence to rate
- 2 rated Inadequate
- 13 agencies rated Requires Improvement
- 88 agencies rated Good
- 1 agency rated Outstanding

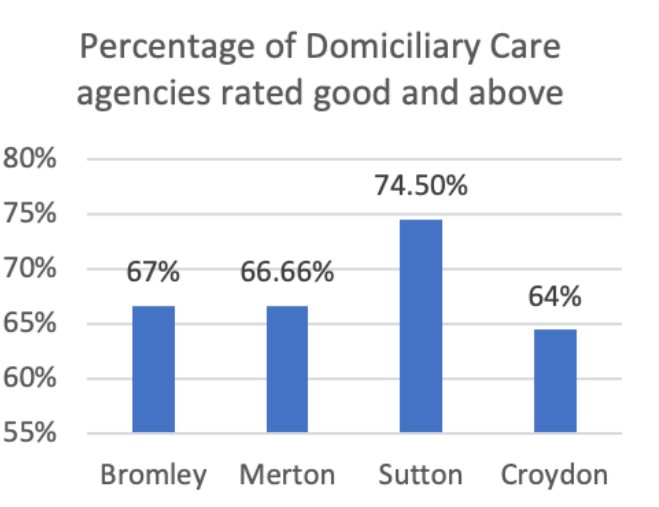


Figure 8: Domiciliary Care agencies rated as ‘good’ or above (%)

Neighbouring borough comparative data, shows that provision in Croydon is of a good standard in comparison to other boroughs:

Borough	Number of Domiciliary Care providers
Bromley	78
Merton	54
Sutton	5
Croydon	138

Table 1: Borough comparison table, Dom Care

Residential and Nursing (18+)

Supply

Croydon has the largest care market in London (and is a net importer of placements into care homes), with 124 registered care homes made up of 92 residential and 32 nursing homes. 76 registered care homes are for working age adults, these are made up of 74 residential and 3 nursing homes. 1,594 of the 2,933 beds available across the borough are nursing beds, however there is a noted need for more affordable nursing placements. Whilst there is a large bed base, for older people we have gaps in provision around:

- standard nursing beds willing to accept ‘usual market rates’.
- nursing beds for people with more complex needs, including behaviour that may challenge.
- residential care beds for people with more complex needs, including behaviour that may challenge.
- respite provision.

Quality⁶

Of the 124 care homes in Croydon registered with CQC:

- 2 not yet inspected
- 1 rated Inadequate
- 18 rated as Requires Improvement
- 101 rated as Good
- 2 rated as Outstanding

Percentage of homes rated good and above

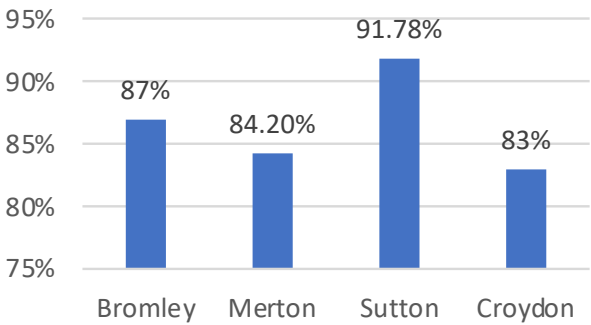


Figure 9: Care Homes rated as ‘good’ or above (%)

The quality of the provision within Croydon is of a good standard, especially with its size in comparison to other local boroughs.

Borough	Number of Care Homes
Bromley	54
Merton	38
Sutton	73
Croydon	124

Table 2: Borough comparison table, Care Homes

Supported Living

Supply

Supported living provides people with individual tenancies, increasing their autonomy and providing more choice and control. Over the last decade, local authorities have moved away from the traditional 24-hour care services to a more community-based option. Croydon has a large care provider market and, as mentioned previously, is a ‘net importer of care’. Whilst there is a large ‘supported living’ supply within Croydon, we are acutely aware, as highlighted within other areas of this document, that there is a need to develop provision to better meet the needs of people with disabilities and mental

health conditions in our borough, and maximise opportunities for increased independence.

Quality⁷

There are 35 supported living services in Croydon registered with CQC:

- 7 have not yet been inspected
- 5 are rated as requiring improvement
- 23 are rated good, which represents 66% of all provision.

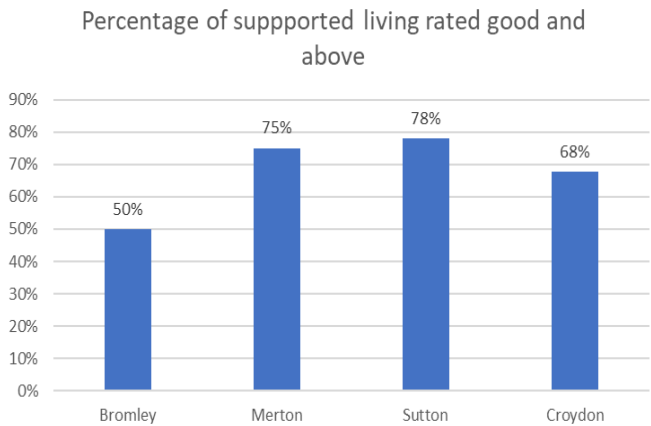


Figure 10: Supported Living rated as ‘good’ (%)

Borough	Number of Supported Living providers
Bromley	78
Merton	54
Sutton	51
Croydon	35

Table 3: Borough comparison, Supported Living

Direct Payments

Direct Payments give residents and carers more flexibility over how to arrange their care. People can opt to receive payments from the local authority to buy the care they need. As a result, they will be able to exercise more control and increased choice over who provides their care. We would like to expand the Direct Payments offer, particularly in relation to micro-enterprises and Personal Assistants, to more

residents in the future and are currently exploring how we can increase the uptake.

The largest uptake of Direct Payments is set out by client group below:

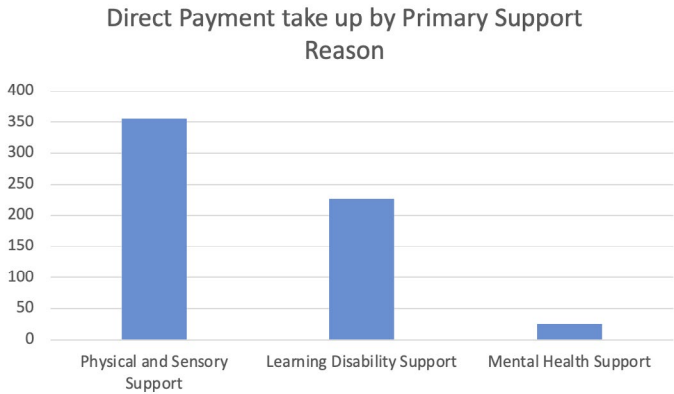


Figure 11: Number of Direct Payments take up by Primary Support Reason

Market Support

Croydon’s Quality and Market Management Team carry out quality visits to all CQC registered Care Homes, Supported Living services and Domiciliary Care agencies in Croydon as well as those we directly commission. The purpose of quality visits is to ensure all services are delivering a good standard of care and support to Croydon residents. The team also works closely with various partners and professionals across Adult and Social Care & Health to provide support and guidance to providers, where appropriate. Contact details for the team are as follows: Carequality@croydon.gov.uk

Population profiles and commissioning intentions

Children & Young People Transitioning to Adulthood

Population Profile

- In 2022, an estimated 25% of the whole Croydon population will be children and young people (CYP) aged 19 and under. In May 2022, Croydon recorded 379⁸ open cases for Children with Disabilities (CWD) accessing our services. When these children reach 18, almost all of them will move into the Transitions service.
- There are approximately 7000⁹ CYP registered as requiring Special Educational Needs (SEN) support, and requests for assessments continue to rise. As of June 2022, just over 3700 CYP had Education Health and Care Plans (EHCPs) and this number continues to rise, with the predominant needs relating to communication, behaviour and mental health – the latter remaining a priority. The number of CYP with complex needs (requiring specialist provision/specialist medical and Occupation Therapy equipment/specialist nursing support) continues to rise.
- In September 2021, we recorded over 300¹⁰ young adults (18-25) in the Transitions Service (25% over 25). Within the current cohort, nearly 60% are male and nearly 75% have a learning disability. Just under 40% of these young adults receive Direct Payments.

Emerging demand

- Autism Spectrum Disorder (ASD) continues to present care issues, particularly with boys at puberty when families often require extra help. Therefore, there is a demand for experienced and skilled staff who can support these children in the community, and potentially into adulthood.
- There are a significant number of young people

with mild and moderate emotional and mental health needs that do not reach the threshold for CWD, and such needs will potentially persist into adulthood.

- The need for support for single parent families who care for CWD alone and often into adulthood. Whilst there is respite care for CWD and their families whilst they are under 18, there is a gap in provision for respite care for families of people with disabilities aged 18+ who are living at home in Croydon. Therefore, there is a need for respite care for people after they transition into adulthood.
- 29 of our registered providers provide supported living services to over 40 young adults in Croydon. Our young adults also access a combination of day care, shared lives, reablement, respite, residential and domiciliary care services.
- Over the next 2 years, nearly 90 young people will be ready to join the Transitions Service from CWD teams.

Commissioning Intentions

- Enabling service-users and their family/carers to have a clearer understanding of the Transitions process, with our intention to begin the “planning” stage earlier. This will ensure that young people have a much clearer plan in place before their 18th birthday.
- We are committed to offering a clear respite offer for our young adults (18+), incorporating overnight opportunities, day opportunities and community outreach offers.
- We are mapping available resources in the Voluntary, Community & Faith Sector (VCFS) to support people with mild and moderate learning disabilities to continue being a valued part of their local communities.

Population Overview

- According to Census 2021, 28,831 Croydon residents (7.9% of the population) provide some form of unpaid care. 49.8% of unpaid carers in Croydon provide up to 19 hours of care per week; 27.2% provide 50+ hours of care per week (Figure 12).
- Results from the Survey of Adult Carers in England (SACE) 2021-22 highlighted that in Croydon:
 - Excluding carers that had not received support or services, 20.7% carers felt they were very or extremely satisfied with the support or services they and the person they care for have received from Social Services, which contrasts to 32.4% in 2018-19.
 - The proportion of carers who felt they have as much social contact as they want, with people they like increased from 22.3% in 2018-19 to 25.8%.

- 52% of carers have accessed support for information and advice. 40.9% of carers reported they found it fairly difficult or very difficult to find information and advice about support, services or benefits. Only 51.5% of carers found the information and advice they received helpful.

Emerging Demand

- Based on local data, an estimated 792 young people (66% under 18's) are registered with the young carers service in Croydon. The largest concentration of young carers is in the CR0 area with the most likely source of new referrals being schools and social care.
- VCFS organisations working closely with carers in Croydon have highlighted an emerging number of new carers, especially those who are caring for people with long-term post Covid-19 conditions. Our aim is to continue to identify carers at an early stage, assess their needs and offer them support appropriately to prevent, reduce and delay future needs for support.

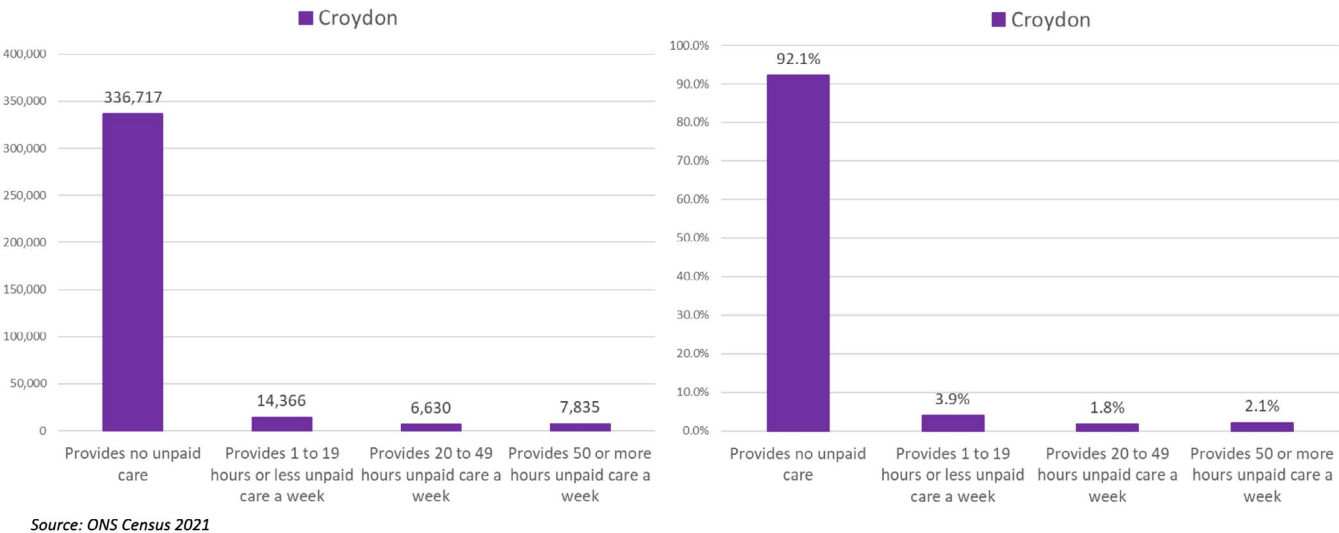


Figure 12: Provision of unpaid care in Croydon, Census 2021

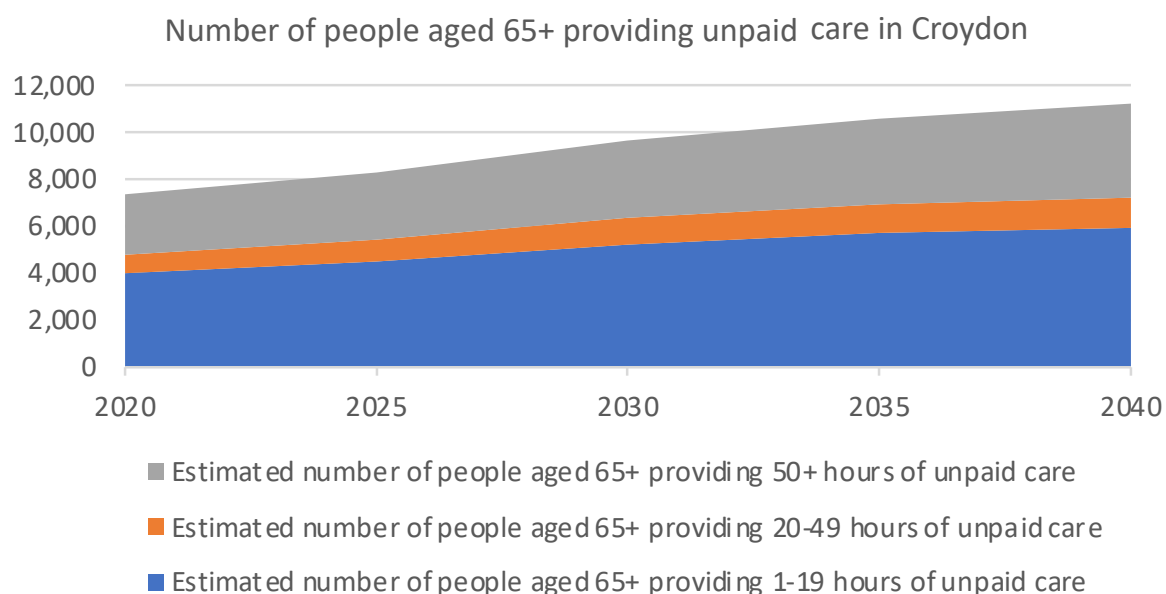


Figure 13: Number of people aged 65+ providing unpaid care in Croydon, projected to 2040¹¹

Commissioning Intentions

- As you can see from Figure 13 above there is expected to be a substantial increase in the numbers of unpaid carers over the next 20 years in Croydon. The Council is therefore committed to supporting unpaid carers to maintain their health and wellbeing.
- There are a number of activities that we are currently pursuing to better support carers:
 - We are updating our Carer's strategy in partnership with our stakeholders.
 - We are recommissioning our Carer's contract, within which respite services will be included, and are also exploring a joint-commissioning opportunity for an all-age service. We know from feedback from people using our services that they value a range of methods being used in order to engage with provision, especially when undertaking a carers assessment; where they have the opportunity to talk about their caring role and get the right support and information to support their role as a carer.
 - We are improving access to information and advice about support services available to carers on our Council website, ensuring content is up to date.

Older People

Population Overview¹²

- Latest population estimates show that 14% of Croydon residents are aged 65 or over. By 2040, the adult population is expected to increase by 13%, with most of this rise being seen in the 65+ population, by 2040 it is projected they will make up 20% of the Croydon population.
- As mentioned previously, it is projected that the number of older people who need care will increase and by 2040, the number of older people (65+):
 - Who live alone will increase by 55% and those living in a care home with or without nursing care will increase by 51%.
 - Who will be unable to manage at least one mobility activity on their own will increase by 54%.
 - Who have a limiting long-term illness whose day-to-day activities are limited a little will increase by 51%.
 - Who have learning disabilities (incl. Down's syndrome and autistic spectrum disorders) are predicted to increase by 50%.

- Croydon has a diverse 65+ population, made up of 33% non-white/BAME residents, and a variety of languages spoken. Feedback from service users and brokerage demonstrates a lack of provision catering to culturally specific needs in the care market, especially with care and support in the home. We are exploring how we can do this better through our existing commissioning arrangements.

Ethnicity 65+ Population (%)

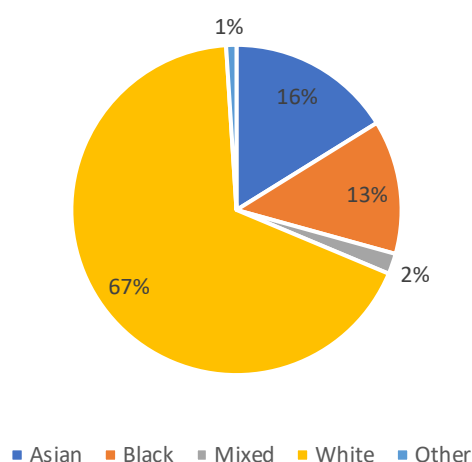


Figure 14: 65+ Population by Ethnicity¹³

Emerging Demand

- We are anticipating a significant rise in the numbers of people who will require support to enable them to live well with dementia, in their own home and communities.
- Levels of frailty are increasing following hospital discharge, requiring additional support in the community.
- We are seeing an increased need for specialist support for people with challenging behaviours.

Commissioning Intentions

- We are assessing future contracting mechanisms for care provision, e.g. “Approved Provider” frameworks, establishing agreed rates for provision, considering geographical, locality-based commissioning mechanisms.

- We are exploring options to move to outcomes-based commissioning for domiciliary care.
- We are working with health colleagues to develop an improved reablement/rehabilitation offer to help people stay independent for longer. We are also scoping out options for trusted assessor models.
- We are engaging with health colleagues, VCFS organisations and people using services to co-produce a Dementia Strategy for Croydon.
- We are reviewing the approach/demand for ‘Extra Care’ in the borough, to ensure we have effective alternatives to residential care.
- Croydon already has a large care home market; we do not wish to extend our market any further but want to explore how we can work with the market to offer placements that are ‘in need’, i.e. residential and nursing beds for people with complex needs, and respite provision.
- We are reviewing our funding protocols to ensure people receive appropriate funding to meet their needs.
- We are working on supporting the care market with recruitment, retention, and development of skills to improve the versatility of the available provision in the borough and are scoping employment opportunities/apprenticeships for people with lived experience to become social care workers.
- Work with partners to ensure a holistic end of life care offer.

Physical Disabilities and Sensory Impairments

Population Overview¹⁴

- By 2040, the number of people aged 18-64 predicted to have specific physical disabilities, long-term conditions, and sensory impairments will increase across Croydon. To meet demand in Croydon, the majority of CQC registered services for physical disabilities and sensory impairments are for domiciliary care and extra care.

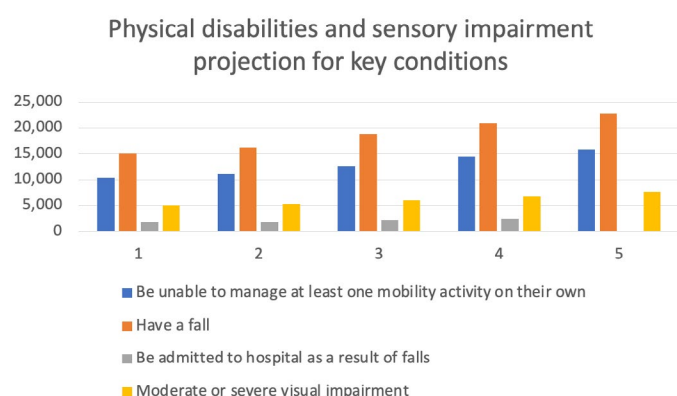


Figure 15: Projections for key conditions

Emerging Demand

- We are expecting a small increase in the numbers of people with physical disabilities requiring support, largely as a result of a stroke.
- Whilst we are anticipating a small decrease in the number of people living in Croydon with a vision impairment, we are anticipating a small increase in the numbers of people living with hearing loss.

Commissioning intentions

- We are assessing options to enhance our reablement service delivery to maximise people's independence.
- We are seeking to understand the appropriate interventions required to reduce "social" admissions to hospital.

Adults with Learning Disabilities, including Autism

Population overview¹⁵

- ASCH currently supports 288 people with a learning disability and 193 people are diagnosed Autism.
- The number of 18-64 years olds with specific learning disabilities in Croydon is predicted to remain approximately stable over the next 20 years.
- The number of people aged 65+ with moderate or severe learning disabilities or ASD in Croydon is predicted to increase over the next 20 years.

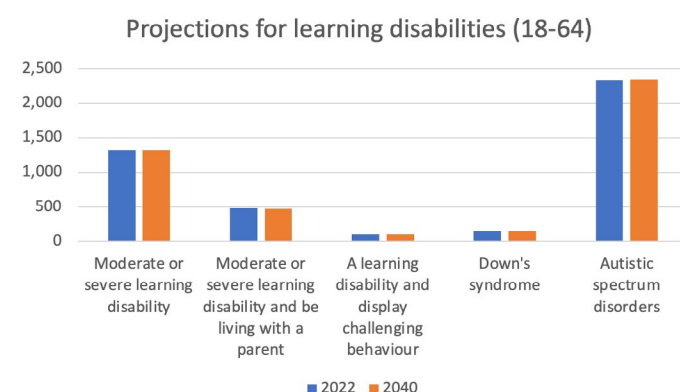


Figure 16: Projections for learning disabilities (18-64)

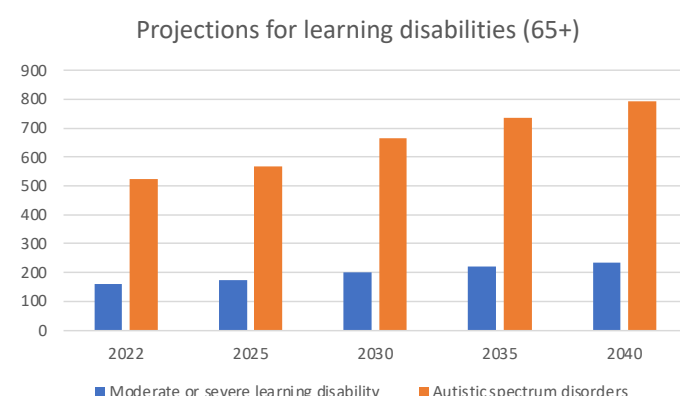


Figure 17 : Projections for learning disabilities (65+)

Emerging Demand

- We are seeing an increase in the numbers of people being assessed and diagnosed with Autism, some of whom will require support from health and/or social care.
- There is an increase in the numbers of people with a dual diagnosis, and in the numbers of people with challenging behaviours.
- There is a need for additional outreach and floating support to enable people to live in their own homes, maximising their independent life skills and access to the community.

Commissioning Intentions

- Work with our Transitions Team to better plan and prepare with people who will become eligible for adult social care and support after they turn 18.
- Explore options for increasing educational and supported employment opportunities for working age adults with a diagnosis of Autism and/or learning disabilities.
- Work with Public Health to refresh the current Autism strategy.
- Review the pathways for people with Autism and dual diagnoses.
- Work with our Market Management Team to improve market oversight of supported living settings.
- Enhance the enablement offer and step-down pathway, including development of our Active Lives service.
- Work with our Housing teams to create and manage an appropriate disability and adaptation register.
- Develop our future assistive digital technology offer, including the provision of fall monitoring equipment.
- Review the sensory impairment pathway to inform future commissioning intentions.

Adults with Mental Health Needs

Population Overview¹⁶

- 45,387 people (aged 18 – 64) are expected to have a common mental health disorder in 2022. Modelling predicts this number will stay relatively consistent for the next 5 years. The most prevalent issues impacting on mental health disorders are expected to relate to:
 - Survivors of childhood sexual abuse
 - Two or more psychiatric disorders
 - Anti-social personality disorder
- We are expecting to see an 11% increase over the next 5 years in the number of people aged 65+ suffering from dementia, depression and severe depression. Figure 18 shows the number of people aged 65+ predicted to have specific mental health issues in Croydon:

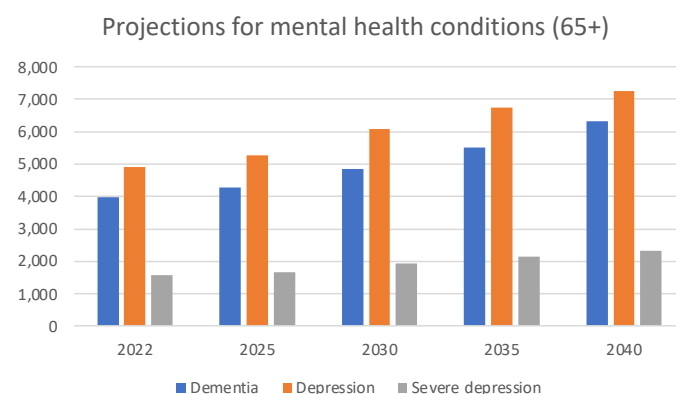


Figure 18: Projections for specific mental health issues (65+)

Emerging Need

- Currently, there is an increased need for self-contained properties for people to step down to from residential and higher supported living schemes. There also continues to be a need for providers who can support people with complex needs and dual diagnosis.
- We are aware of the need for improved pathways for young people transitioning from child mental health services to adults.
- We will work with local communities to address barriers experienced by specific cohorts. This includes working with the Ethnicity & Mental Health Improvement Programme (EMHIP), to reduce disparities and bring about change for Black, Asian, and minority ethnic people in mental health care.
- We will increase primary care collaboration to bolster our early intervention offer and support people to access physical health as well as mental health support.
- Addressing the emerging mental health needs of Croydon residents will require ongoing work with partners and local communities.

Commissioning Intentions

- We will continue to work to step down people to the least restrictive care setting. This may include moving people from residential care homes into less formal care settings. We will work with partners to ensure this is done safely and with adequate support.
- We will continue to explore alternative housing options for people, including Shared Lives and extra care schemes.
- The Mental Capacity Act 2005 act is currently being reviewed and one of the key features is a change to the Deprivation of Liberty Services (DoLS). The new Liberty Protection Safeguards (LPS) will bring significant changes to who is entitled to

advocacy services as well as promoting as much independence and freedom to clients as possible. Newly commissioned Advocacy services will need to be mindful of these changes and be reflective of the new practice.

- Map the current mental health providers operating in Croydon to ensure adequate market oversight and to ensure effective market engagement and shaping.
- Work with system partners to support mental health transformation and the health inequalities programme.
- Work with providers of housing with care schemes to manage void levels.

Adults with Substance Misuse Needs

Population Overview¹⁷

- In 2019/20, a total of 1,330 Croydon adults were in specialist drug and/or alcohol treatment.
- For the same timeframe, there were an estimated 5,300 dependent drinkers and users of opiates and/or crack in Croydon.
- In 2020, a needs assessment was carried out for adults in treatment. 65% of adults in treatment were male, and 30% were in their 30's. Of those in treatment, 54% (n. 721) were new presentations to treatment in the year. Over a fifth of all Croydon adults in treatment in 2019 left treatment successfully and did not re-present for more treatment within 6 months of their exit.

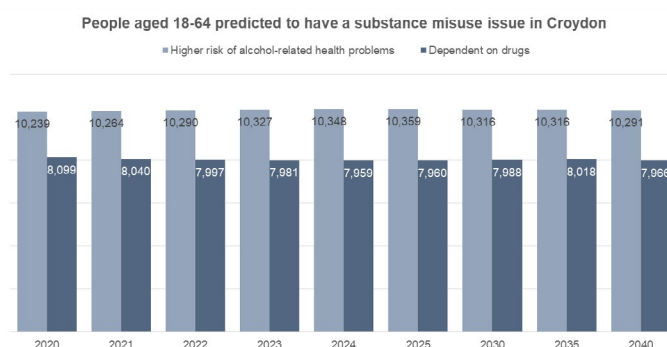


Figure 19: Substance misuse estimates (18-64)

Emerging Need

- Increasing numbers of people are seeking support for alcohol treatment needs.

Commissioning Intentions

- The current service has been commissioned until October 2026 and there is no intention to re-commission before that date. During the coming year, there will be a review of the service delivery to identify any changes that might be needed to meet specific demands.

Sexual Health

Population Overview¹⁸

- Chlamydia detection rates decreased by approximately 40% in 2020 but remain higher than the England average and on par with the London average. Prior to 2020, these rates were higher than England and London rates. Croydon has a high level of sexual health needs.
- Teenage conceptions have continued to decrease in a long-term trend and are on par with London and England rates.
- Terminations of pregnancy remain high and are higher than both London and England averages.
- HIV late diagnosis increased over the 2018-2020 period, changing a slight decreasing trend from previous years. These remain higher than London and England averages.
- Total prescribed LARCs decreased in 2020 although they remain slightly above London average and slightly below England average.

Emerging Need

- Since the pandemic, demand for in-clinic services has grown but is still lower than in the pre-pandemic period. On-line testing services continue to experience a higher level of demand.
- Demand for primary care sexual health services also decreased during the Covid-19 pandemic

and have increased since, with a review of the commissioning of these services delete further exploring demand and how this can be met.

Commissioning Intentions

- Public Health is considering and assessing any gaps in service provision for living with HIV support, and the results of this review may involve further commissioning work.
- Croydon is part of a Pan-London HIV Prevention programme. The provision of sexual health services through primary care partners is in the process of being extended for 2 years, with the intention that a review of these arrangements and the best way to commission these services in the future will be conducted. This is likely to involve commissioning capacity to support the review and to implement any changes brought about by the review.
- The data for 2020 shows a decrease in contact with Integrated Sexual Health Service (ISHS) and other SH services due to the pandemic. It will be a key task for the transformation plan to ensure both recovery and improvement.

Healthy Behaviours

Population Overview¹⁹

- In 2021/22, the number of people who received an NHS Health Check in Croydon was slightly lower (2.7%) than the London average (5.8%). This is a slight increase from 2020/21, where 0.4% of people received an NHS Health Check in Croydon (Fingertips, PHE).
- In 2020/21, 27.2% of people in Croydon were classified as obese. This is nearly 10% higher than the London average (19.5%), and an increase from 2019/20 of nearly 10% (Fingertips, PHE).
- In 2020/21, smoking prevalence in adults was estimated by the Office for National Statistics at

7.8% in Croydon, which is lower than the London average (11.1%) and the England average (12.1%) (Fingertips, PHE).

Emerging Need

- Demand for healthy behaviours services remains steady currently, although reviews of how these services are best delivered will further investigate potential demand and take this into account for any recommissioning of services.

Commissioning Intentions

- Currently, primary care services are focused on Health Checks and healthy weight services. These are currently provided by General Practices, Community Pharmacy and commissioned services. These services are intended to be contracted until 31 March 2024. In the period until then, the Public Health & Commissioning team will be looking at options for redesigning the implementation of the community contract for implementation in April 2024.
- There is also an intention to assess the options for provision of the LiveWell service.

How to get in touch

- For the Older People & Carers Commissioning Team: OPcommissioning@croydon.gov.uk
- For the Disabilities & Autism Commissioning Team: Disabilitiesandautism@croydon.gov.uk
- For the Mental Health Commissioning Team: MentalHealthCommissioning@croydon.gov.uk
- For the Public Health Commissioning Team: PublicHealthCommissioning@croydon.gov.uk
- For Market Support with a Care Home, Supported Living or Homecare Provider: Carequality@croydon.gov.uk

Appendices

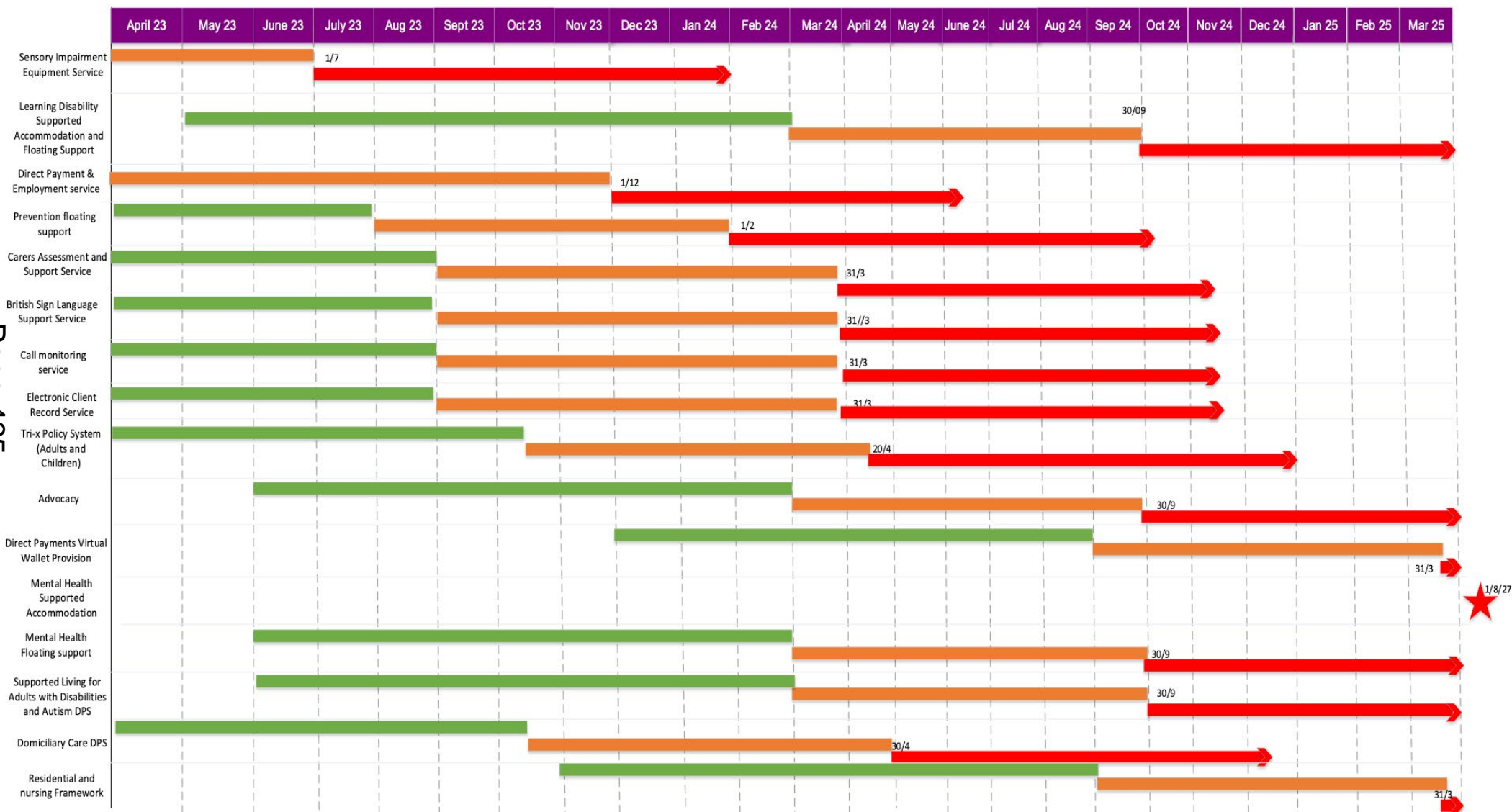
1. Commissioning Action Plan, aligned to the Market Position Statement (April 2023 – March 2025)

Purpose: To ensure the commissioning intentions set out in the Croydon Council’s Market Position Statement (2023) are driven forward with pace and purpose		
Actions	Owner	By when
1. Cross Cutting		
Support the care market with recruitment, retention and development of skills	Quality and Market Management Team	Ongoing
Working with neighbouring authorities to better manage the flow of placements into Croydon		Ongoing
2. Children and Young People Transitioning to Adulthood		
Map available VCFS resource to support people with mild and moderate learning disabilities	Disabilities Joint Commissioning Board	Jul 23
Develop a clear respite offer for our young adults (18+)		Sept 23
Review the current transitions pathway to ensure transitions planning starts early (age 14)		Oct 23
Explore options for increasing educational and supported employment opportunities for young people with a diagnosis of Autism and/or learning disabilities		Jan 24
Develop commissioning alternatives to residential care		March 24
3. Carers		
Review Carer’s pathway and assessment process	Older People’s & Carers Joint Commissioning Board	Aug 23
Improve access to information for Carers on Croydon’s website		Sept 23
Refresh Carer’s Strategy		Mar 24
Recommission Carer’s contract, to include respite services (all-age service to be explored)		April 24
4. Older People		
Enhance step-up and step-down pathway, including development of our Extra Care service	Older People’s & Carers Joint Commissioning Board	Sept 23
Co-produce the Dementia Strategy for Croydon		Oct 23
Scope options for Trusted Assessor models		Dec 23
Develop residential and nursing pathway for people with complex needs		Mar 24
Assess future contracting mechanisms for Older People’s provision		Mar 24
Develop an outcomes-based commissioning model for domiciliary care		Sept 24
Develop intermediate care offer with health partners		Sept 24
Work with partners to ensure a holistic end of life of care offer		Sept 24
5. Physical Disabilities and Sensory Impairments		
Scope appropriate interventions required to reduce “social” admissions to hospital (<i>cross-cutting</i>)	Disabilities Joint Commissioning Board	Jul 23
Review sensory impairment pathway to inform future commissioning intentions		Oct 24

6. Learning Disabilities		
Improve market oversight of supported living settings	Disabilities Joint Commissioning Board	July 23
Create and manage an appropriate disability and adaptation register		Sept 23
Review the pathways for people with Autism and dual diagnoses		Oct 23
Improve current pathway for accessing appropriate supported accommodation		Mar 24
Enhance the enablement offer and step-down pathway, including development of our Active Lives service		Mar 24
Improve our assistive technology offer to help people live independently		Mar 24
Review Direct Payments pathway and processes, and develop the market, to support increase in take-up		Mar 25
7. Mental Health		
Map mental health providers operating in Croydon	Mental Health Joint Commissioning Board	Aug 23
Work with providers of housing with care schemes to manage void levels		Dec 23
Explore alternative housing options for people including supported housing, Shared Lives and Extra Care		Dec 23
Ensure advocacy provision includes new Liberty Protection Safeguards and reflects new practice		Dec 23
Improve step down options and pathway to the least restrictive setting		Mar 24
8. Adults with Substance Misuse		
Implement additional interventions to meet the ambitions of the Combatting Drugs Strategy	Community Safety Partnership Board	Mar 24
9. Sexual Health		
Assess any gaps in service with respect to HIV support to inform commissioning intentions	Public Health Commissioning Team	Jun 23
Deliver Transformation Plan to improve sexual health service delivery		Jun 24
Redesign of Community Contract (cross-cutting)		Apr 24
10. Healthy Behaviours		
Assess and implementation of preferred option/s for provision of the Live Well service	Public Health Commissioning Team	Apr 24

2. Adult Social Care & Health Contracts Procurement Timeline April 2023- March 2025

Key: Pre Procurement Tender Contract Implementation



References

1. <https://digital.nhs.uk/data-and-information/publications/statistical/recorded-dementia-diagnoses>
2. <https://fingertips.phe.org.uk/profile-group/mental-health/profile/dementia/data>
3. NHS Digital Adult Social Care Analytical Hub: <https://app.powerbi.com/view?r=eyJrljoiNTY0ZTNhN2Y-tODg2ZS00OTlyLWI2MjltZTJiY2E5M2MxNTBmliwidCI6IjUwZjYwNzFmLWJiZmUtNDAxYS04ODAzL-TY3Mzc0OGU2MjllMiIsImMiOjh9>
4. Information as at February 2023
5. CQC data: <https://www.cqc.org.uk/about-us/transparency/using-cqc-data>
6. CQC data <https://www.cqc.org.uk/about-us/transparency/using-cqc-data>
7. CQC data <https://www.cqc.org.uk/about-us/transparency/using-cqc-data>
8. Internal Council data recording system
9. Internal Council data recording system
10. Internal Council data recording system
11. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
12. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
13. (Source: GLA. 2016-based Housing-Led Population Projections (%s from estimated 2022 population).
14. ANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
15. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
16. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
17. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
18. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>
19. PANSI: <https://pansi.org.uk/index.php>. POPPI: <https://poppi.org.uk/index.php>



This page is intentionally left blank

LONDON BOROUGH OF CROYDON

REPORT:	CABINET
REPORT TITLE:	Local Government & Social Care Ombudsman Report Finding of Fault causing Injustice and Report by the Monitoring Officer under section 5A of the Local Government and Housing Act 1989
CORPORATE DIRECTOR / DIRECTOR:	Debbie Jones, Corporate Director Children, Young People & Education Stephen Lawrence-Orumwence Director of Legal Services and Monitoring Officer Roisin Madden, Director, Children's Social Care
LEAD OFFICER:	Roisin Madden, Director, Children's Social Care
LEAD MEMBER:	Councillor Maria Gatland
KEY DECISION?	No
CONTAINS EXEMPT INFORMATION?	No
WARDS AFFECTED:	N/A

1. SUMMARY OF REPORT

- 1.1 On 29th November 2022 the LGSCO wrote to the Chief Executive Katherine Kerswell to confirm that after consideration of a complaint they had received, they decided to issue their findings as a public interest report. The events leading to the complaint date back to 2016 when Ms Y left care to accommodation that was not affordable and as a result rent arrears accrued. In 2018 – 19 she cared for her younger brother and was not adequately supported and the risks to her own child were not thoroughly considered. Ms Y missed a year of her university studies as a result accruing tuition fee debt.
- 1.2 The LGSCO consider six criteria when deciding whether to issue a public interest report, these are:
- Recurrent faults (for example, the organisation keeps making similar mistakes)
 - Significant fault, injustice, or remedy (by scale or the number of people affected)
 - Non-compliance with an Ombudsman's recommendation (the organisation has not agreed or has not carried out the recommendations of the LGSCO)
 - A high volume of complaints on a subject

- A significant topical issue
- Systemic problems and/or wider lessons (for example, problems with how the organisation does things that if not put right are likely to affect others, and this is an opportunity for others to learn).

1.3 In this case the reasons for issuing the report are:

- Significant Fault, Injustice or Remedy

To remedy the injustice caused, the Ombudsman has made the following recommendations.

- 1.4 pay £9,250 plus any accrued interest to recognise the impact on Miss Y's university studies in 2018. This should be paid when Miss Y provides evidence of the cost of the additional year of study. The Council may pay this sum directly to Student Finance England to offset against the debt owed;
- 1.5 pay Miss Y £1,000 to recognise the significant distress she experienced whilst living in unaffordable accommodation and for the credible fear she endured whilst providing an unregulated placement for Mr Z, her brother;
- 1.6 pay Miss Y £300 to recognise the avoidable time and trouble she experienced, both from delays in the complaint handling and the later delay in reimbursing her rent arrears;
- 1.7 carry out work to understand why, when it was aware that Miss Y and W were at risk of harm, it did not make inquiries to establish whether it needed to safeguard W
- 1.8 ensure that all staff in its care leavers service receive a briefing that makes clear it has a duty to ensure that young people leaving care are supported to find suitable and affordable accommodation.

2. RECOMMENDATIONS

The Executive Mayor in Cabinet is asked to:

- 1.1 Consider the public interest report dated 29 November 2022 regarding the events from 2016 – 19, and the recommendations made by the Local Government & Social Care Ombudsman (LGSCO) in relation to Croydon Council set out in Appendix 1.
- 1.2 Accept the findings and agree the recommendations set out in the public interest report.
- 1.3 Endorse the actions taken by the Council and note the steps, progress, and timeline to implement the recommendations set out in section 7 of this report.
- 1.4 Adopt the report as the Council's formal response under section 31 of the Local Government Act 1974 to be communicated to the Ombudsman.
- 1.5 Adopt the report as the Executive's formal response as required by section 5A of the Local Government and Housing Act 1989 for distribution to all members and the Monitoring Officer.

3. REASONS FOR RECOMMENDATIONS

- 3.1 The complainant who we refer to as Miss Y complained about her experiences as a young person leaving foster care and the Council's failure to provide the support she needed as a young, single parent.

The Ombudsman's findings found failings including:

- The Council did not fully acknowledge or remedy the distress caused by its actions
- The Council failed in its duty to ensure that Miss Y and W transitioned out of care into affordable accommodation when she left her foster care placement at the age of 18
- The Council has not acknowledged the wider impact on Miss Y living in unaffordable accommodation
- Miss Y and her child experienced significant financial hardship and distress as a direct result of the Council's actions.
- there was a delay between October 2021, when the Council should have made the payment, and July 2022 when it eventually cleared Miss Y's account of rent arrears.
- Miss Y experienced further injustice when she was unable to attend the second year of her university course because of the responsibilities she had towards Mr Z.

4. BACKGROUND AND DETAILS

What follows is a brief chronology of the complaint.

- 4.1 Miss Y complained about her experiences as a previously looked after child. In particular, she says the Council failed to support and prepare her for a transition into adulthood and independent living. As a result, Miss Y was placed into unaffordable accommodation and quickly accrued significant rent arrears.
- 4.2 Miss Y also complained the Council failed to safeguard her and her young child from the risk of gang-related violence when her brother moved into her property in late 2018. Miss Y says she missed a whole academic year at university because she had to support her brother, and as a result she has incurred additional tuition fees.
- 4.3 Miss Y completed all stages of the Council's Statutory Complaints Process in 2020.
- 4.4 Miss Y escalated her complaint to the Ombudsman because she says the Council's complaint investigation did not go far enough in remedying the significant injustice she experienced.
- 4.5 Details of the full scope and investigation of the complaint can be found in the Ombudsman report in Appendix 1.

What follows is a summary of the Ombudsman conclusions from the Final Decision report:

- 4.6 Failure in the Council's actions caused Miss Y significant distress. Whilst the Council's complaint investigation dealt with most of Miss Y's quantifiable losses arising from the

fault, in our view the Council did not fully acknowledge or remedy the distress caused by its actions.

- 4.7 The Council accepted that it failed in its duty to ensure that Miss Y and W transitioned out of care into affordable accommodation. Although the Council has already reimbursed the rent arrears she accrued in that period, which puts Miss Y back in the position she should have been, it has not acknowledged the wider impact on Miss Y. Living in unaffordable accommodation not only causes financial hardship, but also additional stress, worry and anxiety.
- 4.8 The distress Miss Y experienced was further exacerbated when she provided an unregulated placement for her brother, Mr Z, in 2018. The Council has already paid the equivalent rate for 'connected carers' and proposes to acknowledge the impact on Miss Y's university studies.
- 4.9 Miss Y has described how she lived in fear during the time she accommodated her brother. Mr Z's presence brought with it great risk due to the credible possibility of him being targeted by violent gangs. Each day Mr Z lived with her, Miss Y felt the need to supervise and oversee his movements to keep the household safe. The stage two investigation did not find evidence of any safeguarding interventions by the Council to assess the safety of W, who was just four years old at the time.
- 4.10 Throughout the period complained about, Miss Y and her child experienced significant financial hardship and distress as a direct result of the Council's actions.
- 4.11 The Council failed in its duty to support Miss Y in obtaining affordable accommodation when she left her foster care placement at the age of 18. At the time, Miss Y was a young single mother and she needed significant support in helping her transition out of care. Since complaining to the Council, Miss Y moved into affordable housing in February 2021. The Council has also reimbursed the rent arrears which Miss Y accrued during the time she spent in unaffordable housing and checked that Miss Y received the 'setting up home allowance'. Some of the agreed outcomes are therefore complete.
- 4.12 The Council agreed to make these payments by 31 October 2021. When we started investigating Miss Y's complaint in January 2022 the payment for rent arrears remained outstanding. We asked the Council about this; it explained that, although it had agreed to make the payment, the Council needed evidence of the rent arrears from the landlord. We would not criticise the Council for seeking proof of the arrears because this is an auditable payment, and the Council has a responsibility to ensure public money is spent carefully. With that said, there is delay between October 2021, when the Council should have made the payment, and July 2022 when it eventually cleared Miss Y's account of rent arrears.
- 4.13 The Council said it was waiting for Miss Y to confirm the arrears via her previous landlord. We have seen evidence of an email exchange between Miss Y's advocate and the Council about this matter. When Miss Y was unable to obtain the information from her landlord, the Council requested it on her behalf in May 2022. The landlord provided an invoice in June and the Council made payment in July. In our view, the Council could have acted more proactively in obtaining this information. The delay in repaying the rent arrears created avoidable time, trouble and frustration for Miss Y.
- 4.14 Miss Y suffered further loss when she looked after her young brother, Mr Z, for a period in 2018. The Council has already paid £8,017.92 to Miss Y for the time she provided an unregulated placement between 1 October 2018 and 8 April 2019. Miss Y

disputes this and says she housed Mr Z beyond April 2019. In response to our enquiries the Council provided evidence showing it funded an alternative placement for Mr Z from 8 April 2019. We would not expect the Council to fund two placements concurrently, and so in our view it has paid Miss Y the correct amount for the quantifiable aspect of this complaint.

- 4.15 Miss Y experienced further injustice when she was unable to attend the second year of her university course because of the responsibilities she had towards Mr Z. Miss Y explained how she feared for her household's safety when Mr Z lived with her due to the previous threats he had received at gunpoint. Understandably, Miss Y feared for her safety and felt she had to supervise Mr Z and stay at home to minimise the risk to her family. As a direct consequence, Miss Y missed an academic year of university.
- 4.16 Miss Y explained how the university automatically enrolled her to complete the second year of study and she had to pay the fees using a tuition fee loan, despite her non-attendance. Miss Y says Student Finance England did not reimburse her.
- 4.17 When investigating the complaint, the IO and the stage three panel did not offer any remedy for the actual losses Miss Y experienced when she was unable to attend a year of her course. The stage three panel said this was not part of Miss Y's original complaint. However, when we reviewed the case, it was clear that Miss Y had claimed this as her injustice and, in our view, it should have been considered.
- 4.18 In response to our enquiries, the Council conceded that it had not considered this important aspect of Miss Y's complaint. It has now proposed a payment of £7,000 to recognise the impact of Mr Z's placement on her university studies. This is not equivalent to the full cost of the additional fees, which Miss Y says is £9,250. We consider the Council should reimburse the full amount which Miss Y funded, via a loan, to study her second year. This is because Mr Z lived with her for most of the academic year, and it was not feasible for Miss Y to have completed that year of study alongside the responsibilities she had towards Mr Z.
- 4.19 At stage three of the statutory children's complaint investigation, the panel noted some concerns about the adequacy of the stage two investigation. In particular, they found the report lacked a chronology of key events, which is contrary to the statutory guidance 'Getting the best from complaints'. Furthermore, the panel noted the IO's 'over reliance' on assertions provided by officers in interview and had not gone far enough in analysing the files compiled at the time.
- 4.20 After reviewing the IO's report, we also noted a failure to refer to the statutory guidance mentioned in paragraph 13 of this report. Instead, the IO based their findings on a general expectation for councils to act in the best interests of the young person in their role as corporate parent. With that said, the IO was still able to reach a finding of fault and recommended a reimbursement of the rent arrears. The oversight did not, therefore, create any injustice for Miss Y. However, it is another example of how the report lacked depth of analysis which the Council failed to address at the adjudication stage.
- 4.21 We also find fault with the timeliness of the stage two investigation. The statutory guidance sets a timescale of 13 weeks for the report to be completed from the date of the complainant's request for escalation to stage two.
- 4.22 In Miss Y's case, the stage two report was concluded 26 weeks after she first asked for her complaint to progress from stage one to stage two. Having reviewed the

complaint correspondence, it is clear there was some initial delay in commissioning the IO and some further delay in agreeing a summary of complaint. Some of this delay was likely exacerbated by the restrictions imposed by the COVID-19 pandemic. Further into the investigation, the IO encountered issues with gaining consent to access Mr Z's files. Some of these matters were outside of the Council's control. However, even when accounting for those factors, it is our view the stage two investigation took significantly longer than the period stipulated in the statutory guidance.

5 ALTERNATIVE OPTIONS CONSIDERED

N/A

6 LESSONS LEARNED

Following receipt of the Ombudsman report the following actions have been take in response to the recommendations:

- 1) *Pay £9,250 plus any accrued interest. This is to recognise the impact on Miss Y's university studies in 2018. This should be paid when Miss Y provides evidence of the cost of the additional year of study. The Council may pay this sum directly to Student Finance England to offset against the debt owed.*

To date Miss Y has not provided evidence of the cost of the years study in 2018. Once this is received the money owed will be paid direct to Student Finance England.

- 2) *Pay Miss Y £1,000 to recognise the significant distress she experienced whilst living in unaffordable accommodation and for the credible fear she endured whilst providing an unregulated placement for Mr Z, her brother.*

A combined payment of £1300 was made to Miss Y in January 2023 which included the £1000 outlined above.

- 3) *pay Miss Y £300 to recognise the avoidable time and trouble she experienced, both from delays in the complaint handling and the later delay in reimbursing her rent arrears.*

A combined payment of £1300 was made to miss Y in January 2023 which included the £300 outlined above.

- 4) *Carry out work to understand why, when it was aware that Miss Y and W were at risk of harm, it did not make inquiries to establish whether it needed to safeguard W.*

Concerns regarding Miss Y's brother living with her and W were identified by the leaving care team manager who called a professionals meeting in November 2018, shortly after Miss Y's brother Z went to live with them. Concerns were raised in relation to overcrowding, tenancy breaches and risks from Z's connections. A risk assessment for Z living with Miss Y was undertaken by the brother's social work team, within which Miss Y viewed the risks from Z's connections as very low; the assessor did not explore this further. It was recognised that an alternative placement would be required, however Miss Y's brother refused to go to any alternative arrangements.

In 2018 Children's services were rated as 'inadequate' by Ofsted and improvement in safeguarding procedures have been implemented since this time. Today this situation would

be considered from W's perspective in more detail. Service Improvements within the Leaving Care and Looked After Teams have ensured that vulnerability and risk are considered holistically and comprehensively. In this instance the viability assessment did not explore the risks sufficiently.

- 5) *Ensure that all staff in its care leavers service receive a briefing that makes clear it has a duty to ensure that young people leaving care are supported to find suitable and affordable accommodation.*

This has been completed.

Lessons Learned

A comprehensive review of the Council's response and provision for Care Experienced young people, i.e., Care Leavers has been undertaken since 2022 and continues through a programme of transformation to deliver a 'whole council' approach to corporate parenting.

A Corporate Parenting Strategy is in development for the first time for the Council and will be presented to Cabinet in the autumn.

The provision of stable homes for our care experienced young adults is a key element of the strategy incorporating a number of actions to provide a joint housing protocol, a range of pathways to accommodation in response to differing levels of need alongside multi-disciplinary support for young people to live safe independent lives.

Developing the knowledge and skills relating to safeguarding where there are extra familial risks continues to be an area of focus for the CYPE Directorate in partnership with Adult social care, health and police agencies. Since 2018 the development of the Complex Adolescent Panel and Young Croydon services provides a framework for such risks to be considered by a multi-agency forum.

A dedicated complaints response team has been developed within the CYPE Directorate to improve the response to complaints and aid whole system learning.

7. CONTRIBUTION TO COUNCIL PRIORITIES

N/A

8. IMPLICATIONS

8.1 FINANCIAL IMPLICATIONS

- 8.1.1 The financial recommendations made by the LGSCO were: £10,550 in respect of compensation. Accrued interest on the payment of £9,250 for the impact on Miss Y's university studies in 2018 will be payable at the point evidence is received. Accrued interest is currently circa £4,000.

Approved by: Lesley Shields, Head of Finance for Assistant Chief Executive and Resources on behalf of the Director of Finance. 20/4/23

8.2 LEGAL IMPLICATIONS

- 8.2.1 Under the Local Government Act 1974 (the Act), the LGSCO has the power to investigate the complaint and to issue a report where there has been maladministration causing injustice; a failure in a service that it was the Council's function to provide; and a total failure to provide such service. The LGSCO has the power to make recommendations to the Council on how to improve its services and to put things right for the complainant. However, these recommendations are not mandatory and the Council does not have to accept or follow them.
- 8.2.2 Within 2 weeks of receiving the LGSCO's report, the Council is required to give public notice by advertisements in newspapers stating that copies of the report will be available to inspect by the public at the Council's offices for a period of three weeks (s.30 of the Government Act 1974).
- 8.2.3 The Act provides that the report shall be laid before the "authority" for consideration. In the case of a local authority operating executive arrangements, "the authority" includes the executive which under current governance arrangements means the Directly Elected Mayor and Cabinet (s.25 (4) and (4ZA) Local Government Act 1974).
- 8.2.4 Where a finding of 'maladministration' is made the Council's Monitoring Officer is obliged to prepare a report for the Executive following the LGSCO findings and to consult with the Head of Paid Service and Chief Finance Officer for this purpose. This report must also be sent to each member of the Council and the Executive must meet within 21 days thereafter. The implementation of the proposal or decision must be suspended until after the report has been considered by the Executive (s.5A Local Government and Housing Act 1989). The Executive is required to consider this Monitoring Officer report on the findings of and response to the LGSCO's report.
- 8.2.5 Where the Executive considers a LGSCO's report and it is considered that a payment should be made or other benefit given to a person who has suffered injustice, such expenditure may be incurred as appears appropriate (s.31(3) Local Government Act 1974)
- 8.2.6 Within 3 months of receiving the LGSCO's report or such longer period as may be agreed in writing with the LGSCO, the Council must notify the LGSCO of the action which the Council have taken or propose to take (s.31(2) Local Government Act 1974). If the LGSCO is not satisfied with the action which the Council has taken or propose to take, the LGSCO shall make a further report. The LGSCO can also require the Council to make a public statement in any two editions of a newspaper circulating the area within a fortnight (s.31(2A) and (2D) Local Government Act 1974).
- 8.2.7 An Ombudsman's report should not normally name or identify any person (s.30 Local Government Act 1974). Therefore, the complainant should not be referred to by name and officers are not identified.

Approved by: Doutimi Aseh

Head of Social Care & Education Law & Deputy Monitoring Officer

8.3 EQUALITIES IMPLICATIONS

- 8.3.1 The Council has a statutory duty to comply with the provisions set out in the Sec 149 Equality Act 2010. The Council must therefore have due regard to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.3.2 Due consideration should be given Miss Y as a young person for whom the council was the corporate parent. As a young person in the care of the local authority Miss Y was not supported to advance equality of opportunity by participating in her college course. It is essential that lessons are learned to prevent a reoccurrence of these issues with other young people in the care of the local authority.

Approved by: Denise McCausland – Equality Programme Manager - 25 April 2023

9. APPENDICES

- 9.1 Appendix A – Full Ombudsman Report

BACKGROUND DOCUMENTS

N/A

This page is intentionally left blank

**Report by the Local Government and Social Care
Ombudsman**

**Investigation into a complaint about
London Borough of Croydon
(reference number: 21 008 544)**

29 November 2022

The Ombudsman's role

For more than 40 years the Ombudsman has independently and impartially investigated complaints. We effectively resolve disputes about councils and other bodies in our jurisdiction by recommending redress which is proportionate, appropriate and reasonable based on all the facts of the complaint. Our service is free of charge.

Each case which comes to the Ombudsman is different and we take the individual needs and circumstances of the person complaining to us into account when we make recommendations to remedy injustice caused by fault.

We have no legal power to force councils to follow our recommendations, but they almost always do. Some of the things we might ask a council to do are:

- > apologise
- > pay a financial remedy
- > improve its procedures so similar problems don't happen again.

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

Key to names used

Miss Y	The complainant
W	Her child
Mr Z	Her brother

Report summary

Children's Services – leaving care

Miss Y complained about her experiences as a young person leaving foster care and the Council's failure to provide the support she needed as a young, single parent.

Finding

Fault found causing injustice and recommendations made.

Recommendations

The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)

To remedy the injustice caused the Council should:

- pay £9,250 plus any accrued interest to recognise the impact on Miss Y's university studies in 2018. This should be paid when Miss Y provides evidence of the cost of the additional year of study. The Council may pay this sum directly to Student Finance England to offset against the debt owed;
- pay Miss Y £1,000 to recognise the significant distress she experienced whilst living in unaffordable accommodation and for the credible fear she endured whilst providing an unregulated placement for Mr Z, her brother;
- pay Miss Y £300 to recognise the avoidable time and trouble she experienced, both from delays in the complaint handling and the later delay in reimbursing her rent arrears;
- carry out work to understand why, when it was aware that Miss Y and W were at risk of harm, it did not make inquiries to establish whether it needed to safeguard W; and
- ensure that all staff in its care leavers service receive a briefing that makes clear it has a duty to ensure that young people leaving care are supported to find suitable and affordable accommodation.

The Council has accepted our recommendations.

The complaint

1. Miss Y complained about her experiences as a previously looked after child. In particular, she says the Council failed to support and prepare her for a transition into adulthood and independent living. As a result, Miss Y was placed into unaffordable accommodation and quickly accrued significant rent arrears.
2. Miss Y also complained the Council failed to safeguard her and her young child from the risk of gang-related violence when her brother moved into her property in late 2018. Miss Y says she missed a whole academic year at university because she had to support her brother, and as a result she has incurred additional tuition fees.
3. Miss Y complained to us because she says the Council's complaint investigation did not go far enough in remedying the significant injustice she experienced.

Legal and administrative background

The Ombudsman's role and powers

4. We cannot investigate late complaints unless we decide there are good reasons. Late complaints are when someone takes more than 12 months to complain to us about something a council has done. (*Local Government Act 1974, sections 26B and 34D, as amended*)
5. We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word 'fault' to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. (*Local Government Act 1974, sections 26(1) and 26A(1), as amended*)
6. Under the information sharing agreement between the Local Government and Social Care Ombudsman and the Office for Standards in Education, Children's Services and Skills (Ofsted), we will share this decision with Ofsted.

Looked after children

7. Section 20 of the Children Act 1989 says councils must provide accommodation to any child in need within their area who needs it, because:
 - there is nobody with parental responsibility to care for them;
 - they have been lost or abandoned; or
 - the person who has been caring for them is prevented from providing suitable accommodation or care.
8. Children accommodated by councils in such circumstances are often referred to as 'Looked after Children'.
9. Councils cannot accommodate a child under section 20 if a person holding parental responsibility objects and is willing and able to care for the child or arrange care for the child.

Care leavers

10. The Children Act 1989 places duties on councils to provide ongoing support for young people leaving care. These duties continue until they reach age 21. If the council is helping them with education and training, the duty continues until age 25 or to the end of the agreed training, which can take them beyond their 25th birthday.

-
11. Councils should appoint each care leaver with a personal adviser and provide a pathway plan. The personal adviser will act as a focal point to ensure the care leaver is provided with the right kind of support. The pathway plan should be based on a thorough assessment of the person's needs. Plans should include specific actions and deadlines detailing who will take what action and when. They should be reviewed at least every six months by a social worker.
 12. Pathway plans should continue for all care leavers continuing in education or training. The plan should include details of the practical and financial support the council will provide.
 13. The 'Care and Support Statutory Guidance', which accompanies the Act says that, when young people leave their care placement, the council must ensure their new home is suitable for their needs and linked to their wider plans and aspirations. This is echoed in the statutory guidance 'The Children Act 1989: Volume 2: care planning, placement and case review', which says:
"At the commencement of any tenancy the responsible authority must establish that the accommodation is affordable for the young person on the income available to him/her and there is clarity about the services that all charges are intended to cover. At the time that the young person moves in, arrangements should be in place for funding rent, any service charges, utilities and other tenancy costs".

Statutory complaint investigation

14. The law sets out a three-stage procedure for councils to follow when looking at complaints about children's social care services. The accompanying statutory guidance, 'Getting the best from complaints', explains councils' responsibilities in more detail.
15. The first stage of the procedure is local resolution. Councils have up to 20 working days to respond. If a complainant is not happy with a council's stage one response, they can ask that it is considered at stage two.
16. At the second stage of the procedure, councils appoint an investigator and an independent person to oversee the investigation. Councils have up to 13 weeks to complete stage two of the process from the date of the complainant's request.
17. If a complainant is unhappy with the outcome of the stage two investigation, they can ask for a stage three review by an independent panel. The council must hold the panel within 30 days of the date of request, and then issue a final response within 20 days of the panel hearing.
18. If a council has investigated something under the statutory children's complaint process, we would not normally re-investigate the substantive matter unless we consider the investigation was flawed. However, we may look at whether a council properly considered the findings and recommendations of the independent investigation.

How we considered this complaint

19. Before producing this report, we considered:
 - Miss Y's written complaint to us and any supporting information she provided, including emails with the Council;
 - the responses to Miss Y's complaint made through the statutory children's complaints procedure;

-
- information provided by the Council in response to our written enquiries;
 - any relevant law, guidance or procedures as referred to in this report; and
 - our internal guidance, such as our [Guidance on Jurisdiction](#) and [Guidance on Remedies](#)
20. We considered our discretion to investigate matters which Miss Y was aware of more than 12 months before she approached us. We decided to exercise discretion to investigate the whole of Miss Y's complaint for three key reasons; firstly because of her vulnerabilities as a young person leaving care, secondly due to delay in the Council's investigation and finally because some of the injustice claimed by Miss Y is ongoing in nature.
21. We gave Miss Y and the Council a confidential draft of this report and invited their comments. The comments received were taken into account before the report was finalised.

What we found

Key background information and complaint summary

22. Miss Y became a 'looked after child' in February 2013. She gave birth as a single parent to a child, we will call W, in December 2013. Miss Y and her child were accommodated in foster care until shortly after Miss Y's 18th birthday in January 2016.
23. The complaint made by Miss Y concerns the actions of the Council during the assessment and transition process ahead of her leaving foster care in 2016. Miss Y also complained about the lack of support from the Council after she transitioned to independent living as an adult and single parent.
24. Throughout the period complained about, Miss Y and her child lived in unaffordable housing for approximately five years. Consequently, Miss Y accrued significant rent arrears. For some of this time Miss Y also accommodated her 17-year-old brother, Mr Z, between October 2018 and April 2019. This was after Mr Z left prison and whilst he was subject to electronic monitoring by the police, sometimes referred as being 'on tag'. Miss Y felt pressure to accommodate her brother because he needed an address to facilitate the tagging. After leaving prison Mr Z was at risk from gang-related violence and had received previous threats at gunpoint.
25. Meanwhile Miss Y was actively trying to access higher education.
26. The Council investigated Miss Y's complaint at all stages of the statutory children's complaints procedure in 2020. At stage two of that process, the independent Investigating Officer (IO) agreed a statement of complaint with Miss Y. We have paraphrased the five complaint headings as follows.
1. The Council failed to properly transition Miss Y from care. Specifically in relation to her homelessness, early closure of the case and lack of planning.
 2. The Council placed Miss Y's brother, Mr Z, with her for significantly longer than initially decided in the viability assessment.
 3. The Council placed Miss Y and W in unaffordable accommodation.
 4. The Council did not resolve Miss Y's ongoing housing needs.

-
5. The Council did not provide an adequate response to Miss Y at the first stage of the complaint investigation.
27. To remedy the complaint, Miss Y expressed the following desired outcomes.
1. Resolve her ongoing housing needs.
 2. Receive payment for the whole period Mr Z lived with Miss Y.
 3. Receive compensation for distress caused by the Council's decisions.
 4. Clear the rent arrears accrued whilst in unaffordable accommodation.
 5. Receive an apology from the Council.
 6. Receive support in accessing university education.

Statutory complaint investigation and conclusions

28. After investigating Miss Y's complaint through all stages of the statutory process, the Council upheld or partially upheld all aspects of the complaint. However, there were some elements of disagreement between the findings made at stage two and stage three which we will summarise below.
- Complaint one: not upheld at stage two because the IO said there was no evidence that Miss Y's case was closed automatically by the Council upon her 18th birthday. The IO felt there was evidence the Council allocated a personal adviser and discussed accommodation options for Miss Y during pathway planning in November 2015. At stage three, the panel felt the IO's report lacked depth on this point and did not offer a chronology of events. The panel said the Council's transition planning was not clear in the records and there was no evidence Miss Y had made a homelessness application. Overall, the panel decided to amend the finding to partially upheld. The Council agreed with this finding at the final adjudication stage.
 - Complaint three: upheld at stage two because the Council should have done more as a 'corporate parent' to ensure that Miss Y was in affordable housing. At stage three the panel agreed that Miss Y was not in affordable housing but decided not to deliver a fully upheld finding because the claim that Miss Y was directed to make a homelessness application was not supported by the evidence.
29. In the remaining complaints the Council found the following.
- Complaint two: upheld at all stages. The Council accepted the evidence showed that Miss Y provided an 'unregulated' placement for her brother and she should have received financial support. Although Mr Z refused to leave, the complaint investigation found the Council should have intervened due to the concerns raised in the viability report. The panel agreed that safeguarding concerns about risk to Miss Y and W were not properly considered.
 - Complaint four: upheld at all stages. The Council did not find any evidence of Miss Y's housing situation being resolved despite the 'hope' to do so within 12-16 weeks. At stage three the panel said Miss Y should provide proof of tenancy dates and total arrears for an appropriate financial remedy to be calculated.
 - Complaint five: partially upheld at all stages. The panel agreed the stage one investigation was correct not to uphold all complaints because they were not supported by the evidence, such as the claims around homelessness. However, the panel concluded that some references within the complaint

response were inappropriate, the letter was too narrowly focused, did not address all concerns raised and generally presented a hostile tone.

30. To remedy the complaint, the Council agreed in June 2021 to:
- continue working with Miss Y to agree a housing solutions plan and discuss available housing options. Support Miss Y whilst her rent remains unaffordable;
 - pay the weekly allowance for 'connected carers' for the entire duration of Mr Z's stay. In the Council's view, this amounts to 27 weeks and £8,017.92;
 - apologise for times when the best intentions of officers were not put into place. Clear any outstanding rent arrears by 31 October 2021 to remedy the distress and provide ongoing support;
 - ensure Miss Y received the correct payment for the 'setting up home allowance' and pay any outstanding amounts by 31 October 2021; and
 - support Miss Y with her return to university with the help of a new personal adviser. The Council did not agree to reimburse any of Miss Y's university fees because this was not investigated as part of her complaint.
31. Miss Y complained to us for two key reasons; firstly, because parts of the agreed remedy were outstanding, despite having a deadline for completion, and secondly because she felt the proposals made by the Council did not go far enough in remedying the significant injustice she experienced.

Conclusions

Distress

32. Failure in the Council's actions caused Miss Y significant distress. Whilst the Council's complaint investigation dealt with most of Miss Y's quantifiable losses arising from the fault, in our view the Council did not fully acknowledge or remedy the distress caused by its actions.
33. The Council accepted that it failed in its duty to ensure that Miss Y and W transitioned out of care into affordable accommodation. Although the Council has already reimbursed the rent arrears she accrued in that period, which puts Miss Y back in the position she should have been, it has not acknowledged the wider impact on Miss Y. Living in unaffordable accommodation not only causes financial hardship, but also additional stress, worry and anxiety. We do not consider the Council has remedied this.
34. The distress Miss Y experienced was further exacerbated when she provided an unregulated placement for her brother, Mr Z, in 2018. The Council has already paid the equivalent rate for 'connected carers' and proposes to acknowledge the impact on Miss Y's university studies, which we deal with in the section below. However, in our view, there is outstanding injustice to Miss Y and W which the Council has now agreed to remedy.
35. Miss Y has described how she lived in fear during the time she accommodated her brother. Mr Z's presence brought with it great risk due to the credible possibility of him being targeted by violent gangs. Each day Mr Z lived with her, Miss Y felt the need to supervise and oversee his movements to keep the household safe. The stage two investigation did not find evidence of any safeguarding interventions by the Council to assess the safety of W, who was just four years old at the time. The Council will acknowledge the distress caused by these failures with the remedy we have agreed in the final section of this report.

Quantifiable losses

36. Throughout the period complained about, Miss Y and her child experienced significant financial hardship and distress as a direct result of the Council's actions. Some of the hardship can be quantified, and we deal with those aspects in this section of our report.
37. Firstly, the Council failed in its duty to support Miss Y in obtaining affordable accommodation when she left her foster care placement at the age of 18. At the time, Miss Y was a young single mother and she needed significant support in helping her transition out of care. Since complaining to the Council, Miss Y moved into affordable housing in February 2021. The Council has also reimbursed the rent arrears which Miss Y accrued during the time she spent in unaffordable housing and checked that Miss Y received the 'setting up home allowance'. Some of the agreed outcomes are therefore complete.
38. The Council agreed to make these payments by 31 October 2021. When we started investigating Miss Y's complaint in January 2022 the payment for rent arrears remained outstanding. We asked the Council about this; it explained that, although it had agreed to make the payment, the Council needed evidence of the rent arrears from the landlord. We would not criticise the Council for seeking proof of the arrears because this is an auditable payment, and the Council has a responsibility to ensure public money is spent carefully. With that said, there is delay between October 2021, when the Council should have made the payment, and July 2022 when it eventually cleared Miss Y's account of rent arrears.
39. The Council said it was waiting for Miss Y to confirm the arrears via her previous landlord. We have seen evidence of an email exchange between Miss Y's advocate and the Council about this matter. When Miss Y was unable to obtain the information from her landlord, the Council requested it on her behalf in May 2022. The landlord provided an invoice in June and the Council made payment in July. In our view, the Council could have acted more proactively in obtaining this information. The delay in repaying the rent arrears created avoidable time, trouble and frustration for Miss Y which the Council will acknowledge with a symbolic payment.
40. Miss Y suffered further loss when she looked after her young brother, Mr Z, for a period in 2018. The Council has already paid £8,017.92 to Miss Y for the time she provided an unregulated placement between 1 October 2018 and 8 April 2019. Miss Y disputes this and says she housed Mr Z beyond April 2019. In response to our enquiries the Council provided evidence showing it funded an alternative placement for Mr Z from 8 April 2019. We would not expect the Council to fund two placements concurrently, and so in our view it has paid Miss Y the correct amount for the quantifiable aspect of this complaint.
41. Finally, Miss Y experienced further injustice when she was unable to attend the second year of her university course because of the responsibilities she had towards Mr Z. When discussing the complaint with us, Miss Y explained how she feared for her household's safety when Mr Z lived with her due to the previous threats he had received at gunpoint. Understandably, Miss Y feared for her safety and felt she had to supervise Mr Z and stay at home to minimise the risk to her family. As a direct consequence, Miss Y missed an academic year of university.
42. Miss Y explained how the university automatically enrolled her to complete the second year of study and she had to pay the fees using a tuition fee loan, despite her non-attendance. Miss Y says Student Finance England did not reimburse her.

-
43. When investigating the complaint, the IO and the stage three panel did not offer any remedy for the actual losses Miss Y experienced when she was unable to attend a year of her course. The stage three panel said this was not part of Miss Y's original complaint. However, when we reviewed the case, it was clear that Miss Y had claimed this as her injustice and, in our view, it should have been considered.
44. In response to our enquiries, the Council conceded that it had not considered this important aspect of Miss Y's complaint. It has now proposed a payment of £7,000 to recognise the impact of Mr Z's placement on her university studies. This is not equivalent to the full cost of the additional fees, which Miss Y says is £9,250. We consider the Council should reimburse the full amount which Miss Y funded, via a loan, to study her second year. This is because Mr Z lived with her for most of the academic year, and it was not feasible for Miss Y to have completed that year of study alongside the responsibilities she had towards Mr Z.

Complaint handling

45. At stage three of the statutory children's complaint investigation, the panel noted some concerns about the adequacy of the stage two investigation. In particular, they found the report lacked a chronology of key events, which is contrary to the statutory guidance 'Getting the best from complaints'. Furthermore, the panel noted the IO's 'over reliance' on assertions provided by officers in interview and had not gone far enough in analysing the files compiled at the time.
46. After reviewing the IO's report, we also noted a failure to refer to the statutory guidance mentioned in paragraph 13 of this report. Instead, the IO based their findings on a general expectation for councils to act in the best interests of the young person in their role as corporate parent. With that said, the IO was still able to reach a finding of fault and recommended a reimbursement of the rent arrears. The oversight did not, therefore, create any injustice for Miss Y. However, it is another example of how the report lacked depth of analysis which the Council failed to address at the adjudication stage.
47. We also find fault with the timeliness of the stage two investigation. The statutory guidance sets a timescale of 13 weeks for the report to be completed from the date of the complainant's request for escalation to stage two. Although the timescales for convening panel meetings were relaxed during the COVID-19 pandemic, via the 'Adoption and Children (Coronavirus) (Amendment) Regulations' 2020, the regulations did not impose any changes to the timeliness of stage two investigations.
48. In Miss Y's case, the stage two report was concluded 26 weeks after she first asked for her complaint to progress from stage one to stage two. Having reviewed the complaint correspondence, it is clear there was some initial delay in commissioning the IO and some further delay in agreeing a summary of complaint. Some of this delay was likely exacerbated by the restrictions imposed by the COVID-19 pandemic. Further into the investigation, the IO encountered issues with gaining consent to access Mr Z's files. Some of these matters were outside of the Council's control. However, even when accounting for those factors, it is our view the stage two investigation took significantly longer than the period stipulated in the statutory guidance.

Agreed actions

49. The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)
50. In addition to the requirements set out above, the Council has agreed to:
- pay £9,250 plus any accrued interest. This is to recognise the impact on Miss Y's university studies in 2018. This should be paid when Miss Y provides evidence of the cost of the additional year of study. The Council may pay this sum directly to Student Finance England to offset against the debt owed;
 - pay Miss Y £1,000 to recognise the significant distress she experienced whilst living in unaffordable accommodation and for the credible fear she endured whilst providing an unregulated placement for Mr Z, her brother;
 - pay Miss Y £300 to recognise the avoidable time and trouble she experienced, both from delays in the complaint handling and the later delay in reimbursing her rent arrears;
 - carry out work to understand why, when it was aware that Miss Y and W were at risk of harm, it did not make inquiries to establish whether it needed to safeguard W; and
 - ensure that all staff in its care leavers service receive a briefing that makes clear it has a duty to ensure that young people leaving care are supported to find suitable and affordable accommodation.

Decision

51. We have completed our investigation with a finding of fault causing injustice for the reasons outlined in this report. We consider the above agreed actions provide an appropriate remedy for the injustice caused by fault.

This page is intentionally left blank