

Local Democracy Working Group Supplementary Agenda (1)

Wednesday, 18 December 2019
7.30 pm, Committee Room 4 - Civic Suite
Civic Suite
Lewisham Town Hall
London SE6 4RU

For more information contact: Rosalind Jeffrey (020 8314 7093)

This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed.

Part 1

Item	Pages
2. Declarations Of Interest	1 - 3
5. Theme 2: Public Involvement In Decisions	4 - 65
A. Evaluating The Provision Of A People's Panel (Recommendation #33)	
B. Evaluating The Provision Of A Citizens' Assembly (Recommendation #39)	
C. Piloting The Place Standard Tool (Recommendation #39)	



Local Democracy Working Group

Declaration Of Interests

Date: 18th December 2019

Key decision: No

Class: Part 1

Ward(s) affected: All

Contributors: Chief Executive

Reason for lateness and urgency

The report has not been available for five clear working days before the meeting and the Chair is asked to accept it as an urgent item. The report was not available for dispatch on 10th December 2019 because of the pre-election period. The report cannot wait until the next meeting because this was the only suitable date available in the Council calendar in advance of Christmas based on member availability and decisions are required to enable work to progress in advance of the next scheduled meeting.

Declaration Of Interests

Members are asked to declare any personal interest they have in any item on the agenda.

1. Personal Interests

1.1. There are three types of personal interest referred to in the Council's Member Code of Conduct:

- Disclosable pecuniary interests
- Other registerable interests
- Non-registerable interests

2. Disclosable Pecuniary Interests

2.1. These are defined by regulation as:

- Employment, trade, profession or vocation of a 'relevant person' (the member, their spouse or civil partner, or a person with whom they live as spouse or civil partner) for profit or gain

- Sponsorship – payment or provision of any other financial benefit (other than by the Council) within the 12 months prior to giving notice for inclusion in the register in respect of expenses incurred by you in carrying out duties as a member or towards your election expenses (including payment or financial benefit from a Trade Union)
- Undischarged contracts between a relevant person (or a firm in which they are a partner or a body corporate in which they are a director, or in the securities of which they have a beneficial interest) and the Council for goods, services or works
- Beneficial interests in land in the borough
- Licence to occupy land in the borough for one month or more
- Corporate tenancies – any tenancy, where to the member’s knowledge, the Council is landlord and the tenant is a firm in which the relevant person is a partner, a body corporate in which they are a director, or in the securities of which they have a beneficial interest
- Beneficial interest in securities of a body where:
 - that body to the member’s knowledge has a place of business or land in the borough;
 - and either
 - the total nominal value of the securities exceeds £25,000 or 1/100 of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds 1/100 of the total issued share capital of that class

3. Other Registerable Interests

3.1. The Lewisham Member Code of Conduct requires members also to register the following interests:

- Membership or position of control or management in a body to which you were appointed or nominated by the Council
- Any body exercising functions of a public nature or directed to charitable purposes, or whose principal purposes include the influence of public opinion or policy, including any political party
- Any person from whom you have received a gift or hospitality with an estimated value of at least £25

4. Non-Registerable Interests

4.1. Occasions may arise when a matter under consideration would or would be likely to affect the wellbeing of a member, their family, friend or close associate more than it would affect the wellbeing of those in the local area generally, but which is not required to be registered in the Register of Members’ Interests (for example a matter concerning the closure of a school at which a Member’s child attends).

5. Declaration & Impact Of Interest On Members’ Participation

5.1. Where a member has any registerable interest in a matter and they are present at a meeting at which that matter is to be discussed, they must declare the nature of the interest at the earliest opportunity and in any event before the matter is considered. The declaration will be recorded in the minutes of the meeting. If the matter is a disclosable pecuniary interest the member must take no part in consideration of the

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matter and withdraw from the room before it is considered. They must not seek improperly to influence the decision in any way. **Failure to declare such an interest which has not already been entered in the Register of Members' Interests, or participation where such an interest exists, is liable to prosecution and on conviction carries a fine of up to £5000.**

- 5.2. Where a member has a registerable interest which falls short of a disclosable pecuniary interest they must still declare the nature of the interest to the meeting at the earliest opportunity and in any event before the matter is considered, but they may stay in the room, participate in consideration of the matter and vote on it unless section 3.3 below applies.
- 5.3. Where a member has a registerable interest which falls short of a disclosable pecuniary interest, the member must consider whether a reasonable member of the public in possession of the facts would think that their interest is so significant that it would be likely to impair the member's judgement of the public interest. If so, the member must withdraw and take no part in consideration of the matter nor seek to influence the outcome improperly.
- 5.4. If a non-registerable interest arises which affects the wellbeing of a member, their family, friend or close associate more than it would affect those in the local area generally, then the provisions relating to the declarations of interest and withdrawal apply as if it were a registerable interest.
- 5.5. Decisions relating to declarations of interests are for the member's personal judgement, though in cases of doubt they may wish to seek the advice of the Monitoring Officer.

6. Sensitive Information

- 6.1. There are special provisions relating to sensitive interests. These are interests the disclosure of which would be likely to expose the member to risk of violence or intimidation where the Monitoring Officer has agreed that such interest need not be registered. Members with such an interest are referred to the Code and advised to seek advice from the Monitoring Officer in advance.

7. Exempt Categories

- 7.1. There are exemptions to these provisions allowing members to participate in decisions notwithstanding interests that would otherwise prevent them doing so. These include:
 - Housing – holding a tenancy or lease with the Council unless the matter relates to your particular tenancy or lease; (subject to arrears exception)
 - School meals, school transport and travelling expenses; if you are a parent or guardian of a child in full time education, or a school governor unless the matter relates particularly to the school your child attends or of which you are a governor;
 - Statutory sick pay; if you are in receipt
 - Allowances, payment or indemnity for members
 - Ceremonial honours for members
 - Setting Council Tax or precept (subject to arrears exception)

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Agenda Item 5



Local Democracy Working Group

Evaluating The Provision Of A People's Panel (Recommendation #33)

Date: 18th December 2019

Key decision: No

Class: Part 1

Ward(s) affected: All

Contributors: Interim Chief Finance Officer

Outline and recommendations

The purpose of this report is to update the Local Democracy Working Group (LDWG) on the evaluation of a People's Panel as an effective method to engage with a representative sample of Lewisham's adult population, including the seldom-heard.

The report sets out the work done to understand the purpose and the pros and cons of a People's Panel. It also sets out the different ways the council could set up a Peoples Panel and the estimated cost of each of these options. On the basis of the information gathered and outlined in the report the Local Democracy Working Group is recommended to agree that:

- A People's Panel should not be set-up in Lewisham at this time
- More bespoke options for involving seldom-heard communities in the business and decision-making of the council be explored and reported back to the Working Group in early 2020
- Other LDR recommendations currently underway within the 'Public Involvement' theme, should consider effective engagement with the seldom-heard as an integral part of their evaluation.

Timeline of engagement and decision-making

May 2018 – Mayor Damien Egan promises to launch a review that will make the Council *'even more democratic, open and transparent'*

July 2018 – Full Council agrees to establish a Local Democracy Review Working Group consisting of eight councillors. They are tasked with making recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making

September 2018 to January 2019 – the Working Group gathers evidence from a wide range of residents, community groups and local councillors (including an online questionnaire completed by over 700 respondents, workshops at four secondary schools and attendance at over 40 events)

January to March 2019 – the Working Group collects their evidence into a final report, which identifies 57 recommendations for change

March/April 2019 – Mayor & Cabinet and Full Council agree the report and recommendations

April 2019 to March 2020 – the retained Local Democracy Working Group oversees delivery of the recommendations

Reason for lateness and urgency

The report has not been available for five clear working days before the meeting and the Chair is asked to accept it as an urgent item. The report was not available for dispatch on 10th December 2019 because of the pre-election period. The report cannot wait until the next meeting because this was the only suitable date available in the Council calendar in advance of Christmas based on member availability and decisions are required to enable work to progress in advance of the next scheduled meeting.

1. Summary

- 1.1. The purpose of this report is to update the Local Democracy Working Group (LDWG) on the evaluation of a People's Panel as an effective method to engage with a representative sample of Lewisham's adult population, including the seldom-heard.

2. Recommendations

- 2.1. The Local Democracy Working Group is recommended to agree that:
 - A People's Panel should not be set-up in Lewisham at this time
 - More bespoke options for involving seldom-heard communities in the business and decision-making of the council be explored and reported back to the Working Group in early 2020.
 - Other LDR recommendations currently underway within the 'Public Involvement' theme, should consider effective engagement with the seldom-heard as an integral part of their evaluation
- 2.2. In the event that paragraph 2.1 is not agreed, it is recommended that officers make a

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referral to Mayor and Cabinet for a formal decision.

3. Policy context

3.1. The recommendations of the Local Democracy Review are consistent with all the Council's corporate priorities (contained within the new Corporate Strategy 2018-22). Effective decision-making underpins the delivery of every commitment within the strategy and we will continue to work closely with our residents to understand the differing needs of our diverse community. However, the recommendations are particularly relevant under the priorities of:

- *Open Lewisham* – Lewisham is a welcoming place of safety for all where we celebrate the diversity that strengthens us

4. Background

4.1. Recommendation #33 of the Local Democracy Review is part of the 'Public Involvement In Decisions' theme. It sits under the thematic areas of the 'Effective Engagement' and 'Seldom-Heard Voices', with Cllr Codd and Cllr Campbell as LDWG Champions respectively. The recommendation states that:

'The introduction of a People's Panel should be explored reflecting the demographic of the borough'

5. What is a People's Panel?

- 5.1. A People's Panel (most commonly referred to as a Citizens' Panel) aims to be a large, demographically representative group of adult citizens regularly used to assess public preferences and opinions.
- 5.2. People's Panels are typically used by statutory agencies, particularly local authorities and their partners, to identify local priorities and to consult service users and non-users on specific issues.

6. Who are the participants in a People's Panel?

- 6.1. Participants are usually recruited through either face-to-face in street interviews or by post using the small user postal address file (PAF) which Royal Mail use to deliver the mail and is updated every three months. Postal recruitment tends to be a popular approach given its wide reach and relatively low cost. Quotas are usually set on key demographic attributes such as age, gender, ethnicity, housing tenure and ward residence.
- 6.2. It is increasingly common for local authorities to adopt a self-selecting recruitment model. This relies upon residents to take the necessary proactive steps to sign-up to the panel themselves. Although demographic data is captured on the prospective panellists, this approach is rarely representative of the local population. However, it is a cheaper way of recruiting panel members and might be considered as more open and democratic.
- 6.3. People's Panels can range in size from a few hundred to several thousand people. With more than 1,000 participants it is often possible to identify sub groups of Panel members who can be surveyed or consulted about issues specific to their needs or interests.

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- 6.4. The Panel needs to be systematically renewed in an attempt to ensure that it remains representative of the population throughout its lifespan.

7. How frequently does a People's Panel meet?

- 7.1. Once citizens sign-up or agree to participate, they will be invited to a rolling programme of consultation. This typically involves regular surveys and occasional face-to-face activities, such as focus groups and workshops.
- 7.2. Not all members will be invited to take part in all Panel activities. This is why it is important to be clear at the recruitment stage about what is expected of each Panel member, and what their membership is likely to entail in terms of type of contact and frequency of involvement.
- 7.3. It is best practice to keep contact with Panel members regularly but to vary the approach so that participants have a choice in how they can get involved. A regular survey is acceptable, as long as there are other opportunities for members to express their views such as through focus groups.
- 7.4. Planning a sensible programme of consultation is important to ensure that a variety of topics and research methods are employed, and that activities are spaced throughout the year.

8. How much does a People's Panel cost?

- 8.1. Costs vary depending on the involvement of professional support, recruitment approach, size of the Panel, the methods in which the members are consulted, the frequency of consultation and how often membership is renewed.
- 8.2. In some cases incentives are given to encourage participation in a Panel, for example a prize draw.
- 8.3. If the Panel is shared with other partner organisations, the costs can be reduced. However, when sharing the Panel with other organisations, agreement on the rolling programme of engagement must be achieved to avoid participant fatigue.
- 8.4. If managed in-house, officer time will be needed to keep the Panel database up to date, recruit new participants, and to run and analyse the consultations. Feedback on the outcome of consultation needs to be produced and spread among the participants (often through a newsletter) and among the wider public (often through local or new media).

9. What are the strengths and weaknesses of a People's Panel?

- 9.1. The strengths of a People's Panel are as follows:
- Panels provide a readily available cohort of residents that can be consulted at short notice, providing services with more responsive engagement opportunities
 - If the Panel is sufficiently large (+1,000) there may be opportunities to target sub-groups (e.g. by age, ethnicity, housing tenure or ward)
 - Response rates to surveys may be higher than with the general public as the Panel have already agreed to engage with the council over a period of time

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- Focus groups or workshops can be recruited and implemented more quickly than an equivalent with the general public
- If fully engaged, panellists may have opportunities to interact with a diverse range of services and other residents and achieve a sense of accomplishment through greater civic participation

9.2. The weaknesses of a People's Panel are as follows:

- Despite best efforts, panels are rarely representative of the local population. This is especially true of self-selection recruitment models adopted by the majority of panels used by local authorities today
- Even where third party professionals are used in targeted panel recruitment, maintaining a representative panel is an ongoing challenge requiring regular refresh activity. Typically, younger residents, BAME residents and those living in the most deprived areas tend to be under-represented in panel activity
- The most frequently used panel activity is the voluntary completion of online surveys. Even where the panel in its entirety is representative, those that actually respond to survey requests may not be. This incurs a risk that panel feedback is being reported to decision-makers as a 'representative voice' when in reality it is the viewpoint of a narrower cohort of residents
- Panels take considerable time and resource to be managed effectively and to build and maintain ongoing relationships with panellists. They may set unrealistic expectations with some residents who see them as an unending commitment on the part of the Council
- The panel might make recommendations that cannot be delivered
- Online panel engagement is unlikely to be the most conducive method of involving the seldom heard. Likewise face-to-face activities may be intimidating for less confident members of seldom heard communities, unaccustomed to public engagement in focus group or workshop settings

10. Lewisham's Citizens' Panel (1997-2007)

- 10.1. Lewisham set up a Citizens' Panel (i.e. People's Panel) in 1997 with the support of OPM Consultants. Initially the panel consisted of 1,100 residents broadly representative of the borough profile for adults in terms of gender, age, ethnicity, housing tenure and employment status. By 2005 the size of the panel had shrunk to 475 residents, with only 200 actively engaged, and it was no longer representative.
- 10.2. Throughout the panel's lifespan, sixteen telephone surveys were undertaken by OPM on behalf of the council. These surveys were shaped by teams across the council to gauge public opinion and inform a range of service and policy developments.
- 10.3. Panel members were also invited to participate in focus groups or workshops based upon their demographics. This readily available pool of residents meant that such activities could be undertaken relatively quickly and cheaply and enabled service areas to undertake deliberative engagement.
- 10.4. The panel was managed by a PO1 officer within the corporate policy team with oversight provided at service manager level. Responsibilities included relationship management of panellists, administration and coordination of panel activity, production of regular panel newsletter, and acting as a point of contact with OPM.
- 10.5. Although the panel was offered as a resource to other public sector agencies in the borough, only Lewisham Hospital made use of it for a short period (2003 to 2004) with a £5k contribution to the running costs. Outside of this period, no partners

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contributed to the costs of the panel.

10.6. When the panel was set up in 1997 it had a dedicated budget of £80k. This covered set-up costs, annual telephone surveys, incentives for focus group activities, external facilitation as appropriate, as well as an annual honorarium to panel members.

10.7. An evaluation of panel costs in 2005 by Corporate Policy concluded the following:

- Annual membership honorarium – This was recommended by OPM when the panel was established in 1997. At its peak, the cost of doing this was £11k per annum, with hundreds of panellists receiving an honorarium despite having undertaken no activity. Benchmarking indicated that no other authority did this
- Surveys – The 2004 OPM report identified telephone survey costs at £19k per survey. This included support in terms of survey and question design, running the survey, analysing and reporting the results
- Focus groups – An analysis of the costs of the last four focus groups indicated an average cost of £1.2k. This included incentives paid at £25 per participant, refreshments, transport and childcare allowances, and administration (excluding officer time). It did not include facilitation costs
- Facilitation – In the main, council officers facilitated focus groups unless the subject under discussion indicated that third party facilitation would provide better or more objective results. External facilitation was used primarily for large events or Best Value Reviews. Facilitation costs ranged from between £550-£1,000 dependent on the number and experience of facilitators
- Membership renewal – The cost of replacing departing panellists was estimated to be about £8k per annum

10.8. It was recognised that attrition of panellists was inevitable and an annual refreshment of one-third of members was advised to keep the panel up to strength. More challenging was to ensure representation, as participation in panel events was typically undertaken by a core group. In 2004, at the time of the last survey, OPM reported that of the 718 panellists who responded, 71% said that they had not been involved in a citizen panel event. Reasons cited for this included being too busy, having other commitments or events being held at inconvenient times.

10.9. Other councils and service providers contacted as part of the evaluation in 2005 agreed that panels could not be seen to be truly representative of the wider population, raising the following concerns:

- Once recruited, the attrition rate for panellists is fairly high, so immediately it becomes unrepresentative
- Through ongoing involvement, panellists quickly become 'professionalised' and know more about the council than the average citizen. As such their views cannot necessarily be seen as representative
- There is a risk that officers reporting on consultations for the benefit of decision-makers might present feedback from panellists as representative of the wider community

10.10. As part of the panel evaluation, corporate policy presented a number of options to the Mayor's Consultation Board (MCB) for consideration. MCB members were keen to retain a citizens' panel. However, the preferred option was for the panel to be completely re-launched combining elements of an in-house and outsourced approach.

10.11. A business case for a revised panel was developed in September 2006. Resource

implications identified set-up costs of £61k (including panel recruitment and launch event), annual running costs of £85k (including four surveys, two deliberative events, annual panel event and panellist refresh) and staffing costs of £45k (One FTE PO2/3 with on-costs).

10.12. It is uncertain why the procurement activity did not proceed but it seems likely that the costs were considered to be too high and the required funds could not be identified. The existing panel seems to have been retired in 2007 and was not replaced. Instead alternative forms of engagement were piloted, including quarterly 'temperature test' telephone surveys, an online Community e-Panel and the launch of local assemblies in 2008.

11. Benchmarking

11.1. Desk-based research has been undertaken to review a selection of local authority citizens' panels from across the UK. Key learning from this benchmarking exercise is as follows:

- Panel size ranges from 673 (Lincoln) to 5,250 (Cardiff). The majority comprise between 1,000 to 2,000 panellists
- The vast majority of panel activity consists of online surveys. These surveys are either thematic, or a disparate collection of service-specific questions. Typically there are between 2-4 surveys per year, though Hackney does two surveys per month. No panels have undertaken telephone surveys
- Opportunities for panellists to engage in face-to-face activities (e.g. workshops or focus groups) is less common. Where this is undertaken it is usually once or twice annually, though Leeds does up to four focus groups per year
- With the exception of Barnet, Reading and Midlothian, the majority of panels are self-selecting. This means they are reliant on residents to seek out and enrol in the panel themselves.
- Although all panels state their aim of being demographically representative (e.g. by age, gender, ethnicity and area of residence), practice indicates that this is rarely achieved. Most panels are under-represented by younger, BAME and socio-economically deprived residents.
- There is a fairly even split between those panels that operate a fixed term membership (3-5 years) and those that practice a rolling membership
- Most panels offer incentives in the form of prize draws for the completion of online surveys, and cover expenses where panellists are invited to participate in events. Hackney offers a tiered rewards scheme, where greater levels of involvement result in more generous incentives
- None of the panels have dedicated resource. The majority are designated resource i.e. they are the responsibility of an officer with a broader remit. The demands on officer time are correlated to the size of the panel, recruitment activity, frequency of both online and offline activities and the extent to which regular communication is undertaken with panellists e.g. e-newsletters
- Only three panels (Barnet, Hackney and Reading) utilise the service of third parties either in panel set-up and recruitment or in the design and delivery of surveys

11.2. Further benchmarking information on citizens' panels in other local authorities can be found in the table below:

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Local authority	Size	Fixed term	Recruitment model	Panel representation by.....	Panel activities	Panel newsletter	Incentives offered	Officer support	Dedicated budget
Aberdeenshire	1,250	N	Self-selecting to a reserve list	Under-rep by younger people and disabled people	<ul style="list-style-type: none"> 4 surveys per year (online and postal) Occasional focus groups facilitated by third party 	3-mthly	No	Designated (x1 officer)	£20k
Barnet	2,000	3yrs	Third party selection	Tbc	<ul style="list-style-type: none"> 4 surveys per year (online) Group discussions or workshops 	3-mthly	Prize draws	Tbc	Tbc
Bristol City Council	1,300	3yrs	Self-selecting to a reserve list	Under-rep by younger people (16-24 yrs), BAME and more deprived wards	<ul style="list-style-type: none"> 4 surveys per year (online) 	N	Prize draws	Designated (x1 officer)	No
Cardiff	5,250	5yrs	Self-selecting	Under-rep by younger people and certain wards	<ul style="list-style-type: none"> 5 surveys (online or postal) Occasional focus groups and workshops 	3-mthly	Prize draws	Designated (x1 officer)	No
East Renfrewshire	1,200	3yrs	Self-selecting	Under-rep by under 45s, disabled people and those renting	<ul style="list-style-type: none"> 1 core survey per year 2 focus groups per year 	Ad hoc	No	Designated (x1 officer)	£12k
Hackney	2,000+	No	Self-selecting	Tbc	<ul style="list-style-type: none"> 2 surveys and/or polls per month (online) Online discussion groups Annual panel event 	Mthly	Rewards points scheme	BDRC Market Research Ltd	Tbc
Leeds City Council	3,837	N	Self-selecting	Under-rep by 18-29yrs, BAME and more deprived wards	<ul style="list-style-type: none"> 5 to 10 thematic surveys per year (online or postal) 3 to 4 focus groups per year 	N	£10 for focus groups	Designated (x1 officer)	No
Lincoln	823	N	Self-selecting	Under-rep by 16-34 yrs and males	<ul style="list-style-type: none"> 4 surveys per year (online) 	6-mthly	Prize draws	Designated (x1 officer)	£2.5k
Midlothian	1,000	Tbc	Randomly selected	Age, gender and housing tenure	<ul style="list-style-type: none"> 2 surveys per year (postal) 	6-mthly	Tbc	Tbc	Tbc
Nottingham	2,000	N	Self-selecting	Gender and ward. Under-rep by younger people	<ul style="list-style-type: none"> Surveys via email invites Occasional face-to-face groups 	N	Prize draws	Designated (x2 officers)	N
Reading	1,500	3yrs	Self-selecting and third party	Age, gender and ward (under-rep by younger people and more deprived wards)	<ul style="list-style-type: none"> 4 surveys per year (online) 	Annual	Prize draws	Designated (x1 officer)	£3.5k for annual refresh

12. Options

12.1. Having considered the evaluation of Lewisham's previous citizens' panel, alongside best practice and benchmarking research, the following four options are presented for consideration by the Working Group in support of Recommendation #33 of the Local Democracy Review:

Option 1: Outsource panel

12.2. *Description:* Panel recruitment and ongoing engagement will be outsourced to a third party. This will include the initial set-up and ongoing refresh of panel members, the design, delivery and analysis of surveys (online or telephone), occasional face-to-face activities and regular communication with panellists (e.g. monthly e-newsletter).

12.3. *Pros:* The panel will be actively maintained to ensure that it is of sufficient size (c.1,100) and diversity to be representative of Lewisham's population. Under-represented groups can be identified and targeted in recruitment drives. Consultation data and reporting to decision-makers will be robust. Active and regular communication with panellists will encourage ongoing commitment. Demands on officer time and resource will be limited.

12.4. *Cons:* This is the most expensive option due to third party costs. Procurement requirements will lengthen implementation. Third party involvement may reduce responsiveness to unplanned panel requests.

12.5. *Indicative annual costs:* The following indicative costs have been provided by a leading market research company.

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Recruitment		Surveys		Deliberative	Annual Panel Refresh	
Postal	Face-to-face	Online surveys (x4)	Telephone surveys (x4)	Full day event with 30-40 panellists (x1)	Postal	Face-to-face
£26k	£45k	£56k	£76k	£30	£9k	£12k

12.6. Total costs will vary depending on recruitment method, survey method, deliberative events and annual panel refresh method. Based on a panel of 1,100 with four surveys and one deliberative event per year, total costs for this option will range from £120,000 to £163,000.

Option 2: Partially outsource panel

12.7. *Description:* Initial set-up and ongoing refresh of panel members will be outsourced to a third party. Design, delivery and analysis of online surveys, occasional face-to-face activities and regular communication with panellists (e.g. monthly e-newsletter) will be undertaken in-house by council officers.

12.8. *Pros:* The panel will be actively maintained by a third party to ensure that it is of sufficient size (c.1,100) and diversity to be representative of Lewisham's population. Under-represented groups can be identified and targeted in recruitment drives. Having engagement activities in-house will increase responsiveness to unplanned panel requests.

12.9. *Cons:* Demands on officer time will be more resource intensive than Option 1. Analysis and reporting of panel feedback may be more basic than through a professional market research agency.

12.10. *Indicative annual costs:* The cost of using a third party to recruit and annually refresh the panel will be between £35,000 and £57,000 depending on whether recruitment methods are postal or face-to-face. Panel activity in-house costs are predominantly determined by officer (PO6) designated time. Based upon four online surveys per year (with prize draws of £50), quarterly e-newsletter and annual panel event, costs would be circa £20,000. Total costs for this option would therefore range from £55,000 to £77,000.

Option 3: Insource panel

12.11. *Description:* Panel recruitment will be self-selecting through Citizen Space on the council's website. Design, delivery and analysis of online surveys, occasional face-to-face activities and regular communication with panellists (e.g. monthly e-newsletter) will be undertaken in-house by council officers.

12.12. *Pros:* This is the cheapest option for the set-up and running of a panel. It is also the option that could launch panel activities most quickly. Having engagement activities in-house will increase responsiveness to unplanned panel requests.

12.13. *Cons:* Demands on officer time will be the most resource intensive for this option. Panel is unlikely to be representative of the Lewisham population due to the web-based, self-selecting approach. Panel size may fluctuate and seldom-heard or under-represented groups likely to be an issue. Risk that panel results may be communicated to decision-makers as representative.

12.14. *Indicative annual costs:* Costs are predominantly determined by officer (PO6) designated time. Based upon a self-selecting panel with four online surveys per year (with prize draws of £50), quarterly e-newsletter and annual panel event, total costs for this option would be circa £20,000.

Option 4: Engagement of the seldom-heard through more targeted 'Public Involvement' recommendations

12.15. *Description:* The 'Public Involvement' theme of the LDR contains other recommendations that are better aligned to the empowerment of the seldom-heard and providing marginalised communities with a voice in decision-making and priority-setting than a People's Panel. For example:

- #16 states that "councillors and officers should routinely and regularly be, and provide information in, places that constituents use and meet". The development of this recommendation (e.g. an annual programme of outreach in each ward) should better reflect the diverse views of the borough, at cheaper cost than the establishment of a panel
- #17 states that "the model of councillor surgeries should be expanded to trial the benefits of council surgeries, partnership surgeries and virtual surgeries". The development of this recommendation (e.g. members engaging with residents alongside statutory partners, council officers and the Third Sector) should stimulate greater public engagement, with VCS organisations helping to identify and involve those from harder-to-reach communities.
- #31 states that "the Council needs to develop and improve how it attempts to actively engage with seldom-heard groups and individuals to inform decision-making that will impact on them". The development of this recommendation is already underway involving a programme of engagement that specifically seeks the views of a range of groups. Early indications are that a People's Panel approach is not the best way to engage them going forward
- #39a states that "as part of further developing a place-based engagement and involvement approach....civic crowdfunding should be developed". The development of this recommendation should empower all communities to develop their own projects, access external funding and work more collaboratively and supportively with one another and the Third Sector
- #39b states that "as part of further developing a place-based engagement and involvement approach....the Place Standard should be trialled". The development of this recommendation is already underway and will allow diverse communities to assess their local area through structured conversations and prioritise for action those things that matter most to them with suggested actions for improvement
- #39c states that "as part of further developing a place-based engagement and involvement approach....a model of citizens' assemblies should be considered". The development of this recommendation is already underway and if approved by Mayor and Cabinet, would seek to recruit a 'mini-public' or representative sample of Lewisham residents based upon certain Protected Characteristics such as age, gender, ethnicity, disability etc. so that their voices can be heard on complex issues of significant importance

12.16. *Pros:* Engagement activities can be customised to the unique needs of each group with a 'toolkit' of options for use by members and officers developed through the delivery of all of the recommendations. Engagement with the harder-to-reach can be undertaken on their own turf, in familiar, unthreatening environments with the full support of their communities to hand. Voices of specific communities can be clearly

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heard and articulated to decision-makers. Responses can be less 'professionalised'.

- 12.17. *Cons:* Bespoke nature of this option might be logistically more complex in terms of planning and delivery. Targeted activity is less visible to the wider population as it involves a smaller sample of respondents. Members will carry greater accountability due to the rolling face-to-face interaction with vulnerable or disempowered communities. Personal interaction may result in disparate discussion threads.
- 12.18. *Indicative annual costs:* It is difficult to assign costs to this option as it encompasses a collection of other recommendations that vary from no-cost (Place Standard) to high-cost (Citizen's Assembly). Each of the LDR recommendations identified above will be individually costed and reported to the Working Group for consideration and recommendation before any financial commitments are undertaken.

13. Conclusion

- 13.1. Recommendation #33 of the LDR required that 'the introduction of a People's Panel should be explored reflecting the demographic of the borough'. A key driver behind this recommendation was to provide the seldom heard with a voice in the ongoing business of the council.
- 13.2. Upon consideration of the features of a Peoples' Panel, the pros and cons of the four options set out above, and evidence from Lewisham's previous Citizens' Panel and existing panels operating in other local authorities, it is recommended that the Working Group agree Option 4 as the preferred way forward. The rationale for this recommendation is as follows:
- Despite the investment of considerable time and resource, People's Panels are unlikely to remain representative, even with an annual refresh. Typically, younger residents, BAME residents and those living in the most deprived areas tend to be under-represented in panel activity
 - Outputs from the panel may not be sufficiently representative to inform and influence decision-making with the required levels of confidence. Views shared with decision-makers are likely to be those of a narrower cohort of the most active and engaged panellists.
 - Panels tend not to yield the best return on investment, especially as a tool to engage with the seldom heard or harder-to-reach
 - Option 4 considers a fuller array of tools, mechanisms and insights for use when engaging with the seldom heard. This recognises that bespoke and targeted approaches are more likely to encourage involvement
- 13.3. Although Option 4 is over-arching in description, the individual LDR recommendations sitting within it will be individually evaluated and reported to the Working Group for consideration. These will incorporate options for engaging with the seldom heard which should be more nuanced and effective.

14. Financial implications

- 14.1. The Local Democracy Review was delivered with a budget of £10k, primarily by using existing expertise and resources within Corporate Policy. No further budget was allocated for the delivery of the 57 recommendations and there is an expectation that implementation will be achieved within existing resources wherever possible (given the Council's ongoing budget savings process).
- 14.2. Any additional costs incurred through the realignment of Recommendation #33 to

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other recommendations within the Local Democracy Review (i.e. Option 4) will be identified in the respective papers to the Working Group, scheduled for early 2020.

15. Legal implications

- 15.1. The Council has power to establish a People's Panel by virtue of the general power of competence set out in Section 1 Localism Act 2011.
- 15.2. In deciding whether to establish a People's Panel, members must be mindful of the Council's fiduciary duty to Council Taxpayers and must be satisfied that the cost is counterbalanced by the potential benefits of doing so. Provided members are satisfied on this point there is no legal impediment to establishing a People's Panel. However members must be aware that they would not be able to subjugate their decision making to that of the People's Panel. In considering any recommendations of the Panel, if established, members would need to make decisions based on their own judgement having taken into account all relevant considerations and disregarding irrelevancies. Such issues would be the subject of detailed reports to members at the appropriate time.
- 15.3. By virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as amended, any decision to establish a People's Panel lies with the Mayor. Should the Local Democracy Working Group support the establishment of a People's Panel, their recommendation would be the subject of a report to Mayor and Cabinet.
- 15.4. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 15.5. In summary, the council must, in the exercise of its function, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
 - Advance equality of opportunity between people who share a protected characteristic and those who do not
 - Foster good relations between people who share a protected characteristic and persons who do not share it
- 15.6. The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 15.7. The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:

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16. Equalities implications

- 16.1. The key driver behind the recommendations set out in Section 2 is the adoption of methods better suited to engagement with the seldom heard. This targeted and bespoke approach will work to ensure that the voices of the marginalised and under-represented are fully inclusive in the business and decision-making of the council going forward.

17. Climate change and environmental implications

- 17.1. There are no specific climate change and environmental implications arising from this report.

18. Crime and disorder implications

- 18.1. There are no specific crime and disorder implications arising from this report.

19. Health and wellbeing implications

- 19.1. There are no specific health and wellbeing implications arising from this report.

20. Background papers

- 20.1. There are no additional background papers for this report.

21. Glossary

Term	Definition
Insourcing	Insourcing is the assignment of a project to a person or department within the organisation rather than to a third party. Insourcing is the opposite of outsourcing.
Local Democracy Review	The Local Democracy Review was a councillor-led review of local democracy in Lewisham, which made recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making.
Local Democracy Working Group	The Local Democracy Working Group is a group of eight councillors who are responsible for implementing the recommendations of the Local Democracy Review during 2019/20.
Outsourcing	Outsourcing is the practice of hiring a party outside an organisation to perform services that might otherwise be performed in-house by the company's own employees and staff.

Term	Definition
People's Panel	A People's Panel (most commonly referred to as a Citizens' Panel) aims to be a large, demographically representative group of adult citizens regularly used to assess public preferences and opinions.

22. Report author and contact

- 22.1. If there are any queries about this report then please contact Stewart Weaver-Snellgrove (Principal Officer, Policy, Service Design and Analysis) on x49308 or email stewart.weaver-snellgrove@lewisham.gov.uk.

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Local Democracy Working Group

Evaluating The Provision Of A Citizens' Assembly (Recommendation #39)

Date: 18th December 2019

Key decision: No

Class: Part 1

Ward(s) affected: All

Contributors: Interim Chief Finance Officer

Outline and recommendations

The purpose of this report is to update the Local Democracy Working Group on the evaluation of the Citizens' Assembly as a way of having important conversations with local residents on challenging issues. The report explains the key features of a Citizens' Assembly, the pros and cons of using them, estimated costs, and what topics they are best suited for.

The Local Democracy Working Group is asked to:

- Consider making a recommendation to Mayor and Cabinet that a Citizens' Assembly be held in spring 2020 with an indicative cost of £50-100K.
- Recommend to Mayor and Cabinet that if a Citizens' Assembly is approved, then: -
 - Consider the topic of Climate Change for this Citizens' Assembly
 - Delegate to the Director of Corporate Resources responsibility for all activities required to set-up and deliver the Citizens' Assembly, including the letting of the contract
 - Request that the Director of Corporate Resources provide progress updates to the Local Democracy Working Group
 - Request that the Director of Corporate Resources report back on the findings of the Citizens' Assembly to Mayor and Cabinet and Council in due course

Timeline of engagement and decision-making

May 2018 – Mayor Damien Egan promises to launch a review that will make the Council *'even more democratic, open and transparent'*

July 2018 – Full Council agrees to establish a Local Democracy Review Working Group consisting of eight councillors. They are tasked with making recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making

September 2018 to January 2019 – the Working Group gathers evidence from a wide range of residents, community groups and local councillors (including an online questionnaire completed by over 700 respondents, workshops at four secondary schools and attendance at over 40 events)

January to March 2019 – the Working Group collects their evidence into a final report, which identifies 57 recommendations for change

March/April 2019 – Mayor & Cabinet and Full Council agree the report and recommendations

April 2019 to March 2020 – the retained Local Democracy Working Group oversees delivery of the recommendations

Reason for lateness and urgency

The report has not been available for five clear working days before the meeting and the Chair is asked to accept it as an urgent item. The report was not available for dispatch on 10th December 2019 because of the pre-election period. The report cannot wait until the next meeting because this was the only suitable date available in the Council calendar in advance of Christmas based on member availability and decisions are required to enable work to progress in advance of the next scheduled meeting.

1. Summary

1.1. The purpose of this report is to update the Local Democracy Working Group (LDWG) on the evaluation of the Citizens' Assembly as a deliberative engagement method and to identify an appropriate opportunity for its use in Lewisham.

2. Recommendations

2.1. The LDWG is recommended to:

- Consider making a recommendation to Mayor and Cabinet that a Citizens' Assembly be held in spring 2020 with an indicative cost of £50-100K.
- Recommend to Mayor and Cabinet that if a Citizens' Assembly is approved, then: -
 - Consider the topic of Climate Change for this Citizens' Assembly
 - Delegate to the Director of Corporate Resources responsibility for all activities required to set-up and deliver the Citizens' Assembly, including the letting of the contract
 - Request that the Director of Corporate Resources provide progress updates to the Local Democracy Working Group

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- Request that the Director of Corporate Resources report back on the findings of the Citizens' Assembly to Mayor and Cabinet and Council in due course

3. Policy context

3.1. The recommendations of the Local Democracy Review are consistent with all the Council's corporate priorities (contained within the new Corporate Strategy 2018-22). Effective decision-making underpins the delivery of every commitment within the strategy and we will continue to work closely with our residents to understand the differing needs of our diverse community. However, the recommendations are particularly relevant under the priorities of:

- *Open Lewisham* – Lewisham is a welcoming place of safety for all where we celebrate the diversity that strengthens us
- *Making Lewisham Greener* – everyone enjoys our green spaces, and benefits from a health environment as we work to protect and improve our local environment

4. Background

4.1. Recommendation #39 of the Local Democracy Review is part of the 'Public Involvement In Decisions' theme. It sits under the thematic area of 'Place-Based Engagement', with Cllr Elliott as LDWG Champion.

4.2. The recommendation states that:

'As part of further developing a place-based engagement and involvement approach... a model of citizen assemblies should be considered, initially in relation to discussions around the allocation of CIL funds'

5. What is a Citizens' Assembly?

5.1. A Citizens' Assembly is a fairly large body of citizens that come together to deliberate on an issue, of local, regional or national importance. Participants are usually selected to create a 'mini-public' that is broadly a representative sample of the wider population. Although Citizens' Assemblies are now very much in vogue, they have actually been used since the 1970s.

5.2. Typically a Citizens' Assembly will follow a structured 3-step process:

- *Learning* – Participants learn about a topic through a combination of presentations from experts and facilitated workshops. This sets a level playing field so that all participants are equipped to deliberate the issue. The learning stage is when participants receive the majority of their information about the topic and have the opportunity to ask questions of the experts. The information they receive must be accessible, balanced and comprehensive
- *Deliberation* – Participants explore their own opinions on what they have heard from the experts and develop a wider understanding of the opinions of others in the Assembly. They will often be given tasks to undertake e.g. ranking things in order of preference or listing the pros and cons of evidence. This usually takes place in smaller facilitated groups of 7-8 people, to allow enough space and time for considered debate and equal participation
- *Decision* – Participants come to some conclusions on what they have learnt

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through the assembly process, resulting in a decision or a set of recommendations, usually achieved through a series of ballots. The relevant decision makers will often be present at the Assembly allowing citizens to present their findings directly, with a formal organisational response provided at a later date

6. What are the key features of a Citizens' Assembly?

6.1. There are certain key features that are common to all Citizens' Assemblies:

Key features in set-up...	<ul style="list-style-type: none"> • Clear remit • Organisational ownership • Independent oversight • Random selection
Key features in delivery...	<ul style="list-style-type: none"> • Balanced information • Expert witnesses • Time for deliberation • Neutral facilitation • Collective decision-making
Key features in follow-up...	<ul style="list-style-type: none"> • Public response to decision-makers • Consideration in a suitable forum e.g. tied into the political process • Formal response to recommendations

7. When should a Citizens' Assembly be used?

7.1. A Citizens' Assembly is an effective method to examine broad policy objectives to create new ideas, propose solutions, or to develop recommendations.

7.2. Typically there are three types of issues that a Citizens' Assembly is best-suited to address:

- Unlocking politically difficult issues (e.g. climate change, air quality, affordable housing, sustainable town centres or the funding of adult social care)
- Moral issues (e.g. abortion or same-sex marriage)
- Constitution reform issues (e.g. Scottish Independence)

7.3. Where a Citizens' Assembly is being run at a borough-level the focus should be kept on what can be changed and acted upon locally rather than issues that require national cooperation.

7.4. A Citizens' Assembly should not be used to speak with people about a particular lived experience (e.g. knife crime or homelessness); where there is limited scope for influence; if there is no political appetite for action; or there aren't sufficient resources to run it properly.

7.5. It is essential to have real clarity on the question(s) that the Citizens' Assembly is being asked to address as this helps to focus participants and make the best use of the time available. As an example, Camden's recent Citizens' Assembly was tasked with answering the following questions:

'We are now facing a climate and ecological crisis. How can the Council and the people of Camden help limit the impact of climate change while protecting and enhancing our natural

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environment? What do we need to do in our homes, neighbourhoods and council?

7.6. Whatever the issue, it needs to be sufficiently complex to justify the expense of a Citizens' Assembly and there needs to be the political will to act upon the responses to the question(s) asked.

8. What are the strengths and weaknesses of a Citizens' Assembly?

8.1. The strengths of a Citizens' Assembly are as follows:

- Process can be quite high profile and so provides a good way of drawing public attention to an important issue
- Useful way of confronting people with hard choices and getting them to look at these choices from an informed perspective
- Learning phase and deliberation with peers can help participants to understand, change and develop their opinions.
- The process is good at breaking political deadlocks, identifying trade-offs and bringing out diverse perspectives on complex and contested problems
- Outputs from the Assembly can help politicians make the case for change to the wider public

8.2. The weaknesses of a Citizens' Assembly are as follows:

- The Citizen's Assembly might make recommendations or set public expectations that cannot be delivered
- Gaining a broad representative group of people can be challenging and time-consuming
- Running a Citizens' Assembly is a highly complex and resource-intensive process requiring significant expertise
- There is a danger of it being seen as a publicity exercise if not followed by real outcomes.
- Due to controversial issues under discussion and the public scrutiny of their recommendations, participants may experience undue stress
- If not managed properly with neutral facilitation and independent oversight it can result in reputational damage and critical challenge

9. Who are the participants in a Citizens' Assembly?

9.1. A Citizens' Assembly usually consists of between 50-150 participants, recruited to be a broadly representative sample of the wider adult population.

9.2. Participants are typically selected via the Electoral Register. Letters are randomly sent to 5,000 residents with high-level details of the event, seeking their expression of interest in attending. Those that confirm interest are requested to complete a demographic monitoring form. Attitudinal questions may also be asked where relevant. The responses to all these questions is then used to randomly extract a stratified sample based on age, gender, ethnicity, socio-economic grade and place of residence. A list of 'reserves' may also be identified to compensate for non-attendance of participants due to ill-health, family circumstances etc.

9.3. Despite stratification there are still barriers that might prevent a representative sample of the population from attending. For example single parents, carers and people with additional needs may face challenges in taking part and so self-select out of the

process. A well-planned Citizens' Assembly should take steps to overcome these barriers e.g. advertise that expenses for childcare or respite care will be covered, agree the attendance of carers as non-participants, or check whether information is required in alternate formats.

10. What is the duration of a Citizens' Assembly?

- 10.1. There are no hard and fast rules about this, as it is usually determined by the complexity of the topic or subject matter under consideration. Usually it will be for at least two days, but it can be significantly longer. It must allow participants time for sufficient learning and deliberation. Budget will also be a deciding factor, as the longer the duration, the more expensive the cost.
- 10.2. For example, the 2019 Citizens' Assembly held in Camden on the Climate Crisis consisted of three separate sessions, lasting 12 hours in total, whilst the 2018 Citizens' Assembly held nationally on adult social care consisted of two weekend sessions, lasting 28 hours in total.
- 10.3. 'Involve', the UK's leading public participation charity, has advised that the timeframe used by Camden's Citizens' Assembly was tight and that participants might have a better experience and we'd get a better output if we can lengthen it. However, officers at Camden indicate that whilst the extension of the second session by 2-hours would have been helpful, the addition of a fourth session was not considered appropriate. This is in recognition of the time-commitments being requested of participants and the likely increase in attrition rates if the Assembly duration was extended. Camden dropped 10 participants between the first and third sessions.
- 10.4. An independent evaluation of Camden's Citizens' Assembly is due to be published by University College London in January 2020 which may provide additional insight re the best duration of an Assembly convened to consider Climate Change as a topic.

11. How much does a Citizens' Assembly cost?

- 11.1. A Citizens' Assembly is a high-cost method of deliberative engagement, which is considered a good investment if it leads to more robust decision-making and strengthens local democracy. However, the associated costs dictate that this form of public engagement is likely to be used infrequently.
- 11.2. The main costs of a Citizens' Assembly are as follows:
 - Independent management and facilitation
 - Recruitment of participants
 - Venue hire, catering, equipment and accessibility provisions
 - Communication, promotion and supporting materials
 - Expert witness fees
 - Participant incentives and expenses
 - Officer time
- 11.3. When Lewisham ran a two-session (14hrs) Citizens' Assembly in 2005 with 50 participants it cost £55,400. A breakdown of this cost was as follows:

CITIZENS' ASSEMBLY (2005) BUDGET	
Description of cost	Amount
Management and facilitation	£38,775

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Venue, catering, and equipment	£4,800
Participant incentives	£7,500
Participant expenses	£250
Witness fees	£3,921.50
Photographer	£150
Total cost	£55,396.50

- 11.4. As an indication, the Bank of England's inflation calculator would put this cost at £81,000 as of 2018 (the latest year available).
- 11.5. However, anecdotal evidence suggests that Camden's Citizens' Assembly this year cost £50,000 for three sessions (12 hours) and 60 participants. This cheaper cost was made possible by the use of council premises rather than an external venue, expert witnesses that volunteered their time for free and the use of a public participation charity to provide independent facilitation rather than a private sector market research company.
- 11.6. In all Citizens' Assemblies, participants are usually incentivised (e.g. £150 for a two-day session) and expenses are also covered (e.g. transport, childcare or respite care).
- 11.7. The planning, management and delivery of a Citizens' Assembly is highly resource intensive, both in terms of external expertise and also officer support.

12. Citizens' Assembly on climate change

- 12.1. Whilst the recommendation (#39) from the Local Democracy Review was that a citizens' assembly should be considered in relation to the allocation of Community Infrastructure Funds, para 9.5 of the 'Stakeholder engagement in the Neighbourhood Community Infrastructure Levy process' report to LDWG (September 2019) sets out why upon further exploration this has now been discounted. Citizens' Assemblies are resource-intensive and to replicate these at a ward-level would not be financially feasible. Whilst a Citizens' Assembly could be used to prioritise the long-list of projects for the borough-level NCIL fund, this activity has already been attributed to the Director of Planning with ratification by Mayor and Cabinet, as part of the NCIL process agreed by Council on 24 July 2019.
- 12.2. On benchmarking Citizens' Assemblies within local authorities, there were 13 either completed, underway or planned for 2019. Of these, nine were on the topic of climate change, two on air quality and two on town centres.
- 12.3. Nationally, Citizens' Assemblies have been gaining traction with respect to the challenging conversations around climate change. In February 2019, Lewisham became the second London borough to declare a climate emergency and is now setting about reorganizing its work and priorities to deliver a carbon neutral borough by 2030. This includes publishing a new Lewisham Action Plan on Climate Change, before the end of the municipal year 2019/20.
- 12.4. A report on what is required for Lewisham to become a carbon neutral borough by 2030 has been commissioned through Aether, Future Climate Info and CAG Consultants. This report, once available, could be used to inform the development of a Citizens' Assembly within Lewisham on Climate Change.
- 12.5. There is an opportunity to expand public participation in this critical debate. Delivering on the carbon neutral target is likely to mean some difficult challenges and choices,

for the Council but also potentially for residents. Citizens' assemblies can be a good way to enable people to deliberate the complex trade-offs inherent in climate action.

- 12.6. There is clear evidence that engaging people in a meaningful way has the potential to change attitudes and behaviours towards tackling climate change. Following a previous public engagement process by DEFRA on climate change, participants claimed that the event helped them to clarify their thinking (94%), and learn something new (79%). Also, more than 70% said they had changed their thinking as a result. The dialogue made two thirds feel more personally responsible for taking action to reduce their impact on climate change.
- 12.7. At the conclusion of Camden's Citizens' Assembly, participants were offered the opportunity to continue their involvement through a more detailed definition of their recommended action plan. Thirty participants indicated their willingness to do so and have subsequently joined a newly established working group.
- 12.8. Camden are also adopting a co-design approach with the community in the development of their public information campaigns on Climate Change and trialling 'Think and Do' labs to address contested issues that might come out of their Action Plan. Whilst many of the recommendations from the Assembly had already been considered by officers, the most unexpected outcome was the extent to which participants acknowledged the significance of changing 'lifestyle behaviours' in an effort to address Climate Change. This is directing Camden to place a much greater focus on public information campaigns that set out the truth clearly and explicitly.
- 12.9. Additionally, the impact of engagement processes on climate change does not stop at the individual participant. Evidence suggests that it has a much wider impact, because the participants talk about their experience and learning to others. For example, the 15 people interviewed after taking part in the DEFRA public engagement process had collectively talked to at least 450 other people.

13. Benchmarking: Lewisham vs Camden

- 13.1. Whilst Camden's Citizens' Assembly on the climate crisis captured headlines earlier this year, Lewisham actually undertook a Citizens' Assembly on climate change and environmental sustainability back in 2005.
- 13.2. There are four key differences between Lewisham (2005) and Camden (2019) that Lewisham may wish to consider when planning a future Citizens' Assembly:
 - *Key question for assembly* – Camden identified a clear question for the assembly to answer. This clarity of purpose is essential in completing the event within the allocated time, keeping participants focussed and making effective use of their recommendations. Lewisham's previous approach was slightly broader and more thematic
 - *Inputs from non-participants* – Camden encouraged inputs on the climate crisis question from non-participants which helped to increase the transparency of the process. This was either through supplementary engagement with businesses and schools, or the use of an online engagement platform (Commonplace) to put forward ideas on how CO2 emissions could be reduced. These wider inputs were shared with the Citizen's Assembly in the third session before their action plan was developed and finalised. However some participants found the inclusion of the 'community view' to be an unwelcome distraction, whereas others found it useful to assist in their understanding of the complex agenda

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- *Independent Advisory Board* – Camden made use of an Independent Advisory Board. These advisors were experts on the topic whose role was to oversee all the materials handed to assembly participants, the choice of witnesses, and how the witnesses were briefed. They checked that the breadth of arguments and opinions on the topic had been covered, that the information was factually correct and ensured there was no bias in the language used. They covered the technical, academic and community perspectives on Climate Change. This was deemed essential by Camden to preserve the independence of the Assembly
- *Independent evaluation* – Camden invited UCL (University College London) to undertake an independent evaluation of the assembly processes and impacts

13.3. Further details on Camden’s Citizens’ Assembly, including the session agendas, supporting materials and final Action Plan, can be found in Appendix A.

13.4. A comparison of Lewisham’s approach in 2005 to that of Camden in 2019 is outlined in the following table:

Descriptor	Lewisham (2005)	Camden (2019)
Dates	1st and 2nd December 2005	1st, 11th and 20th July 2019
Number of sessions	Two	Three
Total time	14 hours (7hrs + 7hrs)	12 hours (3hrs + 3hrs + 6hrs)
Venue	Millwall Football Club	Swiss Cottage Library and the Greenwood Community Resource Centre, Kentish Town
Size	50 residents	60 residents
Recruitment	Step 1: 5,000 letters randomly sent to residents on electoral register, seeking expressions of interest. Step 2: Respondents to letter asked to complete demographic survey. Step 3: Final selection via stratified sampling (age, gender, ethnicity and occupational class) to reflect borough profile.	Step 1: Developed borough profile (ward, age, gender and ethnicity). Step 2: Camden Community Researchers recruited over 150 residents on-street at random to ward-level quotas. Step 3: Final selection at random though still representative of Camden profile.
Total cost	£55,400	£50,000 approximately
Participant incentives	£150 in cash, plus expenses	£150 shopping vouchers, plus expenses
Topic	Climate change and environmental sustainability	Climate and ecological crisis
Topic known to participants in advance	No	Yes
Key question for assembly	N/a	“We are now facing a climate and ecological crisis. How can the Council and the people of Camden help limit the impact of climate change while protecting and enhancing our

		natural environment? What do we need to do in our homes, neighbourhoods and council?"
Discussion themes	Renewable energy Open spaces Waste and recycling Energy efficiency in the built environment Green travel	The science of climate change and its ecological impacts. Current CO2 emissions in Camden and where we might get to in 2030. Actions that can be taken at home, in your neighbourhood and by the Council.
Pre-task	Participants asked to monitor their eating, travel and free time activities in week preceding assembly.	No
Deliberation sessions	Facilitated table discussions	Facilitated table discussions
Plenary sessions	Yes	Yes
Polling activities	Attitudinal questions on Session 1 (AM) and Session 2 (PM) to measure changes	Action Plan in Session 3
Inputs from non-participants	No	Online platform where anyone can share their idea, solution or experience with the assembly.
Expert witnesses	David Wylie, Architect, Wylie Associates Patrick Allcorn, Transport for London Jill Goddard, Thames Estuary Partnership Chris Searles, Searles Associates Godfrey Boyle, Open University	Mark Maslin, Professor of Climatology, UCL Chris Dunham, Director, Carbon Descent Chris Newman, Commercial Director, Parity Projects Leo Murray, Director of Innovation, 10:10 Campaign Trevor Keeling, Senior Sustainability Engineer, BuroHappold Engineering Joanna Marshall-Cook, Senior Sustainability Manager, UCL Dee Searle, Coordinator, Climate Emergency Camden
Independent management and facilitation	Opinion Leader Research (Market Research Company)	Involve (Public Participation Charity)
Independent Advisory Board (to quality assure content and evidence)	No	Richard Jackson, Director of Environmental Sustainability, UCL Duncan Price, Director of Sustainability, BuroHappold Engineering Dr Joanna MacRae, Climate Emergency Camden
Independent evaluation	No	University College London
Reporting to	Mayor and Cabinet	Full Council
Direct input into	Sustainability Strategy 2006	Environment Action Plan 2020

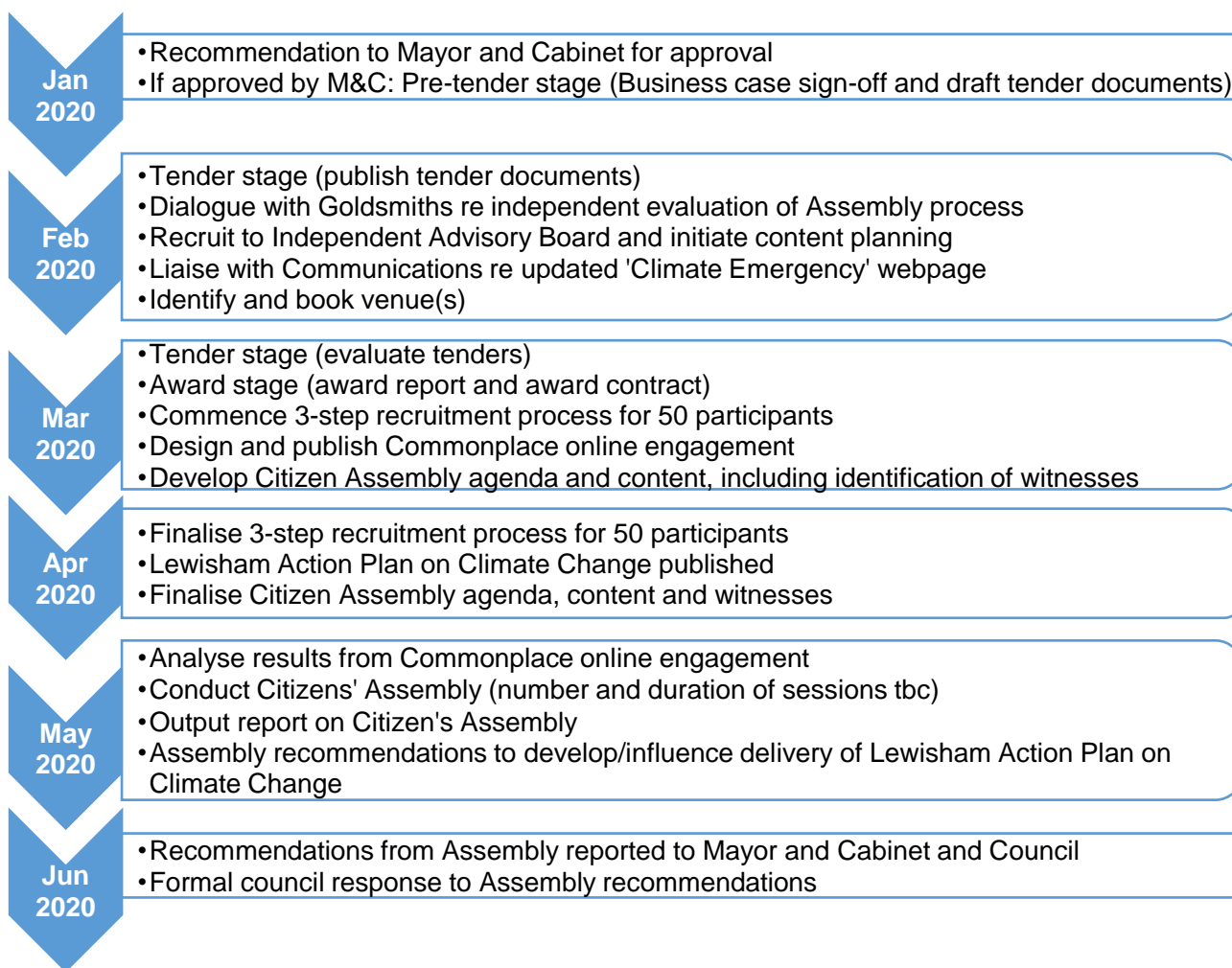
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14. Proposal and timeline

- 14.1. Benchmarking with other local authorities indicates that Citizens' Assemblies are increasing being used as a deliberative engagement tool for complex issues such as climate change. In light of the declaration of a climate emergency in Lewisham, the LDWG is asked to recommend to Mayor and Cabinet that a Citizens' Assembly be undertaken on the topic of climate change and the delivery of a carbon neutral borough by 2030.
- 14.2. If approved by Mayor and Cabinet, it is proposed that responsibility for the overall set-up and delivery of the Citizens' Assembly be delegated to officers, including the letting of the contract for independent third party facilitation. It is also suggested that the witnesses and supporting content on climate change be coordinated by the Climate Resilience Manager and Sustainability Manager and led by an Independent Advisory Board which will need to be set up. The opportunity for independent evaluation by Goldsmiths (University of London) could be explored. A working group of relevant officers will be set up to coordinate the full range of activities and the end-to-end process.
- 14.3. Oversight of the Citizens' Assembly as a deliberative engagement model would be provided by the Local Democracy Working Group, with status reports provided to LDWG in March 2020. The Cabinet Member for the Environment will be updated as required by either the Climate Resilience or Sustainability Managers. The findings of the Citizens' Assembly will be reported back to both Mayor and Cabinet and Council.
- 14.4. Should the LDWG agree to the above, then the following timeline will be adopted:



15. Financial implications

- 15.1. The Local Democracy Review was delivered with a budget of £10k, primarily by using existing expertise and resources within Corporate Policy. No further budget was allocated for the delivery of the 57 recommendations and there is an expectation that implementation will be achieved within existing resources wherever possible (given the Council's ongoing budget savings process).

The delivery of a Citizens' Assembly will not be possible through existing resources. It is anticipated that the cost of the Citizens' Assembly would be between £50,000 and £100,000 based on 50 participants. Final costs will be influenced by the length of the Assembly, choice of venue, ability to waive expert's fees, the successful tender for independent facilitation and management and the capacity to undertake some key activities in-house. If approved by Mayor and Cabinet, then the Citizens' Assembly would need to be funded corporately.

- 15.2. In addition to the above, the Citizens' Assembly will be resource-intensive to project manage and support from an officer perspective over a six-month period (December 2019 to May 2020). This will require designated resource from both Corporate Policy and the Sustainability team, to be reviewed on an ongoing basis.

16. Legal implications

- 16.1. The Council has power to establish and conduct a Citizens Assembly on Climate

Change by virtue of the general power of competence set out in Section 1 Localism Act 2011.

- 16.2. In deciding whether to establish and conduct a Citizens Assembly on Climate Change, members must be mindful of the Council's fiduciary duty to Council Taxpayers and must be satisfied that the cost is counterbalanced by the potential benefits of doing so. Provided members are satisfied on this point there is no legal impediment to conducting a Citizens Assembly. However members must be aware that they would not be able to subjugate their decision making to that of the Citizens Assembly. In considering any recommendations of the Assembly, if established, members would need to make decisions based on their own judgement having taken into account all relevant considerations and disregarding irrelevancies. Such issues would be the subject of detailed reports to members at the appropriate time.
- 16.3. By virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as amended, any decision to hold a Citizens Assembly lies with the Mayor, though as the report sets out, it would also be proposed to report the findings of any Citizens Panel to both Mayor and Cabinet and the full Council. Should the Democracy Working Group support the establishment of a Citizens Assembly, their recommendation would be the subject of a report to Mayor and Cabinet.
- 16.4. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 16.5. In summary, the council must, in the exercise of its function, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
 - Advance equality of opportunity between people who share a protected characteristic and those who do not
 - Foster good relations between people who share a protected characteristic and persons who do not share it
- 16.6. The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 16.7. The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:

<https://www.equalityhumanrights.com/en/publication-download/technical-guidance-public-sector-equality-duty-england>

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17. Equalities implications

- 17.1. The Citizens' Assembly will recruit a 'mini-public' or representative sample of Lewisham residents, based upon age, gender, ethnicity amongst other factors. Barriers to participation such as carer responsibilities or special access requirements will be addressed. Professional facilitators will ensure equal participation amongst all attendees.
- 17.2. It is proposed to widen the opportunities for engagement on the question being asked of the Citizens' Assembly e.g. through the use of an online platform (Commonplace) and the organisation of a Climate Change Summit for local businesses in April 2020.

18. Climate change and environmental implications

- 18.1. The output from the Citizens' Assembly will be a series of recommendations that will help to inform the delivery details of Lewisham's Action Plan on Climate Change 2020.
- 18.2. The process of the Citizens' Assembly will also raise the profile of climate change amongst residents and businesses and hopefully will have a positive impact on attitudes and behaviours.

19. Crime and disorder implications

- 19.1. There are no specific crime and disorder implications arising from this report.

20. Health and wellbeing implications

- 20.1. Approval of a Citizens' Assembly as a deliberative engagement tool will not have any direct impacts on health, mental health or wellbeing.
- 20.2. However, agreement of the topic of Climate Change for this Citizens' Assembly will lead to a set of recommendations to assist in the reduction of CO2 emissions in Lewisham. These recommendations are likely to have direct impacts on health and wellbeing e.g. through improved air quality, healthier diets, better insulated homes etc.

21. Background papers

- [Camden Citizens Assembly on the Climate Crisis - Sep 2019](#)

22. Glossary

Term	Definition
Citizens' Assembly	A citizens' assembly is a group of people who are brought together to discuss an issue or issues, and reach a conclusion about what they think should happen.
Climate Crisis	Serious problems that are being caused or likely to be caused by changes in the world's weather, in particular the world getting warmer as a result of human activity increasing the level of carbon dioxide in the atmosphere.
DEFRA	Department for Environment, Food and Rural Affairs

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Term	Definition
Electoral Register	The electoral register (sometimes called the 'electoral roll') lists the names and addresses of everyone who's registered to vote.
Environmental Sustainability	Protecting and maintaining environmental resources (e.g. water or wildlife) for future generations.
Local Democracy Review	The Local Democracy Review was a councillor-led review of local democracy in Lewisham, which made recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making.
Local Democracy Working Group	The Local Democracy Working Group is a group of eight councillors who are responsible for implementing the recommendations of the Local Democracy Review during 2019/20.

23. Report author and contact

- 23.1. If there are any queries about this report then please contact Stewart Weaver-Snellgrove (Principal Officer, Policy, Service Design and Analysis) on x49308 or email stewart.weaver-snellgrove@lewisham.gov.uk.

Appendix A – Camden’s Citizens’ Assembly (2019)

1. Session details (Camden)

Next sessions

Citizens’ Assembly on the climate crisis

Session 2: Pathways to the future

Thursday 11 July, 6-9pm (venue tbc)

This session aims to inspire you with examples of how positive changes at local, regional and national levels can help address the climate and ecological crisis. Learn about how our neighbourhoods, lifestyles and transport systems could change to make Camden cleaner and greener.

Session 3: Action for change

Saturday 20 July, 10am to 4pm (venue tbc)

This session will help you to decide which of the positive examples from the previous two sessions should be implemented in Camden. Should our streets be car free? Should there be more solar panels on schools and community buildings? Your ideas will inform a new environmental action plan for Camden.

Session 1: Climate Change and Camden

1 July, 6-9pm. Swiss Cottage Library

The question for the Assembly to consider

We are now facing a climate and ecological crisis. How can the Council and the people of Camden help limit the impact of climate change while protecting and enhancing our natural environment? What do we need to do in our homes, neighbourhoods and council?

Purpose of today’s session

1. To understand the assembly process and why it has been established by the council
2. To understand the seriousness of the climate and environmental emergency and the environmental science behind
3. To understand the current situation in Camden and the positive change that’s possible.

Involvement is the UK’s leading public participation charity, on a mission to put people at the heart of decision-making. www.involvement.org.uk

Speaker biographies



Professor Mark Maslin – University College London
 Mark is Professor of climatology at University College London with expertise in global and regional climatic change. He has published over 160 papers and appears regularly on radio and television including the recent BBC David Attenborough documentary ‘Climate change: the facts’. His books include ‘Climate Change: A Very Short Introduction’ and ‘The Human Planet’. He was one of the lead authors on the 2009 Lancet report ‘Managing the Health effects of climate change’.



Chris Dunham - Director, Carbon Descent
 Chris has postgraduate qualifications in engineering and architecture and over 20 years’ experience in the field of energy and carbon reduction. His work has ranged from training householders to fit solar water heating, to modelling how Brazil could achieve its national energy targets. Chris is also chair of a citizen’s climate action group in his hometown.

Lead facilitators



Tim Hughes - Director, Involvement
 An expert in public participation and open governance, Tim has overseen and facilitated some of the largest citizens’ assemblies that have taken place in the UK, including the Citizens’ Assembly on Social Care and Citizens’ Assembly for Northern Ireland.



Kelly McBride - Programme Director, Democratic Society
 Kelly has extensive experience of supporting spaces and processes for dialogue, deliberation and learning in the UK and across Europe. Democratic Society is a non-profit organisation working for better inclusion and participation of people to make and shape the decisions that affect their lives.

Programme

Time	Detail
6pm	Welcome to the Camden Climate Assembly: <ul style="list-style-type: none"> • Tim Hughes & Kelly McBride, Lead Facilitators • Georgia Gould, Leader of the Council • Sir Keir Starmer MP, local Member of Parliament
6.20pm	Introduction to how the Assembly will work
6.30pm	Table introductions
6.45pm	Prof Mark Maslin (UCL) - The science of climate change and its ecological impacts – Part 1
7pm	Table discussion
7.05pm	Prof Mark Maslin (UCL) - The science of climate change and its ecological impacts – Part 2
7.20pm	Table discussions
7.30pm	Break
7.45pm	Chris Dunham (Carbon Descent) - Current CO2 emissions in Camden and where we might get to in 2030
8.05pm	Table discussions
8.20pm	Q&A with Mark Maslin & Chris Dunham
8.50pm	Wrap-up
9pm	Close

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Next session

Citizens' Assembly on the climate crisis

Session 3: Action for change

Saturday 20 July, 10am to 4pm

This session will help you to decide which of the positive examples from the previous two sessions should be implemented in Camden. Should our streets be car-free? Should there be more solar panels on schools and community buildings? Your ideas will inform a new environmental action plan for Camden to be published in spring 2020.

Session 2: Pathways to the future

11 July, 6-9pm. Swiss Cottage Library

The question for the Assembly to consider

We are now facing a climate and ecological crisis. How can the Council and the people of Camden help limit the impact of climate change while protecting and enhancing our natural environment? What do we need to do in our homes, neighbourhoods and council?

Purpose of today's session

This session aims to inspire you with examples of how positive changes at local, regional and national levels can help address the climate and ecological crisis.

You will learn about practical actions you can take in your home and your neighbourhood as well as those the Council should lead on, to contribute to a cleaner and greener Camden.

Involve is the UK's leading public participation charity, on a mission to put people at the heart of decision-making. www.involve.org.uk



Speaker biographies



Stephen Evans / Debbie Bourne - Camden residents

Stephen and Debbie have lived in Camden for many years. They have always been conscious of the environment when choosing their lifestyles, but have become much more aware and active recently in the light of the climate and ecological emergency.



Chris Newman - Parity Projects

Chris has over ten years of experience in renovating domestic properties to be low energy. He has personally renovated his Victorian townhouse from a G rating to a hairsbreadth off an A. He is also a non-exec Director of Ecology Building Society.



Leo Murray - 10:10

Leo has worked on climate change since 2005 and played a central role in the campaign against a third runway at Heathrow Airport. He co-founded the 10:10 campaign in 2009 and spends most of his time thinking about how to improve the interaction between people and the low carbon transition.



Trevor Keeling - BuroHappold Engineering

Trevor has a wealth of experience assessing how buildings contribute to the wellbeing of their occupants as well as energy management, building sustainability assessments and indoor environmental quality.



Joanna Marshall-Cook - Sustainability UCL

Joanna leads UCL's transition to be a zero carbon institution by 2030, facilitating change in the way UCL uses energy, travels, buys products and eats. She manages UCL's sustainability engagement programme, bringing together students and staff to embed sustainability across the institution.



Dee Searle - Climate Emergency Camden

Dee Searle is a coordinator of Climate Emergency Camden and is active in several community groups concerned with the environment, our high streets and support for young people.

Programme

Time	Description
6pm	Introduction - Simon Burall & Kelly McBride, lead facilitators Welcome - Cllr Harrison, Cabinet Member for a Sustainable Camden
6.10pm	Recap - Where we are and how the Assembly will work
6.20pm	Panel 1 - Examples of actions that can be taken at home
6.35pm	Reflection - Consider and agree on key points and questions
6.45pm	Panel 2 - Examples of actions that can be taken in your neighbourhood
7.00pm	Reflection - Consider and agree on key points and questions
7.15pm	Panel 3 - Examples of actions that can be taken by the Council
7.30pm	Reflection - Consider and agree on key points and questions
7.40pm	Break
8.00pm	Carousel - Discussing key points and questions with the speakers
8.50pm	Wrap-up
8.55pm	Close - Cllr Harrison, Cabinet Member for a Sustainable Camden

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Session 3: Action for change

20 July, 10-4pm, Greenwood Centre

The question for the Assembly to consider

We are now facing a climate and ecological crisis. How can the Council and the people of Camden help limit the impact of climate change while protecting and enhancing our natural environment? What do we need to do in our homes, neighbourhoods and council?

Purpose of today's session

This session will help you to decide which of the positive examples from the previous two sessions should be implemented in Camden. Should our streets be car-free? Should there be more solar panels on schools and community buildings? Your ideas will inform a new environmental action plan for Camden to be published in spring 2020.

Programme

Time	Detail
10:00am	Welcome and introductions
10:10am	Community ideas to inspire
10:20am	Round 1: Early proposals
11:20am	Break
11:35am	Round 2: Developing the proposals
12:15pm	Round 3: Shortlisting proposals for the action plan
12:45pm	Lunch
1:30pm	Testing the shortlisted proposals
2:40pm	Break
2:55pm	Your final action plan
3:35pm	Next steps from Georgia Gould, Council Leader
3:50pm	Wrap-up
4:00pm	Close

What next?

We have made great progress over the past few weeks looking at the Climate Crisis, this is only the beginning and we now need to turn your ideas into action.

The ideas developed today will be presented to Full Council on 7th October (7pm – Crowndale Centre) during a debate on the Climate Crisis, which will inform the Council's new environment plan in 2020. This is a public meeting so please come along if you would like to.

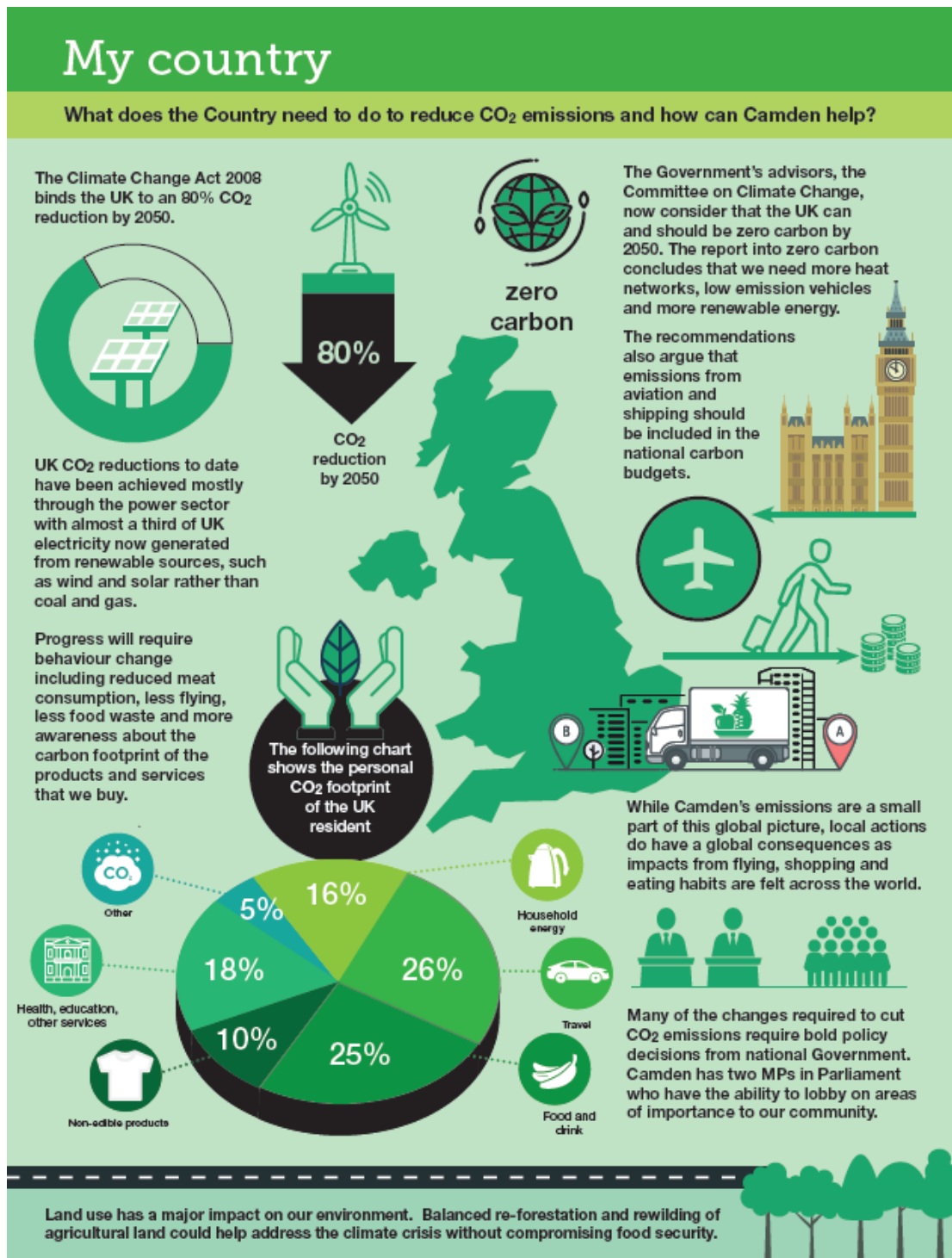
There will be lots more happening between now and then, so please look for updates at www.camden.gov.uk/climate-crisis

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2. Supporting materials (Camden)



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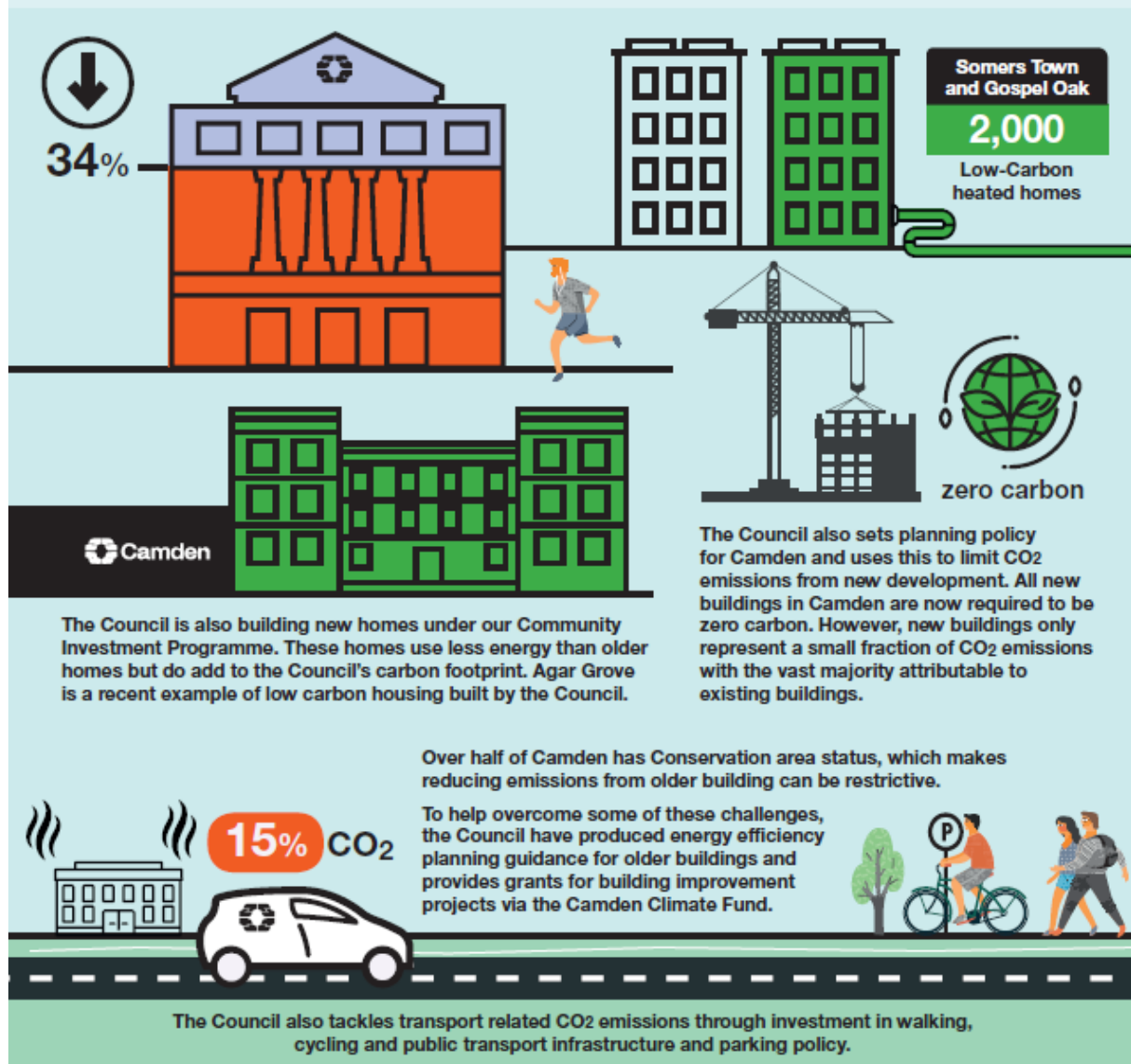
My Council

How can the Council reduce its own contribution and support the whole Borough to reduce CO₂ emissions?

Council buildings such as libraries and offices, its vehicle fleet and 30,000 Council homes contribute 15% of total CO₂ emissions in Camden.

Since 2010, CO₂ emissions from the Council's non-housing estate and operations have reduced by 34% because of energy efficiency investment and building disposals.

Many Council homes are flats on communally heated housing estates. Communal heating provides an opportunity to lower the CO₂ emissions of multiple homes in one go, for example by replacing a centralised gas boiler with a low carbon heating source. The Council has already taken this approach in Somers Town and Gospel Oak, where over 2,000 communally heated homes are now connected to lower carbon heating sources.



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In My Neighbourhood

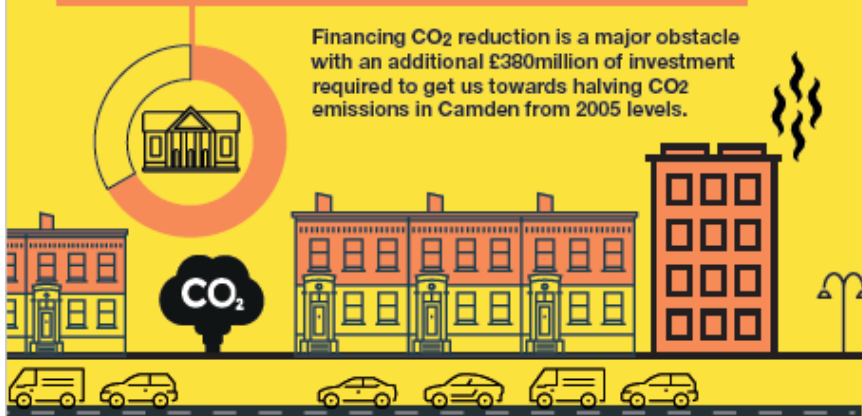
How could your Neighbourhood collectively reduce CO₂ emissions?

In our neighbourhoods, the sources of CO₂ emissions extend from homes to include buildings such as businesses, institutions and schools. Around two-thirds of CO₂ emissions in Camden come from this "non-domestic" sector - the 3rd highest proportion in London.

Buildings are the main source of CO₂ emissions at a neighbourhood level. Older buildings have high heating requirements. Newer buildings such as office blocks, tend to use more electricity for air conditioning, computing and lighting etc.



Non-Domestic emissions in Camden



Financing CO₂ reduction is a major obstacle with an additional £380million of investment required to get us towards halving CO₂ emissions in Camden from 2005 levels.



Low energy lighting, insulation for older buildings, renewable energy systems, community energy projects and zero carbon new development can all help reduce CO₂ emissions at a neighbourhood level.



Camden Climate Change Alliance

works with businesses, schools and institutions to help them reduce CO₂ emissions. Groups such as Power-up North London develop renewable energy projects with community buildings to help reduce their CO₂ emissions.



Road transport accounts for approximately 10% of the CO₂ emissions in the Borough, much less than buildings. However reductions to transport emissions also have a major positive impact on local air quality through non-climate related emissions such as nitrogen dioxide and particulate matter.

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At home

How can you and the people you live with help reduce CO₂ emissions?

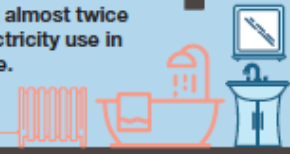
There are over 100,000 homes in Camden which account for a quarter of CO₂ emissions in Camden. Around three quarters of these homes are flats, and over half were built over 100 years ago.

100 YEARS



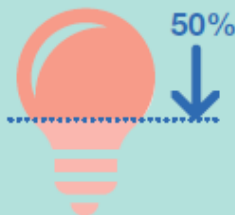
Gas consumption for heating and hot water is the main source of household CO₂ emissions, producing almost twice as many emissions as electricity use in the average Camden home.

CO₂



Reducing the need for heating through insulation, and switching from gas boilers to renewable systems like solar water heating would be the most effective way of reducing CO₂ emissions in the home.

Retrofitting homes to be more energy efficient in Camden is difficult because of the age of the housing stock and high proportion of flats. Over half of the Borough also has Conservation area status which makes some changes, like external wall insulation, difficult to achieve within planning rules.



CO₂ emissions from household electricity use have fallen significantly in Camden since 2005 because less coal and more renewable energy is powering the national electricity supply to our homes.



As more renewable sources of electricity are connected to the national grid, the emissions from gas heating and hot water will increase as a proportion of CO₂ emissions in Camden homes. By 2030 they could account for as much as 85% of household CO₂ emissions.



Around 10% of CO₂ emissions in Camden come from road transport.

Household lifestyle decisions can also make a big difference in reducing CO₂ emissions. Deciding to walk and cycle instead of using a car will help reduce transport related emissions as well as improve local air quality. What you eat, purchase, wear and the choices you make about flying all have a big impact at a global level.



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3. Community engagement (Camden)

Commonplace ideas

Have your say!

This page allows you to put forward ideas to the Citizens' Assembly on how CO2 emissions can be reduced at four different scales: **At home**, **In my neighbourhood**, **My council** and **My country**. Your proposals will be discussed by the Assembly in July, and will help to inform Camden's new Environmental Plan in 2020.



- Open for **6 weeks**
- Over **1,500** visitors
- **225 submissions** of detailed proposals for the Assembly to consider
- Over **600** ideas!

Schools: The Sustainers



- Series of engagement events with the 'future generation'

Businesses: Camden Climate Change Alliance



- Camden business network
- UCLH, Kings Cross, British Museum, Roundhouse, SMEs, etc.

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4. Final action plan (Camden)

The following is the high-level action plan that came out of the Citizens' Assembly. A more detailed report is also being produced by Involve.

Action summary for households

	Strongly Disagree	Disagree	Agree	Strongly Agree
Encouraging low-carbon dietary choices	2%	12%	58%	28%
Making all new homes 'zero carbon'	0%	4%	28%	68%
Creating more green space on residential streets	0%	10%	43%	47%
Fitting solar panels on as many homes as possible	0%	0%	22%	78%
Campaigning to make CO2 reduction fun	0%	8%	41%	51%

Action summary for neighbourhoods

	Strongly Disagree	Disagree	Agree	Strongly Agree
Planting more trees and creating more allotments	0%	2%	36%	62%
Piloting a community energy heating scheme	2%	0%	22%	76%
Installing more 'segregated' cycle lanes	4%	12%	36%	48%
Promoting and trialling car free zones and days	8%	16%	24%	52%
Enabling electric transport with infrastructure and incentives	0%	4%	27%	69%
Developers to fund energy efficiency retrofits of old buildings	2%	12%	39%	47%

Action summary for the council

	Strongly Disagree	Disagree	Agree	Strongly Agree
Establishing a Climate Emergency scrutiny panel made up of experts and residents	0%	6%	46%	48%
All council properties to be fossil-fuel free	0%	2%	28%	70%
Planting trees and retaining public spaces	0%	2%	45%	53%
Improving council communications and engagement on the climate crisis	2%	8%	47%	43%
Mobilising existing community groups to work on tackling the climate crisis	0%	2%	44%	54%
Greening the Council's operations	0%	2%	24%	74%

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Local Democracy Working Group

Piloting The Place Standard Tool (Recommendation #39)

Date: 18th December 2019

Key decision: No

Class: Part 1

Ward(s) affected: All

Contributors: Interim Chief Finance Officer

Outline and recommendations

The purpose of this report is to update the Local Democracy Working Group (LDWG) on the evaluation of the Place Standard tool as a way of getting citizens involved in decision-making and setting priorities for their local areas. The report explains how this free tool works, how it has been used elsewhere and how best it might be used in Lewisham. The Local Democracy Working Group is recommended to agree to the piloting of the Place Standard tool as follows:

- In support of the Neighbourhood Communities Infrastructure Levy (NCIL) process, where:
 - The response rate from local stakeholders via the Commonplace tool is poor; and/or responses submitted via Commonplace are not sufficiently broad in scope to help identify the NCIL thematic priorities for the ward; and/or
 - Ideas or issues identified via Commonplace need to be validated with a specific geographic audience (e.g. a street or neighbourhood within a ward)
- For broader Neighbourhood Development initiatives where particular cohorts of stakeholders, such as children or older people, are being targeted for their viewpoint on a given area (e.g. 'Cities of Tomorrow' or 'Age-Friendly Cities' initiatives)

Timeline of engagement and decision-making

May 2018 – Mayor Damien Egan promises to launch a review that will make the Council *'even more democratic, open and transparent'*

July 2018 – Full Council agrees to establish a Local Democracy Review Working Group consisting of eight councillors. They are tasked with making recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making

September 2018 to January 2019 – the Working Group gathers evidence from a wide range of residents, community groups and local councillors (including an online questionnaire completed by over 700 respondents, workshops at four secondary schools and attendance at over 40 events)

January to March 2019 – the Working Group collects their evidence into a final report, which identifies 57 recommendations for change

March/April 2019 – Mayor & Cabinet and Full Council agree the report and recommendations

April 2019 to March 2020 – the retained Local Democracy Working Group oversees delivery of the recommendations

Reason for lateness and urgency

The report has not been available for five clear working days before the meeting and the Chair is asked to accept it as an urgent item. The report was not available for dispatch on 10th December 2019 because of the pre-election period. The report cannot wait until the next meeting because this was the only suitable date available in the Council calendar in advance of Christmas based on member availability and decisions are required to enable work to progress in advance of the next scheduled meeting.

1. Summary

- 1.1. The purpose of this report is to update the Local Democracy Working Group (LDWG) on the evaluation of the Place Standard tool as a deliberative engagement method and to identify an appropriate opportunity for its use in Lewisham.

2. Recommendations

- 2.1. The Local Democracy Working Group is recommended to agree to the piloting of the Place Standard tool as follows:
 - In support of the Neighbourhood Communities Infrastructure Levy (NCIL) process, where:
 - The response rate from local stakeholders via the Commonplace tool is poor; and/or responses submitted via Commonplace are not sufficiently broad in scope to help identify the NCIL thematic priorities for the ward; and/or
 - Ideas or issues identified via Commonplace need to be validated with a specific geographic audience (e.g. a street or neighbourhood within

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a ward)

- For broader Neighbourhood Development initiatives where particular cohorts of stakeholders, such as children or older people, are being targeted for their viewpoint on a given area (e.g. 'Cities of Tomorrow' or 'Age-Friendly Cities' initiatives)

3. Policy context

3.1. The recommendations of the Local Democracy Review are consistent with all the Council's corporate priorities (contained within the new Corporate Strategy 2018-22). Effective decision-making underpins the delivery of every commitment within the strategy and we will continue to work closely with our residents to understand the differing needs of our diverse community. However, the recommendations are particularly relevant under the priorities of:

- *Open Lewisham* – Lewisham is a welcoming place of safety for all where we celebrate the diversity that strengthens us

4. Background

4.1. Recommendation #39 of the Local Democracy Review is part of the 'Public Involvement In Decisions' theme. It sits under the thematic area of 'Place-Based Engagement', with Cllr Elliott as LDWG Champion. The recommendation states that:

'As part of further developing a place-based engagement and involvement approach... the Place Standard tool should be trialled'

5. What is the Place Standard tool?

5.1. The Place Standard tool allows different sizes and types of places to be assessed through structured conversations with stakeholders. This could be for the whole borough, an individual ward, or at a local neighbourhood level. The critical point is that all those involved in assessing a place should agree beforehand the area they are going to assess.

5.2. The tool consists of 14 questions to help people think about the physical elements of a place (e.g. open spaces and transport links) as well as the social aspects (e.g. whether people feel they have a say in decision making). Once all questions are answered, the results are plotted on a simple diagram:

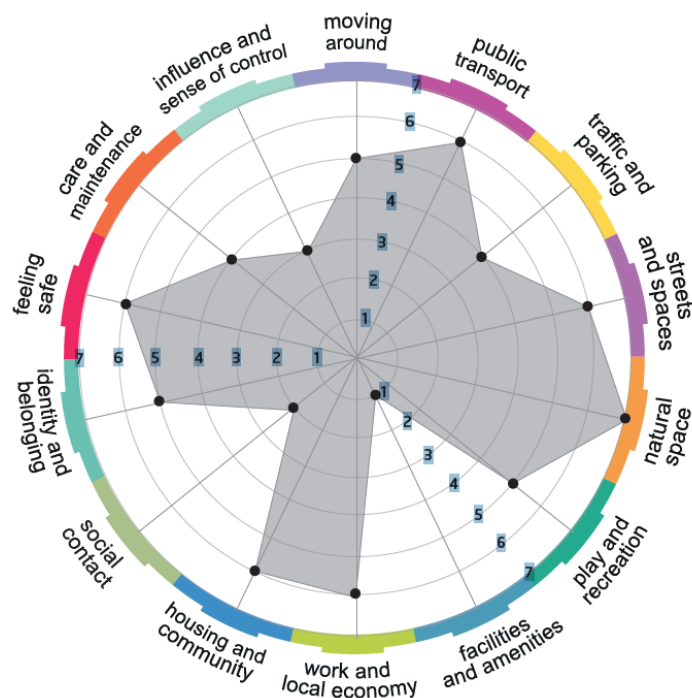


Fig.1 - The Place Standard tool

5.3. The diagram is easy to understand and should show at a glance the areas in which a place is performing well and where there is room for improvement. If a place has been assessed as good, the shape of the diagram will be fuller, reaching towards the edge of the circle. Where a place is seen as performing poorly, the shape will be smaller, remaining towards the centre of the diagram.

6. When should the Place Standard tool be used?

- 6.1. The tool can be used to help people identify their priorities or ambitions for a particular place. The purpose of the Place Standard is to maximize the potential of the physical and social environment to support health, wellbeing and a high quality of life.
- 6.2. Understanding the existing and potential strengths of a place can help in making good decisions and allows limited resources to be targeted where they are needed most or where they will have the greatest impact. It allows people to assess the place consistently, and over time to see if improvements have been made.
- 6.3. Use of the tool should be considered as part of a process and not the end of the process. It starts conversations and relationships within an area that can be built on in the delivery of local projects.
- 6.4. It can be applied and re-applied during several stages in the processes of improving places and creating new places but it is preferable to begin using it early. Applying the tool early should help to ensure that any benefits flowing from actions that are identified or prioritised during use of the tool are focused on communities or end users from the outset.
- 6.5. The table below indicates the main points of entry for use:

Stage	Role of the Place Standard
Early stages	<ul style="list-style-type: none"> Identifying needs and assets Aligning priorities and investment Empowering communities to share their views
During design and development stages	<ul style="list-style-type: none"> Action planning Informing or reviewing proposals
For continuous improvement	<ul style="list-style-type: none"> Monitoring changes or investments Community after-care or stewardship Shared Learning

6.6. When using the Place Standard, expectations need to be clearly managed with local residents or other stakeholders, as it may neither be possible nor desirable to deliver the priorities or recommendations for action that they have identified.

6.7. Members cannot subjugate their decision-making to local residents through use of the tool. In considering any recommendations or priorities for action that arise from use of the Place Standard, members would need to make decisions based on their own judgement having taken into account all relevant considerations and disregarding irrelevancies. Such issues would be the subject of detailed reports to members at the appropriate time.

7. Who is the Place Standard tool for?

7.1. One of the Place Standard's strengths is that it enables different groups to come together and to cooperate in order to make a balanced assessment of a place. It provides an opportunity for citizens to have more influence in local decision-making and, in doing so, improves democratic engagement. In practice, anyone can use the tool as part of a place-based approach to:

- Assess strengths and weaknesses of a place
- Influence change and prioritise investment
- Inform the process of designing new places
- Support dialogue amongst diverse public/professionals groups
- Empower communities to act – in particular those which are less inclined to get (and stay) involved, but yet are most in need

7.2. Appendix A has examples of how different groups can benefit from using the tool.

8. How much does the Place Standard tool cost?

8.1. The Place Standard tool was designed by the Scottish Government, NHS Health Scotland and Architecture and Design Scotland. It is free of charge to use, with the exception of officer time.

9. What are the elements of the Place Standard tool?

9.1. The tool is constructed around 14 different elements, each rated in response to a single question. These are as follows:

#	Element	Question
1	Moving around	Can I easily walk and cycle around using good-quality routes?
2	Public transport	Does public transport meet my needs?

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3	Traffic and parking	Do traffic and parking arrangements allow people to move around safely and meet the community's needs?
4	Streets and spaces	Do buildings, streets and public spaces create an attractive place that is easy to get around?
5	Natural space	Can I regularly experience good-quality natural space?
6	Play and recreation	Can I access a range of space with opportunities for play and recreation?
7	Facilities and amenities	Do facilities and amenities meet my needs?
8	Work and local economy	Is there an active local economy and the opportunity to access good-quality work?
9	Housing and community	Do the homes in my area support the needs of the community?
10	Social contact	Is there a range of spaces and opportunities to meet people?
11	Identity and belonging	Does this place have a positive identity and do I feel I belong?
12	Feeling safe	Do I feel safe here?
13	Care and maintenance	Are buildings and spaces well cared for?
14	Influence and sense of control	Do I feel able to take part in decisions and help change things for the better?

9.2. Sub-questions are also provided to assist thinking and stimulate group discussion where ratings are being agreed collectively. Further details on these sub-questions, or 'prompts' can be found in Appendix B.

9.3. The elements, rating questions and prompts are set within the tool and so cannot be added to or amended by either Lewisham or the users.

10. How is the Place Standard tool used?

10.1. The tool is designed for everyone to use – communities, the public sector and the third sector. It allows people to work together productively and consistently across sectors and boundaries.

10.2. It can be completed on paper or online (www.placestandard.scot/#/home). There is also a Place Standard app for Apple or android devices.

10.3. The completion process is as follows:

- The area for assessment must be clearly defined and identified so that all participants are consistently rating the same place
- Participants state whether they are completing the tool as an individual or representing a group
- Participants rate each of the place 'elements' of the tool on a scale of 1 to 7, where 1 means there is a lot of room for improvement and 7 means there is very little room for improvement. Relevant question prompts assist them in their considerations and assessment. There is also a space for them to record the reasons for their ratings
- Once all questions have been answered, each rating is plotted on the

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compass diagram (done automatically if using the online version), with lines drawn between each point. After the diagram is completed, the results are visible at a glance and priorities for change and actions to address these can then be agreed upon

- Results can be aggregated and displayed as either mean or median values. They also can be analysed by age and gender

10.4. Further details on the practical use of the tool, especially in a group or workshop setting can be found in Appendix C.

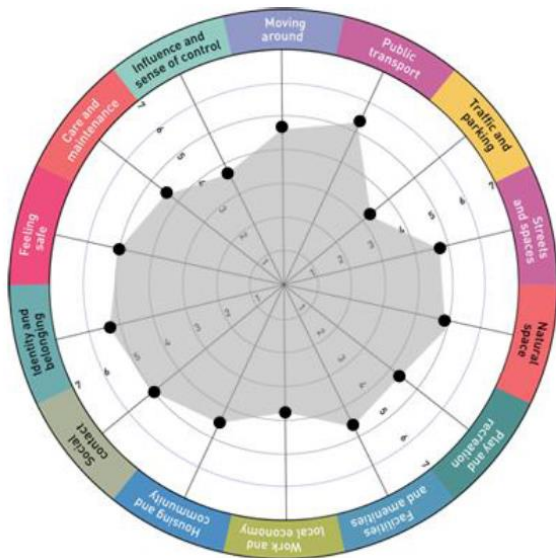
11. Has the Place Standard tool been used elsewhere?

11.1. Kirklees Council tested the Place Standard tool in their Golcar ward in July 2018 as part of their commitment to focus more on conversation and less on consultation. This was to ensure that everyone has a stake in the place where they live, work or visit.

11.2. Members of staff from Kirklees Council talked to groups, individuals, businesses and young people in community buildings, on the streets, in school playgrounds and in shopping areas. 240 citizens took part in the conversations and 140 Place Standard assessments were completed.

11.3. The following table and ‘compass’ charts detail how different communities in the Golcar Ward scored their place, on a scale of 1 to 7, whilst talking about the 14 different themes:

	Golcar Ward overall	Golcar	Milnsbridge	Longwood	Cowlersley	Under 16s	Age 65 - 74	Female	Male
Moving around	4.8	5	4.7	3.7	5.5	4.8	4.8	4.6	5
Public transport	5.3	6.3	3.4	3.9	5.5	3.1	5.8	5.4	5
Traffic and parking	3.2	2.7	3.5	2.2	3.5	4	3.2	3.2	3.5
Streets and spaces	4.7	5.4	4.3	4.4	5	4.3	5	4.7	4.5
Natural space	4.9	5.3	4.1	4.9	5.5	3.8	5.6	4.9	4.9
Play and recreation	4.4	4.3	3.9	4.9	4.5	3.9	5	4.3	4.2
Facilities and amenities	4.6	5.1	5	2	4	5	4.9	4.8	4
Work and local economy	3.8	4.3	4.9	3.1	1.5	5.2	3.6	3.8	3.5
Housing and community	4.5	4.5	4.6	4.2	6.5	4.3	4.4	4.3	4.6
Social interaction	5	5.1	4.6	5.5	1.5	6	5.4	5	4.8
Identity and belonging	5.3	6.4	4.2	5.7	3.5	5	5.4	5.4	4.9
Feeling safe	5	5.7	3.1	5.6	5.5	3.2	5.6	5	4.9
Care and maintenance	4.4	5.2	4.3	4	6	3.6	4.5	4.5	4.2
Influence and sense of control	3.8	4.5	3.4	5.1	1.5	3.9	3.8	4	3.2



How citizens in the Golcar Ward scored their place overall (mean average of 140 Place Standard assessments).

11.4. Participant’s comments on each of the 14 themes can be found in Appendix D.

12. How could the Place Standard tool be used in Lewisham?

12.1. The Place Standard could be piloted in a range of scenarios within Lewisham such as:

Neighbourhood plans

12.2. A neighbourhood forum is a local group which is founded with the purpose of improving the social, economic and environmental wellbeing of a neighbourhood area. This is done by means of a neighbourhood plan. These plans are led by local people who set out how they want their area to develop. However, the Council has a duty to provide advice and assistance in the development of these neighbourhood plans and could utilise the Place Standard tool to structure conversations and identify local issues and priorities. To date five neighbourhood forums have been designated within Lewisham.

Regeneration programmes

12.3. Regeneration initiatives continue to improve housing, businesses and facilities across the borough. The Place Standard could be used by regeneration programme teams as a means of identifying community needs for ‘proposed places’ at early development stages and ensure that planned growth is more likely to be of the right type and in the right location by matching policy with local needs. It can help decision-making about the relative strengths of proposed site allocations as local plans are formed.

Neighbourhood Development

12.4. A range of Neighbourhood Development opportunities are ongoing within Lewisham. Most prominent of these is the Neighbourhood Community Infrastructure Levy (NCIL) process. NCIL funds must be used to support the development of wards within Lewisham. A six-stage process in the allocation of NCIL receipts has been agreed by council and is in the process of being piloted.

12.5. The NCIL process requires the community to set priority themes through local assemblies and with ward members. This is undertaken by means of community

workshops which are informed by feedback from the wider community. Currently the main mechanism for doing this is through Commonplace. However, the Place Standard might be considered a complementary tool for structuring this dialogue and ensuring that the prioritisation process is comprehensive, robust and actionable. Examples include boosting response rates in Wards with low take-up via Commonplace; identifying more holistic place-based priorities and validating ideas or issues, received via Commonplace, with a targeted geographic audience (e.g. at a street or neighbourhood level) to gauge support or agreement.

- 12.6. The Place Standard could also be used to engage particular cohorts in Neighbourhood Development initiatives, such as the Positive Ageing Council and 'Age-Friendly Cities' or Tidemill Primary School pupils and 'Cities of Tomorrow'.
- 12.7. The best and most immediate option for piloting the Place Standard tool is via existing opportunities within Neighbourhood Development, as detailed above. As the tool is free and usage is not bound by any contractual terms, it can be deployed flexibly in response to officer requirements as they arise. It is therefore recommended that between January and March 2020, Neighbourhood Development officers and ward members work together and identify either cohort-specific or NCIL-specific opportunities to test the tool and assess its effectiveness.

13. Financial implications

- 13.1. The Local Democracy Review was delivered with a budget of £10k, primarily by using existing expertise and resources within Corporate Policy. No further budget was allocated for the delivery of the 57 recommendations and there is an expectation that implementation will be achieved within existing resources wherever possible (given the Council's ongoing budget savings process). If additional financial resources are required for the delivery of a specific recommendation, officers will provide a separate report with detailed financial implications for consideration by the LDWG and the appropriate decision-maker.
- 13.2. As the Place Standard is free to use there are no financial implications to the piloting of the tool with the exception of officer time.

14. Legal implications

- 14.1. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 14.2. In summary, the council must, in the exercise of its function, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
 - Advance equality of opportunity between people who share a protected characteristic and those who do not
 - Foster good relations between people who share a protected characteristic and persons who do not share it
- 14.3. The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination,

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advance equality of opportunity or foster good relations.

- 14.4. The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:

<https://www.equalityhumanrights.com/en/publication-download/technical-guidance-public-sector-equality-duty-england>

15. Equalities implications

- 15.1. A key element of the tool is ‘identity and belonging’ which will be rated by respondents. A sub-question asks them to consider whether everyone feels like “they belong, whatever their age, sex, ethnic group, religious beliefs, sexuality or disability”.
- 15.2. The tool allows results to be disaggregated and analysed by both age and gender.
- 15.3. The tool can also be completed either online or on paper, as an individual or in a group or workshop setting. This flexibility helps to ensure that it is as accessible as possible.

16. Climate change and environmental implications

- 16.1. There are no specific environmental implications arising from this report.
- 16.2. However, a number of key elements within the tool touch on issues with environmental considerations such as ‘moving around’, ‘public transport’, ‘traffic and parking’, ‘natural space’ and ‘care and maintenance’.

17. Crime and disorder implications

- 17.1. There are no specific crime and disorder implications arising from this report. Though the Place Standard tool has ‘feeling safe’ as one of the elements for rating, which will identify the main issues and priorities for change and actions that might be taken to address these.

18. Health and wellbeing implications

- 18.1. There are no specific health and wellbeing implications arising from this report. Though the Place Standard tool prompts respondents to consider the following when making their assessment: the impact of traffic on their health and wellbeing; whether natural space is affected by negative features such as excessive noise or poor air quality; whether facilities and amenities are being used to their full potential to help support a healthy lifestyle; and whether spaces provide opportunities for people to meet. Responses to these questions will help to identify the main issues and priorities for change and actions that might be taken to address these.

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19. Background papers

- [Kirklees - How good is our place?](#)

20. Glossary

Term	Definition
Commonplace	An online tool to help communities plan their neighbourhoods, co-design solutions and analyse the social impact of new developments.
Local Democracy Review	The Local Democracy Review was a councillor-led review of local democracy in Lewisham, which made recommendations about how the Mayor and Council could enhance their openness and transparency, increase public involvement in Council decisions and promote effective decision-making.
Local Democracy Working Group	The Local Democracy Working Group is a group of eight councillors who are responsible for implementing the recommendations of the Local Democracy Review during 2019/20.
Neighbourhood Community Infrastructure Levy	The Neighbourhood Community Infrastructure Levy (NCIL) is a community funding programme that uses money collected from developers.
Place Standard Tool	The Place Standard tool is a way of assessing places. It allows users to think about the physical elements of a place (for example its buildings, spaces, and transport links) as well as the social aspects (for example whether people feel they have a say in decision-making).

21. Report author and contact

- 21.1. If there are any queries about this report then please contact Stewart Weaver-Snellgrove (Principal Officer, Policy, Service Design and Analysis) on x49308 or email stewart.weaver-snellgrove@lewisham.gov.uk.

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Appendix A – How different groups can benefit from using the tool

For	It provides	Benefits
Local residents	A template for assessing their own neighbourhood and expressing their views.	Developing a starting point for changing things for the better by working out the strengths and weaknesses of their place.
Community groups	A framework for expressing views, sharing and developing local knowledge and reaching consensus.	Building a stronger, better informed and influential voice for local people.
Local Authorities	A shared language and a common agenda, for bringing services together to address the needs of a particular place.	Sharpening the focus on place-based outcomes for communities by aligning inter-agency discussions or corporate working.
Public Sector Procurement Agencies	Help to appraise options for siting public services, for integrating new facilities into local areas or locating new housing.	Demonstrating best-value results from investment and clear adherence to preventative spend agenda.
Community Planning Partnerships	A means of identifying community needs through workshops that is comparable over time and between places with similar characteristics.	Prioritise investment through structuring community views as an evidence base. Repeated assessment can make peoples experience of any benefit from investment more apparent.
Planning Authorities	A means of identifying community needs at early Development Plan stages A way of informing site briefs, action plans and local policies. Support for assessing and discussing proposals during pre-application phases	Improving the quality of development and ensuring that planned growth is more likely to be of the right type and in the right location by matching policy with local needs. Helping decision-making about the relative strengths of site allocations as local plans are formed.
Developers	A consistent framework for the assessment of proposals that can work across planning authorities.	... testing site capacity and effectiveness before investment by gathering valuable local knowledge
Designers	A comprehensive place-based template for presenting Design and Access Statements in support of Planning Applications.	Demonstrating the value added by both community engagement and by effective urban design in a form recognized by planning authorities.

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Appendix B – Supporting details for rating questions

Element	Rating question	Prompts
Moving around	Can I easily walk and cycle around using good quality routes?	<ul style="list-style-type: none"> • Are there enough routes for walking and cycling? • Are walking and cycling given priority over cars and other traffic as much as possible? • Do routes provide obvious and direct links with the places that people want to go, such as schools, shops, parks and public transport? • Are routes good quality, attractive and pleasant to use? • Do routes meet the needs of everyone, whatever their age or mobility, and is there seating for those who need it? • Do routes feel safe to use all year round and at different times of the day?
Public transport	Does public transport meet my needs?	<ul style="list-style-type: none"> • Are public transport services frequent and reliable? • Do they take people to where they want to go? • Is public transport safe and easy to access, whatever their age or mobility? • Are bus stops and stations in convenient places and within walking distance of people's homes and is there seating for those who need it? • Do bus and train stations have what is needed, for example, toilets, secure parking and cycle storage? • Can everyone afford public transport services? • Are facilities and vehicles of good quality and well maintained?
Traffic and parking	Do traffic and parking arrangements allow people to move around safely and meet the community's needs?	<ul style="list-style-type: none"> • Do people take priority over cars and other traffic? • What impact does traffic have on health and wellbeing in the place (you might want to think about access, noise and air quality)? • Is parking in a safe and secure location? • Are traffic-calming measure used effectively to benefit the community? • Are there too many cars and too much traffic in the area?
Streets and spaces	Do buildings, streets and public spaces create an attractive place that is easy to get around?	<ul style="list-style-type: none"> • Do the buildings or public spaces make being in or passing through the area a pleasant experience? • Are there positive features such as local landmarks, historic buildings, public squares or natural features that make the place look attractive? • Do poor aspects such as derelict buildings, vacant land or excessive noise reduce the effect that these positive features have? • Do features and routes help people find their way around?

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		<ul style="list-style-type: none"> • Is it much harder to enjoy the place at night, in different seasons, or during bad weather?
Natural space	Can I regularly experience good quality natural space?	<ul style="list-style-type: none"> • Is there a variety of natural spaces that are available to people? • Are there opportunities for people to experience and have contact with nature? • Is the natural space attractive and well maintained and is there seating for those who need it? • Is the natural space affected by negative features such as excessive noise or poor air quality? • Is a range of natural space accessible to everyone, whatever their age, mobility, disability, sex, ethnic group, religious belief or sexuality? • Will the natural space continue to meet people's needs in the future?
Play and recreation	Do I have access to a range of spaces and opportunities for play and recreation?	<ul style="list-style-type: none"> • What are the opportunities to take part in play and recreation? • Are the spaces and facilities to support play and recreation of good quality, well maintained and used to their full potential? • Are the spaces and facilities accessible and can everyone afford to use them? • Are children able to challenge themselves and build their confidence while playing? • Does the community welcome children playing outdoors? • Is access to, or the feeling of safety within, spaces and facilities affected by the time of day or year?
Facilities and amenities	Do facilities and amenities meet my needs?	<ul style="list-style-type: none"> • Does a range of facilities and amenities meet a variety of different needs (for learning, health, shopping, relaxation, and so on)? • Can everyone use the facilities and amenities, whatever their age, sex, ethnic group, disability, religious belief or sexuality? • Are the facilities and amenities within a reasonable distance and easily accessible? • Are they of good quality and well maintained? • Are the facilities and amenities being used to their full potential to help to support a healthy lifestyle?
Work and local economy	Is there an active local economy and the opportunity to access good quality work?	<ul style="list-style-type: none"> • Is there an active local economy that helps to create different kinds of jobs? • Are there opportunities for people to gain skills for work, such as education, training and volunteering? • Can local people access job opportunities, whatever their age, sex, ethnic group, religious belief, sexuality or disability? • Do local services such as jobcentres, recruitment agencies and affordable childcare help people to find and keep work?

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		<ul style="list-style-type: none"> • Are there opportunities and spaces for local businesses to start up and grow?
Housing and community	Does housing support the needs of the community and contribute to a positive environment?	<ul style="list-style-type: none"> • Is housing a positive feature of the area? • Is there a range of good-quality housing available for different sizes of household? • Is there a range of housing tenancies (rented, privately owned, and so on) to meet different needs of people, whatever their income? • Do the different housing types work well with one another? • Does a variety of housing allow people to stay in the area as their needs change, or they grow older?
Social contact	Is there a range of spaces and opportunities to meet people?	<ul style="list-style-type: none"> • Which spaces provide opportunities for people to meet? • Is there a range of different spaces (indoor, outdoor, purpose-built and more informal) where people can meet? • Can these spaces be used at different times of the day, throughout the year, and in different types of weather? • Do people from across the whole community and from different backgrounds mix together and get to know each other?
Identity and belonging	Does this place have a positive identity and do I feel I belong?	<ul style="list-style-type: none"> • Do people view the place positively? • Are the history, heritage and culture of the place known and celebrated? • Do local groups and networks help people feel involved positively in their community? • Can people feel connected to their neighbours and community, whatever their background? • Does everyone feel like they belong, whatever their age, sex, ethnic group, religious beliefs, sexuality or disability?
Feeling safe	Do I feel safe?	<ul style="list-style-type: none"> • Are routes safe and well used at different times of the day and throughout the year? • Are spaces overlooked by buildings that are well used, adding to a feeling of safety? • Is the area free of empty or derelict property, crime and antisocial behaviour? • Do people feel safe both at home and when out and about? • Is the area safe for everyone, whatever their age, sex, ethnic group, religious beliefs, sexuality or disability?
Care and maintenance	Are buildings and spaces well cared for?	<ul style="list-style-type: none"> • Are facilities such as parks, public spaces or public properties well maintained in general? • Are there any specific problems in the area, such as litter, vandalism, or dog mess? • Are there good facilities for recycling and refuse storage and is collection well organised? • Do local authorities, housing associations, landlords and residents know their responsibilities and take action when

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		necessary?
Influence and sense of control	Do I feel able to participate in decisions and help change things for the better?	<ul style="list-style-type: none"> • Is there an effective local residents' association? • Are people able to contribute to decisions that affect them? • Is everyone able to contribute, whatever their age, sex, ethnic group, religious belief, sexuality or disability? • Do local community services or groups allow people to get involved? • Do organisations such as local authorities, health services or housing associations actively work with the community to understand their needs? • Do local people feel listened to? Do people know how to be listened to?

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Appendix C – Practical application

Group or individual use

The Place Standard is designed to be used by groups, by individuals or through gathering wider opinion as part of a survey process.

Group working allows views to be shared and balanced with one another. Professional facilitation can help in many instances; for example to keep the focus on the wider place or to remind participants that it is their own experience and views that are valuable. However, the tool is designed to allow use by community groups acting for themselves. In either case the emphasis should be on bringing out and recording everyone's views and ideas.

A broadly representative collective response can emerge from a workshop or meeting or a number of these. Similarly it could result from separate assessments, for the same place, that are gathered together.

Multiple use in surveys

The clear output from the tool allows for collation as part of wider opinion survey processes. This can involve assessments conducted using a variety of methods. The common factor should always be the place assessed.

Because it is accessible online, one way to use the tool is where individuals, couples, friends, family or household groups carry out assessments remotely. From these separate assessments the outputs are gathered and collated e.g. by a Local Authority. This method may be appropriate in some circumstances, for example, reaching people who would otherwise not input into consultations or open conversations.

The following should be considered when analysing multiple results:

- Analysis of the assessment outputs
- The relevance of the sample range including: demographic variations in those people involved; variations of ratings for each question; variations in comments from different groups; other evident variations.
- Overlaying multiple completed compass diagrams to see emerging patterns at-a-glance.
- Creating an averaged compass based on ratings for each theme.
- Recording and summarizing common themes within the notes related to each question.
- Recording and summarizing common themes within the priorities for action points at the end of each place assessment.
- Different methods of gathering the outputs of the place assessment tool can run alongside one another such as facilitated workshops, drop-in, consultation sessions, online submissions and so on. In these circumstances it will be important to consider the relative weight to be given to responses for the same place resulting from different methods used. The tool provides for a common format of output in these circumstances.

Reporting and taking action

- Presenting output clearly and intelligibly for the widest audience, illustrated using the clear graphic means that the compass provides.
- Retaining the authenticity of individual and group ratings and comments in any reporting of survey outputs.

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- Formulating an action plan to address the priorities identified.
- Proposing timescales for action to be taken and for subsequent re-use of the tool to monitor progress and maintain the initiative over time.

One way in which the tool could add value is that the compass diagram outputs done months or years previously can be overlaid or viewed side by side, so that it can be seen at a glance whether, in what ways, and to what extent, a place has been improved.

How to use as a group in a workshop

This guide is for use when managing a Place Standard group workshop.

A typical workshop brings people together to evaluate the qualities of existing or proposed places using a standard template to aid discussion. This guide sets out the preparation needed for a typical workshop, how to facilitate a workshop, and what to do afterwards to gain most value from the event.

To gain most value from an assessment your purpose should be clearly established and shared with participants beforehand. The purpose might be finding out what are the main community needs or assets. Or it may be about prioritizing action on the ground; setting longer-term ambitions; or assessing and amending a proposal for an area.

1)	PREPARATION	
	For all places	For proposed places
Participants	<p>You will need a group of around 10 people who know a place well. A facilitator can help to bring out everyone's views.</p> <p>Where you have larger numbers, it is advisable to break up into smaller separate groups for each to evaluate as above and then to compare notes afterwards.</p>	<p>You will need to have knowledge of the development.</p>
Materials	<p>The tool can be downloaded and printed out to be completed on paper or it can be completed online. For each group you will need elements of the tool including:</p> <ul style="list-style-type: none"> - 14 blank question sheets - A blank compass diagram - 'Priorities for action' sheet <p>A clear map of the place and the surrounding area and a pen to mark it up is recommended.</p> <p>You will need a meeting table to sit around or a notice board to stand around.</p>	<p>You will need plans, illustrations and, possibly, descriptions of the development.</p>
Timing	<p>An assessment takes from between around half an hour up to an hour or two, depending on the scale of the study area and depth of discussion.</p> <p>More preparation time may be needed to explain aspects of the wider place to allow proper evaluation if the group are ill-equipped to answer all the questions in detail.</p>	<p>You may need more time to read descriptions or drawings to get a sense of what development will be like.</p>

2)	THE WORKSHOP	
	For all places	For proposed places
Step 1 – Recording	Record who participated and any groups represented. Please note that this should not inhibit discussion of a wider hinterland.	A boundary will be the outline of the development site but the place to be assessed may be wider.
Step 2 – Rating	Discuss the questions one-by-one as a group. You should note your reasons for each rating.	Your assessment should look at the proposed development and the wider surrounding area. You will want to think about what it will be like to live in the place that is proposed.
Step 3 – Compass	Transfer the group's 14 ratings to the compass diagram if you are using a paper version (the online version does this for you).	
Step 4 – Reflection	There is space to record 'priorities for action' - the key issues that you have identified in the assessment and actions the group would propose to address these issues.	Any opportunities or potential for improvement in the proposals should be recorded on the 'priorities for action' sheet.

3)	NEXT STEPS	
	For all places	For proposed places
Taking action	<p>The completed compass diagram and notes provide valuable evidence of your assessment in a recognised standard format capable of being shared. This should be regarded as the start of a process. The output is intended for use to initiate community action, service planning, policy-making or investment decisions.</p> <p>The output can be made more useful by marking important locations related to proposed actions on the map (including any major external influences such as access to a city centre).</p> <p>Outputs from more than one group attending the workshop (or a series of workshops) can be compared and collated to form larger data sets capable of informing wider strategic decision making e.g. by tenant groups, Housing Associations, local authorities or public service providers.</p>	The outputs from the assessment can be used to inform design development and may be presented in conjunction with a planning application.
Review	Similar workshops and further assessments can be	The effect of

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	repeated over time.	design changes or alternative development options can be tracked over time as proposals emerge.
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Appendix D – Use of Place Standard in Kirklees

Participant feedback on each of the 14 themes was as follows:

Moving around **Overall score: 4.8**

Key issues: Lack of cycling lanes. High volumes of traffic. Speeding traffic, including to the M62, is a problem. Poor maintenance of roads and pavements. Safety issues for pedestrians and cyclists caused by inappropriately parked cars.

Suggestions: Encouraging parents not to use cars for short trips. Dropped pavements in Milnsbridge. A crossing with lights at Morley Lane. Maintenance of footpaths for walkers and designated cycle groups.

“Dire need of infrastructure change to improve road safety.”

Public transport **Overall score: 5.3**

Key issues: Bus services. Participants said the local bus service is very good, especially in Golcar, and meets people’s everyday needs. However, in Milnsbridge and Longwood it is hit and miss and does not meet needs in the evening and at weekends, or for shift workers. There’s no direct bus to the hospital or GP surgery and drunk passengers cause problems on the late night service to Golcar.

Traffic and parking **Overall score: 3.2**

Key issues: Lack of parking facilities, which results in irresponsible parking and has a negative impact on local businesses. Speeding. Congestion in rush hour (which participants called “a nightmare”). The volume of school traffic is a particular problem for residents, making access and parking difficult. Community events (which are welcomed) attract visitors and this has a big impact on parking availability.

Suggestions: Community groups should share information about events and activities that will attract large numbers of visitors that will have an impact on parking and congestion, in order to make local people aware and avoid frustration. The layby in the middle of Golcar village should be a 15 mins maximum stop.

Facilities and amenities **Overall score: 4.6**

Key issues: “Good range of easily accessible shops” in Golcar and Milnsbridge. In Longwood village there is only one shop, a problem for those without cars. Good schools. Lot of takeaways but “no decent eateries to meet friends and socialise” (other than the pubs). Lack of bottle banks, dentist and a bank. Many people are unhappy about the closure of one of the GP practices.

Suggestions: Diverse range of amenities: GP surgery, cafes, bistros, village hall.

“There has been a drop in trade due to the bank closing.”

Streets and spaces

Overall score: 4.7

Key issues: Buildings are unattractive. Pavements are full of weeds and not maintained. Rubbish and flytipping. Lack of public spaces, especially for young people, and “some shops looking scruffy”. Participants value the work of Golcar Lily and conservation groups, volunteers and community organisations, such as planting up flower beds to make the area look better.

“Conservation groups and volunteers do a great job looking after the area.”

Suggestions: Some spaces could be used for parking or done up for public use. There is a plot of unused land above St John’s Church that would make a great recreation ground. More volunteers are needed to help take care of greenspaces. Encourage local businesses to have planters and to clean up space outside JJs café.

Natural space

Overall score: 4.9

Key issues: A good variety of natural spaces are available. Lack of maintenance means poor access for people who have limited mobility. Poor and infrequent grass cutting. Dog walkers can be irresponsible. Housing development on open spaces.

“Beautiful views and good places to walk.”

Suggestions: Involve volunteers in community clean ups. Education campaign to stop littering. Bins along the canal tow path. Could privately owned allotments in Longwood (behind the Mechanics Hall) be opened up for community use?

“God’s village.”

Play and recreation

Overall score: 4.4

Key issues: Lack of consultation about the removal of one play area was compounded by another play area being badly vandalised. General lack of provision for young people, including disabled children. Closure of youth clubs has impacted on teenagers. School fields are an alternative for sports, but boggy fields, dog fouling and access issues stop people using them. Good football pitches and different age related open spaces in Golcar village. Milnsbridge Village Hall is good for children.

Feeling safe

Overall score: 5

Key issues: People in Golcar think it is a relatively safe place to live “despite its reputation”. Some issues with anti-social behaviour, but these can be resolved by “talking with parents nicely”. Decreased police presence in the area and “police not being proactive in getting witness statements”. Visible presence of gangs in the area and also visible drug use and drug dealing.

“Gang marks in the ginnels.”

Work and local economy

Overall score: 3.8

Key issues: Loss of the textile industry and conversion of mills to flats. Employers recruit locally, but jobs are low paid and low skill. Good access to the M62 has opened up opportunities, though not everyone is happy about Golcar being a “commuter village”. Variety of local tradesmen available, however they can be expensive. Lack of job seeking support and volunteering opportunities since the local job club closed. Access to better quality jobs should be a priority.

“It’s the norm to travel to work if you want a decent job.”

Housing and community

Overall score: 4.5

Key issues: The amount of new housing development in the ward is putting pressure on infrastructure and amenities. Too much expensive housing - a good mix of social and private housing, family homes and affordable homes for young people are needed. Participants are happy about housing repairs being done promptly and to good standard, but unhappy with the state of some housing “which makes the estate look tired and messy”. Lack of bungalows or smaller properties for people to move into means that larger houses can’t be freed up for families.

Social contact

Overall score: 5

Key issues: Social interaction is good in Golcar and Longwood. Lots of voluntary activity, churches, community buildings, sports clubs and library. Especially good for older people, not as much going on for younger people. In Milnsbridge people feel it’s more isolated, although the village hall is good.

“Everyone knows everybody and gets on.”

Suggestions: An online space to promote and publicise what’s on. Community events to bring people together. Support for people who have mental health issues.

Identity and belonging

Overall score: 5.3

Key issues: Citizens of the area have a strong identity and a feeling of belonging. People value their heritage (weavers, heritage trail, Colne Valley Museum and Golcar Lily) and have “a strong sense of pride”. In Milnsbridge some feel boundaries can affect belonging. In Longwood some feel the sense of belonging is weakening.

Care and maintenance

Overall score: 4.4

Key issues: Well-maintained parks and public spaces. Volunteer clean-ups have a big impact. Particular areas are “scarred with litter and detritus due to anti-social behaviour”, or have issues with dog fouling. Lack of bins, blocked drains and potholes. Derelict buildings, dust from development work and large lorries shedding their loads. Some residents don’t take responsibility for keeping the area tidy.

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Influence and sense of control

Overall score: 3.8

Key issues: Many citizens feel that councillors are very visible, accessible, supportive and easy to talk to. People feel they can get things done through local groups and can find things out online. The business community feel that councillors are not visible, and they “don't know where to start to raise concerns.”

The council and other public organisations don't always explain what's happening or “consult but don't take our thoughts into account”.

Citizens feel that often decisions have already been made, so getting involved and sharing your views is pointless. Participants asked for the council to “communicate at a level that people understand”. Citizens also asked for more face to face conversations with council staff – and more “talking and listening to real people”.

“We need... a council and councillors that listen.”

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