



AGENDA

MAYOR AND CABINET

Date: WEDNESDAY, 13 NOVEMBER 2013 at 6.00 pm

**Committee Rooms 1 & 2
Civic Suite
Lewisham Town Hall
London SE6 4RU**

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MEMBERS

Sir Steve Bullock	(L)
Councillor Chris Best	(L)
Councillor Janet Daby	(L)
Councillor Damien Egan	(L)
Councillor Helen Klier	(L)
Councillor Paul Maslin	(L)
Councillor Joan Millbank	(L)
Councillor Crada Onuegbu	(L)
Councillor Alan Smith	(L)
Councillor Susan Wise	(L)

Members are summoned to attend this meeting

**Barry Quirk
Chief Executive
Lewisham Town Hall
Catford
London SE6 4RU
Date: Wednesday, 13 November 2013**



INVESTOR IN PEOPLE

The public are welcome to attend our committee meetings, however occasionally committees may have to consider some business in private. Copies of reports can be made available in additional formats on request.

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MAYOR & CABINET		
Report Title	Declarations of Interests	
Key Decision	No	Item No. 1
Ward	n/a	
Contributors	Chief Executive	
Class	Part 1	Date: November 13 2013

Declaration of interests

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

1 Personal interests

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

- (1) Disclosable pecuniary interests
- (2) Other registerable interests
- (3) Non-registerable interests

2 Disclosable pecuniary interests are defined by regulation as:-

- (a) Employment, trade, profession or vocation of a relevant person* for profit or gain
- (b) 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).
- (c) 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.
- (d) Beneficial interests in land in the borough.

- (e) Licence to occupy land in the borough for one month or more.
- (f) 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.
- (g) Beneficial interest in securities of a body where:-
 - (a) that body to the member’s knowledge has a place of business or land in the borough; and
 - (b) either
 - (i) the total nominal value of the securities exceeds £25,000 or 1/100 of the total issued share capital of that body; or
 - (ii) 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.

*A relevant person is the member, their spouse or civil partner, or a person with whom they live as spouse or civil partner.

(3) Other registerable interests

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

- (a) Membership or position of control or management in a body to which you were appointed or nominated by the Council
- (b) 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
- (c) Any person from whom you have received a gift or hospitality with an estimated value of at least £25

(4) Non registerable interests

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 and Impact of interest on members' participation

- (a) 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 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**
- (b) 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 paragraph (c) below applies.
- (c) 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.
- (d) 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.
- (e) 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

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

There are exemptions to these provisions allowing members to participate in decisions notwithstanding interests that would otherwise prevent them doing so. These include:-

- (a) Housing – holding a tenancy or lease with the Council unless the matter relates to your particular tenancy or lease; (subject to arrears exception)
- (b) 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;
- (c) Statutory sick pay; if you are in receipt
- (d) Allowances, payment or indemnity for members
- (e) Ceremonial honours for members
- (f) Setting Council Tax or precept (subject to arrears exception)

Agenda Item 2

MAYOR AND CABINET		
Report Title	Minutes	
Key Decision		Item No.
Ward		
Contributors	Chief Executive	
Class	Part 1	Date: November 13 2013

Recommendation

It is recommended that the minutes of that part of the meeting of the Mayor and Cabinet which were open to the press and public, held on October 23 2013 be confirmed and signed as a correct record. (copy attached).

MINUTES OF THE MAYOR AND CABINET

Wednesday, 23 October 2013 at 6.00 pm

PRESENT: Sir Steve Bullock (Mayor), Chris Best, Janet Daby, Damien Egan, Helen Klier, Paul Maslin, Joan Millbank, Crada Onuegbu, Alan Smith and Susan Wise.

ALSO PRESENT: Councillor Alexander Feakes, Councillor Chris Maines, Councillor Jim Mallory and Councillor Pauline Morrison.

29. Declaration of interests

Councillor Susan Wise declared a registerable interest in Item 9 as Chair of the Friends of Horniman Museum and withdrew from the meeting during the consideration of that item.

Councillor Jim Mallory declared a personal interest in Item 4 as a grandparent and previous parent of children attending local schools.

The Mayor declared a personal interest in Item 6 as a resident in an area which potentially could have a CPZ.

30. Minutes

RESOLVED that the minutes of the meeting held on October 2 2013 be confirmed as a correct record.

31. Outstanding Scrutiny Matters

The Mayor noted that one item had slipped since the last report but that it was now the subject of a report later in the agenda.

RESOLVED that the report be noted.

32. Matters Raised by Scrutiny

Councillor Jim Mallory presented a reference report on behalf of the Lee Green Assembly. He also lodged a petition signed by 1009 people in support of a locally produced Action Plan produced following a serious accident which local people believed arose because of inadequate provision for pedestrian safety in the area. Councillor Mallory requested a site meeting and an early report back to Mayor & Cabinet on the issues raised.

Having considered a report from the Lee Green Assembly, a community petition and Action Plan and a presentation from the Chair of the last Lee Green Assembly meeting, Councillor Jim Mallory, the Mayor:

RESOLVED that a site meeting be arranged and a response to the petition and Action Plan be considered at the next Mayor & Cabinet meeting.

33. Military Covenant

The item was presented by Councillor Damien Egan, the Cabinet Member for Strategy and Communication and by Councillor Pauline Morrison, the Mayor's representative on the Reserve Forces and Cadet Associations.

Councillor Egan spoke of the greater support being offered to the Armed Forces and outlined the measures contained in what he believed was an ambitious covenant that could deliver that greater support.

Councillor Morrison recounted the work she had done since 1998 with the Armed Forces and said she was pleased their specific needs could now be met.

The Mayor was also addressed by Neville Medford of the SSAFA who warmly welcomed the support being given by the borough which he believed would help the increasing number of younger service personnel returning to civilian life.

Having considered an officer report, and a presentation by the Cabinet Member for Strategy and Communication, Councillor Damien Egan, and from Councillor Pauline Morrison and from a representative of the SSAFA, the Mayor for the reasons set out in the report:

RESOLVED that

- (i) the work already being done to live up to the commitments made in the Armed Forces Community Covenant be noted;
- (ii) the creation of single officer contact for all members of the armed forces community be approved;
- (iii) Cllr Damien Egan be appointed as an Armed Forces Member Champion to complement the work of the Council's representative for Reserve Forces and Cadets Associations;
- (iv) additional mental health support for veterans be commissioned through the Improving Access to Psychological Therapies (IAPT) service;
- (v) the council obtain an agreement to provide concessionary sport and leisure access for ex-service personnel; and
- (vi) the extra support in the previous two recommendations be made available to former service personnel who are Lewisham residents and have returned from service in the last five years.

34. Parking Annual Report

The report was introduced by Councillor Susan Wise, the Cabinet Member for Customer Services who explained this was the first annual report following the comprehensive review considered at Mayor & Cabinet earlier in the year.

The Mayor was addressed by Councillor Chris Maines who welcomed the replacement of the 0845 advisory number but pointed out there was still an 0908

number being displayed which charged £1.53 a minute. Councillor Maines was advised by officers that the 0908 number was a technical support line only and all council customers could receive advice from the listed 0208 number.

Councillor Maines also claimed some residents applying for carers permits were being advised they required business permits at a cost of £500pa. Officers responded that carers permits previously priced at £60pa were now free of charge and issues encountered centred around the criteria for access to permits.

Councillor Mallory also addressed the Mayor to thank him for all the good work on parking being undertaken by officers.

Having considered an officer report, and a presentation by the Cabinet Member for Customer Services, Councillor Susan Wise, and contributions from two members of the Council, the Mayor for the reasons set out in the report:

RESOLVED that

- (i) progress to date on implementing the Parking Policy Review be noted;
- (ii) the priority list for the 3-year CPZ programme be noted; and
- (iii) the financial statement including the parking charges set out in appendix B be noted.

35. Permanent Places Coopers Lane Primary School

Having considered an officer report, and a presentation by the Cabinet Member for Children & Young People, for the reasons set out in the report, the Mayor

RESOLVED that there should be consultation on a proposal to enlarge Coopers Lane Primary School from 2 to 3 forms of entry with effect from September 2014

36. Annual Complaints Report

Councillor Daby asked for further information about the forms in which complaints were received and details of the equalities assessment. The Executive Director for Customer Services representative said she would respond subsequent to the meeting.

Having considered an officer report, and a presentation by the Cabinet Member for Customer Services, Councillor Susan Wise, for the reasons set out in the report the Mayor

RESOLVED that:

- (i) the report be noted; and
- (ii) no changes be made to the Council's complaints policy.

37. Discretionary rate relief policy

The report was introduced by the Cabinet Member for the Third Sector, Councillor Joan Millbank, who advised the Mayor that following full consultation, a series of ad hoc practices had now been formulated into a comprehensive policy.

The Mayor was next addressed by Councillor Feakes who asked that a primary test of community benefit be considered so that community interest companies and social enterprises could also benefit from rate relief.

The Deputy Mayor said he would like to see Government lobbied so that businesses which provided disbenefits, such as betting shops and payday loan enterprises, would have to pay additional rates.

The Mayor said he was aware of a national scheme that did provide relief to small businesses and he asked to be provided with further information about that scheme and its impact on local community interest companies and social enterprises. He suggested that if the scheme was not to be renewed but had had a positive impact in Lewisham, the Council would examine options to offer support.

Having considered an officer report, and presentations by the Cabinet Member for the Third Sector, Councillor Joan Millbank, and from a member of the Council, the Mayor for the reasons set out in report and having responded to the representations made:

RESOLVED that:

- (i) the consultation response be noted;
- (ii) the recommended policy for awarding discretionary rate relief as set out within appendix 2 be approved; and
- (iii) the Executive Director for Customer Services be asked to assess the local impact on Community Interest Companies and Social Enterprises of the national scheme providing relief for small businesses and make recommendations on the need for a successor scheme should it not be renewed centrally.

38. John Stainer PS Instrument of Government and nomination

Having considered an officer report, and a presentation by the Cabinet Member for Children & Young People, the Mayor, for the reasons set out in the report:

RESOLVED that:

- (i) the Instrument of Government for John Stainer Community Primary be made by Local Authority order dated 6 November 2013; and

(ii) the nomination of Valerie Fairbrass, as the Local Authority governor be approved for appointment by the governing body.

39. Appointment of LA Governors

Having considered information supplied in respect of the nominees proposed for appointment, and advice from the Cabinet Member for Children & Young People, Councillor Helen Klier, the Mayor agreed that the following persons be appointed as a Local Authority governor;

Gail O'Flaherty	St. Josephs Catholic Primary
Kevin Jeffrey	Ashmead
Sharon Gayle	St James Hatcham CE

40. Management report

Having considered an Officer report, and a presentation by the Cabinet Member for Strategy and Communication, Councillor Damien Egan, the Mayor, for the reasons set out in the report,

RESOLVED that the Management Report be noted.

41. Matters referred by the Public Accounts Select Committee: Building Procurement Control

The report was presented by the Chair of the Public Accounts Select Committee, Councillor Alex Feakes who informed the Mayor that although his Select Committee had offered comment, the matter had only been considered as a result of incorrect advice. He asked that the Executive Director be authorised to respond without further reference to the Select Committee.

Having considered an officer report, and the presentation by the Chair of the Public Accounts Select Committee, the Mayor:

RESOLVED that the views of the Public Accounts Select Committee as set out be received and the Executive Director for Customer Services be asked to respond directly without the need for a further response.

42. Response to Housing SC Emergency Services Review

Having considered an officer report, and a presentation by the Cabinet Member for Customer Services, Councillor Susan Wise, the Mayor:

RESOLVED that the response be reported to the Housing Select Committee.

43. Response to SDSC Review of Business Development

Having considered an officer report, and a presentation by the Deputy Mayor, the Mayor:

RESOLVED that the proposed response be approved for submission to the Sustainable Development Select Committee.

44. Response to SDSC Air Quality

Having considered an officer report, and a presentation by the Cabinet Member for Customer Services, Councillor Susan Wise, the Mayor:

RESOLVED that the response be reported to the Sustainable Development Select Committee.

45. Response to HCSC on outcomes based commissioning

Having considered an officer report, and a presentation by the Cabinet Member for Community Services, the Mayor:

RESOLVED that the response be reported to the Healthier Communities Select Committee.

46. Response to OSBP Lewisham Central Opportunity Site

Councillor Damien Egan expressed concern over a Local Assembly meeting at which local aspirations for a cinema and other community use may have been unrealistically raised. He asked that officers should use their best efforts to ensure local people were made aware of the reasons why the existing building could not be put to alternative uses and was earmarked instead for demolition.

Having considered an officer report, and a presentation by the Deputy Mayor, the Mayor:

RESOLVED that the proposed response be approved for submission to the Overview & Scrutiny Business Panel.

47. Response to PAC cross borough working

Having considered an officer report, and a presentation by the Cabinet Member for Resources, the Mayor:

RESOLVED that the proposed response be approved for submission to the Public Accounts Select Committee.

48. Exclusion of Press and Public

RESOLVED that that in accordance with Regulation 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information)(England) Regulations 2012 and under Section 100(A)(4) of the Local Government Act 1972, the press and public

be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs [3, 4 and 5] of Part 1 of Schedule 12(A) of the Act, and the public interest in maintaining the exemption outweighs the public interest in disclosing the information:

Appropriation of Land adjacent to Deptford Station.

49. Appropriation of land adjacent to Deptford Station

Having considered a confidential officer report, and a presentation by the Deputy Mayor, for the reasons set out in the report, the Mayor:

RESOLVED that:

- (i) the minor revisions to the land to be transferred to The Deptford Project Limited be approved;
- (ii) authority be delegated to the Executive Director for Resources & Regeneration, in consultation with the Head of Law and Director of Regeneration & Asset Management to negotiate and agree the final terms of the Deed of Variation to give effect to the matters set out;
- (iii) the Council's landholdings (referred to as Plots 1,2,3,5 & 7 on an attached plan) be appropriated from their current purposes to planning purposes under Section 122 of the Local Government Act 1972;
- (iv) a lease be entered into with Network Rail for planning purposes under Section 227 of the Town and Country Planning Act 1990 of the land referred to as Plot 6 on an attached plan;
- (v) authority be delegated to the Executive Director for Resources & Regeneration, in consultation with the Head of Law and Director of Regeneration & Asset Management, to negotiate and agree the terms of the lease of Plot 6 with Network Rail and to enter into any related legal documentation with Network Rail.

The meeting closed at 7.26pm

Agenda Item 3

MAYOR AND CABINET		
Report Title	Report Back On Matters Raised by the Overview and Scrutiny Business Panel or other Constitutional bodies	
Key Decision	No	Item No.
Ward		
Contributors	Head of Business & Committee	
Class	Open	Date: November 13 2013

Purpose of Report

To report back on any matters raised by the Overview and Scrutiny Business Panel following their consideration of the decisions made by the Mayor or Mayor & Cabinet (Contracts) on October 23 2013 or on other matters raised by Select Committees or other Constitutional bodies.

Agenda Item 4

MAYOR & CABINET		
Report Title	Outstanding Scrutiny Matters	
Key Decision	No	Item No.
Ward		
Contributors	Head of Business and Committee	
Class	Part 1	Date: 13 November 2013

1. Purpose of Report

To report on items previously reported to the Mayor for response by directorates and to indicate the likely future reporting date.

2. Recommendation

That the reporting dates of the item shown in the table below be noted.

Report Title	Responding Author	Date Considered by Mayor & Cabinet	Scheduled Reporting Date	Slippage since last report
Matters Referred by the Sustainable Development Select Committee: Building the Lenox	ED Resources & Regeneration	11 September 2013	Sus. Dev. Select Cttee - 31 October 2013	No
Matters Referred by the Safer Stronger Communities Select Committee: Transforming Rehabilitation	ED Community Services	11 September 2013	13 November 2013	No
Response to Overview & Scrutiny Business Panel – Works	ED Resources & Regeneration	11 September 2013	13 November 2013	No

and Skills Strategy				
Matters raised by the Housing Select Committee: Low cost home ownership	ED Resources & Regeneration	2 October 2013	4 December 2013	No
Response to Overview & Scrutiny Business Panel – Council Tax Reduction Scheme	ED Customer	2 October 2013	4 December 2013	No

BACKGROUND PAPERS and AUTHOR

Mayor & Cabinet 11 September 2013 and 2 October 2013 available from Kevin Flaherty 0208 314 9327.

Agenda Item 5

Chief Officer Confirmation of Report Submission		
Cabinet Member Confirmation of Briefing		
Report for: Mayor		<input type="checkbox"/>
Mayor and Cabinet		<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)		<input type="checkbox"/>
Executive Director		<input type="checkbox"/>
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>	Part 2 <input type="checkbox"/>
Key Decision		<input type="checkbox"/>

Date of Meeting	13 November 2013
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Title of Report	Young Mayor of Lewisham Budget Proposals
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Originator of Report	Sam Elliot	43862
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	X	
Legal Comments from the Head of Law	X	
Crime & Disorder Implications	X	
Environmental Implications		X
Equality Implications/Impact Assessment (as appropriate)	X	
Confirmed Adherence to Budget & Policy Framework	X	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed: _____ Executive Member

Date: C. O'Neil

Signed: ~~_____~~ Director/Head of Service

Date: 4/11/13

Control Record by Committee Support	
Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

MAYOR AND CABINET		
Report Title	Young Mayor of Lewisham – Budget Proposals	
Key Decision	No	
Ward	All	
Contributors	Executive Director for Resources and Regeneration	
Class	Part 1	Date: 13 November 2013

1 Summary

- 1.1 This report summarises the proposed budget expenditure of the Young Mayor of Lewisham, Jamel Higgins, and outlines activities undertaken by the Young Mayor and Young Advisors during the year.

2 Recommendation

- 2.1 That the Mayor agrees the Young Mayor's budget proposals outlined in section 7.

3 Policy Context

- 3.1 The Young Mayor Programme is a key priority for the Council in delivering on its commitment to enhancing young people's achievement and involvement.
- 3.2 The Young Mayor Programme makes an important contribution to the objectives *Empowered and responsible*, and *Ambitious and achieving*.
- 3.3 The work of the Young Mayor further relates and makes a contribution to many of the outcomes set out in the Children and Young People's Plan.

4 Background

- 4.1 The Young Mayor Programme has been in place since April 2004. The Young Mayor of Lewisham is allocated a budget of £30,000 to spend on improving the lives of children and young people in the borough.

- 4.2 On Wednesday 10th October 2012, Jamel Higgins was elected the ninth Young Mayor of Lewisham. Jamel won the election on a turnout of 52.69%, which represents 9360 young people voting.

5 Budget Expenditure Achievements 2011/12

- 5.1 The Young Mayor for 2011/12 was Kieran Lang. Following consultation with young people across the borough, his budget was allocated to the following:

Health and Wellbeing

- 5.2 Throughout the consultation process, young people's health and well being was a major concern. Therefore, the Young Mayor and Advisors sought to address this through:

- The promotion of gyms for young people and support for the Lewisham Youth Games team, increasing and promoting the variety of sports available.
- Cooking classes and competitions to encourage healthy eating: a "Come Dine With Me" competition took place within the youth service, enabling young people to learn about nutrition and develop new cooking skills.
- In progress: working with partners to develop a programme to support young people's mental health and well being.

Roller Skating

- 5.3 There was much discussion among young people about how they could contribute to supporting skating as a positive, safe and healthy activity - particularly given its popularity with young people in the community. The Young Mayor and Advisors set out to:

- Build on the work already underway by the council around safer skating in the borough by highlighting the dangers and developing safer opportunities for skating using maps, events, presentations and clothing. A safe skating campaign and event took place in partnership with TFL, the Metropolitan Police Service and LBL Community Safety Team, which won an MPS award.
- Provide an additional drinking fountain for all including skaters (venue at blue square/ Brookmill road)

Hall of Fame

- 5.4 The way in which young people are perceived and portrayed remained a concern reflected through the consultations. Young people play a positive, constructive and creative role in Lewisham and the world

generally. Initially they proposed to celebrate and recognise this with a plaque in the Civic Suite recording the range of achievements of young people in the borough. This has started with a plaque listing the names of Lewisham's Young Mayors. We are exploring other ways to create a permanent display in the borough as part of ongoing regeneration projects.

6 Activities during 2012/13

6.1 Since October 2012, the Young Mayor and Advisors have continued to represent their peers at the local, regional, national and international level. Working collaboratively with the Mayor and Cabinet, Scrutiny Committees, councillors, Council officers, partner agencies and other key stakeholders, the Young Mayor and Advisors have made an important contribution to local policy development over the course of the last year. They have also continued to support projects that relate to and address issues which concern young people.

6.2 Examples of work and activities include:

<i>Organisation / Project / Work area etc</i>	<i>Activity</i>
Social Justice and diversity	Participating in debates and panels on social justice and diversity Supporting and participating in events at the Stephen Lawrence Centre Black history month activities
The Positive Aging Board	Working together with older people to build understanding through intergenerational projects
Safer Skating Project	Working with partners including the Police, TFL and community projects in promoting safe skating in the borough.
Healthy Lifestyles	"Come dine with me" project working with public health and youth clubs in Lewisham for young people to learn nutrition and cooking skills. Developing an alcohol app with the Drugs Action Team.
Young Mayor's Enterprise Project and Job Fair.	Supporting young people to find employment or create their own opportunities and businesses. Working with Economic Development, CYP and partners to deliver an

	enterprise project for young people.
The New Generation (TNG) Centre and Youth Service	Supporting the development of the new youth venue, hustings and consultations. Youth in Action Enterprise Project
B-involved Website	Actively contributing to the website, developing media skills, promoting opportunities for young people, raising issues of interest and maintaining social media contact with peers.
Safeguarding Conference and Welfare Reform Workshop	Contributing to discussions on policy development and the impact for young people and the wider community.
Youth Service development and commissioning processes.	Contributing to the development of the consultation document/process for young people in the borough. Understanding processes and contributing to decision making (PAF, , Children's Centres, new commissioning process).
Children and Young People's Plan	Ongoing process working on the CYPF at Young Advisors meetings.
Policing and YOS	Joining the discussion about young people being safe and policing in the borough. Developing knowledge of and supporting young people involved in the Youth Justice System. Participating in stop and search workshops. Supporting the 10,000 Hands project, promoting peace and safe havens in the borough. Taking part in a City Hall Debate on Policing Contributing to the Metropolitan Police Commissioner's consultation on policing
Local Regeneration Projects	Contribution to the consultation on past, current and future projects including Catford Town Centre and Surrey Canal

School visits	Raising awareness and consultation through assemblies, citizenship days and school councils. Supporting peers at exhibitions, achievement events and activities.
Community Events and organisations	Attending civic events representing young people, recognising achievement, encouraging participation, cohesion and volunteering.
Sports and Arts	Supporting young people's achievements at awards events and promoting opportunities for young people to participate. Supporting the Lewisham Live programme across the borough and Lewisham's Youth Games Team.
Visits to Westminster, the House of Commons and Party Conferences, , meeting politicians, Operation Black Vote voter registration events:	Developing knowledge and understanding of party politics and democratic engagement
UK Youth Parliament, UK Youth and British Youth Council:	Engagement in and with the national Youth Participation strategies
European Visits	<p>Invitations from Sweden, Poland, and Norway to share ideas, broaden horizons and raise aspirations with adults and young people.</p> <p>Youth in Action projects with youth groups in Hamburg, Germany. Sortland and Radoy in Norway.</p> <p>Training projects with Malta, Czech Republic, Sweden, Norway, Germany</p> <p>Twinning exchange with Antony, France.</p> <p>To share ideas, raise aspirations and be part of a wider world.</p> <p>Visitors from Norway, Sweden and Italy observed the election of the Young Mayor with a view to implementing the scheme in their own countries.</p>
Lewisham Hospital	Discussing young people's access to and experience of health services,

	contributing to the consultation and supporting the Save Lewisham Hospital campaign
Research and Evaluation Project	Taking part in interviews and helping evaluate the Young Mayor Project.
Young Women's Work	Young Women's leadership project encouraging and inspiring young women into leadership roles, Developing ideas and an ongoing dialogue and activities to support young women.

6.3 Over the last year, the Young Mayor and Advisors have also worked extremely effectively with colleagues and services across the Council. Increasingly, this way of working has extended to other local agencies within the wider partnership structure. In order to both sustain the proposals of the previous Young Mayor, and to develop their own, these networks and relationships are providing crucial.

10 Year Evaluation Project

6.4 Dr Kalbir Shukra from Goldsmiths College, University of London, has been commissioned to conduct an evaluation of the programme to mark its ten year anniversary.

6.5 This has included interviews with young people, officers and politicians involved in the programme an exit poll of the 2013 Election in five of Lewisham's schools to identify what influences students to vote as they do; two reunions of past and present Young Mayors and Young Advisors; and targeted work with the candidates from last year's election recording the process and their experiences.

6.6 The evaluation will conclude in April 2014 and will inform the future development of the Young Mayor programme.

The "Lewisham Young Peoples' Covenant"

6.7 The Young Mayor and Young Advisors have developed a "Lewisham Young Peoples' Covenant", a pledge identifying what young people can expect from the borough and what the borough and partners can expect from young people. This was one of the proposals of the Mayor's Youth Task Force. Young people at schools across the borough will be invited to sign the Covenant, along with the council and other public sector partners.

7 The Young Mayor 2012/13's Budget Proposals

Consultation

- 7.1 Initial ideas for spending proposals were gathered from a range of sources and forums and then discussed at the Young Advisors meetings.
- 7.2 Following this, a long-list was developed which was taken to schools and youth projects where a wider group of local young people were able to debate and discuss about the merits of the emerging proposals.
- 7.3 Proposals were also disseminated through the Young Mayor's newsletter, distributed to all the schools and colleges in the borough and were made available for viewing and comment on the B-involved website, Facebook and Twitter.

Consultation Outcomes

- 7.4 Some of the main areas of interest included:
- Business, enterprise and employment
 - Participation for young people in arts and sports activities.
 - Health and wellbeing issues
 - Intergenerational activities
 - Provision of youth services
 - Perceived and actual fears around serious youth violence and safety for young people on the streets.
- 7.5 The Young Mayor and Young Advisors will continue to work with partners in both the authority and partners to promote opportunities and develop ideas to address these interests. There will be ongoing dialogue with the Youth Service, in light of the new commissioning process.
- 7.6 In particular, the Young Mayor and Young Advisors have worked closely with the 10,000 Hands Campaign and the Jimmy Mizen Foundation to bring together young people, schools, members of the community, the Police, transport providers, public and community services to promote cohesion, peace and understanding. The Young Mayor Team is committed to continuing to support this work.

Mentoring and Work Experience Programme

- 7.7 Young people in the borough have told us that they are highly aware of the competitiveness in the workplace and want to be able to maximise their opportunities. In response, the Young Mayor and Young Advisors have identified as the priority for this year's budget a project supporting

young people to find employment through a mentoring and work experience programme.

- 7.8 The programme will complement and enhance work which has already started in the borough and will be delivered in partnership with local community organisations and council directorates, including the Mayor's Youth Task Force youth employability project and the apprenticeship programme.
- 7.9 This programme will encourage and identify mentors from existing local businesses who provide work experience to young people in the borough, This will complement the existing work experience offer. The Young Mayor has also identified some corporate, public and community sector partners to encourage to offer mentors for the programme.
- 7.10 We will also hold a series of open events designed to inspire young people and give them information about what different careers entail by interacting with people in those roles.
- 7.11 Young people will be recruited from schools and colleges and also from local community organisations and partners. The programme will be flexible and ensure additional support where young people are particularly vulnerable or have additional needs.
- 7.12 The Young Advisors will help to plan, design and manage the planned events, where they have the capacity to do so. Colleagues, partners and young people from other organisations will also be asked to contribute.

Summary of proposed Expenditure

7.13	Mentoring and Work Experience Programme	
	Publicity and promotion	3,000
	Launch event and inspirational workshops	2,000
	Outreach to youth and community organisations and inspirational workshops to recruit mentees	5,000
	Coordination and partner finding	10,500
	Partnership and team building activities with mentors and mentees	4,500
	Mentoring training and supervision	2,000
	Travel and/or expenses for mentees	1,500
	Evaluation	1,500
	Total	30,000

Progress and Evaluation

- 7.14 An ongoing consultation and evaluation process will take place with local young people The new Young Mayor and Young Advisors will

report progress in implementing these proposals to the Young Citizen's Panel, School Councils, Mayor and Cabinet and the B-involved website and other social media.

8 Financial Implications

- 8.1 The net costs of the proposed programme is £30k and will be met from the budget for the Young Mayor's programme.

9 Legal Implications

- 9.1 The Localism Act 2011 gives a general power of competence to local authorities which provides them with the power to do anything an individual can, apart from that which is specifically prohibited. In exercising discretionary powers the Council must act reasonably taking relevant matters into account and ignoring those which are irrelevant. It would not be unreasonable for the Mayor to agree the sum of £30,000 for the purposes outlined in this report.

10 Crime and Disorder Implications

- 10.1 The Young Mayor's proposals relate to the development of activities, resources and information that will provide young people with diversionary activities, contribute to community initiatives and provide opportunities for young people to address issues concerned with their safety.

11 Equality Implications

- 11.1 The Young Mayor and Young Advisors have considered the equalities implications in all of the proposals and will ensure an inclusive approach to all activities undertaken.

12 Environmental Implications

- 12.1 There are no environmental implications arising from this report.

13 Background papers

None

For further information on this report please contact Malcolm Ball on 020 8314 6354.

Agenda Item 6

Chief Officer Confirmation of Report Submission		
Cabinet Member Confirmation of Briefing		
Report for: Mayor		
Mayor and Cabinet		X
Mayor and Cabinet (Contracts)		
Executive Director		
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>	Part 2 <input type="checkbox"/>
		Key Decision <input type="checkbox"/>


Date of Meeting	13 th November 2013
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Title of Report	Financial forecasts for 2013/14
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Originator of Report	Peter Stachniewski	48379
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	X	
Legal Comments from the Head of Law	X	
Crime & Disorder Implications		N/A
Environmental Implications		N/A
Equality Implications/Impact Assessment (as appropriate)		N/A
Confirmed Adherence to Budget & Policy Framework	X	
Risk Assessment Comments (as appropriate)		N/A
Reason for Urgency (as appropriate)		N/A

Signed:  Executive Member

Date: 5th November 2013

Signed:  Director/Head of Service

Date: 4/11/13

Control Record by Committee Support	
Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

Mayor & Cabinet		
Report Title	Financial forecasts for 2013/14	
Key decision	No	Item No.
Ward	N/A	
Contributors	EXECUTIVE DIRECTOR FOR RESOURCES & REGENERATION	
Class	Part 1	Date: 13 November 2013

1 Summary of the Report

1.1 This report sets out the financial forecasts for 2013/14 as at 30 September 2013. The key areas to note are as follows:

- i. An overspend of £0.6m against the directorates' net general fund revenue budget is forecast. At the same time last year an underspend of £0.9m was forecast. The consolidated results for the year were an underspend of £3.5m.
- ii. 95% of the £20.9m savings agreed in setting the 2013/14 budget are forecast to be delivered on schedule.
- iii. On the capital programme, the forecast expenditure for 2013/14 is now £132m, compared to the budget of £150.8m. This reduction is mainly due to schools projects being rephased. However, to 30 September 2013 only 29% of the budget (and 34% of the forecast) had been spent, around two thirds of the figure expected if the programme is to be delivered in full. The forecasts on the projects are being reviewed.
- iv. The Housing Revenue Account (HRA) is projecting an underspend of £0.5m.
- v. The Dedicated Schools Grant (DSG) is forecast to be spent to budget but three schools are expected to apply for a licensed deficit and the balances of £15.7m include £5.5m of excess balances as defined by the schools' forum.
- vi. As at 30 September 2013 council tax collection is 0.52% lower than last year in terms of the percentage of gross cash collected and 0.48% lower against this year's profile. Performance statistics for the first 6 months of the year still indicate that the impact of welfare reform in this area has been significantly less than the worst-case scenario. As this is the first year of the reforms there are no trends to measure against as yet so a degree of caution is needed at this stage.
- vii. Business rates collection is 0.78% higher than the same period last year and if this performance is maintained the target of 98.50% for the year should be achievable.

2 Purpose of the Report

2.1 To set out the financial forecasts for 2013/14 at end of September 2013.

3 Recommendations

- 3.1 To note the financial forecasts for the year ending 31 March 2014.

4 Policy Context

- 4.1 Reporting financial results in a clear and meaningful format contributes directly to the Council's tenth corporate priority: inspiring efficiency, effectiveness and equity.

5. Overall Directorate Outturn

- 5.1 The forecasts against the directorates' general fund revenue budgets are shown in the table below; in summary an overspend of £0.6m. At the same time last year an underspend of £0.9m was forecast. The financial result for 2012/13 was an underspend of £3.5m on the general fund revenue budget.

Directorate	Gross budgeted spend	Gross budgeted income	Net budget	Forecast over/(under) spend
	£'000	£'000	£'000	£'000
CYP (1)	79,610	(20,451)	59,159	1,182
Community Services	178,813	(60,599)	118,214	(1,899)
Customer Services (2)	78,658	(47,586)	31,072	1,547
Resources & Regeneration	58,344	(12,995)	45,349	(225)
Directorate total	395,425	(141,631)	253,794	605
Corporate items			30,838	
Budget requirement			284,632	

- (1) – gross figures excludes £250m Dedicated Schools' Grant expenditure and matching grant income
- (2) – gross figures exclude approximately £225m matching income and expenditure for housing benefits. This figure is lower than last year due to the implementation of the Council Tax Reduction Scheme (CTRS), an effect of which is to replace benefits paid out with discounts at source

- 5.2 The table below sets out the proportion of agreed savings delivered in the year. Any variances are included in the overall forecasts shown in the table above.

Directorate	Savings agreed for 2013/14	Forecast delivery	Variance	
	£'000	£'000	£'000	%
CYP	6,469	6,469	0	0
Community Services	6,930	6,430	500	7
Customer Services	2,453	2,245	208	8
Resources & Regeneration	5,082	4,664	418	8
Total	20,934	19,808	1,126	5

- 5.3 The variance reported above for Community Services represents the proposed saving from the reablement service; this is now unlikely to be achieved in this financial year. The shortfall in savings in Customer Services relates to the introduction of cashless parking payments. This will materialise over the life of the new contract but not in the first year of operation.

6. Children and Young People's Services

- 6.1 The directorate is forecasting an overspend of £1.2m. At this time last year the forecast was for an underspend of £0.6m and the result was an underspend of £1.1m.

CYP Directorate – Service Area	Gross budgeted spend	Gross budgeted income - grants	Gross budgeted income - other	Net budget	Forecast over / (under) spend
	£'000	£'000	£'000	£'000	£'000
Children's Social Care	47,455	(1,892)	(583)	44,980	2,042
Standards and Achievements	4,125	(221)	(2,138)	1,766	(212)
School Infrastructure	1,574	0	(15)	1,559	0
Targeted Services and Joint Commissioning	15,299	(1076)	(2,245)	11,978	(239)
Resources & Performance	11,157	0	(10,955)	202	(409)
Schools	0	0	(1,326)	(1,326)	0
Total	79,610	(3,189)	(17,262)	59,159	1,182

- 6.2 The main budget pressure is a net £2.0m in respect of the budget for **Children's Social Care** and comprises the following three main areas.

- a. The placement budget for *looked after children (LAC)* is currently forecast to overspend by £0.9m. The number of LAC has increased since August by 7 and now totals 501 children. This time last year there were 12 fewer children in care (these figures exclude asylum seekers).
- b. *Clients with no recourse to public funds* are those cases that have an application to remain in the country and are waiting to be dealt with by the Home Office. These clients are not seeking asylum but are people to whom the local authority owes a duty of care; they and their children are causing a significant cost pressure. The caseload now stands at 8,120 client/weeks (or about an annualised equivalent of 156 clients) against the budget assumption of 44. This represents an increase in numbers by about 71% since April 13. In order to minimise the costs, families are being accommodated in low cost accommodation out of area. Work is under way to better track the No recourse families in order to speed up and improve the processing of their applications to the Home Office but progress has been slow and the difficulties of the UKBA have been highlighted in the press. This is now creating a cost pressure of £1.8m
- c. There are an increasing number of *young people leaving care* who require support and together with the national changes in housing benefit has created pressure on this budget since last year and this has continued into this year. Delays in finding appropriate accommodation for some of the young people results in them remaining in expensive provision. The current average caseload is 54 fte against budget assumption of 23. As the number of Asylum Seekers is below the threshold grant, funding is not available. The unit cost of these placement has been brought down from £140 per day at the start of the year to the current cost of £105 per day. Currently the management action is focused on increasing the usage of Supported Lodgings and

also using preferred provider agreements A review is taking place with children and young people directorate representatives and housing representatives to consider alternatives. These combined efforts are expected to offset the cost of accommodation and placements which are the main cost drivers for this service and will hope to reduce the spend by about 20% in future years. The current spend is £2.1m, which gives a budget pressure of £0.8m.

6.3 These cost pressures in Children’s Social Care total £3.5m. Efficiency measures, over and above those agreed in the budget, are expected to offset £1.5m of those pressures, with a further £0.8m of savings in the other service areas. These additional measures are:

- Reduction in supplies and services spend – £1.2m
- General impact of expenditure controls - £0.7m
- Further reductions in agency staff and vacancies - £0.4m.

This will leave an overall forecast overspend of £1.2m.

6.4 The savings on the **youth service** were agreed to be delivered over two years. The re-organisation is planned to take place in October. Most youth activities occur in the summer and consequently most of the expenditure occurs before November. With the re-organisation it is anticipated the shortfall in savings will be covered either by some staff leaving early or some posts being held vacant.

6.5 The delay in closing the **Early Years Centres** will mean that this saving will not be delivered as intended. However the funding shortfall of £0.7m will be covered by the DSG.

6.6 The key unit costs and activity levels within children’s social care are summarised below.

	<u>Average weekly unit costs</u>		<u>Client numbers</u>
	<u>September 2012 (£)</u>	<u>September 2013 (£)</u>	<u>September 2013</u>
Local authority fostering	385	350	204
Agency fostering	875	853	215
Residential homes	2,969	2,822	42

6.7 These demonstrate the importance of the directorate’s strategy for shifting the balance of provision towards fostering (as well as of course trying to bear down on costs). As examples, every client moving from agency to local authority fostering results in a saving of around £27,000 p.a. and around £109,000 for every movement from a residential placement to agency fostering.

7. Community Services

7.1 As at 30 September 2013 the directorate forecasts an underspend of £1.9m, broken down across the directorate as set out below. This remains significantly greater than the forecast underspend of £0.1m at the same point last year. The actual result last year was an underspend of £2.2m.

Community Services Directorate – Service Area	Gross budgeted expenditure	Gross budgeted income	Net budget	Forecast over/ (under) spend
	£'000	£'000	£'000	£'000
Cultural and Community Development	24,187	(7,427)	16,760	(393)
Adult Services Division	112,098	(30,670)	81,428	(381)
Public Health	14,648	(14,648)	0	(637)
Crime Reduction & Supporting People	25,695	(7,640)	18,055	(394)
Strategy & Performance	2,185	(188)	1,997	(120)
Community Reserves	0	(26)	(26)	26
Total	178,813	(60,599)	118,214	(1,899)

7.2 **Adult Social Care** is now forecast to underspend by £0.4m. As is to be expected on a budget of £112m, a number of over and underspends are forecast against individual services. These broadly offset one another leading to the overall forecast underspend of £0.4m. Nonetheless, the delayed delivery of the enablement saving is a concern given that this is of key significance to the long-term cost reduction strategy in this area.

7.3 The key issues to note are as follows:

- i. Learning disability budgets are projected to underspend by £0.1m. The main financial issues for this client group remain transition from CYP budgets and a shift in the balance of care with growing numbers of direct payments.
- ii. The safeguarding, quality and risk service, which includes budgets for residential and nursing care for older adults and physical disability, is projected to overspend its budget by £0.4m.
- iii. The assessment and support planning service for domiciliary care is now projected to overspend by £0.2m although this is offset by recovery of unspent sums from recipients of direct payments.
- iv. Overall, the proportion of the purchased services budgets spent on home care and direct payments has increased in this financial year for older adults and stayed the same for younger adults. Further reducing the dependence on residential care and supporting more clients in their own homes, which is the overall strategy being pursued, would bear down further on costs.

7.4 A net underspend of £0.4m is forecast for the **Crime Reduction and Supporting People** division.

7.5 This is net of a forecast overspend within the youth offending service of £0.2m as a result of the changes to the financing of secure remand and youth detention, where local authorities now bear all of the financial risk associated with this provision. This is a volatile area of spend which is not entirely controllable in that costs are driven by the number of local young people ordered into secure remand by the courts, the severity of their offences and hence how long they are held pending the court process.

- 7.6 The division is due to deliver significant savings on the supporting people programme this year and next. At present the service is on target to achieve programme savings of £1.2m for 2013/14. However, this requires that significant de-commissioning of services and renegotiation of contracts goes ahead as planned. There are some significant risks within this for 2014/15 although in the current financial year Supporting People budgets are projected to underspend by £0.2m. The Drugs & Alcohol service is also projected to underspend by £0.4m; this relates to services funded from the Public Health Grant.
- 7.7 From April 2013, responsibility for local **Public Health** functions transferred to local authorities. Resources to fund these new functions in Lewisham have been transferred in the form of a specific grant of £19.5m in 2013/14. This includes £4.9m relating to drug & alcohol funding that has been managed by the council locally for the last five years so only £14.6m of this funding is new.
- 7.8 At the present time commitments against this budget are £18.9m. A process has begun to consider and prioritise options for the use of the sum currently not committed. These changes will require approval by the Mayor. At this stage it is assumed that none of this will be committed on new activity but that it will be used to support eligible base budget activity. This will result in an underspend of £0.6m. However the options remain either to commit the grant on new projects in this year or to carry the unspent balance forward to 2014/15; to the extent that either of these options are pursued, the total underspend would reduce.
- 7.9 The **Cultural and Community Services** division is projected to underspend by £0.4m in 2013/14. There is a forecast underspend of £0.1m within the budget for the Broadway Theatre which is offset by a similar overspend within the Deptford Lounge budget and various other minor variances. Across the division as a whole there is a staffing underspend of £0.1m, reflecting the early delivery of planned savings.
- 7.10 The **Community Education Lewisham** (CEL) service is forecast to spend to budget. However, the treatment of some of the grant income, which is planned to finance capital works at the Brockley site, has not yet been fully determined. This might impact on the presentation of the forecast (although not on the total cash spend).
- 7.11 The **community grants sector** service is forecasting an underspend of £0.3m, which comprises a large number of relatively small amounts (for example; where planned grants will not currently proceed due to matters to be resolved with individual groups). The largest single item making up the underspend is £0.1m in respect of the reduced contribution to the London Boroughs Grants Scheme.
- 7.12 The available 2013/14 funding for the **Community Sector Investment Fund** is £2.1m, after taking account of unspent amounts rolled forward from previous years. A report to Mayor and Cabinet on 10 July 2013 set out the spending plans against this budget. There is expected to be a small in year underspend but permission to carry this forward will be sought at year end. In 2012/13 a significant element of the movement between the early forecasts and final results for the directorate was due to those early forecasts being, in hindsight, unduly optimistic with regard to the ability to commission and spend these grants within the year. The forecast of only a small variance should therefore

be regarded with some caution although decisions allocating £2m of the £2.1m available funding to specific organisations have now been taken.

8. Customer Services

- 8.1 As at 30 September 2013 an overspend of £1.5m is forecast. This represents an increase of £0.3m compared to the overspend forecast at this point last year of £1.2m. The final variation at outturn was a £0.9m overspend.

Customer Services Directorate – Service Area	Gross budgeted spend	Gross budgeted income	Net budget	Forecast over/(under) spend
	£'000	£'000	£'000	£'000
Strategic Housing and Regulatory services	13,589	(10,055)	3,534	500
Environment	41,098	(20,348)	20,750	86
Public Services *	21,879	(16,943)	4,936	961
Strategy & Performance	2,092	(240)	1,852	0
Total	78,658	(47,586)	31,072	1,547

* - excludes £225m of matching income and expenditure in respect of housing benefits

- 8.2 Within the **strategic housing service** slippage in the planned implementation of a major reorganisation is currently creating a pressure on salaries budgets of £0.2m. This is to be managed down throughout the year although ER/VR costs relating to the restructuring materialising through the year may have an impact on the outturn.
- 8.3 The number of clients in bed and breakfast accommodation has risen from an average of 79.5 in 2012/13 to an average of 145 in September 2013. The number of “live” rent accounts relating to Bed and Breakfast at the end of September 2013 is 165. This compares to 78 as at the end of September 2012. Should this level of demand be maintained throughout the year an overspend of around £0.8m would be expected. It was previously reported that this was expected to be mitigated by the final stream of temporary accommodation units coming into service in the autumn and the implementation of alternative procurement arrangements. Whilst some mitigation is still expected the continued growth in numbers means that the overspend is expected to be around £0.5m by the end of the financial year.
- 8.4 There are also forecast overspends of £0.1m within the Private Sector Leasing (PSL) budget, where void rates are currently higher than anticipated. This is expected to be managed down throughout the year and a balanced budget achieved.
- 8.5 The **Environment division** is projecting an overspend of £0.1m resulting from reduced income from pest control and bereavement services and a number of minor overspends across the division. Management action to reallocate unspent resources from across the directorate is being used to offset the long term income shortfall at Beckenham Place Park.
- 8.6 The **Public Services division** projected overspend is £1.0m. Parking budgets account for the entire overspend, largely as a result of a shortfall in parking income (£0.7m), additional legal costs relating to Parking Control Notices (£0.1m) and the non achievement of savings relating to the new contract (£0.2m).

- 8.7 The table below gives a more detailed analysis of the projected position in respect of parking budgets together with a comparison with last year's performance.

Parking Management	2013/14 Budget	2013/14 Forecast over/(under)	2012/13 Variation
	£k	£k	£k
Fines	(2,867)	(383)	(473)
Pay and Display	(2,794)	762	332
Permit	(2,340)	319	382
Other	(100)	5	(76)
Total income	(8,101)	703	165
Enforcement contract	1,573	214	513
Car park running costs	231	-14	-10
Management and administration	325	36	119
Legal fees	114	75	87
Total expenditure	2,243	321	709
Net income	(5,858)	1,024	874

- 8.8 The largest contributor to the income shortfall is a significant reduction in pay and display income. The decline experienced over the last two years has continued. Indications are that income will drop by 10%, approximately £0.3m, in 2013/14. In addition to this, the planned closure of two car parks during the year will result in a £0.2m loss of income.
- 8.9 The shortfall in savings relates to the introduction of cashless parking payments. This will materialise over the life of the new contract but not in the first year of operation.
- 8.10 Additional management and legal costs are incurred in the collection of Parking Control Notices (PCNs). The costs are offset by income raised through improved collection.
- 8.11 A recent High Court judgement (David Atfield v London Borough of Barnet) has been reviewed by officers. The judgement did not comment on the level of the charges but the rationale for determining what the charges should be. The judgement makes clear that the only lawful basis for deciding on parking charges of any sort is the traffic management reasons set out as the objectives of the traffic regulation in the Road Traffic Regulations Act 1984. The judgement also sets out that Councils can lawfully make a surplus on their parking account, the law does not require charges to be set as to simply cover costs. It is also lawful to forecast what that surplus may be and to take this into account in budget setting. However, this should not become a target or a budget in its own right.
- 8.12 The Council set its charges according to the relevant legislation. Officers consider the Council's policy and charges are appropriate and comply with the Road Traffic Regulations Act 1984.
- 8.13 Other Public Services budgets are projecting balanced budgets overall.

9. Resources and Regeneration

- 9.1 The directorate is forecasting an underspend of £0.2m. At this point last year an underspend of £1m was forecast and the result for last year was an underspend of £1.1m. The table below sets out this year's forecast by service division.

Resources and Regeneration Directorate - Service Area	Gross budgeted spend	Gross budgeted income	Net budget	Forecast over/(under) spend
	£000s	£000s	£000s	£000s
Audit & Risk	5,438	(2,633)	2,805	63
Corporate Policy & Governance	3,589	(54)	3,535	(239)
Finance	6,497	(1,234)	5,263	(368)
Executive Office	221	0	221	(30)
Personnel & Development	3,353	(270)	3,083	(5)
Legal Services	2,734	(395)	2,339	109
Strategy	2,840	(424)	2,416	(116)
IMT	10,302	(1,177)	9,125	491
Planning & Economic Development	3,692	(1,527)	2,165	(22)
Regeneration & Asset Management	19,678	(5,281)	14,397	(108)
Total	58,344	(12,995)	45,349	(225)

- 9.2 The **Audit & Risk Division** is forecasting an overspend of £0.1m that relates to insurance premium renewal. An element of these costs may be attributable to the HRA and work is underway to quantify any recharge that will bring this overspend back within budget.
- 9.3 The **Corporate Policy & Governance Division** is forecasting an underspend of £0.3m. Of this £0.2m is in staffing costs where several posts are being held vacant and £0.1m is the aggregation of a series of smaller underspends across various supplies and services budgets.
- 9.4 The **Finance division** is forecast to underspend by £0.4m. The bulk of this relates to the contingency for the directorate that is held within this division and is currently forecast to underspend by £0.4m. The underspend on this area has increased since last month due to the inclusion of the pay award that is held here pending reallocation.
- 9.5 The **Legal Services** budget is projected to overspend by £0.1m. This is partly due to agency staffing costs arising on posts for which permanent recruitment is underway.
- 9.6 The significant cost pressure for the directorate is within the **Information Management and Technology** service, at £0.5m. This principally relates to the onerous leases for photocopiers which it will not be possible fully to exit from until August 2014. This issue was highlighted throughout 2012/13, in which year the service underspent by £0.1m. The main contract for core IT services is also forecast to overspend by £0.2m and the impact of redundancies following from the recent restructuring also adds £0.1m to the position. Additional costs on the implementation of the Oracle upgrade has also added £0.1m to the forecast. However, there are offsetting savings in printing costs and SLA income with Lewisham Homes which have brought the overall forecast down to the projected overspend of £0.5m.

10. Corporate Provisions and Treasury Management

- 10.1 The Corporate financial provisions include working balances, Capital Expenditure charged to the Revenue Account (CERA) and interest on revenue balances. Although they are not expected to overspend, certainty on the outturn on these provisions will only become clear towards the end of the financial year.
- 10.2 With continued concerns about the stability of the banking sector, the Council's treasury management strategy continues to be focused on avoiding risk. Investment returns are at such historically low levels that there is in any case little opportunity to seek higher returns, except at unreasonable levels of risk, and so there is relatively little upside in pursuing an alternative strategy. The effect of this is that real returns, after inflation, are negative.

11 Dedicated Schools' Grant

- 11.1 As at 31 March 2013 balances held by schools were £15.7m in aggregate, £2.3m higher than the equivalent figure a year before.
- 11.2 There is a capping limit which the Schools' Forum can apply if a primary school or special school has balances in excess of 8% of its budget, or 5% for a secondary school. Under this agreed definition there are 32 schools with excess balances which total £5.5m in aggregate. The Schools' Forum has identified nine of these schools as being of particular concern, which accounts for £2.8m, slightly more than half of the excess balances. The Forum has agreed to cap these schools' balances at the percentage levels set out above, but to release the funds back to the schools concerned on completion of a satisfactory budget plan. If those plans are not then delivered the excess balances will be distributed to other schools in 2014/15. Of the 9 schools mentioned above eight of the schools have been visited and challenged about their spending plans and discussions with the last schools will take place shortly.
- 11.3 Currently three schools will be in deficit at the year end, namely Trinity, Sedgehill and Edmund Waller. All three are in the process of applying for a licensed deficit.
- 11.4 The only budget pressure is on the independent school fees budget where there are currently 12 more pupils placed than allowed for in the budget. The cost for this year can be met from contingency. Subject to other funding uncertainties being resolved in a cost-neutral way, (for example; for post 16 high needs funding where student numbers and costs will not be clear until after September), the current forecast is that expenditure on the DSG, which is of course mostly delegated to schools, will be on budget.
- 11.5 While the budget pressure identified on SEN can be met this year from the contingency this is only a short term solution to the problem. The budgetary pressure is expected to increase over the coming months as the pupil numbers grow and funding does not keep pace with the growth. The national funding arrangements for high need children is such that no inflation is taken into account and only a partial allowance is made for growth in numbers. The expected shortfall in 2014/15 is £0.5m and in 2015/16 this will grow to £2.0m. With this in mind the Schools' Forum have set up a sub-group to consider this

issue and they will report back to the Forum later in 2013/14 on possible areas of saving to cover the £0.5m for next year and, in a further 12 months time, a more detailed report on the long term capacity issues within Lewisham for High Needs children.

12. Housing Revenue Account

- 12.1 The Housing Revenue Account is projecting an underspend of £0.5m. The table below sets out the budgets and projected variations by service

HRA – Service Area	Gross budgeted spend	Gross budgeted income	Net budget	Forecast over/(under) spend
	£'000	£'000	£'000	£'000
Customer Services – Housing	12,176	(3,172)	9,004	238
Lewisham Homes & Repairs and Maintenance	36,538	0	36,538	0
Resources	1,634	0	1,634	0
Rents and Service Charges	0	(80,065)	(80,065)	(713)
HRA Subsidy	0	(34,353)	(34,353)	0
Capital and Debt Financing (net of Major Works income)	72,382	(9,176)	63,206	0
Other Centrally Managed Budgets	5,006	(970)	4,036	21
Total	127,736	(127,736)	0	(485)

- 12.2 The £0.2m overspend in Customer Services Housing Budgets relates to reduced rent and service charge income from hostels due to higher than budgeted void rates. The current void rate is 15.92% compared to a budget rate of 14.9%.
- 12.3 Rent income is forecast to exceed budget by £0.7m. This is because: (1) voids (other than hostels) are currently running at a lower level than budgeted for; and (2) vacancies resulting from regeneration schemes are now expected to be less in 2013/14 than originally forecast.
- 12.4 The rent collection rate for current year rents is 98.25%. This falls to 94.74% when brought forward arrears are taken into account.

13. Collection Fund

- 13.1 As at 30 September 2013, £54.1m of Council Tax had been collected, 50.65% of the total amount due for the year of £106.8m. This is 0.48% lower than the profiled collection rate of 51.13% if the overall target for the year of 94.5% is to be met. At the same time last year, the collection rate to date was 51.17%, 0.52% higher than this year.
- 13.2 Business rates collection is at 65.52%, an increase of 0.78% compared to the same period last year and 1.18% higher than the 64.34% profiled collection rate if the overall target rate for the year of 98.5% is to be achieved.

14. Capital Expenditure

- 14.1 The overall spend this year to the end of September is £44.3m, which is only 29% of the Budget and 34% of the Latest Forecast. Following substantial schools capital works during the summer, the forecast expenditure for the year has been reduced for a number of these projects.
- 14.2 For the non-schools schemes, project managers are still reporting that they expect to deliver their projects on budget this year. Given the latest spend, it is probable that a number of these forecasts are not realistic, since on a straight-line average (which is broadly appropriate for the programme as a whole) around 50% of the programme should have been spent to date if it were to be delivered on time. A number of these schemes are currently being reviewed and amended forecasts will be reported in the next monitoring where appropriate.

	2013/14 Budget	2013/14 Forecast	Spend to 30 Sept	Budget Spent to Date	Forecast Spent to Date
	£m	£m	£m	%	%
Community Services	1.6	1.6	0.3	19	19
Resources & Regeneration	19.6	19.3	4.6	23	24
CYP	69.1	50.7	24.1	35	48
Customer Services	3.9	4.0	0.3	8	8
Housing (Gen Fund)	11.7	11.4	1.3	11	11
Total General Fund	105.9	87.0	30.6	29	35
HRA - Council	2.1	2.3	1.4	67	61
HRA - Lewisham Homes	42.8	42.8	12.3	29	29
Total HRA	44.9	45.1	13.7	31	31
Total Expenditure	150.8	132.1	44.3	29	34

- 14.3 The table below shows the current position on the major projects in the 2013/14 General Fund capital programme (i.e. those over £1m in 2013/14).

	2013/14 Budget	2013/14 Forecast	Spend to 30 Sep	Budget Spent to Date	Forecast Spent to Date
	£m	£m	£m	%	%
TfL - Highways and Bridges	3.4	3.7	1.1	32	30
LBL - Highways and Bridges	5.5	5.5	0.1	2	2
Catford Broadway & Town Centre Regeneration	6.5	6.5	0.6	9	9
Asset Management Programme	2.4	2.4	0.3	13	13
BSF - Prendergast Hilly Fields	8.6	8.6	6.8	79	79
BSF - Sydenham	10.0	10.0	4.1	41	41
BSF – Brent Knoll	2.8	2.8	0.0	0	0
Primary Places Programme	36.6	20.6	10.3	28	50
Other Schools Capital Works	10.2	8.0	2.5	25	31
Vehicle Replacement	2.1	2.1	0.0	0	0
Lewisham Mortuary - Cremator	1.2	1.2	0.2	17	17
Disabled Facilities / Private Sector Grants	1.7	1.4	0.5	29	36
Housing Regeneration Schemes (Kender, Excalibur, Heathside and Lethbridge)	5.2	5.1	0.7	13	14
Deptford Station, Town Centre & High Street Improvements	1.6	2.0	1.2	75	60

- 14.4 One of the main sources of financing the programme is capital receipts from the sale of property assets. £3.4m of usable receipts have been received so far this year, comprising £1.7m in respect of previous year's Housing stock transfers, £0.6m (net) from Housing Right to Buy sales and £1.1m from other sales.

15. Financial Implications

- 15.1 This report concerns the financial forecasts for the 2013/14 financial year. However, there are no direct financial implications in noting these.

16. Legal Implications

- 16.1 The Council must act prudently in relation to the stewardship of Council taxpayers' funds. The Council must set and maintain a balanced budget.

17. Crime and Disorder Act Implications

- 17.1 There are no crime and disorder implications relevant to this report.

18. Equalities Implications

- 18.1 There are no equalities implications relevant to this report.

19. Environmental Implications

- 19.1 There are no environmental implications relevant to this report.

20. Conclusion

- 20.1 Members should note the action being taken to address the issues identified in this report.

BACKGROUND PAPERS AND APPENDICES

None

If there are any queries on this report, please contact;

Peter Stachniewski, Interim Head of Financial Services.

Tel – 020 8314 8379 ; peter.stachniewski@lewisham.gov.uk

Agenda Item 7

Chief Officer Confirmation of Report Submission		
Cabinet Member Confirmation of Briefing		
Report for: Mayor		
Mayor and Cabinet		<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)		
Executive Director		
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>	Part 2 <input type="checkbox"/>
		Key Decision <input checked="" type="checkbox"/>

Date of Meeting	13 th November 2013
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Title of Report	Strategic Financial Review Update
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Originator of Report	David Austin	Ext. 49114
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	<input checked="" type="checkbox"/>	
Legal Comments from the Head of Law	<input checked="" type="checkbox"/>	
Crime & Disorder Implications	<input checked="" type="checkbox"/>	
Environmental Implications	<input checked="" type="checkbox"/>	
Equality Implications/Impact Assessment (as appropriate)	<input checked="" type="checkbox"/>	
Confirmed Adherence to Budget & Policy Framework	<input checked="" type="checkbox"/>	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed:  Executive Member (nominee)

Date: 5th November 2013

Signed:  Director/Head of Service

Date 4/11/13

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

Mayor & Cabinet			
Report Title	Strategic Financial Review Update		
Key Decision	Yes	Item No.	
Ward	All Wards		
Contributors	Executive Director for Resources & Regeneration		
Class	Part 1	Date:	13 November 2013

1. Summary

- 1.1 On 13 July 2013, Mayor & Cabinet received a report on the financial projections for the council and the need to adapt our financial planning process to meet the future challenges. This report provides an update on the financial projections and the approach proposed to meeting the challenges they pose.
- 1.2 Officers estimate that further savings of £16m will be required in 2014/15, in addition to £16m¹ agreed for 2014/15 in last year's budget. Overall, it is estimated that £85m of savings will be required between 2014/15 and 2017/18 over and above savings already agreed. This is an increase of £10m compared to the £75m additional savings reported in July and takes into account further information received on the likely impact of the 2015/16 Spending Round announcement. No figures for funding for local government are available beyond 2015/16, so savings have been based on an assessment of the likely impact of reductions in the overall government spending envelope.
- 1.3 In July 2013, Mayor and Cabinet agreed the need to reconfigure, re-design and fundamentally re-purpose services to fit the available resources whilst preserving the best of what Lewisham has done to date. This report sets out the approach being developed for thematic reviews to deliver the required savings over the next four years. This process will require political and managerial leadership to be re-focused on the substantial changes that are needed to deliver these substantial savings, weighing their financial impact against their consequences for service delivery and in terms of community impact. The report also sets out the planned arrangements for setting the budget for 2014/15 as part of our longer term strategic approach.

2. Purpose of report

- 2.1 To agree the proposed approach to thematic and cross-cutting reviews as a way of delivering savings required in future years.
- 2.2 To agree the approach to finalising the 2014/15 budget.

¹ Savings of £17m were previously agreed for 2014/15 in the 2013/14 Budget. A review by officers has identified circa £0.7m of these savings which are not achievable. Details of these are set out at Appendix A.

3. Recommendations

- 3.1 To note the updated strategic financial position set out in section 6.
- 3.2 To agree the approach to the Lewisham Future Programme, set out in section 7, as a strategic response to the longer term financial challenges the council faces.
- 3.3 To agree the process for finalising the 2014/15 budget set out in section 8.

4. Policy Context

- 4.1 Presenting financial information in a clear and understandable format contributes directly to the council's tenth corporate priority: inspiring efficiency, effectiveness and equity. In the round, budget processes are designed to support all of the council's corporate priorities by linking policy objectives, including the community strategy, to the available resources.

5. Background

- 5.1 Everything that the council spends money on is intended to achieve agreed policy and community goals and hence to deliver value and benefits for the borough. The council has a strong reputation for delivering innovative and valuable services at low costs, often with significantly lower overheads than other boroughs.
- 5.2 The council delivered savings of £82m between May 2010 and 2013/14. Further savings of £16m have been agreed for 2014/15 and £1m for 2015/16. Despite this significant achievement, officers currently estimate that further savings of £85m will need to be delivered between now and 2017/18 in order to ensure that the council's services remain affordable into the medium-term. This is an increase from the £75m reported to Mayor and Cabinet in July and reflects further analysis of the implications for local government of the Chancellor's Spending Round 2015/16 announcement.
- 5.3 In July 2013, Mayor & Cabinet agreed that further savings on this scale could not solely be delivered through managerial efficiencies or service innovation to preserve outcomes at lower costs. There would of course be a continued focus on these and other disciplines to improve value for money, but hard choices would have to be confronted over the coming years about which services will need to be scaled back dramatically or even cut altogether.
- 5.4 Since July, work has been carried out on how the options for making the savings could be delivered by looking at the opportunities on a thematic basis. In advance of detailed work being carried out on each of the thematic areas, options for delivering savings required for 2014/15 have been identified and these will be presented through the Scrutiny process over the next five weeks.

6. Updated strategic financial position

- 6.1 Prior to the Spending Round 2013 (SR13) announcement on 26 June, the council estimated that it needed to find savings of £75m over the period 2014/15 to 2017/18 in addition to savings for 2014/15 and 2015/16 agreed as part of the 2013/14 budget process.

- 6.2 SR13 announced a headline real terms reduction of 10% in funding for local government in 2015/16. However, subsequent analysis by the Local Government Association has revealed that the amount available for general distribution to councils will reduce by 14.6% in real terms because a significant element of the funding available in 2015/16 has been set aside by government for specific purposes. As a result, officers now estimate that additional savings of £10m will be required in the council's budget in 2015/16, taking total projected savings up to 2017/18 to £85m.
- 6.3 Uncertainty with funding in subsequent years means the estimate of the budget gap in future years is likely to vary up and down as more information becomes available. Even after the local government finance settlement is announced in December 2013, we will only have some certainty for 2014/15 and 2015/16 and will need to make projections for savings from 2016/17 onwards.
- 6.4 The absence of detailed information should not prevent the council from planning its approach now. Further savings required by 2017/18 are so substantial that they could only be delivered by considering significant options to reconfigure, re-design and fundamentally re-purpose services to fit the available resources, whilst preserving the best of what Lewisham has done to date.

7. The Lewisham Future Programme

- 7.1 As Lewisham and its residents experience change on an unprecedented scale, the council needs to offer high level strategic leadership in response to that change. It must balance the need to sustain local neighbourhoods that are clean and where people feel safe; protect the vulnerable with complex needs; promote, facilitate and provide opportunities for all; develop and maintain the public realm and infrastructure; and support local communities and the organisations that help deliver this and develop the social capital on which Lewisham is built.
- 7.2 Lewisham takes a prudent and forward thinking approach to its budget and recognises that the further savings required in 2014/15 of £16m, (in addition to the £16m previously agreed)² need to be developed and delivered in the context of the projections of further savings required through 2015/16 to 2017/18.
- 7.3 The Lewisham Future Programme is the response to the direction of the Mayor to carry out a fundamental review of services. This Programme focuses on the areas of greatest spend, recognising that in the fourth consecutive year of spending reductions even greater innovation, focus on the customer, and cross-cutting thinking will be required to deliver savings whilst attempting to minimise the impacts on residents and customers of Lewisham.
- 7.4 The Lewisham Future Programme will be led by a Board chaired by the Chief Executive. The Board (LFPB) will develop options for the Mayor and Council to consider. It will drive the changes once they have been consulted upon and agreed. It will only work well if the governance is right and tight. Actions and accountabilities to Mayor & Cabinet and the council's relevant select committees is crucial. While the LFPB will be led by senior management, it will need to engage and involve as many staff, trade unions, suppliers and service users as possible.

² See footnote 1.

- 7.5 While attention will focus on large budgets, no part of the council's activity can be excluded from the approach set out in the Lewisham Futures Programme. The council's own directly managed services as well as those delivered by partner organisations and the third sector will all be included. Those areas which cannot be examined over the next few months will be looked at later.
- 7.6 Savings in *central support services* have been one focus of the budget strategy in 2010-13. Further savings will be sought in this area, but this requires a cross-cutting review of the options of centralising core functions to identify the potential to further reduce costs.
- 7.7 The council will review its *asset base* with the aim of fully utilising its key assets, disposal of other assets, and developing a strategic approach to community assets. This approach should deliver savings in 2014/15, but will also be part of a longer term delivery strategy over a number of years.
- 7.8 External policy changes, and the SR13 announcements on the transfer of NHS funding into an Integration Fund, make it important to review the *future shape of adult social care*, and the potential of integration with health partners. Health and social care is already well integrated in Lewisham, but the development of options on how adult social care and health services may further align has the potential not only to deliver savings over 2015-18, but also improve outcomes for residents.
- 7.9 Lewisham has invested in a range of *preventative and early intervention services* designed to improve outcomes, and reduce the demand on our acute services. As public health has returned to local authorities this year, it is appropriate that the council reviews how the public health funding can be used together with existing council funding to create new and innovative approaches that deliver savings. The effectiveness of existing early intervention services will be reviewed to ensure that we invest in the programmes that are shown to be effective.
- 7.10 Where the council is providing paid-for services, a *review of income and full cost recovery* is necessary. Ensuring that the council is delivering value for money is the key driver of the budget strategy. This will include exploring how regulation and enforcement might reduce costs imposed on the council, and ensuring that the council achieves full cost recovery in its transactional or paid-for services.
- 7.11 The council has used opportunities for *joint commissioning and procurement across Boroughs* as a way of reducing costs. This has delivered savings already, and the council will focus attention on how joint procurement, commissioning and the sharing of services with other Boroughs might reduce costs in Lewisham.
- 7.12 These areas of activity have been brought together in a set of thematic and cross-cutting reviews. Officers are currently preparing initial scoping papers which will identify the opportunities for change under each of the headings, the actions required to achieve the change and timescales for delivering outcomes from the reviews. Initial financial targets for savings over the next four years have been set against each of the reviews and the scoping exercise will identify the realism of these targets and the timescales over which they can be delivered. Each of the reviews will report into a relevant select committee at initial planning stage, at key stages during implementation, and post-completion. All key decisions during delivery of the reviews will go to Mayor and Cabinet for approval.

7.13 The list of reviews and initial target savings are included in Table 1 below.

Table 1 Thematic and cross-cutting reviews with initial target savings

Thematic – total savings £64m	Cross-cutting – savings £21m
<p>1. <i>Smarter assessment arrangements and deeper integration of social & health care incl. public health - £22m</i></p> <p>2. <i>Sharing services with other Councils and bodies - £12m</i></p> <p>3. <i>A Council wide “efficiency review” across all budgets - £10m</i></p> <p>4. <i>A Council wide asset rationalisation programme - £8m</i></p> <p>5. <i>Grouping more corporate & business support services together - £6m</i></p> <p>6. <i>Review of income generation - £4m</i></p> <p>7. <i>Combining front-line services (enforcement & regulation) - £2m</i></p>	<p>1. <i>Management and corporate overheads</i></p> <p>2. <i>School effectiveness services and functions</i></p> <p>3. <i>Crime reduction services</i></p> <p>4. <i>Culture and community services</i></p> <p>5. <i>Housing strategy and non-HRA funded services</i></p> <p>6. <i>Environmental Services</i></p> <p>7. <i>Public Services</i></p> <p>8. <i>Planning and Economic Development</i></p> <p>9. <i>Safeguarding and Early Intervention services for children and families</i></p>

8 Budget process

8.1 An effective budget process needs to reflect the political and managerial leadership’s priorities and to facilitate an appropriate degree of review and challenge to proposals. It needs to provide a framework for financial accountability and enable clear decision making and it needs to do all of this in an efficient manner to ensure that the work in developing, reviewing and scrutinising proposals is proportionate to the objectives, rather than an end in itself.

8.2 The proposed approach to thematic and cross-cutting reviews set out in section 7 above will require our existing budget processes to change. The longer term and cross-cutting approach proposed will mean that savings will be delivered over longer time periods and will not fit easily into the annual budget timetable. Instead there will be an on-going identification of opportunities to take costs out of services as the reviews are carried out. Decisions will happen at different times of the year and savings will be taken when they are identified rather than waiting to be agreed at the annual budget meeting. All savings that have been agreed – and those forecast for future years – will then be reported in the annual budget report, but many of the key decisions will already have been taken or may be taken at a later date. This means that political and managerial focus will move away from individual smaller scale savings that have typified the budget process in previous years to larger scale savings delivered through major change programmes.

8.3 It should be noted that 2014/15 is a transition year. The process for delivering a balanced budget for 2014/15 is as follows:

- a. Savings of £17m in 2014/15 were agreed as part of the 2013/14 budget process. Officers have now reviewed these and in most cases they are confident that they will be delivered. There are five savings proposals, listed in

Appendix A, which will not now be delivered. These total £0.742m and mean that the required new savings for 2014/15 increases to £16m.

- b. Officers have also been developing a set of further individual budget savings proposals for 2014/15 that will be considered at relevant Scrutiny Committees in November and December and be submitted to Mayor & Cabinet on 18 December 2013. These savings will go some way to bridging the revised £16m gap for 2014/15.
- c. As outlined in the July report to Mayor and Cabinet, it is important that every budget holder in the council feels that it is their responsibility to deliver smaller-scale savings. This will instil a greater sense of financial accountability within the organisation. These proposals, such as deleting vacant posts and other marginal, but nonetheless important efficiency measures, will be co-ordinated under an overall efficiency programme. This will help to ensure that realistic savings, currently targeted at £2.5m, are delivered without senior focus being diverted from the major change programmes required to meet the council's demanding financial targets.
- d. The initial scoping work for thematic and cross-cutting reviews will be used to identify areas where officers believe savings can be delivered in 2014/15 and for future years.. This element of the process will enable savings proposals to be put up on a rolling basis as and when the work to develop them to a sufficient standard has been reached. The savings will only be allocated against individual budgets once the proposals have been reviewed by scrutiny and decisions taken by Mayor & Cabinet.

8.4 The 2014/15 budget is scheduled to be considered at Full Council on 26 February 2014. The timetable for securing scrutiny input into budget proposals for 2014/15 and the other requirements is set out at Appendix B.

8.5 From 2015/16 onwards, the work carried out on the thematic and cross-cutting reviews, including oversight by scrutiny and decisions of Mayor & Cabinet, during the preceding financial year be the primary basis for identifying and delivering savings.

9. Financial Implications

9.1 This report is concerned with the approach to be adopted for the council to address the financial challenges it faces and the processes for agreeing the budget for 2014/15. There are no direct financial implications arising from the report itself.

10. Legal Implications

10.1 The Council must set and maintain a balanced budget and must act prudently in relation to the stewardship of council taxpayers funds.

11. Crime and disorder implications

11.1 None specific to this report, although future budget proposals may have crime and disorder implications. If so they will be considered at the appropriate time.

12. Equalities Implications

12.1 None specific to this report, although future budget proposals may have equalities implications. If so they will be considered at the appropriate time.

13. Environmental Implications

13.1 None specific to this report, although future budget proposals may have environmental implications. If so they will be considered at the appropriate time.

14. Conclusion

14.1 The council expects to need to make further savings of around £85m over the period to 2017/18, although this figure is subject to significant change as financing estimates are refined. The proposals in this report will make the process for developing policies and budgets to deliver this more focused to key priorities and efficient to administer.

15. Background documents and further information

Short Title of	Date	Location	Contact
2013/14 Budget	27 February 2013 (Council)	3 rd Floor Laurence House	Selwyn Thompson
Strategic Financial Review	12 July 2013 (M&C)	3 rd Floor Laurence House	Selwyn Thompson

For further information on this report, please contact:

David Austin - Interim Head of Corporate Resources on 020 8314 9114

APPENDIX A

Savings agreed for 2014/15 as part of the 2013/14 Budget that are no longer deliverable

Ref	Service Area and proposal	£'000s	Reason why saving is considered as being no longer deliverable
CYP 52	Referral and Assessment – The proposal is to delete a specialist team manager role in this service who manages matters such as private fostering, young carers and missing children	60.0	Current pressures in the service mean that this proposal is no longer deliverable.
CUS 1	Bereavement Services – Consider through the consortium (Lewisham, Lambeth, Southwark and Greenwich) a reduction in costs paid to the inner South London Coroner Court by 10%	30.0	The coroner has questioned the current level of funding received.
CUS 3	Lee Valley Park Levy – Seek a reduction of 20% in the annual sum paid for financial year 2014/15 for Lee Valley Regional Park	52.0	The budget is no longer part of the Customer Services Directorate.
CUS 29	Parking Services – The saving is the removal of the exit barrier system and staff at the Holbeach car park and the introduction of pay and display. The saving would be realised in the new parking contract to run from July 2013.	100.0	Action has been implemented, but the contract cost is higher than the budget
RNR 13	Planning - Introduction of locally set planning application fees	500.0	The legislation has been delayed and may not happen, making this saving undeliverable.
	Total	742.0	

APPENDIX B

Key Dates – Budget timetable for 2014/15

Key task	Key dates
Mayor & Cabinet agree budget process	13 Nov
Overview and Scrutiny Business Panel (OSBP) – Strategic Financial Review Update report	26 Nov
Select Committees review budget savings proposals	3 Dec to 17 Dec
Trade union consultation (Joint Consultative Committees and Corporate Joint Council, Works Council)	TBC
Provisional Local Government Finance Settlement (expected)	w/c 16 Dec
Mayor & Cabinet consider budget savings proposals	18 Dec
OSBP – option to consider Mayor & Cabinet decisions on budget proposals	TBC
Mayor & Cabinet considers Council Tax Base report	15 Jan
Council agree Council Tax Base report	22 Jan
Public Accounts Select Committee review 2014 Budget Report	6 Feb
Final Local Government Finance Settlement and GLA precepts notification (expected)	20 Jan to 13 Feb
Mayor & Cabinet review proposals and 2014 Budget Report	12 Feb
OSBP - 2014 Budget Report	18 Feb
Despatch Budget Report to Council	18 Feb
Mayor & Cabinet consider Budget Report update (precepts and final Settlement)	19 Feb
Council agree 2014 Budget Report	26 Feb
Council 'fall back' date for 2014 Budget Report	5 March

Agenda Item 8

MAYOR & CABINET			
Report Title	Rewiring Public Services		
Key Decision	No	Item No.	
Ward	All		
Contributors	Executive Director for Resources and Regeneration		
Class	Part 1	Date:	13 November 2013

1. Summary

- 1.1 This paper outlines the Rewiring Public Services campaign being led by the LGA and seeks the Mayor's agreement to support the campaign and to propose that the LGA's report be debated at full Council.

2. Recommendation

- 2.,1 The Mayor is recommended to agree to support the LGA Rewiring Public Services campaign and propose that the LGA's model council resolution be debated at the Council meeting on November 27.

2. Policy & Context:

- 3.1 The Rewiring Public Services campaign relates most directly to the policy objective *Empowered and responsible* and the policy priority of community leadership and empowerment. The successful outcome of the campaign would enable the council to better meet its core objectives and priorities in all areas.

4. Background

- 4.1 The Local Government Association's campaign Rewiring Public Services is the result of an extensive consultation of the organisation's English member authorities during 2012 and 2013.
- 4.2 Through a series of regional roadshows, the LGA sought to identify its members' concerns about the future of local government, and develop cross-party proposals for the future of local public services.
- 4.3 The culmination of this work was the publication of "Rewiring Public Services - Rejuvenating Democracy", the first in a series of papers setting out the LGA's vision, attached as Appendix A, supported by analysis in "Future funding outlook for councils from 2010/11 to 2019/20" attached as Appendix B.

4.4 Member authorities were asked to debate and support the proposals by passing a model Council resolution, attached as Appendix C.

5. The LGA Argument

5.1 The LGA's argument is made in full in the attached report. In brief, Rewiring Public Services has identified three major concerns for local councils and the people they represent:

- **English democracy is in crisis**, with voters disillusioned with major political parties and the wider democratic process as “they do not see what difference voting makes to their daily lives.” This is particularly acute in England, as voters feel devolution in Scotland and Wales have given voters there more power over their local area.
- The **economy is stagnant**, through a lack of investment in infrastructure and housing, with high levels of unemployment, particularly amongst young people.
- The **current model of public services is unsustainable**, with demand and costs going up but funding going down. The LGA calculates that nationally funding cuts and unavoidable growth pressures will lead to a funding gap of £14.4 billion by the end of the decade. At the same time, people perceive public services as remote, over bureaucratic and bogged down in process.

5.2 The LGA propose that “transformed and independent local government is needed to give the people of England what they want”, arguing that only by giving local councils more powers and freedoms can public services be made more efficient and responsive, local economies be revitalised, and local democracy be made more relevant.

6. The LGA Proposals

6.1 Rewiring Public Services makes ten propositions to achieve this vision:

1. Give people back a meaningful local vote on a wide range of tax and spending decisions, to establish a level of decision-making that allows each place to act as its own local treasury, managing local tax and spend and driving growth.
2. Drive local public service effectiveness and end waste and red tape at all levels by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order.
3. Reduce bureaucracy and remove artificial Whitehall silos by merging six government departments and creating a single England office. Under this proposal the department for Communities and Local Government, department for Transport, department for environment, Food and rural affairs, department of energy and Climate Change, department for Culture, media and sport and relevant parts of the home office would be combined.
4. Share money fairly around the UK by scrapping the outdated Barnett formula and replacing it
5. Share money fairly around England by taking financial distribution out of the hands of ministers and replacing it with an agreement across English local government.
6. Strengthen the say of local people by reducing ministers' powers so that they cannot intervene in local democracy, boundaries and decisions.

7. End flawed and bureaucratic tick-box inspections and replace them with a process where genuine consumer champions focus on the service local people receive from schools, hospitals, policing or care homes.
8. Boost investment in infrastructure by re-creating the thriving market in municipal bonds which England once had and most other countries still have.
9. A multi-year funding settlement aligned to the end of the next parliament which will enable councils to invest in economic growth and prevention rather than cure.
10. Put this settlement beyond future Whitehall revision by giving formal constitutional protection to local democracy.

Further detail about these propositions can be found in Appendix A.

7. The Lewisham Context

- 7.1 The picture of local public services outlined by the LGA is a familiar one to Lewisham. The Council finds itself in a tough financial position, having reduced its budget by £82m over the past three years by implementing major organisational and service changes.
- 7.2 With local government having been allocated the highest percentage of budget cuts amongst the public sector, Lewisham will need to reduce our budget by a further £85m over the next four years.
- 7.3 At the same time, the challenges faced by the council are stark and complex. Lewisham's population stands at just over 281,500. By 2030, an additional 50,000 people are projected to live in the borough bringing our local population up to a total of 330,000. Lewisham ranks 31st for deprivation (one being the most deprived). This means that as a local authority, Lewisham is within the 20 per cent most deprived Local Authorities in the country. In 2007 Lewisham was ranked 39th.

Case Study – Work and Skills

- 7.4 To focus briefly on an area like employment, the council's Work and Skills Strategy notes that Lewisham residents are younger than the national average (33.5 years compared to 39 for England) and that the working age population is about 70 per cent of the overall population. By contrast the 65+ population has decreased both in terms of numbers (down just over 1,100) and proportion (from 11.0 per cent in 2001 to 9.5 per cent in 2012).
- 7.5 Nearly 32,000 Lewisham residents are in receipt of out-of-work benefits (16.2 per cent of the population aged 16 to 64) and although overall numbers of JSA claimants in Lewisham is falling, the claimant rate for 16-24 year olds, 50-64 year olds and people with disabilities are all above the London average.
- 7.4 Lewisham has already been looking at ways of tackling this challenge on a sub-regional whole-place basis. The Community Budget programme, developed jointly with Lambeth and Southwark, will see Lewisham working with the Public Service Transformation Network and local partners to develop a new delivery model to support people back into work.
- 7.5 The project aims to ensure that residents with the most complex needs get the 'right intervention at the right time', from universal credit application through to employment, supported by skills and training provision that meets the needs of the local and wider London labour market.

- 7.6 Lewisham does not sit naturally within any single sub-regional grouping in London. The work done on the community budget illustrates the importance of building partnerships with both our local partners and with other boroughs to enable us to face complex challenges in a more effective way.

Supporting Reform

- 7.7 At a pan-London level, Lewisham is supporting the work of London Councils in campaigning for further financial and wider devolution to London. This includes contributing to emerging proposals for a “Growth Deal” for London that seeks devolution of work and skills programmes, changes to housing investment policy and the implementation of a range of funding proposals made in the London Finance Commission.
- 7.8. The changes proposed by the LGA would mean for this borough a more sustainable and certain financial outlook, an improved ability to invest in the homes and infrastructure it needs, and freedoms and flexibilities to deliver public services in a more joined-up and responsive way.

8. Financial implications

- 8.1 There are no direct financial implications for Lewisham in this report.

9. Legal Implications

- 9.1 There are no direct legal implications arising out of the recommendation. The proposed campaign being run by the Local Government Authority would, if successful, result in major legal changes to the structure of government and local government in England.

10. Crime and Disorder Implications

- 10.1 There are no crime and disorder implications in this report.

11. Equalities Implications

- 11.1 There are no direct equalities implications in this report.

12. Environmental Implications

- 12.1 There are no environmental implications in this report.

Background Documents

- Rewiring Public Services – Rejuvenating Democracy (LGA)

Attached as Appendix A and available to download:

http://www.local.gov.uk/c/document_library/get_file?uuid=fb4998d8-626e-47a7-bf8c-46db971d356e&groupId=10180

- Rewiring Public Services - Future funding outlook for councils from 2010/11 to 2019/20 (LGA)

Attached as Appendix B and available to download:

http://www.local.gov.uk/c/document_library/get_file?uuid=b9880109-a1bc-4c9b-84d4-0ec5426ccd26&groupId=10180

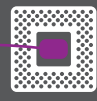
- Rewiring Public Services Model Council Resolution (LGA)

Attached as Appendix C and available to download:

<http://www.local.gov.uk/documents/10180/49996/Rewiring+Debate+motion+%282%29/df0fa975-0174-4b6b-a420-74691b96e867>

For further information about this report please contact Sam Elliot on 020 8314 3862.

REWIRING PUBLIC SERVICES





CHAIRMAN'S

FOREWORD

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This country faces challenges which require a game-changing response at a national level.



This paper sets out the changes needed at both a local and national level so that public services can help communities to meet people's future needs and aspirations. It is a proposition which shows how public services can be transformed through

local leadership by rebuilding democratic participation, fixing public services and revitalising the economy. The approach contains important challenges to local government, to our communities, to our partners, but most of all to central government.

The current model we have for local government set in the context of a highly centralised national state will not see us through for very much longer.

We have travelled up and down the country over the past year garnering the views of colleagues in local government – both politicians and officers. We have heard consistently of the issues that most concern local people. Now, we urgently need to address how councils can better lead economic growth, social



AS A SECTOR WE MUST
STAND SHOULDER TO
SHOULDER ON BEHALF
OF OUR COMMUNITIES AND
FORGE A NEW DEAL

care, health and children's services – with all local services putting citizens and not institutions at the forefront. Underpinning this approach is the need to provide strong community leadership through an independent local government that is properly and fairly funded.

We have set out an approach that is innovative, deliverable and sustainable, which will tackle long-term structural issues far beyond a shopping list of obvious one-off savings. We have been impressed by the ambition of leaders, leading councillors, chief executives and others from across England. They have helped us to shape the detail and ensured that we brought local and regional perspectives to these big issues.

Across the country, in all regions these matters have been raised as a 'fairness issue for England'. Colleagues are clear that we must look at the 'English question' in the context of wider devolution within the United Kingdom. People in Scotland, Wales and Northern Ireland already have a much greater say over everything from health to transport. Yet local government in England is still battling for the same freedoms to tackle national and local priorities. The LGA's Welsh membership is also in discussions about the future form for local government in Wales and we are keen not to hinder that process. Accordingly, this proposition focuses on England and not on our Welsh members.

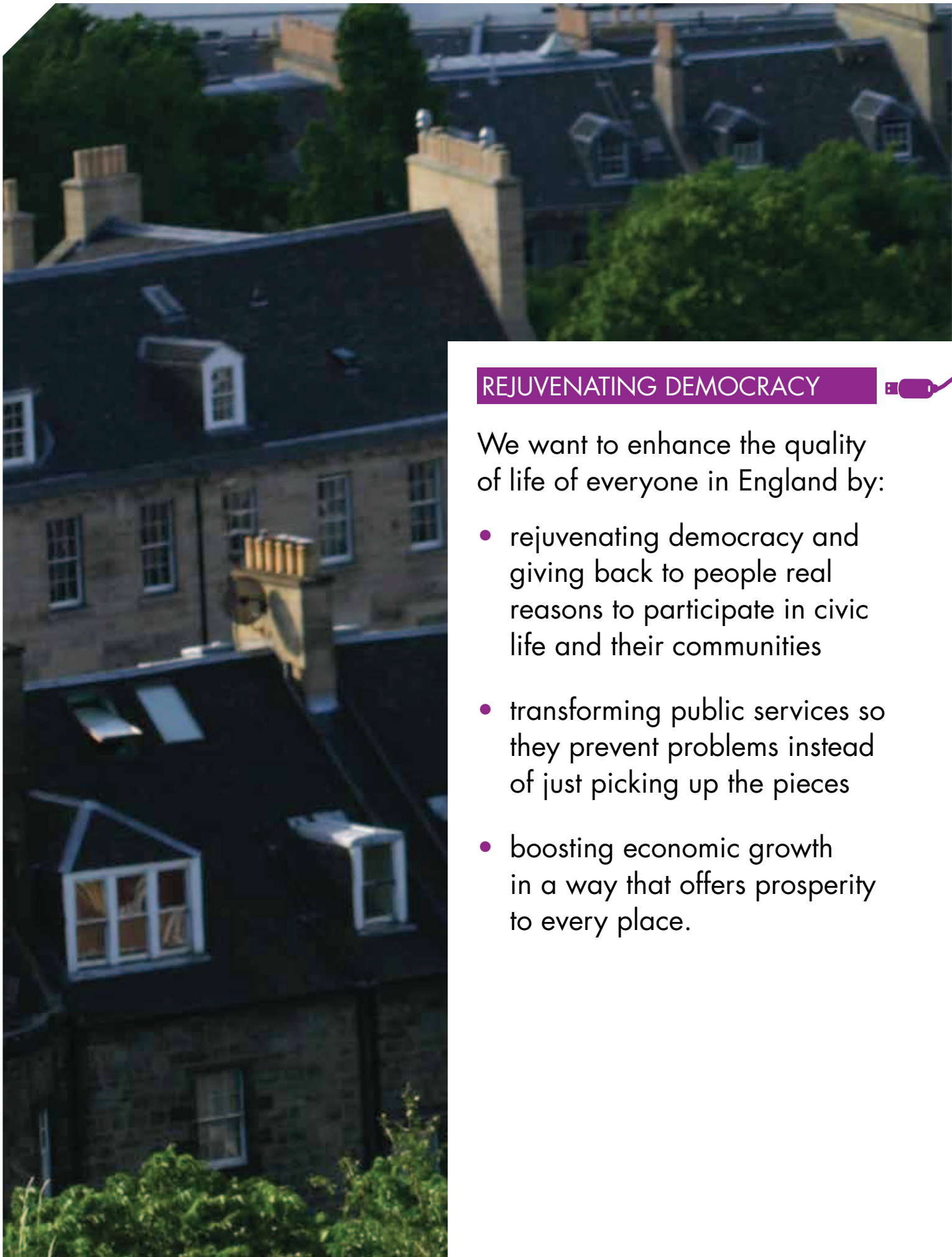
We all came into public service with a strong and clear ambition – to make a positive difference and help improve people's lives. That ambition continues despite the challenge of current times.

We have a vision of how to change public services; giving local people a clear say in the important matters that face them and their local communities, and a local vote that matters once more.

Whilst we won't agree politically on every issue, idea and solution, this is a moment for us to be leaders of local government first and national party members second. Rightly, we believe in the power of politics, but we need to take a step back and work together as a sector for the wider benefit of our communities and our country.

As a sector we must stand shoulder to shoulder on behalf of our communities and forge a new deal for our citizens.

Councillor Sir Merrick Cockell
Chairman, Local Government Association



REJUVENATING DEMOCRACY

We want to enhance the quality of life of everyone in England by:

- rejuvenating democracy and giving back to people real reasons to participate in civic life and their communities
- transforming public services so they prevent problems instead of just picking up the pieces
- boosting economic growth in a way that offers prosperity to every place.



OUR TEN BIG IDEAS FOR REWIRING PUBLIC SERVICES

- 1.** Give people back a meaningful local vote on a wide range of tax and spending decisions, to establish a level of decision-making that allows each place to act as its own local treasury, managing local tax and spend and driving growth.
- 2.** Drive local public service effectiveness and end waste and red tape at all levels by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order.
- 3.** Reduce bureaucracy and remove artificial Whitehall silos by merging six government departments and creating a single England Office. Under this proposal the Department for Communities and Local Government, Department for Transport, Department for Environment, Food and Rural Affairs, Department of Energy and Climate Change, Department for Culture, Media and Sport and relevant parts of the Home Office would be combined.
- 4.** Share money fairly around the UK by scrapping the outdated Barnett formula and replacing it with needs-based funding.
- 5.** Share money fairly around England by taking financial distribution out of the hands of Ministers and replacing it with an agreement across English local government.
- 6.** Strengthen the say of local people by reducing Ministers' powers so that they cannot intervene in local democracy, boundaries and decisions.
- 7.** End flawed and bureaucratic tick-box inspections and replace them with a process where genuine consumer champions focus on the service local people receive from schools, hospitals, policing or care homes.
- 8.** Boost investment in infrastructure by re-creating the thriving market in municipal bonds which England once had and most other countries still have.
- 9.** A multi-year funding settlement aligned to the end of the next parliament which will enable councils to invest in economic growth and prevention rather than cure.
- 10.** Put this settlement beyond future Whitehall revision by giving formal constitutional protection to local democracy.



THE ARGUMENT

People increasingly feel that English democracy faces a crisis.

People – especially younger people – are disillusioned with all the main political parties because they do not see what difference voting for them makes to their daily lives. This feeds disillusion with the whole democratic process.

English voters increasingly express frustration that their Scottish and Welsh counterparts have more power over what happens in their places than they do.

People do not like being disillusioned. People tell us they want a reason to care about voting and a reason to feel positive about belonging to their community and its civic life.

They want more of a stake in public debate. Election turnout figures tell us clearly that democratic engagement rises when voters feel something really is at stake when they vote.

Recent national MORI polling shows that 79 per cent of people trust councils to make decisions about the future of local service. Yet the public trust in central government to take decisions over local services is just 11 per cent.

The economy is stagnant and too many people are without jobs and without hope of a better future.

- We underinvest in economically productive infrastructure like roads and utilities.
- Not enough homes are being built and those that are, are unaffordable to most buyers.
- Employers have chosen not to hire the graduates of our schools and colleges. Youth unemployment is at levels that threaten not only those young people but the nation's future productivity.

What people tell us they want is well-targeted and planned investment in growth, training and help that really leads to jobs, and an adequate supply of affordable homes.

Today's model of public services is unsustainable.

- Demand and costs are going up but funding is going down.
- Public services concentrate on trying to handle failure rather than on preventing it.
- People perceive public services as remote, over bureaucratic and bogged down in process.



PEOPLE TELL US THEY WANT WELL-TARGETED AND PLANNED INVESTMENT IN GROWTH, TRAINING AND HELP THAT REALLY LEADS TO JOBS

What people tell us they want is services that are affordable, built around them and their needs, and that visibly make their areas better to live in.

Transformed and independent local government is needed to give the people of England what they want.

It can **make public services effective, efficient and locally responsive** through place-based public service budgets, bringing together public service spend in one place by making:

- services more responsive and less bureaucratic
- services more preventive and positive
- the local public sector financially sustainable both through place-based public service budgets and localised taxation and borrowing.

Transformed and independent local government can **revitalise local economies.**

- It will target and plan investment better.
- It will match training and skills with employer need and involve schools better in vocational training.
- It can unblock barriers to housebuilding.
- It will deliver simpler regulation for business.

And it can **rebuild democracy** to make it meaningful again.

- It will address democratic disillusion by fixing the inequities of the current devolution settlement.
- It will make voting at local elections a must-do because of the impact on tax and service decisions.
- Communities will be stronger where people come together to make local decisions.

This is a radical proposition by local government to transform public services and democracy **by transforming itself.**

We think the scale of the challenge is big enough, the size of the prize is worthwhile, and we are optimistic and bold enough to be ready to make this leap into a more grown-up relationship between central and local government.

This will be a more exciting and less risk averse relationship with the people who elected us.



BUILDING BLOCKS FOR A FUTURE DEAL

Individual people, families and local communities are the building blocks of our society and their health and welfare is vital to future prosperity and wellbeing.

Local identity in Britain is diverse and many-layered, reflecting wide variations in lifestyles from world cities to rural hamlets.

Many forms of local government have sought to provide leadership, look after the needy, ensure public health and develop local economies.

England's booming visitor economy generates nearly a tenth of national income and employment, precisely by driving value through exploiting local difference.

It creates a virtuous circle between the quality of a place, economic growth and quality of life for local people.

This varied patchwork of place has been catalogued since the Domesday Book and local government is largely permitted and organised by statute rather than existing as of right.

We think that the challenges that the country faces require a different approach reflecting the local needs of communities, based on joined up services, economic vitality and a new democratic deal.



CHALLENGES THAT THE COUNTRY FACES REQUIRE A DIFFERENT APPROACH REFLECTING THE LOCAL NEEDS OF COMMUNITIES

The Local Government Association (LGA) has been considering the future for local government.

We have concluded that things have got to change, because the current operating model for local government in England is broken.

Our member councils agree and all the evidence that we have seen confirms this view.

So we have been engaged in debates with councils across the country, with partners and with policy specialists to suggest a way forward that will benefit our communities.

We have looked at a range of solutions which make a compelling case to government, to business, to our partners and most importantly to our residents.

This is not about how we might cope or get through the tough times of the next couple of years but looking ahead.

It is a fundamental look at what we will need to do to change local government to meet local needs but also the national challenges through the next decade.

Although they vary slightly from council to council, there is a consistency of issues and so we have adopted these as our main priorities for the LGA for the coming year.

The following sections set out how this can be taken forward at the local level, addressing specific challenges:

- independent local government, revitalising democracy
- economic growth and welfare reform building resilient communities
- adult social care and health, caring for the vulnerable
- children's services, nurturing our future
- financial sustainability, supporting people and places
- transforming local government to take on the challenge.



INDEPENDENT

LOCAL

GOVERNMENT

› Our propositions

- Give people back a meaningful local vote on a wide range of tax and spending decisions, to establish a level of decision-making that allows each place to act as its own local treasury, managing local tax and spend and driving growth.
- Reduce bureaucracy and remove artificial Whitehall silos by merging six government departments and creating a single England Office.
- Share money fairly around the UK by scrapping the outdated Barnett formula and replacing it with needs-based funding.
- Share money fairly around England by taking financial distribution out of the hands of Ministers and replacing it with an agreement across English local government.
- Strengthen the say of local people by reducing Ministers' powers so that they cannot intervene in local democracy, boundaries and decisions.
- Transform local government with a new deal: a new framework for public services which is able to be both strategic and locally responsive.
- Align parliament and local government through greater inclusion of MPs in council decision making and ensure the involvement of current leading councillors in the House of Lords.
- Put this settlement beyond future Whitehall revision by giving formal constitutional protection to local democracy.



ALIGN PARLIAMENT AND LOCAL GOVERNMENT THROUGH GREATER INCLUSION OF MPS IN COUNCIL DECISION MAKING

› **These proposals** will help rebuild democracy by making elections really matter to people because they will have a personal and financial interest in the outcome.

Joined-up government locally will reduce bureaucracy and allow national government to focus on developing national policy and legislation rather than engaging in local matters for local people.

The proposals will also address English voters' disillusionment with the unequal devolution settlement, and in turn provide the opportunity for the local government sector to ensure that councils reach sensible deals between themselves on distribution.

The national framework of local democracy needs to be renewed ensuring local decisions about local arrangements are made by people who are accountable to local voters.

We can align delivery arrangements with electoral accountability so that voters know what they are voting for at general and local elections. By doing so local democratic decisions can also be protected from national intervention.

Align parliament and local government through greater inclusion of MPs in council decision making and ensure the involvement of current leading councillors in the House of Lords.

This would ensure that a proportion of the House of Lords would be there by both the virtue of their electoral mandate and their knowledge of the impact of legislation on people and communities.

Linking local democracy to key local decisions will make public services sustainable again; and will revitalise the economy by clearly linking local economic development to local government's income, promoting competition and competitiveness.



GROWTH

› Our propositions

- Give people back a meaningful local vote on a wide range of tax and spending decisions, to establish a level of decision-making that allows each place to act as its own local treasury, managing local tax and spend and driving growth.
- Drive local public service effectiveness and end waste and red tape at all levels by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order. Including:
 - a local treasury to provide the incentive for a local budget for growth and choice, rather than silo budgets to fund services. This would have the ability to flex business rates and other taxes including, for example, tourist or sales taxes to support local economies
 - an agreement between local government and local taxpayers on the level of local taxation and their choices on spending decisions
 - a changed relationship between universities and local government to link education more strongly to local economies
 - development of clearer employer involvement in schools' work on education outcomes and as an introduction to the world of work
 - local leadership of skills and jobs initiatives through coherent employer-led programmes linked to the needs of the local economic sub-region and orchestrated through local government
 - a place-based public service budget for infrastructure
 - localised and simplified regulation linked to clearly defined vision for the community and place.



➤ REVITALISE LOCAL ECONOMIES BY ENABLING BETTER TARGETING OF INVESTMENT IN PROJECTS THAT WILL UNLOCK GROWTH

➤ **These proposals** would help revitalise local economies by enabling better targeting of investment in projects that will unlock growth potential and improve productivity.

These include house building; ending a top-down bidding culture and refocusing decision-making decisively on local employer-led priorities; enabling the public sector to provide a better tailored service to local businesses; putting school-leavers' work-readiness higher up educational priorities; and retaining and recycling the proceeds of growth, including tax receipts, into local economies.

They would help make public services increase the focus on early intervention to ensure education and training made young people employable, and by putting local employers more powerfully in the driving seat of infrastructure investment and skills provision.

They would also create the opportunity, with a place-based public service budgets model, to ensure that the new welfare system develops appropriately.

If the welfare system is to evolve away from tolerating the costs of social failure into something that supports work and builds social capital, we need to see it primarily as that social agent.

If Universal Credit succeeds, it should move the focus onto the personal experience of people looking for work and their families, and the collective effort government, councils, and communities make to prevent exclusion and social fracture.

They would help rebuild local democracy by putting the tax and spending bargain between the public sector and local taxpayers, especially business taxpayers, back at the centre of local democratic debate.



ADULT SOCIAL

CARE AND HEALTH

› Our propositions

- Drive local public service effectiveness and end waste and red tape at all levels by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order.
- All health and social care should be consistently coordinated around the needs and wishes of the individual, with an approach that supports the whole community, by:
 - focusing on the capabilities and resources of individuals rather than what they can't do
 - using 'personal wellbeing budgets' to provide choice and control to individuals for the services and support they require to improve their health, wellbeing and independence – enabling people to make choices that sustain their independence
 - recognising and supporting the crucial role of family, carers and neighbours in keeping people independent and within their community.
- Place-based public service budgets should be the main mechanism for addressing local service requirements so that:
 - local commissioners can direct resources to have the greatest impact on the health and wellbeing of local communities
 - ring-fenced budgets become irrelevant as an unnecessarily restrictive means of funding local services
 - savings in acute services from more effective prevention and re-ablement can be reinvested in better support in the local community.



WE NEED TO ACT NOW TO INTEGRATE THE COMMISSIONING OF SOCIAL CARE SERVICES AND PRIMARY HEALTH CARE

- End flawed and bureaucratic tick-box inspections and replace them with a process where genuine consumer champions focus on the service local people receive from schools, hospitals, policing or care homes.
- Health and wellbeing boards should be strengthened to extend their leadership across local services to ensure child and adult health and wellbeing is at the top of local agendas by:
 - involving the full range of health services including community, mental health and acute trusts
 - signing off health and care commissioning plans to ensure alignment with democratically-mandated local services
 - extending joint commissioning across core social care and health budgets.

› **These proposals** will rebuild democracy through a new settlement between communities and the state. Growing dependency on intensive support for people is often an indicator that we have collectively failed to provide the right support early enough. We all have a part to play in supporting families and the crucial role of carers' needs to be much more widely recognised and celebrated.

Of course, the state will always need to provide a safety net for the most vulnerable, but we need to get the balance right. As part of this, we want to see personal budget approaches extended for carers, patients and service users.

Services need to work with people: as individuals in their family context, not as a series of specific problems or life stages.

We also know that designing and delivering services with people themselves can be more effective than 'doing to' them.

Place-based public service budgets will enable services to work together to see the whole person, join up across service boundaries and ensure that savings in acute health services can be used to fund better support in the community.

We need to act now to integrate the commissioning of social and health care. We know it can save money and improve outcomes: there is no excuse for waiting. We want to see much stronger joint arrangements through health and wellbeing boards.

Local economies will be revitalised because local political leaders will promote healthier lifestyles, encourage local people to support each other and will lead difficult decisions through health and wellbeing boards, which prioritise the right services to secure value for money.

All of these will improve productivity and reduce the tax-drain. Local leadership can make a real difference to change behaviour and help people support each other.



CHILDREN

› Our propositions

- Drive local public service effectiveness and end waste and red tape at all levels, by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order.
- Give councils the flexibility they need to redesign services around individual and family needs, and promote effective early intervention, by:
 - making place-based public service budget arrangements the norm for service delivery in local areas; bringing local services and decisions together in one place, for each place, including education and children's social care; allowing greater investment in early intervention
 - giving people back a meaningful local vote on a range of tax and spending decisions to reinvigorate the civic and community involvement that people want and public/children's services need
 - making the most of the transfer of public health for young children to local government; ensuring Health and Wellbeing Boards are strengthened to extend their leadership across local services and keep children's health and wellbeing at the top of local agendas.
- End flawed and bureaucratic tick-box inspections and replace them with a process where genuine consumer champions focus on the service local people receive from schools, hospitals, policing or care homes.



GIVE COUNCILS THE FLEXIBILITY THEY NEED TO REDESIGN SERVICES AROUND INDIVIDUAL AND FAMILY NEEDS

- **Rebuild the role of families and communities in supporting each other, by:**
 - recognising that “it takes a village to raise a child”, raise expectations that communities will help families and that families will help each other – building on the strengths we already find in communities and in families themselves
 - renewing civic education in our schools, ensuring young people understand the rights and responsibilities of government and citizens
 - recognise the crucial support offered by extended family members who care for children who might otherwise be in the care system
 - incentivising businesses to support children and young people in their locality, making it a standard part of corporate social responsibility.
- **Strengthen links between the local community and schools by:**
 - giving local people a more direct say in how school buildings are used out of hours
 - developing clearer employer involvement in schools’ work on education outcomes and as an introduction to the world of work
 - removing the protection and ring-fencing of the schools’ budget which creates an obstacle to better working between schools and local agencies
 - reversing the decision which prevents schools from pooling budgets, so they can cooperate with and support wider services for children and families to improve child development and attainment.

› **These proposals** would help revitalise local economies by enabling a better connection between schools and other education providers and the needs of local employers.

They would help make public services stronger again by using a place-based public service budgets approach to boost early intervention and prevention. Children, families and communities need to be resilient enough to cope with life’s challenges. But when children and their parents do need help, they should get it early on, so that the situation can be improved as soon as possible. This should be done in a way that makes sense to them, with their voices at the core of decision making.

Not jumping through the bureaucratic hoops of different organisations, but getting what they need, when they need it, regardless of whether it is from a children’s centre, social worker, the school, their GP, a more specialist health service, or some combination.

When there is no choice but to take children into care, we want to give them a model of stable, loving homes and wider support networks which give them the very best chances in life. The propositions would allow better use of staff and other public sector assets. They would make it harder for weak service provision to shelter behind formal compliance with paper processes.

They would help revitalise local democracy by making it clear that schools have a core job to educate and develop our future active citizens.



FINANCIAL

SUSTAINABILITY

› Our propositions

- Give people back a meaningful local vote on a wide range of tax and spending decisions, and create a local treasury for local services, including:
 - self-funded local government through council tax, business rates and other taxes including local control over council tax and business rates, the right to determine new local taxes and to set fees and charges which fully recover costs.
- A multi-year funding settlement aligned to the end of the next parliament which will enable councils to invest in economic growth and prevention rather than cure.
 - an agreement tied to the life of the Parliament for any services that remain funded by central government to allow greater innovation and pursuit of longer term objectives.
- Re-create the thriving market in municipal bonds which England once had and most other countries still have:
 - free local government borrowing from Treasury restrictions because it already complies with appropriate prudential rules
 - allow access to alternative sources of finance including the creation of a local government bond agency and the right to develop earn-back deals. These would allow places to reinvest the proceeds of additional growth in local services and measures to promote further growth.



**GIVE PEOPLE BACK
A MEANINGFUL LOCAL
VOTE ON A WIDE
RANGE OF TAX AND
SPENDING DECISIONS**

- End waste and red tape by bringing local services and decisions together in one place, for each place, for issues ranging from economic development to health and law and order, including:
 - a place-based public service budgets approach to the integration of public services in every place providing fluidity between currently protected and non-protected budgets to support locally agreed outcomes
 - financial incentives for government departments to overcome inertia to place-based funding reforms, to integrate services and to focus on people and places.
- Share money fairly around England by taking financial distribution out of the hands of Ministers and replacing it with an agreement across English local government.

➤ **These proposals** would help revitalise local economies by enabling better targeting of investment in projects that will unlock growth potential and improve productivity.

These would include house building; ending a top-down bidding culture and refocusing decision-making decisively on local employer-led priorities; and retaining and recycling the proceeds of growth, especially tax receipts, into local economies.

They would also enable greater investment by councils in the provision of social housing, helping to de-risk the government’s welfare reform programme.

They would help make public services sustainable again by putting councils onto a self-financing footing. Through the place-based public service budgets model it would enable local public service collectively to find savings both through taking out duplication and inefficiency, and by rewiring public services around people and places to invest in early intervention and reduce demand for services in the medium and long term.

The current financial position of most councils is unsustainable in the long term. Unless something changes, communities will fail solely because of financial instability.

This is indicated by what we know from the preparations for the one year spending round in 2015/16 and the likely position of local government in the Spending Review following the general election. The proposals would help rebuild local democracy by putting the vital link between tax and spending decisions at the centre of local democratic debate.

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TRANSFORMING LOCAL GOVERNMENT

› Our proposition

- Transform local government with a new deal: a new framework for public services which is able to be both strategic and locally responsive.

Research shows both that local government is more trusted than national government and that resident satisfaction with councils is high.

Recent national MORI polling shows that 79 per cent of people trust councils to make decisions about the future of local services. Only one in 10 people blame councils for cuts in local services.

Our own research supports this with 70 per cent of people saying their council is doing a good job and 82 per cent satisfied with their local area.

Yet the public trust in central government to take decisions over local services is just 11 per cent (MORI).

We are in a strong and credible position to develop a workable model for the delivery of local public services.



► POLLING SHOWS THAT 79 PER CENT OF PEOPLE TRUST COUNCILS TO MAKE DECISIONS ABOUT THE FUTURE OF LOCAL SERVICES

Economic revitalisation and service effectiveness will be promoted through a new way forward based on place-based public service budgets, the development of city deals and single pot arrangements to facilitate growth across the country. The extension of this approach across the country suggests an emerging framework of coalitions of place based upon:

- logical communities
- different local governments and departments some within combined authorities
- economic sub-regions
- health economies
- voluntary sector frameworks
- locally raised finance and appropriate distribution or equalisation.

► **These proposals** will lead to an improved local deal and would revitalise democracy because people would see where accountability lies and what the local risks are. The distance between people and the decisions which affect them would be much shorter.

This implies significant devolution of powers from Westminster to a more local level. There would consequently be a real need for a national network of support and a sector-wide workforce strategy to address change and build resilient organisations.

Such an approach to devolution would also provide a solution to the 'English Question'. It would address current unfairness by giving England powers and control, which is similar to that of the three other UK countries.

Previous thinking tended towards a one-size fits all approach, but what is right for Birmingham will not necessarily be right for Norfolk. Accordingly, there is a need for a new framework which unlocks potential for a settlement which has real meaning for local people in very different settings.

All of this will require strong and vibrant political and managerial leadership to deliver real change.



WHAT *REWIRING* MEANS TO POLITICIANS



**Councillor
Gary Porter**
LGA Conservative
Group Leader

This document is the product of extensive discussions with our member councils over the past year and reflects many of the contributions that

were made by colleagues at the recent regional roadshows.

We all know that funding reductions would have occurred whichever party won the last election but, as is made clear, without a radical reform of local government finance councils will struggle to deliver discretionary services in the near future.

Crucially, we are offering positive solutions to the problems that we identify. For example, we clearly explain how the introduction of community budgets nationwide would save billions of pounds and result in more joined-up and better quality services for the public.

Equally, we want to work with government to actively promote economic growth. As the report emphasises, City Deals, Local Growth Deals, Lord Heseltine's review and a wealth of academic literature have all clearly shown that devolved decision making can boost economic performance.

Councils are up for the challenge locally but we need government to be bold nationally. For example, we are calling for a review of the ring-fencing of the schools budget since we believe that parts of this funding could be more effectively spent on council services such as early intervention for vulnerable children.

The current government's localist agenda must go further if we are to fully realise the ambitions that we have for the people and places that we represent. This document clearly outlines the path that local and central government should take together in partnership.



**Councillor
David Sparks**
LGA Labour Group
Leader

Never has localism been so important to our services, politics and finances. We are faced with profound financial problems and increasing demand. Caught in that pincer movement, local government as it stands is under threat – and more importantly with that the ability for people to have a real say over how their area is run.

To overcome the challenges we face, we need an ambitious long term vision for how we can reinvigorate local democracy, innovate to save money and improve the services people use. We also need a clear strategy for how we will deliver this vision. This document begins to sketch that out.

Local government has to adapt to our new circumstances in terms of our relationships with our residents, the ways in which we organise ourselves to collaborate better and in our relationship with central government.

This document sets out some new terms in our relationship with government, one that is more mature and one that benefits people, going straight to the heart of addressing democratic deficits.

Local government can be the engine of a country-wide economic revival. One that is not dependent on one area or one industry. This document sets out what local government can do and what we need in order to do it.

This document is an important first step in the conversations we need to have in local government between councillors, with our residents, staff and partners on what our vision looks like and I look forward to having those discussions.



**Councillor Gerald
Vernon-Jackson**
LGA Liberal Democrat
Group Leader

The 1963 Luchino Visconti film, *The Leopard*, has a line that is relevant to local government right now: "For things to remain the same,

everything must change."

The sector has made a massive contribution to reducing the national deficit, cutting a third of its spending over four years – with more funding reductions expected. But the scale of these cuts – for many authorities – is beyond merely trimming back. In order merely to continue with the way things are, everything has had to change.

But even this isn't enough given the scale of the ills we face as a country – the economy, the continuing jobs shortage and the lack of faith people have in our politicians and institutions to solve our problems.

This cross-party LGA publication prescribes a radical change in power distribution as a treatment for the nation's symptoms. It reflects what Liberal Democrats have long argued for - more powers to local communities and to local government.

But this isn't theoretical now – this isn't a subject to be classified under 'constitutional reform'. This is a matter that pervades all policy areas and especially jobs, the economy and the public's control over their lives.

Local government has undergone massive changes and shown it can transform itself to deliver what is required by Britain.

Whitehall doesn't have a good track record in trusting local government with power. But the severity of the problems the country faces means central government must change its approach - after all, to evolve leopards do in fact change their spots.



**Councillor
Marianne Overton**
LGA Independent
Group Leader

This is a brave bid for devolution at a time when there is a dramatic change in local government and a window of opportunity.

Whilst demand increases and resources drop, we have to find a better way to do business that still puts local government at the heart of leading our communities.

The cross-party LGA councillor and officer workshops I joined across the country were vibrant with lively ideas and discussion, putting a huge collective brainpower into redesigning local government. Now it is up to the hundreds of councillors at the annual conference. This is nothing if not a democratic and inclusive process. Yet the recommendations are still radical and ones we can all agree.

Why not have a local funding mechanism that provides for local services? Why not bring more of public services together under democratic control? Why not have a clear identification of our roles as distinct and separate from central government?

I recently met a delegation from the Council of Europe considering how far we had got with implementing our charter for local democracy. Our government already agreed years ago to properly fund local government to carry out our statutory duties and that we should have a constitution of our own. The door is more open now.

Our proposals show that local government stands ready to play its part in leading and refreshing England's economic prospects, public wellbeing and civic engagement.

This will not be created through central control, but can be achieved by every community contributing to renewal and creating an English state which reflects the needs of the 21st century.

Inevitably our proposals would mean enormous change for public services as a whole and local government in particular. However, we believe that this is a prize worth pursuing because it provides a real opportunity to improve the quality of life of our communities and make England fit for the future.



ACKNOWLEDGEMENTS



The LGA would like to thank and acknowledge all those who have participated in our road show and deep dive events earlier this year.

It has been an invaluable way for us to work with our local government colleagues to reassess the way we work and set out plans for what we believe will be a sustainable future.

For a full list of participants in the roadshows and deep dives please visit:

www.local.gov.uk/campaigns

To find out more about Rewiring Public Services or to read our four supporting documents visit:

www.local.gov.uk/campaigns

- Adult social care and health
- Children's services
- Economic growth
- Financial sustainability

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L13-524

Future funding outlook for councils from 2010/11 to 2019/20

Local Government Association

July 2013

Foreword



This paper, setting out the impact of growth pressure and funding cuts on English local authorities, shows once again that the model we have for local government finance will not see us through for

very much longer.

Councils were cut earlier and harder than the rest of the public sector as the Government began to implement its deficit reduction strategy. From the outset the Local Government Association (LGA), working with local authorities from across the country, has sought to model and explain the impact of these cuts. The 'Future funding outlook' for 2012 set out the results of the first published national model of local government spending to the end of the decade and was generally well received. As the scale of the cuts continues to bite in local authorities, we have updated and further refined the modelling for 2013, confirming our 2012 results.

The model shows a widening gap between what local authorities would need to spend to continue to respond to the pressures on local services and the funding likely to be available.

That gap widens by approximately £2.1 billion a year across England – about 4 per cent of what is currently spent on the services captured in the model.

Funding cuts are not the sole cause of this gap. Growing pressure on public services, much of it brought about by population change, makes a contribution too. It is evident that a system in which demand and costs are going up and funding is going down is unsustainable and unless something changes, by the end of the decade, councils will not be able to deliver existing services in the way they are delivered now.

Every local authority in the country will be grappling with spending pressures and less money to pay for them, but the impact of cuts varies across the country.

This is another reason why top-down central solutions do not work.

It should be up to local people, with their knowledge of local circumstances, to work out how to respond in detail to these challenges, unhindered by government. It is clear they cannot do so unless something changes.

To address these issues, however, the LGA has launched a new vision for the future of English public services. 'Rewiring public services: Rejuvenating democracy' contains a menu of ideas designed to:

- rejuvenate democracy and give back to people real reasons to participate in civic life and their communities
- transform public services so they prevent problems instead of just picking up the pieces
- boost economic growth in a way that offers prosperity to every place.

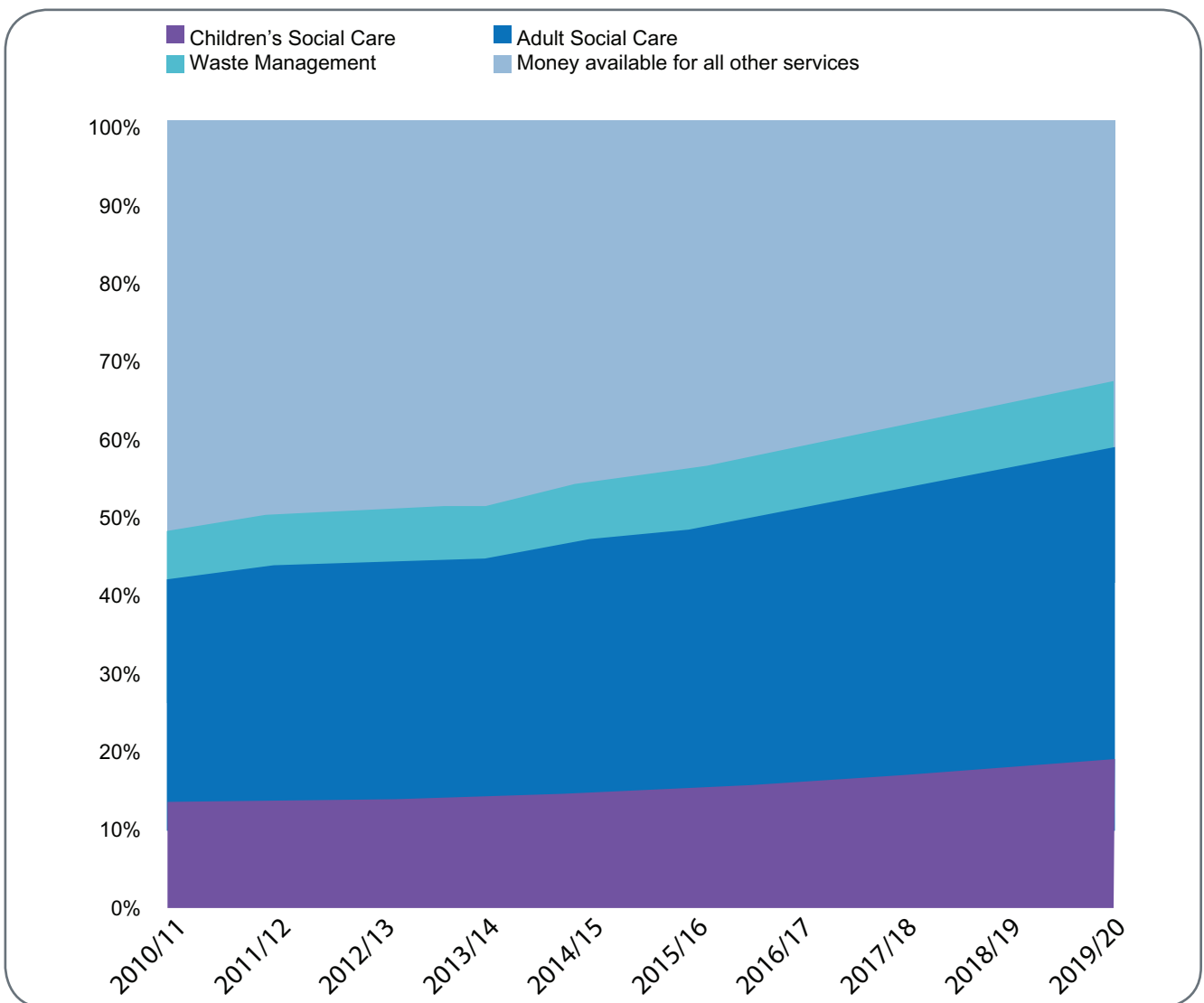
We hope this modelling is once again of use to decision makers in government, opinion formers and not least local authorities themselves as together we take on the challenges.



Councillor Sir Merrick Cockell
Chairman of the LGA

Executive Summary

- The purpose of this paper is to set out the impact, on the available resources of English local government, of funding cuts and unavoidable growth pressure.
- The 'Future funding model' for 2013 largely confirms the findings of the 2012 modelling.
- The funding gap is growing at around £2.1 billion a year, adding up to £14.4 billion by the end of the decade. It is created by a combination of funding cuts and spending pressure.
- We don't yet have the full picture from government of what future funding cuts will mean in detail. However on the same trajectory of cuts that has been experienced to date, over the period from 2010/11 to 2019/20 income falls by 15 per cent in cash terms, or over 27 per cent in real terms. When we account for the introduction of public health funding, income falls by 21 per cent in cash terms and 32 per cent in real terms.



- Assuming authorities can keep making efficiencies at between 1 per cent and 2 per cent per year, the model shows a total predicted increase in expenditure in cash terms of some £7 billion, or 14 per cent, by 2019/20.
- With social care and waste spending absorbing a rising proportion of the resources available to councils, funding for other council services drops by 46 per cent in cash terms by the end of the decade, from £26.6 billion in 2010/11 to £14.3 billion in 2019/20. More funding from the NHS for social care does not fully fund the adult social care funding gap for the period.
- The model assumes that local authorities will use reserves to spread the impact of cuts where they can afford to. Authorities will have different strategies in relation to the use of reserves, but using up reserves more quickly increases the risk to services and does not reduce the gap to be closed by 2019/20.
- Aspects of the local government funding system, such as the use of ringfencing and the protection of certain budgets and the lack of flexibility in the generation of income, get in the way of delivering efficiencies to deal with the funding gap.
- A sustainable future for local government in the face of funding cuts and spending pressures is dependent upon changes in the way we think about funding local government, and how we manage the system. The LGA's publication 'Rewiring public services: Rejuvenating democracy' sets out our proposals.

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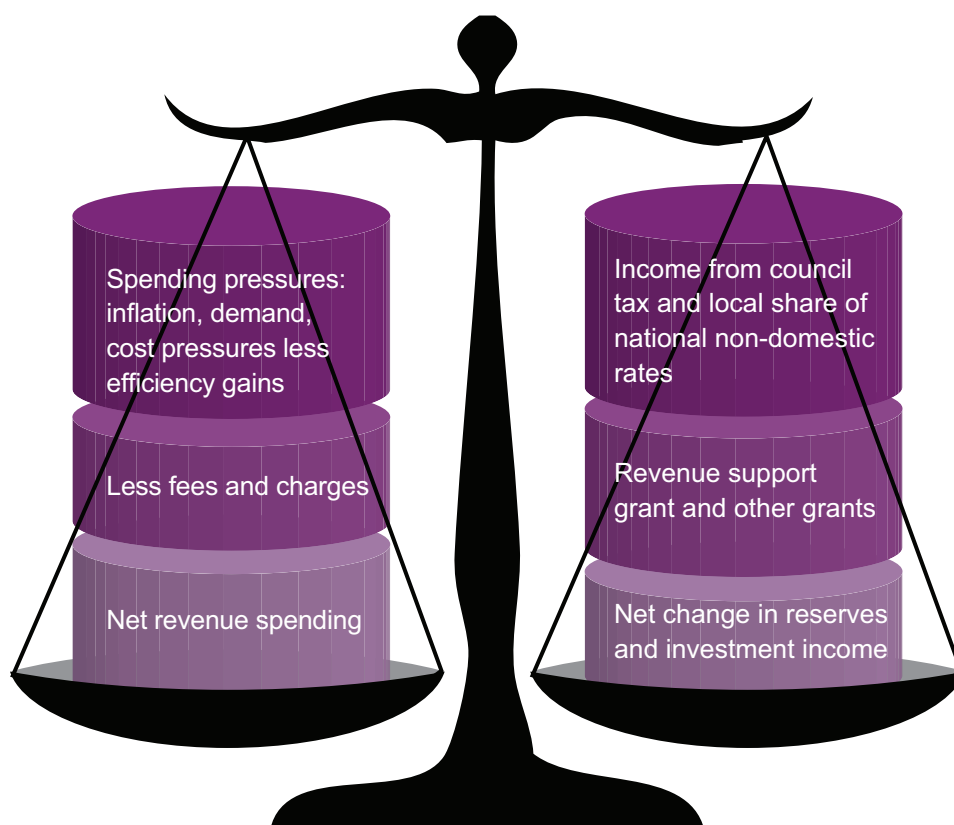
Introduction

In June 2012 the Local Government Association (LGA) published the preliminary model of future funding for councils. The aim of the paper was to present a credible analysis of the challenges facing local councils in the current and future spending review period.

This paper presents the results of the improved and updated funding model we have produced to illustrate the impact of change on local government in England. It will also be of interest to other parts of the UK facing similar pressures.

We have modelled all future sources of council revenue, including grants, local taxes, fees and charges, investment income and use of reserves to the end of this decade on assumptions that offset grant cuts against the potential for growth in other revenue sources.

Alongside this analysis we have projected likely expenditure pressures in all service areas, while recognising that councils are actively taking steps to mitigate cost pressures by reforming the way they deliver services.



Our analysis is built on:

- projections of council tax, business rates, grant and other income streams over the period 2010/11 to 2019/20
- projections of total annual net revenue spending in ten principal service blocks within council budgets over that same period.

To help readers understand how these figures work for an individual authority, we have also provided a narrative showing how three typical local authorities have responded to austerity so far, and how they see their future plans in the light of this analysis. These are available on the LGA's website under the titles 'AnySingleTier', 'AnyCounty' and 'AnyDistrict':
www.local.gov.uk/finance

In addition, a technical annex is available to explain the technical analysis and assumptions built into the model.

Any projection of this sort must rely on some estimates and assumptions. There are inevitably areas not covered by the model. We would like to draw the reader's attention in particular to the additional pressures created by welfare reform, and forthcoming local government pension revaluations. Because the impacts of these two high-risk areas are inherently uncertain, and very dependent on local circumstances, no account has yet been taken of any further change in the model.

We believe this model presents the most comprehensive picture available of the impact of cuts and spending pressure across the sector. It is not a pretty picture, but it should allow both central government and local authorities to better plan for the period ahead.

The path of council income

Over the course of the 2010 Spending Review, local government funding will have reduced by 33 per cent in real terms. A further real-terms cut of 10 per cent is confirmed for most local government services for 2015/16, and a similar trajectory is projected for the period beyond. In June, the Institute for Fiscal Studies expressed the view that government spending cuts will continue until 2020.

Our model projects the likely path of council revenue, based on a number of assumptions:

Council tax: We have assumed that council tax will increase by 1 per cent in 2014/15 and will thereafter grow by 1.5 per cent per year (below inflation projections). We have also assumed a modest growth in the tax base.

Business Rates: We have assumed future business rates will grow by retail price index (RPI) plus a local area growth estimate.

Grant funding: The position to 2013/14 is based on confirmed grant allocations, and the 2014/15 position is based on the provisional local government finance settlement. For 2015/16 we have applied a real-terms cut of 10 per cent, as confirmed in the Chancellor's Spending Round announcement of 26 June 2013, to the previous year's total Local Government Departmental Expenditure Limit. Additional funding from the NHS for adult social care is assumed to benefit social care authorities by up to £1.5 billion by 2020. We have calculated the grant funding trajectory after 2015/16 based on an estimate of the

overall reduction in these grants. The central assumption is an 8 per cent cash cut in 2016/17 reducing to a 7 per cent cut in 2017/18 and onwards, modelling a similar trajectory of savings to that experienced in the period 2010-2014, as indicated by the Government¹.

Public health: We have used the public health funding allocation for 2013/14 and 2014/15 and for following years have assumed that the overall level of funding rises in line with CPI inflation.

Investment income: We assumed that yield will be responsive to the changes in the market gilt rate and be slightly affected by overall reserve levels.

Transfers to and from reserves: The model assumes that where a funding gap exists each authority will draw up to 5 per cent of its reserves each year to plug the gap, with the reserve level never going below 5 per cent of total annual expenditure. If the funding level is above predicted expenditure then all surplus will be added to reserves for that year. In practice individual authorities will make varying assumptions based on local analysis of risk and their local financial strategy.

A full description of the projections and all data sources are provided in the Technical Annex, available on the LGA's website: www.local.gov.uk/finance

¹ Due to publication deadlines, further announcements made in relation to 'Investing in Britain's Future' on Thursday 27 June 2013 are not reflected in this paper.

Figure 1: Total council funding income 2010/11 to 2019/20

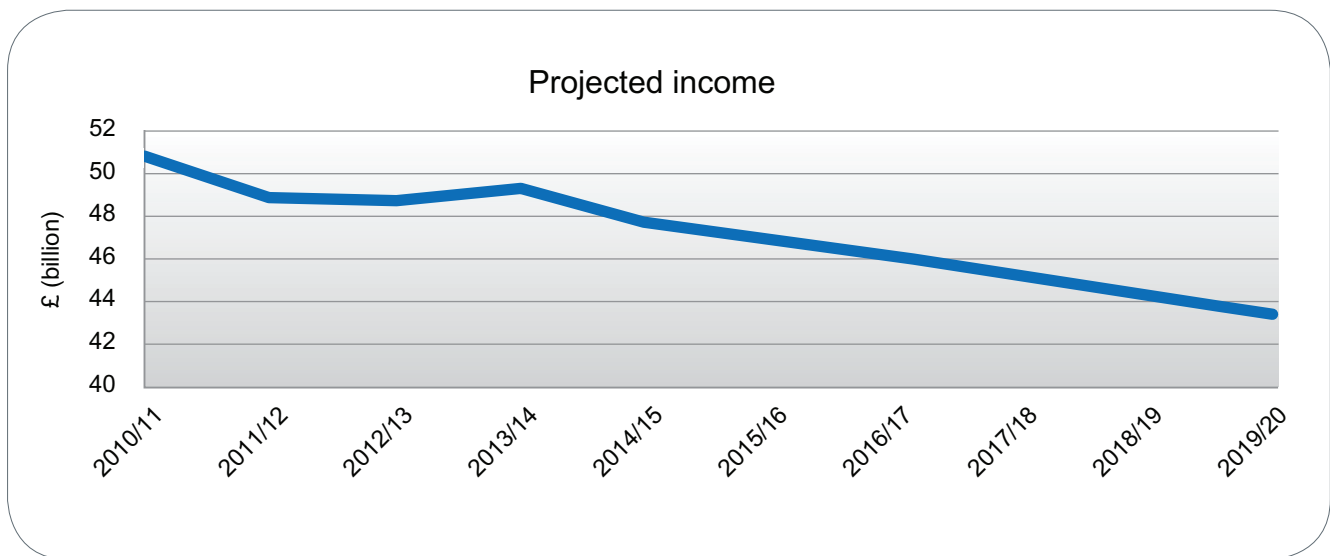


Figure 1 shows that total council income falls by £7.4 billion between 2010/11 and 2019/20. However, this total includes the introduction of ring-fenced funding for transferred public health responsibilities in 2013/14 and beyond, and when this is excluded the overall fall in income rises to £10.5 billion.

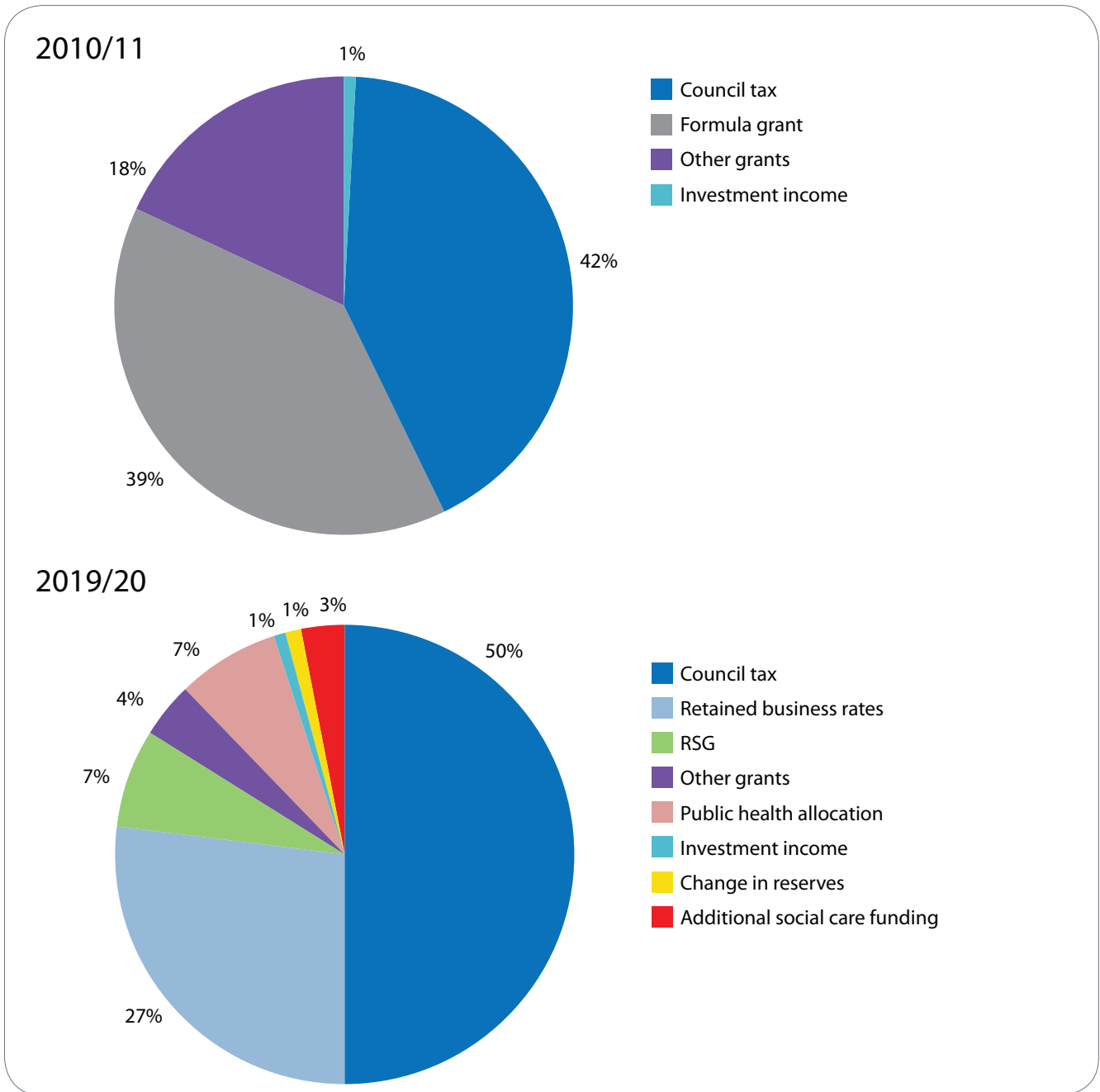
Over the period, income falls by 15 per cent in cash terms, or over 27 per cent in real terms². When we account for the introduction of public health funding income falls by over 20 per cent in cash terms and 32 per cent in real terms.

The figures include an assumption that NHS funding to adult social care announced in the Spending Round for 2015/16 will be ongoing and will reduce pressure on such spending.

The changes in the way local government is funded can clearly be seen by comparing the sources of overall funding in 2010/11 and 2019/20. Council tax provides 50 per cent of the total funding income by the end of the decade, with the proportion of income coming from centralised grants falling over the decade as illustrated in Figure 2.

² Real terms is calculated using the GDP deflator series: http://www.hm-treasury.gov.uk/data_gdp_fig.htm

Figure 2: Composition of total local government funding 2010/11 and 2019/20

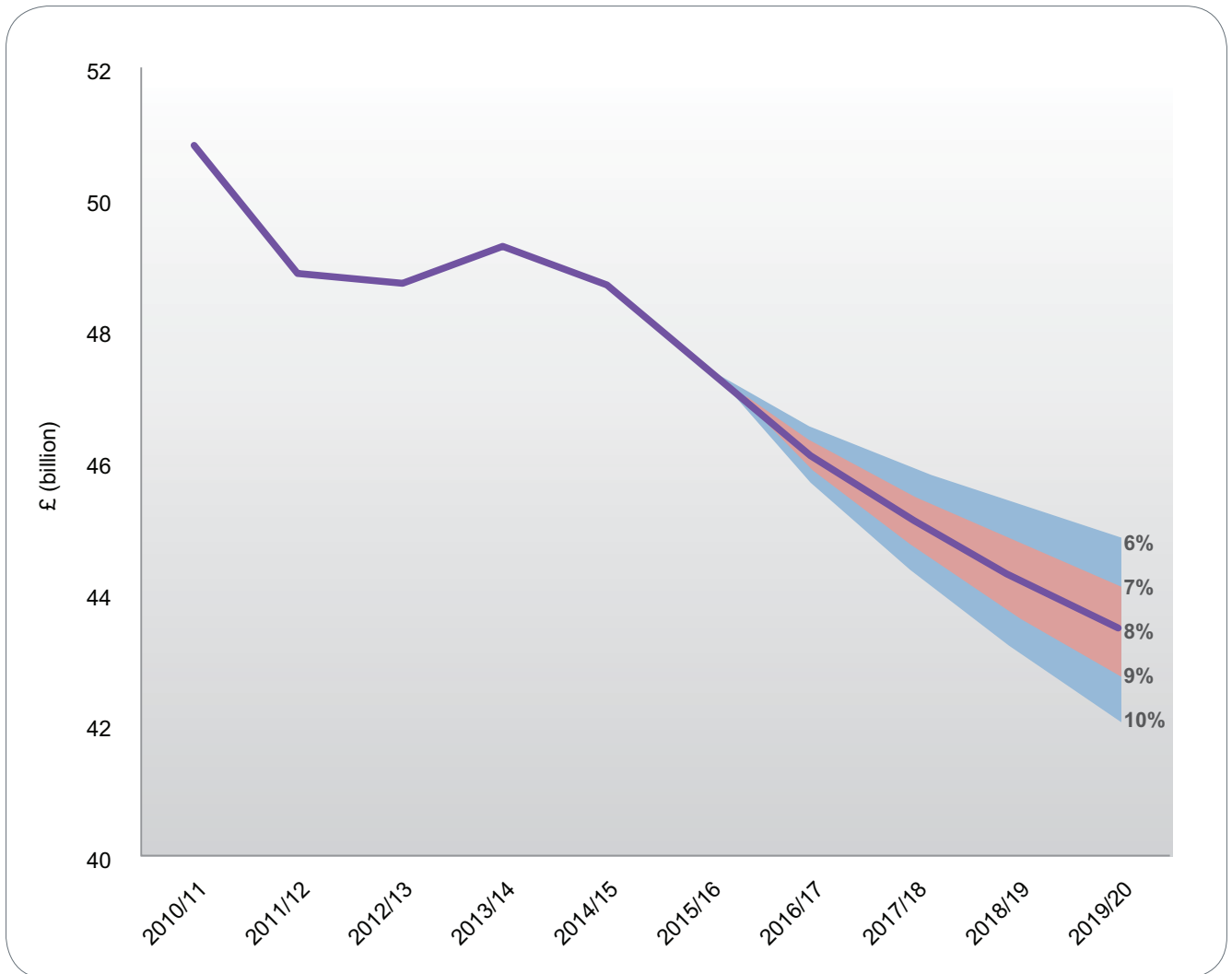


Although the central assumption we are working from is an 8 per cent grant reduction in 2016/17 reducing to 7 per cent in 2017/18 and beyond, we have also modelled other possible scenarios.

A 10 per cent tapered grant reduction would result in a further reduction in 2019/20 funding of £1.3 billion over and above the core assumptions, equating to a 17 per cent cash reduction since 2010/11.

A 6 per cent tapered reduction would lead to additional funding of £1.5 billion over and above the core assumptions, equating to a 12 per cent cash reduction.

Figure 3: Total income reductions fan of possible tapered reductions from 2016/17 onwards



The path of council spending

The funding model then projects the path of council spending between 2010/11 and 2019/20 in ten major service blocks:

- culture, recreation and sport
- education (excluding schools funding via the Dedicated Schools Grant)
- environment including waste
- highways, roads and transport
- housing (not including housing revenue account (HRA) or housing benefit)
- planning and development
- public health
- regulatory
- social care
- other services.

The model excludes separate Fire and Police authorities.

Spending includes additional public health expenditure which starts in 2013/14, although this is currently assumed to be funded in full by the ringfenced Public Health Grant.

Future expenditure trends (including 2013/14 because full data on local authority budgets has yet to be published) have been modelled by identifying factors that influence costs, known as 'cost drivers'. Full details of all cost drivers are available in the Technical Annex to this document but they have only been included where credible, quantifiable data has been available or where possible

methods have been borrowed from other reputable sources. For example, much of the analysis for adult social care uses the same analysis as has been used for the Dilnot report³.

Efficiencies

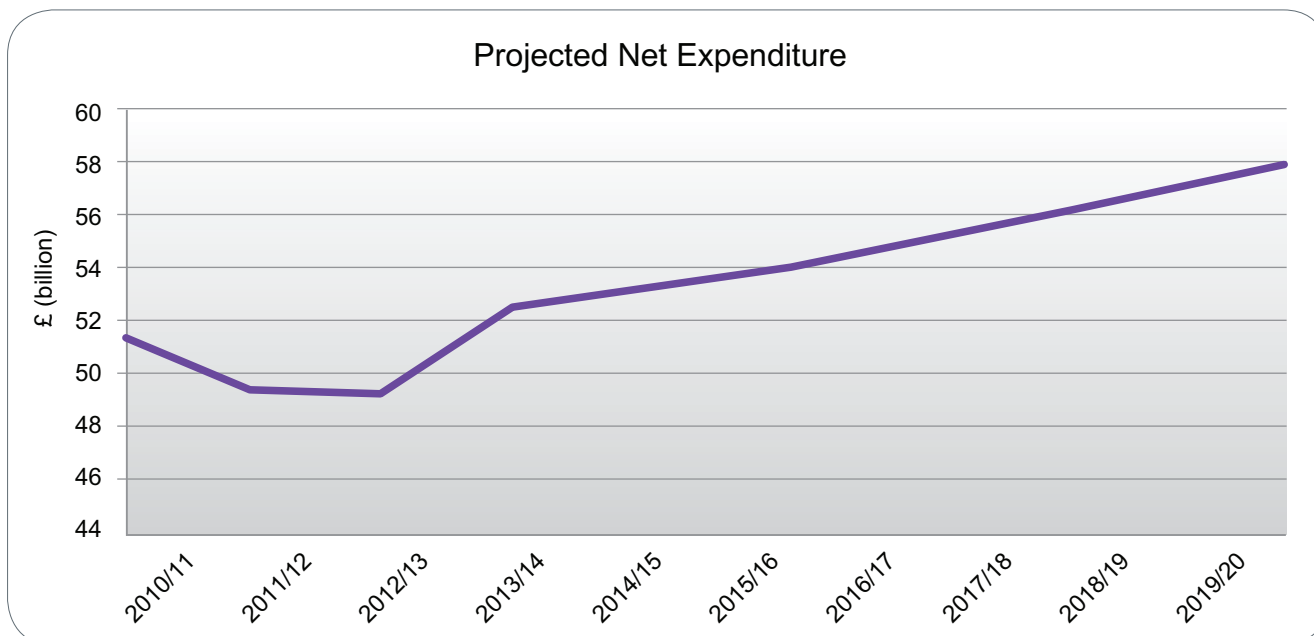
The model also builds in efficiency assumptions. The assumption for most services is that councils start by achieving 2 per cent annual efficiency savings which tapers to 1 per cent by the end of the period. It is sensible to assume diminishing returns from efficiency: nearly two-thirds of councils are already engaging in shared service arrangements and over 200,000 jobs have been shed since 2010.

Projected expenditure

The overall result for council spending pressures is shown in the graph below. The model shows a rise in expenditure demand throughout the period, with total predicted expenditure demand up by some £7 billion, or 14 per cent, by 2019/20. This would be higher but for assumptions about fees and charges and sustained efficiency savings.

³ The Dilnot Commission Report on social care, 2011.

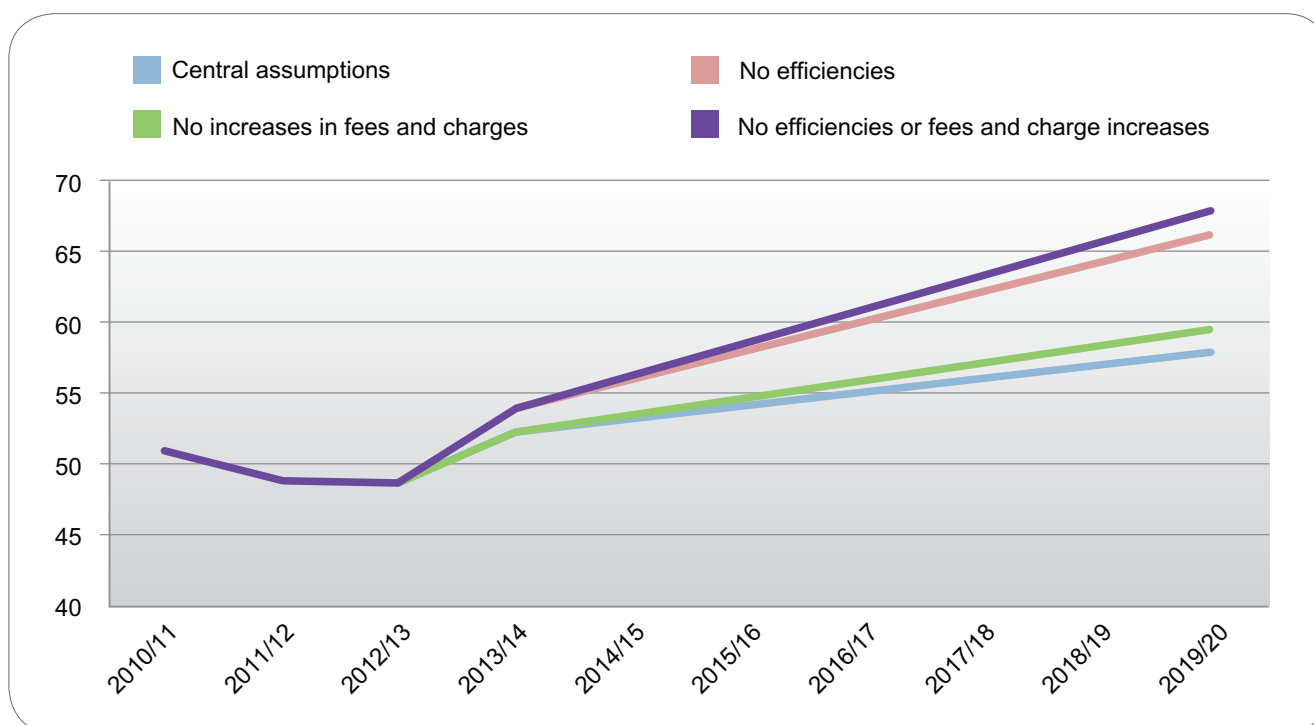
Figure 4: Total council service expenditure 2010/11 to 2019/20



We can see the effect that the inclusion of efficiency assumptions and sales, fees and charges increases have on the overall level of expenditure in Figure 5. If we assumed no increase in fees and charges this would increase expenditure in 2019/20 by £1.6 billion. Assuming no efficiency savings expenditure would increase by £8.4 billion.

This means the assumptions on sales, fees and charges and efficiencies have reduced overall expenditure in 2019/20 by £10 billion, or 15 per cent. Figure 5 makes it clear that the scenario shown in the model is not a pessimistic one and any variance that emerges as a result of 'real world' factors is likely to widen the gap rather than help close it.

Figure 5: Total council service expenditure 2010/11 to 2019/20 with different assumptions about efficiencies, fees and charges

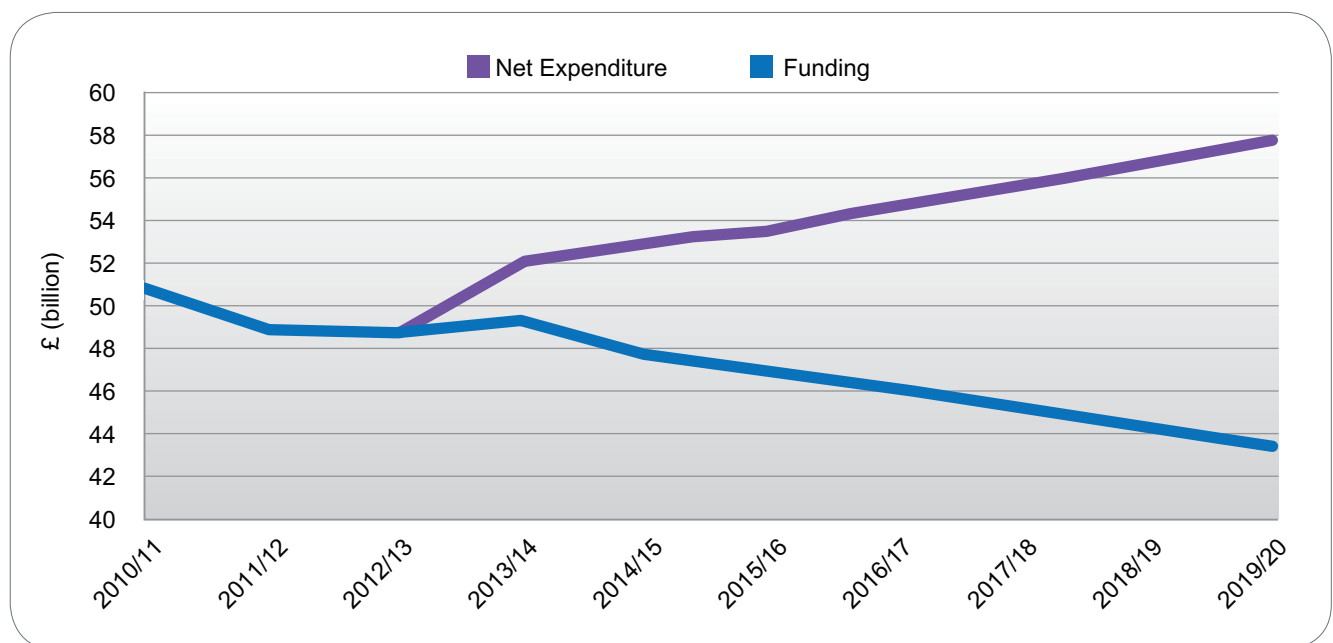


Mapping income against spending

We can now bring together the analysis of projected income and expenditure trends to form a picture of local authority funding overall. This shows that the overall funding gap starts at about £2.8 billion in 2013/14 and reaches over £14.4 billion by 2019/20, increasing on average by £2.1 billion per year.

This is equivalent to a figure of £16.5 billion if we were to extend this model over the same eight-year period as last year's preliminary modelling.

Figure 6: Income against expenditure 2010/11 to 2019/20



In former times, such an analysis would have begun a conversation with central government about an increase in grant income. The Government has, however, already made clear its broad intentions for public expenditure. The question, therefore, is what those intentions mean for services.

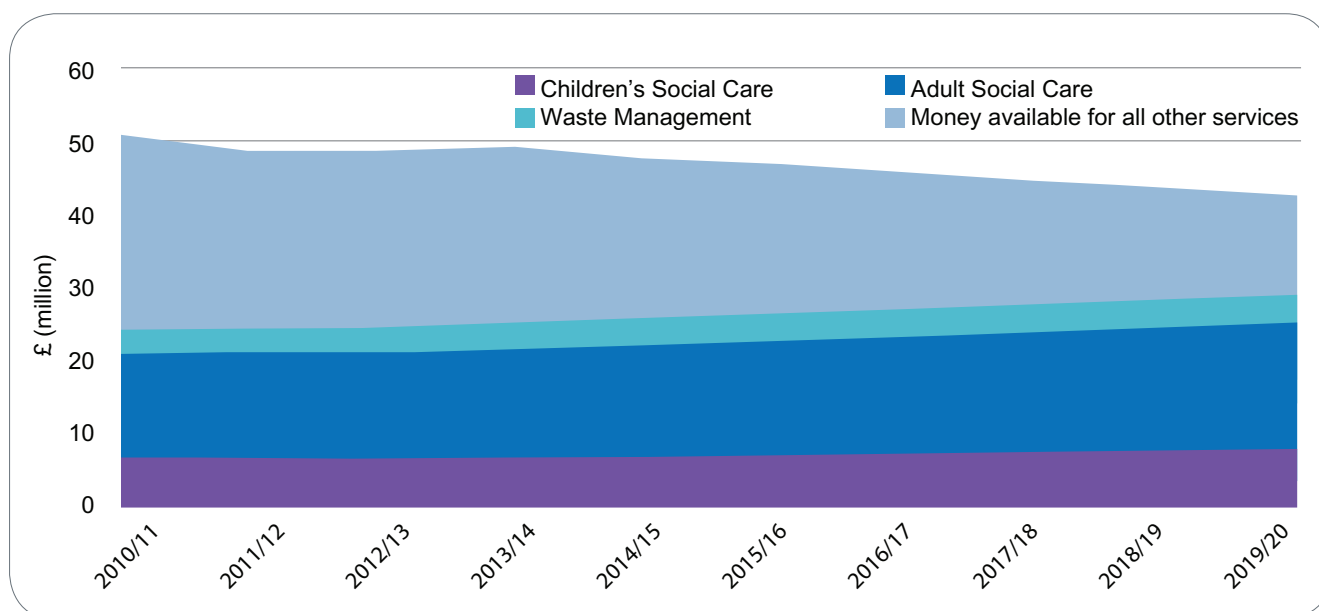
In practice authorities will already have closed the gap for 2013/14 in order to comply with their duty to set balanced budgets and they will have done this either through cuts, further efficiencies or the use of reserves. Once full data sets for 2013/14 budgets have been published, it will be possible to say more about how they have done this. Most authorities will already have in place savings plans to close their budget gap still further in 2014/15 and beyond.

Funding for all council services

The model provides an opportunity to test councils' ability to deliver their statutory obligations within the available resource envelope.

In the previous model the initial definition of these obligations covered social care and waste management services only. The result of this analysis is shown in Figure 7.

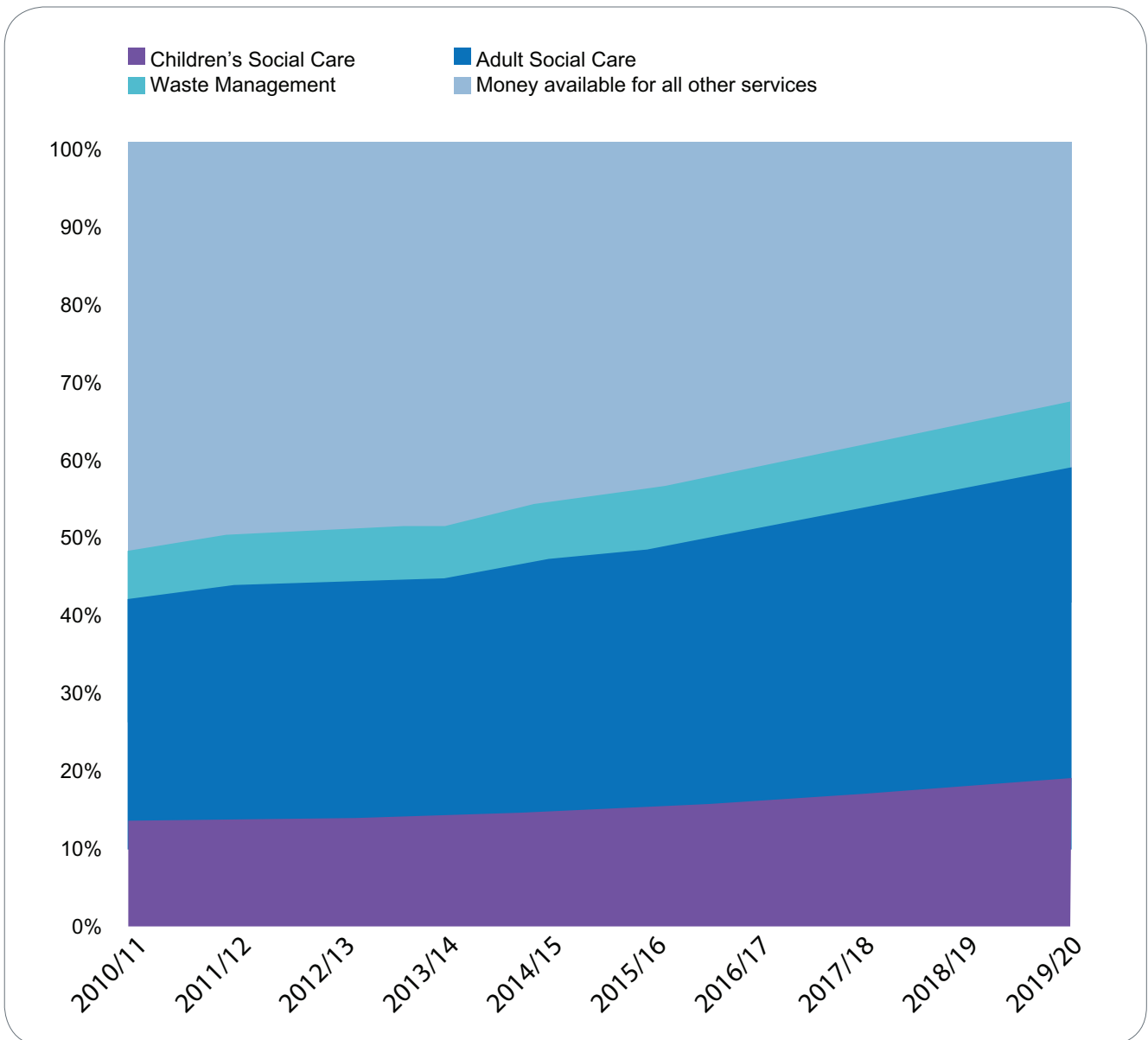
Figure 7: Social care and waste spending within the overall funding envelope



With social care and waste spending absorbing a rising proportion of the resources available to councils, funding for other council services drops by 46 per cent, or £12.3 billion in cash terms by the end of the decade, from £26.6 billion in 2010/11 to £14.3 billion in 2019/20.

An alternative way of looking at this data is to compare how the percentage of expenditure on each service changes over the period, as shown in Figure 8 below.

Figure 8: Social care and waste spending within the overall funding envelope

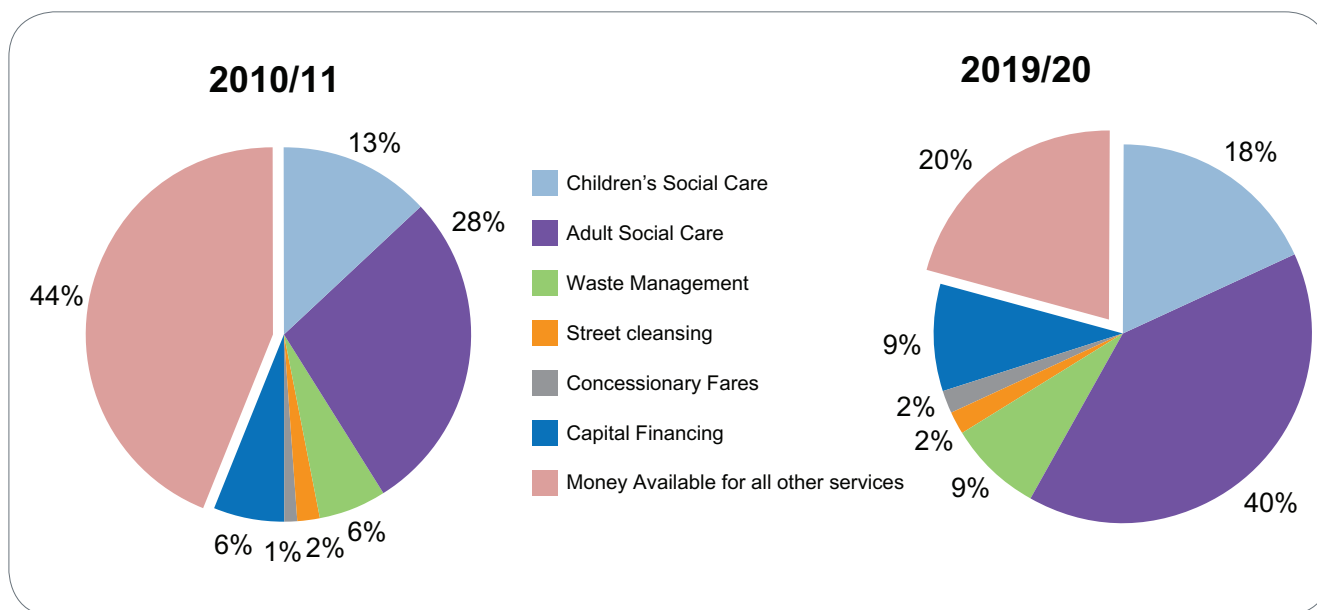


There are many other areas of expenditure where reducing costs quickly can prove problematic. Here we will just focus on three. Concessionary travel is a largely unavoidable statutory obligation and is likely to amount to about £0.9 billion by 2019/20. It is unlikely that many savings can be made to capital financing costs and, although we have assumed this has a flat cost throughout the period, this still amounts to £3.7 billion.

Street cleansing is a highly visible service that has been protected from the worst of the cuts thus far and equates to £0.8 billion in 2019/20.

If we assume that these three areas of expenditure are also protected it leaves just £8.9 billion for other services the equivalent of a 60 per cent cash cut as illustrated in Figure 9.

Figure 9: Possible protected expenditure within the overall funding envelope



Reductions on this scale leave councils vulnerable to legal challenge. Many of these service blocks have statutory elements which may not necessarily be prescriptive but have already proven to be highly contested, such as spending on libraries and road maintenance.

The impact of using reserves

Councils have often been labelled as irresponsible for building reserves while at the same time reducing front-line services. Auditors have long acknowledged councils have good reasons to hold reserves which constitute a sensible part of strategic financial planning and risk management.

Both the National Audit Office and the Chartered Institute of Public Finance and Accountancy have explicitly recognised that a reserves strategy is very much a local decision to meet local needs, and there is no one-size-fits-all strategy which will be suitable for all councils. Uncertainties, such as the unknown impact of welfare reform, need to be taken into account. Delivering major structural change takes time and costs money which normally needs to be met from reserves.

However, for the purposes of our model, we have had to make some broad assumptions about the use of reserves. We believe that, at an aggregate level at least, these assumptions are the most reasonable we can make.

The central assumption of the model is that councils will use up to 5 per cent of their reserves to plug any spending gaps in year, decreasing their reserves to 5 per cent of their overall annual expenditure. This results in usable reserves falling from their current level of £9.2 billion to £7.3 billion by 2019/20. In practice, authorities will have their own strategies for allocating reserves based on local circumstances and their own assessment of risks.

What happens if authorities use more of their reserves to plug the funding gap? If, for example, we model on the basis that councils place no limit on annual reserve use, and bring the minimum reserves level down to just 3 per cent of annual expenditure the funding gap in 2019/20 rises only slightly, but usable reserve levels fall to £2.7 billion.

This may seem counterintuitive, but if councils used their reserves as an alternative to making cuts, such resources would be used up rapidly. Reserves can be used to smooth cuts, but they cannot be used to avoid them. If no restraint is shown in the use of reserves then most are used up by 2015/16 and councils will have the same budget gap to fund in 2016/17. Using up reserves also means that it is less likely that unforeseen events can be funded without the need for immediate further savings.

It is perhaps worth mentioning at this point that many councils that have contributed to their reserves in recent years have cited uncertainty over future funding levels as the main reason for doing so. If local government could be offered more certainty over its future funding, councils could change their approach.

Figure 10: the impact of reserves strategy on the funding gap

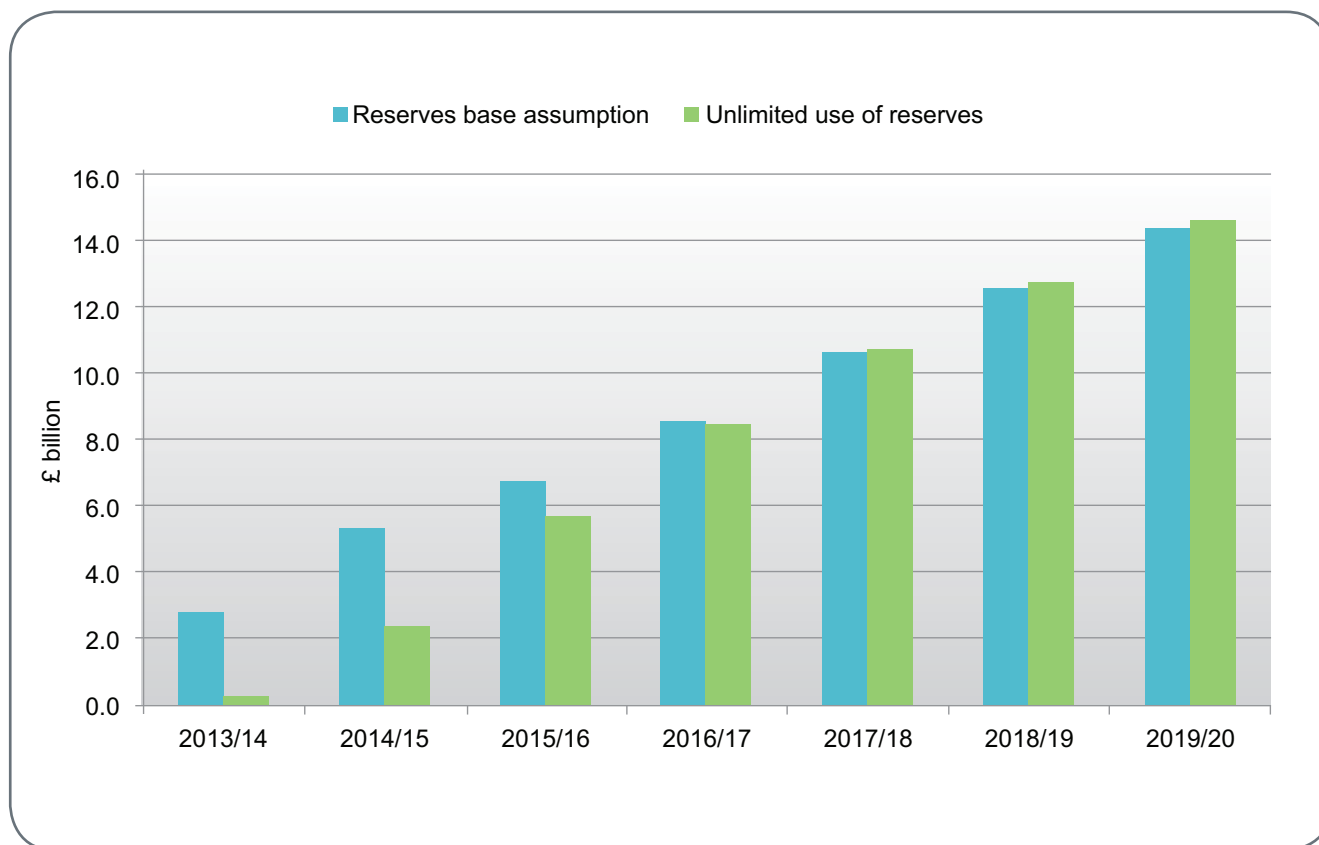


Figure 10 shows the total size of the funding gap for all English councils over the period covered by the model using two of the reserves strategies outlined above.

Under the base assumptions, the funding gap grows at a fairly steady rate each year, reserves are slowly depleted, and councils will hold approximately £7.3 billion in reserves at the end of the period.

If there are no restrictions placed on the use of reserves:

- Most councils will be able meet all their expenditure pressures in the current year 2013/14. The small funding gap in 2013/14 is due to the handful of English councils that do not hold enough in reserve even to meet one year's funding gap.
- In 2014/15, the gap grows as more councils begin to exhaust their reserves.
- By 2016/17, the funding gap is almost identical to that under the base assumptions.
- By 2019/20, the funding gap under this scenario is actually wider than that under the base assumptions, because councils can no longer "drip-feed" reserves to meet their expenditure pressures once reserves have been exhausted.
- In the event that the funding gap is larger than anticipated, councils will have exhausted their reserves and would have to make emergency cuts.

If, on the other hand, no reserves are used whatsoever, the funding gap will again be larger than that under the base assumptions, because councils cannot use the drip-feed method to offset each year's funding gap, but councils will at least hold the same amount in reserves that they did at the beginning of 2013/14.

This serves to illustrate that the most councils can hope to achieve through the use of reserves, in terms of their funding gap, is to postpone the inevitable. The potential effect of reserves on the gap in the long-run (and in fact by 2016/17) is marginal, and their depletion leaves councils vulnerable to unexpected events and economic shocks.

Impact on individual authorities

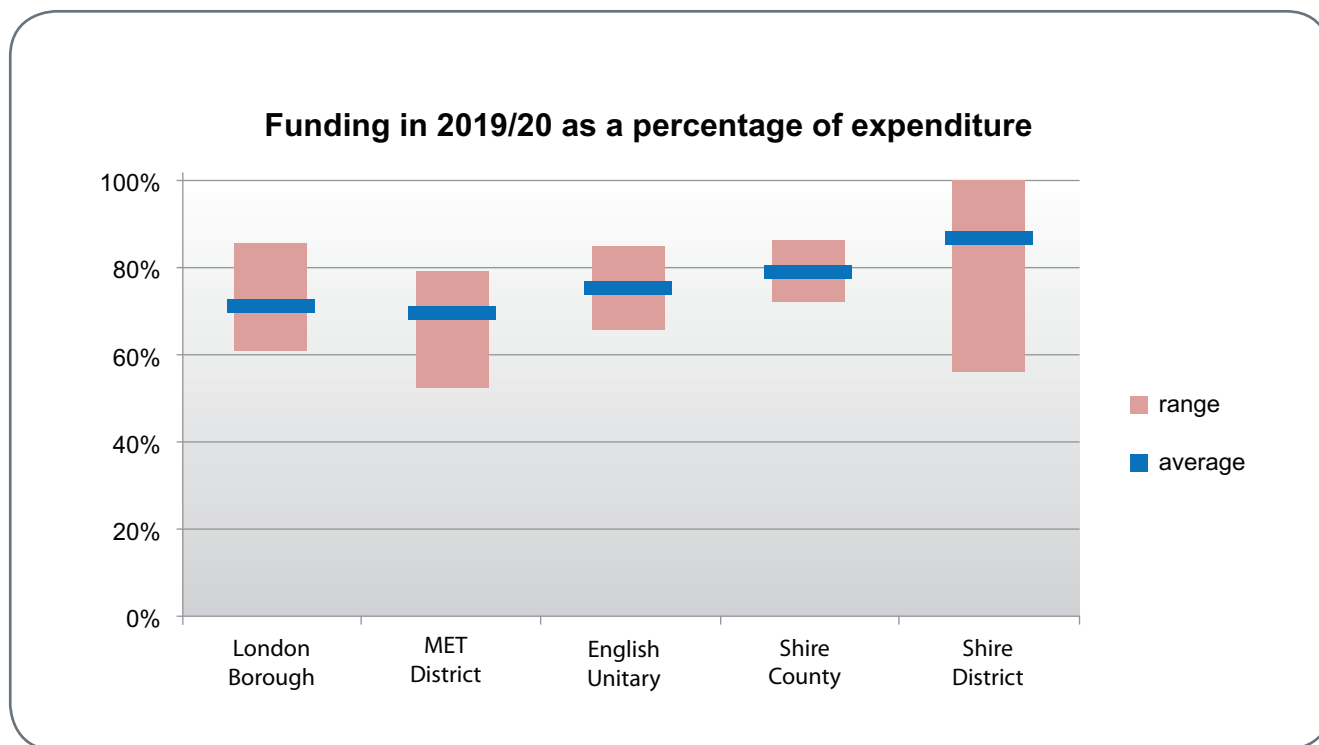
All authorities are experiencing cuts, but there is variation in the way individual authorities are affected, due to differences in the way both funding cuts and spending pressures impact at a local level. Authorities in relatively deprived areas, being more dependent on government grant, are the worst affected. Social care authorities, which have the benefit of NHS social care funding from the Spending Round, still have to deal with an increasing funding pressure as the decade goes on.

Cuts in overall funding levels are not experienced evenly across different types of authorities. The local government finance system works by allocating more grant to authorities which are deemed to have greater need and lesser capacity to raise income locally from taxation or fees and charges. Historically, this has allocated more money to authorities in relatively deprived urban areas, and thus taking money out of the system tends to withdraw funding from these authorities at a faster rate.

The projected expenditure pressures also vary significantly between authorities. A large proportion of the disparity can be accounted for by the demands of social care spending within single tier and county councils, which is only partially mitigated by additional funding from the NHS. In two tier areas, however, district councils will be affected by the cost implications of welfare reform which cannot currently be modelled accurately and are therefore not fully reflected in these figures.

Putting together the data on expenditure and funding, it is possible to assess the distributional impact of the overall funding gap as it affects the various authority types, regions and relative levels of deprivation. But even among classes of authority there is often a large variation in the total funding gap. The charts below attempt to draw all of this together by showing the total funding level for the group (ie total income as a percentage of expenditure), as well as the maximum and minimum funding level for individual councils within that group⁴.

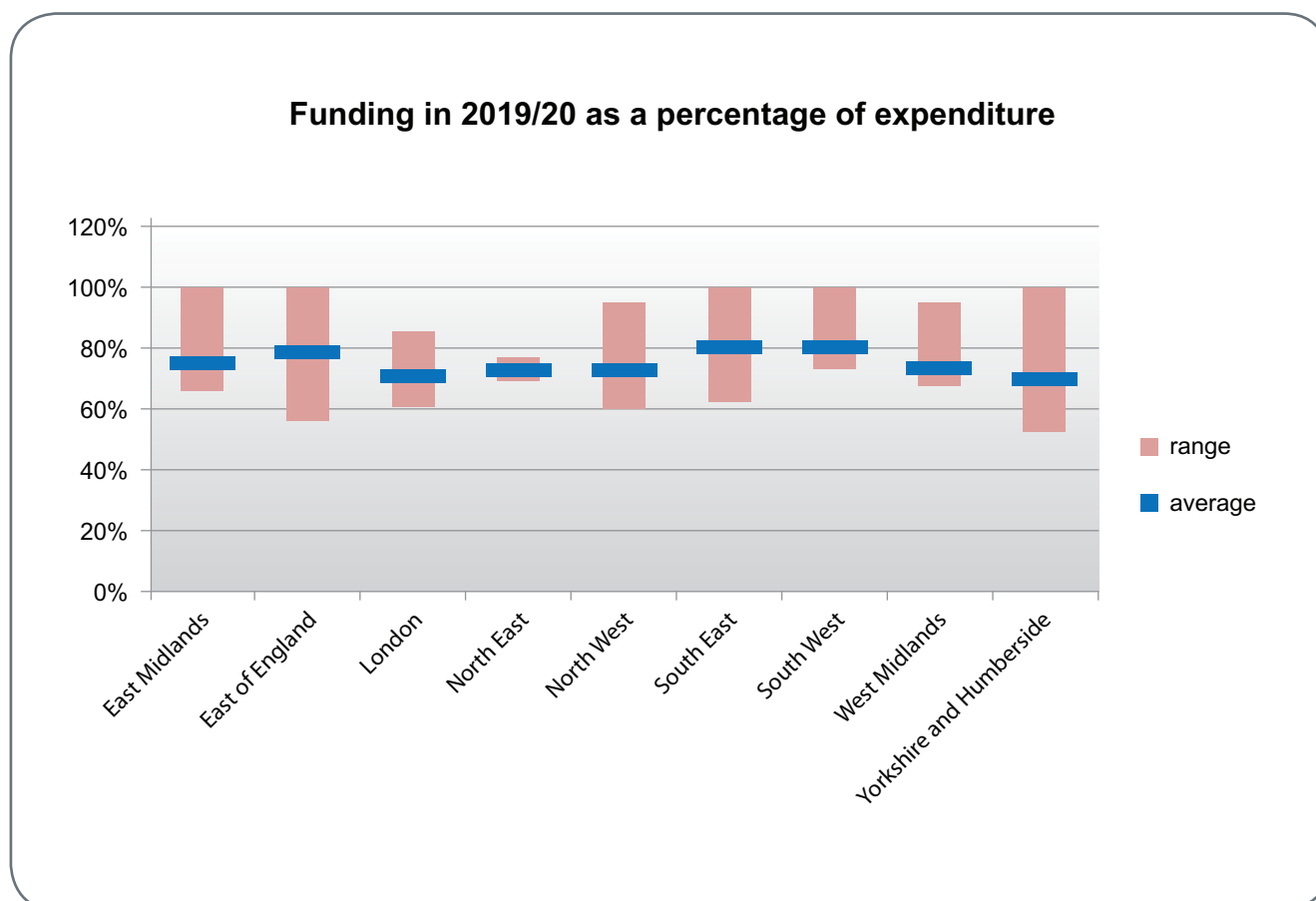
Figure 11: Authority type range analysis



CLASS BREAKDOWN	Min	Average	Max
London Borough	61%	71%	86%
Metropolitan District	52%	70%	79%
English unitary	66%	76%	85%
Shire county	73%	79%	86%
Shire district	56%	87%	100%

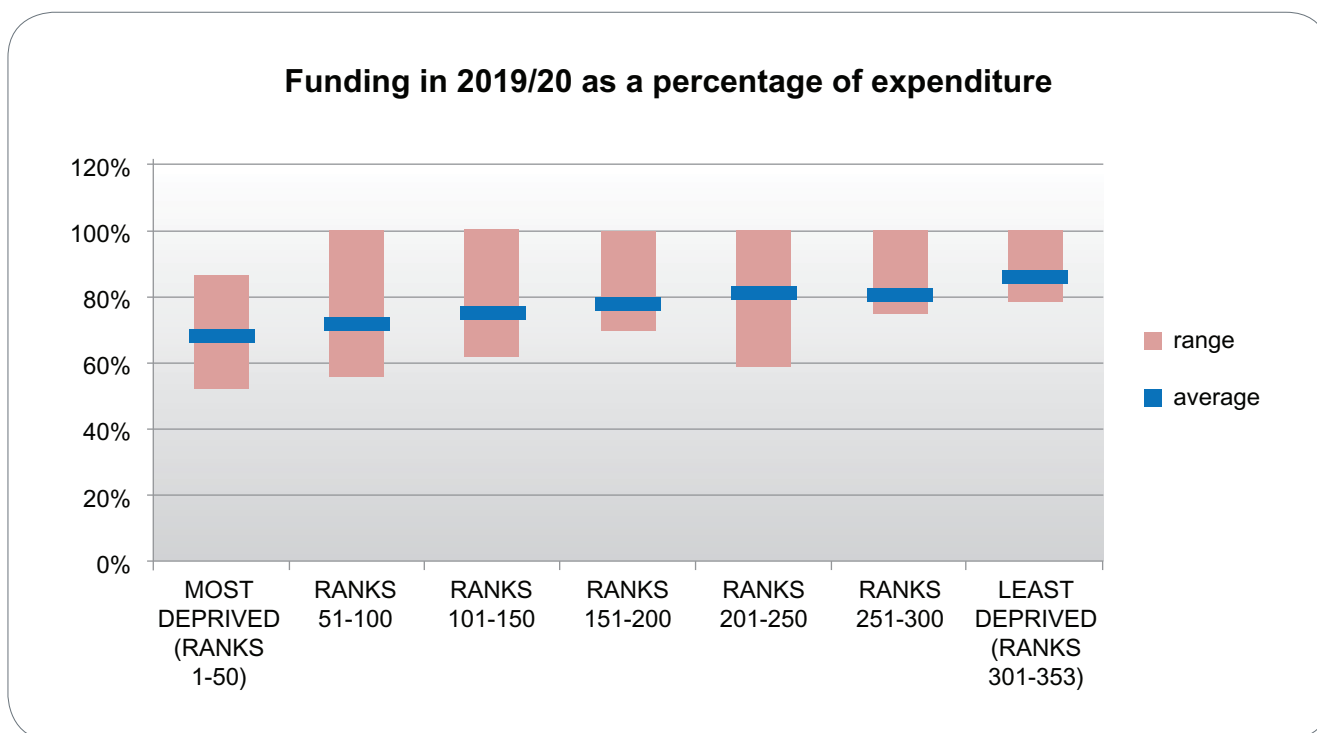
⁴ The City of London has unique funding arrangements and is therefore excluded from the charts and tables below.

Figure 12: Region range analysis



REGIONAL BREAKDOWN	Min	Average	Max
East Midlands	66%	75%	100%
East Of England	56%	79%	100%
London	61%	71%	86%
North east	69%	73%	77%
North west	60%	73%	96%
South east	63%	81%	100%
South west	70%	80%	100%
West Midlands	68%	74%	96%
Yorkshire And Humberside	52%	70%	100%

Figure 13: Deprivation range analysis



INDICES OF DEPRIVATION	Min	Average	Max
Most Deprived (Ranks 1 - 50)	52%	68%	87%
Ranks 51 - 100	56%	72%	100%
Ranks 101 - 150	62%	76%	100%
Ranks 151 - 200	69%	78%	100%
Ranks 201 - 250	59%	82%	100%
Ranks 251 - 300	75%	80%	100%
Least Deprived (Ranks 301 - 353)	79%	86%	100%

This analysis underlines the variance between authorities and also within classes of authorities. All authorities are experiencing cuts in funding and are having to take difficult decisions to deliver savings over the forthcoming period. The model assumes that efficiencies will continue to be delivered at a rate of 1-2 per cent per annum. Within this there are certain pressures that cannot currently be modelled and which fall disproportionately upon some of the authorities that may appear to be the least affected by cuts.

The impact of spending pressures does not reflect, for example, the impact of welfare reform which in two-tier areas is expected to fall mainly on district councils.

This illustrates the extent to which the local government finance system, through its complexity and lack of transparency, creates large variations in the way its funds individual authorities which are not easily explained. It makes the case again for the reform of local government funding to a more transparent, more accountable, and more locally responsive system.

What does this mean for local people?

The model confirms the findings from last year's analysis that the funding gap for local services will continue to grow. The updated model predicts that the gap will widen by around £2.1 billion per year until the end of the decade, bearing out the results of last year's analysis.

This is based on assumptions that authorities tell us are, if anything, rather on the optimistic side, including an assumption that authorities will continue to make 1-2 per cent efficiency savings each year, adding up to £8.4 billion over the period up to 2019/20.

Local authorities will need to act to close this gap, if not through further efficiencies then through cuts or increases in charges. How they choose to do this is a matter for local councils themselves, but options are diminished by the need to meet statutory duties and a strong desire by authorities to boost economic growth and prosperity in their area.

Councils will always strive to find further efficiencies, and acknowledge that more can still be done, but there is something of a law of diminishing returns from further efficiency savings. Every saving that councils find reduces the scope for future savings.

The "quick wins" such as stopping first-class travel and reducing refreshments spend have all but disappeared and solutions restricted to back-office functions such as shared service arrangements, are running out because significant savings have already been achieved. Councils have increasingly been forced to take difficult decisions about front-line services.

To help users understand how these figures impact at a local level we produced a companion paper to the LGA's submission to the 2013 Spending Round. The 'AnyCouncil' analysis shows how the kinds of analysis illustrated in the model are translated into decisions by a typical local council and how they impact on people. With this analysis we are publishing a suite of three papers: AnyDistrict, AnyCounty, and AnySingleTier to illustrate the impacts of the model on different types of councils.

In its new model for local government, 'Public services rewired: Rejuvenating democracy', and in other recent submissions to government, the LGA sets out a vision for what needs to be done.

It involves generating and using resources more effectively within local areas to boost economic growth and to transform local services to prevent problems instead of always picking up the pieces.

The LGA has also called for changes to the local government finance system which allow more flexibility for authorities to tackle the funding gap and to address the need for economic growth and service improvement. Ringfencing and the protection of certain budgets prevents services at a local level from acting together to achieve service improvement. Rigid rules about borrowing and national decisions on local taxes and fees and charges reduce authorities' ability to respond to local circumstances. We need to address top-down control of local finances and allow local people to be involved in these decisions.

Above all we need to stabilise local government funding, which can be done immediately by not asking local authorities to continue to deliver more than their fair share of spending cuts.

For more information please contact:

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We consider requests on an individual basis.

COUNCIL RESOLUTION

Council, **noting**

- that England is now widely recognised to be the country with the most centralised system of government in Europe;
- that devolution has brought decisions about tax and spending, and the quality of public services, closer to voters in Scotland and Wales, while English voters have not gained comparably greater influence over decision-making that affects their taxes and services; and

considers

- that the likely scale of change in how public services are funded and provided makes it democratically unsustainable for those changes to be decided within the existing over-centralised model;
- that services need to be reformed and integrated across local agencies to enable them to prevent problems rather than picking up the pieces;
- that voters should be given back a meaningful say on a wider range of tax and spending decisions, through place-based budgetary arrangements, the abolition of the discredited Barnett formula and the reinstatement of fair financial distribution agreed among English councils, the re-creation of a municipal bond market, and the certainty of multi-year funding settlements for the life of a Parliament;
- that central government should enable that local decision-making by joining up and reducing in size Whitehall departments in order to facilitate local place-based budgets, by reducing Ministers' powers to intervene in local decisions, and replacing bureaucratic tick-box inspection regimes with local service users champions; and
- that such a new more mature settlement between central and local government should be put beyond future revision by giving formal constitutional protection to local democracy; and

resolves

- to support the Local Government Association's Rewiring Public Services campaign, which embodies these objectives;
- to ask [the borough/city/county/district's] Member[s] of Parliament to support the Rewiring Public Services campaign to improve local voters' influence over services, tax and spending; and
- to make the council's position clear to the Secretary of State.



Agenda Item 9

Mayor and Cabinet			
Title	Comments of the Safer Stronger Communities Select Committee on a Councillor Call for Action		
Contributor	Safer Stronger Communities Select Committee	Item No.	
Class	Part 1	Date	13/11/13

1. Summary

This report informs the Mayor and Cabinet of the comments of the Safer Stronger Communities Select Committee, arising from discussions held on the Councillor Call for Action submitted by Councillor Owalabi- Oluyole entitled Parker House, considered at its meeting on 22 October 2013.

2. Recommendation

The Mayor is recommended to note the report of the Safer Stronger Communities Select Committee as set out in section three of this referral and agree a response.

3. Safer Stronger Select Committee views

3.1 On 22 October 2013, the Safer Stronger Communities Select Committee considered a Councillor Call for Action submitted by Councillor Owalabi- Oluyole entitled *Parker House*. All of the papers submitted to the Select Committee appear at Appendix 1 to this report.

3.2 Though he was invited to make representations to Safer either in writing or in person, Councillor Owalabi -Oluyole did neither. In view of this, having considered the report before it, the committee resolved to report the matter to the Mayor and Cabinet for consideration.

4. Financial implications

There are no financial implications arising out of the implementation of the recommendation in this report.

5. Legal implications

5.1 The Constitution provides for Select Committees to refer reports to the Mayor and Cabinet, who are obliged to consider the report and the proposed response from the relevant Executive Director; and report back to the Committee within two months (not including recess).

5.2 The Council's Constitution at Part E 10 (b) reflects the procedure which is set out in Section 9FC Local Government Act 2000. This contains provisions commonly referred to as the "councillor call for action"

5.3 The councillor call for action allows any member of the Council to place an item on the agenda of the Overview and Scrutiny Committee, the Select Committees or Business Panel, regardless of whether or not they are a member of that body,

providing it is relevant to the functions of that body and is not an excluded matter
The Head of Law advises that the referral by Councillor Owalabi-Oluyole does not relate to an excluded matter.

- 5.4 The matter which is the subject of this councillor call for action relates to an executive function . The Select Committee, having considered the referral, may decide to exercise any of the powers normally available to overview and scrutiny bodies. (Section 9F(2) LGA 2000.)
- 5.5 The relevant powers in this case are:
- the power to scrutinise decisions made or action taken by the Executive,
 - to make a report or recommendations to the Executive in respect of any Executive function.
- 5.6 In considering whether or not to exercise its powers under the councillor call for action, the Committee may have regard to any representations made by Councillor Owalabi-Oluyole as to why it would be appropriate for the committee to exercise any of the above powers. Councillor Owalabi-Oluyole did not make any representations.
- 5.8 As the Select Committee decided to make a report to the Mayor a copy of this report has been sent to Councillor Owalabi—Oluyole.
- 5.9 Following consideration by the Mayor, his response must be forwarded to the Select Committee.
- 5.10 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.
- 5.11 In summary, the Council must, in the exercise of its functions, 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 those who do not.
- 5.12 The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, 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.
- 5.13 The Equality and Human Rights Commission has recently 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: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

5.14 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision-making
3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

5.15 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

6. Crime and disorder implications

There are no direct crime and disorder implications arising from the implementation of the recommendation in this report.

7. Further implications

At this stage there are no specific environmental or equalities to consider.

Appendix 1:

Councillor Call for Action, Safer Stronger Communities Select Committee: 22 October 2013

If you have any queries on this report, please contact Salena Mulhere, Overview & Scrutiny Manager (0208 3143380), or Kevin Flaherty, Head of Committee Business (0208 3149327).

Safer Stronger Communities Select Committee			
Title	Councillor Call for Action		
Key decision	No	Item	5
Ward	Evelyn		
Contributors	Executive Director for Resources and Regeneration, Overview and Scrutiny Manager, Head of Law		
Class	Part 1 (Open)	Date	22 October 2013

Summary

This report asks the Select Committee to decide whether to exercise any overview and scrutiny powers in relation to a “councillor call for action”.

1. Purpose of paper

- 1.1 To set out the details of Councillor Owalabi-Oluyole’s call for action in relation to Parker House and to provide the officer response, to enable the Select Committee to decide whether to refer the matter to the Mayor and Cabinet.

2. Recommendations

- 2.1 The Committee is recommended to:

- Consider the Councillor Call for Action appearing at Appendix A and officer response at Appendix B and any representations received from Councillor Owalabi-Oluyole
- Having done so to decide whether to exercise any overview and scrutiny powers in relation to the councillor call for action appearing at Appendix A, and if so their nature.

3. Background

- 3.1 In March 2013 Councillor Owalabi-Oluyole submitted a Councillor Call for Action (CCfA) in relation to Parker House.
- 3.2 Community Services officers contacted Cllr Owalabi-Oluyole to attempt to resolve the matter with him directly. The Councillor agreed to hold his CCfA request until those attempts to resolve the matter had concluded. Officers met initially with Cllr Owalabi – Oluyole in May, and were in communication about Parker House until July.
- 3.3 Those attempts at resolution were unsuccessful and as a result, in July, it was confirmed that the CCfA would be placed on the agenda of the next meeting of OSBP.

- 3.4 On 24 September 2013, OSBP referred the matter to Safer Stronger Communities Select Committee to deal with.
- 3.5 The CCfA and officer response are appended to this report at Appendix A and B respectively.

4. Financial implications

- 4.1 There are no financial implications arising out of this report.

5. Legal Implications

- 5.1 The Council's Constitution at Part E 10 (b) reflects the procedure which is set out in Section 9FC Local Government Act 2000. This contains provisions commonly referred to as the "councillor call for action"
- 5.2 The councillor call for action allows any member of the Council to place an item on the agenda of the Overview and Scrutiny Committee, the Select Committees or Business Panel, regardless of whether or not they are a member of that body, providing it is relevant to the functions of that body and is not an excluded matter. The Head of Law advises that the referral by Councillor Owalabi-Oluyole does not relate to an excluded matter.
- 5.3 The matter which is the subject of this councillor call for action relates to an executive function. The Select Committee, having considered the referral, may decide to exercise any of the powers normally available to overview and scrutiny bodies. (Section 9F(2) LGA 2000.)
- 5.4 The relevant powers in this case are:
- the power to scrutinise decisions made or action taken by the Executive,
 - to make a report or recommendations to the Executive in respect of any Executive function
- 5.5 In considering whether or not to exercise its powers under the councilor call for action, the Committee may have regard to any representations made by Councillor Owalabi-Oluyole as to why it would be appropriate for the committee to exercise any of the above powers. Councillor Owalabi-Oluyole has been invited to submit written representations on this point and he has been informed that he may make those submissions to the Select Committee orally. If any written representations are received they will be circulated to the Committee.
- 5.6 If the Select Committee decides not to exercise its powers, it must notify the member of its decision and give reasons for it.
- 5.7 If the Select Committee decides to make a report or recommendation to the Mayor it must supply a copy of that report or recommendation to Councillor Owalabi--Oluyole, and may publish it.
- 5.8 If the Select Committee makes a report / recommendation to the Mayor, it must give written notice to the Mayor to consider it/them and to respond to the select committee

within 2 months, indicating what (if any) action he proposes to take, and to provide, a copy of that response to Councillor Owalabi-Olyole. If the select committee published its report/recommendations the written notice must also require the Mayor to publish the response.

- 5.9 The Mayor is under a duty to respond to any written notice within 2 months.
- 5.10 There are exceptions relating to confidential and exempt information.
- 5.11 The Equality Act 2010 (the Act) introduced a public sector equality 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.
- 5.12 In summary, the Council must, in the exercise of its functions, 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 those who do not.
- 5.13 The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for members, 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.
- 5.14 The Equality and Human Rights Commission has recently 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 : <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>
- 5.15 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty

- 5.16 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:
<http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

6. Crime and disorder implications

- 6.1 There are no specific crime and disorder implications

7. Equalities implications

- 7.1 There are no specific equality implications for this report per se; but there may be equalities implications arising from carrying out the action proposed by the Councillor Call for Action.
- 7.2 In the equalities impact assessment carried out as part of the Council's asset rationalisation programme, it was recognised that any closure of Parker House may have a disproportionately negative impact on people protected by the Equality Act under the provisions for 'race' and gender because people from black and minority ethnic groups and women were the predominant users of services operating from the building; By way of mitigating this impact, officers in Community Services had agreed to work with the occupants of Parker House to provide advice, support and reasonable assistance to aid their transition from Parker House before any closure. The officer response at Appendix B states that this help has been offered to AfCD but not taken up. The Head of Law has also reiterated this offer in writing recently.
- 7.3 The Mayor is due to receive a further report shortly on the Asset Rationalisation Programme, which will address Parker House and that report will contain equalities implications at that point.

8. Environmental implications

- 8.1 There are no specific environmental implications for this report
- 8.2 Parker House is in a critical state of repair and following the failure to secure a £1million lottery funded bid to refurbish the building the building has deteriorated further. There is little prospect of improving the site without significant capital investment for which robust plans have not been forthcoming from the occupants of the building. The Council is now seeking to address this.

Background documents:

Mayor and Cabinet (9 July 2008)

<http://councilmeetings.lewisham.gov.uk/Data/Mayor%20and%20Cabinet/20080709/Agenda/d8199103737c4d768203a1e675ec89dfItem7Assetspaper2.PDF>

Public Accounts Select Committee (9 February 2012)

(<http://councilmeetings.lewisham.gov.uk/documents/s7758/Item7AssetManagement090212.pdf>)

Mayor and Cabinet (22 February 2012)

(<http://councilmeetings.lewisham.gov.uk/documents/s8199/Asset%20Rationalisation%20Programme%20Final%20Proposals.pdf>)

Asset rationalisation programme equalities analysis:

<http://councilmeetings.lewisham.gov.uk/documents/s8201/Asset%20Rationalisation%20Appendix%20A.pdf>

Appendix A:

Prepared by Councillor Samuel Owolabi-Oluyole (Evelyn Ward)
With the **Proforma for referring a CCfA to a Select Committee.**

1. I am raising the issue of Parker House under the “**Councillor Call for Action (CCfA)**” procedure, as the ‘**CCfA**’ is a measure of last resort, once other approaches have been exhausted.
2. I’ve decided to exercise my **CCfA** discretion as a Ward Councillor because all my intervention in the Parker House matter with Council officers (including Alan Sweetlove) and cabinet members (for example Cllr Susan Wise, etc) since the period Heidi Alexander was Deputy Mayor and Cabinet Member for Regeneration, has met with no consideration of the socio-economic benefits to the people of Lewisham, of community projects run from Parker House by groups operating within the Third Sector of the economy. I have taken the matter up with the current Deputy Mayor and Cabinet Member for Regeneration but he also refused to consider the need for the protection of essential services provided by the Parker House groups for the benefit of about 90% of the most deprived and disadvantaged communities in Lewisham.
3. Another ‘*prudential*’ reason I’ve decided to exercise my **CCfA** power on the Parker House ‘closure’ is the fact that, Lewisham Council closed Lewisham Law Centre over five years ago and the Law Centre premises on Deptford High Street remain unused, as it is left there to rot away. Of what benefit to the public, financial or non-financial, has the closure of Lewisham Law Centre over five years ago been?
4. The coalition government has forced ruthless spending cuts on all local authorities, and in turn the political class in Lewisham, to which I belong, has instructed Council officers to identify areas of public fund wastage for spending cuts which will involve unpalatable exercise in council posts deletion, leading to increased unemployment rate in the borough and more Lewisham residents with increasing socio-economic problems that should be addressed by the projects being run from Parker House.

Can Council officers assure the public we all politicians profess to serve (not me in particular this time) that Parker House would not suffer the same fate as the Lewisham Law Centre building on Deptford High Street?

5. Action for Community Development (AfCD) as the main organisation in Parker House, now has **LEMP** and **CTDN** as ‘*associates*’ in their quest for the acquisition of Parker House through Community Asset Transfer.

LEMP (Lewisham Ethnic Minority Partnerships) has 48 other smaller groups with it, while **CTDN** (Capital Training and Development Network) runs the ***Neighbourhood Learning in Deprived Community*** which is ***a project of Community Education Lewisham***. Both LEMP and CTDN have agreed to work with AfCD.

Essential socio-economic projects run from Parker House by AfCD include:

Community Volunteering Project (*Volunteering & Work placement opportunities*):

for the Unemployed who need to learn new skills and do volunteering work in order to gain work experience.

Community Health Project (Health Promotions & Advocacy)

Docklands Training Centre:

ICT, ESOL, Health & Social Care, Security (SIA) training, Information Career Advice & Guidance.

Community Legal Centre:

Immigration, Welfare Rights & General Civil Matters.

If “**Eco computers**” had been approved for ‘Community Asset Transfer’ or any other form of ‘transfer’ – give it whatever name has been coined for the process, why can’t Parker House matter be resolved using the same or similar approach? If the ‘will’ was there, council officers and responsible cabinet members would have found a way as they did for **Eco computers**. This is what affected members of the community in the borough have been saying to me, but which they cannot say directly to the Mayor and council officers.

6. As an elected representative of the people, I’ve visited Parker House on several occasions to observe training sessions and other service delivery in there, and had the opportunity of exchanging words with service users who come from different ethnic backgrounds – from Peru, Colombia, Middle Eastern countries, people of oriental origins, etc, etc. I’ve used my faculty to understand the ‘*unspoken words*’ I’ve heard from those people, which subsequently informed my decision to invoke **CCfA**.
7. For Lewisham Council, the issue of Parker House should be a matter of conscience, as well as a matter for socio-economic and political consideration – as its closure will have serious adverse impacts on the unemployed, deprived and disadvantaged people in the community. It will affect people from different ethnic backgrounds.
8. I have been correctly informed that Unity Trust Bank has promised ‘in principle’ to provide a loan for **AfCD** to help with any shortfall of funds from the ‘Big Lottery’ or other grants. Funding application has been submitted to the ‘Big Lottery’ Fund.

This raises the hope that Parker House would be refurbished and all other expenses would be met, without the Council having to make any contributions. This should be the way forward for the future of Parker House.

9. In conclusion, I would remind officers and colleagues on the Council that, Heidi Alexander and I had attended Parker House meetings when Heidi was an Evelyn Ward councillor. Therefore, I was well aware of the whole saga surrounding the unfortunate non-utilisation of the £1million funding secured by the Council.
10. Pepys Community Forum (PCF) backed by Alan Sweetlove, wanted Parker House transferred to it and the £1million raised by the Council given to it as well, without involvement by the organisations using Parker House. The Voluntary groups occupying Parker House requested to be joined as partners with PCF with regard to the £1million lottery fund, but PCF insisted on going it alone. That was what happened, unless the Council had other internal reason/s that was not disclosed to me at that point in time, even though I am an elected representative of the people.

Appendix B:

Councillor Call for Action by Councillor Owolabi-Oluyole – Officer response

1. Parker House is a Council-owned, 5 storey office block, containing around 9,700 square feet of lettable space in Evelyn Street in the north of the borough. It has been occupied by a range of different voluntary and community groups in recent years. Occupants pay rent which theoretically covers the running and management costs.
2. For some years several community groups in the Deptford area had been interested in exploring the possibility of achieving a sustainable revenue resource through some form of community owned asset. The Pepys Community Forum had approached the Council on several occasions seeking support in realising this ambition. Their idea was based upon the concept of owning a property which had commercial value and renting out part or all of it in the commercial market to secure a revenue stream which would then enable the community groups to pursue their social purposes.
3. In November 2007, the Council submitted a first stage bid to the Big Lottery Community Asset Fund to refurbish Parker House in order to transfer the asset to a consortium of community organisations. An allocation of £1 million was agreed subject to successful progression of the project. The overall capital requirement even then was approximately £1.2 million.
4. To support the various stakeholders in achieving a viable collaborative working arrangement to develop a delivery plan the Council engaged an external consultant (Micah Gold Associates) to work with the community groups. In September 2008 a project delivery plan was delivered to the Big Lottery Fund. The Plan required co-operation between community stakeholders, namely Pepys Community Forum, Community Action 2000 and the occupants of Parker House. Despite considerable effort and support the community stakeholders eventually decided that they could not reach agreement between themselves on the governance arrangements for the project. The Big Lottery Fund withdrew their offer in September 2009.
5. In December 2009, Council officers met with representatives of AfCD, who were occupying Parker House and the newly formed Parker House Trust, a consortium of the occupants of Parker House. Officers explained that, given the capital investment needed at Parker House, the withdrawal of the BLF allocation would make it very difficult to produce a viable case for asset transfer. Officers explained that they would consider proposals but emphasised the need for a robust financial capital and revenue plan.
6. A draft plan was submitted to the Council by the Parker House Trust, which included AfCD in October 2010. It contained some revenue projections, but it did not address the capital investment required and this was the Council's main concern. The Council informed the Parker House Trust and AfCD of this and asked for the outstanding information on a number of occasions but it has not been satisfactorily provided by either.

7. In December 2011, as no such robust plan had been forthcoming in the previous two years, officers wrote to the occupants of Parker House to inform them of the Council's intention to close Parker House because of the high level of capital investment needed at the premises and that this would be referred to the Council's Public Accounts Committee as part of the Council's Asset Rationalisation Programme.
8. On 1st February 2012, officers met AfCD again to discuss the possibility of asset transfer to AfCD. They reiterated the capital investment requirements which now stood at approximately £1.6 million. It was made clear again to AfCD that without robust capital plans there could be no asset transfer and the Council would proceed to seek possession. Later that month the Mayor approved the Asset Rationalisation Programme.
9. Towards the end of February 2012, AfCD asked for financial details and the fire officer's report in relation to Parker House, and this was supplied.
10. On 22 June 2012, officers received a letter dated 16th May 2012 from AfCD asking for further costs breakdowns and the terms and conditions of asset transfer. In July 2012, the Council responded setting out maintenance costs, responding to queries about asset transfer and explaining that the Council does not consider Parker House suitable for asset transfer due to the substantial capital investment required and the £1 million failed Lottery Bid. It was made clear that if the AfCD did not swiftly come up with a deliverable strategy for securing the necessary capital funds, the Council would not be able to pursue the request for asset transfer.
11. As no such deliverable strategy was received in response to this letter, on 15 November 2012, the Council gave notice seeking vacant possession by 24th January 2013. On 23rd December 2012, AfCD wrote to the Council asking for 6 months to vacate, stating that the organisation was still seeking asset transfer and that an application had been prepared for BLF funding and an in principle agreement for a loan from Unity Trust Bank had been received and a quotation for refurbishment work was being sought. The Council has not seen any evidence that any bid for BLF has been approved or even submitted. These proposals were very vague and did not amount to a robust financial plan. Officers did not have confidence that to pursue the matter further would be successful. They did not have confidence in AfCD to deliver the capital investment and AfCD had been asked to prove otherwise. This latest information did not do so. Consequently, the Council agreed an extension to the notice period to the end of March 2013.
12. Councillor Owolabi in March 2013 submitted his call for action and following this on 12th April 2013, in an attempt to resolve the matter, officers met him. They explained why they thought Parker House is not suitable for asset transfer given the scope of capital investment needed and the failure of the BLF bid. Councillor Owolabi said that AfCD had made progress in securing funding and it was agreed that evidence of this needed to be provided urgently so that officers could assess whether there was a case not to dispose of the building. An email was sent to Cllr Owolabi confirming that such evidence was needed. No evidence has been received to date.

13. On 11th June 2013 officers wrote to AfCD requiring vacant possession by 12 July 2013 and giving guidance on seeking alternative premises. This date for giving vacant possession was subsequently amended to 18th July. AfCD did not pursue the offer of support to find alternative accommodation.
14. On 2nd July 2013, Cllr Owolabi wrote to dispute the contents of a briefing that had been given to members about Parker House and alleging that AfCD were being treated unfairly. In response, the Executive Director for Community Services wrote to the councillor on 18th July reiterating the officers' views in relation to community asset transfer, explaining how this situation differed from the libraries transfers and again requesting evidence of capital funding. She confirmed that the councillor call for action would be placed on the next agenda for the Overview and Scrutiny Business Panel.
15. Business Panel referred the matter to the Safer Stronger Communities Select Committee.
16. The councillor call for action refers also to property at 28 Deptford High Street, which was occupied by the Law Centre and has been vacant since they left. This property was declared surplus in February 2012 and it was intended to dispose of it to realise a capital receipt. However it is now proposed to retain the property with a view to securing a revenue stream, and this will be the subject of a further report to the Mayor shortly.

Parker House closure - Equalities Analysis November 2013



1. A full equalities analysis of the asset rationalisation programme was undertaken in February 2012. The report analysed the asset rationalisation proposals being considered by Mayor & Cabinet, including community facilities. The Equalities Analysis looked in detail at the impact of the closure of Parker House. Extracts relevant to Parker House are detailed in appendix 1.
2. The equalities analysis outlined the demographic make-up of users of the organisations present in Parker House as at February 2012 in order to understand the potential impact of the closure. This is the most recent demographic data available. There is not considered to have been any significant change in the profile of the users of these organisations since this time.
3. The equalities analysis found that closing Parker House would likely have an impact on a number of clients using the services provided; particularly BME (and specifically Black African and Caribbean) clients. The analysis does note, however, that the proposal was to close the building from which these organisations operate and not close the organisations themselves. It recognises that there will be a need for these organisations to relocate, and that alternative accommodation would mitigate against any negative impact.
4. The equalities analysis states that officers in community services will provide advice and reasonable assistance to aid the transition of these organisations.
5. Community Services officers have been working with the organisations over the last 18 months to offer advice, identify alternative premises and generally support the organisations in question to relocate. This support has included:
 - Meetings with the organisations to understand their needs and budget
 - Advice around alternative approaches such as sharing facilities and downsizing space requirements to widen opportunities available to them
 - Potential alternative premises have been identified and suggested to the organisations
 - Information on the council's commercial property database and own advertised lettings

Appendix 1: Extracts from the Asset Rationalisation Programme Equalities Analysis, February 2012

1. Introduction and summary

- 1.1 The aim of the Council's asset rationalisation programme is to ensure that the Council's buildings and other assets are fit for purpose. The delivery of the programme is also intended to make savings of £1m from the revenue costs of the

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corporate estate between 2012 and 2014.

- 1.2 Work to refine and finalise proposals for the rationalisation and reorganisation of the corporate estate has been in progress since outline proposals were presented to Mayor and Cabinet in November 2011.
- 1.3 As an integral part of the development of plans for the programme, officers have been considering equalities implications.
- 1.4 This report sets out the equalities analysis of the current proposals in order to inform the wider decision making process around the rationalisation programme objectives.
- 1.5 The report finds that, although the analysis process identified the potential for adverse impact in a number of areas, the recommendation to proceed with rationalisation proposals can be continued, taking into consideration the overall objectives of the programme and accounting relevant mitigating actions for adverse impacts.

2. The Equality Act

- 2.1 The Equality Act 2010 became law in October 2010. The Act aims to streamline all previous anti-discrimination laws within a Single Act. The new public sector Equality Duty, which is part of the Equality Act 2010, came into effect on the 5 April 2011.
- 2.2 The new equality legislation covers the following protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation. It also applies to marriage and civil partnership, but only in respect to eliminating unlawful discrimination and only in relation to employment. For more information on the protected characteristics, refer to Appendix 1.
- 2.3 The Equality Duty has three aims. It requires public bodies (including local authorities) when making decisions to have due regard to the need to:
 - I. eliminate unlawful discrimination, harassment, victimisation and any conduct prohibited by the Equality Act 2010
 - II. advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - III. foster good relations between people who share a protected characteristic and people who do not share it.
- 2.4 Lewisham's commitment to promoting equalities is held in partnership and at the highest level. Shaping our future – Lewisham's Sustainable Community Strategy establishes an overarching principle for all activity in the borough of 'Reducing inequality – narrowing the gap in outcomes for citizens.'
- 2.5 This commitment is reiterated in the Council's corporate priority to ensure that all of its services are delivered in an efficient, effective and equitable manner to meet the needs of the community.

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3. Community Premises

- 3.1 The premises at Parker House are used by local community organisations, who have submitted information relating to their clients and service users in February 2012. The organisations affected are the Lewisham refugee Network, Capital Training and Development Network and Action for Community Development. While the first focuses on a specific group within the community, refugees, the other organisations deal with varied members of the local community and offer a range of courses. Currently the groups do not collect all data relating to the protected characteristics specified in the Equality Act but what data they do collect has been included in this equalities assessment.
- 3.2 Lewisham Refugee Network (LRN) has stated that in terms of gender the majority of their clients are women who have child care responsibilities or are single parents. Their children go to school around the area and the proximity of the premises to the schools means parents can easily pick up their children from school after accessing LRN services. Some of the service users bring their children and use the crèche facility in the centre. Overall 79% of LRN service users attending Parker House are female. In light of this the impact of closing Parker House would have a negative impact on the female users and relocation to another area may prove difficult.
- 3.3 As the organisation focuses on refugees, the majority of their service users come from a BME and Asian backgrounds with some from the middle east. The predominant number of users are Somali, Vietnamese and French African; with the remainder coming from Sri Lanka and the Middle East and Arabic Countries. Studies undertaken by LRN show that almost 76% of refugees living in Lewisham are located in the north of the borough, especially in New Cross and Deptford. Parker House's location in Deptford allows refugees easy access to LRN's services.
- 3.4 Capital Training and Development Network (CTDN) provide support and training for other voluntary groups in the borough. They work with a range of community and voluntary organisations offering services to a diverse range of service users, including ESOL training; Employability Skills Training; Crèche provision and the premises is a Cambridge University ESOL examination centre. 68% of service users are women, especially for ESOL training, which aims to improve their employability prospects and hence become more economically independent. This is roughly in line with figure for adult learners in Lewisham for which 79% users are women.
- 3.5 The ethnicity of clients using CTDN are slightly higher for BME groups than the local areas demographics. 66% of users are Black or Black British which contrasts with 40% of the local community and 45% of adult learners from the same background. Similarly White British and White Other services users are under represented with 21% of clients compared to 44% of the local community and 37% of adult learners. Asian service users account for 13% of clients compared to 3.7% of the local population.
- 3.6 In terms of age the CTDN deal mostly with adult learners as their focus is on employability skills and the voluntary sector. 63% of clients are aged between 36 to 55, with only 28% between 16 and 35, and 9% over 55. This is comparable to the area demographics where the 30 to 59 age range account for 40% of the overall community and are the largest age cohort in the area, followed by the 15 to 29 and the over 59 age groups.

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- 3.7 Action for Community Development (AfCD) are a community capacity building organisation who aim to develop members of the community to bring about social and community improvement. Their focus is on the Black and Minority Ethnic community, who have migrated to the UK and those settled here on low incomes. They support the transition from dependency to productive sustainable living by offering comprehensive services to the BME community in the form of advice, information, casework, advocacy, counselling and training.
- 3.8 As the focus of this organisation is capacity building for BME members of the community, their clients are made up with a larger proportion of those ethnic groups. BME ethnicities make up 81% of the total clients. Of that number Black African service users making up the highest individual user group with 34% of clients followed by Black Caribbean and mixed Black groups with 14% and 10% of clients respectively. White and White British make up 19% of the clients using the service. Compared to the local area where BME groups make up 55% of the population, BME groups and Black African users make up a higher proportion of clients.
- 3.9 In gender terms there is an almost even split between male and female clients, with 53% and 47% respectively. This is broadly similar to the ward statistics which show a male/female population of 51% to 49% respectively. Regarding age, the greatest number of service users fall within the 26-45 age group with 66% of users coming from that age range. The 46-55 account for 16%, the 16-25 age range for 11% and the over 55 for 8%. These are proportionally similar in to the age breakdown of the local population though the individual percentages of population differ. The 30-44 age range are the highest population with 28% in the local community, followed by the 15-29 age range, 45-59, 60-74 and 75+.
- 3.10 Closing Parker House would be likely to have a negative impact on a number of clients using the services provided. Overall there are a higher number of BME and specifically Black African and Caribbean clients using the service from Parker House than reflected in the local area. This is due to the nature of the services offered and their target client groups being refugees and members of the BME community. Completely removing the services from the area would have a disproportionate impact on these ethnic groups.
- 3.11 There are a marginally higher number of women who use the services offered at Parker House than the ward profile. These figures broadly align with the numbers of women in adult education across the borough, which accounts for large number in education at the centre and also using the crèche facilities. Whilst female users would be more affected by the closure of Parker House, in terms of participation in adult learning women would not be significantly disadvantaged. Similarly, in terms of age there an adverse impact on clients using the service but as the numbers are broadly proportional to the ward demographics there will not be at a significant disadvantage for this protected characteristic.
- 3.12 The aim of the proposal is to close the building from which these organisations operate because it is not currently fit for purpose. The intention is not to close the organisations themselves. It will be necessary for these groups to relocate and officers will work with them to help identify alternative premises. Overall there would be a negative effect on the groups using these premises. However, the provision of alternative accommodation would provide mitigation against this impact.

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Equalities category	Assessment of potential impact – (positive/negative/nil)	Reason for this assessment
Gender	Negative/medium	79% of users of the Lewisham Refugee Network are women. 68% of CTDN users are women
Race	Negative/medium	Refugee network exists to support members of the refugee community – all are part of protected groups A disproportionately high number of CTDN clients are from Black, Asian and other minority ethnic groups. AfCD users from the black community
Disability	Negative/low	On average 16% of users identified themselves as being disabled, lower than the service average of 22% and similar to ward demographics for each Library.
Age	Negative/medium	Under 18s represented an average of 44% of service users in the five libraries compared to a service average of 39%. In addition some libraries had a larger proportion of older users than the service average. Overall this area was rated to have a medium impact due to the larger proportion of younger and older users who would be affected.
Sexual orientation	Negative/low	5% of service users identified themselves as being LGBT, in line with the service average of 6%.
Religion and belief	Negative/low	The religion of service users for each individual library was in proportion to the service average which in itself is similar to the ward profiles in each area. Roughly 60% of users identified as Christian, 30% stated no religion with Muslim service users accounting for around 5%.
Pregnancy/ Maternity	NA	NA
Gender Reassignment	NA	NA
Marriage/ Civil Partnership	NA	NA

Further Action

Officers in Community Services to provide advice and reasonable assistance to aid the transition from Parker House.

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4. Overall assessment

4.1 Following the scoping of the assessment and identification of potential areas for discrimination, analysis of data and research and consultation, the assessment has checked whether, in any of the areas identified:-

- there is unlawful discrimination
- there is an adverse impact on one or more equality categories
- the service fails to promote equality of access or opportunity
- some equality categories are, or may, be excluded from service benefits
- some equality categories are disadvantaged

4.2 The overall assessment is that the services covered in this assessment do not discriminate. Where adverse impacts have been identified they have been highlighted and mitigating actions have been proposed, in the context of wider decision making processes. There are also opportunities now and in the future to take actions which will ensure better access to service, and to ensure that services make a real contribution toward promoting equal opportunities through ensuring mobility and access for all.

5. Equality analysis: proposed actions

Community premises

5.1 Further work will be required to ensure that the users of Council buildings proposed for closure will be able to find suitable alternative office accommodation. Officers in Community Services to work with third sector organisations to provide advice, support and reasonable assistance to aid the transition from Parker House before its closure.

Appendix

1. Equalities analysis team

Kplom Lotsu	Project Manager Asset Strategy & Development
Edward Knowles	Service Manager - Strategy, Community Services Directorate
Paul Creech	Policy Officer, Community Services Directorate
Timothy Andrew	Project Officer, Regeneration and Asset Management

2. Protected characteristics

Available from the EHRC site online at: <http://www.equalityhumanrights.com/advice-and-guidance/new-equality-act-guidance/protected-characteristics-definitions/>

The following characteristics are protected characteristics

- age;
- disability;
- gender reassignment;
- marriage and civil partnership;
- pregnancy and maternity;

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- race;
- religion or belief;
- sex;
- sexual orientation.

Age

Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).

Disability

A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment

The process of transitioning from one gender to another.

Marriage and civil partnership

Marriage is defined as a 'union between a man and a woman'. Same-sex couples can have their relationships legally recognised as 'civil partnerships'. Civil partners must be treated the same as married couples on a wide range of legal matters.

Pregnancy and maternity

Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

Race

Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Religion and belief

Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

Sex

A man or a woman.

Sexual orientation

Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes

More in-depth definitions of these protected characteristics are available the Office of Public Sector Information website

Chief Officer Confirmation of Report Submission	
Cabinet Member Confirmation of Briefing	
Report for: Mayor	<input type="checkbox"/>
Mayor and Cabinet	<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)	<input type="checkbox"/>
Executive Director	<input type="checkbox"/>
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>
Part 2 <input type="checkbox"/>	Key Decision <input type="checkbox"/>

Date of Meeting	13 th November 2013
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Title of Report	Asset Rationalisation Programme – Update
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Originator of Report	Rob Holmans	Ext. 47908
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	X	
Legal Comments from the Head of Law	X	
Crime & Disorder Implications	X	
Environmental Implications	X	
Equality Implications/Impact Assessment (as appropriate)	X	
Confirmed Adherence to Budget & Policy Framework	X	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed:  _____ Executive Member

Date: _____ 5th November 2013 _____

Signed:  _____ Director/Head of Service

Date _____ 5th November 2013 _____

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

MAYOR AND CABINET		
Report Title	Asset Rationalisation Programme – Update	
Key Decision	Yes	Item No.
Ward	All	
Contributors	Director of Regeneration and Asset Management; Executive Director of Community Services, Executive Director of Resources, Head of Law	
Class	Part 1	Date: 13 November, 2013

†

1. Purpose:

- 1.1 This report sets out progress made in the delivery of the first phase of the Council's Asset Rationalisation Programme (2012 – 2014) as agreed by Mayor and Cabinet in February 2012. It also seeks further authority to progress specific proposals relating to the Town Hall building and 28 Deptford High Street.

2. Recommendations:

The Mayor is asked to:

- 2.1 note progress made in the delivery of the first phase of the asset rationalisation programme between April 2012 and September 2013;
- 2.2 agree to declare the Town Hall building surplus to operational requirements;
- 2.3 note the options considered for the Town Hall and approve the interim use approach;
- 2.4 subject to recommendation 2.3, delegate authority to the Executive Director for Resources and Regeneration to agree the final terms of any leasing arrangements relating to the Town Hall building;
- 2.5 note developments in relation to 28 Deptford High Street and 144 Evelyn Street (Parker House), in section 5.3;
- 2.6 note developments in relation to 98 Northover in section 5.5.

3. Policy Context:

- 3.1 The Council's vision is to work together to 'make Lewisham the best place in London to live, work and learn'. The key corporate strategic document is the authority's Performance Plan, which sets out the objectives, targets and performance of the authority and includes a section relating to asset management as a cross-cutting issue.
- 3.2 Lewisham's core values are to:
- Put service to the public first
 - Respect all people and all communities
 - Invest in employees
 - Be open, honest and fair in all we do.
- 3.3 The Council has identified ten enduring corporate priorities focused on the needs of local people. These include: Community leadership and empowerment; Clean, green and liveable; and Strengthening the local economy. The remaining, including further details of how the management of the Council's assets help deliver these priorities are summarised in the adopted Strategic Asset Management Plan (SAMP)2011-14. The SAMP and its work programme outlines how the Council's asset base is used to provide citizens with access to high quality local services, as set out in the Sustainable Community Strategy.
- 3.4 This SAMP is currently being reviewed in the light of the changing pressures and opportunities that exist for Lewisham. The work programme also includes a strand on asset rationalisation which seeks to generate new opportunities for asset use. The Council wants to ensure that its assets and social infrastructure are matched to current and future service requirements, meeting the broadest strategic objectives and delivering investment opportunities.

4. Background:

- 4.1 The Council's annual revenue spend on its operational corporate estate is circa £8.4m. Condition surveys and an ongoing review of data held on buildings in the corporate estate indicate that many of the buildings are in poor condition with high planned preventative maintenance (PPM) and response repairs. The survey also shows that a significant number of buildings are non-Disability Discrimination Act (DDA) compliant, requiring significant investment to make them compliant.
- 4.2 In light of the ongoing pressures on public expenditure, the Council has taken a critical look at its assets and operational requirements, particularly concerning the condition of its aging estate. Rationalisation of the corporate estate was required in order to realign service delivery strategies with service asset plans. This would ensure that the Council maintains a fit for purpose medium term public service infrastructure base, matching current and future service delivery. More urgently however, the rationalisation process was aimed at reducing the growing revenue expenditure on an aging and less-

than-fit for purpose operational corporate estate.

- 4.3 The key outcomes of the rationalisation programme are intended to be:
- 4.3.1 to develop a fit for purpose property infrastructure that maintains medium term service delivery objectives within the context of reduced public expenditure;
 - 4.3.2 to reduce the overall running cost of the Council's asset portfolio delivering savings of £1m between April 2012 and March 2014.
- 4.4 The programme focus was on 8 broad "service areas" : Libraries; Adult Education (Community Education Lewisham); Depots; Adult Day Care; Youth Service; Early Years and Children Centres; Community Premises; and Catford Civic Complex. For each service area the service delivery strategy was evaluated and its implications for property considered, leading to the development of initial proposals. The service proposals were mapped across the borough and consideration given to the geographical distribution of buildings, and whether options for future service co-location should be considered.
- 4.5 This approach enabled the Council to challenge whether the existing use should continue, be provided from an alternative location, or transferred to the voluntary and/or community sector. It is also designed to help identify alternative uses for assets and dispose of surplus or under utilised property as well as reconfigure or co-locate services; subject to the mapping exercise to identify the potential service and locality impacts.
- 4.6 Tailored service proposals were approved for delivery by Mayor and Cabinet in February 2012 following review by the Public Accounts Committee. The following section aims to provide an update on the delivery of the programme to date.

5 Update:

- 5.1 The structure of the update is based on the 8 services considered as part of the programme. This section provides a synopsis of what was agreed and progress against each service proposal. The financial implications are set out in section 6.

5.2 Libraries:

- 5.2.1 The Libraries service proposal includes the withdrawal of asset management functions from 5 libraries across the borough. These are Blackheath, Crofton Park, Grove Park, New Cross and Sydenham Libraries.
- 5.2.2 These proposals have been largely implemented with the relinquishing of the lease at Blackheath library and the lease of Crofton Park, Grove Park and Sydenham Libraries to Eco-Computers. The grant of a lease to Bold

Vision for their use of New Cross Library is still being progressed, however a licence has been agreed for their current use.

5.3 Community Facilities:

5.3.1 Three assets were impacted by the community facilities proposals, namely, 106 Wells Park Road, 28 Deptford High Street and 144 Evelyn Street (Parker House). Two sites 106 Wells Park Road and 28 Deptford High Street were vacant at the start of the programme and were declared surplus to operational requirements and agreed for disposal. The third Parker House was occupied at the time by a number of community groups and it was agreed that officers work with occupants to help identify alternative accommodation.

5.3.2 Mayor and Cabinet will see that there is on this agenda a report entitled "Referral from Safer Stronger Communities Select Committee - Councillor Call for Action - Parker House". That report deals with Parker House and a Councillor Call for Action made in relation to it. The Head of Law advises that an application for judicial review has been issued by occupants of the building and that the parties have agreed that the proceedings be stayed, and that the Council will not seek to evict the occupants prior to a date early in the New Year. If the matter is not resolved and in order to protect the Council's position, the Council intends to apply for the claim to be struck out. Because of the proceedings and the stage they have reached, officers advise that it would be precipitate to make any decision now about the future of Parker House in the context of this report. A further report will be brought back at the appropriate time. "

5.3.3 As part of an ongoing review of the disposal programme, officers are recommending the retention of both 106 Wells Park Road and 28 Deptford High Street in the corporate estate. It is proposed that the former is returned to its earlier housing use, and the latter added to the commercial portfolio to generate a revenue income stream to take advantage of the growing asset values in that area brought about by the ongoing regeneration of the areas around the High Street.

5.4 Adult Education:

5.4.1 The proposal for Adult Education includes the closure of the Kirkdale Centre and for an increased drive towards the shared use of facilities.

5.4.2 The Kirkdale Centre closed in August 2012 following the outcome of the pre-closure consultation. The closure means there is now a 3-centre offer of adult education services in the borough at Brockley, Granville Park and Grove Park.

5.5 Adult Day Care:

5.5.1 The service strategy for adult day care is interconnected with the adult

social care transformation programme and the national personalisation agenda. The service is leading a project to look at the future day care needs of service users in the borough and to explore options that achieve personalised services in more appropriate settings. Rationalisation of the six buildings the current service operates is being considered as part of this agenda and may lead to a consolidation of a number of buildings.

5.5.2 As part of the current rationalisation proposals, South London and Maudsley (SLaM) offered to withdraw from the Northover Support Centre at 98 Northover and to relocate to Dillwyn Close in Sydenham as part of their asset consolidation exercise. Discussions are ongoing on the timeline for implementing the withdrawal which is now likely to take place in 2014-15.

5.5.3 Given the uncertainty thus far around the proposed relocation, it is not felt that savings attached to their withdrawal should be considered as part of the first phase of the programme. Officers will continue to work with SLaM with a view to realising the savings in a future phase of the programme.

5.6 Early Years and Children Centres:

5.6.1 The Early Years and Children Centres proposal affected 4 sites. Amersham Vale, Rushey Green, Ladywell and Honor Oak Early Years sites.

5.6.2 Amersham Road Early Years Centre is closed and is currently being marketed for nursery provision. It is hoped that the unit will be let by the end of the current financial year so the full savings can be realised from the start of the new financial year in 2014. The Ladywell proposal only relates to a number of rooms within the Ladywell Early Childhood Centre site equating to approximately 25% of the projected savings from the agreed proposal. The vacant rooms will be marketed for a commercial offer at the site. At Honor Oak and Rushey Green, heads of terms have been agreed for full insuring and repairing leases for nursery provision and occupation is currently under tenancy at will arrangements.

5.7 Youth Service:

5.7.1 The youth service strategy agreed by the Mayor in February 2012 did not imply the closure of any of its youth centre sites across the borough. However, a recent review into Youth Service provision across the borough has impacted two youth service sites – Grove Park and Oakridge Road Youth Centres, both of which have now closed. Options are now being considered for their use including a potential redevelopment opportunity of at least one of the sites.

5.8 Depots:

5.8.1 Until recently, the Council operated from two depots, Old Road and Wearside Service Depot. As part of the strategy for depots all activities have been consolidated into the Wearside depot site.

5.8.2 The Old Road Depot site was declared surplus to requirements and approved for disposal under delegated authority to the Executive Director for Resources and Regeneration as part of the February 2012 M&C report. The site is now on the disposal schedule and options are being considered for the best means of disposing of that asset.

5.9 Catford Complex:

5.9.1 A change programme to implement greater flexible working, together with the reductions in staff numbers in light of operational savings provided an opportunity to review the way staff occupy and use Laurence House, the Town Hall Chambers and Eros House to enable the closure of the Town Hall. The programme of staff moves from the Town Hall was completed in May 2013, following which the building ceased to be an operational office for staff.

5.9.2 The closure of the Town Hall is expected to generate revenue savings of approximately £600k on the basis of the Town Hall being mothballed. This estimated savings is a significant proportion of the targeted savings of £1m from the asset rationalisation programme.

5.9.3 The mothballing process has now been completed by improving the security of the building, carrying out a number mechanical and electrical adaptations and changing access arrangements to the Civic Suite. The closure has also meant that the function of a 24hr access point for the complex has now been moved from the Town Hall to the Civic Suite.

5.9.4 The asset rationalisation programme assumed a mothballed Town Hall for a period of up to five years while the future plans for the site are explored as part of the wider Catford regeneration programme. Although a mothballed Town Hall had been assumed at the start of the programme, two alternative options of demolition and “meanwhile or temporary” use have been explored during the course of the delivery of the programme. A summary of all three options are set out below together with a recommendation of which option officers believe provides best value in the context of the evolving plans for the site and Catford as a whole.

5.9.5 It is however, important to note that the Catford Plan currently identifies the site for longer term use as the Council’s civic presence in Catford. Whilst this is a planning framework assumption and could be altered if an urban design/viability case for other uses could be made, this is the information on the site that is currently publicly available. The decision to include the Town Hall site as the proposed civic area was considered at the M&C meeting on 14th November 2012.

5.9.6 The narrative on the options and possible risks presented below are therefore based on linkages of the site to the future plans of the Catford town centre. It is also based on an assumption that the site may not be required for regeneration purposes for a period of up to 5-years. This assumption has been formulated on a balance between the current

timescale projections for the delivery of the regeneration programme, and the need to provide potential tenants with a term that is commercially attractive.

5.9.7 Town Hall Options Analysis:

5.9.7.1 The Town Hall is currently closed and mothballed. This approach has been designed to undertake minimal adaptations to the building and key services that ensures that the building can be reverted to operational use at minimum cost should the need arise. Essentially, this approach involves adaptations to the hot and cold water and heating services to the building and also includes fire alarm, PA and intruder alarm system and security system improvements (CCTV and installation of lattice style shutters at low level etc).

5.9.7.2 Much of the work involved in mothballing the Town Hall has been completed except the decommissioning of the corporate IT infrastructure linked to the building, which is currently being delivered in conjunction with the works to Catford Broadway.

5.9.7.3 Option 1: Continue with mothballing

- a) This option allows for the continued use of the Town Hall as a storage or archiving unit for the Council complex. However, the main disadvantages of this approach are;
- the cost of year on year cost to the Council of maintaining the building in a mothballed state. This is estimated at approximately £200k a year.
 - ongoing security risks
 - empty asset draws attention and does not contribute positively to furthering the activity and diversity in the Catford area.

5.9.7.4 Option 2: Demolition

- a) The Town Hall complex includes the Town Hall Building, Civic Suite, Broadway Theatre and the Town Hall Chambers. The buildings are intrinsically linked via service distribution with the Town Hall being a hub for key services such as heating and some electrical services. Therefore, segregation of the buildings holds a complex set of considerations and requires a number of options to be considered, the two most feasible of which are considered to be demolishing the main Town Hall building with the basement plant room remaining in situ or a full demolition including service re-provision.
- b) The demolition option has the following advantages;
- Removing all on-going liability for the building

- Providing a clear site for future development
- c) However this option has a number of associated risks and issues including;
- An inability to progress until post March 2014, when the Catford Broadway public realm works complete due to site constraints
 - No future use being identified for the cleared site
 - Cost of temporarily securing and maintaining this area and the inherent issues that are likely to ensue
 - Need to find an alternative archiving solution for Council
 - Does not contribute positively to furthering the activity and diversity in the Catford area.

5.9.7.5 Option 3: Interim Use

- a) This option proposes a temporary use of the Town Hall building for a period of up to five years while detailed proposals for the regeneration of the town centre are developed. An interim use could support the town centre economy during a period of change, create additional and more diverse enterprise and employment opportunities and provide the opportunity to test new ideas and create interest for the longer term plans of the town centre. Officers have carried out some initial soft market testing with a number of private and third sector organisations who have expressed an interest in occupying the building on a short-term commercial basis while the future plans for the Town Centre continue to be developed. A feasibility report on potential interim uses was also carried out by Meanwhile Space. However, such discussions are at a preliminary stage and require further development, subject to the approvals sought in this report.
- b) While on the one hand the discussions showed that there is a large number of very small enterprises in the borough and a healthy demand for small workspace and startup units including Livework space, there is an almost equal level of interest from medium- sized, local and regional businesses willing take up large sections of the building. Several large scale creative industry businesses and business incubator organisations have also expressed an interest in leasing space in the building. The “soft market test” carried out by officers suggests that there is interest for use of the Town Hall on an interim basis. This means an interim use of the building could be found that ensures compliance with the council’s requirements to achieve “best consideration” or “best value” for the use of its assets as appropriate.

- c) There are a range of potential management structures that could be utilised to deliver an interim use of the Town Hall, which all have specific associated risks and benefits. These options broadly fall into 2 categories; the Council directly leasing space to commercial tenants and the Council leasing the building to a third party to manage. The most appropriate means will be determined by a full marketing exercise and detailed discussions regarding 'heads of terms'.

5.9.7.6 On the basis of soft market testing carried out to date, and the interest generated, officers recommend marketing the building with the view to securing a lessee on an interim basis while the Carford programme continues to be developed. The proposed lease will be on a full repairing and insuring basis placing those obligations on the lessee along with suitable commercial terms.

5.9.7.7 If agreed and a lessee is found, there is the potential to realise the full savings from the annual running cost of the Town Hall including the current mothball cost of approximately £200k. There is also the potential to generate an income stream from a commercial letting arrangement.

6. Financial Implications:

- 6.1 The current annual revenue cost of running the operational corporate estate is circa £8.4M met from the Corporate Asset Services budget. The Asset Rationalisation Programme has been designed to deliver savings of £1m as part of the Council wide savings set out in the budget report to Council REG01 (£0.5m in 2012-13, £0.5m in 2013-14) in March 2011.
- 6.2 The current rationalisation process has highlighted a number of buildings that the Council no longer needs for operational purposes. For the Council to achieve revenue savings in respect of those buildings it will need to dispose of them, or find alternative uses where the council no longer has financial obligations for them and in some cases may be able to derive new revenue income from alternative users to support the delivery of corporate services elsewhere.
- 6.3 As summarised in 6.1 above, the Council budgeted to achieve savings of £1m from this programme. However, the programme had a projected savings of £1.4m over the same period. The following is a breakdown of savings as agreed by the Mayor in February 2012 (table 1).

Table 1: Agreed Savings

Service Area	Agreed Savings Profile			
	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000
Libraries	246	0	0	246
Community Premises	61	0	0	61
Adult Education	80	0	0	80

Adult Day Care	0	61	0	61
Early Years	145	130	0	275
Youth Service	0	0	0	0
Depots	8	0	0	8
Catford Complex	0	669	0	669
Total	540	860	0	1,400

- 6.4 Complications in the delivery of a number of the service strategies have impacted on the timeline for achieving the full savings from the programme. The Adult Day Care, Early Years, Community Facilities and Catford Complex strategies have suffered major delays and changes. This has meant that the target savings has had to be re-programmed over 3-years instead of the agreed 2-years. The complications have also meant that some of the projected savings have had to be revised and some are no longer achievable.

Table 2: Revised Profile

Service Area	Revised Profile			
	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000
Libraries	211	35	0	246
Community Premises	34	15	35	84
Adult Education	66	14	0	80
Adult Day Care	0	0	0	0
Early Years	66	97	28	191
Youth Service	0	0	0	0
Depots	8	0	0	8
Catford Complex	0	559	51	610
Total	385	720	114	1219

- 6.5 Allied to the direct savings set out above are the condition related costs of the identified buildings which would have needed to have been carried out if the buildings remained in the Council's portfolio of operational buildings. The 5-year estimated cost of the DDA works and condition backlog attached to the affected buildings is £9m (2007 stock condition survey report). This represents further savings on the revenue and capital cost for the estate.
- 6.6 As noted above, this report provides an update on the delivery of the 2012-14 asset rationalisation savings, some of which has had to be re-profiled into 2014/15 due to complications in the delivery of a number of service strategies. A further £0.5m of asset rationalisation revenue saving has been agreed for 2014/15 and this will be subject of a further report setting out how that will be achieved. In addition, £0.55m of general departmental savings for 2014/15 were previously agreed and some of this may be achieved through further asset rationalisation initiatives which will then be subject to a further report to M&C.

7. Legal Implications:

- 7.1 Section 3(1) of the Local Government Act (1999) (LGA 1999) places a duty

upon the Local Authority to make arrangements to secure continuous improvement in all of its services, having regard to a combination of their economy, efficiency and effectiveness.

- 7.2 Any proposal to dispose of an asset will need to be dealt with in accordance with the relevant statutory framework and the Council's own internal approval processes at the appropriate time.
- 7.3 The Equality Act 2010 (the Act) brings together all previous equality legislation in England, Scotland and Wales. The Act includes a new public sector equality duty (the equality duty or the duty), replacing the separate duties relating to race, disability and gender equality. The duty came into force on 6 April 2011. The new duty 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.
- 7.4 In summary, the Council must, in the exercise of its functions, 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 those who do not.
- 7.8 The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the Mayor, 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.
- 7.9 The Equality and Human Rights Commission has recently 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: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>
- 7.10 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making

3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

7.11 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

8. Human Resource Implications:

8.1 There are no direct HR implications arising from this report. Specific implications arising as a result of the approved service strategies, particularly relating to the more intensive use of Laurence House will be addressed in the design of the change management programme at implementation phase.

9. Environmental Implications:

9.1 There are no direct environmental implications arising from this report however, sustainability is a core consideration in the Council's response to asset management and encompasses all aspects of sustainability.

9.2 In relation to the Town Hall in particular, the environmental implications are considered to favour keeping a building which is currently in good condition occupied rather than allow it to fall into disrepair.

9.3 The purpose of consolidating staff into Laurence House was to move towards modern and efficient ways of working and release office space for occupancy by other organisations or closure to reduce capital and revenue costs and reduce the Council's carbon footprint.

10. Equalities Implications:

10.1 The implementation of the final proposals gave rise to the need to consider the equalities implications on service users. A full Equalities Analysis Assessment was carried out for the delivery of the programme.

10.2 The Assessment was conducted using the 8 service areas identified under the programme. For each of the service areas, the extent to which the delivery of the service proposal would differentially affect people in the community on the basis of their gender, race, disability, age, sexual orientation, religion/belief, pregnancy/maternity, gender reassignment and marriage/civil partnership was considered.

10.3 The Equality Analysis Assessment concluded that the delivery of some of the proposals through closure of buildings would have an adverse impact on users of those buildings but that they would not lead to unlawful discrimination. Where adverse impacts were identified, specific measures were put in place to help mitigate their impact. For example, in the case of 144 Evelyn Street, officers agreed to help the affected groups find alternative accommodation.

11. Crime and Disorder

11.1 There is no crime and disorder implication arising from this report except in the case of option 1 for the Town Hall. If the building is left empty the building would likely be targeted for graffiti and vandalism and security costs would be considerable. Additionally, the positive effects for local businesses and commerce of the building being occupied would be lost.

12. Corporate Asset Services Implications:

12.1 The direct property implications are reflected in the various service strategies and the financial implications of the report.

12.2 More generally, the work undertaken to develop programme and its delivery to date has challenged services to identify their future needs given the current funding available to their services. As the delivery suggests, this is not an easy or linear process reflected in the complications in achieving the related savings. A key working objectives is to ensure greater transparency in the cost of delivering Council services, fully including the use of assets.

12.3 Given the challenges Lewisham Council faces, it is seeking greater efficiency in the use of its corporate estate.

12.4 Rationalisation will also create opportunities to improve existing buildings or deliver new facilities particularly in areas of population growth, most likely to be in Deptford, New Cross and central Lewisham. An emerging accommodation strategy and asset management plan will be integral to any future rationalisation programme.

13. Conclusion

13.1 Although the programme largely remains on track, delivery has been challenging primarily due to complexities in delivering specific service strategies. These complexities have meant that, although the programme's primary aim of reducing the revenue spend on the corporate estate by £1m remains achievable, a number of changes have had to be incorporated to fully deliver the proposals.

- 13.2 A key change relates to the immediate future of the closed Town Hall building. A mothballed Town Hall was the base position for proposals relating to the Catford complex. However a soft market test has shown that there is potential for income generating interim uses for the building while the Catford programme to which it is linked continues to be developed. Three options were considered as part of an options appraisal: mothball, demolition and interim or meanwhile use of the building.
- 13.3 Of the three options considered above, demolition is considered to be unnecessary, costly and unviable. The preferred option is to lease the premises as long as a base case of improving on the annual mothball costs can be obtained. Depending on level of demand and the time it takes to lease the building and achieve best consideration, the leasing aim will be to strive to achieve somewhere between cost neutrality and surplus revenue to help fund services. A real opportunity exists to provide a greater diversity of 'offer' and economic activity in Catford, thus helping to further the regeneration aims of the council for this hugely important area.

List of Background documents

Short title of document	Date	Contact
Asset Management Plan 2010-13 - Update	Dec 2010	Kplom Lotsu
Strategic Asset Management Plan 2011-14 Report	Feb 2011	Kplom Lotsu
Strategic Asset Management Plan 2011-14 Report	Apr 2011	Kplom Lotsu
Asset Rationalisation Programme - Update	July 2011	Kplom Lotsu
Asset Rationalisation Programme - Public Accounts Committee	Oct 2011	Kplom Lotsu
Asset Rationalisation Programme – Mayor and Cabinet	Nov 2011	Kplom Lotsu
Asset Rationalisation Programme: Final Proposals - Public Accounts Committee	Feb 2012	Kplom Lotsu
Asset Rationalisation Programme (Update) - Public Accounts Committee	April 2013	Kplom Lotsu

If you would like further information on this report please contact Kplom Lotsu, Programme Manager on extension **49283**

Chief Officer Confirmation of Report Submission		
Cabinet Member Confirmation of Briefing		
Report for: Mayor		<input type="checkbox"/>
Mayor and Cabinet		<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)		<input type="checkbox"/>
Executive Director		<input type="checkbox"/>
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>	Part 2 <input type="checkbox"/>
		Key Decision <input checked="" type="checkbox"/>

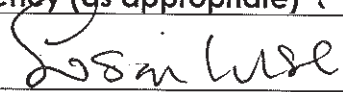
Date of Meeting	13 th November 2013
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Title of Report	Excalibur Phase 3 CPO
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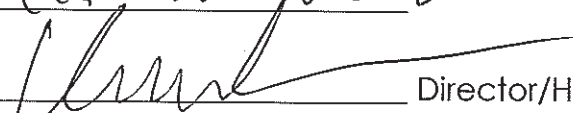
Originator of Report	Rachel George	Ext. 49701
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	x	
Legal Comments from the Head of Law	x	
Crime & Disorder Implications	x	
Environmental Implications	x	
Equality Implications/Impact Assessment (as appropriate)	x	
Confirmed Adherence to Budget & Policy Framework	x	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed:  Executive Member

Date: 14th November 2013

Signed:  Director/Head of Service

Date: 14/11/2013

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

Mayor and Cabinet			
Report Titles	Regeneration of Excalibur Estate – Phase 3 CPO		
Key Decision	Yes		
Ward	Whitefoot		
Contributors	EXECUTIVE DIRECTOR FOR CUSTOMER SERVICES, EXECUTIVE DIRECTOR FOR RESOURCES & REGENERATION, HEAD OF LAW		
Class	Part 1	Date	13 November 2013

1. Summary

- 1.1 On 17th September 2010, Mayor and Cabinet agreed that the Council proceed with the regeneration of Excalibur in partnership with L&Q. This followed on from the positive ballot of residents that took place in July 2010 and also following the subsequent statutory Section 105 consultation that was carried out in September 2010.
- 1.2 Phases 1 and 2 have been undertaken together. The Council bought back 7 freehold interests and has re-housed all but 1 tenant by agreement. The Council has agreed an overarching financial model and Development Agreement with L&Q and obtained consent from the Secretary of State to dispose of the site to L&Q (following Mayor and Cabinet approval). The final tenant is in the process of moving and legal action is being taken to ensure vacant possession. The site is currently being hoarded prior to demotion and building works taking place which are to commence once Planning conditions have been met.
- 1.3 Phase 3 of the scheme is now underway with the tenant decant starting in April 2013. The Council and L&Q have builder Denne in place for Phases 1, 2 and 3. Phase 1 and 2 build is due to be complete in Spring 2015, with the new rented homes then available for tenants in Phase 3. When vacant, the Phase 3 site will then be ready for demotion and the next Phase of building works. In order to meet this timetable, the Council is required to provide vacant possession of the Phase 3 site in the Spring of 2015. To ensure this is possible, Officers are seeking authority to proceed with a Compulsory Purchase Order in respect of the land comprising the Phase 3 site

2. Purpose of Report

- 2.1 To update Mayor and Cabinet on the progress of the Excalibur Regeneration Scheme.

- 2.2 This report seeks authority to proceed with all necessary statutory procedures to obtain a Compulsory Purchase Order (CPO) for the compulsory acquisition of all interests in the land and buildings, other than those interests already in the ownership of the Council, within Phase 3 of the Excalibur regeneration site, which is shown by a thick black verge on the plan attached as Appendix 1.

3. Recommendations

It is recommended that the Mayor:

- 3.1 resolves to make a Compulsory Purchase Order in accordance with Section 17 of Part II of the Housing Act 1985 and the Acquisition of Land Act 1981, for the compulsory acquisition of all interests in the land and buildings known as Excalibur Phase 3, the site of which is shown by a thick black verge on the plan attached as Appendix 1, other than those interests already in the ownership of the Council;
- 3.2 delegates authority to the Executive Director for Resources and Regeneration, in consultation with the Head of Law, to determine the final extent of the land to be included within the Compulsory Purchase Order provided that the Compulsory Purchase Order shall not include any additional land outside the area shown by a thick black verge on the plan attached as Appendix 1;
- 3.3 authorises the appropriate Chief Officers to take such other action as may be necessary to make, obtain confirmation and effect the Compulsory Purchase Order and to acquire all interests under it; and
- 3.4 delegates authority to the Executive Director for Resources & Regeneration (in the event that the Secretary of State notifies the Council that it has been given the power to confirm the Compulsory Purchase Order) to confirm the Compulsory Purchase Order if the Executive Director for Resources & Regeneration is satisfied that it is appropriate to do so. The re-development of the Excalibur estate contributes to key national objectives, particularly in meeting the decent homes standard and increasing the supply of affordable housing.

4. Policy Context

- 4.1 The scheme supports Lewisham's Sustainable Community Strategy by setting out a framework for improving residents quality of life. This approach is borne out in the innovative design proposals of this scheme, especially towards the 'Clean green and liveable' priorities to increase the supply of high quality housing to accommodate the diverse needs of the population.

- 4.2 The Council has outlined ten corporate priorities which enables the delivery of the Sustainable Community strategy. The proposals for the re-development of the Excalibur Estate addresses the corporate priorities to provide decent homes for all, to invest in social housing and affordable housing in order to increase the overall supply of new housing. The scheme would also develop opportunities for the active participation and engagement of people in the life of the community.
- 4.3 The scheme supports the aims of Lewisham's Housing Strategy 2009-2014 'Homes for the future, raising aspirations, creating choice and meeting need' and would deliver on its main themes of 'People, homes and places and Quality and sustainability'
- 4.4 The scheme would increase local housing supply and by introducing a range of housing types and tenures for a range of income households, the scheme would help to widen housing choice. By obtaining funding from the HCA and using Council owned land for the purposes set out here, the Council is engaging with delivery partners and making the best use of available resources. The current proposals would deliver 61% affordable units and 39% family sized units (including 2 bed 4 person houses) across the scheme. A key principle of the scheme is to make the new development a desirable place to live, supporting the strategic objectives around design quality and safety, accessibility and improving environmental performance.

5. Background and Resident Involvement

- 5.1 There is a long history of the Council working with the Tenant Management Organisation and other groups of Excalibur residents on the future of the prefab estate. This has included consultation groups and events, surveys and working with independent tenant advisors as detailed below.
- March 2002 – Council workers start to meet with Excalibur TMO and its Transfer of Ownership committee, pursuing a Stock Transfer option
 - September 2003 PPCR survey undertaken to explore views on future ownership of the estate
 - December 2003 Options Appraisal Steering Group established by LBL to ensure residents were at the heart of the process
 - January 2004 Savills Stock condition survey said that 100% LBL homes non-decent
 - July 2004 weekly meetings take place and open day planned. Meeting with PPCR held
 - In November 2004, Minutes of the Stock Appraisal Steering Group record that Excalibur was keen to get on the ODPM's stock transfer list for January 2005.
 - December 2004 visit to Family HA, Presentation HA, Hyde HA and Aragon HA. Letter sent to Adams Consulting re: tests on the

prefabs of wall, floor and roof content. Signed off framework application for ODPM programme.

- January 2005, LBL submit application for the ODPM Housing Transfer Programme
- March 2005 residents group accepted Adams Consulting tests costs needed to bring homes up to DHS.
- April 2005 ITAs interviewed – Solon appointed
- June 2005 – Report to Mayor & Cabinet about Lewisham’s Decent Homes Strategy recommended M&C to note the transfer programme bid highlighting that members of the co-op had been exploring alternative ownership and management models for over two years and they fully backed the bid.
- Autumn 2005 - Tenants against proposals hold Special General Meeting, Freeholders subcommittee held. Special general meeting held. Way Forward Group set up and meeting held. Management Committee minutes say Transfer of Ownership group to continue. Way Forward Group meeting. Open day held.
- November 2005 Report to Mayor and Cabinet – Lewisham Decent Homes Strategy recommending M&C to agree contingency for the Excalibur Co-op. Reports that Surveyors reports have made it clear that refurbishment of existing properties does not represent value for money. The ODPM has made it clear to the authority that they will not provide gap funding for any scheme that does not represent value for money. Residents, working closely with their independent tenants’ advisors and technical advisor, have concluded that redevelopment of the estate is the only option remaining in order to meet the Decent Homes standard. A new group of resident, comprised of TMO committee, freeholders and non-committee residents has been established to progress this proposal.
- December 2005 – TMO sacks Solon as ITA
- January 2006 – Bungalow Estate Newsletter goes out introducing Way Forward Group and reiterating to residents refurbishment not an option
- February and March 2006 visits to HA’s
- April 2006 RSL selection due to take place but Way Forward Group unable to make a decision
- May 2006 Way Forward Group meeting held with LBL to discuss ‘breakdown’ of relations with WFG, TMO, Solon and how will affect deadlines (check)
- June 2006 TMO commission TPAS to do survey of estate
- October 2006 Council made aware of a residents Vision Panel
- November 2006 meeting held with TMO, Vision Panel and LBL Officers and councillors to discuss re-engaging
- December 2006 new project officer starts work with Vision Panel on RSL selection
- February 2007 – PWC presentation to Excalibur TMO Working Party about the principles of gap funding.
- April 2007 – L&Q recommended by residents as preferred RSL partner for redevelopment and appointed by M&C.

- July & August 2008 – stage 1 consultation on offer document takes place.
- October 2008 – Ballot deferred following imminent listing decision.
- March 2009 – DCMS list 6 properties
- April 2009 – February 2010 - scheme redesign in order to accommodate listed properties and economic downturn, funding sought to make revised scheme deliverable.
- February 2010 – HCA confirm that funding could not be made available to a stock transfer, only a regeneration scheme. Residents are consulted, results of which are fed back in a report to Mayor and Cabinet.

5.2 At the Mayor & Cabinet meeting on March 24 2010, the unprecedented decision was taken to offer residents a ballot on the regeneration proposals. Residents were informed that, in the event of a 'yes' vote, the Council and L&Q would work together to deliver the regeneration of Excalibur. In the event of a 'no' vote, residents were informed the regeneration proposals put forward by L&Q would not go ahead.

5.3 In July 2010 Lewisham Council, through the independent Electoral Reform Services Ltd, conducted a confidential Ballot of residents. The Ballot was offered to resident tenants and freeholders whose primary home would be demolished in the proposals. In total, 224 Ballot papers were sent out.

5.4 Residents eligible to vote were asked 'Are you in favour of the regeneration of the Excalibur estate as proposed by L&Q?' Residents were given two options to answer. Out of the 224 possible votes, 203 (90.6%) were returned. A total of 56.2% of residents supported the re-development of the Excalibur estate as proposed by L&Q. This meant that if the 21 who did not vote, had voted 'No', there still would have been more residents that wanted the re-development to go ahead.

5.5 Following this, the Authority was required to carry out statutory Section 105 consultation with secure tenants affected by proposals. At the closing of the consultation period a total of 38 responses had been received from secure tenants, which represented a 21% response rate. 23 of the responses were classified as opposed to the development while 4 were in favour and 11 were neutral. The responses to the Section 105 consultation were reported to Mayor & Cabinet on 17 November 2010 and, having considered the responses and the Equalities Impact Assessment, the Mayor agreed that the Council should seek to achieve the redevelopment of the Excalibur estate in partnership with L&Q.

5.6 On the 18th January 2012 Mayor and Cabinet agreed a change to the phasing of the scheme. 3 prefabs from later phases are now in the current decant phase so that the sites of these properties can be included in the Phase 1 build site. Mayor and Cabinet agreed this on

the basis of a second Section 105 consultation that took place with residents. A total of 4 responses were received in time to be included. The 4 responses represent a 6% response rate (of the total 140 secure tenants remaining on the estate). 3 were in favour of the proposed change and 1 was neutral, there were no objections.

Stock Condition and Financial Options

- 5.7 A stock condition survey was carried out in 2004 by Savills, which showed that 100% of the tenanted properties did not meet the decent homes standard. The stock condition survey identified that none of the properties on the estate meet the decent homes standard and a total of £8.4m would be required over the next 30 years to deal with catch up repairs, future programme renewals, improvements, contingent major repairs, related assets and the removal of asbestos. Their non-traditional construction means they require extensive structural work to over-clad the properties to improve thermal insulation and extend the life of the properties.
- 5.8 In November 2005 Mayor and Cabinet noted the progress of the Excalibur scheme which had been progressing a proposal to achieve the decent home standard through refurbishment and stock transfer. Following extensive investigations the report concluded that the properties were uneconomical to refurbish. A study by specialist consultants Adams Consulting had concluded that the cost of refurbishing individual properties to the decent home standard was of the order of £65k each, giving an estimated estate refurbishment cost of £9.88M. The report also highlighted concerns over the potentially compromised lifespan of the refurbished buildings. It stated that there is the potential with refurbishment that maintenance problems will be concealed, or that the life cycle of the new elements will not be realised due to the underlying reduced potential of the existing elements. In other words, the refurbishment specification might achieve 60 years or even 85 years, common with new build, but this would need to be shortened due to the limited potential of existing elements.
- 5.9 In 2010, it was estimated that the likely cost of refurbishment based on the same specification were approximately £75k per unit or £11.4M. The current condition of the properties is poor. Windows, roofs and doors need attention in many cases and in 2010, a conservative view of make good costs on windows was estimated at a minimum of £50k. Void costs for the estate have also been typically high, reflecting the underlying problems of maintaining a temporary dwelling. In 2010, costs to voids were estimated at £5k per unit to bring them up to a lettable standard. In comparison, average void costs for Lewisham Homes in the quarter ending December 2009 were £2,455 per unit and average void costs for the Fiveways TMO in were £2,000.
- 5.10 In October 2009 the Council and HCA met as part of the Single

Conversation. The HCA stated at that meeting that they were unable to provide funding to the stock transfer despite it being the favoured option. They also stated that they supported the aim of redeveloping the estate and would consider funding the scheme through the National Affordable Homes Programme if it was not a stock transfer. The Council asked for confirmation of this point in writing so that it could consider a change of approach.

5.11 In February 2010 confirmation was received, the HCA stated *'under the rules of the National Affordable Housing Programme the HCA are unable to fund the regeneration of the scheme as a stock transfer, nor is there availability of gap funding under the stock transfer programme. We are of course supportive of the Excalibur regeneration proposals as a key priority for the Council and can, in principle, fund an application for the re-provision of affordable housing under the NAHP, subject to receiving an application for a viable scheme and the availability of funds.'*

5.12 The Council had agreed that a stock transfer was the best option for delivering Decent Homes on the estate. However, the HCA then informed the Council that they were not able to gap fund a stock transfer. Having explored the alternative options for delivering Decent Homes on the 24th March 2010, Mayor and Cabinet agreed that regeneration scheme provides the best prospects of delivering decent homes to the Excalibur Estate.

6. Scheme proposals

6.1 The current estate with proposed phasing is shown in Appendix 2.

6.2 The redevelopment of the Order Land by L&Q will produce an attractive and high quality, low energy, sustainable residential development that raises the amenity and image of this part of the Estate. In particular, the scheme will deliver key objectives agreed during the in depth master planning consultation that took place with residents:

- Re-provision of 178 affordable units, enough to re-house all tenants and resident freeholders
- The new affordable homes on the estate are to be built to Parker Morris Space Standards plus 10%
- A mix of homes and bed sizes including 30 bungalows to meet needs of existing residents
- An allocated free parking scheme for all existing Excalibur households, as well as providing a number of visitor parking spaces.
- A bespoke L&Q Tenancy Agreement for the Excalibur estate.
- 4 options for freeholders of outright sale, shared equity ownership home buy and reverting to tenancy (as an L&Q tenant on the new estate or elsewhere).

- L&Q would return tenancy succession to zero in the new properties
- A delay in the rent convergence rate
- Affordable homes will meet code for sustainable homes level 4.
- All homes will meet lifetime homes standards.
- 49 (13%) of the homes will be for wheelchair users.
- Residents who wish to remain in the new development would be offered a bungalow or 2 bed house as a minimum and every child in a household could be allocated their own bedroom (up to a maximum of 4-bed properties) on the new estate.
- Housing on the new estate to be offered/ preference advertised for Excalibur decants/residents exercising their request to return before being opened up to the wider community
- Sensitive inclusion of the 6 listed properties in the master plan design
- New properties to have much higher acoustic ratings than the existing units, reducing noise related problems. They will be better insulated and generally built to a higher standard (plumbing, heating etc) than is possible with refurbishment. They will be very energy efficient, reducing heating costs as providing environmental benefits.

6.3 As a result of the Redevelopment Scheme, there will be a qualitative improvement in terms of the accommodation provided and the standard of the individual properties to be built by L&Q will be significantly improved meeting standards set out above.

6.4 There will also be a qualitative gain in housing provided within the order land and in the scheme overall. There will be an overall quantitative housing gain of 193 dwellings, the total number of dwellings on the Estate increasing from 178 to 371. Of these, 178 will be for social rent, 15 for shared equity (for existing resident freeholders) and 35 for shared ownership. 143 will be for private sale.

6.5 Due to the structure of the prefabs, the re-provision will see an introduction of property type, with houses, bungalows and flats in the new development with a range of property sizes. This will lead to the increase in bed sizes set out in the table below.

Unit Size	Current prefabs	Total in units	Net increase
One beds		41	41
Two beds	178	281	103
Three beds		34	34
Four beds		15	15
Total units		371	193

- 6.6 The proposals underlying the Order form an integral part of the Redevelopment Scheme which is intended to benefit the residents of the Estate and the Estate as a whole. If this first Phase of the Redevelopment Scheme does not go ahead, then the objectives referred to above will not be met and the overall Redevelopment Scheme which the Council is seeking with L&Q will be in jeopardy.

7. Scheme Update

7.1 Summary of the principles of this project and progress to date:

- Mayor and Cabinet agreed the Financial Model, overarching Development Agreement and disposal of the Phase 1 / 2 site in December 2012.
- L&Q obtained outline planning consent for the master plan and detailed planning consent for Phases 1,2 and 3 on 21st April 2011. Formal Planning permission as granted in March 2012 on completion of the S106 agreement.
- GLA consent was granted on the 1st June 2011.
- The Phase 1 and 2 decant is almost complete with 32 tenants re-housed off the estate or in later Phase prefabs.
- 7 freeholders were bought back, the final 2 using Compulsory Purchase powers.
- The Secretary of State has approved the Council's application to dispose of the Phase 1 / 2 site to L&Q. Contractor Denne have been on site carrying out pre commencement works since March 2013 under licence..
- Denne have carried out pre-commencement surveys and disconnection of services on the Phase 1 / 2 site. The hoarding is being erected around the site prior to demolition and new build. Homes are expected to be ready in Spring 2015.
- The Council has visited almost all tenants in Phase 3 to understand their housing needs and preferences. Those that wish to be re-housed away from the estate have started to move. 26 tenants have indicated they may be interested in moving into the new homes to be built in Phase 1 and allocations are underway.
- The Council has employed GL Hearn to negotiate with freeholders in Phase 3 on the Council's behalf.
- Property Guardians Ad Hoc are being used to increase security off the void properties.

8. Phase 3 Vacant Possession

- 8.1 In accordance with the Council's current Allocations Policy, the Council will re-house all secure tenants. L&Q are offering a nil rent shared equity scheme to existing resident freeholders that wish to continue in home ownership in the new development. There is also a commitment to resident freeholders in this regeneration scheme to be

re-housed as tenants should they choose this option. Rehousing would be carried out in accordance with the Council's Allocations Policy and Local Lettings Plan.

- 8.2 All affected tenants are made a Home Loss Payment of £4,700 in addition to reasonable removal expenses and reconnection costs and, if appropriate, an ex-gratia payment based on an assessment visit.
- 8.3 All freeholders are bought back at market value. Resident freeholders receive a 10% Home Loss payment. Non resident freeholders receive a 7.5% Basic Loss payment. All freeholders receive a disturbance payment covering legal and surveyor's costs together with removal costs and other expenses arising out of the CPO. If a freeholder chooses to move away and purchase a new property, the Council will also pay the associated legal and surveyors costs together with SDLT up to 1% of the value of the current property.
- 8.4 There are 9 freeholders in Phase 3. Negotiations with freeholders in Phase 3 began in the autumn of 2013.
- 8.5 All but one of the properties have been inspected by the GL Hearn and one has now agreed terms. The Council will be making every effort to acquire properties by agreement. However, in view of the Council's target to provide vacant possession of Phase 3 by Spring 2015, the Compulsory Purchase Order is required so as to avoid delay and uncertainty and to secure the objectives underlying the Scheme and the funding requirements.
- 8.6 The decanting of the 30 tenanted units has been progressing since April 2013. There are 4 voids, with households having moved away within the borough. Under the commitments made to residents by L&Q, tenants also have the opportunity to move away from the borough permanently to an L&Q property. 4 households have been in discussion with L&Q about this option. The CPO does not cover secure tenants. However in order to obtain vacant possession, the Council will undertake action through the courts if necessary.

9. Consultation

- 9.1 There has been substantial consultation with residents throughout the process to date as set out in paragraphs 5.1 – 5.5.
- 9.2 The original Independent Tenant Advisor (ITA) for the estate was Solon, who were chosen by the TMO through using a formal selection process. Solon worked with Excalibur residents, including the provision of a free phone helpline and newsletters, from 24th May 2005 to 19th January 2007. The relationship between Solon and the TMO broke down in late 2006 and an attempt at mediation was unsuccessful, so the contract was terminated.

- 9.3 A new ITA, PPCR, was selected on 19th January 2007 to support and advise the RSL selection panel and see them to the end of the selection process. Following a further tender with a long-term brief for an ITA undertaken in March 2007, PPCR were again selected to support residents throughout the master planning, consultation and ballot stages of transfer.
- 9.4 In 2007 L&Q were selected as the preferred partner to work up Stock Transfer proposals in conjunction with the residents of the estate and Lewisham Council. To this end, L&Q set up a number of resident consultation groups including a specific design panel known as the Regeneration Forum.

Consultation Strategy

- 9.5 The focus for consultation has always been the current Excalibur community as the majority of new homes will be occupied by these residents. However, it has been recognised that the redevelopment will have a wider reaching impact than simply the current estate. The consultation strategy has therefore been two pronged; consultation with current residents and consultation with the wider community. In this way, we have canvassed a wide spectrum of opinions that have fed into our development plans.
- 9.6 The overall strategy had the following objectives:
- to incorporate local needs and desires into the regeneration proposals
 - to inform residents and the local community about the proposals and development process

Resident Consultation

- 9.7 The cornerstone of the resident engagement strategy has been the formation of various working groups to discuss the development proposals. In particular, a Regeneration Forum was established to discuss the design proposals for the new estate. The Group consisted of the following:
- Residents of the Excalibur Estate
 - Lewisham Council Officers
 - L&Q Officers
 - The Architect (Hunters)
 - The Cost Consultant (BPM)
 - Invited guests (including Cabinet Member for Customer Services, Ward Councilors and local stakeholders)
- 9.7 The Regeneration forum is an open forum for all Excalibur residents and has met on over 35 occasions from November 2007. The group has discussed a variety of issues including master plan design, floor plan layouts, sustainability strategy and parking. Minutes of the Regeneration Forum and other working groups are kept in the Tenant

Management Organisation's office for all residents to access.

- 9.9 Regular evening meetings and a number of Saturday open days were held to consult more widely with residents on the estate .
- 9.10 Newsletters with details of L&Q and Lewisham Council were produced to enable residents to make direct contact with Officers if needed. A Free phone telephone number was set up to enable all residents to contact L&Q.
- 9.11 Due to the specific needs of many elderly and vulnerable residents on the estate, the Council and L&Q also undertook a series of home visits to residents around the estate to explain the regeneration proposals and glean feedback from individual households.
- 9.12 The consultation strategy culminated in the formulation of the Regeneration Proposals that were issued to all residents on the estate. This document formed the basis for a resident vote that was held in July 2010.

Wider Community Engagement

- 9.13 Contact was maintained with the wider community through a series of Saturday open days and a website operated by L&Q, with links to resident newsletters and the project team.
- 9.14 Local organisations including St Marks Church have regularly attended the Regeneration Forum. Local councilors have also been closely involved in the development of these regeneration proposals.
- 9.15 Our detailed proposals for regeneration were presented to the community in an open day on Saturday 06 November 2010, to view the designs, read the Regeneration Proposals, see the 3D models and make comments on the proposals. Officers from L&Q and Lewisham Council were available alongside the scheme architect to speak to all attendees.

Consultation – Freeholders

- 9.16 In addition to all the estate wide consultation, there were 6 separate freeholder consultation sessions in 2008. This included a specific presentation on Equity Ownership from L&Q and an independent financial consultant that PPCR arranged.
- 9.17 As part of the ballot process, in June 2010 a freeholder proposals document was distributed to all freeholders. This set out the options for freeholders within L&Q's development proposals. These are:
- To sell the prefab back to Lewisham Council. All freeholders will be bought back at open market value and paid disturbance costs. In addition, resident owners will receive a 10% home loss payment

and non residents, 1 7.5% home loss payment.

- To become an equity owner in the new development (resident freeholders only). L&Q would require that the freeholder put the entire market value of their current home and a proportion of their home loss payment in order to take up this offer. However, there is no minimum payment or proportion of ownership and owners would not pay rent on the part they do not own.
- To purchase a home through New Build Homebuy. Nationwide Government scheme.
- To become a tenant (resident freeholders only).

9.18 In September 2013 the Council sent a letter to all resident freeholders in Phase 3 to remind them of the re-housing options available to them from the freeholder proposals document. Freeholders were asked to let Council Officers know whether they would like to be considered for re-housing in the new build either to buy under shared equity or to be re-housed as a tenant. The Council will continue these discussions with freeholders.

10. Planning Permission for the Regeneration of Excalibur

10.1 Outline Planning consent for the master plan and detailed consent for Phases 1, 2 and 3 was granted on 21st April 2011. A Section 106 Agreement was entered into on 30th March 2012.

11. Funding for the Regeneration of Excalibur

11.1 L&Q have secured funding from the HCA for the development of Phase 1 /2. Beyond this point, as there is uncertainty about the future of Government grant the Council and L&Q have agreed a bespoke financial model that sets out a pot of funding to enable the scheme to go ahead. This will be monitored throughout the scheme however means that there is funding in place for the scheme.

12. Financial Implications

12.1 Financial provision has already been made for the acquisition of the outstanding interests in Phase 3 of the Excalibur Estate that are not in the Council's ownership as approved by the Mayor & Cabinet on November 10th April 2013. It is expected that the provision that has been made will be sufficient to cover a cost to the Capital Programme for the CPO preparation, acquisition and compensation.

12.2 The financial structure of the scheme means that the Council's costs of obtaining vacant possession will be met by L&Q at the point of start on site for that Phase. This means that there is some level of risk as the Council incurs these costs in advance. However, should L&Q not undertake the re-development the Council will have a vacant site and detailed Planning Permission.

13. Legal Implications

- 13.1 Section 17 of the Housing Act 1985 empowers the Council, as a local housing authority, to acquire land, houses or other properties for the provision of housing accommodation. This power is available even where the land is acquired for onward sale to a third party, as long as the purchaser intends to develop it for housing purposes. The 1985 Act also empowers local authorities to acquire land compulsorily (subject to authorisation from the Secretary of State) but only where this is in order to achieve a qualitative or quantitative housing gain. The Council will therefore have to demonstrate such gain when seeking Secretary of State confirmation of any CPO. In deciding whether to resolve to make a CPO, the Mayor should be satisfied that there is sufficient justification for acquiring the land compulsorily and that there is a compelling case for a CPO.
- 13.2 Once the CPO is made by the authority it must be notified to relevant persons and publicised, following which it will be submitted to the Secretary of State for confirmation. Any person may object to a CPO and if an objection is made and not withdrawn, a public inquiry is required to be held. Any public inquiry will be conducted by an Inspector appointed by the Secretary of State who will hear evidence from any persons objecting to the CPO and from the Council. The Inspector would then submit a report on the Public Inquiry and his/her recommendations to the Secretary of State who would then decide whether or not to confirm the Order.
- 13.3 Before confirming the Order the Secretary of State would have to be satisfied, in particular, that there are no planning obstacles to the implementation of the scheme, that the Order would achieve a qualitative or quantitative housing gain and that there is a compelling case for the CPO in the public interest
- 13.4 The process of acquiring and obtaining possession of properties through a CPO may take up to 12-18 months if a Public Inquiry is required before the Secretary of State can confirm the CPO.
- 13.5 The Planning and Compulsory Purchase Act 2004 introduced a new power under which the Council may under certain circumstances, confirm its own Compulsory Purchase Orders. If the Secretary of State is satisfied that the statutory notice requirements have been met, that no objection has been made to the Order (or that any objection made has been withdrawn), and that the Order is capable of confirmation without modifications, then he may notify the Council that it has the power to confirm the Order itself. Should the Council be given this power, then before confirming the Order, it would need to be satisfied that the matters referred to at paragraph 13.3 are satisfied.
- 13.6 The Equality Act 2010 (the Act) brings together all previous equality legislation in England, Scotland and Wales. The Act includes a new

public sector equality duty (the equality duty or the duty), replacing the separate duties relating to race, disability and gender equality. The duty came into force on 6 April 2011. The new duty 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.

13.7 In summary, the Council must, in the exercise of its functions, 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 those who do not.

13.8 As was the case for the original separate duties, the new duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, 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.

13.9 The Equality and Human Rights Commission issued guides in January 2011 providing an overview of the new equality duty, including the general equality duty, the specific duties and who they apply to. The guides cover what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guides were based on the then draft specific duties so are no longer fully up-to-date, although regard may still be had to them until the revised guides are produced. The guides do not have legal standing unlike the statutory Code of Practice on the public sector equality duty, However, that Code is not due to be published until April 2012. The guides can be found at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-duties/new-public-sector-equality-duty-guidance/>

14. Human Rights Act 1998 Implications

14.1 The Act effectively incorporates the European Convention on Human Rights into UK law and requires all public authorities to have regard to Convention Rights. In making decisions Members therefore need to have regard to the Convention.

14.2 The rights that are of particular significance to Members’ decision in this matter are those contained in Articles 8 (right to home life) and Article 1 of Protocol 1 (peaceful enjoyment of possessions).

14.3 Article 8 provides that there should be no interference with the

existence of the right except in accordance with the law and, as necessary in a democratic society in the interest of the economic well-being of the country, protection of health and the protection of the rights and freedoms of others. Article 1 of the 1st Protocol provides that no-one shall be deprived of their possessions except in the public interest and subject to the conditions provided for by law although it is qualified to the effect that it should not in any way impair the right of a state to enforce such laws as it deems necessary to control the uses of property in accordance with the general interest.

- 14.4 In determining the level of permissible interference with enjoyment the courts have held that any interference must achieve a fair balance between the general interests of the community and the protection of the rights of individuals. There must be reasonable proportionality between the means employed and the aim pursued. The availability of an effective remedy and compensation to affected persons is relevant in assessing whether a fair balance has been struck.
- 14.5 Therefore, in reaching his decision, the Mayor needs to consider the extent to which the decision may impact upon the Human Rights of estate residents and to balance this against the overall benefits to the community which the redevelopment of the Excalibur Estate will bring. The Mayor will wish to be satisfied that interference with the rights under Article 8 and Article 1 of Protocol 1 is justified in all the circumstances and that a fair balance would be struck in the present case between the protection of the rights of individuals and the public interest.
- 14.6 It is relevant to the consideration of this issue, that should the scheme proceed secure tenants and resident freeholders will be offered re-housing as set out in paragraph 8.1. Secure tenants will be entitled to home loss and disturbance payments. Freeholders will be entitled to receive market value for their properties as well as Home Loss/Basic Loss payments and disturbance payments where appropriate in accordance with the Land Compensation Act 1973

15. Environmental Implications

- 15.1 The proposed new homes to be built by London & Quadrant would exceed the requirements of the Decent Homes Standard; this means greater energy efficiency, reduced maintenance costs and lower fuel bills for residents. This would also reduce the environmental impact of the new homes.
- 15.2 As new landlord L&Q would develop minimum standards that tenants can expect from their home. A key part of that would be the affordability and sustainability of the energy usage. The homes are designed using principles of passive solar design and have been modelled by energy consultants to ensure high thermal comfort whilst keeping heat loss to a minimum. This includes making the home air tight through construction detailing and incorporating a heat recovery

ventilation system to further reduce energy loss and provide homes with fresh air. The Greater London Authority requires this scheme to achieve 20% renewable energy and a Code for Sustainable Homes level 3-4, as a minimum; both pieces of legislation necessitate an energy efficient home.

16. Crime and Disorder Implications

16.1 One of the key priorities of the TMO Resident Selection Committee in selecting a preferred RSL was how it tackles crime and anti social behaviour issues. L&Q has a strong track record in dealing with crime and anti-social behaviour (ASB) and they are committed to adopting a robust approach at Excalibur if needed. L&Q plays its part as a member of Lewisham's Crime Reduction Partnership in meeting targets and actions in the Local Community Plan and the Crime Disorder Strategy. They would work in partnership with the police and other agencies to tackle crime and ensure that safety at Excalibur is maintained and improved.

16.2 The Regeneration Proposals document outlined the proposed physical improvements, enhanced estate management and the diversionary opportunities which L&Q would implement to help reduce crime and anti-social behaviour. Under stock transfer, the Offer Document also demonstrated L&Q's commitment to tackling race and hate crime, domestic violence and improving child protection, which the residents of Excalibur seek. These principles would be unaffected by the change from a stock transfer to a regeneration scheme.

17. Equality Implications

17.1 Officers carried out an Equalities Impact Assessment in October 2010. This has been updated to reflect the new public sector equality duty contained in the Equality Act 2010.

17.2 There are equalities implications in the decanting and re-building process and equalities benefits would accrue from the completed scheme.

Equalities implications: during the process

17.3 From extensive door knocking, L&Q staff have begun to build up a database of households that have English as a second language and as a result key information would be translated for them, if needed. In addition, a number of residents have also been identified who suffer from a visual impairment, so literature for them is routinely produced in larger print. These are exercises that would continue to be monitored and repeated.

17.4 The decant process involves the provision of an individual service, where decant officers visit tenants at home and get to know them and

their needs on an individual basis. Any special requirements are identified and taken into account in planning the move, factors such as language, mobility and other support needs often need to be considered. It is recognised that decanting is a very stressful time and decant officers offer as much support as required to minimise the anxiety to residents.

Equalities implications: the completed development

- 17.5 The scheme would provide thermal and security improvements, with all new properties more than meeting the decent homes standard.
- 17.6 All new affordable units in the development would meet lifetime homes standards. A Lifetime Home incorporates 16 design features that together create a flexible blueprint for accessible and adaptable housing in any setting, so that the unit can be adapted when required to suit residents changing needs.
- 17.7 In line with GLA and Council policy, more than 10% of units across the development would be wheelchair accessible or easily adapted for those using a wheelchair.

18. Conclusion

- 18.1 Adoption of the proposals in this report is critical to the implementation of Phase 3 of the regeneration of Excalibur. This forms part of the overall regeneration of the Excalibur Estate which is one of the Council's priorities.
- 18.2 In order to facilitate L&Q's proposed housing redevelopment scheme for Excalibur to proceed to schedule and for the Council to avoid incurring costs due to any delays caused in delivering vacant possession of the property, it is considered prudent and essential that the Council resolves to make the necessary Compulsory Purchase Order for the compulsory acquisition of all interests in the land and buildings known as Excalibur Phase 3, the site of which is shown by a thick black verge on the plan attached as Appendix 1, other than those interests already in the ownership of the Council.

19. Background Documents and Report Author

- 19.1 There are no background documents to this report.
- 19.2 If you require any further information about this report, please contact Rachel George on 020 8314 8146.

Summary of human rights most relevant to local authorities

Article 2 - The right to life

Article 3 - The right not to be subjected to torture or to inhuman or degrading treatment or punishment

Article 5 - The right to liberty and security

Article 6 - The right to a fair trial

Article 8 - The right to respect for private and family life, the home and correspondence

Article 9 - The right to freedom of thought, conscience and religion

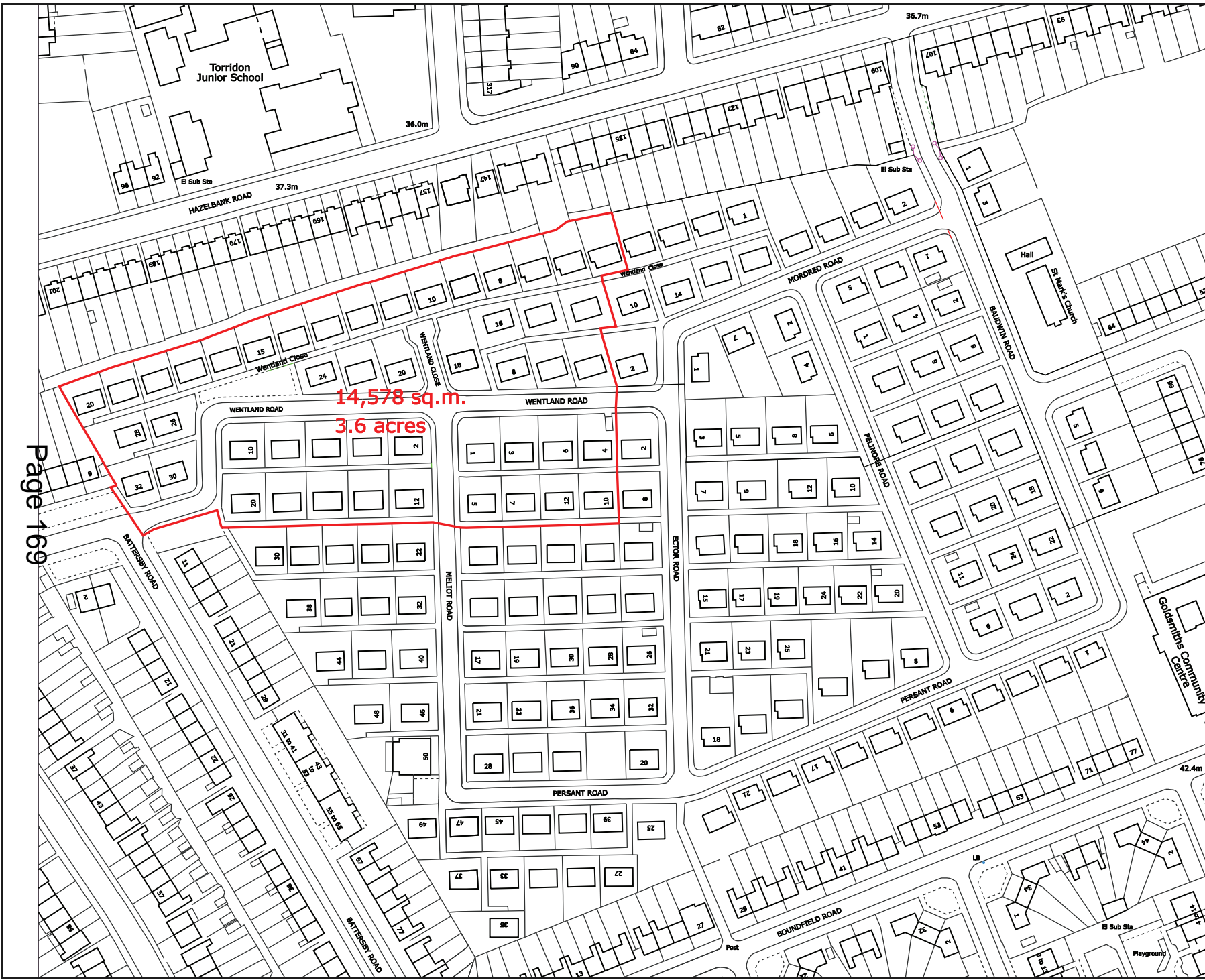
Article 10 - The right to freedom of expression

Article 11 - The right to freedom of peaceful assembly and to freedom of association with others

Article 14 - The right to freedom from discrimination on any ground such as sex, race, colour, language, religion, or political opinion

Article 1 of Protocol 1 - The right for every person to be entitled to the peaceful enjoyment of their possessions

Article 2 of Protocol 1 - The right to education



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Excalibur Estate

Phase 3

A3

A3 plan scale 1:1250
 date: 05/02/2013
 drawn: LBH
 coloured: LBH
 checked:
 amended:
 drawing ref.:-
 Excalibur/A3 redline phase 3

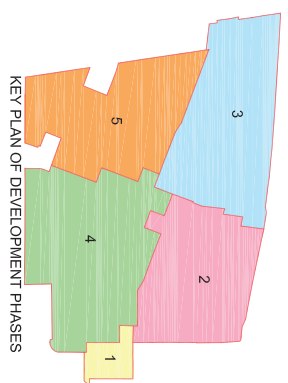
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 Lewisham

DataGraphics
 Lewisham Town Hall
 Rushey Green
 Catford, London
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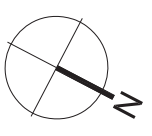
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Revision

A	18/07/13	JW	Sections 1-5 renamed as Phases A-D as required by LB Lewisham.
B	12/09/2013	MBP	Sections A-C renamed as Phases 1-3, schedule of accommodation removed, and drawing title changed to suit.
C	12/09/2013	MBP	Boundary line by the tennis courts corrected.



EXCALLIBUR ESTATE, CATFORD
PLAN OF PHASES

project name: EXCALLIBUR ESTATE, CATFORD
drawing reference: PLAN OF PHASES
date: JUNE 2013

job number:	MT6717	drawing number:	ASL003	revision:	PIC	scale:	1:1250@A3	drawn:	JW
status:	PLANNING	cad ref:	MT6717_ASL003_C1_P1C_Plan of Phases_Excallibur_141250@A3.dwg	checked:	JW				

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Chief Officer Confirmation of Report Submission			
Cabinet Member Confirmation of Briefing			
Report for: Mayor			<input type="checkbox"/>
Mayor and Cabinet			<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)			<input type="checkbox"/>
Executive Director			<input type="checkbox"/>
Information	<input type="checkbox"/>	Part 1	<input checked="" type="checkbox"/>
		Part 2	<input type="checkbox"/>
Key Decision			<input checked="" type="checkbox"/>

Date of Meeting	13 th November 2013
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Title of Report	Making of Instrument of Government The Governing Body of Edmund Waller Primary School
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Originator of Report	Sue Tipler	Ext. 46142
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources		X
Legal Comments from the Head of Law	√	
Crime & Disorder Implications		X
Environmental Implications		X
Equality Implications/Impact Assessment (as appropriate)	√	
Confirmed Adherence to Budget & Policy Framework		
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed: _____ Executive Member

Helen Khin

Date: 4th November 2013

Signed: _____ Executive Director

Kate Sale

Date : 1st November 2013

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

MAYOR AND CABINET			
Report Title	Making of Instrument of Government The Governing Body of Edmund Waller Primary School		
Key Decision	Yes	Item No.	
Ward	Telegraph Hill		
Contributors	Executive Director for Children and Young People Head of Law		
Class	Part 1	Date:	13.11.13

1. Summary

- 1.1 At a meeting on the 8th October 2013, the governing body of Edmund Waller Primary School made a decision to review their Instrument of Government and resolved to change it.
- 1.2 The governing body must be constituted in accordance with regulations made by virtue of section 19 of the Education Act 2002 namely The School Governance (Constitution) (England) Regulations 2012.
- 1.3 The report sets out a new Instrument of Government for Edmund Waller Primary School and proposes a nominee for the appointment as the Local Authority governor by the governing body.

2. Purpose

- 2.1 To seek agreement to a revised Instrument of Government for Edmund Waller Primary School.

3. Recommendation/s

The Mayor is recommended to:

- 3.1 Approve that the Instrument of Government for the primary school listed below be made by Local Authority order:

Edmund Waller Primary

27 November 2013

- 3.2 To consider and approve the nomination of the Local Authority governor detailed in paragraph 6 below for appointment by the governing body.

4. Policy Context

- 4.1 Each school has to have an Instrument of Government. The Local Authority must satisfy itself that the Instruments of Government for schools conform to the legislation. The Local Authority must also agree its content.
- 4.2 Lewisham's Children & Young People's Plan sets out our vision for improving outcomes for all children. The main purpose of a governing body is to account for the achievement of children and young people in their schools.
- 4.3 The appointment of governors supports the broad priorities within Lewisham's Sustainable Community strategy, in particular those of being "ambitious and achieving" and "empowered and responsible". Governors help inspire our young people to achieve their full potential and they also promote volunteering which allows them to be involved in their local area.
- 4.4 Two specific corporate priorities that are relevant pertain to "community leadership and empowerment" and "young people's achievement and involvement".

5. Background

- 5.1 At a meeting on the 8th October 2013, the governing body of Edmund Waller Primary School reviewed their Instrument of Government and decided to reconstitute. Reconstituting will provide the governing body with a greater opportunity to reconstitute to a smaller more effective size of governing body which would both support better outcomes at Edmund Waller and also robustly support the recently developed partnership with Holbeach Primary school.
- 5.2 The governing body of every maintained school must be constituted in accordance with the School Governance (Constitution) (England) Regulations 2012. The total membership of the governing body of a maintained school must be no fewer than seven governors.
- 5.3 The governing body of a maintained school must include the following:-
 - at least 2 parent governors;
 - the Headteacher unless any such Headteacher resigns the office of governor in accordance with regulation 19 of the Constitution Regulations 2012;
 - one staff governor; and
 - one Local Authority governor.
- 5.4 The governing body may in addition appoint such number of co-opted governors as they consider necessary provided that the requirements in the Regulations are met.

The total number of co-opted governors who are also eligible to be elected as staff governors when counted with the staff governor and headteacher, must not exceed one-third of the total membership of the governing body.

- 5.5 The regulations now also state that the Local Authority governor is nominated by the Local Authority but appointed by the governing body.
- 5.6 Appendix 1 details the Instrument of Government the Local Authority is proposing to make by order.
- 5.7 Governors have also agreed that the terms of office for the Local Authority and Co-opted positions should be set as 2 years as this would allow such governors to make quick impacts and allow the whole governing body to refocus its requirements and necessary skills set more frequently.

6. Governor recommended for Nomination by the Local Authority .

- 6.1 Gail Exon, details of whom appear at Appendix 2, is the Local Authority nominee for appointment as the Local Authority governor by the governing body of Edmund Waller Primary School.

7. Financial implications

- 7.1 There are no financial implications arising from this report.

8. Legal implications

- 8.1 Section 20 of the Education Act 2002 requires all maintained schools to have an Instrument of Government which determines the constitution of the school and other matters relating to the school.
- 8.2 Each school must have an Instrument of Government detailing the name of the school, the type of school and the membership of the governing body. The category of governor and the number in each category is specified in the Regulations.
- 8.3 The Instrument of Government proposed for the governing body of Edmund Waller Primary School conforms to The School Governance (Constitution) (England) Regulations 2012.

9. Crime and Disorder Implications

- 9.1 There are no specific crime and disorder implications.

10. Equalities Implications

- 10.1 Governors will have enough flexibility in their choice of constitutional models to enable them to address issues of representation of stakeholder

groups and to ensure that governing bodies reflect the communities they serve.

11. Environmental Implications

11.1 There are no specific environmental implications.

Background Documents

<u>Short Title of Document</u>	<u>Date</u>	<u>File Location</u>	<u>Contact Officer</u>
The School Governance (Constitution) (England) Regulations 2012	2012	http://www.legislation.gov.uk/uksi/2012/1034/contents/made	Suhaib Saeed

If there are any queries arising from this report, please contact Suhaib Saeed, Strategic Lead Governors' Services and School Leadership, 3rd Floor, Laurence House, telephone 020 8314 7670.

APPENDIX 1

INSTRUMENT OF GOVERNMENT: COMMUNITY SCHOOLS

1. The name of the school is **Edmund Waller Primary School**
2. The school is a **Community school**
3. The name of the governing body is **The governing body of Edmund Waller Primary School**
4. The governing body shall consist of:
 - a. **3 parent governors**
 - b. **1 Headteacher**
 - c. **1 staff governor**
 - d. **1 Local Authority governor**
 - e. **6 co-opted governors**
5. Total number of governors **12**
6. The term of office of Local Authority and Co-opted governors is two years.
7. This instrument of government comes into effect on: **27th November 2013**
8. This instrument was made by order of Lewisham Local Authority on 13th November 2013
9. A copy of the instrument must be supplied to every member of the governing body (and the headteacher if not a governor)

MAYOR AND CABINET

New LA Governor Nominee

APPENDIX 2

Name	School	Occupation	Residential Area	Précis of Suitability to be considered as a school governor	Governor Monitoring Information
Gail Exon	Edmund Waller Primary School	Retired Headteacher	SE3	Gail Exon is a former Headteacher of an outstanding Church of England primary school in Lewisham. She has worked in school improvement as a Headteacher Mentor, performance management consultant and adviser, Diocesan additional governor and a consultant leader for the National Strategy. Gail is a member of Trinity governing body, chairs their governance review working party and is the link safeguarding governor. She is a National Leader of Governance and was Chair for 5 years at Trinity until 2013. She is also the Diocesan representative on Lewisham's Children and Young People's Scrutiny Committee	White British Female

Agenda Item 13

Chief Officer Confirmation of Report Submission	
Cabinet Member Confirmation of Briefing	
Report for: Mayor	<input type="checkbox"/>
Mayor and Cabinet	<input checked="" type="checkbox"/>
Mayor and Cabinet (Contracts)	<input type="checkbox"/>
Executive Director	<input type="checkbox"/>
Information <input type="checkbox"/> Part 1 <input checked="" type="checkbox"/> Part 2 <input type="checkbox"/> Key Decision	<input checked="" type="checkbox"/>

Date of Meeting	13 th November 2013
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Title of Report	Governors' Services:- Local Authority Governors
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Originator of Report	Sue Tipler	Ext. 46142
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources		X
Legal Comments from the Head of Law	√	
Crime & Disorder Implications		X
Environmental Implications		X
Equality Implications/Impact Assessment (as appropriate)	√	
Confirmed Adherence to Budget & Policy Framework		
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed: _____ Executive Member

Helena Khin

Date: 4th November 2013

Signed: _____ Executive Director

Ante Ole

Date : 1st November 2013

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	

MAYOR AND CABINET			
Report Title	Governors' Services:- Local Authority Governors		
Key Decision	No	Item No.	
Ward	Rushey Green, Crofton Park and Lee Green		
Contributors	Executive Director for Children and Young People Head of Law		
Class	Part 1	Date:	13 November 2013

1. Summary

- 1.1 The report sets out details of nominees for appointment as Local Authority governors.

2. Purpose

- 2.1 To consider and approve the appointment of Local Authority governors detailed in paragraph 6 below.

3. Recommendation/s

The Mayor is recommended to:

- 3.1 agree to appoint the persons set out in paragraph 6 as Local Authority governors;
- 3.2 note the information concerning the recommended new and re-appointed governors in Appendix 1.

4. Policy Context

- 4.1 Lewisham's Children & Young People's Plan sets out our vision for improving outcomes for all children. The main purpose of a governing body is to account for the achievement of children and young people in their schools.
- 4.2 The appointment of governors supports the broad priorities within Lewisham's Sustainable Community strategy, in particular those of being "ambitious and achieving" and "empowered and responsible". Governors help inspire our young people to achieve their full potential and they also promote volunteering which allows them to be involved in their local area.

- 4.3 Two specific corporate priorities that are relevant pertain to “community leadership and empowerment” and “young people’s achievement and involvement”.

5. Background

- 5.1 Every governing body, under Section 19 of the Education Act 2002 and School Governance (Constitution) (England) Regulations 2007, is required to have at least one representative of the Local Authority as part of its membership. Free schools and Academies are exempt from this requirement. A vacancy has arisen on the governing body of the educational establishments listed and a new appointment or re-appointment is required.
- 5.2 Appointments to school governing bodies are usually for a four-year term, unless stipulated otherwise in the Instrument of Government. The persons listed in paragraph 6 would serve the normal 4 years.

6. Governors recommended for Appointment / Reappointment as Local Authority governors at specific schools.

Name	School	Reappointment	New appointment
Mrs. Sharon Farnley	Holbeach Primary		Yes
Ms. Rebecca Packwood	Rushey Green	Yes	
Ms. Ruth Jenkins	Dalmain Primary	Yes	
Ms. Catherine Farmer	St Winifred's Catholic Junior School	Yes	

7. Financial implications

- 7.1 There are no financial implications arising from this report.

8. Legal implications

- 8.1 Section 19 of the Education Act 2002 and School Governance (Constitution) (England) Regulations 2007 require every governing body to have at least one representative of the Local Authority as part of its membership. Academies are exempt from this requirement.

9 Crime and Disorder Implications

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

10. Equalities Implications

10.1 Lewisham Council's policy is to encourage all sections of the community to be represented as Local Authority governors. In particular, we would encourage further representation from the black community and minority groups including disabled people, who are currently under-represented as governors. The numbers of governors in these groups is kept under review.

11. Environmental Implications

11.1 There are no specific environmental implications arising from this report.

12. Conclusion

12.1 The new governors detailed in Appendix 1 are people who view being a governor as a way of utilising their skills and experience to make a difference to the lives of children and young people in Lewisham schools. Section 19 of the Education Act 2002 and Regulations made under it require every governing body to have at least one representative of the Local Authority as part of its membership. Academies are exempt from this requirement. A vacancy has arisen on the governing body of the educational establishments listed and a new appointment is required.

12.2 Appointments to school governing bodies are usually for a four-year term, unless stipulated otherwise in the Instrument of Government. The nominees listed in paragraph 6 would serve the normal 4 years.

Background Documents

There are no background papers.

If there are any queries arising from this report, please contact Suhaib Saeed, Strategic Lead Governors' Services and School Leadership, Governors' Services, 3rd Floor, Laurence House, telephone 020 8314 7670

New LA Governor Appointments and Re-appointments

APPENDIX 1

Name	School	Occupation	Residential Area	Précis of Suitability to be considered as a school governor	Governor Monitoring Information
Sharon Farnley	Holbeach	Legal Librarian	SE26	Sharon has been a parent governor for the past four years at Holbeach Primary School and has served on both the Curriculum and Pupil Welfare Committee and also the Resources and Finance Committee, where she is the current chair. She is the link governor for Early Years and Maths and is keen to continue to use her knowledge and expertise to date in her role as a Local Authority governor. Sharon has experience of training and managing staff and responsibility for large budgets.	Female White British
Rebecca Packwood	Rushey Green	Head of Corporate Services	SE6	Rebecca has been a governor at Rushey Green for 12 years and has made a very valuable contribution as Chair of the Personnel Committee, and the link governor for training and SEN. The Governing Body are extremely keen for her to be reappointed.	Female White British
Ruth Jenkins	Dalmain Primary School	Company Secretary	SE23	Ruth was a parent of children at Dalmain School from 1994 – 2006 and was chair of the Dalmain Home School Association from 1996 – 2006. She was an elected parent Governor at Dalmain from 2006 to 2009 and has been a LA Governor since 2009. She is the Chair of the Premises Sub committee and is very active governor.	Female White British
Catherine Farmer	St Winifred's Catholic Junior School	Press Officer/ Journalist	SE13	Catherine has been on the governing body of St Winifred's Catholic Junior School for the past few years and wishes to continue supporting the school. She is the school's SEN Link Governor	Female White British

New LA Governor Appointments and Re-appointments					APPENDIX 1
Name	School	Occupation	Residential Area	Précis of Suitability to be considered as a school governor	Governor Monitoring Information
				and also a governor at St Winifred's Catholic Infant School and wants to see better links between both schools.	

Agenda Item 14

Chief Officer Confirmation of Report Submission			
Report for:	Mayor	<input type="checkbox"/>	
	Mayor and Cabinet	<input checked="" type="checkbox"/>	
	Mayor and Cabinet (Contracts)	<input type="checkbox"/>	
	Executive Director	<input type="checkbox"/>	
Information	Part 1	<input checked="" type="checkbox"/>	Part 2
			<input type="checkbox"/>
			Key Decision
			<input type="checkbox"/>

Date of Meeting	13 November 2013
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Title of Report	Response to the Comments of the Safer Stronger Communities Select Committee on the Probation Service report 'Transforming Rehabilitation'
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Originator of Report	Geeta Subramaniam-Mooney	49569
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At the time of submission for the Agenda, I confirm that the report has:

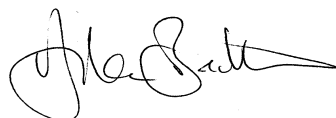
Category	Yes	No
Financial Comments from Exec Director for Resources	✓	
Legal Comments from the Head of Law	✓	
Crime & Disorder Implications	✓	
Environmental Implications	✓	
Equality Implications/Impact Assessment (as appropriate)	✓	
Confirmed Adherence to Budget & Policy Framework	✓	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed
Date



Executive Member

Signed
Date



Executive Director

Control Record by Committee Support

Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

MAYOR AND CABINET			
Report Title	Response to the Comments of the Safer Stronger Communities Select Committee on the Probation Service report 'Transforming Rehabilitation'		
Key Decision	No	Item No.	
Ward	All		
Contributors	Executive Director for Community Services		
Class	Part 1	Date: 13 November 2013	

1. Purpose

- 1.1 This report sets out the response to the views and comments of the Safer Stronger Communities Select Committee arising from the probation service report '*Transforming rehabilitation*', which advised the Select Committee on changes affecting the future of the probation service.

2. Recommendations

It is recommended that the Mayor:

- 2.1 Approve the responses from the Executive Director for Community Services to the comments from the Safer Stronger Select Committee.
- 2.2 Agree that this report should be forwarded to the Safer Stronger Communities Select Committee.

3. Policy Context

- 3.1 '*Transforming Rehabilitation – a revolution in the way we manage offenders*' describes the Government's proposals for reforming the delivery of offender services in the community to reduce reoffending rates whilst delivering improved value for money for the tax payer.
- 3.2 The proposals include:
- opening the majority of probation services to competition, with contracts to be awarded to providers who can deliver efficient, high quality services and improve value for money;
 - commissioning to be managed centrally, with specifications informed by local delivery requirements within 21 regional contract package areas, to generate economies of scale and deliver efficiencies, whilst responding to local needs; Dividing up the probation services into 1 National Probation Service and 21 Local Package Areas (LPAs) which will be opened up to the market. (London will be 1 LPA)

- New statutory rehabilitation extended to all offenders sentenced to less than 12 months in custody
- contract package areas to align closely with other public service boundaries, to support more integrated commissioning in the future;
- more scope for providers to innovate, with payment by results as an incentive to focus on rehabilitating offenders – we expect to see increased use of mentors and an emphasis on addressing offenders' 'life management' issues;
- A change to the way the prison estate is organised with the aim of establishing a 'through the prison gate' resettlement service, meaning most offenders are given continuous support by one provider from custody into the community
- key functions to remain within the public sector, including the direct management of offenders who pose the highest risk of serious harm.

3.3 The overall vision for Lewisham is established in the Sustainable Community Strategy. The issues covered in this report relate to the strategy's strategic priority - Safer.

3.4 Additionally it links to Council priority 4, Safety, security and a visible presence.

4. Background

4.1 Safer Stronger Select Committee received a report on 29 July which updated them on proposals contained within '*Transforming Rehabilitation – a revolution in the way we manage offenders*'.

4.2 Following the Select Committee a referral was made to the Mayor and Cabinet on the 11 September 2013. A number of concerns were raised and strong opposition made to the Government's proposals.

4.3 Referral 1

The Committee wishes to express, in the strongest terms, its opposition to the Government's proposals for reforming the delivery of probation services and the management of adult offenders.

4.4 Response

The Safer Lewisham Partnership coordinated and responded to the proposals during the consultation period earlier this year. Lewisham's response echoed the grave concerns raised at Select Committee. There are clearly issues about the strategy and the reality of delivering the proposals, and council officers with partners have been working closely to ensure all concerns are raised at the appropriate forums. The Head of Crime Reduction and Supporting People has been involved in a number of round table discussions with key senior officers across government departments and is now a member of the local authority reference group of the Transforming Justice Delivery Team within the Ministry of Justice (MOJ). This will ensure Lewisham's

perspective will be considered in the future plans for managing adult offenders' services.

4.5 Referral 2

The Committee is opposed to the privatisation of provision for rehabilitation of offenders. The Committee is extremely concerned about the suitability of private sector organisations to manage community rehabilitation and probation. It is also concerned about the transfer of offenders between the private and public provision because of the unpredictable level of risk posed by offenders as well as the complicated arrangements of the payment mechanism being proposed.

4.6 Response

These concerns are shared and were raised as part of the Safer Lewisham Partnerships' response to the consultation. Council officers are working closely with probation and police colleagues to ensure that there is every opportunity to raise the issues and to better understand the proposed model and how risks could be managed by the Partnership.

The Head of Crime Reduction and Supporting People gave detailed feedback to the MOJ on the payment mechanism during the consultation and has had lengthy dialogue about concerns with senior officers leading on the transforming justice programme.

As noted above, the Head of Crime Reduction and Supporting People is a member of the local authority reference group for the MOJ and will continue to challenge the proposals. At the same time officers will work to identify how best Lewisham can ensure important processes are safeguarded whilst ensuring that local voluntary and community sector organisations are not overlooked in terms of commissioning and delivering services in the new proposed model.

4.7 Referral 3

The Committee is troubled by the failure of some Government contracts with the private sector to meet the basic standards of transparency and cost effectiveness.

4.8 Response

These are valid concerns and officers will challenge in relation to these issues as appropriate.

4.9 Referral 4

The Committee is concerned about the risks involved in transition from existing provision to the new structure of Services.

4.10 Response

The Safer Lewisham Partnership are supporting probation colleagues in this transition and will continue to do so throughout the changes. Probation colleagues are working closely locally to reassure and support their staff and partners during this difficult time.

4.11 Referral 5

The Committee does not believe that all of the potential risks to the successful implementation of the new model have been fully considered.

4.12 Response

It is agreed that full consideration has not been given to the model and this has been raised throughout the process to date. It is clear that these changes will take place and very quickly, therefore whilst not being fully satisfied that the detail has been thought through, Lewisham is committed to ensuring that services to reduce crime and support victims of crime are delivered appropriately. Officers will continue to have dialogue at all levels both nationally and locally to ensure that Lewisham are managing offenders with a clear public protection remit whilst also seeking to support rehabilitation.

4.13 Referral 6

The Committee believes that further representations should be made by the Council to the appropriate authority setting out the concerns about these changes.

4.14 Response

The Council and the Safer Lewisham Partnership addressed these concerns earlier this year formally through the consultation process.

As also outlined above, Council officers are fully involved in a number of forums nationally where all concerns are being raised.

Officers will continue to support probation colleagues in the changes and work together to minimise any negative implications for Lewisham. It will be critical that appropriate challenge and support continue over the coming few years.

5. Financial Implications

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

6. Legal Implications

- 6.1 There are no specific legal implications arising from this response, save for noting that the Council's Constitution provides that the Executive may respond to reports and recommendations by the Overview and Scrutiny Committee.

7. Crime and Disorder Implications

- 7.1 There are likely to be significant and wide ranging implications from the changes being proposed to the management of offenders.

8. Equalities Implications

- 8.1 The Safer Lewisham Partnership priorities impact on large sections of the community, including the most vulnerable (e.g. victims of Domestic Violence , victimisation of women and young people). The focus on effective interventions in the Criminal Justice System ensures that Human Rights remain essential to the strategy's vision, strategic themes and monitoring processes.

- 8.2 One of the Partnership's key outcomes is to ensure equity in representation and that equality and diversity issues are followed in the work of the partnership.

9. Environmental Implications

- 9.1 There are no environmental implications arising from this response.

Background Papers

[Transforming rehabilitation select committee report - 29 July 2013](#)

[Mayor and Cabinet comments of the Safer Stronger Communities Select Committee on transforming rehabilitation - 11 September 2013](#)

For further information please contact Geeta Subramaniam-Mooney, Head of Crime Reduction and Supporting People on 020 8314 9569.

Agenda Item 15

Chief Officer Confirmation of Report Submission		
Cabinet Member Confirmation of Briefing		
Report for: Mayor		
Mayor and Cabinet		X
Mayor and Cabinet (Contracts)		
Executive Director		
Information <input type="checkbox"/>	Part 1 <input checked="" type="checkbox"/>	Part 2 <input type="checkbox"/>
		Key Decision <input type="checkbox"/>

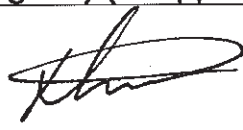
Date of Meeting	13 th November 2013
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Title of Report	Response to Overview & Scrutiny Business Panel – Creation of an Over 50s Employment Support Fund
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Originator of Report	Robyn Fairman	46635
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At the time of submission for the Agenda, I confirm that the report has:

Category	Yes	No
Financial Comments from Exec Director for Resources	X	
Legal Comments from the Head of Law	X	
Crime & Disorder Implications		N/A
Environmental Implications		N/A
Equality Implications/Impact Assessment (as appropriate)	X	
Confirmed Adherence to Budget & Policy Framework	X	
Risk Assessment Comments (as appropriate)		
Reason for Urgency (as appropriate)		

Signed:  Executive Member

Date: 29th October 2013

Signed:  Director/Head of Service

Date: 4/11/13

Control Record by Committee Support	
Action	Date
Listed on Schedule of Business/Forward Plan (if appropriate)	
Draft Report Cleared at Agenda Planning Meeting (not delegated decisions)	
Submitted Report from CO Received by Committee Support	
Scheduled Date for Call-in (if appropriate)	
To be Referred to Full Council	

MAYOR AND CABINET		
Title	Creation of an Over 50s Employment Support Fund - Response to Overview & Scrutiny Business Panel	
Wards	All	Item
Contributors	Executive Director for Resources & Regeneration (Head of Strategy)	
Class	Part 1	Date: 13/11/2013

1. **Summary & Purpose**

In July 2013, Mayor and Cabinet approved the Work and Skills Strategy, including the allocation of up to £150,000 for the creation of an Over 50s Employment Support Fund. The report was considered by Overview & Scrutiny Business Panel in July 2013, where a number of queries were raised. The responses to these queries are set out in this report.

2. **Recommendation**

That the Mayor approves the responses set out in this report for submission to the Overview and Scrutiny Business Panel.

3. **Policy context**

3.1. The Mayor announced in his AGM speech in March 2013 that two of the areas in which the Council and its partners must take decisive action are:

- creating opportunities for those seeking employment to enhance their skills and experience and
- using the power of the Council as a service provider to create growth in the local economy.

3.2. This vision ties in with *Shaping Our Future: Lewisham's Sustainable Community Strategy*, and in particular with two priorities:

- **dynamic and prosperous** - where people are part of vibrant communities and town centres, well connected to London and beyond and
- **ambitious and achieving** - where people are inspired and supported to fulfil their potential.

4. Background and update

- 4.1. The collective impact of welfare reform and the aftereffects of the 2008 recession impact upon all demographics in Lewisham and beyond. Nonetheless, the scale of the impact upon those aged 50 or over is notably profound. The number of people aged 50-64 in Lewisham who were claiming Jobseekers' Allowance (JSA) for over 2 years stood at 80 in May 2008; as of September 2013, it stands at 485 – an increase in excess of six times. This trend is replicated regionally and nationally.
- 4.2. During that period, the overall number of 50-64 year olds in Great Britain claiming JSA has also risen sharply. The figure in May 2008 was 122,890; as of September 2013, this had climbed to 219,110. And whilst the national claimant count for this demographic has almost doubled, the rise in Lewisham is higher – from 750 in May 2008 to 1,725 five years later; an increase of 130%. See Figure 1 below for an illustration of these trends – the vertical dotted line represents the implementation of the Work and Skills Strategy in July 2013.

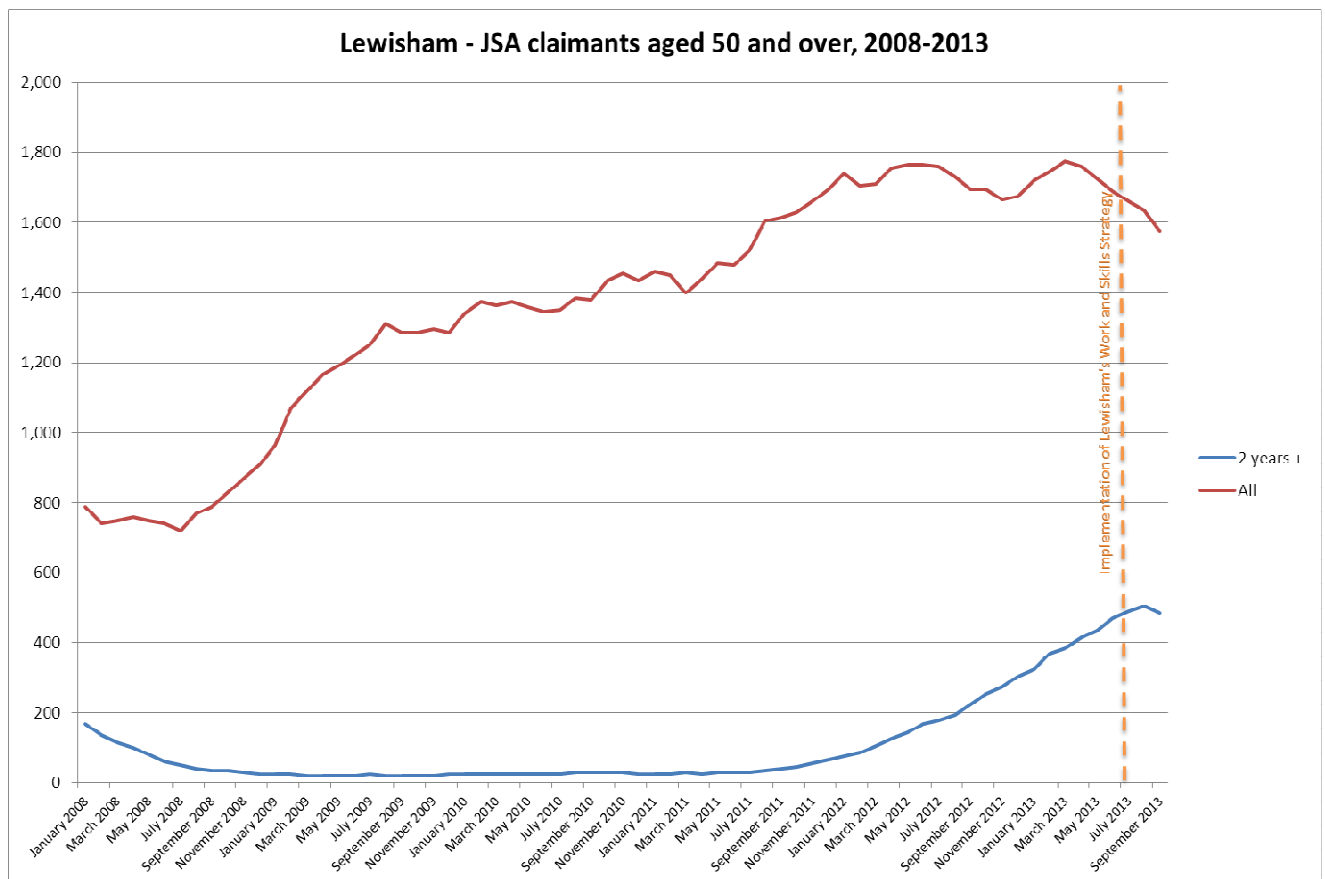


Figure 1: 50+ JSA claimants in Lewisham

- 4.3. Of Lewisham's 50-64 JSA cohort, 47% have been claiming for 12 months or longer. Over a quarter have been claiming for over 2 years. To prevent entrenchment and help improve outcomes for this client group, targeted support to encourage employers to recruit from this cohort will strengthen their prospects of securing employment.
- 4.4. The Over 50s Employment Support Fund is available to an employer who

commits to taking on anyone aged 50 or over receiving JSA for 30 hours or more per week, for a period of at least 26 weeks.

- 4.5. The Fund provides grants of up to £2,000 per individual. Employers are able to claim the grant after a period of 26 weeks has elapsed. Small businesses with 50 or fewer employees are able to claim partial payment 8 weeks after the employee commences work.
- 4.6. The Fund will be used to contribute to the costs for employing the individual, and can include training and salary costs. The Fund is primarily available to social enterprise employers, as well as private, voluntary and community sector organisations.
- 4.7. Jobcentre Plus coordinates the Fund and provides further information and advice on the eligibility conditions and support organisations to identify the right person, and specialist over 50s advisors have been introduced to champion the scheme and provide targeted support to claimants in that age group.
- 4.8. The Fund launched in September 2013, and there have been six job starts to date. Jobcentre Plus staff are enthusiastic about the programme, and have fed back that it complements ongoing work to support Work Programme returners. Employers with vacancies are being approached directly to engage with the scheme.

5. **Response to Overview & Scrutiny Business Panel queries**

At the Overview & Scrutiny Business Panel meeting in September 2013, a number of queries were raised. Officers are aware of the concerns, and will ensure that they continue to be taken into account. More specific concerns are listed below, along with responses from Officers:

- i. If possible, additional help for the over 50s Employment Fund should be provided.*

Officers have responded to this recommendation and sought additional help from a number of partners. Work is underway with Twin Training, who provide IT skills courses, to get the over 50s referred in to that support via the Jobcentre. LeSoCo is running specific courses around Digital Inclusion, and the Jobcentre is also referring over 50s clients in to that support.

Jobcentre Plus have arranged for the National Careers Service to hold confidence building workshops specifically for the over 50s. Jobcentre Plus is also liaising with Twin to design specific courses for the over 50s, which are set to begin in November. Dedicated over 50s advisers have been appointed in Lewisham and Forest Hill JCPs.

Jobcentre Plus have set up a monthly profile for the scheme, meaning that they are working to recruit and place a minimum of 4 candidates per month until April 2015.

The over 50s Employment Fund is a pilot, and lessons learnt from its implementation and rollout will need to be considered and evaluated before decisions are made on whether to direct additional funding to it.

- ii. *The Mayor asks officers to request participating Managers to offer at least the London Living Wage to participants.*

Scoping work for the implementation of the project involved a survey of Lewisham JSA claimants aged 50 and over (with 290 respondents) between May and July 2013, and an exercise undertaken by Jobcentre Plus in July 2013 to analyse live vacancies on Universal Jobmatch.

The survey found that the vast majority of respondents were willing to consider entry level jobs in any sector. The analysis looked at vacancies pinned to the Lewisham area, in addition to those within a 15 mile radius of Lewisham town centre (thereby encompassing jobs within a commutable distance in neighbouring boroughs).

The range of wages on offer varied greatly, from National Minimum Wage through to London Living Wage (LLW) and higher. However, the majority of roles were paid under the LLW, and restricting the scheme to only employers who offer the LLW would considerably reduce the number of opportunities for residents. We are trying our best to work with employers who offer LLW, but our key priority is to get our residents back into work. We will continue to champion and promote the London Living Wage, and strongly encouraging any employer who works with us to adopt it.

- iii. *The Mayor asks officers to provide participants with a confidential feedback mechanism to the Council, and that the feedback is reported to the Mayor, and Sustainable Development Select Committee.*

Officers have responded to this recommendation, and the publicity material accompanying the scheme has been revised to include a feedback mechanism through which potential participants and employers can direct any comments they may have to the Council (see Appendix 1). This feedback will be monitored by the Partnerships Team and reported back to the Mayor and Sustainable Development Select Committee.

Additionally, any individual who participates in the scheme will be given the option of completing an anonymous feedback form. The feedback form is optional, and will ask participants to rate and comment on the process and the services provided to them by all involved parties (including the Jobcentre and the employer), as well as to make any suggestions to improve the scheme. These forms will be sent directly to the Council.

6. **Financial implications**

The cost of the employment support fund is estimated at up to £150,000 over two years and funding for this project has been set aside from corporate reserves for this purpose.

7. **Legal implications**

7.1. Under S1 of the Localism Act 2011 the Council has a general power of competence to do anything which an individual may do unless it is expressly prohibited.

7.2. 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.

7.3. In summary, the Council must, in the exercise of its functions, 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 those who do not.

7.4. The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, 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.

7.5. The Equality and Human Rights Commission has recently 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:

<http://www.equalityhumanrights.com/legal-and-policy/equality-act/equalityact-codes-of-practice-and-technical-guidance/>

7.6. The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty

2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 7.7. The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:

<http://www.equalityhumanrights.com/advice-and-guidance/public-sectorequality-duty/guidance-on-the-equality-duty/>

8. **Crime and disorder implications**

There are no direct crime and disorder implications arising from this report.

9. **Equalities implications**

- 9.1. Our vision and ambition for our borough is that:

“Together we will make Lewisham the best place in London to live work and learn.”

This is underpinned by hard-edged principles for:

- **reducing inequality** – narrowing the gap in outcomes for citizens
- **delivering together efficiently, effectively and equitably** – ensuring that all citizens have appropriate access to and choice of high quality local services

- 9.2. The Council’s Comprehensive Equality Scheme (CES) for 2012-16 provides an overarching framework and focus for the Council's work on equalities and helps ensure compliance with the Equality Act 2010.

- 9.3. The Council equality objectives through the CES include:

- **improve access to services;**
Take reasonable steps to ensure that services are inclusive; responsive to risk; physically accessible and provided through the most efficient and effective channels available.
- **close the gap in outcomes for citizens;**
Take reasonable steps to improve life chances for citizens by reducing outcome gaps that may exist within the borough as well as those that may exist between the borough and elsewhere.
- **increase participation and engagement.**

Take reasonable steps to remove barriers that may exist to engagement and help residents (especially those who are under-represented) to participate in local decision making and influence local decisions.

- 9.4. The strategy addresses the Council's equality objectives as it includes measures to improve access to services for our most vulnerable residents particularly through the implementation of the Local Services Support Framework. The core aim of the strategy is to provide a framework for DWP/the Council and other partners to work to reduce the number of residents on the JSA register, this supports our equality objectives as increased number of residents will participating in work related activity.

10. **Environmental implications**

There are no immediate environmental implications arising from this report.

Background documents and originator

- Work and Skills Strategy for Lewisham, Mayor and Cabinet: 10th July 2013
- Report Back on Matters Raised by the Overview and Scrutiny Business Panel: 11th September 2013

If there are any queries on this report please contact **Robyn Fairman, Head of Strategy** (0208 314 6635) or **Rahul Rana, Principal Policy and Projects Officer** (0208 314 8246).

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Local contact



Have your say: confidential feedback about this project can be sent to lsp@lewisham.gov.uk

Mayor and Cabinet			
Title	Matters referred by Overview and Scrutiny Committee – Emergency Services Review		
Key Decision	No	Item No.	
Contributors	Overview and Scrutiny Committee		
Class	Part 1	Date	5 November 2013

1. Purpose

- 1.1 This report presents the final report and recommendations arising from the Overview and Scrutiny Committee’s Emergency Services Review, which is attached at Appendix A.

2. Recommendations

- 2.1 The Mayor is recommended to:
- (a) Note the views and recommendations of the Committee set out in the main report at Appendix A.
 - (b) Agree that the appropriate Executive Directors be asked to respond to the Review’s recommendations.
 - (c) Ensure that a response is provided to the Overview and Scrutiny Committee.

3. Context

- 3.1 On 23 January 2013, Council resolved to ask the Overview and Scrutiny Committee to undertake an urgent investigation into emergency service provision across the Borough. The Overview and Scrutiny Committee agreed to carry out an in depth review, and considered evidence from a range of sources at its select committees. The Committee agreed the report and the recommendations on 14 October 2013.

4. Financial Implications

- 4.1 There are no financial implications arising out of this report per se, although the financial implications of the recommendations will need to be considered in due course.

5. Legal Implications

- 5.1 The Constitution provides for Overview and Scrutiny Committees to refer reports to the Mayor and Cabinet, who are obliged to consider the report and the proposed response from the relevant Executive Director; and report back to the Committee within two months (not including recess).

6. Equalities Implications

- 6.1 The Council works to eliminate unlawful discrimination and harassment, promote equality of opportunity and good relations between different groups in the community and recognise and take account of people's differences.

7. Crime and Disorder/Environmental implications

- 7.1 There are no specific implications.

BACKGROUND INFORMATION

If you have any queries on this report, please contact Salena Mulhere, Overview and Scrutiny Manager (0208 3143380), or Kevin Flaherty, Head of Business & Committee (0208 3149327).

Overview and Scrutiny

Emergency Services Review

Overview and Scrutiny Committee
October 2013



Membership of the Overview and Scrutiny Committee in 2013/14:

Councillor Alan Hall (Chair)	Councillor Helen Gibson
Councillor Kevin Bonavia (Vice-Chair)	Councillor Sven Griesenbeck
Councillor Olufunke Abidoye	Councillor Carl Handley
Councillor Jackie Addison	Councillor Michael Harris
Councillor Obajimi Adefiranye	Councillor Ami Ibitson
Councillor Anne Affiku	Councillor Mark Ingleby
Councillor Christine Allison	Councillor Stella Jeffrey
Councillor Abdeslam Amrani	Councillor Darren Johnson
Councillor Pauline Beck	Councillor Madeliene Long
Councillor Paul Bell	Councillor Chris Maines
Councillor John Bowen	Councillor Jim Mallory
Councillor David Britton	Councillor Pauline Morrison
Councillor Duwayne Brooks	Councillor John Muldoon
Councillor Suzannah Clarke	Councillor Marion Nisbet
Councillor Jenni Clutten	Councillor Sam Owolabi-Oluyole
Councillor Liam Curran	Councillor Stephen Padmore
Councillor Vincent Davis	Councillor Jacq Paschoud
Councillor Amanda De Ryk	Councillor John Paschoud
Councillor Alexander Feakes	Councillor Philip Peake
Councillor Peggy Fitzsimmons	Councillor Eva Stamirowski
Councillor Julia Fletcher	Councillor Alan Till
Councillor Patsy Foreman	Councillor Dan Whittle
Councillor Vicky Foxcroft	

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1. Chair's introduction

To be added.



Councillor Alan Hall
Chair of the Overview and Scrutiny Committee

2. Executive summary

3. Recommendations

Having considered all the evidence received, the Overview and Scrutiny Committee makes the following recommendations:

Assets

1. In the event that emergency services providers identify assets for disposal, the Council should be satisfied that there is no demand for alternative social and community use of that asset before it is disposed of, as set out in the Lewisham Core Strategy.
2. When putting forward proposals to close facilities or alter the delivery of services from public buildings, Lewisham's emergency services should consult with Councillors and the local community about the best use of their assets and any potential options for replacement facilities.

Perception

3. Local councillors should be kept up to date with the names and contact details of the appropriate officers who have direct responsibility for managing officers working at ward level. These officers should engage with their relevant local assembly.
4. Information about the local policing model should be provided to local assemblies by the appropriate senior officers.

Response

5. The decision to close Downham Fire Station leaves some residents, schools and businesses in Lewisham subject to unacceptable average attendance times, and at greater risk. The LFB ward level response times should be provided annually for consideration by Overview and Scrutiny in Lewisham and the relevant Cabinet Member.
6. The decision to close Downham Fire Station leaves some residents, schools and businesses in Lewisham subject to unacceptable average attendance times, and at greater risk. An annual update should be provided by the borough commander on LFB targets and performance in the borough.
7. The Safer Lewisham Partnership and the Safer Stronger Communities Select Committee should annually review if the MPS is on target to achieve the objective of providing 647 police officers in Lewisham by 2015.
8. Lewisham should seek to learn any lessons from the early rollout out of the Local Policing Model in Lambeth.
9. The work of Safer Neighbourhood Teams should be reported to the Safer Stronger Communities Select Committee annually, as part of the Safer Lewisham Partnership update.
10. Safer Stronger Communities Select Committee believe that the impact of the changed model of policing at a neighbourhood level will represent a real reduction in service. For this reason, the implementation of the new policing model should be reviewed annually by Overview and Scrutiny and the relevant Cabinet Member.

11. The Metropolitan Police Service should regularly publish information on its website outlining performance in relation to achieving the target response times of 15 minutes for urgent calls and 90 minutes for non urgent calls.
12. Safer Stronger Community Select Committee should continue to annually review performance information from the Metropolitan Police Service in Lewisham. The information provided to the Committee should include response time performance.
13. The fact that Lewisham Hospital has had numerous LAS patients diverted to it from neighbouring trusts in recent months should be noted. Capacity and activity at neighbouring A&E departments, as well as Lewisham, should be closely monitored by Lewisham CCG before any future proposals to change to accident and emergency provision are proposed or implemented at Lewisham Hospital.
14. More public information on the Norovirus is needed to support people to self manage the illness where appropriate and to help prevent the spread of disease and the closure of hospital wards.

Prevention

15. The LFB in Lewisham should focus its education and fire prevention activities in the priority postcodes that will be most significantly affected by the increase in ward level response times.
16. The possibility of setting up and funding a branch of the Fire Cadets in Lewisham should be explored as part the Youth Service's new commissioning approach.
17. Housing providers should carry out further work to assess how information about vulnerable residents in high rise accommodation could be shared with the LFB in the event of a serious fire.
18. Lewisham's social housing providers should be encouraged to have a clear policy in place that enables residents to report and escalate concerns about fire safety.
19. Where non-critical risks are identified in Lewisham Homes properties, these should be recorded and added to an action plan, to be reported to the Housing Select Committee as part of the Lewisham Homes six monthly review.
20. Lewisham's social housing providers should be asked to demonstrate that their maintenance, caretaking, contracted staff (and anyone else who has a responsibility for building maintenance or procurement of building works) are fully trained to understand fire risks and where relevant, to carry out work in line with the most recent fire safety advice.
21. An ongoing programme of fire safety awareness for tenants, including safe evacuation routes, should be instigated by all registered social landlords.
22. Clear information about fire safety, and safe evacuation routes, should be provided to all new tenants as part of their welcome pack.
23. The Council should encourage Lewisham's housing providers to follow Lewisham Homes' risk based approach to installing sprinklers in their housing stock (referral).
24. Fire Safety should be considered strategically by the South East London Housing Partnership and good practice shared.
25. Volunteering opportunities for adults, to support the cadet branches of the LFB and MPS, should be publicised locally to increase the capacity of the cadets to involve more young people
26. The Mayor should call on the Government to revise plans to transfer the funding for Youth Offending Services. Current funding will not cover costs and will have a significant impact on Council finances: the impact of this should be closely

monitored by Mayor and Cabinet and reviewed by the Public Accounts Select Committee

27. National campaigns, such as the recent “Choose well” campaign, need to be supported and reinforced locally. Clear, appropriate guidance should be given to people locally, about the most appropriate local service to access if they have an urgent medical need outside of GP hours, when they are making routine contact with health services.
28. Out of Hours care and urgent care both need to be comprehensive, easily accessible and well publicised to enable the public to choose the most appropriate care setting for their needs.

Access

29. The effectiveness of the police contact points in Lewisham should be reviewed by the borough commander after six months of operation, the results of the review should be provided to Overview and Scrutiny and the Safer Lewisham Partnership.

Partnership

30. The CCG has a key role in ensuring that appropriate urgent care and out of hours services are available. The Council and CCG need to work closely together to ensure that all the necessary care pathways are in place, and appropriately utilised, to ensure undue and inappropriate pressure is not placed on Accident and Emergency units.
31. The Council should continue to work closely with Lewisham and Greenwich NHS Trust to ensure appropriate and timely discharge from hospital takes place where patients have social care needs.
32. The CCG should work with the Lewisham and Greenwich NHS Trust to understand the high number of patients attending A&E who require specialist referral to the mental health team. The CCG should then review the appropriate care pathways, particularly the out of hours availability of services, to ensure that there is an appropriate level of service provided.

Future

33. Projected future population growth should be factored into all future service planning
34. The Mayor and Cabinet, the Safer Lewisham Partnership, the Health and Wellbeing Board should regularly review performance against the recommendations made within this report, in their role as local strategic leadership bodies.
35. The Mayor and the Council must continue to be vigilant to ensure that Lewisham has the best possible Emergency Services

4. Purpose and structure of review

4.1. Lewisham Council was concerned about the impact and scale of the cuts being proposed to emergency services in Lewisham and resolved in January 2013 that:

“Given the severity of cuts to emergency services across the borough, Council asks the Overview and Scrutiny Committee to undertake an urgent investigation into emergency service provision across the borough”¹.

4.2. In April 2013 the Overview and Scrutiny Committee decided to direct its select committees to carry out a review of emergency services in Lewisham. This was at a time when there were ongoing consultations about substantial organisational and operational changes to the Metropolitan Police Service (MPS), the London Fire Brigade (LFB) and the London Ambulance Service (LAS). Proposals to reduce the Accident and Emergency Service (A&E), and emergency maternity care, at Lewisham Hospital had recently been agreed by the Secretary of State for Health, despite strong opposition from thousands of local people, their elected representatives and the GPs responsible for commissioning acute care locally.

4.3. The Committee was concerned about the scale and pace of change being proposed to the delivery of emergency services in Lewisham and was worried that the cumulative impact of these proposals may not have been fully considered. The Committee wanted to ensure that the implications of all of the proposed changes were fully understood and planned for, and that a joined up approach to ensuring the best possible services for local people was taken. Given the ongoing reduction in local government funding, the Committee felt it important that the Council’s role in relation to emergency service provision was also taken into account.

4.4. The topic of emergency services in Lewisham met the criteria for carrying out a scrutiny review, because it was:

- an issue that affected a large number of people living, working and studying in Lewisham
- strategic and significant
- an appropriate time to carry out scrutiny of those services.

Terms of reference and key lines of inquiry

4.5. The Overview and Scrutiny Committee considered how each of its Committees might best contribute to the review. It was agreed that the review would focus on:

- clarifying the key policy initiatives and financial constraints impacting locally
- identifying the local implications for services
- considering the potential impact of any service changes.

4.6. In determining the scope of the review, the Overview and Scrutiny Committee considered the existing scope of responsibilities held by its select committees. The Committee was reminded that local authorities have an important statutory role in monitoring the performance of their local Crime and Disorder Reduction

¹ Lewisham Council meeting 23 January 2013
<http://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=138&MId=2369&Ver=4>

Partnership. In Lewisham this is known as the Safer Lewisham Partnership and it is monitored by the Safer Stronger Communities Select Committee.

- 4.7. Local Authority Overview and Scrutiny functions also have an important statutory role in relation to the provision of service by, and performance of, health bodies providing services for local people. In Lewisham this statutory role is performed by the Healthier Communities Select Committee. These functions include:
- all powers given to the Council's Overview and Scrutiny Committee by the Health and Social Care Act 2001
 - to require the attendance of representatives of health bodies at meetings of the select committee to address it, answer questions and listen to the comments of local people on matters of local concern.

Select Committee scrutiny

- 4.8. The Committee tasked the Select Committees with the following terms of reference:

Safer Stronger Communities Select Committee – Police and Fire Services

- To clarify the policy initiatives and financial circumstances impacting on the MPS and the LFB
- Identify the related impact on services and performance locally
- Consider the potential impact of any service changes.

Healthier Communities Select Committee – Emergency healthcare

- To clarify the policy initiatives and financial circumstances impacting on the LAS and A&E provision in Lewisham
- Identify the related impact on services and performance locally
- Consider the potential impact of any service changes.

Sustainable Development Select Committee – All services: estate and asset implications

- Consider the potential impact of any service changes as they impact on estate and assets.

Housing Select Committee – landlord and tenant specific implications

- Identify the related impact on services and performance locally, particularly in relation to tenants and housing providers (Lift call outs, fire safety checking responsibilities etc)
- Consider the potential impact of any service changes specifically in relation to tenants and housing providers.

Public Accounts Select Committee – financial implications

- Consider the potential financial impact, of any service changes, and how they may impact financially on the Council and its partners.

Children and Young People Select Committee – Impact on young people Prevention

- Engagement with young people in schools via the schools police officer and Safer Neighbourhood Team engagement with primary schools
- Engagement work with young people in relation to fire prevention, fire safety and, if appropriate, in relation to hoax calling
- Support to schools emergency planning in relation to fire evacuation

- Any implications for children's social services including changes to youth offending services
- Potential healthcare service implications for children related to the proposed changes to A&E services and related acute paediatric services.

4.9. Each committee considered the terms of reference allocated to it by the Overview and Scrutiny Committee, before considering a further report from officers about how its section of the review might be carried out. The Public Accounts Select Committee considered its terms of reference and resolved to defer to other Committees, unless it was required to carry out specific work on public finances.

Select Committee meetings

4.10. The Select Committees dedicated time at the following meetings in 2013 to the completion of the review:

Safer Stronger Communities Select Committee

- 8 May (evidence)
- 3 July (evidence)
- 3 September (recommendations).

Healthier Communities Select Committee

- 29 May (evidence)
- 9 July (evidence)
- 4 September (recommendations).

Sustainable Development Select Committee

- 22 May (evidence)
- 11 July (evidence)
- 10 September (recommendations).

Housing Select Committee

- 16 May (evidence)
- 19 June (evidence)
- 11 September (recommendations).

Children and Young People Select Committee

- 2 July (evidence session and recommendations).

4.11. Alongside the written evidence considered (listed in the sources section) Committees received evidence from the following officers and representatives from the Council and partner organisations:

- David Abraham (Clinical Director for Strategy, Lewisham Clinical Commissioning Group)
- Dr Liz Aitken (Director of Service for Acute Medicine, Lewisham Healthcare NHS Trust)
- Kevin Brown (Assistant Director Operations London (South), London Ambulance Service)
- Graham Norton (Lewisham Operations Manager, London Ambulance Service)

- Joy Ellery (Director of Knowledge, Governance and Communications, Lewisham Healthcare NHS Trust)
- Martin Wilkinson (Chief Officer, Lewisham Clinical Commissioning Group)
- Mark Andrews (Lewisham Borough Fire Commander, London Fire Brigade)
- John Turner (Lewisham Borough Fire Commander, London Fire Brigade)
- Chief Superintendent Russell Nyman (Lewisham Borough Police Commander, Metropolitan Police Service)
- Superintendent Mike Gallagher (Lewisham Deputy Borough Police Commander, Metropolitan Police Service)
- Sergeant Steve Marks (Lewisham, Metropolitan Police service)
- Hilary Barber (Director of Corporate Services, Lewisham Homes)
- Brian Regan (Planning Policy Manager, London Borough of Lewisham)
- Ian Smith (Director for Children's Social Care, London Borough of Lewisham)
- Peter Stunell (Transport Policy Officer, London Borough of Lewisham)
- John Roberts (GIS/CAD Manager, London Borough of Lewisham)
- Geeta Subramaniam-Mooney (Head of Crime Reduction and Supporting People, London Borough of Lewisham).

Other relevant meetings

- 4.12. 28 January 2013 – The Mayor of London held a public meeting in Lewisham to hear local people's views on his draft Police and Crime Plan.
- 4.13. 22 April 2013 – Central London Forward - The Chair of Overview and Scrutiny and the Cabinet Member for Community Safety attended a meeting of central London boroughs to discuss the impact of the fire service proposals on inner London. Information was received from the LFB as well as specialist information about maintenance, tall buildings, heritage buildings and response time in central London.
- 4.14. 22 May 2013 – The London Fire and Emergency Planning Authority held a public consultation meeting on the draft Fifth London Safety Plan at Sydenham Girls School.

Completion of the review

- 4.15. The Overview and Scrutiny Committee met in October to review the evidence gathered, consider the recommendations put forward by the Select Committees. The Overview and Scrutiny Committee then agreed recommendations for action, that the Committee felt necessary, to safeguard the ongoing effective provision of emergency services for people in Lewisham, in light of the evidence considered. The summary of evidence gathered and the recommendations made are set out in the rest of this report.

5. Findings

- 5.1. The proposals for changes to the fire, police, ambulance and local accident and emergency services encompassed a large amount of detailed information, and aroused a huge amount of public interest, and in some instances concern. A large amount of written and verbal evidence was considered by the members of the Overview and Scrutiny Committee, across a number of Select Committee meetings, over a period of six months.
- 5.2. By considering in detail: the service change proposals put forward by the various bodies responsible for the delivery of emergency services, the financial and policy context within which they were being made and the views and experiences of local people, members identified eight key themes, across all of the emergency services in Lewisham, that encompassed the key areas of concern that needed to be considered collectively:
 - Finance
 - Assets
 - Perception
 - Response
 - Prevention
 - Access
 - Partnership
 - Future.
- 5.3. As the aim of the review was to look at the proposed changes to the emergency services collectively, the evidence gathered and the conclusions of the Committee are outlined in relation to each of these eight key themes.

6. Finance

- 6.1. In May 2010 the incoming coalition government proposed to cut an average of 20% from government spending over the next four years. The aim of this was to decrease public expenditure and reduce the structural national deficit. In October 2010 a spending review was announced to cover the four years from 2011-12 to 2014-15 and reduce the government's budget by £83bn². As part of this the NHS is required by the government to make total savings of £20 billion per year by 2014/15 and trusts throughout the NHS therefore have efficiency targets of around 4-6 per cent per year. In the spending review of 2013 a further £11.5bn of savings were identified, including a 10% cut in resource budget for local government.
- 6.2. These significant reductions in public sector expenditure over the course of the current Parliament have had an impact at the local level. Lewisham Council has already cut its revenue budget by £53m since May 2010. Further savings of between £30m and £55m will be required in 2013/14 and 2014/15, with a likely estimated savings requirement of £85m over the next four years³.
- 6.3. Changes to the emergency services in London are being driven due to the pressures from central government to cut expenditure as well as the Mayor of London's commitment to reducing the Greater London Authority (GLA) precept drawn from council tax. Due to the scale and profile of the 2012 London Olympics savings had not been sought for police and fire from frontline service delivery, instead being drawn from efficiencies in the back office functions. However, through late 2012 and early 2013 announcements were made regarding changes to the emergency services:
- In April 2011 the London Ambulance Service (LAS) announced a five-year 'cost improvement programme' involving a reduction of £54 million in their budget, a 19% reduction
 - In January 2013 the Commissioner of the London Fire Brigade (LFB) published proposals for the Draft Fifth London Safety Plan (LSP5), including the need for significant savings -a consultation period on the plan ran until June 2013, after which a final plan was produced and submitted
 - In January 2013, the Mayor of London announced the publication of the draft London Police and Crime Plan 2013-16, which included the need for savings of £500m - following a consultation period the final plan was announced in April 2013
 - It was estimated that the hospitals that make up the neighbouring South London Healthcare NHS Trust (SLHT) will have overspent by £356m over the period 2004/05 to 2012/13 - the Trust was placed under the Unsustainable Providers Regime, and a Trust Special Administrator (TSA) was appointed to address the financial issues of that Trust.

Fire

- 6.4. The draft LSP5 set out the budgetary pressures facing the LFB, with the government reducing funding by £31.5 million over the next two years and the

² Spending Review (2010) HM Treasury: <https://www.gov.uk/government/publications/spending-review-2010>

³ Revenue Budget Savings Proposals 2013/16, report to all Select Committees:
<http://councilmeetings.lewisham.gov.uk/documents/s18608/03SavingsReportSelectCommittees.pdf>

Mayor of London reducing his council tax by 10 per cent by 2016. This reduced the money available for public services including the LFB, with the LFB required to save £45.4m over the next two years⁴.

- 6.5. At the Safer Stronger Communities Select Committee meeting held on 8 July 2013 the Lewisham Borough Fire Commander, John Turner outlined these financial pressures. Whilst there had been substantial reductions in funding of £52m in the last four years which had been achieved without reducing frontline services, it was clear that the new savings target of £45.4m over the next two years could not be found without making significant changes to how London is kept safe.
- 6.6. The LFB has a budget of £448.2m for the year 2012/13⁵ with which to plan and deliver services. The draft LSP5 set out proposals for how the LFB might deliver services to Londoners in a more efficient way and suggested:
- reducing the number of fire stations in London from 112 to 100, including the closing of stations at Downham and New Cross
 - cutting the number of fire engines to 151 from 169 [A 151/100 option – 151 appliances at 100 stations]
 - having 520 fewer fire station staff (4,584) for fire engines and special vehicles
 - having 56 fewer middle managers [officers] (200).
- 6.7. The Chancellor's spending announcement for 2015/16 stated that fire and rescue authority budgets would be reduced by 7.5 per cent overall, meaning that funding would be reduced compared to that set out in the provisional grant settlement for 2014/15⁶. However, the London Mayor's budget guidance for 2014/15 maintains the London Fire and Emergency Planning Authority (LFEPA)'s funding for 2015/16 at the same level as that for 2014/15.⁷

LSP5 following the consultation

- 6.8. Following the consultation period, the draft LSP5 was submitted to LFEPA on 18 July 2013⁸. Changes made to the draft plan included proposing that there were 155 appliances at 102 stations (a "155/102" option) instead of the original "151/100" proposal, combined with changes to the Fire Rescue Units (FRUs) at Hornchurch and Millwall (saving £2.2m) which overall could save £18.1 million. This will mean the deletion of 360 station-based posts. However, it also represents a slight increase in the overall saving that will be achieved due to the inclusion of FRUs in the savings plans and associated reduction of posts from FRUs.
- 6.9. Within Lewisham the changes made to the LSP5 will mean the New Cross Fire Station will remain open with one appliance. However, the FRU (a purpose built vehicle designed to provide specialist rescue functions), which is based at Millwall just outside the borough, will close. The LFB propose this action, suggesting that

⁴ Draft Fifth London Safety Plan 2013-16 (Consultation version) http://www.london-fire.gov.uk/Documents/Draft_Fifth_London_Safety_Plan.pdf

⁵ Draft Fifth London Safety Plan consultation presentation (2013)

⁶ HM Treasury, Spending Round (2013)

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209036/spending-round-2013-complete.pdf

⁷ The Mayor's Budget Guidance for 2014/15, GLA: <http://www.london.gov.uk/sites/default/files/2014-15MayorsBudgetGuidance.pdf>

⁸ Fifth London fire safety plan (Report to LFEPA 18 July 2013): <http://moderngov.london-fire.gov.uk/mgconvert2pdf.aspx?id=2064>

Millwall FRU consistently has the lowest level of utilisation of any FRU, and cover can be provided by neighbouring FRUs.

Police

- 6.10. The Mayor's Office for Policing and Crime (MOPAC) produced the Police and Crime Plan 2013-2016 in March 2013, which set out a number of priorities for the Metropolitan Police Service (MPS), including:
- reducing key neighbourhood crimes by 20% (which means up to 250,000 fewer crimes)
 - boosting public confidence in the police by 20%, up to 75%
 - cutting costs by 20% (delivering £500m savings).
- 6.11. The Plan will deliver the £500m savings through changes to the rank mix to bring the MPS in line with other forces, reductions in the cost of back office support, more efficient use of property and reductions in the cost of IT support. This follows significant savings delivered in previous years, with net incremental savings delivered in 2011/12 of £146m and £70m 2012/13, realised through major change programmes covering Human Resources, Finance and Resource Management, and Property Facilities Management⁹.

The Local Policing Model

- 6.12. A new Local Policing Model (LPM) will be introduced which will change the way boroughs operate, and which will lead to moving more resources to the front line, with the aim of increasing visibility and flexibility as well as improving quality of service in order to increase public confidence. This will mean a change to the MPS's rank mix, with nearly a third fewer senior officers at Association of Chief Police Officers (ACPO) rank and over 1,000 fewer supervisors (all ranks between sergeant and chief superintendent). As the MPS has the highest support costs per head of population – £98 compared with the national average of £39 – the new model will reduce the organisation support costs and remove any duplication and unnecessary overheads.
- 6.13. At the Safer Stronger Communities Select Committee meeting held on 29 July 2013, the Deputy Borough Commander for MPS in Lewisham stated that, in order to achieve the savings required, the LPM would be implemented in Lewisham by 16 September 2013.
- 6.14. In Lewisham, there are proposals to increase the total number of officers from 593 to 647, an increase of 54 officers on 2011 levels as outlined in the draft Plan. With the new model there will be a total of 110 Police constables assigned to neighbourhood policing who will not have a specific ward but an area they are based in¹⁰. The Assistant Borough Commander stated that the number of neighbourhood officers would increase to 129 by 2016, up from 36 in 2007 and that Lewisham was due to have 116 officers in place by 16 September.

⁹ Police and Crime Plan (2013-16) <http://www.london.gov.uk/sites/default/files/PoliceCrimePlan%202013-16.pdf>

¹⁰ Emergency services review: MPS report to Safer Stronger Communities Select Committee (29 July 2013) <http://councilmeetings.lewisham.gov.uk/documents/s23832/04%20Emergency%20services%20review-%20police%20service%20290713.pdf>

Savings from the police estate

- 6.15. The MOPAC/MPS Estate Strategy 2013-2016 sets out how the MPS will seek to deliver the changes to their estate. Buildings regarded as inefficient and no longer required will be closed and the money saved used to invest in new facilities. Capital sales of former operational buildings realised £78m between April 2007 and April 2013. There is a target of a further £268m from buildings which will not be required for operational use by April 2016. The aim set out in the strategy is to also reduce the total running costs of the estate to £140m each year by April 2016 (a 30% reduction on 2012 costs).¹¹
- 6.16. The Assistant Borough Commander informed the Safer Stronger Communities Select Committee that part of the savings contributions from Lewisham would come from the closure of stations. Brockley Police Station has already closed because it had a low footfall and was considered unviable. Sydenham Police Station is also being closed, but a front desk will be opened at Catford Hill Police Station to cover the area previously covered by Sydenham.

Emergency Healthcare

- 6.17. In 2011, the London Assembly of the GLA carried out a strategic review of the future of the LAS.¹² It highlighted that demand was already higher for the LAS than other regional ambulance services, and the number of incidents attended by the LAS had increased 12 per cent in four years. However, the review also concluded that the organisation was only being forced to make large budget reductions after it had undergone a sustained period of growth.
- 6.18. The NHS is required by the government to make total savings of £20 billion per year by 2014/15 and trusts throughout the NHS therefore have efficiency targets of around 4-6 per cent per year. In order to meet this, in April 2011 the LAS announced a five-year 'cost improvement programme' involving a reduction of £54 million in the LAS budget (from an annual budget of approximately £280 million in 2011/12) by 2015/16 (a 19 per cent reduction compared to 2011/12). This will include a reduction in LAS staff posts of 893 (18 per cent reduction), consisting of 560 'frontline' posts (staff directly responsible for patient care), and 333 management and support posts.

Increased demand for ambulances

- 6.19. However, in January 2013, the LAS issued a joint statement with the lead commissioner of the service for London Primary Care Trusts, NHS North West London, advising that the LAS was facing increasing levels of demand, and that although a rise in demand was planned for, the increase was 3.2 per cent more than expected. Therefore, although the LAS was facing pressure to work differently and more efficiently to make the best use of the funding it receives, more investment was needed to increase staffing levels. The LAS and the commissioners are currently considering what changes and investment are required for the next financial year to ensure more staff are available to respond

¹¹. MOPAC/MPS Estate Strategy (2013-2016): http://www.london.gov.uk/sites/default/files/MOPAC%20Estates%20Strategy_0.PDF

¹². The future of the London Ambulance Service: A strategic review December (2011), Health and Public Services Committee <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/all-publications/the-future-of-the-london-ambulance-service>

to patients who need an emergency ambulance and have published a consultation document 'Our plans to improve the care we provide to patients', outlining their aims and priorities.¹³

- 6.20. At the Healthier Communities Select Committee meeting on 29 May 2013 the Committee was informed that the LAS recently received £14.8 million of extra funding, £7.8 million for this year to enable the recruitment of 240 more frontline staff to deal with the increased demand for services. The additional funding had been provided because demand for the service had increased every year for the last 10 years, with a 6.4% increase in calls 2012/13 including an increase of 12.2% on life threatening (category A) calls. The LAS intends to employ an additional 240 members of staff over the next two years, with 120 starting in January 2014, and the other 120 in January 2015.¹⁴
- 6.21. In Lewisham the local Lewisham Clinical Commissioning Group (CCG) commissions services from the LAS via a central commissioning team for London CCGs, via a CCG consortium agreement. Lewisham CCG also works locally with the LAS to manage and monitor the commissioned services and the interfaces between services for the local emergency care system.

Impact of the Trust Special Administrator

- 6.22. In addition to the pressures on the LAS, there has been recent uncertainty about the status of Lewisham Hospital's Accident and Emergency (A&E) unit. In July 2012, the Secretary of State for Health appointed a TSA to South London Healthcare NHS Trust, with effect from 16 July 2012 to address issues around the Trust's finances. It was estimated that the hospitals that make up SLHT will have overspent by £356m over the period 2004/05 to 2012/13. According to the TSA these losses are largely a result of the excessive costs of the Private Finance Initiative (PFI) contract payments being made by the Trust¹⁵.
- 6.23. Although Lewisham Hospital is not part of the SLHT, among the recommendations made by the TSA were some related to Lewisham Hospital. These included proposals for Lewisham Hospital to lose its fully admitting A&E service, its 24 hour surgical and medical inpatients' service, its inpatient paediatric service, its critical care and obstetric led maternity units and its complex in patient surgery unit. As it would no longer provide emergency care it was proposed that Lewisham Hospital become a centre for elective surgery and be merged with Queen Elizabeth Hospital Woolwich in a new Trust. In addition there would be a rationalisation of the Lewisham Hospital estate, with a 58% reduction in the size of the hospital. The TSA attributed £22.6m worth of revenue savings to the Lewisham asset disposal.
- 6.24. Lewisham Council's response to the TSA draft report containing this proposal highlighted a number of issues with the financial suppositions outlined in the TSA report¹⁶. The response suggested that:

¹³. 'Our plans to improve the care we provide to patients' (April 2013)

¹⁴. Healthier Communities Select Committee minutes

¹⁵ Securing sustainable NHS services: the Trust Special Administrator's report on South London Healthcare NHS Trust and the NHS in south east London (2013) Office of the Trust Special Administrator
<http://www.tsa.nhs.uk/sites/default/files/documents/FINAL%20REPORT.pdf>

¹⁶ Lewisham Council Response to the TSA recommendations (December 2012)
<http://councilmeetings.lewisham.gov.uk/documents/s20359/Lewisham%20Hospital.pdf>

- The financial case put forward by the TSA lacked sufficient detail and the financial modelling appeared to be inconsistently applied across the Trusts
- The estate and land use assumptions regarding the Lewisham Hospital site appeared flawed, with both the amount of land available for disposal, and the value of that land overestimated
- The proposals failed to provide sufficient space for the clinical support services required for the proposed elective centre
- The financial viability of the proposed elective centre relied upon a level of activity that would require sub-regional agreements and did not take into account patient choice and competition
- The way in which the TSA had dealt with Lewisham Hospital's PFI was flawed – if it had been considered on the same basis as the PFI costs of South London Healthcare Trust then Lewisham Healthcare NHS Trust would appear not to be in deficit
- The implications of a poor implementation of the proposals would be an increase in the risk of financial instability either for the commissioners or for the providers in Lewisham.

6.25. Lewisham subsequently launched a legal challenge in the High Court to the decision of the Secretary of State for Health to implement the recommendations of the TSA. On 31 July 2013 the High Court ruled that the Secretary of State had breached provisions of the National Health Services Act 2006¹⁷. The government is currently appealing against this decision.

¹⁷ Judgement on Lewisham Hospital (2013) R (on the application of LB of Lewisham and others) v Secretary of State for Health and the TSA for South London Hospitals NHS Trust, Judiciary of England and Wales:
<http://www.judiciary.gov.uk/media/judgments/2013/lb-lewisham-v-sos-health>

7. Assets

- 7.1. Emergency service providers inhabit a number of buildings across the borough and across London. In order to make savings, a key factor will be the rationalisation and more efficient use of assets. In addition to supporting savings targets, some of the potential income from the disposal of surplus assets held by organisations could be used towards modernising equipment and premises and improving services.

The planning framework

- 7.2. The disposal of assets and their future use will be influenced by the planning frameworks and policies in place. The London Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital to 2031. It forms part of the development plan for Greater London. London boroughs' local plans need to be in general conformity with the London Plan, and its policies guide decisions on planning applications by councils and the Mayor of London. The London Plan defines community facilities as including a wide range of facilities such as 'health provision, nurseries, schools, colleges and universities, community, cultural, play, recreation and sports facilities, places of worship, fire stations, policing and other criminal justice or community safety facilities and many other uses and activities which contribute to making an area more than just a place to live'¹⁸.
- 7.3. At the meeting of the Sustainable Development Select Committee on 11 July 2013, Members were provided with information about planning protections for community facilities as set out in the London Plan and the Lewisham Core Strategy. The London Plan has a strong theme of promoting and protecting community and other social facilities as an essential element in supporting inevitable growth in population, ensuring sustainable communities and reducing health inequalities.
- 7.4. The London Plan requires boroughs to assess the need for social infrastructure and community facilities and ensure that this need is capable of being met wherever possible. Adequate provision for these facilities is considered particularly important in major areas of new development and regeneration. The London Plan also sets out that proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted; and the suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.
- 7.5. If the current use of a facility is no longer needed, boroughs should take reasonable steps to identify alternative community uses where the needs have been identified.
- 7.6. The Lewisham Core Strategy places a strong emphasis on ensuring the provision and protection of appropriate social infrastructure in the context of the promotion

¹⁸. The London Plan <http://www.london.gov.uk/priorities/planning/london-plan>

of growth in the borough's regeneration areas and the need to ensure the sustainability of communities borough-wide. The Core Strategy Policy emphasises that there should be no net loss of facilities. Existing floor space and facilities should be protected except where provision is being reconfigured, upgraded or is being re-located in order to improve services and meet identified needs as part of a published strategy by a local service provider.

- 7.7. In all such cases the Council will need to be satisfied that the overall level of social and community provision is improved and there is no demand for an alternative social and community use for that floor space. This policy approach should ensure that facilities are fit for purpose and provide sufficient flexibility to meet the needs of both the providers and local communities.
- 7.8. The Lewisham Core Strategy defines community facilities as 'community services that improve community well-being and which implement Core Strategy Objective 11: Community well-being'¹⁹. The Lewisham Core Strategy also sets out that the Council will apply the London Plan policies relating to healthcare, education and community and recreational facilities to ensure:
- there is no net loss of facilities
 - the needs of current and future populations arising from development are sufficiently provided for
 - the preferred location for new uses will be in areas that are easily accessible and located within close proximity of public transport, other community facilities and services and town and local centres
 - co-location of services and multi-use facilities are encouraged and supported
 - a safe and secure environment is created and maintained.

Recommendation 1:

In the event that emergency services providers identify assets for disposal, the Council should be satisfied that there is no demand for alternative social and community use of that asset before it is disposed of, as set out in the Lewisham Core Strategy.

Fire

- 7.9. The London Fire Brigade's approach to their assets is set out in the Fifth London safety Plan (LSP5)²⁰ under their fourth strategic aim, 'Resources'. Objectives related to the use of the LFB's assets include:
- Explore options for further shared services
 - Review property services
 - Provide nine new fire stations through the Private Finance Initiative (PFI) and deliver the capital programme of station improvements
 - Explore arrangements for operational staff to undertake routine maintenance and repairs on stations
 - Start a programme to replace the pumping fleet and investigate options for improving their environmental performance.

¹⁹ Lewisham Core Strategy (adopted 2011)

<http://www.lewisham.gov.uk/myserives/planning/policy/Documents/CoreStrategyAdoptedVersion.pdf>

²⁰ LSP5 (2013-16) p6

- 7.10. Some of the savings identified in LSP5 are related to their improved handling of assets. The original plan included proposals to close New Cross and Downham Fire Stations, although under the revised plan only Downham Fire Station is due to close.

Modelling for risk

- 7.11. The models used to decide on where fire engines were to be removed and fire stations closed were based on the LFB's historic incident data for five years, to build a picture of risk across London, as historic incidents have been found to be a very strong predictor of where incidents will happen in the future. The modelling took into account the demand for attendance generated by local risks, as well as the volume of incidents.
- 7.12. Other factors that contributed to the proposals included the desirability of retaining at least one station in every borough, the physical quality and utility of each station, the recognition that some stations had received substantial levels of recent investment; that some stations were in a government funded PFI programme and that some stations provided multiple or difficult to relocate functions. However, in the response to the consultation on the LSP5, the LFB emphasised that the delivery of their agreed corporate property strategy was not an explicit criteria used for the selection of stations set out in the final draft plan and it did not play any part in the selection of stations which were due to close.

The LFB asset plan

- 7.13. The LFB's corporate asset plan sets out the following objectives:²¹
- To ensure that our fire stations and other buildings are fit for purpose, in a satisfactory condition and energy efficient
 - To ensure that our fire stations and other buildings are well placed to enable us to reach incidents effectively and to the attendance standards we have set
 - To use the approved Fire Station Design Brief (2008) for all new builds and as a basis for refurbishments and to keep it under review to ensure its appropriateness for future flexible working and a modern fire service providing a consistent and suitable standard of accommodation for all our appliances
 - To continue to provide fire stations in prominent locations where possible that provide a positive and reassuring presence to the community
 - To include facilities where the community can meet and go for fire safety advice and information
 - To maintain our properties and preserve their value in accordance with the "lifer policy" that where possible, no stations shall be over sixty years old
 - To maximise the use of space in our estate including training facilities
 - To continue to unlock the potential latent value in our estate, where appropriate, through engaging private sector developer partnerships on appropriate sites under our Corporate Property Project initiative
 - To continue to take steps to reduce our carbon footprint, with sustainable development in design, and strive for the Excellent BREEAM rating for new designs
 - To continue to ensure compliance with Statutory and Regulatory Codes

²¹. LFB Asset Management Plan (2011): Delivering property improvement & management [http://www.london-fire.gov.uk/Documents/FEP1831_\(Appendix\).pdf](http://www.london-fire.gov.uk/Documents/FEP1831_(Appendix).pdf)

- To continue to identify income generating opportunities, where appropriate
 - To continue to develop effective joint working through partnership arrangements, and where appropriate co-location, with other agencies and the community, including shared services and functions with other local government organisations
 - To continue to deliver good value for money for our property assets and make further efficiency savings.
- 7.14. At the time of drafting this document, no decisions have been taken on what will happen to stations that are closed. In the past, when stations have been closed they have been marketed and sold with the capital receipt used where possible to invest in essential improvements to the service, for example to buildings and equipment. The capital obtained from sales is not a permanent source of income and the LFB indicated that they should not be used to support revenue spending like day to day running costs.
- 7.15. The property strategy for managing any closed sites will follow procedures used for previous decommissioning of stations (and other LFB sites). The disposal of any site will need to take place over a phased period and the appropriate security arrangements will be put in place for sites awaiting disposal. The LFB already share accommodation with the London Ambulance Service (LAS) and with the Metropolitan Police Service (MPS) and will continue to work with other emergency services to fully exploit this potential, although the LFB has very little surplus land or properties that could be used in this way.²²

Police

- 7.16. The MOPAC/MPS Estate Strategy 2013-2016²³ indicates that as at March 2013, the MPS operated from 955,948 square metres of space in a total of 671 properties of which 400 properties had day-to-day operational activities; 97 properties are no longer required for operational use; and 174 properties were residential. The Estate Strategy supports the following aims:
- Develop the required Front Counter portfolio and create the new Contact Points across London - in addition, raise the profile of public facing properties through consistent standards of signage and corporate 'look and feel'
 - Reduce the total running costs of the MOPAC estate to £140m each year by 2015/16 – a 30% reduction on 2012 costs
 - Reduce the amount of space occupied by up to 300,000 sq m by 2015/16
 - Provide up to 950 modern cells, reducing the cost of the custody estate, and provide suitable facilities to support the reduction in the time it takes for a detainee being taken into custody to be processed
 - Reduce the amount of residential accommodation owned by MOPAC to no more than 200 units whilst working with Residential Providers to offer affordable accommodation to officers and staff close to where they work
 - Create a more efficient estate, fit for the operational needs of the 21st century, with a much smaller headquarters and less costly buildings.
- 7.17. Achieving this aims will be in addition to the 10% reduction achieved in the annual cost of running the police estate between 2009 and 2013. The MPS intends to sell

²² Fifth London fire safety plan (Report to LFEPA 18 July 2013): <http://moderngov.london-fire.gov.uk/mgconvert2pdf.aspx?id=2064>

²³ MOPAC/MPS Estate Strategy (2013-2016), p9

its New Scotland Yard headquarters and compress the amount of space used for desk based staff. The strategy also includes plans for the disposal of a number of police stations and the creation of police 'contact points' in other public buildings.

Closures in Lewisham

- 7.18. In Lewisham, the police stations at Brockley and Sydenham have been declared surplus to operational requirements. As stated earlier, Brockley Police Station has already been closed as it was deemed unviable to keep it open for a small number of visitors. Catford Hill Police Station, which is currently being used as a deployment base, will serve as a contact point open to the public, covering the area previously covered by Sydenham Police Station once that station closes. The local force has no budget for new builds and any money being allocated for new buildings would be in the form of PFI.



Brockley Police Station

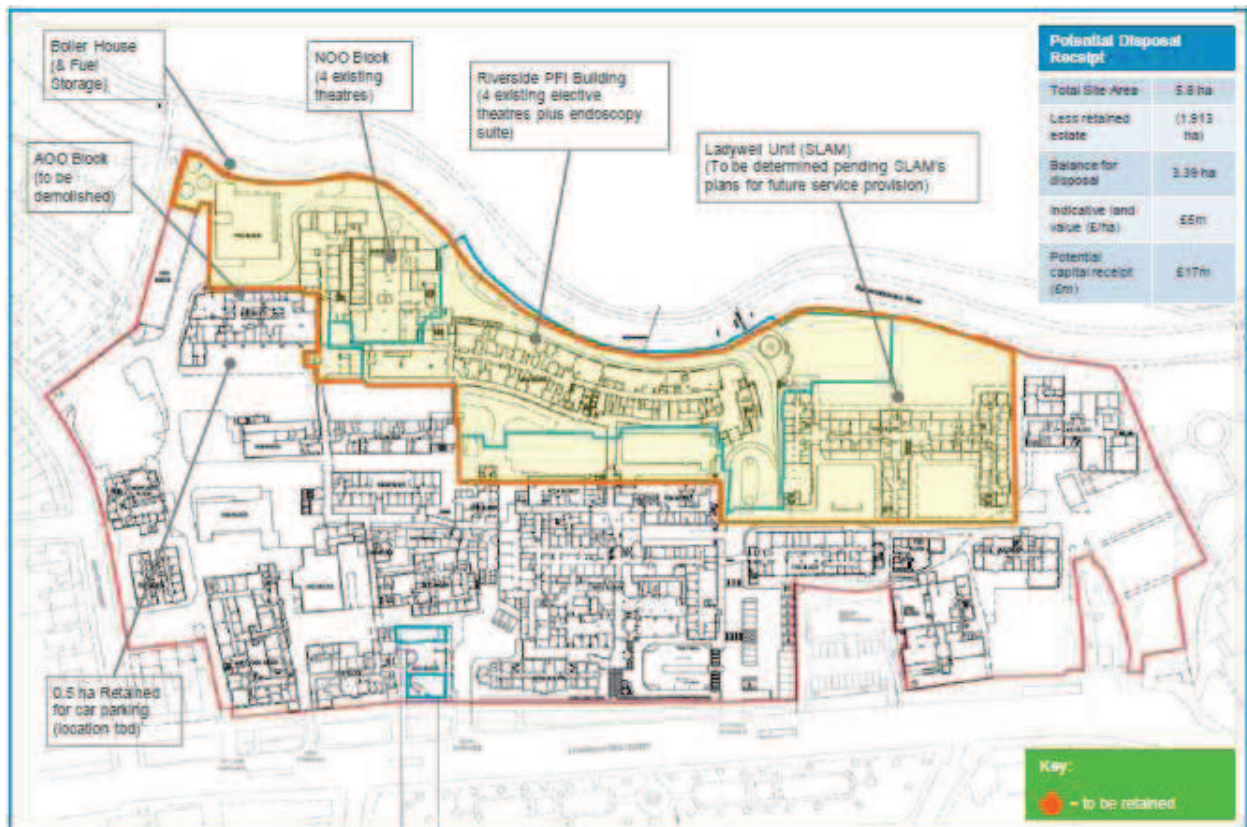
Emergency Healthcare

- 7.19. The LAS has 3 bases within Lewisham, at Deptford, Forest Hill and Lee. There are no proposals to change any of these assets. The LAS has an agreement with the LFB that at a number of locations across London they share a "standpoint": a convenient location at which the ambulances can wait for emergency calls to be allocated to them, enabling them to be wait and be deployed at the most appropriate locations to reach emergency calls promptly.
- 7.20. Following the Trust Special Administrator's (TSA) proposals for changes to the Lewisham Hospital site, Lewisham Council queried whether the draft recommendations were based on realistic assessments and whether they were deliverable.

Challenging the TSA over asset usage

- 7.21. The Council highlighted that the successful implementation of the TSA's preferred option would result in significant changes to the Lewisham Hospital site. These changes included a reduction of almost 60 per cent in the size of the site, and the major refurbishment of the remaining buildings, so that the hospital becomes a centre of excellence of elective care. However, whilst the TSA presumed that such changes would free up a substantial package of land for sale, the Council identified substantial problems with the proposals and the assumptions on which they had been based. The Council highlighted that:

- the site contains a Grade II listed building and conservation area status in parts of the site
- The Council also owns the Registry Building which is on the eastern boundary of the site alongside the High Street, which could restrict use.
- In line with existing planning policy, if ever plans were received by the Council for the site, the Council would pursue a mixed 'housing and business use' on the site (to help generate employment in an economically deprived area) rather than solely residential usage, which would reduce the land value, and retail usage would be completely rejected.



Source: TSA

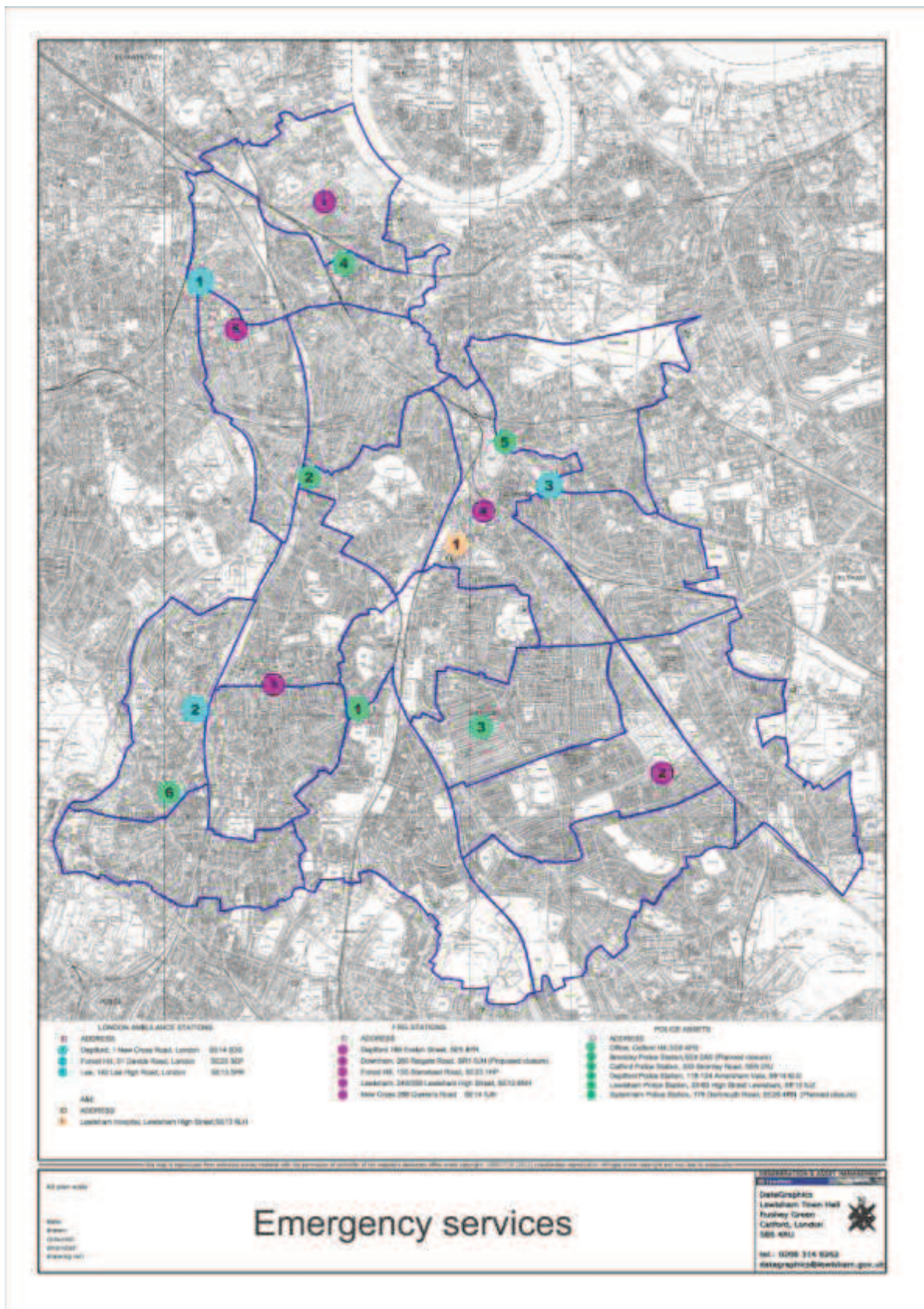
- 7.22. An indicative assessment showed that 25 per cent of the land currently shown for disposal would need to be retained. When considered in combination with the Council's assessment a more realistic disposal price per hectare would be £3.3m, not £5m as suggested by the TSA. The savings that the TSA could expect to make from the site would be substantially reduced and the planning restrictions which would be placed on the site by the council would mean that the development potential was limited.
- 7.23. Considering the substantial investment that Lewisham and Greenwich NHS Trust has already made in its buildings and facilities, including a refurbishment and rationalisation of its urgent care centre and accident and emergency department, the Council recommended that the TSA reconsider fully the viability of removing provision from Lewisham.
- 7.24. As noted in the Finance section, Lewisham undertook a successful legal challenge against the decision of the Secretary of State for Health to implement

the recommendations of the TSA. The Government has been given leave to appeal the ruling in Lewisham's favour and a hearing of the appeal is imminent.

Recommendation 2:

When putting forward proposals to close facilities or alter the delivery of services from public buildings, Lewisham's emergency services should consult with Councillors and the local community about the best use of their assets and any potential options for replacement facilities.

Emergency services asset map



8. Perception

- 8.1. The “Emergency Services” are highly valued by the British public. Calling 999 and feeling confident that appropriate help, free at the point of service, is going to arrive quickly is an important foundation of civil society. Changes to emergency provision, particularly when there is no real public concern with the current provision, can cause some distress and anxiety. Explaining the rationale of any proposed service changes to people and giving service users/the local community the opportunity to comment on the proposals before any decision is taken and any changes are made, is a key part of planning, informing and implementing service changes.
- 8.2. As previously outlined, a number of London wide, or South- East London wide, service changes to emergency services have been announced recently that are, to varying degrees, prefixed by outlining of a financial imperative for the proposed changes. When a service change is perceived as a “cut” or reduction in quality or quantity of services, or a reduction in the accessibility of service, it can cause high levels of concern across the community, particularly by those most directly impacted.
- 8.3. The terms “engagement” and “consultation” are often used to refer to the process of talking to people about proposed changes before they happen. “Engagement” with service users and the public can play a critical role in helping people understand the role of services, and the challenges they face, and can directly impact on the public perception of the services and any changes proposed. Public perception is also heavily shaped by people’s direct experiences of the services that they receive, as well as the experiences of their loved ones, friends and neighbours.
- 8.4. Some public services are legally required to carry out a formal consultation process for a prescribed period of time when proposing major changes to services, with an expectation that the views of local people and service users will inform the final decision that is made. In Lewisham in recent months, proposals were published in relation to the fire service and accident and emergency service at Lewisham Hospital that plainly felt to the local community as a “cut” in services for people in Lewisham, that were driven primarily by financial motives: the Trust Special Administrator (TSA) proposals to reduce Accident and Emergency (A&E) provision at Lewisham Hospital, as well as to remove emergency maternity care from the Lewisham Hospital site, and the London Fire Brigade (LFB) plans for the restructuring of services explicitly mentioned the closure of two fire stations in the borough and the loss of 64 fire brigade staff. This section will look at how consultation with people in Lewisham took place, the views expressed about the proposals relating to emergency services in Lewisham, and if/how those views were taken into account.

Fire

- 8.5. In January 2013 the LFB Draft Fifth London Safety Plan (LSP5) was published by the Commissioner of the LFB, outlining the context for and specific changes proposed to the services delivered by the LFB. The plan advised that there was a need for the LFB to save £45.4million over the coming two years. It is within the

context of needing to make large scale financial savings that the specific plans for service changes, which included the closure of 12 fire stations in London, two in Lewisham, 18 fire engines and over 500 fire fighters, were outlined for consultation.

- 8.6. The consultation on LSP5 was put forward as an opportunity for Londoners “to have a say on how their fire and rescue service is run...I urge everyone to visit our website and tell us what they think”²⁴.(LFB Commissioner Ron Dobson).As the responsible body that “*runs the London Fire Brigade and makes decisions on key matters including strategy, policy and the Brigade’s budget*”²⁵, the London Fire and Emergency Planning Authority (LFEPA) was the body responsible for putting the proposals to Londoners.
- 8.7. Before the consultation with Londoners began, the draft plan made headlines as LFEPA recorded its opposition to many of the proposals in the plan put forward by the Commissioner, namely the station closures, and appliance and staff reductions, and had attempted to reject the elements of the plan that dealt with station closures before it was put out for consultation with Londoners. In response to this the Mayor of London used his powers of direction to instruct LFEPA to begin a public consultation, by 13 February 2013, on the version of the plan that was originally presented to it.
- 8.8. At an extraordinary meeting of the Authority on Monday 11 February 2013, a majority of members supported a resolution to not comply with the Mayor’s direction. Subsequently, the Mayor wrote to LFEPA saying that he would seek legal redress to ensure that his direction was followed. At a meeting of the Appointments and Urgency Committee on Tuesday 26 February 2013 members voted to authorise that public consultation on the whole of the draft fifth London Safety Plan could begin.
- 8.9. This discord between the governing body, the Mayor of London and the Commissioner and the focus on the context of the financial savings underpinning the proposed service changes set the tone for the consultation process and drew attention to the concerns the governing body had about the reasons for and appropriateness of the specific proposals put forward. The consultation went ahead from 4 March 2013 to 17 June 2013. Over 1800 online responses to the consultation questionnaire were submitted, with another 400 questionnaires completed and posted to LFB. A further 102 formal responses were submitted from organisations, groups and individuals.
- 8.10. Lewisham Council submitted a response to the consultation outlining the concerns, of the Council and its constituents, of the potential implications of the proposal to close two fire stations in the borough. The Council felt the proposals to close New Cross and Downham Fire Stations would have a disproportionate impact on the borough, relative to impacts on other boroughs of the proposals and would reduce the level of emergency service, and therefore safety, for some of the most deprived areas of the borough. The concerns about the impact of the proposals on the safety of people in Lewisham were echoed by local politicians,

²⁴ LFB Press release, Ron Dobson (10 June 2013): http://www.london-fire.gov.uk/news/LatestNewsReleases_lastchanceonfireconsultation.asp#.UkBmidJJOAg

²⁵ LFB News release (4 June 2013) http://www.london-fire.gov.uk/news/LatestNewsReleases_Sayonfirebrigadeproposals.asp#.UkGXItJJMuc

local groups and large numbers of local people with people gathering together outside the threatened stations to protest and the proposals.²⁶

- 8.11. Thirteen petitions, with signatures totalling 21,770, were submitted in response to the consultation, specifically opposing the closure of fire stations. Of those petitions, two were specifically in opposition to the proposed closure of Downham Fire Station and totalled over 4700 signatures.
- 8.12. Phoenix Community Housing is a not-for-profit resident-led housing association that owns and manages over 6000 homes in the Bellingham, Whitefoot and Downham areas of Lewisham. They responded to the consultation voicing concerns on behalf of all of the tenants of the association, that the loss of Downham Fire Station, and increased response times in the surrounding wards would mean significantly less cover and increased risk for tenants in those areas.²⁷
- 8.13. Public meetings were also held across London as part of the consultation process, with 24 meetings held in total as some meetings were held jointly between two boroughs. LFB recorded the attendance at the 24 meetings at approximately 1330 and approximately 180 people attended the meeting held in Lewisham, which was the second highest attendance for all of the public meetings held as part of the consultation.
- 8.14. In analysing the consultation, the LFB noted that: “there was very strong opposition to any reduction in the number of fire stations, fire engines and fire fighter posts across all respondents (94% - 2, 010 out of 2145)”.²⁸
- 8.15. After the consultation process had concluded, the original proposals were revised by the Commissioner to suggest the closure of 10, rather than 12 fire stations with one of those being retained being New Cross Fire Station. The proposals were also altered to reduce the total number of fire engines by 14 rather than 18 and to increase the loss of fire-fighters from 520 to 552, but this was suggested with a focus on specialised fire rescue units and the crewing of those units.
- 8.16. Throughout the respective formal consultation processes, the rationale for the proposals was put forward. Professional assurances were given that the quality and accessibility of services would not be negatively impacted. These reassurances were based upon modelling which showed that the average attendance times would remain close to the targets of six minutes for the first appliance and eight minutes for the second appliance across London. The Commissioner maintains that, in some instances, the public expectations and perceptions of the structures necessary to deliver effective services was incorrect: “The belief that emergency cover depends upon the resources normally located in a locality was strongly felt and expressed. It is true that cover is significantly affected by the availability of nearby resources but respondents made insufficient

²⁶ News Shopper article on LSP5 consultation (15 July 2013): http://www.newsshopper.co.uk/news/10548683.Downham_fire_deaths_on_Boris_Johnson_s_head_after_station_closure_says_campaigner/

²⁷ Phoenix Community Housing Response to Draft Fifth London Safety Plan consultation (17 June 2013)

²⁸ Fifth London fire safety plan (Report to LFEPA 18 July 2013): <http://modern.gov.london-fire.gov.uk/mgconvert2pdf.aspx?id=2064>

allowance for the evidence provided that shows how Brigade resources are, in fact, deployed from any station to maintain pan-London response performance.”²⁹

- 8.17. However, in considering the ward level information regarding attendance times, it was clear to local people that there was a direct link to the reduction of fire stations and the attendance time they could anticipate, if they were to need the LFB in an emergency. The marked rise in average attendance times to above the six and eight minute averages in the localities around the stations proposed for closure, indicated to local people that the proximity of resources did have a tangible impact on the effectiveness of the emergency services that they could expect to receive and the perception, that the emergency fire service people in Lewisham could expect to receive would diminish as a result of these changes, persists, even if the ward level averages appear to be in line with targets.
- 8.18. The Overview and Scrutiny Committee fully support the legal action undertaken by Lewisham Council and others in relation to Downham Fire Station.

Police

- 8.19. In January 2013, the Mayor of London announced the publication of the draft London Police and Crime Plan 2013-16, including the need for savings of £500m. Following a consultation period the final plan was announced in April 2013. The Plan set out the 20:20:20 target that the Mayor has set the Metropolitan Police Service (MPS), to:
- Reduce key neighbourhood crimes by 20%
 - Boost public confidence in the police by 20%, up to 75%.
 - Cut costs by 20% (delivering £500m savings).
- 8.20. The Mayor’s Office for Police and Crime (MOPAC) carried out a London wide consultation on the draft Police and Crime Plan, and a number of public engagement meetings were held, including on in Lewisham that was well attended by local people, concerned to fully understand the potential impact on Lewisham.
- 8.21. The new Local Policing Model was outlined within the London Police and Crime Plan and is a key part of how the MPS plan to meet those targets. The different model of policing aims to change the way boroughs operate and move more resources to the front line; increasing the visibility and flexibility of the police; and thereby improve the quality of the service in order to increase public confidence.
- 8.22. This model of policing aims to build on the success of the very popular Safer Neighbourhood Team (SNT) model that has been in place across boroughs for a number of years and has seen dedicated sergeants, Police Constables (PCs) and Police Community Support Officers (PCSOs) in all wards in the borough building strong relationships with the local SNT panels and local people and schools.
- 8.23. SNT’s were very popular with their local communities and the model of a local team based in the ward was well understood, with good relationships built up with local people, businesses and schools in every ward. There were concerns voiced that the changes to the local policing model would undermine the relationships

²⁹ Fifth London fire safety plan (Report to LFEPA 18 July 2013): <http://moderngov.london-fire.gov.uk/mgconvert2pdf.aspx?id=2064>

and local knowledge built up and progress made to date, with only one dedicated PC per ward always being assigned to a ward under the new model, in place of the previous sergeant, PC and PCSO (s) allocated to each ward.

- 8.24. In response to these concerns, the Assistant Borough Commander advised the Safer Stronger Communities Select Committee that under the new model, 110 police constables will be assigned to neighbourhood policing, however they would be assigned to an area rather than specific wards³⁰. He further stated that the total number of neighbourhood officers would be 129 by 2016, up from 36 in 2007, and that 116 of those officers were due to be in place by September 2013. He also advised members that some existing PSCOs were being recruited to fill the new police constable posts, ensuring that their experience was not lost and that there was a balance across the borough of experienced and probationary officers with an existing knowledge of the area.
- 8.25. At the public meeting held by MOPAC in the Civic Suite and at the Safer Stronger Communities Select Committee, it was advised that, in Lewisham, under this model the total number of officers in the borough should increase from 593 to 647, an increase of 54 officers on 2011 levels.
- 8.26. There were concerns raised by members locally regarding the actual increase on officers that could be expected in Lewisham as a result of the implementation of the plan. The baseline figures, of officers per borough in 2011, used in the draft plan to show the increase of officers in each borough by 2015, have been challenged by members of the London Assembly. In relation to Lewisham, the number of officers in 2011 was quoted in the draft plan as being 593. In the data available on the London Data Store,³¹ and submitted in response to the consultation on the plan,³² the actual number of officers in Lewisham at that time was 634. This means that rather than an additional 54 officers in the borough by 2015, there would only be an actual increase of 13 additional officers.
- 8.27. Members have highlighted public concern that the knowledge and experience built up in the current SNTs will be lost within the changed model, and the dedicated front line ward based support will actually be reduced rather than improved, to one officer from at least four per ward, with the 110 police constables moving around the borough rather than being more closely aligned to ward areas. Members were also concerned that the effective relationships built up with local councillors and ward panels would be disrupted with the changed model and the loss of a number of dedicated local officers.

³⁰ Emergency services review: police service report safer Stronger Communities (29 July 2013)
<http://councilmeetings.lewisham.gov.uk/documents/s23832/04%20Emergency%20services%20review-%20police%20service%20290713.pdf>

³¹ The London Data Store was created by the GLA to make all the data it holds available for analysis and use by the public
<http://data.london.gov.uk>

³² Response to Police and Crime Plan Consultation London Assembly Labour Group and Joanne McCartney
<http://www.london.gov.uk/sites/default/files/Joanne%20McCartney%20AM%2C%20London%20Assembly.pdf>
<http://www.london.gov.uk/sites/default/files/London%20Assembly%20Labour%20Group.pdf>

Recommendation 3:

Local councillors should be kept up to date with the names and contact details of the appropriate officers who have direct responsibility for managing officers working at ward level. These officers should engage with their relevant local assembly.

Recommendation 4:

Information about the local policing model should be provided to local assemblies by the appropriate senior officers

- 8.28. Since 2011 there had been a match funding arrangement in place, where the Council had provided funding for six police constables, from 2011-2013, with a matched number of additional posts provided by the MPS. These post holders were deployed to assist with integrated offender management as well as to tackle anti-social behaviour, guns & gangs and serious youth violence. Given the pressure on the Council finances, and the imminent changes to the local policing model, and lack of clarity at that time, about potential future matched funding arrangements, ceasing the funding of the six police constable posts was agreed as a saving in February 2013, that this funding would not be provided by the Council once the existing contract ended in 2013.
- 8.29. The Safer Stronger Communities Select Committee heard from Assistant Borough Commander Michael Gallagher in July 2013 that Satisfaction levels in Lewisham had shown a marked improvement in the past five years. Satisfaction with local policing was now at 78%, up from 52% in 2007. However, confidence was currently at 55%, which was low in comparison to other areas and confidence figures had seen a downward trend in recent years. High levels of satisfaction in comparison to low levels of confidence would seem to indicate that in Lewisham people's interactions with the police were generally positive, but the general feeling in the area about the police's ability to deal with crime was low. This is recognised by the MPS locally as something that they need to tackle as a priority within the new policing model in Lewisham.
- 8.30. The Safer Lewisham Partnership Plan recognises that people in the borough want to 'feel safe in their communities'. One of the key aims of the Mayors 20:20:20 plan is to increase satisfaction in policing (up to 75%) – in relation to the figures given by Assistant Borough Commander, Superintendent Gallagher, this figure has already been achieved in Lewisham. Further information has been requested about the low confidence figures
- 8.31. Lewisham has an active and vibrant Community Police Consultative Group (LCPCG) which has a rich history of supporting the wider community in Lewisham in engaging with the police. The LCPCG is an independent forum for Lewisham's residents, businesses and representatives of community organisations to engage with the police and other agencies who are working to make Lewisham a safer place.
- 8.32. Under the Mayor of London's proposals, the LCPCG will be replaced by a Safer Neighbourhood Board which would have a slightly different role and focus than the engagement approach of the current forum. The Mayor's Police and Crime

Plan only set out high level proposals for the creation and delivery of safer neighbourhood boards, further information is still awaited but it has been proposed that the new Board would hold the Borough Commander to account for the performance of the local force and monitor:

- Complaints
- Stop and Search figures
- Custody visiting
- Crime figures.

8.33. Arrangements for the new Safer Neighbourhood Board in Lewisham will need to be in place by April 2014. It is important to have an effective mechanism of engagement for the police and local community that builds on previous engagement. Further information from the Mayor of London's office regarding the creation of the new Boards is awaited.

8.34. The Assistant Borough Commander informed the Safer Stronger Select Committee that part of the savings contributions from Lewisham would come from the closure of stations. Brockley Police Station had already closed because it had a low footfall and was therefore unviable. Sydenham would also close, but a front desk would be opened at Catford Hill to cover the area previously covered by Sydenham. Concerns were raised by members, and members of the public that access for local people to their local police officers would be hindered by these changes, and concerns were raised about the new bases for the local ward based teams, as these stations currently provided bases for the local SNTs.

8.35. In responding to the Police and Crime Plan consultation, the Safer Lewisham Partnership advised, in relation to the closure of police stations:

"There is concern that officers may be located at such a distance from the areas they serve that the notion of greater police numbers on Neighbourhood Teams may not actually be visible to the local residents. There is clearly a concern that there is a feeling amongst local residents that the closure of public service buildings as a whole is symbolic and has feelings of loss and disinvestment".³³

Emergency Healthcare

8.36. Of all the proposals related to emergency services in the borough recently, the one that has received the most publicity and the strongest reaction from local people has been the proposal affecting Lewisham hospital. Thousands of local people have petitioned and marched against the proposals and organised a campaign to oppose the plans for change at the hospital site.

8.37. The Trust Special Administrator (TSA) was appointed by the Secretary of State for Health, under the unsustainable provider regime, to tackle the problem of a failing trust that provided acute services in two neighbouring boroughs. The TSA published a draft report outlining the actions he proposed the Secretary of State should take to tackle the financial problems of the failing trust and continue to provide health services to the population that trust served.

³³ Safer Lewisham Partnership Consultation Response to the MOPAC Police and Crime Plan consultation (2013)
http://www.london.gov.uk/sites/default/files/Safer%20Lewisham%20Partnership_0.pdf

- 8.38. There was shock and dismay across Lewisham as the TSA proposed major service changes to the services provided in a separate Trust, Lewisham Healthcare NHS Trust, which provides acute and community health services across the borough of Lewisham from its base at Lewisham Hospital. The TSA proposed reducing the accident and emergency provision from a fully admitting A&E and also proposed the loss of emergency maternity care, with only a midwife led unit remaining in Lewisham.
- 8.39. Public reaction to these proposals was widespread, across Lewisham and beyond, with the consultation meetings organised by the TSA to discuss his draft proposals being well attended and his proposals vociferously challenged by local people at those meetings, in responses to the consultation and in the local press.



Protestors marching through Lewisham

- 8.40. The enormous level of public concern with the proposals related to changing the services and reducing accident and emergency provision at Lewisham hospital led to a high profile campaign to “Save Lewisham A&E” being launched. The campaign group was extremely well organised and lead by local Lewisham GPs with numerous events, including marches and vigils, organised and attended by 1000’s of local people.
- 8.41. Amongst the range of events organised, the campaign organised a “Lewisham People’s Commission of Inquiry” to review the proposals and their potential impact on the local community. The Panel was chaired by Michael Mansfield QC and heard evidence from Professor Colin Leys, Professor Allyson Pollock, a number of GPs, hospital clinicians and nurses, patients and patient representatives, the Mayor of Lewisham and church and community representatives. The inquiry³⁴ highlighted the wide range of people and communities in Lewisham who had come together to oppose the proposals and who all articulated their opposition to this “cut” to services for people in Lewisham.
- 8.42. The strength of feeling about maintaining the emergency services and a full maternity service at Lewisham Hospital remains. In the face of the Secretary of State decision to appeal the legal decision made Lewisham Council agreed, at its meeting on 19 September 2013, that:

³⁴ Lewisham People’s Commission of Inquiry Initial report <http://www.savelewishamhospital.com/wp-content/uploads/2013/04/Lewisham-Commission-initial-findings-8-July-2013.pdf>

“Lewisham Council has been totally vindicated in challenging the decision of the Secretary of State over reducing maternity and A&E provision at Lewisham Hospital. The Judge concurred with the Council’s sound legal arguments that Jeremy Hunt acted beyond the powers set out in the Unsustainable Provider Regime (UPR). The decision by Jeremy Hunt to downgrade the hospital facilities led to widespread condemnation and anger across all Lewisham communities and to a highly successful community campaign led by SaveLewishamHospital, which also challenged the decision at the High Court.

Council is disappointed that the Secretary of State has decided to ignore the weight of legal arguments and to appeal against the ruling and as a result waste even more much needed public money and lead to further months of uncertainty within the borough and its communities.

Lewisham Council will continue to argue the case that Lewisham Hospital is well-run, respected and financially solvent. The Special Administrator should never have been allowed to make recommendations outside his remit and these should never have been adopted by the Secretary of State. Council will continue to make these sound legal arguments and fight for sustainable health services within the borough for its communities”.³⁵

- 8.43. The Overview and Scrutiny Committee fully supports the legal action taken by the Council in relation to Lewisham Hospital.

³⁵ Motion at Lewisham Council meeting 19 September 2013
<http://councilmeetings.lewisham.gov.uk/documents/s24525/Motion%201%20Proposed%20Councillor%20Foxcroft%20Seconded%20Councillor%20Hall.pdf>

9. Response

- 9.1. In an emergency, 999 services are committed to reaching people as quickly as possible. For the most serious incidents London's emergency services set these targets for first response:
- The fire services in six minutes
 - The ambulance service in eight minutes
 - The Police in 15 minutes.
- 9.2. The emergency services are called to a range of different incidents for a variety of different reasons and there are many different factors impact on the speed with which they can respond. The challenges and risks involved in each incident are likely to be different to some extent and in a number of cases the alarm is raised when the attendance of emergency services is not essential, however, when life saving services are required a difference of a few seconds can be vitally important.
- 9.3. The London Fire Brigade (LFB), the Metropolitan Police Service (MPS) and the London Ambulance Service (LAS) each intend to change the way in which they deliver their services to Londoners. The financial challenge set by government and the Mayor of London's office has created an urgent imperative for all three services to change the way they ensure that London is kept safe.
- 9.4. For the Fifth London Safety Plan (LSP5) the LFB consulted on proposals to close two stations in Lewisham, which would have resulted in the loss of the engines and crews stationed in these areas (New Cross and Downham). The LFB maintained that the proposals would have ensured that borough *average* times in Lewisham would still be within London wide targets. Nonetheless, information provided for the review illustrated that the proposed changes would have a much more significant impact on the borough's communities at the ward level. Discussions during the review also raised concerns about the LFB's ability to reach the worst affected parts of the borough during a major emergency as well as the additional time it takes to receive and despatch emergency calls and the ability of a third fire engine, when required, to reach the scene of a serious incident.
- 9.5. The MPS is also changing the way it delivers its services. The Local Policing Model (LPM) and an ambitious programme of asset rationalisation are intended to move officers from stations and enable them to spend more time in neighbourhood teams, dealing with local issues. The LPM is also designed to free up emergency teams from dealing with non critical work in order to ensure that they retain the ability to respond rapidly when required. To facilitate this change some investigative and custody responsibilities will be moved to local policing teams.
- 9.6. Last year (2012/13) the LAS received 1.7 million calls and it attended more than a million incidents³⁶. In the most serious cases the LAS aims to reach patients within eight minutes. Unlike the fire service, the initial response is often only part of the emergency assistance required. Most often, the ambulance service must

³⁶ London Ambulance Service Annual Report (2012/13): http://www.londonambulance.nhs.uk/about_us/publications.aspx

then ensure that it is able to speedily and safely admit patients to a hospital accident and emergency department (A&E).

- 9.7. Plans to downgrade Lewisham Hospital Accident and Emergency (A&E) have been reported in previous sections of the report. The potential loss of this emergency facility at the heart of the borough required the LAS to reconsider how it would deliver the best clinical outcomes for Lewisham citizens. Reports of overcrowding at A&E departments in neighbouring boroughs led to serious concerns about the future health and wellbeing of Lewisham citizens.
- 9.8. The Council has been outspoken in its support for Lewisham Hospital's A&E department. Plans to substantially change the delivery of services from Lewisham hospital were judged to have been based on incomplete consideration of local issues and deemed unlawful by the courts. In the context of the proposed changes, Lewisham and Greenwich NHS Trust has been working to ensure that its services continue to function effectively and robustly.
- 9.9. Changes to services at Lewisham Hospital are only part of the challenge for the LAS. All emergency services spend a proportion of their time dealing with non-critical incidents and false alarms. Differentiating between the most critical incidents and responding to issues that might be better deal with by other services is one of the LAS's key areas of work and a key challenge for its future success. Integrating services with other healthcare providers supporting people to make appropriate choices about their health care needs are ambitions that the LAS has committed to achieving.

Fire

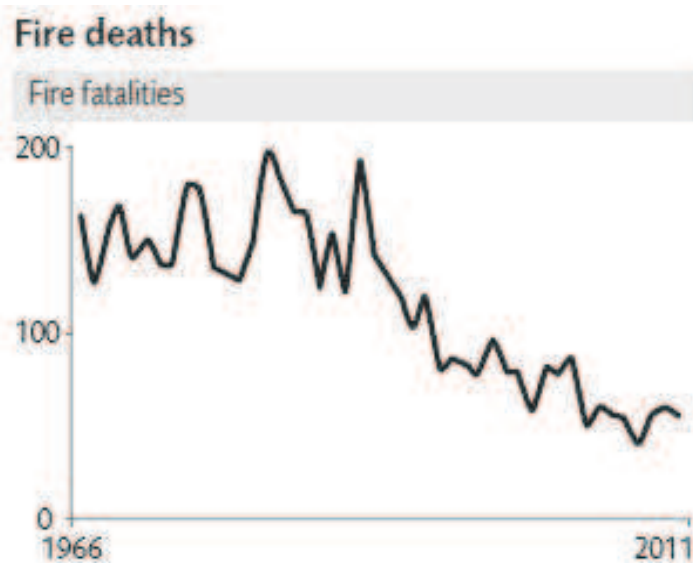


- 9.10. In the Fourth London Safety Plan in 2010, the London Fire Brigade stated:

'While we have been successful over the past decade in reducing the number of emergency incidents we have to attend... this does not directly lead to a reduction in the number of staff or vehicles we need. The numbers of incidents are reducing, but the complexity of incidents has increased and the risks we face are more involved.'
(Fourth London Safety Plan³⁷ 2010-13, p12)

³⁷ Fourth London Safety Plan (2010-2013) <http://www.london-fire.gov.uk/Documents/LSP4.pdf>

- 9.11. In contrast, LSP5 sets out proposals to reduce the number of fire stations in the city from 112 to 102; as well as to reduce the number of fire engines by 14 to 155 and cut the number of fire fighters in the city by 552 (around 10% of the workforce).
- 9.12. London is a city of churn and change. As its population, its infrastructure, its people and its technology have changed so has the risk posed by fire. The LFB's data demonstrates that the risk from being injured or killed in a fire is at an all time low and the number of recorded incidents in London has fallen to its lowest level since records began in 1965. The simultaneous rise in London's population over this period leads the LFB to suggest that there is not necessarily a link between population growth and the number of recorded fires. Moreover, in its safety plans, the LFB sets out proposals to refocus its efforts on preventative work to ensure that the number of incidents, injuries and deaths continues to fall.

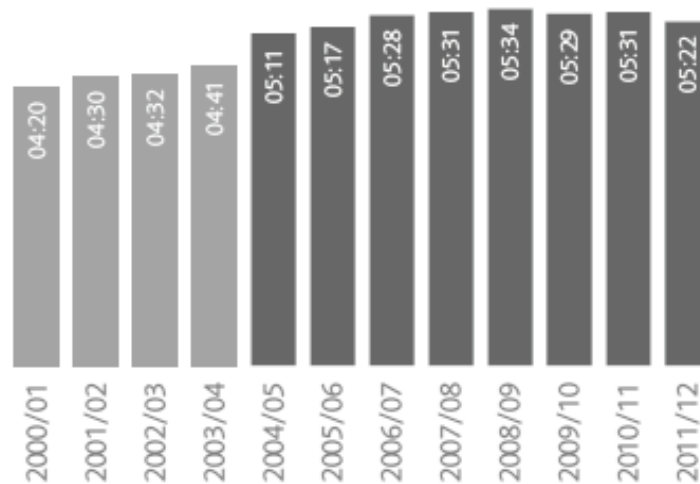


Source: Draft LSP5 (p15)

- 9.13. The draft fifth London safety plan set out proposals to close two of Lewisham's five fire stations. However, following consultation on the plan the Commissioner revised the proposals in order to reduce the number of fire rescue units and fire fighters in the city, whilst retaining two of the fire stations that had been proposed for closure. The revised plans retained New Cross Fire Station but upheld the decision to close Downham Fire Station. The proposals were initially rejected by the London Fire and Emergency Planning Authority (LFEPA). In response, the Mayor of London issued the authority a direction to implement the plans by mid-September which meant that LFEPA was subsequently required to agree to implement the changes.
- 9.14. At the time of drafting this report, Lewisham Council, in partnership with a number of other London Boroughs had agreed to instigate legal proceedings against the Mayor of London and the Commissioner of the London Fire Brigade in relation to the decision to close Downham Fire Station.
- 9.15. The LFB carried out modelling to assess the impact of the proposed closure of its 12 (later amended to 10) fire stations across the city. The changes also included the removal of 16 fire engines from stations with more than one engine, and the

deployment of those engines to other stations. One of the driving policy principles behind the changes has been the retention of London-wide average attendance times. In 2004, following the abolition of national standards for response times, the LFB set the target of having a first fire crew at the scene of an incident in six minutes. The target for a second engine (if required) is eight minutes. The chart below sets out the London wide average for the last decade:

London average attendance times (first appliance)



Performance against London standard for first appliance to all incidents across London 2000/1 – 2011/12 (minutes) Source: LSP5 supporting document 8 (p5)

- 9.16. Original data in the draft fifth London safety plan indicates that as a result of the proposed changes to the LFB, attendance by a first fire engine would increase by 13 seconds to an average of 5m:33s and a second engine would increase by 10 seconds to an average of 6m:32s.
- 9.17. This information needs to be considered in relation to the types of incidents the LFB is responding to. The chart below demonstrates that the majority of incidents attended by the force are not emergencies.

A three year average of the ten most attended incident types

INCIDENT TYPE	2009/12 AVERAGE	%
False alarm – Automatic fire alarms	42,938	35
Outdoor fires	14,868	12
False alarm – good intent	13,919	11
Shut in lift releases	9,760	8
Locked in/out	7,257	6
Flooding	6,862	6
Dwelling fires	6,845	6
Road traffic accidents	3,649	3
Other building fires	3,156	3
Road vehicle fires	2,839	2
All attendances	123,208	

Note: Eight per cent of incidents fall outside the top ten.

Source: Draft LSP5 (p13)

- 9.18. In Lewisham, current average response times are 4m:47s minutes for first fire engine and 6m:03s minutes for a second fire engine. However, modelling carried out for the draft plan indicated that, under the original proposals attendance times in Lewisham would increase to 5m:18s and 6m:15s s. The chart³⁸ below illustrates how effective the LFB has been in achieving its targets in Lewisham:

Fire engine speed of response

	2005/06	2011/12	Change
Average 1 st fire engine response	04:50	04:51	0%
Average 2 nd fire engine response	06:16	06:20	1%
1 st fire engine within 6 minutes (%)	79	79	0
1 st fire engine within 12 minutes (%)	99	99	0
2 nd fire engine within 8 minutes (%)	85	84	-1

Note: The LFB fire engine arrival targets are 1st in 6 minutes; 2nd in 8 minutes

Source: LFB statistics pack for Lewisham (2013)

³⁸ LFB in Lewisham (2013): <http://www.london-fire.gov.uk/Documents/statistics-pack-lewisham.pdf>

9.19. Incidents in Lewisham

This table summarises all the incidents attended in the borough over the last three years.

Incident Group	Incident Type	Sub type	2009/10	2010/11	2011/12
Fire	Primary Fire	Dwelling	312	281	258
		Other Building	80	78	100
		Other Transport	1	0	0
		Outdoor	21	22	33
		Road Vehicle	104	99	71
	Chimney Fire	Dwelling	1	0	3
		Other Building	1	0	0
	Late Call	Dwelling	2	0	0
		Other Building	1	0	0
		Outdoor	0	0	0
	Secondary Fire	Road Vehicle	0	0	0
		Dwelling	1	1	0
		Other Building	3	2	1
		Outdoor	373	438	407
			Road Vehicle	0	4
Fire Total			900	925	874
Special Service		Advice Only	21	14	18
		Animal assistance incidents	24	19	22
		Assist other agencies	32	33	28
		Evacuation (no fire)	14	8	14
		Flooding	300	319	334
		Hazardous Materials incident	15	17	10
		Lift Release	417	226	190
		Making Safe (not RTC)	40	42	35
		Medical Incident	8	13	16
		No action (not false alarm)	64	74	82
		Effecting entry/exit	381	337	335
		Other rescue/release of persons	26	16	15
		Other Transport incident	7	4	9
		Removal of objects from people	12	7	7
		Rescue or evacuation from water	0	0	2
		RTC	113	105	111
		Spills and Leaks (not RTC)	45	54	42
		Stand By	1	0	0
		Suicide/Attempts	6	5	5
		Water provision	3	0	1
	Flood call attended - Batch mobilised	3	1	1	
Special Service Total			1,532	1,294	1,277
False Alarm	AFA		1,078	1,060	1,031
	False alarm - Good intent		598	551	549
	False alarm - Malicious		76	104	98
False Alarm Total			1,752	1,715	1,678
All incidents attended			4,184	3,934	3,829

Source: LFB in your borough (2013)³⁹

Impact at the local level

9.20. '...the number and disposition of crews affects attendance times. Some places produce little demand for attendance. But when that attendance is required, it can only be serviced in a way that maximises (but does not guarantee) rescue and the minimisation of damage and casualties, by having crews that can attend quickly.' (Fourth London Safety Plan, p42)

9.21. The LFB has modelled the impact of the changes proposed in the draft fifth London safety plan. The results of this work were initially set out as borough averages. In Lewisham the modelling showed that, on average, a first fire engine would reach the scene of an incident 22 seconds slower than the current average and a second engine would reach the scene of an incident 5 seconds slower.

³⁹ LFB in your borough 2013: http://www.london-fire.gov.uk/Documents/LFB_in_your_borough_2012-13_-_Lewisham.pdf

9.22. In order to understand the potential local impact of the proposed changes at ward level, rather than just the average response time for the entire borough, the Safer Stronger Communities Select Committee asked the Borough Commander to provide ward level modelling data. Members received this information at their meeting on 8 May 2013 and it was made available on the LFB consultation website:

Ward level data

Ward Name	Borough	2011/12 Fire Incidents	2011/12 All Incidents	Current Performance (3 Year Average)	Post LSP5 Performance
Bellingham	Lewisham	57	177	06:29	06:55
Blackheath	Lewisham	37	189	04:48	04:54
Brockley	Lewisham	44	253	05:28	05:41
Catford South	Lewisham	19	94	05:29	06:13
Crofton Park	Lewisham	41	180	04:01	04:07
Downham	Lewisham	63	166	05:54	07:38
Evelyn	Lewisham	49	343	04:32	04:37
Forest Hill	Lewisham	38	178	05:41	05:45
Grove Park	Lewisham	67	187	05:10	06:27
Ladywell	Lewisham	38	129	04:56	05:01
Lee Green	Lewisham	20	131	04:29	04:35
Lewisham Central	Lewisham	56	470	04:06	04:11
New Cross	Lewisham	72	298	05:04	05:31
Perry Vale	Lewisham	34	179	04:16	04:22
Rushey Green	Lewisham	77	252	04:46	04:53
Sydenham	Lewisham	44	206	06:14	06:21
Telegraph Hill	Lewisham	44	206	05:15	07:24
Whitefoot	Lewisham	73	191	05:08	07:57

Source: Draft LSP5 supplementary document 22

9.23. These figures indicated that in the worst affected ward (Whitefoot) average attendance times would increase by almost three minutes for the first engine, taking the ward outside of the London-wide 6 minute target set by the Brigade, along with Telegraph Hill, Sydenham, Downham, Catford South, Grove Park and Bellingham.

9.24. On 18 July 2013, the London Fire Commissioner provided a response to the draft fifth London safety plan consultation. The Commissioner revised the proposals in order to further cut the number of fire fighters in the city but also to reduce the number of fire engines being lost and decrease station closures from twelve to ten.

9.25. The revised proposals will retain New Cross Fire Station. Subsequent to this change the average ward response times would be impacted in this way:

Ward response times (retaining New Cross Fire Station)

Ward Name	Borough	2011/12 Fire Incidents	2011/12 All Incidents	2011 Population	2011 Households	Current Performance (3 Year Average)	155/102	Impact
Bellingham	Lewisham	57	177	14,775	6,107	06:29	06:55	00:26
Blackheath	Lewisham	37	189	14,099	6,423	04:48	04:48	00:00
Brookley	Lewisham	44	253	17,156	7,435	05:28	05:28	00:00
Catford South	Lewisham	19	94	15,214	5,712	05:29	06:13	00:44
Crofton Park	Lewisham	41	180	14,937	6,263	04:01	04:07	00:06
Downham	Lewisham	63	166	14,567	6,061	05:54	07:38	01:44
Evelyn	Lewisham	49	343	16,603	6,883	04:32	04:32	00:00
Forest Hill	Lewisham	38	178	14,854	6,506	05:41	05:45	00:04
Grove Park	Lewisham	67	187	14,648	6,182	05:10	06:26	01:16
Ladywell	Lewisham	39	129	14,515	5,762	04:56	04:56	00:00
Lee Green	Lewisham	20	131	14,573	6,320	04:29	04:35	00:06
Lewisham Central	Lewisham	56	470	17,446	7,722	04:06	04:11	00:05
New Cross	Lewisham	72	298	15,756	6,576	05:04	05:04	00:00
Perry Vale	Lewisham	34	179	15,618	6,707	04:16	04:22	00:06
Rushey Green	Lewisham	77	252	14,916	6,257	04:46	04:53	00:07
Sydenham	Lewisham	44	206	15,605	6,793	06:14	06:21	00:07
Telegraph Hill	Lewisham	44	206	16,414	6,855	05:15	05:16	00:01
Whitefoot	Lewisham	73	191	14,249	5,527	05:08	07:57	02:49

Source: LFB revised ward level data (2013)⁴⁰

- 9.26. As might be anticipated, this improves the average attendance in wards surrounding New Cross Fire Station. However, there is no improvement for Whitefoot or Downham. Bellingham, Catford South, Grove Park and Sydenham all still remain outside of the six minute target time.
- 9.27. The LFB maintains that response times are not the only factor which determines risk of injury or death in a fire. The location and intensity of the fire are also important, as is the mobility of people in the vicinity of the fire. Furthermore, the Safer Stronger Communities Select Committee heard that the move to dynamic mobilisation⁴¹ in 2014 would make the location of fire stations less relevant. Nonetheless, it is recognised that response to primary (serious) fires needs to be as rapid as possible. The following table provides an overview of the London wide impacts of the revised proposals:

⁴⁰ Revised ward level data (accessed online August 2013): http://www.london-fire.gov.uk/Documents/Ward_performance_data_revised_plan.pdf

⁴¹ 'Dynamic mobilisation' is a system which tracks the actual location of fire engines and deploys them to the nearest incidents based on their location, rather than the location of their home station.

Times given in m:ss

Borough	Current deployment 169/100		Draft LSP5 deployment 151/100		Revised LSP5 deployment 155/102		Impact - Current v LSP5 revised	
	1st to All	2nd to All	1st to All	2nd to All	1st to All	2nd to All	1st to All	2nd to All
London-wide	5:20	6:22	5:36	6:38	5:33	6:32	0:13	0:10
Barking and Dagenham	5:30	5:40	5:30	5:41	5:30	5:40	0:00	0:00
Barnet	6:14	6:23	6:07	7:41	6:07	7:41	-0:07	-0:43
Bexley	5:40	6:15	5:40	6:16	5:40	6:16	0:00	0:01
Brent	5:52	6:31	5:50	6:21	5:50	6:21	-0:02	-0:10
Bromley	6:16	6:20	6:11	7:30	6:11	7:30	-0:05	-0:50
Camden	4:41	6:00	5:26	6:26	5:26	6:26	0:45	0:26
City of London	5:04	5:58	5:25	6:56	5:24	6:56	0:21	0:58
Croydon	5:23	6:46	5:23	6:46	5:23	6:46	0:00	0:00
Ealing	5:41	6:28	5:41	6:28	5:41	6:28	0:00	0:00
Enfield	6:25	6:55	6:26	6:50	6:26	6:50	0:00	0:02
Greenwich	5:28	7:01	5:58	7:36	5:52	6:30	0:25	-0:11
Hackney	4:45	5:00	5:18	5:46	5:18	5:46	0:33	0:30
Hammersmith and Fulham	5:13	6:21	5:15	6:25	5:13	6:22	0:00	0:01
Haringey	5:40	5:51	5:40	5:51	5:40	5:51	0:00	0:00
Harrow	6:17	6:26	6:09	7:34	6:09	7:34	-0:08	-0:52
Havering	5:40	7:10	5:40	7:10	5:40	7:10	0:00	0:00
Hillingdon	6:13	7:19	6:16	7:41	6:16	7:41	0:03	0:22
Hounslow	6:05	6:53	6:04	6:51	6:04	6:51	-0:01	-0:02
Islington	4:43	5:12	5:08	6:04	5:08	6:04	0:25	0:52
Kensington and Chelsea	4:39	5:42	5:06	7:05	4:54	5:55	0:15	0:13
Kingston upon Thames	5:56	6:32	5:55	6:32	5:55	6:32	0:00	0:00
Lambeth	4:33	4:56	5:07	5:39	4:40	5:26	0:07	0:50
Lewisham	4:47	6:03	5:18	6:15	5:08	6:09	0:22	0:05
Merton	5:46	7:42	5:46	7:42	5:46	7:42	0:00	0:00
Newham	5:11	5:48	5:28	5:57	5:28	5:57	0:17	0:09
Redbridge	5:36	6:54	5:37	7:02	5:37	7:02	0:01	0:08
Richmond upon Thames	6:07	9:02	6:00	7:42	6:00	7:42	-0:07	-1:20
Southwark	4:43	5:24	5:15	6:02	5:05	5:51	0:22	0:27
Sutton	5:56	7:15	5:56	7:15	5:56	7:15	0:00	0:00
Tower Hamlets	4:32	5:24	4:55	6:11	4:55	6:11	0:23	0:47
Waltham Forest	5:31	6:53	5:35	7:40	5:35	7:40	0:04	0:47
Wandsworth	5:18	6:11	5:28	6:31	5:19	6:17	0:01	0:06
Westminster	5:08	5:55	5:50	6:24	5:48	6:17	0:40	0:23
Within Target (Out of 33)	26	28	27	32	27	32		

Note: All times are shown to the nearest second; some impact figures will be affected by rounding.

Source: LSP5 ward performance data revised plan

9.28. The LFB sends a second fire engine to all primary fires (the most serious incidents, and those involving people). The following table sets out the average number of fire engines required at incidents in 2011/12:

Category	Type	2011/12
Fires	Primary	2.1
	Secondary	1.2
False Alarms	Automatic fire alarm	1.7
	Good Intent	1.9
	Malicious (hoax)	1.8
Special Services	Road traffic accidents	1.9
	Spills and leaks	1.3
	Lift Release	1.0
	Flooding	1.0
	Effecting Entry	1.0
	Making Safe	1.5
All incidents	All others	1.6

Source: Draft LSP5 supporting document 8 (p12)

9.29. Information provided for the review suggests that a single fire crew cannot enter a burning building to rescue people trapped inside. Ward times have also been provided for the attendance of a second fire crew at the scene of a fire. The original consultation material included this model for the attendance of a second fire crew at the scene of an incident:

Ward Name	Borough	2011/12 Fire Incidents	2011/12 All Incidents	Current Performance (3 Year Average)	Post LSP5 Performance
Bellingham	Lewisham	57	177	07:31	07:43
Blackheath	Lewisham	37	189	06:46	06:48
Brockley	Lewisham	44	253	06:37	06:55
Catford South	Lewisham	19	94	06:44	07:14
Crofton Park	Lewisham	41	180	04:40	04:42
Downham	Lewisham	63	166	08:04	08:18
Evelyn	Lewisham	49	343	06:52	06:58
Forest Hill	Lewisham	38	178	06:11	06:14
Grove Park	Lewisham	67	187	06:56	07:40
Ladywell	Lewisham	38	129	06:22	06:23
Lee Green	Lewisham	20	131	06:24	06:36
Lewisham Central	Lewisham	56	470	06:00	06:03
New Cross	Lewisham	72	298	06:50	07:31
Perry Vale	Lewisham	34	179	05:09	05:11
Rushey Green	Lewisham	77	252	05:52	05:54
Sydenham	Lewisham	44	206	06:48	06:51
Telegraph Hill	Lewisham	44	206	07:30	08:03
Whitefoot	Lewisham	73	191	07:29	08:02

Source: Draft LSP5 supporting document 22

9.30. The chart below sets out the impact of retaining New Cross Fire Station:

Ward Name	Borough	2011/12 Fire Incidents	2011/12 All Incidents	2011 Population	2011 Households	Current Performance (3 Year Average)	155/102	Impact
Bellingham	Lewisham	57	177	14,775	6,107	07:31	07:43	00:12
Blackheath	Lewisham	37	189	14,039	6,423	06:46	06:46	00:00
Brockley	Lewisham	44	253	17,156	7,485	06:37	06:37	00:00
Catford South	Lewisham	19	94	15,214	5,712	06:44	07:13	00:29
Crofton Park	Lewisham	41	180	14,997	6,263	04:40	04:40	00:00
Downham	Lewisham	63	166	14,567	6,061	08:04	08:18	00:14
Evelyn	Lewisham	49	343	16,603	6,883	06:52	06:52	00:00
Forest Hill	Lewisham	38	178	14,854	6,506	06:11	06:11	00:00
Grove Park	Lewisham	67	187	14,648	6,182	06:56	07:39	00:43
Ladywell	Lewisham	38	129	14,515	5,762	06:22	06:23	00:01
Lee Green	Lewisham	20	131	14,573	6,320	06:24	06:33	00:09
Lewisham Central	Lewisham	56	470	17,446	7,722	06:00	06:03	00:03
New Cross	Lewisham	72	298	15,756	6,576	06:50	06:50	00:00
Perry Vale	Lewisham	34	179	15,618	6,707	05:09	05:11	00:02
Rushey Green	Lewisham	77	252	14,916	6,257	05:52	05:54	00:02
Sydenham	Lewisham	44	206	15,605	6,793	06:48	06:51	00:03
Telegraph Hill	Lewisham	44	206	16,414	6,855	07:30	07:31	00:01
Whitefoot	Lewisham	73	191	14,249	5,527	07:29	08:02	00:33

Source: LFB revised ward level data

9.31. It is clear that even with the revised proposals, the borough average attendance figures for both first and second appliance, mask the fact that average attendance

times in a number of wards in the borough would be well above the LFB target average attendance times.

Recommendation 5:

The decision to close Downham Fire Station leaves some residents, schools and businesses in Lewisham subject to unacceptable average attendance times, and at greater risk. The LFB ward level response times should be provided annually for consideration by Overview and Scrutiny in Lewisham and the relevant Cabinet Member.

Critical seconds

9.32. Even though the dangers created by the outbreak of fire are contingent on a number of factors, in the most serious cases, fire can spread rapidly, with devastating effect.

9.33. The LFB maintains that threat to life and risk to property are dependent on the speed with which fires are detected and reported to the emergency services as well as the materials involved in the fire, the location of the fire within a building and the construction of the building. The mobility of the people in proximity to the fire and the measures put in place to ensure that there are practical means of escape are also significant factors.

9.34. The LFB acknowledges that very few fires are reported immediately and that any delay might allow a fire to spread or to increase in intensity. It is recognised that the speed with which the LFB is alerted to an incident plays a significant part in the chances of people being injured or killed as a result of the fire:

“The fatality rate in fires where we are called in the first five minutes is low (at around 15 fatalities per 1,000 fire casualties). When we are called between five and 10 minutes this rises slightly to 19 fatalities per 1,000 fire casualties. But in fires where we are called to the fire after the first 10 minutes, the rate more than doubles to around 47 fatalities per 1,000 fire casualties”.⁴²

9.35. The LFB reiterates that that most fires are small and only cause minimal damage. However, it is also acknowledged that when an emergency response is required for the most serious fires, it is needed as quickly as possible:

‘Many fires are small with around 60 per cent causing only slight damage. Those that do develop into more severe fires do so very quickly and the fire can become very hostile less than five minutes from the start.’ (Draft LSP5, supporting document 8, p11)

9.36. However, fires can spread quickly and it can rapidly increase in intensity. The term *flashover* is used to describe circumstances in which the intense heat created by a fire causes it to spread through the air. In its consultation documents, the LFB reports the results of tests replicating instances of fire in domestic environments:

⁴² Draft LSP5 Supporting document 8 <http://www.london-fire.gov.uk/Documents/Sup08-Getting-to-emergency-incidents-as-quickly-as-possible.pdf>

‘During the tests, ‘flashover’ occurred around five minutes after the fire was first ignited - anyone still in the room at the time of flashover would be critically injured.’

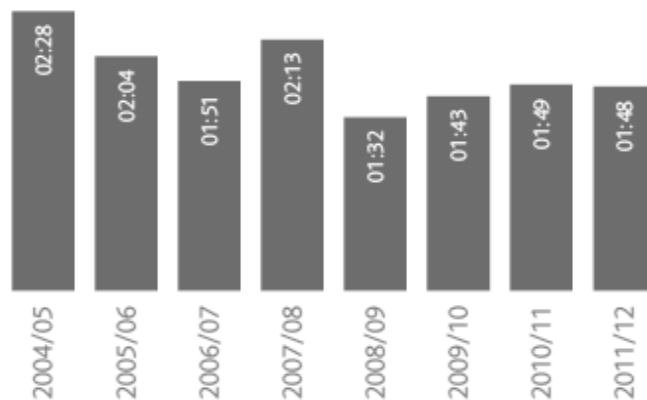
(Draft LSP5, supporting document 8, p11)

9.37. The LFB is confident that its plan adequately assesses the level of risk to Londoners and it believes that there will be no increase in fire deaths as a result of its savings proposals. Even so, the proposals represent a change in direction by the LFB. In its previous risks assessments and plans it committed to preserving London’s fire fighting capacity to assure it had the capability to deal with major incidents, emergencies and complex operations. Yet in spite of this change, the LFB states that average attendance times will only increase marginally and that response times will remain within safe levels.

9.38. The response times set out in the charts above only measure one part of a chain of events, which starts with the a fire breaking out and ends with people being taken out of harms way or the fire being extinguished. The LFB distinguishes between the time it takes for a call operator to deal with an emergency call (control activity) and the time it takes for a fire crew to mobilise and reach a fire (crew activity). The response times stated in the report thus far are only for crew activity. This is the time from which a call is received at a fire station to the time that an engine arrives as the scene of a fire.

9.39. The LFB has an average target time of 1m 30s for a call centre operator to pickup a call and dispatch a fire crew. The chart below sets out performance against this target:

Time taken to handle an emergency call (minutes)



Source: Draft LSP5, supporting document 8 (p3)

9.40. This activity adds, on average, almost two minutes to the average attendance time modelling.

9.41. Another essential factor in the speed of response crews is the time it takes to detect a fire and raise the alarm. The time it takes to detect a fire is dependent on a number of different factors. The LFB highlights the importance of installing and maintaining smoke detectors and calling 999 as soon as possible after a fire starts. As part of its future plans it intends to focus prevention work on people it has identified as being at the most risk from fire.

9.42. The data also indicates that when the LFB responds to incidents in less than ten minutes the risk of being injured in the fire is broadly even and that almost all critical incidents are responded to in less than 10 minutes. As part of its consultation, the LFB published figures setting out the distribution of responses to incidents by borough. This data indicates that despite the fall in attendance times, in almost all cases, fire engines should arrive at the scene of an incident within 10 minutes.

Emergency response

‘...there are regular enough large incidents in London to justify the level of emergency response capacity which we hold ready each day.’ (Fourth London Safety Plan, p42)

9.43. Current plans will reduce the number of available fire fighters, fire engines, fire stations and specialist teams across London. The LFB maintains that it would be able to respond to a major emergency or widespread civil disturbance without leaving areas of the borough exposed or without sufficient cover to deal with residential fires. However, the discrepancy in the positions outlined in the fourth London safety plan and the LSP5 places extra emphasis to the response times.

9.44. The anticipated fall in response times is based on data from existing incidents and modelling. If fire crews are located a long way from areas of the borough in which they are required because, for example there is a major incident in the centre of London, then the impact on response times in the borough might be exacerbated. Furthermore, there is the possibility that the drop in response times could lead to buildings being more severely damaged before fire crews are able to arrive at the scene, forcing them to spend additional time at incidents they attend.

9.45. The LFB is committed to ensuring that first and second engines arrive at the scene of an incident within the stated average times. In relation to third engines at the scene of an incident and specialist equipment, the LFB is committed to getting to incidents as quickly as possible. The LFB maintains that very few incidents require a third engine, and of those that do, many are false alarms. However, at the end of the LSP5 consultation period the LFB provided response times for third engines. Times for Lewisham are as follows:

	All primary fires in buildings		To high rise buildings (of 6-storeys or more)		Fires at high rise height (at 6 storeys or above)	
	Number	3+ pumps	Number	3+ pumps	Number	3+ pumps
Lewisham	357	98	24	17	6	5

Source: reproduced from draft LSP5 supporting documents- third appliance response times⁴³

⁴³ Third appliance response times: http://www.london-fire.gov.uk/Documents/Third_appliance_response_times.pdf

9.46. Average response times for wards are as follows:

Ward name	Borough name	Performance calculation		Total number of 3+ appliance incidents
		Number of incidents	(Average) 3rd pump att time (mm:ss)	
Bellingham	Lewisham	12	09:15	15
Blackheath	Lewisham	14	07:59	20
Brockley	Lewisham	19	08:30	26
Catford South	Lewisham	1	05:39	4
Crofton Park	Lewisham	21	07:13	35
Downham	Lewisham	5	10:33	10
Evelyn	Lewisham	48	09:13	69
Forest Hill	Lewisham	9	08:04	15
Grove Park	Lewisham	9	07:28	14
Ladywell	Lewisham	13	06:57	22
Lee Green	Lewisham	1	18:51	4
Lewisham Central	Lewisham	40	07:17	67
New Cross	Lewisham	16	07:26	31
Perry Vale	Lewisham	8	07:17	20
Rushey Green	Lewisham	37	07:06	51
Sydenham	Lewisham	30	08:01	44
Telegraph Hill	Lewisham	9	07:06	17
Whitefoot	Lewisham	3	07:35	6

Source: Third appliance response times, p10

Recommendation 6:

The decision to close Downham Fire Station leaves some residents, schools and businesses in Lewisham subject to unacceptable average attendance times, and at greater risk. An annual update should be provided by the borough commander on LFB targets and performance in the borough.

9.47. The LFB highlight some of the anomalous times identified in the response of third appliances. It highlights the time for Lee Green (18:51), it maintains that the time (for a single call out to the ward) is unusually high because the engine called to the scene was called out but found to be no longer required. This was the single call out for a third appliance in the ward. Nonetheless, response times over 20 minutes are excluded from all of the LFB’s response time reporting. This is because the LFB believes that it would be highly unlikely for any appliance to take longer than 20 minutes to arrive at the scene of an incident.

Police

9.48. In spring 2013 the Mayor of London consulted on his Police and Crime Plan (2013-16). The plan sets out the Mayor’s 20:20:20 vision for policing in London. Data presented in the plan indicates that, almost half of the crime recorded in London falls under these categories:

- Burglary
- Violence with injury
- Robbery

- Theft from the person
- Criminal damage
- Motor vehicle crime (theft from or theft of)
- (Mayor's Police and Crime Plan: p15).

9.49. Therefore the Mayor has set out his ambition to:

- Reduce these key neighbourhood crimes by 20%
- Boost public confidence in the police by 20%, up to 75%.
- Cut costs by 20% by delivering £500m savings.

9.50. In order to meet these challenges the MPS has embarked on a substantial reorganisation of the delivery of its services. The stated aim of the reorganisation is to increase the focus on local policing and move police from stations onto the streets. As part of the changes the MPS has committed to:

- Maintaining boroughs and wards as the foundation for delivery
- Reducing management costs and investing in frontline teams
- Moving police officers into Safer Neighbourhood Teams (SNTs) to increase visibility and impact on the street
- Encouraging the conversion of Police Community Support Officer (PCSO) posts into Police Constables (PCs)
- Simplifying the policing structure, reducing separate teams and squads to increase operational flexibility
- Establishing more effective ways to control and assign tasks to local police in order to increase speed of operations and their effectiveness.

9.51. In order to achieve these aims, the Mayor's Police and Crime Plan sets out proposals to change the number of officers stationed in each borough by 2015. In Lewisham, there are proposals to increase the total number of officers from 593 to 647, which is an increase of 54 officers on 2011 levels. It is anticipated that the largest proportion of these officers will be allocated to safer neighbourhood teams.

The Local Policing Model

'Reforms to the local policing model mean the police in London will be more visible and available with more police officers out on the street where the public want to see them.' Stephen Greenhalgh, Deputy Mayor for Policing and Crime (Mayor's Police and Crime Plan 2013-16⁴⁴)

9.52. The Local Policing Model (LPM) is designed to enhance the focus on policing in neighbourhoods. The most recent update from the MPS stated that the individual elements of the model are:

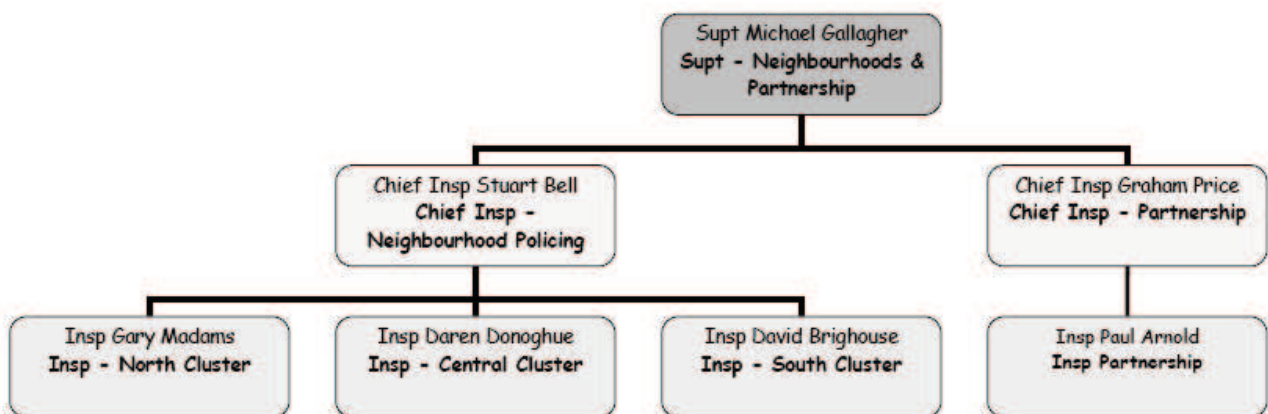
- The borough senior leadership team - responsible for delivering Total Policing objectives in the borough and maximising the professionalism and productivity of officers and staff
- Grip and pace centre - tasked with driving daily activity and directing the borough response to emerging issues - it will increase supervision, oversight and senior leadership team decision making

⁴⁴ Mayor's Police and Crime Plan (2013-16) <http://www.london.gov.uk/sites/default/files/PoliceCrimePlan%202013-16.pdf>

- Neighbourhood policing teams - providing the visible face of local policing in London, building on the SNT model, they will be responsible for investigating some local crimes, and will be focussed on enforcement and reassurance activities
- Borough support units - tasked proactively through the Grip and Pace Centre and borough tasking process to deal proactively with emerging crime issues - they will also be used to honour our commitments to pan London events
- Emergency response - providing a prompt and effective response to emergency calls from the public and provide a high quality initial investigation
- Investigation - to be delivered through a reduced number of specialist squads and to ensure both reactive and proactive investigations are effective through out and provide high quality victim care
- Custody locally managed service delivering custody as an MPS facility, improving standards of detainee care, providing economies and efficiencies of scale.

9.53. Each ward in the borough will have one dedicated police constable and one dedicated police community support officer. These named officers will remain dedicated to local policing and they will not be moved to other areas.

9.54. The following chart sets out the structure of the LPM in Lewisham:



The 18 SNT wards are divided into three clusters; North; Central; and South. There are 15 Police Sergeants; 18 dedicated ward constables; 110 cluster based SNT PC's; and 38 PCSO's.

Source: MPS Lewisham

9.55. Police officers from Lewisham's 18 wards will be organised into three policing clusters, with six wards in each cluster. There will be 41 officers in the north and south clusters. The central cluster will have 46 officers because it covers the borough's town centres.

9.56. Sergeants will move officers within the cluster in order to make policing resources more flexible, effective and efficient. Each area inspector will balance cluster priorities with borough and ward priorities. In addition to the improved flexibility of the model, the LPM will enable the Borough Commander to hold cluster inspectors to account for issues in their areas.

- 9.57. A major recruitment drive is taking place in the borough to bring the local force up to full strength before it implements the LPM. The Lewisham MPS has stated that it is committed to drawing as many of these recruits as possible from London to ensure that they have local knowledge. Members of the Safer Stronger Communities Select Committee questioned the Deputy Borough Commander about the difficulties and potential pitfalls of moving officers into area based teams at the same time as attempting to maintain local connections.
- 9.58. The Committee was also concerned about the savings being achieved through the reduction of experienced officers in specialist teams, which appeared to result in responsibilities being reallocated to local policing teams. The most pressing concern was that local teams were being brought up to strength with new officers, many of whom would be serving out their probation at the critical phase of transition to the new model. The LPM is being implemented in Lewisham from mid September.

Recommendation 7:

The Safer Lewisham Partnership and the Safer Stronger Communities Select Committee should annually review if the MPS is on target to achieve the objective of providing 647 police officers in Lewisham by 2015

Recommendation 8:

Lewisham should seek to learn any lessons from the early rollout of the Local Policing Model in Lambeth

- 9.59. Ward based safer neighbourhood teams will make three promises to their wards. These will be SMART (specific, measurable, attainable, relevant, time-bound) objectives which are simple, easy to monitor and straightforward to implement. It is intended that this focus on neighbourhood priorities will be balanced with wider priorities in the three policing clusters.

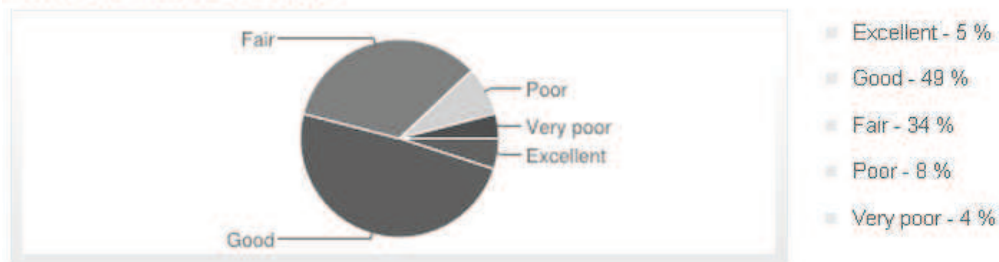
Recommendation 9:

The work of Safer Neighbourhood Teams should be reported to the Safer Stronger Communities Select Committee annually, as part of the Safer Lewisham Partnership update.

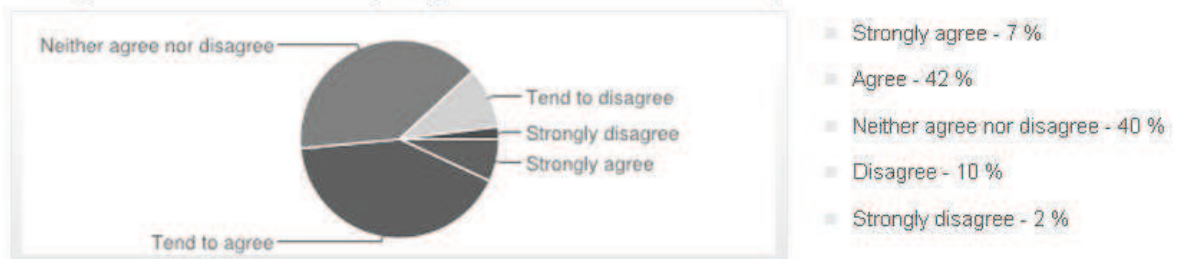
- 9.60. Brockley and Sydenham Police Stations are being closed as part of the MPS's asset rationalisation programme. People will be able to contact the police over the phone, on the internet and at Lewisham's remaining police stations. The MPS has committed to retaining one 24-hour police front counter in each borough, which will be open seven days a week. In Lewisham this will be Lewisham police station. Officers will also be available Wednesday and Thursday evenings between 7pm and 8pm, and Saturday between 2pm and 3pm at the following 'contact points':
- Contact point 1: Blackheath Ward, Blackheath BR Station SE3
 - Contact point 2: New Cross Ward, Deptford Lounge, Deptford SE8
 - Contact point 3: Bellingham Ward, Catford Hill Police Station, Catford SE6
 - Contact point 4: Sydenham Ward, Sainsbury's Savacentre, Sydenham SE26
 - Contact point 5: Catford South Ward, Torridon Road Post Office, Catford SE6.

9.61. Figures from the MPS⁴⁵ indicate that public satisfaction levels with policing in London have remained consistent over the last five years. Satisfaction with local policing is now at 78%. However, public confidence in policing in Lewisham remains at around 55%, which is low in comparison to other areas. The high level of overall satisfaction in comparison to low levels of confidence indicates that interactions with the police across London are generally positive, but the general feeling in Lewisham about the police's ability to deal with crime is significantly lower. The figures below (accessed in July 2013) show recent police confidence levels in the borough.

Taking everything into account, how good a job do you think the police in this area are doing?



To what extent do you agree that the local police are dealing with the things that matter to people in this community?



Source: Met Police Uk (url)⁴⁶

9.62. The focus on neighbourhood policing and priority crimes is expected to increase confidence and satisfaction levels.

9.63. Detailed plans for Safer Neighbourhood Boards, which will replace Community Police Consultative Groups, have not yet been published. The Head of Crime Reduction and Supporting People advised the Safer Stronger Communities Select Committee that it would likely be in the best interests of Lewisham if decisions about the functions and the membership of the board were agreed locally, in order to build on the successful elements of the Lewisham Community Police Consultative Group.

9.64. The Council continues to work with its partners in the Safer Lewisham Partnership to work towards:

⁴⁵ MPS confidence and satisfaction data - Surveys in the MPS: Londoners' Views Count (2013) http://www.met.police.uk/about/documents/lvc_quarter_1_13_14.pdf

⁴⁶ Lewisham Police Confidence results. Accessed online at: <http://www.met.police.uk/confidence/lewisham.html> on 18/07/13

- Reducing key crimes with particular reference to serious youth violence and violence against women and girls
- Ensuring all public services work collaboratively and with communities to prevent crime support victims and reduce re-offending and improving confidence across all criminal justice agencies.
- Ensuring that anti-social behaviour, which is the issue of greatest concern to residents, is dealt with swiftly and proportionately, with the victim at the heart of finding a resolution.

9.65. The Partnership's strategic action plan sets out how partners work together to tackle crime and disorder priorities, build on best practice around effective crime reduction and set clear objectives and outcomes to be achieved.

Recommendation 10:

Safer Stronger Communities Select Committee believe that the impact of the changed model of policing at a neighbourhood level will represent a real reduction in service. For this reason, the implementation of the new policing model should be reviewed annually by Overview and Scrutiny and the relevant Cabinet Member.

Emergency response

9.66. The MPS has a target response time of 15 minutes for urgent calls and 90 minutes for less urgent calls and, as noted above, the MPS has committed to providing visits to all victims of crime who request one.

9.67. By 2015 the LPM will reduce the number of officers dedicated to emergency response in Lewisham from 50 to 40. Emergency calls will still remain with emergency response teams but other, non urgent work such as the detention of suspects and attendance at minor incidents will be distributed to other teams.

9.68. The MPS does not publish response times for its emergency teams on its website. Nor are the response times available on the MOPAC website. Additional resources are being focused on connecting with Londoners through differing channels. The roll-out of the non-emergency police 101 number is designed to enable residents to easily access information and to report non-serious incidents. This is also designed to limit the number of non-urgent calls to 999.

9.69. In the case of major incidents at the London level, dedicated ward based officers are expected to remain based in their ward, with support from a dedicated PCSO.

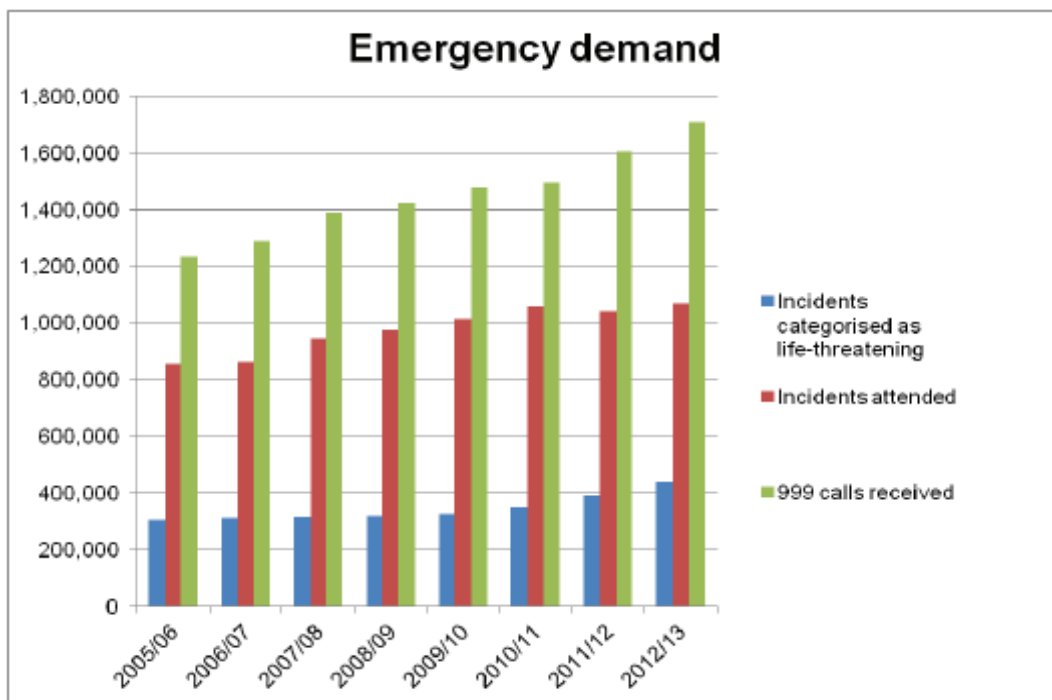
Recommendation 11:

The Metropolitan Police Service should regularly publish information on its website outlining performance in relation to achieving the target response times of 15 minutes for urgent calls and 90 minutes for non urgent calls.

Recommendation 12:

Safer Stronger Community Select Committee should continue to annually review performance information from the Metropolitan Police Service in Lewisham. The information provided to the Committee should include response time performance.

Emergency healthcare



Source: LAS Annual Report (2012/13)

9.70. Across London the demand for emergency healthcare is increasing. In 2012/13 the number of 999 calls received by the LAS reached 1.7 million (as illustrated by the chart above). The number of incidents attended has also increased over the past five years, as have the number of life-threatening incidents attended.

9.71. In order deliver the best clinical outcomes for patients and to manage the level of demand placed on the service, the LAS categorises emergency incidents according to their seriousness⁴⁷. 'Category A' calls are designated as the most serious life-threatening cases. These are instances where patients are critically injured or are in need of emergency intervention in instances such as heart attack or breathing obstruction. The service aims to reach these patients within eight minutes.

9.72. Category C cases are further divided according to their seriousness. They range from urgent cases, which require a response within 20 minutes, to non-urgent incidents, which require a response within an hour.

9.73. The LAS consistently achieves the national target of reaching 75% of category A cases in eight minutes and 95% of cases within 19

Call categories and examples

Category A: Immediately life threatening needing an ambulance response within eight minutes – for example, a patient in cardiac arrest.

Category C1: Include diabetic patients who are confused due to a low blood sugar, requiring an ambulance response within 20 minutes.

Category C2: Traumatic injuries with no primary symptoms (for example, patients who are conscious and able to talk, and with no evidence of serious bleeding), needing an ambulance response within 30 minutes.

Category C3: Include some abdominal pains and headaches where the patient is fully alert, requiring an enhanced telephone assessment within 30 minutes.

Category C4: Include minor cuts, nosebleeds and back pain with no injury, needing an enhanced telephone assessment within 60 minutes.

⁴⁷ Call categories and examples – LAS, our plans to improve the care we provide for patients (2013): <http://tinyurl.com/ohxb85n>

minutes. The chart below sets out how Lewisham has performed against the category A target in 2013:

Category A response times: target 75% within eight minutes

	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Jul-13
Bromley	80%	82%	80%	75%	80%	78%	79%
Greenwich	87%	87%	85%	80%	84%	84%	80%
Lambeth	84%	84%	83%	83%	84%	81%	79%
Lewisham	84%	86%	83%	75%	80%	77%	77%
Southwark	84%	85%	83%	80%	83%	80%	77%

Source: LAS online⁴⁸

9.74. Achieving and maintaining rapid response times is a key indicator of the effectiveness of ambulance services. However, as with other healthcare providers, the service has to ensure it achieves response times at the same time as improving clinical outcomes for patients. There are 11 clinical quality indicators, as follows⁴⁹:

- Outcome from acute ST-elevation myocardial infarction (STEMI50)
- Outcome from cardiac arrest - return of spontaneous circulation - measuring patients in cardiac arrest who, following resuscitation, have a pulse/ heartbeat on arrival at hospital
- Outcome from cardiac arrest - survival to discharge - the rate of those who recover from cardiac arrest and are subsequently discharged from hospital
- Outcome following stroke for ambulance patients
- Proportion of calls closed with telephone advice or managed without transport to A&E (where clinically appropriate)
- Re-contact rate following discharge of care (i.e. closure with telephone advice or following treatment at the scene)
- Call abandonment rate
- Time to answer calls
- Service experience - the LAS is required to demonstrate how it finds out what people think of its service – and how the service acts on that information.
- Category A 8 minute response time
- Time to treatment by an ambulance-dispatched health professional.

9.75. To continue to achieve these targets in the context of increasing demand and government pressure on NHS finances, the LAS is embarking on a number of changes to the delivery of its services. In its most recent consultation, 'Our plans to improve the care we provide for patients: a time for a change'⁵¹, the LAS highlighted the motivation for it to alter the delivery of its services. Amongst the reasons for change it stated:

- Demand from stakeholders

⁴⁸ LAS, Latest response times (accessed online September 2013):

http://www.londonambulance.nhs.uk/about_us/how_we_are_doing/meeting_our_targets/latest_response_times.aspx

⁴⁹ LAS, Clinical quality indicators (accessed online September 2013):

http://www.londonambulance.nhs.uk/about_us/how_we_are_doing/clinical_quality_indicators.aspx

⁵⁰ STEMI is an acronym meaning 'ST segment elevation myocardial infarction', which is a type of heart attack.

⁵¹ LAS, our plans to improve the care we provide for patients (2013): <http://tinyurl.com/ohxb85n>

- Changes in the culture of the NHS
 - Increased levels of demand
 - Staff workloads
 - The implications of GP commissioning
 - The potential for the increased integration of services.
- (Our plans to improve the care we provide for patients, p4-5)



9.76. The consultation, which ran from 25 April to 24 May 2013, sets out its vision for ambulance services in 2015. The LAS has committed to reaching all patients requiring a face to face assessment within one hour, as well as noting the requirement to improve working practices and build effective working relationships with other healthcare services.

9.77. The LAS has identified that many of the calls it receives do not require an emergency response and might be better dealt with by other healthcare providers. One of its clinical quality indicators measuring the *'proportion of calls closed with telephone advice or managed without transport to A&E'* is designed to provide a measure of the interaction of the entire urgent care system. The LAS believes that this measure should reflect the availability of alternative urgent care destinations (such as walk-in centres) and provision of treatment to patients in their homes.

9.78. Yearly increases in calls to the LAS and the rise in the number of life-threatening incidents mean that the service needs to ensure that it targets its resources to ensure that it has capacity to deal with the most serious cases. It intends to enhance its work with out of hours GP services, urgent care centres, NHS111 and London's other healthcare providers to ensure that patients are directed to the services that will best meet their needs. In order to meet its future obligations the LAS intends to:

- adapt its frontline workforce
- introduce a clinical career structure
- provide more telephone clinical assessments for less serious calls
- align rosters with demand
- provide rest breaks
- change annual leave arrangements
- increase vehicle availability
- extend the use of active area cover
- respond differently to patients.

(Our plans to improve the care we provide for patients, p17⁵²)

⁵² LAS, our plans to improve the care we provide for patients (2013)

Emergency response

- 9.79. At its busiest times, the LAS has 300 crews from 70 stations in operation throughout London. It receives more than 4000 calls a day, about 40 of which are to the most serious life threatening emergencies. Lewisham has three ambulance stations, which form part of the LAS's Southern division.
- 9.80. An 'active area cover policy', which positions ambulances, bikes and staff in locations of high demand, is used by the LAS to increase the speed of response times and improve clinical outcomes. In future it is proposed that the use of active area cover is increased, in order to continue to improve responsiveness.
- 9.81. Ambulances are fitted with a computerised data terminal system which notifies ambulance crews of the route to the nearest hospital, as well as urgent care, walk in, major trauma, cardiac or stroke centres, or areas of excellence, dependent on the needs of each patient. Crews use their judgement to decide which hospital is the most appropriate. This might mean they need to change their planned destination in cases where a patient's condition deteriorates while in the ambulance.
- 9.82. The target for patient handover from ambulance to hospital is 15 minutes. In Lewisham the current average time for handover is 13.2 minutes. On occasion, during periods of high demand, this can take significantly longer, which increases the time before the ambulance and crew are available to respond to another call.
- 9.83. The LAS ensures that it has robust divert policies in place to deal with instances when A&Es are unable to accept patients. It is rare for ambulances to be turned away from A&E. The two main reasons for this to happen are:
- clinical safety issues
 - an unexpected incident occurring at the hospital.
- 9.84. There were 1 or 2 divers from Lewisham Hospital A&E to other A&Es last winter because of issues with capacity. There were significantly more divers from Queen Elizabeth Hospital in Woolwich and Princess Royal University Hospital in Farnborough. Lewisham A&E received some of these diverted ambulances. In previous years the A&E had received approximately three divers from other hospitals. However, last winter there were 22 divers to Lewisham Hospital by other services. It was also reported by LAS that during periods of highest demand in the winter queues were developing at Queen Elizabeth Hospital, which caused ambulances to avoid the hospital and choose other A&Es, including Lewisham.

Recommendation 13:

The fact that Lewisham Hospital has had numerous LAS patients diverted to it from neighbouring trusts in recent months should be noted. Capacity and activity at neighbouring A&E departments, as well as Lewisham, should be closely monitored by Lewisham CCG before any future proposals to change accident and emergency provision are proposed or implemented at Lewisham Hospital.

Lewisham Hospital A&E



- 9.85. In preparedness for the proposed changes to Lewisham Hospital A&E, when the Trust Special Administrator (TSA) draft report was published, the LAS carried out mapping work to assess the impact of the downgrading of the hospitals' emergency department. One of the key difficulties with the changes in the borough would have been the travel time to A&Es outside of the borough, and the time it would take ambulance crews to return from locations outside of the borough back to active service in Lewisham, which may have increased response times, particularly at busy periods. The LAS is keeping proposals for the hospital under review.
- 9.86. During December 2012 A&E activity at Lewisham Hospital increased by 10% compared to the same period 2011/12, in addition the impact of patients from outside of the borough attending the department and being admitted rose significantly. As a result Lewisham Hospital did not meet the target of 95% of patients being seen, treated and discharged from A&E within 4 hours of arrival.
- 9.87. As well as the significant increase in official and unofficial ambulance diversions from other hospitals, the achievement of this target was hampered by a number of factors, including:
- A severe Norovirus outbreak in December and early January, which considerably impeded performance for that period - the outbreak closed 123 beds in the hospital, which had a significant impact on the capacity of the hospital to deal with admissions from the A&E
 - Mental health activity from December 2012 until the end of March 2013 - during this period there were 608 patient arrivals who required specialist referral to the Mental Health Team - of the 608 arrivals 241 breached the four hour performance standard, or 39.64% of patients.
- 9.88. Times may also have been impacted by a change to the triage process being used in A&E. Staff at the hospital were also working with the potential impact of the TSA recommendations, which cast doubt over the over the future of the hospital.

- 9.89. In response to targeted actions taken by management and clinicians in the A&E, performance improved significantly towards the end of April 2013. Joint work was undertaken across the hospital and across the local healthcare system to identify necessary actions to support achievement of the A&E targets. As a result of these efforts Lewisham is now on track in meeting the 95% A&E target; it achieved 95.55% in the last quarter. The action plan remains in place to help the A&E continue to meet the target of 95% of patients to be seen, treated and discharged from A&E within 4 hours.
- 9.90. The A&E is also making improvements to its triaging processes in order to deliver treatment quickly and to signpost patients to other services where necessary. There are a number of initiatives that which are designed to improve the patient experience in A&E that are being developed in Lewisham. These include:
- improvements in the accessibility of patient records
 - additional senior medical assessment earlier in the triage process
 - more joined-up working across the hospital and with social care and primary care.

Recommendation 14:

More public information on the Norovirus is needed to support people to self manage the illness where appropriate and to help prevent the spread of disease and the closure of hospital wards.

Impact of the TSA proposals

- 9.91. Effective maternity services rely on the ability to deal with unforeseen emergencies in pregnancy and delivery. Throughout pregnancy and delivery, medical situations can develop that require emergency intervention, and in most cases the speed with which those interventions happen can have a huge impact on the health of mothers and babies, and in some cases, the speed of emergency response can be a matter of life or death.
- 9.92. Lewisham Hospital currently has a fully functioning maternity and obstetric-led delivery unit, as well as a midwife led birthing unit. Both of which are extremely well utilised and well regarded by women. The TSA proposed removing the obstetric led delivery unit at Lewisham hospital, leaving no emergency provision for maternity services at that site. This proposal would mean that all pregnant women in Lewisham would have to travel out of the borough to access obstetric led maternity services. The potential knock –on affects of such a decision were immediately obvious to pregnant women and those who had previously used maternity services: any woman in labour who developed complications would need to be transferred by ambulance to another hospital as an emergency, putting extra pressure on LAS and exacerbating an already stressful medical emergency for the mother. In removing such a core service from Lewisham hospital, there were fears voiced locally that this was an attempt to “run down” Lewisham hospital by the “back door”. The lack of emergency maternity provision would impact on neo-natal and special care baby and paediatric services, as well as leading to less people choosing to use the midwife led service that would remain as there would no longer be the safety net of emergency care on site if needed.

- 9.93. The Council and its partners highlighted serious concerns about the impact of the TSA's proposals on emergency clinical care for children in the borough. The most pressing concern was that the loss of the A&E department might have a significant impact on paediatric A&E services and on children's services more generally. In its response to the TSA, the Council noted that Lewisham had been rated "outstanding" by the Care Quality Commission and Ofsted for its child safeguarding. Yet, the TSA proposals did not adequately assess the potential effect of the loss of A&E services on children, even though there is currently a paediatric A&E at Lewisham Hospital, alongside the adult A&E department.
- 9.94. The Council and its partners believe that the quality of care in the borough across a range of services has been enhanced by effective partnership working and the creation of effective communication between healthcare providers. Therefore, removing services from the hospital would have created the risk that these quality relationships and patient centred partnerships would be lost.

Mental health

- 9.95. In the Council's response to the TSA recommendations, it was also noted that the proposals would have had a detrimental impact on mental health services in the borough. The co-location of services at Lewisham hospital with an on-site psychiatric inpatient unit, provides opportunities for close working relationships and liaison between psychiatrists and nurses and results in effective management and early discharge.
- 9.96. There are on average 150 people who are seen by the South London and Maudsley NHS Trust (SLaM) psychiatric liaison team based in Lewisham Hospital A&E. 20 per cent of these patients are admitted to the Ladywell unit. The Council was concerned that returning people to the Ladywell unit from other A&E sites would result in increased staff and transport costs⁵³.
- 9.97. A protocol for psychiatric inpatients at Ladywell that require emergency medical attention has been agreed between SLaM and Lewisham Hospital. This protocol ensures that those with mental health problems receive prompt medical treatment and are returned to the Ladywell Unit as soon as possible.
- 9.98. The Council was concerned that the TSA's recommendations would have resulted in patients having to travel by ambulance to other hospitals where would not have been responded to as quickly or effectively, causing them and potentially other patients unnecessary distress.

Maintaining 999 services

- 9.99. The LFB, MPS and LAS have all stated their commitment to responding rapidly to emergency incidents. All three services face a combination of practical and financial challenges in maintaining and improving their services to citizens in the coming years.

⁵³ Council response to the TSA proposals (2012) p16

- 9.100. The LFB has set out a series of proposals to alter the way it works. It intends to focus additional efforts on working with citizens to prevent fires and to tackle the most serious risks and hazards. Nonetheless, the service has been instructed to find substantial savings from its budget and as a result it intends to close 10 fire stations and reduce the number of fire fighters, fire engines and specialist teams.
- 9.101. The LFB believes that in the face of these challenges, it can maintain average response times across the city. In Lewisham the LFB predicts that it will be able to maintain better than average times across most wards. However, more detailed figures setting out average attendance times at ward level indicate that some wards will be well outside of the average attendance times provided for the borough. Further questions were raised in the review about response times to high rise buildings and the complexity of the risks involved in dealing with major emergencies and serious incidents.
- 9.102. The Police force in Lewisham has been tasked with meeting the MPS' 20:20:20 challenge, which aims to reduce key neighbourhood crimes, increase satisfaction and make major savings to its budget. The MPS believes that there will be more officers deployed in Lewisham at the neighbourhood level than there were in 2011. However, questions about the number of officers working in Lewisham and the redistribution of work from specialist teams to officers at the local level were raised through out the review.
- 9.103. The LPM will change the way that neighbourhood teams are organised. One police officer and one police community support officer will be dedicated to working at ward level. All other ward officers will be flexibly deployed into three areas clusters. In order to bring MPS Lewisham up to strength the service has engaged in a major recruitment drive. The changes will be implemented in September 2013.
- 9.104. The LAS has set out plans to better meet the demands of its patients. The LAS has set out ambitious plans to change the way it deals with calls and to improve the working practices of ambulance staff. LAS intends to proactively manage the calls it receives and direct non-critical calls to appropriate alternative provision.
- 9.105. The A&E in Lewisham is focused on providing effective patient care and good quality clinical outcomes. Where issues have been identified with waiting times actions have been put in place to deal with problems. In response to the TSA recommendations the Council set out a series of concerns about the potential impact for patients in Lewisham. Serious concerns were raised about the impact on children's services and mental health provision as well as the major impact on patient care that would have resulted from the loss of A&E services.
- 9.106. The challenge remains for all services to continue to improve the effectiveness and quality of the services they deliver whilst tackling the substantial financial challenges they have been given. The Overview and Scrutiny Committee has concerns about the services' ability to deliver all of their stated objectives, particularly in relation to the threatened loss of emergency service provision, including, but not limited to, fire safety with the loss of Downham Fire Station, accident and emergency care and emergency maternity care at Lewisham Hospital.

10. Prevention

10.1. Prevention forms a key part of the strategies and plans of the emergency services within London. There is a recognition that responding to and dealing with emergency situations is the most expensive and difficult part of their business. Given the financial pressures that emergency services are under, preventing the need to respond in the first place is one of the most effective ways of cutting costs, as well as keeping people safe and well.

Fire

10.2. Prevention is the first of the six aims identified by London Fire Brigade (LFB) in the Fifth London Safety Plan (LSP5), whilst the second stated aim of protection also touches on prevention issues. The strategic objectives that extend from these aims include to reduce fires and the impact that they have and to target people most at risk (Draft LSP5, supporting document 5⁵⁴)

10.3. The LFB identify that preventing fires in the home is important, as this is where most casualties occur. A key tool the LFB use to improve fire safety in the home is a home fire safety visit (HFSVs), where fire-fighters visit people in their homes to provide fire safety advice and fit free smoke alarms. The LFB work with business and industry to make sure that the owners and occupiers of a wide range of buildings understand their responsibilities under the fire safety laws. They also try to influence those responsible for designing buildings so that fire safety measures, such as sprinklers, are installed.



Changing behaviours

10.4. The LFB identifies that the best way of reducing the potential for fires to occur is to change the behaviour of residents. The LSP5 highlights that the LFB will continue to try and improve fire safety awareness. The LFB have analysed some of the demographic information associated with injuries and the risk of fire to try to identify those most at risk, to better target their preventative work. They found that the following groups are most at risk and should therefore be targeted:

⁵⁴ Draft LSP5, supporting document 5, Targeting those most at risk from fire (<http://www.london-fire.gov.uk/Documents/Sup05-Targeting-those-most-at-risk-from-fire.pdf>)

- Group M –contains large numbers of pensioners in their later retirement years, many of whom live on low incomes in social housing or in care homes
- Group N – contains people on limited incomes mostly renting small flats from local councils or housing associations. Typically these are young single people or young adults sharing a flat.

(Draft LSP5, supporting document 5, p2)

10.5. While the LFB feel that HFSVs have been successful in increasing awareness and preventing fires, they recognise that they have not been able to reach a group of people that, while less vulnerable, have the most fires. Group G (Young Educated People In London) are underrepresented for fire risk and casualty causing fires, but because they make up such a high proportion of London (31 per cent) this group is responsible for a quarter of all dwelling fires. Trying to encourage this group of Londoners to change their behaviour in order to reduce fires has proven a particularly difficult challenge for LFB as they have found that they do not respond to direct forms of communication such as local newspaper articles or visits. LFB will use social media opportunities to help facilitate behavioural change. The LFB have already been able to demonstrate through the use of short term social media campaigns how they can reduce fires in this particular group.⁵⁵

10.6. At the Safer Stronger Communities Select Committee meeting on 8 May 2013 the Borough Commander reiterated the LFB's intention to increase their focus on preventative work. One of the LSP5 targets is to increase the number of HFSVs being carried out by crews from local stations. Within Lewisham the plan is to deliver 3,015 HFSVs in the borough per year, an increase on the 2,355 that were delivered in 2011/12, with these visits targeted at those who are most at risk. The LFB will also work with the Area Community Safety Team and use borough staff to support all ad-hoc and pre-planned community safety events⁵⁶.

Recommendation 15:

The LFB in Lewisham should focus its education and fire prevention activities in the priorities postcodes that will be most significantly affected by the increase in ward level response times.

10.7. The LFB believe that working with young people at an early age to increase fire safety awareness can have a positive impact and have invested in working with young people in a variety of ways. The LSP5 highlights that this will continue. The Children and Young People Select Committee were advised by the Borough Commander that the LFB Schools Team offers an educational programme free to all London's primary schools on an annual basis. The LIFE Project (Local Intervention Fire Education) is aimed towards at-risk and socially excluded young people 13-17. From April 2008 to March 2013, 113 Lewisham children took part in LIFE.

⁵⁵ Draft LSP5, supporting document 5 (Targeting those most at risk from fire)

<http://www.london-fire.gov.uk/Documents/Sup05-Targeting-those-most-at-risk-from-fire.pdf>

⁵⁶ LFB in Lewisham (2012/13)

<http://councilmeetings.lewisham.gov.uk/documents/s22246/Appendix%20B%20LFB%20in%20your%20borough%202012-13%20Lewisham.pdf>

- 10.8. The LFB also runs a Community Fire Cadets scheme. The scheme is primarily a youth engagement programme which offers young people the opportunity to work alongside the LFB to gain a recognised qualification and life skills they can use in the work place. The scheme is aimed initially at young people who are having difficulty at school, have been excluded socially or educationally and are at risk of anti-social behaviour. It is designed to provide young people with positive opportunities to improve community cohesion and reduce undesirable behaviour by enhancing key citizenship skills.
- 10.9. Places on the Cadets scheme are by referral only, via agencies, schools or organisations who work with young people. The scheme is running in the boroughs of Bexley and Havering, with more courses planned to start in September 2013 in the boroughs of Haringey, Barking and Dagenham, Waltham Forest and Redbridge.⁵⁷

Recommendation 16:

The possibility of setting up and funding a branch of the Fire Cadets in Lewisham should be explored as part the Youth Service's new commissioning approach.

- 10.10. Lewisham Council has a fire safety advisor who provides emergency planning information for schools, although the LFB can and does provide help and advice to schools as well, attending schools and working with them directly, if requested.

Preventing fires through improved housing

- 10.11. Housing providers have a large role to play in making sure that buildings under their control are safe and less likely to catch fire, as well as ensuring their tenants are aware of what they can do to lessen the risk of fire and be safe. The Council has a key role both as a regulator, with the power to carry out some enforcement action, and as an organisation which deals regularly with landlords.
- 10.12. At the Housing Select Committee meeting on 16 May 2013 the Committee received an update on action taken to implement the recommendations of the Lakanal House inquest. Lakanal House is a high rise housing block in the London Borough of Southwark which, in 2009, was unfortunately the site of a fire which spread through the building and resulted in the deaths of 6 people. The findings of the inquest into the Lakanal House fire in Southwark were announced in March 2013 and the recommendations covered six key areas:
- Publication and promotion of fire safety
 - Signage in high rise residential buildings
 - Policy and Procedures concerning fire risk
 - Training of staff engaged in maintenance and refurbishment work on existing buildings
 - Access for emergency vehicles
 - Retro fitting of sprinklers.
- 10.13. Lewisham's housing providers were asked by the Council to respond to each of the recommendations to provide an assurance that all areas highlighted in the

⁵⁷ Children and Young People Select Committee minutes (02/07/13)

recommendations had been addressed in Lewisham. The key points highlighted were:

- Fire safety and advice leaflets have been given to all residents in high rise blocks.
- Lewisham Homes and RB3 are both 100% compliant on fire safety
- Lewisham Homes and RB3 employ fire safety specialists
- Both Lewisham Homes and RB3 are compliant on access for emergency services and vehicles
- Many buildings managed by Lewisham Homes are being assessed for the feasibility of fitting sprinklers with sheltered housing blocks being prioritised.



10.14. A key to ensuring safety in high rise blocks is the effectiveness of measures to limit the spread of fire. These measures should be both built in to the initial design, and routinely considered in the ongoing maintenance of the building. In high rise buildings, each fire door (assuming it is fitted and maintained properly) should hold back the spread of fire by 30 minutes.

10.15. In addition to effective design and maintenance of buildings, tenants knowing the appropriate action to take when discovering a fire, and how to safely evacuate the building, is crucial in ensuring their safety in the event of a fire.

Recommendation 17:

Housing providers should carry out further work to assess how information about vulnerable residents in high rise accommodation could be shared with the LFB in the event of a serious fire.

10.16. The Housing Select Committee was advised that the Council works closely with Lewisham Homes and Regenter B3 to ensure that their buildings were 100% fire safety compliant, including the fitting of fire and escape doors, maintaining signage and carrying out risk assessments. Where the condition of buildings had deteriorated or there were older doors installed, maintenance operatives had been trained to ensure work was being carried out to the required standard. In

addition, Lewisham Homes employed a specialist company to fit flat entrance fire doors and there would be ongoing assessment of the doors, once fitted.

10.17. Where work is being carried out on properties as part of the Decent Homes programme, Lewisham Homes ensure that fire safety measures are built in or enhanced as part of the works. One example outlined to members was the inclusion of self-closing kitchen doors as part of the decent homes work upgrading kitchens.

10.18. Fire safety checks are carried out in Lewisham Homes' properties on a monthly basis. Any problems can also be identified by caretakers during their daily checks of buildings and then dealt with accordingly. Any complaints or queries by residents in respect of fire safety were dealt with through the repairs and maintenance system. Work was ongoing to inform residents about fire safety.

Recommendation 18:

Lewisham's social housing providers should be encouraged to have a clear policy in place that enables residents to report and escalate concerns about fire safety.

Recommendation 19:

Where non-critical risks are identified in Lewisham Homes properties, these should be recorded and added to an action plan, to be reported to the Housing Select Committee as part of the Lewisham Homes six monthly review.

Recommendation 20:

Lewisham's social housing providers should be asked to demonstrate that their maintenance, caretaking, contracted staff (and anyone else who has a responsibility for building maintenance or procurement of building works) are fully trained to understand fire risks and where relevant, to carry out work in line with the most recent fire safety advice.

Recommendation 21:

An ongoing programme of fire safety awareness for tenants, including safe evacuation routes, should be instigated by all registered social landlords.

Recommendation 22:

Clear information about fire safety, and safe evacuation routes, should be provided to all new tenants as part of their welcome pack.

10.19. In the LSP5, the LFB strongly promotes the use of sprinklers. Section 20 of the London Building Act (1939) made it a requirement for buildings over a certain height to have additional fire suppression systems in place to limit the spread of fires in tall buildings, which often included sprinkler systems designed to impede the spread of fire, increasing the fire service's ability to control the situation when they arrive at the scene. The Council had committed to assessing the feasibility of installing sprinklers in each of the developments proposed as part of the 'New Homes, Better Places' programme.

10.20. The requirements of the London Building Act have now been withdrawn, which mean that buildings originally designed with these requirements in place need no

longer comply. This means, in theory, that if a sprinkler system was previously installed purely to meet the requirements of section 20 of the London Building Act, the building owner could remove it. When renovating the building, or if there are maintenance issues with the sprinkler system, more owners may take this approach over time. If enough buildings have these systems removed it could significantly deteriorate the protection levels of building stock in Lewisham and across the Capital.

- 10.21. In a referral to Mayor and Cabinet made on 16 May 2013 the Housing Select Committee emphasised the importance of sprinkler systems in containing fires and preventing loss of life. The Committee believes that this is particularly important because of the changes proposed in the LSP5. The Committee supports the work undertaken by Lewisham Homes, in assessing the feasibility of installing sprinklers, and recommends that the Council urges other housing providers to adopt a similar risk based approach.

Recommendation 23:

The Council should encourage Lewisham's housing providers to follow Lewisham Homes' risk based approach to installing sprinklers in their housing stock (referral).

Recommendation 24:

Fire Safety should be considered strategically by the South East London Housing Partnership and good practice shared

Police

- 10.22. The Police Reform and Social Responsibility Act 2011 requires the Mayor's Office for Policing And Crime (MOPAC) to produce a Police and Crime Plan that sets out a strategy for policing and crime reduction for London over four years. In January 2013 MOPAC published a draft Police and Crime Plan for London for 2013-16, which was finalised in and published in March 2013, following consultation.

- 10.23. The Plan identifies key goals for the Metropolitan Police Service (MPS) and other criminal justice agencies, and sets out strategies around crime prevention, police resources and performance, and justice and resettlement. The Plan acknowledges that Londoners and communities have a vital role to play in crime prevention and MOPAC is keen to encourage and enable communities to do this. The plan focuses on 3 distinct strands; People, Places and Problems. Many of these preventative initiatives will be carried out by the voluntary and community or 'third' sector in conjunction with statutory partners, particularly local authorities. The Mayor and MOPAC want to specifically focus spending on preventative work on young people and early intervention.⁵⁸

- 10.24. Under the People strand, MOPAC will:

⁵⁸ Mayor of London's Police and Crime Plan (2013-16)

- establish a Safer Neighbourhood Board in every borough by 2014 giving local Londoners and victims a greater voice. These Boards will establish local policing and crime priorities and fulfil a range of important functions
- use £1m per year from the London Crime Prevention Fund utilised through reforming MOPAC's community engagement structures
- review the MPS practice for engaging with people to ensure it adheres to good practice
- every secondary school in London will have a Safer Schools Officer, if they want one, as part of the new local policing model
- continue to encourage the recruitment of special constables to meet the Mayors commitment to having 10,000 special constables in London (there are currently over 5,000)
- continue to promote the MPS Volunteer Police Cadets to young people and to encourage increased participation by young black and minority ethnic Londoners, with a target of a quarter of all police cadets to be recruited from among young people who are vulnerable to crime and/or social exclusion
- ensure that the Community Safety Accreditation Scheme is maintained for London.

10.25. Under the Places strand, MOPAC will:

- build on existing crime mapping to develop hotspot maps to inform and focus crime prevention work
- share the analysis with community safety and criminal justice partners so local multi-agency responses to local problems can be developed
- develop a strategic licensing function to gather data from all relevant agencies including the police, London Ambulance Service (LAS) and A&E departments.
- work with local authorities to consider what more they can do to 'design out crime' when making planning and investment decisions
- work with Transport for London (TfL) and the British Transport Police to improve transport safety and security.

10.26. Under the Problems strand, MOPAC will:

- develop an alcohol related crime strategy for London focused on prevention, enforcement and diversion
- develop a drugs strategy for London, aligned to the Government's strategy, to reduce demand, restrict supply and build recovery
- work through partners on the London Crime Reduction Board (LCRB) to commission and fund a pan-London domestic violence service
- establish a sustainable funding model for Rape Crisis Centres beyond 2016, and ensure that the MPS is focused on solving more rapes and other serious sexual offences
- establish a taskforce to confront harmful practices, such as female genital mutilation
- work through the LCRB to improve understanding of anti-social behaviour (ASB) levels across London to ensure the right response can be coordinated and to share best practice in developing strategies to deal with common forms of ASB
- work with London's diverse communities to develop an effective hate crime reduction strategy.

Delivering the MOPAC plan

- 10.27. The Local Policing Model (LPM) aims to put neighbourhood policing at the heart of what the MPS does. MOPAC believe the model will ensure service delivery is consistent, flexible and responsive to the needs of Londoners. Safer Neighbourhood Teams (SNTs) will be led by a Neighbourhood Inspector who will be accountable for dealing with crime and disorder in a local area. Every borough will continue to have a team who specialise in responding to emergency calls and provide a high quality service at that first contact with police. When not on a call, emergency response teams will be deployed on patrol.
- 10.28. Within Lewisham there are three policing 'clusters', each comprising of six wards. Under the new system one officer per ward will be focused solely on the ward. SNTs will make three promises to wards, objectives which are simple, easy to monitor and straightforward to implement including things like street briefings, meetings, patrols and increased focus on particular crimes. Ward panels will remain the same as before the implementation of the model and ward priorities will feed into cluster priorities. With the extra police available at neighbourhood level, there will be an enhanced role for ward inspectors.
- 10.29. As part of changes to the police under the LPM, Safer Schools Officers, who were attached to Safer Neighbourhood Teams (SNT), will be brought back into one team and will be based in specific secondary schools. There will be 8 Safer Schools Officers based between 9 schools. 6 secondary schools in Lewisham are currently without officers and schools without an officer placed with them will have a named point of contact within the local SNT. Officer placement was decided on a needs basis and Lewisham currently has a comparable amount of Safer Schools Officers to other London boroughs. Primary schools will have a named SNT officer as a single point of contact.⁵⁹ It was emphasised that Safer Schools Officers are not in schools to control behaviour or enforce discipline.
- 10.30. The MPS also runs the Volunteer Police Cadets (VPC), a uniformed voluntary youth organisation open to young people aged 13 -18 from across London's diverse communities, irrespective of their background or financial circumstances and including those vulnerable to crime or social exclusion. There is a VPC Unit in every borough and it is a central component of the MPS' youth outreach work. It has four aims:
- Developing 'Social Citizens'
 - Creating a warm, supportive and enthusiastic youth community with a welcoming approach
 - Providing effective peer, leader and role model guidance using proven techniques
 - Inspiring community involvement using restorative problem solving approaches.
- 10.31. The VPC work with the Princes Trust and cadets are given the opportunity to gain Duke of Edinburgh awards and other accredited skills and training. Cadets take part in a range of high profile events. The Cadets provided 50,000 hours of volunteering time during 2010 in activities such as:

⁵⁹ Children and Young People Select Committee minutes (02/07/13)

- Local Crime Prevention initiatives including Leaflet Deliveries and phone marking
- Stewarding at events
- 'Mystery Shopper' operations to detect underage sales of fireworks, alcohol and knives
- Large high profile events such as the London Marathon, Trooping the Colour, Remembrance Sunday.

Recommendation 25:

Volunteering opportunities for adults, to support the cadet branches of the LFB and MPS, should be publicised locally to increase the capacity of the cadets to involve more young people.

Young offenders

10.32. Within the Police and Crime Plan it is highlighted that youth offenders have the highest rate of reoffending (approximately 70%) and the cost of young people in the criminal justice system is high. Addressing reoffending is therefore important to crime prevention. There are a number of projects aimed at tackling reoffending rates including “Project Daedalus”, which is a three year pilot project aimed at tackling high rates of youth re-offending through a partnership project between MOPAC, the Ministry of Justice, Youth Justice Board and other agencies.

10.33. In responding to the Police and Crime Plan, the Safer Lewisham Partnership noted:

“A focus on youth is pleasing, however we are unclear as to why the reduction in reoffending is not for adults as well as for youth. In addition, we are extremely concerned that at a time when additional financial burdens are being placed upon the local authority in relation to remands there are expectations of this significant level of reduction”.⁶⁰

10.34. At the Children and Young People Select Committee meeting on 2 July 2013, the Committee heard that changes to the way the Youth Offending Service is funded means that local authorities have the responsibility to fund accommodation for young offenders on remand. This represents a pressure of close to £500k a year. Estimates from the Youth Justice Board are that there should be a 10-25% reduction in the need for remand bed nights. So far there has been a 1% reduction. The Committee expressed its concern that central government has not provided enough money to pay for accommodation for young offenders and that this could represent a serious financial pressure for the Council.⁶¹

Recommendation 26:

The Mayor should call on the Government to revise plans to transfer the funding for Youth Offending Services. Current funding will not cover costs and will have a significant impact on Council finances: the impact of this should be closely monitored by Mayor and Cabinet and reviewed by the Public Accounts Select Committee

⁶⁰ Safer Lewisham Partnership Response to the Draft Police and Crime Plan 2013-2016 Consultation http://www.london.gov.uk/sites/default/files/Safer%20Lewisham%20Partnership_0.pdf

⁶¹ Children and Young People Select Committee minutes (02/07/13)

Probation

10.35. At its meeting on 29 July 2013, the Safer Stronger Communities Select Committee heard from the London Probation Trust about the Government's proposals for reforming the delivery of offender services in the community to reduce reoffending rates whilst delivering improved value for money⁶². The Committee was concerned about the proposals and referred their views to Mayor and Cabinet, highlighting the following key points:

- The Committee wishes to express, in the strongest terms, its opposition to the Government's proposals for reforming the delivery of probation services and the management of adult offenders
- The Committee is opposed to the privatisation of provision for rehabilitation of offenders - the Committee is extremely concerned about the suitability of private sector organisations to manage community rehabilitation and probation - it is also concerned about the transfer of offenders between private and public provision because of the unpredictable level of risk posed by offenders as well as the complicated arrangement of the payment mechanism being proposed
- The Committee is troubled by the failure of some government contracts with the private sector to meet basic standards of transparency and cost effectiveness
- The Committee is concerned about the risks involved in the transition from existing provision to the new structure of services
- The Committee does not believe that all of the potential risks to the successful implementation of the new model have been fully considered
- The Committee believes that further representations should be made by the Council to the appropriate authority setting out the concerns about these changes.

Emergency Healthcare

10.36. Dealing with emergency healthcare needs is one of the most expensive parts of the healthcare economy. Preventing the need for emergency and acute healthcare provision is a key way for healthcare to reduce its costs and address the financial constraints that it has been put under.

Reducing demand for emergency responses

10.37. Demand on the LAS is expected to continue to increase, so therefore it is clear that change is needed to maintain a safe and high-quality service for patients and good working conditions for staff. Many of the 999 calls the LAS receive are for patients who do not have life threatening injuries and illnesses, and who do not need an ambulance crew to attend. Instead they can be given a full clinical assessment over the phone and safely be offered advice, or redirected to other healthcare providers.



⁶² Safer Stronger Communities Select Committee Minutes (29/07/13)

10.38. The “Choose Well” campaign was a national public awareness campaign, promoting the different range of choices that people have when accessing healthcare, and encouraging people to choose the most appropriate care to meet their health need. Across South East London almost £6million is spent every year treating people in A&E with minor ailments.⁶³ The campaign highlighted that unless someone has a life threatening emergency, obviously need hospital admission or investigation, have broken bones or serious injury, the best care is not always hospital. Alternatives such as a local pharmacist or GP, in particular the GP out of hours service, could provide appropriate care quickly and efficiently, but could also save money for the NHS. The table (right) highlights the variety of healthcare services that are available to people and what they can offer.

10.39. At the Healthier Communities Select Committee meeting on 29 May 2013 the Committee heard from the Assistant Director Operations London (South) and the Lewisham Operations Manager for LAS that a key improvement on demand in acute emergency care would be seen if the public were better supported to access services more appropriately to their needs, rather than going to A&E or calling an ambulance for a matter that should be treated via primary or urgent care. However people have different personal views about what is urgent and an emergency, as well as having differing pain thresholds, so the key is to continue to educate people about services and appropriate healthcare choices. It is part of the responsibility of the local CCG to commission appropriate pathways to care outside general nine to five provision.

10.40. Lewisham CCG also has a key role in ensuring that appropriate community based and urgent care services are available to meet demand, as well as to work jointly with Lewisham Council on interaction between, and where appropriate integration of, health and social care services to support people in ensuring appropriate care and support is available to help prevent medical needs escalating to emergency situations.

Recommendation 27:

National campaigns, such as the recent “Choose well” campaign, need to be supported and reinforced locally. Clear, appropriate guidance should be given to people locally, about the most appropriate local service to access if they have an urgent medical need outside of GP hours, when they are making routine contact with health services

Recommendation 28:

Out of Hours care and urgent care both need to be comprehensive, easily accessible and well publicised to enable the public to choose the most appropriate care setting for their needs.

10.41. At the Healthier Communities Select Committee meeting on 9 July 2013, the Committee were informed that there are a number of initiatives that can improve the patient experience in A&E that are being developed in Lewisham, including:

- improvement in patient records accessibility
- more senior medical assessment earlier in the triage process
- more joined-up working across the hospital and with social care and primary care.

⁶³ Choose Well campaign (2013): <http://www.lewishamccg.nhs.uk/YourHealth/Pages/Choosewell.aspx>

Better discharging and reduced admissions

- 10.42. Lewisham Council's response to the draft Trust Special Administrator (TSA) report highlights a number of examples of where preventative work is already being undertaken⁶⁴. In 2010, the NHS Trust managing Lewisham Hospital was commissioned to provide community health services in the Borough. This allowed for the vertical integration of acute and community services and provided stronger links to the Council's services and other primary care services and closer models of working were developed. This included the presence of a dedicated social worker within the accident and emergency department at Lewisham Hospital to provide advice and referrals for incoming patients as appropriate. The integration of acute and community health services into one local NHS trust has also played a key role in contributing to Lewisham's achievement of an "outstanding" rating for children's safeguarding.
- 10.43. In Lewisham, a model of partnership working between the Council and health partners to achieve better health outcomes for Lewisham residents has been continuously developing over recent years. This approach recognises the need to improve and develop community based services and decrease the reliance on unnecessary and delayed hospital stays. Partners recognise that increased requirements for community based care places additional burdens on social care expenditure and provision. In Lewisham, this is being managed through the locally integrated system which has allowed efficiencies to be made across the health and social care economy.
- 10.44. While increased prevention work can help to reduce the need for emergency response and the expense associated with it, a key thread throughout the evidence has been the need for balance between prevention and response to emergencies. There will still be a need for effective responses from the emergency services when required and as such this safety net aspect of their provision cannot be overlooked.
- 10.45. Lewisham Healthcare NHS Trust was one of a very small number of Trusts, and the only one in London, to gain an 'Excellent' rating from the Health Care Commission for the quality of its care of newborn infants and children. This quality continues in the provision of a Children's A&E on the Lewisham site. Direct access to specialist staff explains the low rates of admission of Lewisham children to hospital. Children's needs are identified and met quickly without the need for distressing and avoidable admissions. Admission rates for gastroenteritis, for example, are the lowest in the sector and less than half the average London rate.⁶⁵

⁶⁴ Lewisham Council response to TSA report (2012) p11, <http://councilmeetings.lewisham.gov.uk/documents/s23319/05AppendixYCouncilResponseToTheTSA02072013.pdf>

⁶⁵ Lewisham Council response to TSA report (2012) p11, <http://councilmeetings.lewisham.gov.uk/documents/s23319/05AppendixYCouncilResponseToTheTSA02072013.pdf>

Pressures on the Council's adult social care budget

10.46. At £81.1m, the adult social care budget is the largest net budget in the Council (33% of the total) and is therefore central to the Council's financial position. The pressures on the Council's budget have therefore impacted on the budget for adult social care. Savings of over £13m have been achieved since 2009/10 and are highlighted below:⁶⁶

2010/11	£0.256m
2011/12	£2.916m
2012/13	£2.05m
2013/14	£8.306m

(Including 14/15 effect)

10.47. The approach to savings and cost reduction has been to minimise the negative impact on individual service users. Savings have therefore concentrated on the following areas:

- Reducing social work and assessment unit costs to meet the Audit Commission recommended benchmark of 10% of the overall Adult Social Care Budget
- Prolonging the need for ongoing services through the provision of reablement and short term early intervention
- Developing integrated health and social care services with both Acute and Community Health partners
- Changing the mix of care from nursing and residential to care which supports people to live at home, moving from Council commissioned homecare to direct payments
- Contract efficiencies, particularly Learning Disability supported accommodation
- Joint procurement – such as the meals contract and equipment provision
- Income generation through a review of the charging policy.

⁶⁶ Funding and Financial Management of Adult Social care Review –Public Accounts Select Committee (17/07/13)
<http://councilmeetings.lewisham.gov.uk/documents/s23763/03%20Finances%20of%20Adult%20Social%20Care%20Review%20170713.pdf>

11. Access

- 11.1. Appropriate access to emergency services by those that need them is key to their effectiveness. The proposals to close a number of Lewisham's front-facing public buildings represent a significant change to the way in which citizens interact with public services. The fire service's proposals to close Downham Fire Station will not only impact on the response times in the borough, they are also likely to impact on citizens perception of their safety and the work carried out by the service to engage with the community.
- 11.2. The Metropolitan Police Service's (MPS) decision to close Brockley and Sydenham Police Stations will also impact on the way citizens interact with their local police. Whilst the MPS suggests that its changes will result in greater police presence in neighbourhoods and better access to local officers, opportunities to engage with the force will be significantly altered by the proposals to withdraw from these buildings.
- 11.3. One of the greatest areas of concern in the borough has been the proposals to downgrade services at Lewisham hospital's accident and emergency department and the impact this would have on citizen's access to appropriate services. The Sustainable Development Select Committee focused their attention on the ongoing access to services element of the emergency services proposals, and explored the potential wider impact of the proposals on people in Lewisham accessing appropriate emergency services.

Access for all

- 11.4. Lewisham is a diverse borough. It draws from the variety and richness of its population to build on its successes and to achieve its vision for sustainable communities. The Council endeavours to build on this strength in the delivery of its services.
- 11.5. The Comprehensive Equality Scheme (CES) for 2012-16 provides an overarching framework and focus for the Council's work on equalities and helps to ensure compliance with the Equality Act⁶⁷. The Council's equality objectives through the CES are to:
- Improve access to services
 - Close the gap in outcomes for citizens
 - Increase participation and engagement.
- 11.6. In order to meet the requirements of the equality act public bodies (including the fire service, the Council, the MPS and healthcare providers) must, in the exercise of their functions, 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.

⁶⁷ The Equality Act 2010 brought together all previous equality legislation in England, Scotland and Wales. The Act included a new public sector equality duty, replacing the separate duties relating to race, disability and gender equality. The duty came into force on 6 April 2011. 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.

- foster good relations between people who share a protected characteristic and those who do not.

Fire

11.7. The London Fire Brigade (LFB) uses 'lifestyles' rather than protected characteristics as the focus of its preventative work. It believes that lifestyle groupings provide the most accurate means of targeting preventative work in relation to fire risk:

'Whilst it is true that certain lifestyles identified as being at higher risk will also contain people who share protected characteristics, belonging to a protected characteristic group in the first place does not place individuals at risk.' (Fifth London Safety Plan LSP5, p98)

11.8. The equality analysis for LSP5 covers five areas:

- Management of calls to automated fire alarms
- Working with neighbouring brigades
- Operational efficiencies
- Shut in lift incidents
- Targeting people at risk.

11.9. These plans set out the focus of the LFB to ensure that the changes being proposed do not have a disproportionately negative impact on a protected group. However, the equality analysis carried out for the LSP5 used average borough attendance times for the assessment, rather than ward based times. The LFB deems further analysis at the ward level unnecessary, because analysis at borough level did not identify significant impact on any group. Ward level data, however, is widely used for the planning and targeting of services across public sector service providers. This is particularly important in densely populated London boroughs as ward averages can mask great disparities across the area, and ward level data can accurately identify areas where more people with protected characteristics are living.

11.10. There is a recognition that there are groups of people who are more at risk of fire than others. In supplementary document 13 (targeting those most at risk from fire) the LFB demonstrates the potential impact of the changes on social groups in London. These social groups are based on lifestyle profiles of target populations. These profiles are set out in the chart below:

Table 2: New Mosaic segmentations compared to accidental fires and casualties in the home

Group	Description	# of Homes	% of Homes	# of Fires (3y)	% of Fires (3y)	# of Casualties (3y)	% of Casualties (3y)
A	Residents of isolated rural communities	1,170	0%	4	0%	1	0%
B	Residents of small and mid-sized towns with strong local roots	72,131	2%	215	1%	36	1%
C	Wealthy people living in the most sought after neighbourhoods	228,145	7%	927	5%	125	4%
D	Successful professionals living in suburban or semi-rural homes	34,800	1%	82	0%	8	0%
E	Middle income families living in moderate suburban semis	382,946	12%	1,436	8%	300	9%
F	Couples with young children in comfortable modern housing	28,094	1%	77	0%	7	0%
G	Young, well-educated city dwellers	1,020,303	31%	4,554	25%	805	24%
H	Couples and young singles in small modern starter homes	188,927	6%	946	5%	207	6%
I	Lower income workers in urban terraces in often diverse areas	458,907	14%	2,536	15%	531	16%
J	Owner occupiers in older-style housing in ex-industrial areas	36,571	1%	129	1%	28	1%
K	Residents with sufficient incomes in right-to-buy social housing	60,041	2%	245	1%	47	1%
L	Active elderly people living in pleasant retirement locations	57,110	2%	239	1%	41	1%
M	Elderly people reliant on state support	61,520	2%	647	4%	98	3%
N	Young people renting flats in high density social housing	634,196	19%	5,566	31%	1,130	33%
O	Families in low-rise social housing with high levels of benefit need	36,688	1%	213	1%	49	1%
U		-	0%	-	0%	-	0%
London		3,301,549	100%	17,916	100%	3,413	100%

Source: draft LSP5, supporting document 5, (p4)⁶⁸

- 11.11. The profiles do not highlight any protected characteristic, apart from age. Another significant factor in determining the risk of injury in fire is housing quality, which may be an indicator of social deprivation. The importance of age is recognised in the LFB's consultation documents and the equality impact assessment for LSP5. It is maintained that by targeting the most at risk groups, including older people, particularly those living in unsuitable housing, there may well be a positive impact on this protected group. The LFB's proposals will not target specific protected groups because it believes that people from these groups are spread across London, and because the equality analysis at borough level does not indicate any significant detrimental impact to any specific group.
- 11.12. Furthermore the LFB believes that the removal of stations will not impact on their work carrying out home fire safety visits and other work with public sector partners to ensure that target groups are prioritised in preventive work.
- 11.13. Nonetheless, age is an important factor in fire related fatalities. As is poor health and impaired mobility. LSP5 identifies this: 'In 2011/12, almost one in three of those dying from fire had been in receipt of some form of care.' (London Safety Plan, p99)

⁶⁸ Draft LSP5, supporting document 5 (Targeting those most at risk from fire)
<http://www.london-fire.gov.uk/Documents/Sup05-Targeting-those-most-at-risk-from-fire.pdf>

11.14. The LFB maintains that:

‘By targeting those most at risk, this will naturally include people who share protected characteristics and the outcome of the five main proposals is expected to have a positive impact on elderly people, those with disability, mobility or health issues, and those living in deprivation in particular.’

11.15. As has been set out in other sections of the report, the ward based response times in the closest vicinity to the stations being closed will fall significantly. The subsequent reduction in service to the most vulnerable, specifically because they are disproportionately represented amongst fire related fatalities is a cause for concern. The three wards closest to Downham Fire Station are amongst those with the highest levels of deprivation in the borough and have high levels of social housing.

Police

11.16. The police are changing the way citizens access their services. As set out in previous chapters, the MPS has been challenged to substantially reduce the extent of its estate. In Lewisham, Brockley and Sydenham Police Stations will be closed and officers will work from fewer stations.

11.17. MPS data indicates that numbers of people reporting crimes at front counters has fallen by almost half in the past five years. This is likely to be because citizens use different forms of accessing information and communicating with the police. The data also shows that in 2011/12 fewer than 1 in 8 were reported at front counters.

11.18. The MPS believes that the low footfall at Brockley and Sydenham Police Stations made it unfeasible to keep them open. At the meeting of Safer Stronger Communities Select Committee Members heard that the police would move to using ‘contact points’ in the borough. Neighbourhood officers are due to be at these sites on Wednesday and Thursday evenings between 7 and 8pm, and Saturday between 2 and 3pm. The sites are listed above in section 8 (Response).

11.19. At a Contact Point residents will be able to do the following things:

- Report a crime
- Report lost property or hand in found property
- Make an appointment to speak to a local officer
- Hand in self-reporting forms for road traffic accidents
- Obtain crime prevention advice
- Obtain advice about police related matters
- Collect found items by appointment
- Discuss community concerns
- Make an appointment to give a statement (if a visit is not requested)
- Make an appointment to speak to an officer about a complaint against police.

Recommendation 29:

The effectiveness of the police contact points in Lewisham should be reviewed by the borough commander after six months of operation, the results of the review should be provided to Overview and Scrutiny and the Safer Lewisham Partnership.

- 11.20. The MPS also intends to maintain engagement with Londoners through a greater focus on neighbourhood policing. Each ward will have a dedicated officer and a police community support officer.
- 11.21. The MPS has also offered a visit to every victim of crime who wants one. The MPS believes that this service will enable victims to be supported in a setting of their choosing, rather than having to attend a police station. It is also anticipated that it will be easier to target translation and support services to people who need them, because these services are not typically available at police station counters.
- 11.22. The Mayor's Police and Crime plan sets out how the MPS will be challenged to meet the Mayor's Office for Police And Crime (MOPAC) 20:20:20 challenge. In the plan, the Mayor commits to:
- Work with relevant voluntary organisations (particularly the specialist violence against women and girls sector) and others to develop more and better ways for the public to report crime
 - Reflecting the increasing importance of online reporting methods, embrace new technologies like a smart phone crime reporting application
 - Continue to support and publicise the 101 non-emergency number and campaigns like Crimestoppers to encourage more reporting
 - Develop more opportunities for victims to report crime through third parties such as the Havens – the specialist centres in London, run by the NHS for people who have been raped or sexually assaulted – as well as the four Rape Crisis Centres.
- 11.23. People in Lewisham need to feel that they will have access to the police, locally, when they need them, in a timely and appropriate manner. This confidence in the local police presence is crucial to public perception of the MPS in Lewisham. To increase confidence in the MPS in Lewisham, by 20% from its declining levels, will be challenging if perception locally is that the police presence, and access to the police locally, is diminishing.

Emergency healthcare

- 11.24. The emergency service proposals with the greatest potential transport impacts in the borough were the plans which were put forward for the reconfiguration of services at Lewisham Hospital. The Sustainable Development Select Committee resolved to assess the potential impact of the proposals to downgrade Lewisham hospital's A&E in relation to travel, across the borough.
- 11.25. Going beyond his remit to make recommendations about the future of the South London healthcare NHS Trust (SLHT), the Trust Special Administrator (TSA) recommended that Lewisham hospital's A&E should be downgraded. If his changes had been implemented, this would have meant that the most critical emergency cases would have been dealt with by other hospitals in South East London. These were:
- Princes Royal University Hospital, Bromley (PRUH)

- King’s College Hospital, Camberwell (KCH)
- Queen Elizabeth Hospital, Woolwich (QEH)
- Queen Mary, Sidcup (QMS)
- Guy’s Hospital, London Bridge (GH)
- St Thomas’ Hospital, Southwark (STH).

11.26. As part of the delivery of his final report, the TSA’s office commissioned a Health and Equalities Impact Assessment⁶⁹ (HEIA) to further consider the impact of the changes in the borough. Working with transport for London it found the following Public Transport Accessibility Levels (PTAL) for each of the hospital sites:

PTAL for Hospitals in South London:

Hospital	PTAL	Description
UHL	5	Very good
PRUH	2	Poor
KCH	4	Good
QEH	3	Moderate
QMS	2	Poor
GH	6b	Excellent
STH	5	Very good

Source: TfL (provided by TSA 2012)

11.27. Lewisham hospital has a public transport accessibility level of ‘very good’ whereas the Queen Elizabeth Hospital’s accessibility level is described as ‘moderate’, King’s College Hospital is described as ‘good’ and Princess Royal University Hospital is described as ‘poor’. Furthermore, the HEIA recognises that the PTAL levels only provide an indication of accessibility to the hospital and do not take into account the complexity of travelling to the site from other parts in South East London. The HIEA recognises that there would be an impact on patients:

11.28. ‘Greater transport times and difficulty in accessing healthcare services can lead to patients restricting their usage of healthcare service. Further, in some circumstances the timeliness by which patients can access care could have a direct impact on health outcomes’ (HEIA p44)

11.29. This concern was echoed by Lewisham’s Director of Public Health, who has stated that⁷⁰ the changes would have a serious detrimental impact on relatives and carers:

‘If acutely ill patients are no longer admitted to UHL, this will result in increased costs incurred by relatives and carers when visiting patients admitted to alternative hospitals. Residents from deprived communities in the three most affected postcode areas (SE6 4AN, 4TW, 2BY) will experience public transport price increases of £1.90, an 82% increase in the cost of travel. These costs

⁶⁹ TSA, Health and Equality Impact Assessment (2012):

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/127493/VOL-3-Appendix-L.pdf.pdf

⁷⁰ Lewisham Director of Public Health’s response to the TSA consultation (2012) <http://www.tsa.nhs.uk/document/lewisham-director-public-health-response>

cannot be reimbursed under the Hospital Travel Cost Scheme.’ (DPH response to TSA consultation p2)

11.30. The HEIA indicated that work with TfL would need to take place to ensure residents are able to maintain access to services, particularly from the south of the borough. The TSA’s report recognises that this would be particularly important for disabled people, older people and those at risk. However, the TSA’s discussions with TfL indicated that there is no funding available for additional bus services (TSA final report p51)

11.31. In March 2013, a question was asked of the Mayor of London about TfL’s work with the TSA’s office to mitigate the impacts of the proposed changes⁷¹. The Mayor outlined discussions between TfL and the TSA’s office and contended that:

‘In most cases there is either a direct link from Lewisham to the four sites identified in the Special Administrator’s report or the sites can be accessed with one interchange...’

11.32. He advised that TfL was ‘monitoring developments’. The response also noted that preparations for the proposed changes would be enhanced if the TSA’s office was able to outline how many trips each day might be affected.

11.33. The Sustainable Development Select Committee requested that officers in the Council’s transport division carry out detailed analysis of transport connections from postcodes in the borough to the five major hospital sites outside of the borough. This work indicated that residents’ journeys would generally be less convenient and involve more changes; leading to longer journeys and, in many cases, higher fares.

11.34. TfL’s travel planner was used as the basis of research. St Thomas’ Hospital and Guy’s Hospital greatly benefited from train access. However possible access issues onto train services from platforms was not factored in, although access at the stations to platforms was taken into account. Journeys involving express services where Oyster cards were not accepted were excluded from the research exercise.

11.35. The analysis indicated that significant numbers of journeys would involve one or more changes, whereas there is a direct route to Lewisham Hospital in most cases. For many journeys more walking would be involved and the concern was that patients may find this an added difficulty. It was also anticipated that the changes would have a detrimental effect in terms of the ease with which friends and relatives would be able to visit people in hospitals that are more difficult and expensive to get to.

Maintaining access

11.36. The LFB has carried out a significant level of analysis on targeting people most at risk from fire. Their work indicates that age, quality of housing and receipt of care are significant factors in determining the risk of fire related injury. However, this analysis was carried out at borough, rather than ward level, which means the

⁷¹ GLA, Mayor’s question time (March 2013), Lewisham hospital travel <http://mqt.london.gov.uk/mqt/public/question.do?id=46050>

analysis did not take account of the characteristics of the populations in the vicinity of the stations being proposed for closure. The Overview and Scrutiny Committee believes that the ward level data is extremely relevant when considering fire risk and planning service changes.

- 11.37. The MPS are making significant reductions to their estate. In Lewisham both Brockley and Sydenham Police Stations are closing. The MPS maintains that this is because it was unfeasible to keep these stations open for so few visitors and that citizens are now using other means of contacting the force and accessing information. The MPS will use 'contact' points' in non-police buildings during the week to enable citizens to meet police officers and report local issues.
- 11.38. Large reductions in emergency service provision at Lewisham Hospital were proposed, which would lead to people in Lewisham having to travel further to other hospital sites more so than is currently the case. Analysis carried out by the Council's transport division identified the impact this would have on patients and visitors attempting to access hospital sites outside of the borough. People living in Lewisham would have to take significantly longer journeys, with more transport changeovers to hospital sites that are not currently as well served by public transport infrastructures as the Lewisham hospital site is, as acknowledged in the Public Transport Accessibility Levels assessment carried out as part of the HEIA of the TSA proposals.

12. Partnerships

- 12.1. Working in partnership is important for the effective delivery of public services. In the area of health and wellbeing in particular, partnership working across a number of organisations is essential for the effective delivery of health and social care. Emergency Service providers, alongside the Council, Lewisham Clinical Commissioning Group (CCG), Lewisham and Greenwich NHS Trust, South London and Maudsley NHS Foundation Trust (SLaM), and other bodies such as Healthwatch, work closely together to ensure there is 'joined-up' working that makes the services work for the benefit of the patient.
- 12.2. There are also a number of statutory bodies and responsibilities that ensure local authorities work closely in partnership with the emergency services and other public bodies. The Health and Social Care Act 2012 (the Act) as well as redefining the roles of, and relationships between, different sections of the health infrastructure, introduced the Health and Wellbeing Board. The Act establishes a duty on the Health and Wellbeing Board to encourage integrated working. The Board includes a number of members, which include the elected Mayor or the executive leader, and other key local representatives including the director of public health and the local CCG and Healthwatch.
- 12.3. Emergency services and the local authority work closely together via 'community safety partnerships', introduced in the Crime and Disorder Act 1998, as amended by the Police and Justice Act 2006. In Lewisham, this is called the Safer Lewisham Partnership and is chaired by the Mayor. Other members will include representatives from Lewisham Metropolitan Police Service (MPS), the London Fire Brigade (LFB), the London Probation Service and Victim Support.
- 12.4. As detailed in the Finance section, the government's spending review was announced to cover the four years from 2011-12 to 2014-15 and reduce the government's budget by £83bn. This will be taken by savings from government departments, including local government. These austerity measures will ensure that local authorities and the emergency services will work more closely together in the future, as all bodies look to pool resources and deliver more effectively on the resources they currently have. As public services continue to make budget savings, all agencies will have to continue to look for new ways to work together more closely together.

Fire

- 12.5. The Council has a number of duties in relation to housing within its jurisdiction. As well as being a housing provider, under the Housing Act 2004, a local authority has a statutory requirement to know about the condition of all housing stock in its area. There are also other pieces of legislation, such as the Regulatory Reform (Fire Safety) Order 2005, which came into force in October 2006, and imposed obligations in relation to fire risk assessments in certain buildings. As well as other statutory duties in respect of health and safety, fire hazards, anti-social behaviour, and homelessness, for example, the Council routinely works closely with the emergency services on an almost daily basis⁷².

⁷² Duties place on local government (accessed online September 2013) <http://data.gov.uk/dataset/statutory-duties-placed-on-local-government>

- 12.6. The Council has worked closely with Lewisham Homes and RB3 to ensure that their buildings are 100% fire safety compliant, including the fitting of fire and escape doors, maintaining signage and carrying out risk assessments. The Council will continue to work closely with housing providers, as the Council has committed to assessing the feasibility of installing sprinklers in each of the developments proposed as part of the 'New Homes, Better Places' programme⁷³.
- 12.7. The Council and LFB, work well together in the priority area of emergency planning and the Council has always found the LFB to be a valuable partner in this area of work. They also work together in other areas, such as Youth work, commending the work of the LIFE programme (Local Intervention Fire Education); noting that the Council has supported this for many years. "It is important that development of any youth work is done in conjunction with Local Authorities and appropriate voluntary and community groups to ensure that greatest impact and variety of provision is available whilst supporting all agencies trying to do valuable work in the local community"⁷⁴.
- 12.8. The Council has highlighted, in responding to consultation, the issue of fire risks, as a significant and important area of anti-social behaviour. The Council noted that "Local Authorities should be able to work closely with the Fire service to help identify and review empty properties, and work closely with environmental services to support removal of fly-tipping / discarded items etc. which are a fire risk."⁷⁵
- 12.9. LFB have a number of partnership relationship with a number of organisations locally including Lewisham Age Concern. LFB work in partnership with age concern to identify at risk elderly people and deliver a targeted Home Fire Safety Visit (HFSV) programme, fitting smoke alarms and carrying out home fire safety checks. LFB also work with the Lewisham Handyperson Scheme, providing smoke detectors which are then fitted by the handyperson scheme operatives and the Sanctuary Project, supplying fire proof letter boxes, smoke alarms and other fire safety material depending on the level of risk to persons that have been subject to domestic and homophobic violence⁷⁶.
- 12.10. It is important that this local preventative work continues and is not negatively impacted by the reduction of fire-fighters in the borough.

Police

- 12.11. The MPS has demonstrated a number of ways in which it works closely in partnership to provide an effective service, with the strategic liaison being via the Safer Lewisham Partnership.
- 12.12. MPS work very closely with schools, and this relationship is cemented by Safer School Officers. The police locally also like to conduct flexible approaches to

⁷³ Minutes of the Housing Select Committee (16/05/13);
<http://councilmeetings.lewisham.gov.uk/documents/s22970/01%20Minutes%20160513.pdf>

⁷⁴ London Borough of Lewisham's response to ISP5 consultation (2013);
<http://councilmeetings.lewisham.gov.uk/documents/s22941/Fifth%20London%20Safety%20Plan%20Referral%20Response.pdf>

⁷⁵ London Borough of Lewisham's response to the TSA report (2012)
<http://councilmeetings.lewisham.gov.uk/documents/s19348/Appendix%20A%20-%20Council%20response%20to%20the%20TSA.pdf>

⁷⁶ LFB in Lewisham (2012-13)

police-school relations, for example having a police presence at the end of the day at Sydenham Girls School to reassure vulnerable girls. Schools communicate closely with parents, and information provided by Safer Neighbourhood Teams (SNTs) and Safer Schools Officers is also sent to parents where appropriate. The relationship between schools, parents and the police is developed and maintained with regular communication.

- 12.13. In terms of partnership in respect of locations, evidence presented to the review stated that numerous options for public access to their local SNTs have been explored but there are no plans at this time to provide a “shop front” in every ward as Bromley MPS has done. The MPS advised they would be happy to work with the Council to further explore joint location options when planning public access to SNTs. The MPS in Lewisham also feel they work well with the Safer Transport teams, who are not directly affected by the Mayor’s Office for Policing and Crime (MOPAC) proposals, but will likely go through their own reorganisation in due course.
- 12.14. The Safer Lewisham Partnership has successfully established an information-sharing protocol with the A&E at Lewisham hospital, so that anybody admitted with a stab wound has their details automatically passed onto the Crime Reduction service. The patient can then be contacted to see if they require support or additional interventions.

Emergency healthcare

- 12.15. To deliver effective healthcare, strong partnerships are necessary to deliver positive health outcomes. This is why the Council, Lewisham CCG, Lewisham and Greenwich NHS Trust, SLaM and other health practitioners have developed close working relationships over a number of years.
- 12.16. When primary care trusts ceased providing community services, an integrated care trust in Lewisham was created at Lewisham Healthcare NHS Trust (now Lewisham and Greenwich NHS Trust), bringing together local acute and community health services. This has allowed the Council and its partners to exploit the advantages local connections to improve services and pathways. Integration and joint working has enabled significant progress to be made locally in improving outcomes and experiences for patients.
- 12.17. The CCG, Lewisham and Greenwich NHS Trust and the Council have recently formally agreed a new integrated model for community based health and social care services. This will increase further the ability of the whole system to reduce admissions and length of stays, assisting in the effective delivery of emergency care. The focus of this work has initially been, primarily, older people with long-term conditions.

Recommendation 30:

The CCG has a key role in ensuring that appropriate urgent care and out of hours services are available. The Council and CCG need to work closely together to ensure that all the necessary care pathways are in place, and appropriately utilised, to ensure undue and inappropriate pressure is not placed on Accident and Emergency units.

12.18. A partnership, established initially between the Primary Care Trust, Lewisham Hospital and the Council has developed a “whole systems approach” to ensure that patients were discharged much more quickly and efficiently. Consequently, in 10/11 and 11/12, this resulted in Lewisham’s performance for delayed transfers of care from hospital being the best in its statistical comparator group and well above the average for England and London as a whole. Lewisham Hospital and the Council continue to work closely together to ensure early, appropriate, discharge and admission avoidance in the future. This partnership work is having a real impact, as evidenced by out-of borough patients having a length of stay in the hospital which is 2.7 days longer on average than Lewisham residents.

Recommendation 31:

The Council should continue to work closely with Lewisham and Greenwich NHS Trust to ensure appropriate and timely discharge from hospital takes place where patients have social care needs.

12.19. Lewisham CCG also works locally with the London Ambulance Service (LAS) to manage services in relation to, the local emergency care system There is also a pan-London monitoring system in place that monitors how busy all A&E departments are, and it also informs the routing of ambulances to hospitals when diversets may be in place. This information is monitored by the CCG and LAS locally.

12.20. Lewisham CCG also has a key role to play in ensuring that appropriate community based urgent care services are available to meet demand, and all local GPs and healthcare professionals have a role to play in advising people how to access the most appropriate service for their needs, when they have a non routine medical need. More encouragement and information is needed so that the public use the most appropriate services in the first instance, rather than going to A&E in the first instance if their medical need is not an emergency.

12.21. Lewisham CCG, the Council and Lewisham and Greenwich NHS Trust have also recently created “multi-agency neighbourhood clusters”, led by GPs and Adult Social Care, to care for more patients in the community and to attempt to further break down barriers between acute and community provision. The cluster teams bring together social work staff, occupational therapists, physiotherapists, district nurses, community matrons and GP practice staff.

12.22. The Council supports a Drug and Alcohol triage worker on the Lewisham Hospital site, able to work with patients who regularly attend A&E due to drink and/or drugs and divert them from acute services to more appropriate rehabilitation and intervention services.⁷⁷

Recommendation 32:

The CCG should work with the Lewisham and Greenwich NHS Trust to understand the high number of patients attending A&E who require specialist referral to the mental health team. The CCG should then review the appropriate care pathways, particularly the out of hours availability of services, to ensure that there is an appropriate level of service provided.

- 12.23. Partnership arrangements in Lewisham have enabled children with highly complex health needs to be supported at home by a specialist community nursing team with rapid access to in-patient support when needed; and supported the development of vulnerable families' pathways from A&E and maternity, to the most appropriate community support, including health visiting, the Family Nurse Partnership and local GPs.
- 12.24. Strong partnership arrangements have also led to improved safeguarding of local children, with Ofsted's most recent inspection of Lewisham's services for Looked After Children and Safeguarding concluding that "Safeguarding outcomes for children and young people are outstanding".⁷⁸ Ofsted acknowledged that the strength of the partnership arrangements that have been developed in Lewisham deliver a safe, co-ordinated service responsive to adults and children at risk – arrangements that would be destabilised and damaged by changes to A&E services at Lewisham Hospital.
- 12.25. Strong and effective relationships at a local level between the Council and emergency service providers are key to effective service delivery. Strong partnership working is responsible for the effective delivery of a wider range of services than is initially obvious when looking at "emergency services" so, these relationships have to continue to develop to ensure the best possible services are provided for all local people.

⁷⁸ London Borough of Lewisham's response to the TSA report (2012)
<http://councilmeetings.lewisham.gov.uk/documents/s19348/Appendix%20A%20-%20Council%20response%20to%20the%20TSA.pdf>

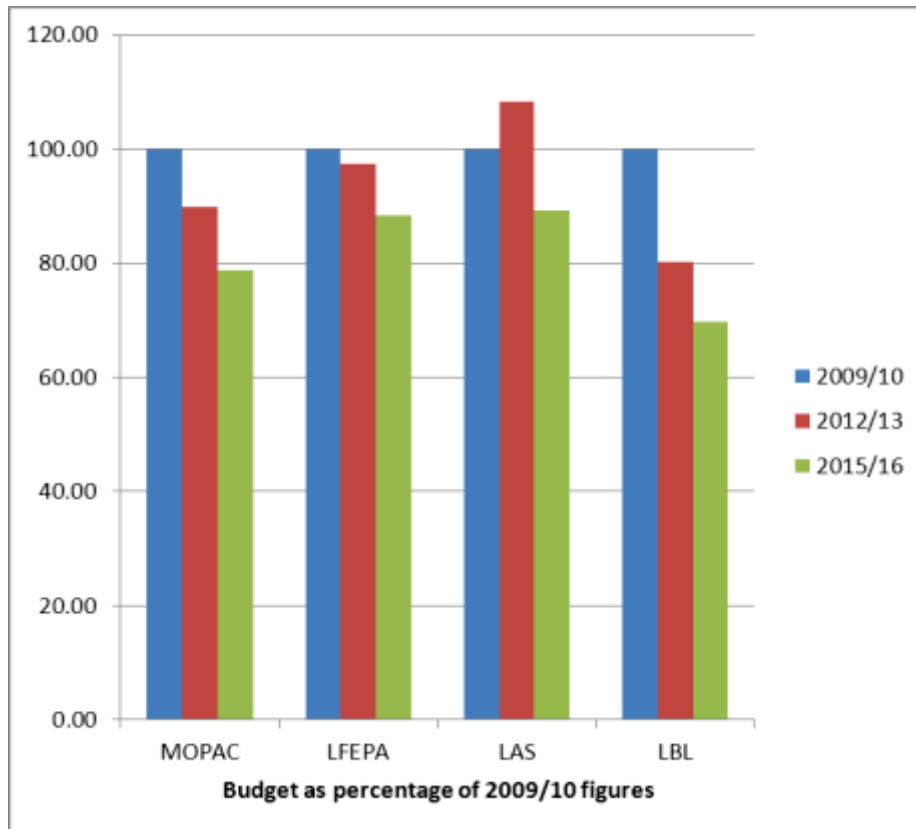
13. Future

- 13.1. Lewisham is a vibrant and diverse borough. Its population is fluid and dynamic, accessing London's education, employment, health, cultural, sporting and other experiences far beyond local geographical boundaries. The most recent census (2011) indicates that the borough's population continues to grow. In 2011 the total population figure was nearly 276,000 people, which represents a 10.8% increase on Lewisham's 2001 census population and a 3.5% increase on the 2010 Office of National Statistics' Mid Year Population Estimate. London's total population figure according to the 2011 census was 8,173,900, a 14.0% increase since 2001. Lewisham is set to see its population increase to estimates of 321,000 by 2021; this is an increase of over 44,000 residents in a ten year period⁷⁹.
- 13.2. Lewisham has a young population, with a quarter of residents aged between 0–19. By contrast, just under 10% of the population is aged over 65. Lewisham is also a very socially and ethnically diverse borough. With more than 170 different languages spoken; Lewisham is the 15th most ethnically diverse local authority area in England. Recent data indicates that 40 per cent of Lewisham residents are of black and minority ethnic origin. However, the generational profile of residents is such that three quarters of school pupils in Lewisham's primary and secondary schools are of black and minority ethnic origin, which illustrates the changing profile of the borough⁸⁰.
- 13.3. Lewisham is a diverse borough, but the pattern of population change across London is uneven. Where many citizens are physically and geographically mobile, others are confined or constrained in their movements. In this context, London's emergency services have highlighted their ambition to work more closely with partners to respond to common problems and search for innovative solutions the most difficult challenges. However, whilst in some cases the prevailing financial climate will act as a catalyst to change, in others it may prevent organisations from reaching out to partners.
- 13.4. There are ambitious plans in Lewisham to build new homes, create new spaces for new businesses and enhance the local infrastructure. The Council's core strategy sets out plans to enable more than 10000 homes to be built in the borough by 2026. In addition to the substantial redevelopment of Loampit Vale in Lewisham town centre, there are plans for major developments in Deptford and Catford. The redevelopment of Convoys Wharf, the largest single development site in the borough, is intended to provide more than 3000 new homes as well as new infrastructure, employment opportunities and new public spaces. Current plans for Convoys Wharf include proposals to construct three new tall towers adjacent to the Thames. Other major developments at Surrey Canal Triangle, Lewisham Gateway, Plough Way and Deptford Town Centre will provide new homes, leisure facilities and employment areas. The Council intends to act as a catalyst to the development of Catford town centre, which will remain as the borough's civic hub. The Council also has plans to build more than 500 new homes, as part of its new homes better places programme.

⁷⁹ Office of National Statistics, National Population Projections Summary (October 2012).

⁸⁰ Comprehensive Equality Scheme (2012-2016) p5

- 13.5. Lewisham Council faces a considerable challenge to reduce its budget and alter the way it delivers its services. The Government announced in June 2013 that additional savings of £11.5bn would have to be found from government departments for 2015-16, to allow for £3bn of spending per year on capital projects. This means that further cuts will be made to local government.
- 13.6. The following graph is drawn from publicly available information and projections for the emergency services and Lewisham Council and illustrates the funding pressures they have faced and will continue to face over the next few years:



Sources:⁸¹ , ⁸² , ⁸³ , ⁸⁴ , ⁸⁵ , ⁸⁶ , ⁸⁷ , ⁸⁸ , ⁸⁹ ,

- 13.7. In the context of changing patterns of service provision, continued cuts to budgets and the shifting patterns of Lewisham’s population, a clear view of the future provision of services is difficult to achieve. This review has sought to determine the current and potential future impact of the changes to Lewisham’s emergency services. Throughout the course of the review, each committee gathered evidence to enable it to assess what emergency services might look like in the years ahead based on the proposals for change put forward for those services.

Recommendation 33:
 Projected future population growth should be factored into all future service planning.

⁸¹ The Greater London Authority Consolidated Budget and Component Budgets for 2013-14
⁸² Budget 2009/10, Finance, Procurement and Property Committee (LFEPA) March 2009
⁸³ Budget 2011/12, Finance and Personnel Committee (LFEPA) March 2011
⁸⁴ Statement of Accounts 2009/10, Metropolitan Police Authority
⁸⁵ Mayor’s Office for Policing and Crime Statement of Accounts 2011/12
⁸⁶ Annual Review 2009/10, London Ambulance Service
⁸⁷ Annual Review 2011/12, London Ambulance Service
⁸⁸ Annual Report 2012/13, London Ambulance Service
⁸⁹ London Borough of Lewisham Statement of Accounts

Fire

- 13.8. 'We want to make London a safer city and our vision is to be a world class fire and rescue service for London, Londoners and visitors.' (LSP5 2013⁹⁰)
- 13.9. By 2015 the LFB in Lewisham plans to operate with one less station, a reduced number of fire fighters and one less fire engine. If the LFB's proposals proceed as planned, Downham Fire Station will have been closed in early 2014. The LFB city wide will have reconfigured its services and reduced the number of stations, fire fighters and specialist teams it has available. There will also have been a reduction in resources of £45.4m over 2013-2015.
- 13.10. Over the period of LSP5 the LFB aims to:
- reduce house fires by 2%
 - increase its home fire safety visits, targeting the most vulnerable to ensure that 8-out-of-10 of households at the highest risk are visited by fire safety officers
 - be more responsive to the needs of the elderly and more vulnerable older people, with fires reduced in care homes and sheltered housing by 3%
 - reduce deaths in fires by 4% and all outdoor rubbish fires by 14%.
- 13.11. By 2015 the LFB aims to provide a more effective and efficient service, whilst improving prevention work, enhancing the condition of its equipment and bolstering resilience. It aims to reduce the amount of time it spends on false alarm call-outs, reducing them by 9%. It also intends to lower the number of calls to people stuck in lifts (without distress) by 8%. Station staff will be expected to spend 13% of their time on community safety.
- 13.12. The Overview and Scrutiny Committee remains concerned that the decisions made in relation to the level of resources needed across London to meet these targets, did not adequately take into account all available data and all relevant risk factors. The average response times in certain wards in Lewisham, along with projected population increases, will make keeping all Londoners safe a difficult challenge by 2015.

Police

- 13.13. 'I am confident this (Police and Crime Plan 2013-16) will help achieve my mission to make London the safest and greatest big city on earth.'⁹¹ (Mayor of London)
- 13.14. The Mayor of London has set out his vision for justice in London:
- A metropolis considered the greatest and the safest big city on earth
 - A Metropolitan Police Service (MPS) that becomes the UK's most effective, most efficient, most respected, even most loved police force
 - A capital city where all public services work together and with communities to prevent crime, seek justice for victims and reduce reoffending.
- 13.15. By 2016, according to the Police and Crime Plan, the MPS in Lewisham will have reduced neighbourhood crimes by 20%, increased public confidence in the police

⁹⁰ Draft LSP5 (2013) p45

⁹¹ Mayor's Police and Crime Plan (2013) p12

by 20% and the service will have delivered its portion of the budget savings for the Metropolitan Police –£500m in total – by 2016.

- 13.16. This would all have to be achieved with the loss of Brockley and Sydenham Police Stations, less officers permanently dedicated to each and every ward in the borough and with only an additional 13 police officers than were actually deployed in Lewisham five years previously.
- 13.17. The Local Policing Model would have been fully implemented, with the aim of making the MPS more responsive to the public and able to deal with crime, and tackle potential crime in hot-spot areas, much more effectively. MOPAC believe that this would have helped the public grow in confidence in the capabilities of their local police force.
- 13.18. Lewisham's three policing 'clusters' will have been created with the aim of deploying officers across the borough "flexibly", based on local priorities and identified issues . The size of emergency response teams will have reduced. In each ward one dedicated officer will remain focused on ward priorities, without being moved to other duties.
- 13.19. Whilst welcoming and supporting the MPS aims of reducing crime in Lewisham and increasing public confidence in the police locally, the Overview and Scrutiny Committee remain concerned that the financial constraints facing the MPS will make achieving these targets increasingly difficult.
- 13.20. Data shows that the actual increase in police officers in Lewisham by 2015 will be 13 not the 54 originally claimed by MOPAC which, along with reduced dedicated ward based officers, will make achievement of their aims extremely challenging. With the increasing population in the borough, and the financial constraints facing the MPS and the Council, the wide range of factors that impact on crime levels will be difficult to continue to tackle effectively to achieve a 20% reduction in neighbourhood crime.

Emergency healthcare

- 13.21. The London Ambulance Service intends to make significant changes to the way in which it delivers its services by 2015. In their 'time for a change' consultation the service committed to the following:
- Every patient who rings 999 to have a response within one hour – either by telephone assessment or an ambulance attendance
 - Our rosters will enable us to match ambulance availability with 999 call demand
 - We will have established close working relationships with clinical commissioning groups to identify gaps in service and improve access to appropriate healthcare options
 - Patients will experience a seamless referral to appropriate providers, for example, NHS 111, crisis and falls teams
 - Every patient who requires a face to-face assessment will be attended within an hour by a paramedic with enhanced assessment skills who has the right training and experienced clinical support.
 - On scene senior clinical support will be provided to staff where needed

- Staff will benefit from an embedded clinical career structure, education and regular meaningful feedback and appraisals
- We will be less reliant on private and voluntary ambulance services as we will have recruited more staff.

13.22. By 2015 the £15m of extra funding recently announced would have been invested, with 240+ of new frontline staff working in the LAS and helping it to fulfil its objectives and improve clinical outcomes. Patients who were in immediate life threatening situations needing an ambulance should receive a response within eight minutes. All patients would be receiving a response within one hour – either by telephone assessment or an ambulance attendance. There should be ongoing effective co-ordination between the LAS and Lewisham CCG to identify gaps in service and improve access to appropriate healthcare options.

13.23. By 2015 the Council, the CCG, the LAS, Lewisham and Greenwich Hospital NHS Trust, SLaM, Lewisham Healthwatch and a range of other local organisations will have continued to work closely together to ensure effective care pathways are in place and that people in Lewisham are fully informed about the most appropriate services for their needs. The strong partnership focus of the CCG and Council in joint commissioning, and of the Council and Lewisham and Greenwich Healthcare trust in terms of social care, discharge and safeguarding, will have been maintained in the face of reducing budgets and an increasing population.

13.24. The Overview and Scrutiny Committee recognises the strength of the partnership working that exists in relation to health and social care in Lewisham, and the benefit that this brings to providing effective prevention and care for local people. The financial challenges facing local government and increasing populations will make maintaining effective care pathways for local people an increasingly challenging task.

The future of Lewisham's emergency services

13.25. The future of the emergency services in the coming years will be shaped by the budget savings they have had to implement since the 2010 General Election as well as the shadow of continued budget savings after 2015. Driven by financial constraints, the emergency services will need to develop more innovative and co-operative ways of working. This includes not only within the respective organisation but with other emergency services and a wide range of other public sector bodies, healthcare organisations, and charities. Into the future and beyond 2015, they will have to think further about how they can develop their ways of working in order to continue to deliver results in austere times.

13.26. The future of Lewisham's 999 Emergency Services will be shaped by budget savings they have had to implement since the 2010 General Election. All projections are that the public finances will continue to face real term cuts.

13.27 The scale of the challenge for Lewisham is immense. The affect of these cuts are only just becoming apparent and tangible. This will leave a legacy for many years come.

Recommendation 34:

The Mayor and Cabinet, the Safer Lewisham Partnership, the Health and Wellbeing Board should regularly review performance against the recommendations made within this report, in their role as local strategic leadership bodies.

Recommendation 35:

The Mayor and the Council must continue to be vigilant to ensure that Lewisham has the best possible Emergency Services

14. Monitoring and ongoing scrutiny

- 14.1. The Overview and Scrutiny Committee has made a number of recommendations for action by the Mayor and Cabinet of Lewisham Council, the Metropolitan Police Service, the London Fire Brigade, the London Ambulance Service, the Safer Lewisham Partnership, Lewisham Clinical Commissioning Group, Lewisham and Greenwich NHS Trust, the Health and Wellbeing Board and the South East London Housing Partnership.
- 14.2. This report, and the recommendations within it, will be referred to all of those bodies for consideration and response, as well as to The Mayor's Office for Police and Crime.
- 14.3. The Overview and Scrutiny Committee requests a response from each of those bodies, and according to the constitution of the London Borough of Lewisham, expects to receive a response to this report and its recommendations from the Mayor and Cabinet within 2 months of receipt.
- 14.4. To note, as per the Constitution of the London Borough of Lewisham:
 - Healthier Communities Select Committee has health scrutiny powers as outlined in legislation: the Health and Social Care Act 2001, the NHS Act 2006 as amended, the Health and Social Care Act 2012 and regulations made under that legislation.
 - The Safer Stronger Select Committee has crime and disorder scrutiny powers transcribed in legislation: Sections 19 and 20 Police & Justice Act 2006, as amended from time to time, and all other relevant legislation.
- 14.5. The Overview and Scrutiny Committee, and its Select Committees, may decide to consider some of the issues raised in the report and its recommendations (in accordance to their Terms of Reference) as part of ongoing 2013/14 work programme. These strategic issues of concern might also be considered as part of the development of the 2014/15 work programme for scrutiny.

15. Glossary of terms

Anti-Social Behaviour (ASB): While there is no precise definition of antisocial behaviour it covers acting in a way that causes or is likely to cause alarm or distress to one or more people in another household. To be antisocial behaviour, the behaviour must be persistent.

Accident and Emergency (A&E): The accident and emergency department at any hospital, a medical treatment facility specializing in acute care of patients who present without prior appointment, either by their own means or by ambulance.

Association of Chief Police Officers (ACPO): Association comprising chief officers who hold a substantive rank or appointment at the rank of Assistant Chief Constable level or above as well as senior police staff equivalents.

Clinical Commissioning Group (CCG): Clinically led groups that include all of the GP groups in their geographical area and organise the delivery of NHS services in England.

Comprehensive Equality Scheme (CES): The Council's commitment to equality for citizens, service users and employees. It sets out the equality objectives that the Council will work towards.

Emergency Department (ED): Another name for Accident and Emergency.

Fifth London Safety Plan (LSP5): The London Fire and Emergency Planning Authority's Integrated Risk Management Plan as required by the government's national framework for the fire and rescue service.

Fire Rescue Units (FRU): A purpose built vehicle designed to provide specialist rescue functions.

General Practitioner (GP): A doctor who treats acute and chronic illnesses and provides preventive care and health education to patients.

Greater London Authority (GLA): The strategic regional authority for Greater London, consisting of a directly elected executive Mayor of London and an elected 25-member London Assembly with scrutiny powers. It has powers over transport, policing, economic development, and fire and emergency planning.

Health and Equalities Impact Assessment (HEIA): Assesses the impact of the Trust Special Administrator's recommendations for an NHS Trust on the health of the local population and its impact on specific groups within the local population and staff.

Home Fire Safety Visit (HFSV): A visit by the fire brigade to a home offering advice on how to make the home safe.

Lewisham Community Police Consultative Group (LCPCG): An independent community forum holding public meetings where the community can discuss

policing, community safety and related issues with senior officers from the police, the council and other organisations.

Lewisham and Greenwich Hospital NHS Trust: The newly created NHS Trust, made up of the former Lewisham Healthcare NHS Trust and Queen Elizabeth Hospital

Lewisham Healthcare NHS Trust: Ran local hospital and community healthcare services in Lewisham, formally ceased to function in October 2013.

Local Intervention Fire Education (LIFE): An intensive course facilitated by the Fire Rescue service and firefighters at operational fire stations. The programme offers young people over the age of 14 the opportunity to learn new skills as well as building on existing ones.

Local Policing Model (LPM): New model of policing designed to move resources to the front line, increase visibility and flexibility and improve quality of service to increase public confidence. Neighbourhood policing is at the basis of the model.

Local Policing Team (LPT): The policing team focussed on a specific local area, made up of the Safer Neighbourhoods Team.

London Ambulance Service (LAS): The NHS trust that supplies ambulance services across London, duties include responding to emergency 999 calls.

London Borough of Lewisham/Lewisham Council (LBL): London borough local authority for the Lewisham area.

London Crime Reduction Board (LCRB): Established in 2010 as a means of rationalising pan-London partnership boards and improve accountability between partners through the delivery of an agreed partnership strategic plan

London Fire Brigade (LFB): London's fire and rescue service

London Fire and Emergency Planning Authority (LFEPA): Runs the London Fire Brigade and makes decisions on key matters including strategy, policy and the Brigade's budget.

Mayor of Lewisham: The directly elected Mayor of the London Borough of Lewisham, Sir Steve Bullock

Mayor of London: The directly elected Mayor of Greater London, Boris Johnson

Mayor's Office for Policing and Crime (MOPAC): Sets the strategic direction and accountability for policing, led by the Mayor of London and supported (by the Deputy Mayor for Policing and Crime. Responsible for the formal oversight of Scotland Yard including budget-setting, performance scrutiny and policy development

Metropolitan Police Service (MPS): The police service for London

National Health Service (NHS): The publicly funded healthcare system for the UK

Office for Standards in Education, Children's Services and Skills (Ofsted): Inspects and regulates services which care for children and young people, and those providing education and skills for learners of all ages.

Police Community Support Officer (PCSO): A civilian member of police staff employed as a uniformed non-warranted officer

Police Officer (PC): Also known as a Police Constable, the first rank of the police force and the most common officer.

Primary Care Trust (PCT): PCTs were largely administrative bodies, responsible for commissioning primary, community and secondary health services from providers. Abolished under the Health and Social Care Act 2012 and replaced by Clinical Commissioning Groups.

Private Finance Initiative (PFI): Method for funding public infrastructure projects with private capital.

Public Transport Accessibility levels (PTAL): A method used in transport planning to assess the access level of geographical areas to public transport.

Safer Lewisham Partnership (SLP): The statutory crime and disorder partnership for Lewisham, it has a duty to conduct an audit of crime, disorder, anti-social behaviour and drug misuse in Lewisham, to consult widely on the findings and set strategies to tackle the issues identified.

Safer Neighbourhood Teams (SNT): Police teams dedicated to local communities and additional to other policing teams and units in London. They deal with day-to-day crime and disorder issues.

South London and Maudsley NHS Foundation Trust (SLaM): Provides mental health and substance misuse services to people from Croydon, Lambeth, Southwark and Lewisham.

South London Healthcare Trust (SLHT): Healthcare Trust covering South London and including Princess Royal University Hospital, Bromley, Queen Elizabeth Hospital, Woolwich and Queen Mary's Hospital, Sidcup. The Trust was dissolved on 1 October 2013.

Transport for London (TfL): The local government body responsible for most aspects of the transport system in Greater London. Its role is to implement the transport strategy and to manage transport services across London.

Trust Special Administrator (TSA): Part of the process to provide a rapid resolution to problems within a significantly challenged NHS foundation trust, the TSA exercises the functions of the chairman and directors of the Trust to develop recommendations for the Secretary of State.

Urgent Care Centre (UCC): Offers treatment to anyone with a minor injury, without the need for a referral or appointment

Volunteer Police Cadets (VPC): A uniformed voluntary youth organisation, supported by the MPS, open to young people aged 13 -18 from across London's diverse communities, irrespective of their background or financial circumstances and including those vulnerable to crime or social exclusion

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