

# Public Document Pack

## Housing Select Committee Agenda

Wednesday, 18 September 2019

**7.30 pm,**  
Civic Suite  
Lewisham Town Hall  
London SE6 4RU

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### Part 1

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Members of the public are welcome to attend committee meetings. However, occasionally, committees may have to consider some business in private. Copies of agendas, minutes and reports are available on request in Braille, in large print, on audio tape, on computer disk or in other languages.

# **Housing Select Committee Members**

Members of the committee, listed below, are summoned to attend the meeting to be held on Wednesday, 18 September 2019.

Janet Senior, Acting Chief Executive  
Tuesday, 10 September 2019

Councillor Peter Bernards (Chair)	
Councillor Stephen Penfold (Vice-Chair)	
Councillor Tom Copley	
Councillor Aisling Gallagher	
Councillor Leo Gibbons	
Councillor Sue Hordijenko	
Councillor Silvana Kelleher	
Councillor Olurotimi Ogunbadewa	
Councillor Alan Smith	
Councillor Susan Wise	
Councillor Bill Brown (ex-Officio)	
Councillor Sakina Sheikh (ex-Officio)	

## MINUTES OF THE HOUSING SELECT COMMITTEE

Wednesday, 10 July 2019 at 7.30 pm

PRESENT: Councillors Peter Bernards (Chair), Stephen Penfold (Vice-Chair), Tom Copley, Aisling Gallagher, Leo Gibbons, Silvana Kelleher and Olurotimi Ogunbadewa

ALSO PRESENT: John Bardens, Madeleine Jeffery, James Masini, Freddie Murray, Nicholas Stabeler, Lis Rodrigues (Lewisham Homes), Councillor Paul Bell and Osama Shoush (London Borough of Lewisham)

Apologies for absence were received from Councillor Sue Hordjenko and Councillor Susan Wise

### 1. Minutes of the meeting held on 4 June 2019

- 1.1 The committee noted that it had not yet received the clarification it requested on the arrangements in relation to arrears for people in temporary accommodation who are offered permanent accommodation.

*Resolved: the minutes of the last meeting were agreed as a true record.*

### 2. Declarations of interest

The following non-prejudicial interests were declared:

- Cllr Olurotimi Ogunbadewa is a board member of Phoenix Housing.
- Cllr Silvana Kelleher is a Lewisham Homes tenant.
- Cllrs Aisling Gallagher is a Lewisham Homes tenant.

### 3. Responses from Mayor and Cabinet

There were no responses from Mayor and Cabinet.

### 4. New homes programme update

Freddie Murray (Director of Regeneration and Place) and Lis Rodrigues (Director of Development, Lewisham Homes) introduced the report. The following key points were noted:

- 4.1 Lewisham Homes is in the process of building a team to lead on the delivery of the Council's development programme.
- 4.2 Two schemes have been completed in the last month: Longfield Crescent (27 new homes) and Dacre Park South (25 new homes).

- 4.3 Of the remainder of the New Homes Better Places Programme, 102 new homes are expected to start on site before Christmas, subject to due diligence.
- 4.4 Architects are about to be appointed in relation to the first package of the 1,000 new social homes to be delivered.
- 4.5 The committee asked what the Council intends to prioritise with the money it will receive for staffing as part of the Mayor of London's Homebuilding Capacity Fund and whether it will be able to rely less on external agencies.
- 4.6 Some of the funding is for planning for specific projects, but the majority is revenue for staff resources. The additional staff resource will allow the council to look into more sites and identify opportunities more quickly. It will also allow the council to start building up more internal expertise.
- 4.7 The committee asked about the cost implications of a development overrunning, such as it did at Longfield Crescent, and what mitigations are in place.
- 4.8 Lewisham Homes is currently assessing the impact of the delay at Longfield Crescent. The lessons learned will be applied to future projects. One of the lessons already learned is the importance of carrying out detailed legal and technical due diligence early on in the process.
- 4.9 Officers agreed to report back to the committee on the cost implications of overrunning at Longfield Crescent.

*Resolved: the committee noted the report.*

## 5. Resident engagement in housing development

James Masini (Regeneration & New Supply Manager) introduced a report setting out the current approach to resident engagement on housing development in Lewisham. The following key points were noted:

- 5.1 The engagement process begins at a very early stage. This might include an "ideas event" with residents or local door knocking. There will be an initial consultation event and sometimes a second event depending on the scale of the project. There will also be engagement throughout the construction phase and after completion.
- 5.2 It was noted that this engagement is separate to consultation during the formal planning process.
- 5.3 Engagement exercises attract varying numbers of people. An event around the PLACE/Ladywell development, for example, involved 600 people over six days. Smaller developments tend to attract less interest.

- 5.4 It was noted that engaging with residents often leads to better quality development. The council wants to engage as many people as possible, but it was noted that ensuring good attendance at consultation events is a significant challenge. This is particularly the case with hard to reach groups.
- 5.5 Examples of innovative responses to this challenge were discussed, including engaging people through the Evelyn Community Store and the Achilles Street “Bring it to the table” events.
- 5.6 Lewisham Homes has a programme of support in place to help residents engage effectively, including free housing courses for residents and help with setting up Tenant and Resident Associations.
- 5.7 Other creative methods the council is considering include fun days, soft play and mobile cinema. Online engagement, although being used more, is still underused as a consultation tool. The online consultation platform, Commonplace, for example, has been used successfully by Team Catford.

The committee asked a number of questions. The following key points were noted:

- 5.8 The committee expressed concern about the differences in resident engagement carried out before the planning process and consultation during the formal planning process.
- 5.9 It was noted that consultation by the local planning authority during the formal planning process involves making comments on specific planning grounds. This is separate and different to the broader discussions about an area and/or development that take place as part of resident engagement carried out by the Council and Lewisham Homes before a development goes to planning.
- 5.10 The Achilles Street “Bring it to the table” events have been running every Wednesday since June. There are 87 properties on the estate and attendance has been about 10 households per night, half of which have been returning households.
- 5.11 The committee stressed the importance of door knocking in terms of engaging hard-to-reach groups and those who might find public meetings intimidating.
- 5.12 One member noted that they had been approached by a resident at a recent public consultation event who said that they were desperate for the development to go ahead as they were living in overcrowded conditions, but that they felt like they couldn’t speak up at the meeting.
- 5.13 The committee noted that door knocking on infill developments is particularly important because, unlike estate regeneration, the council is not making an offer to all residents and some local residents may be wondering what’s in it for them.

- 5.14 The committee noted the importance of face-to-face conversations and that they can be a better way of addressing people's concerns, listening to feedback and explaining the borough's housing need.
- 5.15 The committee noted while there is a growing number of people who support development, there is also a growing number of people who oppose development.
- 5.16 The committee stressed the importance of getting early engagement right in order to prevent misinformation from spreading.
- 5.17 Lewisham Homes carry out door knocking on their infill developments, at various times of the day, to make sure that a wide range of people are heard.
- 5.18 Engagement exercises like the Bring it to the table events at Achilles Street are an important part of early engagement. Engagement like this is more about finding out what residents think about where they live, rather than talking about the plans for a particular development.
- 5.19 It was noted that the best way of measuring the effectiveness of engagement is the quality of the schemes. Developments with a high degree of resident involvement tend to be higher quality.
- 5.20 The proposed residents' charter is a response to new rules on estate ballots from the Mayor of London.
- 5.21 The residents' charter will apply to every estate regeneration where a ballot is required. The ballot requirement applies to projects that involve GLA funding, the demolition of any social homes and the construction of 150 or more homes.
- 5.22 Achilles Street is the only development in the new social homes programme that requires a ballot.
- 5.23 Tenant and Resident Associations (TRAs) are involved throughout the engagement process. TRAs often better understand the local area and the views of local people. TRAs are not always representative of a local area, but it is useful to engage with them from an early stage.

Resolved: the committee noted the report.

## **6. Private rented sector licensing: consultation update**

Nick Stabeler (Private Sector Housing Agency Manager) delivered an update on the Council's consultation on private rented sector licensing. The following key points were noted:

- 6.1 There have been 448 responses so far. The consultation is due to end on 21 August.

- 6.2 The consultation has included online and social media engagement, event and visits, and working with charities to reach out to disabled and ethnic minorities. There has been clear support from tenants so far.

The committee asked a number of questions. The following key points were noted:

- 6.3 The council is required to show that it is implementing a scheme that reflects the problems in the area. A good level of consultation responses will help with this.
- 6.4 The council is working with a number of groups and charities and officers welcomed any information about any other relevant groups members were aware of.
- 6.5 The consultation relates to two licensing schemes: one for Houses in Multiple Occupation (HMO) and one for single occupancy. Only the single occupancy scheme requires approval by the Secretary of State. The HMO scheme covers 6,000 properties. The single occupancy scheme would cover 26,000 properties. The council currently licenses around 600 properties.
- 6.6 The consultation work will be funded through the proposed licensing fee.

*Resolved: the committee noted the report.*

## **7. Select Committee work programme**

The Scrutiny Manager introduced the work programme. The following points were noted:

- 7.1 The committee had a discussion around a future item on its work programme on overcrowding. One councillor had prepared a briefing for members to consider. It was noted that one of the main considerations is the impact on other people of any changes to lettings priorities.
- 7.2 Officers noted that they intend to return to the committee later in the year with an analysis of lettings activity over the year in order to appreciate what the impact would be of any changes to the lettings plan.

*Resolved: the committee agreed the work programme.*

## **8. Referrals to Mayor and Cabinet**

There were no referrals to Mayor and Cabinet.

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# Agenda Item 2

<b>Housing Select Committee</b>			
<b>Title</b>	Declarations of Interest	<b>Item No.</b>	2
<b>Contributor</b>	Chief Executive		
<b>Class</b>	Part 1 (open)		18 Sept 2019

## **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 not 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)

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# Agenda Item 4

<b>Housing Select Committee</b>		
Title	Budget cuts proposals – committee navigation sheet	
Contributor	Scrutiny Manager	Item 4
Class	Part 1 (open)	18 September 2019

The following proposals fall within the remit of this Committee:

<b>Proposal</b>	<b>Page</b>
<b>CUS15</b> Savings generated through No Recourse to Public Funds service	55-59
<b>CUS16</b> Operational savings in the Private Sector Housing Agency through service improvements	60-63
<b>Capital Expenditure and Housing Revenue Account</b>	98-103

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SCRUTINY COMMITTEES			
<b>Report Title</b>	2020/21 Revenue Budget Cuts – Draft M&C Report		
<b>Key Decision</b>	No	<b>Item No.</b>	4
<b>Ward</b>	All Wards		
<b>Contributors</b>	Acting Chief Finance Officer		
<b>Class</b>	Part 1	<b>Date:</b>	18 September 2019

## 1. PURPOSE

- 1.1. To set out the draft officer revenue budget cuts proposals for consideration by Scrutiny, to enable their comments to be taken by Mayor & Cabinet (M&C) when receiving these cuts on the 30 October 2019, as part of the preparation of a balanced budget for 2020/21 and future years.

## 2. EXECUTIVE SUMMARY

- 2.1. The Council's net General Fund budget for 2019/20 is £243m. This is based on using reserves for the sixth consecutive year to balance the budget and in-year pressures in some key services areas resulting in overspending, in part due to the delivery of cuts becoming harder. The current forecast for 2019/20 is an end of year overspend of £4.6m (at May 2019).
- 2.2. To put the Council's finances on a sustainable footing, the Medium Term Financial Strategy identifies the need for £37m of ongoing cuts in the two years to 2021/22 - £20.6m in 2020/21 and £17m in 2021/22. Of the £20.6m required in 2020/21, £8.4m cuts have already been approved by Mayor and Cabinet. This leaves a remainder of £12.2m to be identified. This is on top of the need to address the continuing in-year overspend in some service budgets.
- 2.3. Over the last ten years, the Council has undertaken a major budget reduction programme to manage the difficult financial challenge it has been faced with. In the period 2010/11 to 2019/20 the Council has implemented savings of £173m and identified cuts of £8.4m (out of the £20.6m required) in 2020/21.
- 2.4. The MTFS anticipates that an additional £29m worth of cuts will be required in the two years following 2020/21. However, these projections remain tentative pending confirmation of any policy, funding, or wider implications from the new Chancellor of the Exchequer's Autumn Budget in November and Local Government Finance Settlement announcement in December and the next Comprehensive Spending Review (CSR) and Fair Funding Review. The timings for which remain uncertain as the government focuses on Brexit.

- 2.5. On the 8th August, the Treasury announced a one-year CSR, to be carried out by September 2019, clarifying that:
- This will be a one-year Spending Round which will fund departments' 2020/21 activities
  - In 2020, a full Comprehensive Spending Review (CSR) will be held, reviewing public spending as a whole and setting multi-year budgets
- 2.6. This report concentrates on £9.2m of the £12.2m remaining budget cuts required to balance the budget in 2020/21 and £500k of £17m required in 2021/22.
- 2.7. Table 1 below shows the agreed budget cuts since 2010 by directorate.

**Table 1: Agreed Budget Cuts by Directorate from 2010/11**

Year	CYP	COM Services	CUS Services	Res. & Regen.	In-year / Corp.	Total
	£'000	£'000	£'000	£'000	£'000	£'000
2010/11	1,494	801	759	1,135	3,300	7,489
2011/12	6,386	5,744	3,591	4,614	113	20,448
2012/13	4,395	4,611	3,529	4,020		16,555
2013/14	6,469	6,930	2,453	5,082		20,934
2014/15	6,123	11,255	2,843	4,273		24,494
2015/16	4,240	16,118	3,381	3,771	700	28,210
2016/17	3,476	6,892	3,339	3,108	1,400	18,215
2017/18	4,297	10,000	4,182	3,756		22,236
2018/19	824	1,151	294	1,087	1,500	4,856
2019/20	1,575	3,681	3,108	906		9,270
Total	<b>39,279</b>	<b>67,183</b>	<b>27,479</b>	<b>31,753</b>	<b>7,013</b>	<b>172,707</b>

Source: Council savings and budget reports.

- 2.8. These cuts have been made in the context of main government funding for Local Authorities in England being reduced by 63% over the decade from 2010, Council's facing inflationary pressures of over 20% since 2010, and in Lewisham the demands on the Council increasing as the population has risen to over 300,000 from the 2011 census position of 275,000, a 10% increase.
- 2.9. The detail presented in this report identifies potential cuts proposals from officers of £9.7m over the years 2020/21 and 2021/22, bringing the total cuts

for 2020/21 to approximately £17.6m, and £500k in 2021/22. By Directorate and Division these proposals are outlined in table 2 below:

**Table 2: Summary of Budget Cuts by Directorate and Division**

Directorate / Division	20/21 Approved	20/21 New Proposals	21/22 New Proposals	Total
	£'000	£'000	£'000	
<b>Children and Young People (CYP)</b>				
Children's Social Care	1,150	0		1,150
Joint Commissioning and Targeted Support	225	0		225
<b>CYP Total</b>	<b>1,375</b>	<b>0</b>		<b>1,375</b>
<b>Community Services</b>				
Adult Social Care	1,982	4,000		5,982
Crime Reduction, Supporting People, and Enforcement	161	0		161
Culture & Community Services	185	0		185
<b>Community Total</b>	<b>2,328</b>	<b>4,000</b>		<b>6,328</b>
<b>Customer Services</b>				
Environment	852	823		1,675
Housing (non HRA)	696	1,175		1,871
Regeneration and Place	1,105	180		1,285
Planning	100			100
<b>Customer Services Total</b>	<b>2,753</b>	<b>2,178</b>		<b>4,931</b>
<b>Corporate Services</b>				
Financial Services	350	0		350
Legal Services (excl. elections)	32	0		32
Policy & Governance	259	0		259
Strategy	135	0		135
Corporate Resources	0	1,000		1,000
Human Resources	78	0		78

<b>Directorate / Division</b>	<b>20/21 Approved</b>	<b>20/21 New Proposals</b>	<b>21/22 New Proposals</b>	<b>Total</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Public Services	1,124	500	500	2,124
Technology & Change	0	1,500		1,500
<b>Corporate Services Total</b>	<b>1,978</b>	<b>3,000</b>	<b>500</b>	<b>5,478</b>
<b>Grand Total</b>	<b>8,434</b>	<b>9,178</b>	<b>500</b>	<b>18,112</b>

- 2.10. The report presents a summary of the cuts proposed with detailed proformas provided for each of the proposed cuts for 2020/21 by Directorate appended, with two exceptions which will follow in separate reports. They are the return of:
- The Environment proposal to reduce the frequency of street sweeping with the pilot underway - £823k; and
  - The Regeneration & Place proposal to reduce the number of school crossing patrols on conclusion of risk assessments – est. £80k.
- 2.11. In addition to the General Fund budget cuts considered in this report, it is anticipated that there may be further cuts to the Public Health Grant. The Service is preparing cuts proposals to ensure spend is maintained within the level of grant. An update is provided at 9.9 with the detail to be brought forward separately for Scrutiny and onto Mayor & Cabinet.
- 2.12. At this stage, if all the proposed cuts are agreed and there are no further proposals, nor any surprises from the local government finance settlement in December, the Council's budget for 2020/21 would need to be set using £2.9m of reserves or New Homes Bonus (if the scheme continues for 20/21).
- 2.13. There is scope for two additional rounds of budget cuts to be taken through the decision process as part of setting the 2020/21 budget, as detailed in section 10 below. Consideration of how the gap for 2020/21 will be closed, either through proposals for further cuts or the use of reserves, will be addressed in subsequent reports to Mayor and Cabinet up to and including the 2020/21 budget report in February 2020.
- 2.14. Overall the strategic focus for services in terms of the Medium term Financial Strategy is on:
- Delivering budget cuts in 2019/20 and taking management action to bring overspends back in-line with budgets;
  - Continuing the work to manage demand, improve service effectiveness and efficiency, and generate income to bring the return for this work through the financial monitoring in 2019/20; and

- Work on bringing forward further proposals to close the budget gap as soon as possible, including through 2020/21 so that part year effects can be taken.

### **3. RECOMMENDATIONS**

- 3.1. Scrutiny committees are asked to review and comment on these proposals and recommendations and that their feedback is referred on by Public Accounts Committee for Mayor & Cabinet as follows:
  - 3.2. On the 30 October Mayor and Cabinet will then be asked to:
    - 3.2.1. Note the progress with identifying budget cuts, the £2.9m shortfall against the target for 2020/21, and the implications for the use of reserves.
    - 3.2.2. Review the new cuts proposals presented in Section 9 and Appendices 1 to 3, totalling £9.178m and referenced:
      - COM1a,2a,3a and COM18
      - CUS7, CUS15, CUS16, RES19, and RES20
      - CUS11a, CUS14a , RES21 and RES22
    - 3.2.3. Consider the comments of the Public Accounts Select Committee of the 24 September 2019, which incorporates the views of the respective select committees.
    - 3.2.4. Authorise officers to carry out consultations where staff consultation is necessary in relation to the proposal and delegate the decision to the relevant Executive Director for the service concerned.
    - 3.2.5. Authorise officers to carry out consultations where public consultation is necessary in relation to the proposal and ask officers to report back to the Mayor with the outcome, for a decision to be made.
    - 3.2.6. Where no consultation is required, either:
      - agree the cut proposal, or
      - delegate the decision to the relevant Executive Director for the service concerned.
    - 3.2.7. Or, request officers to complete further work to clarify the proposal and that officers then re-submit the proposal at the earliest opportunity for a decision.
  - 3.3. Scrutiny committees are asked to review and comment on the Capital programme as it relates to their area(s) of interest and feedback to the Public Accounts Committee.

## **4. STRUCTURE OF THE REPORT**

- 4.1. The report is structured into the following sections with supporting appendices.

Section	Title
1	Purpose of the report
2	Executive summary
3	Recommendations
4	Structure of the report
5	Policy Context
6	Financial Context
7	Lewisham Contextual Information
8	Approach to 2020/21 Budget Cuts
9	Proposed Budget Cuts
10	Timetable
11	Capital Programme
12	Financial implications
13	Legal implications
14	Conclusion
15	Background documents
	Appendices

## **5. POLICY CONTEXT**

- 5.1. The Council's strategy and priorities drive the Budget with changes in resource allocation determined in accordance with policies and strategy. The Council launched its new Corporate Strategy in 2019, with seven corporate priorities as stated below:

### Corporate Priorities

- **Open Lewisham** - Lewisham will be a place where diversity and cultural heritage is recognised as a strength and is celebrated.
- **Tackling the housing crisis** - Everyone has a decent home that is secure and affordable.
- **Giving children and young people the best start in life** - Every child has access to an outstanding and inspiring education, and is given the support they need to keep them safe, well and able to achieve their full potential.

- **Building and inclusive local economy** - Everyone can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
- **Delivering and defending health, social care and support** - Ensuring everyone receives the health, mental health, social care and support services they need.
- **Making Lewisham greener** - Everyone enjoys our green spaces, and benefits from a healthy environment as we work to protect and improve our local environment.
- **Building safer communities** - Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

### Values

- 5.2. Values are critical to the Council's role as an employer, regulator, securer of services and steward of public funds. The Council's values shape interactions and behaviours across the organisational hierarchy, between officers, and members, between the council and partners and between the council and citizens. In taking forward the Council's Budget Strategy, we are guided by the Council's four core values:
- We put service to the public first.
  - We respect all people and all communities.
  - We invest in employees.
  - We are open, honest, and fair in all we do.
- 5.3. Very severe financial constraints have been imposed on Council services with cuts to be made year on year on year, and this on-going pressure is addressed here in this report, incorporating further budget cuts for 2020/21.

## **6. FINANCIAL CONTEXT**

- 6.1. The Council has a net General Fund budget for the current financial year, 2019/20, of £243m. The schools Dedicated Schools Grant (DSG) and Housing Revenue Account (HRA) are discrete and so do not form part of this report.
- 6.2. In addition, the Council receives and spends other income and grants for General Fund services which are budgeted for on a net nil basis – i.e. expenditure matches the level of income. These include: Public Health, Better Care Fund & Improved Better Care Fund, fees and charges; and various grants for areas such as troubled families and homelessness. Any overspend in these areas has to be met from other resources in the General Fund.

- 6.3. In 2019/20 the Council ended the financial year with a Directorate overspend position of £9.6m with the largest pressure being in the area of Children's Social Care. The pressures arise from a combination of:
- The impact of government policy changes;
  - Market developments and responses to inspection findings;
  - Demand pressures as the population of Lewisham grows; and
  - Difficulties in delivering agreed cuts with the full financial impact.
- 6.4. The 2019/20 budget is under pressure from the need to deliver services within the available level of financial resource and identify yet further reductions. The 2019/20 budget was set using £7.5m of reserves as insufficient cuts were agreed.
- 6.5. The impact of a cuts shortfall is that reserves, which can only be used once, are depleted, higher levels of spending are carried forward, and added to the cuts target for the following year. The £7.5m shortfall from 19/20 now forms part of the £20.1m target for 2020/21. Any unachieved cuts in 2020/21 will most likely have to be met by using reserves and will then also be carried forward to 2021/22, increasing the budget reductions requirement for that year.
- 6.6. Furthermore, as at May 2019, Directorates have forecast an end of year overspend in the region of £4.6m, down from £14.6m at the same time last year. The 19/20 budget also used once-off funding to support the Children Social Care budget pending the impact of the continuing improvement programme for this service. Any end of year overspend also has to be met from the use of the Council's once-off reserves and provisions. These positions will be reviewed and
- 6.7. In the ten years between 2010/11 and 2019/20 the Council has agreed budget cuts of £174m of which £172.7m have been and are being delivered.
- 6.8. In July 2019, the Council's Medium Term Financial Strategy (MTFS) was presented to members. This referenced a number of risks, the likelihood and impacts of which remain uncertain. The main risks are in the areas of:
- changes in regulations and standards;
  - government policy and funding changes; and
  - demographic change and wider social implications linked to the above.
- 6.9. For 2019/20 and beyond, to bring the Council's finances in line with the estimated reduced funding levels going forward, the MTFS identifies the need for £29.3m of ongoing cuts in the two years post 2020/21 – split £16.6m in 2021/22 and £12.7m in 2022/23.

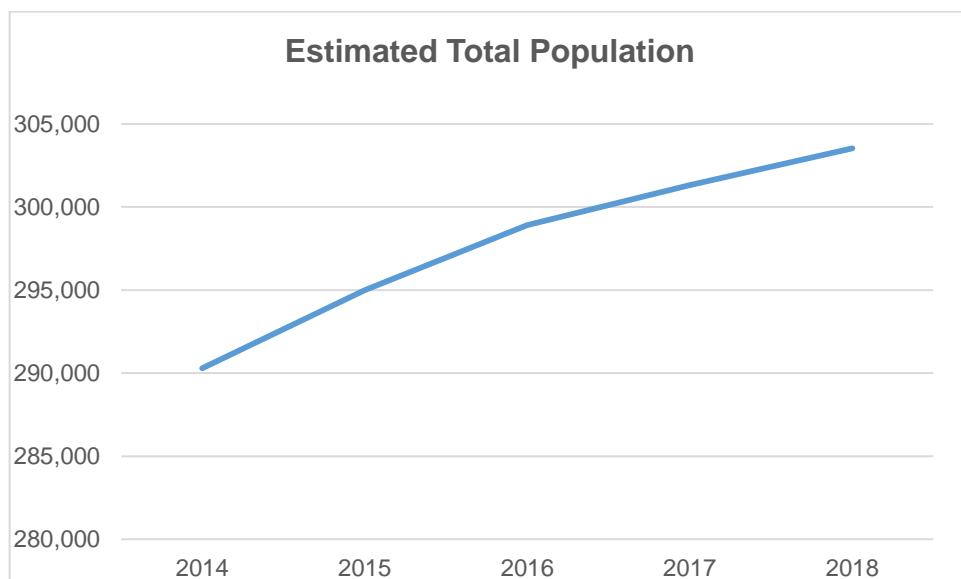
- 6.10. These longer dated cuts projections remain uncertain pending confirmation of any policy, funding, or wider economic changes, especially with the delay in the Fair Funding Review and the change of Government. These estimates will be revisited for any implications from the new Chancellor of the Exchequer's Autumn Budget in November, the next Comprehensive Spending Review (CSR) and in the 2020/21 provisional Local Government Finance Settlement announcement in December.
- 6.11. The Council's four year Revenue Support Grant settlement came to an end in 2019/20. There is uncertainty as to the level of funding the Council will receive after 2019/20. Funding baselines for local authorities, as determined by the local government finance settlement, are based on an assessment of local authorities' relative needs and resources. The methodology behind this assessment was introduced over ten years ago, and has not been updated since the introduction of the 50% business rates retention system in 2013/14.
- 6.12. The government is therefore undertaking a Fair Funding Review to update the needs formula and set new funding baselines. This was originally intended to take effect from April 2020, however confirmation of this is yet to be made by the Secretary of State.
- 6.13. On the 8th August, the Treasury announced a one-year Spending Review (SR), to be carried out by September 2019, clarifying that:
  - This will be a one-year Spending Round which will fund departments' 2020/21 activities
  - In 2020, a full SR will be held, reviewing public spending as a whole and setting multi-year budgets
- 6.14. This should now provide an opportunity for MHCLG to announce the following:
  - Whether the planned Fair Funding Review and redesign of Business Rates will be implemented, as previously announced, in April 2020; or will be delayed until April 2021, after CSR20.
  - A technical paper on Settlement 2020/21. However, it is likely that this would not be issued until the conclusion of the one-year Spending Review in September.
- 6.15. These delays could pre-empt the assumption that the Funding Settlement for 2020/21 may remain unchanged from 2019/20. Therefore, for prudence, the MTFS has assumed the cuts to funding will continue in its current form. The cuts figures in this report are based on this understanding.
- 6.16. It is expected that the 2020/21 provisional local government finance settlement will be announced in December 2020. Until then, the uncertainty in the Council's future funding forecasts remains.

## **7. LEWISHAM CONTEXTUAL INFORMATION**

- 7.1. The level of cuts required continues to require work on cost control in all areas (e.g. use of agency staff, contract management, etc.) and an acceptance of more service and financial risk through ever leaner corporate governance, risk and control arrangements. These conditions drive the focus on enhancing corporate grip to manage the increased risks across the organisation and keep the financial position in balance.
- 7.2. This section provides an overview of some of the main volume drivers for service income and expenditure considered in reviewing the potential for further cuts (see approach in section 8). They are:
- Population by age band
  - Number of properties by CTax band
  - Looked after Children
  - Adults receiving Social Care
  - Waste disposal volumes
  - Number of Businesses

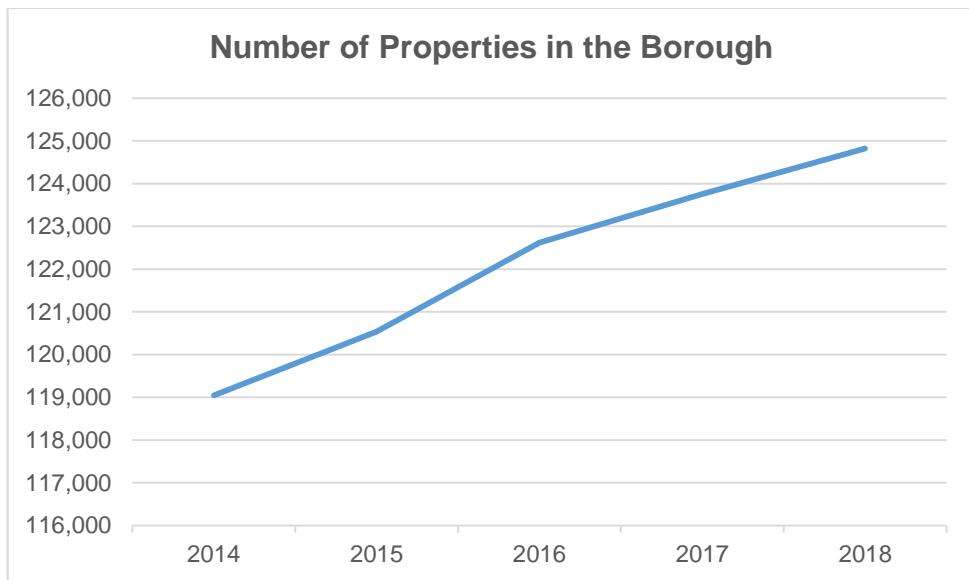
The increase in population over time has increased spend in certain areas such as waste disposal, and other environmental services. The change in Lewisham's demographics is one of the main drivers of Council spending. The graphs below show Lewisham's population and other demographic changes over the last few years.

The following charts and tables highlight some of the changes in Lewisham demographics over the past five years.



## Estimated Population Data by Age Group

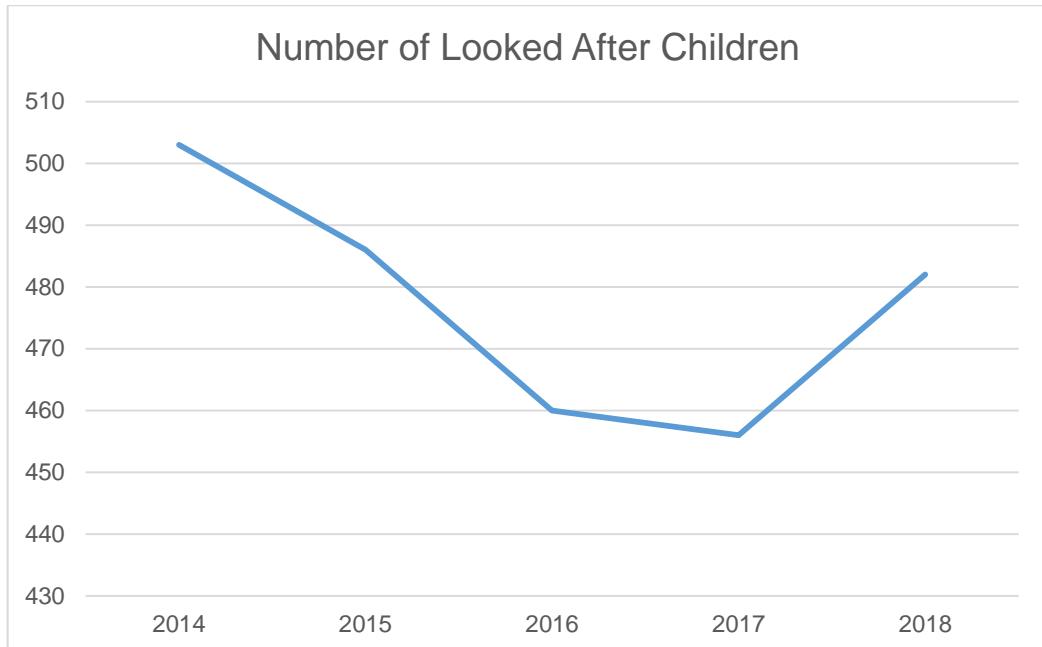
	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>0 - 5</b>	26,979	27,035	27,019	26,801	26,112
<b>6-18</b>	42,767	43,502	44,001	44,485	45,404
<b>19- 25</b>	28,022	27,617	27,150	26,819	26,436
<b>26 - 65</b>	166,934	171,018	174,669	176,861	178,948
<b>65+</b>	27,320	27,548	27,943	28,088	26,636
<b>Total</b>	<b>290,284</b>	<b>294,999</b>	<b>298,903</b>	<b>301,307</b>	<b>303,536</b>



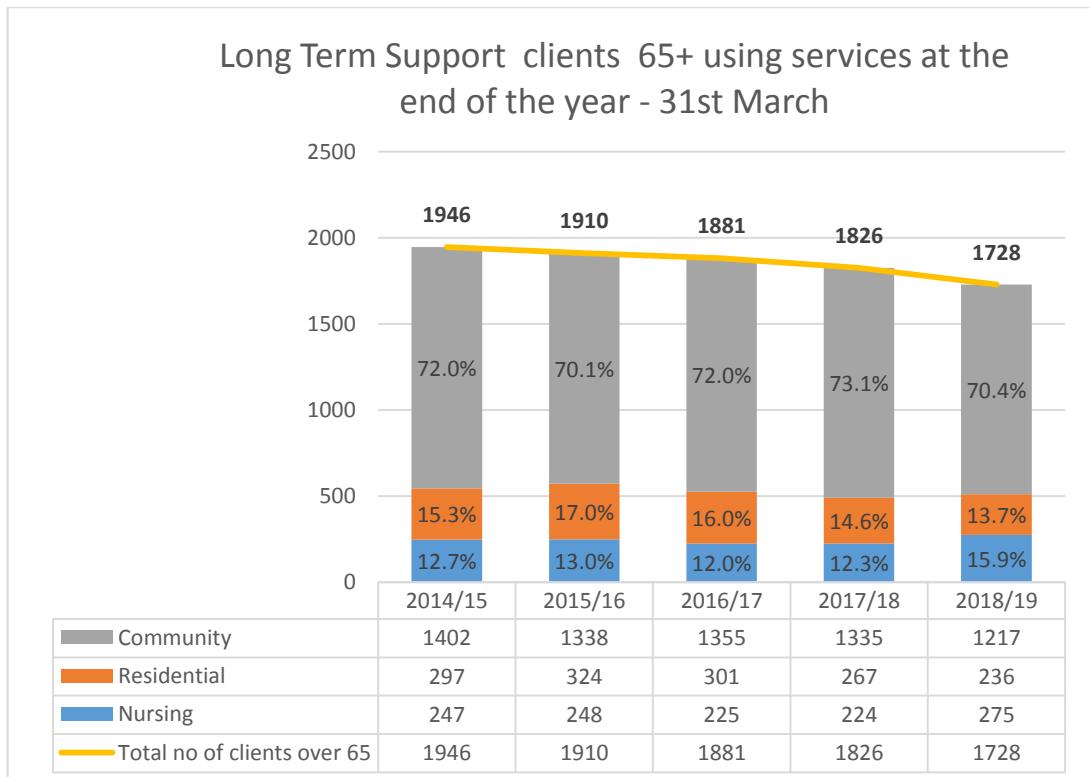
## Number of Properties in the Borough by Council Tax Band

<b>Property Band</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>A</b>	7,281	7,470	7,726	7,789	7,864
<b>B</b>	32,733	33,152	33,691	34,000	34,198
<b>C</b>	42,354	42,944	43,868	44,357	44,852
<b>D</b>	25,285	25,501	25,726	25,955	26,146
<b>E</b>	7,229	72,943	7,413	7,463	7,559
<b>F</b>	2,718	2,725	2,736	2,722	2,727
<b>G</b>	1,277	1,283	1,292	1,300	1,300

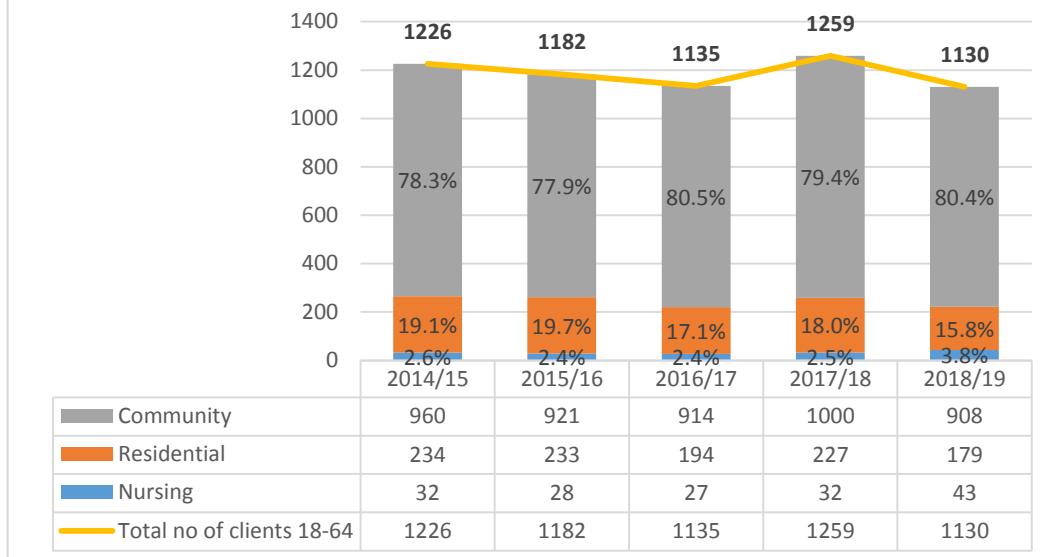
<b>H</b>	170	166	169	171	171
<b>Total</b>	<b>119,047</b>	<b>186,184</b>	<b>122,621</b>	<b>123,757</b>	<b>124,817</b>



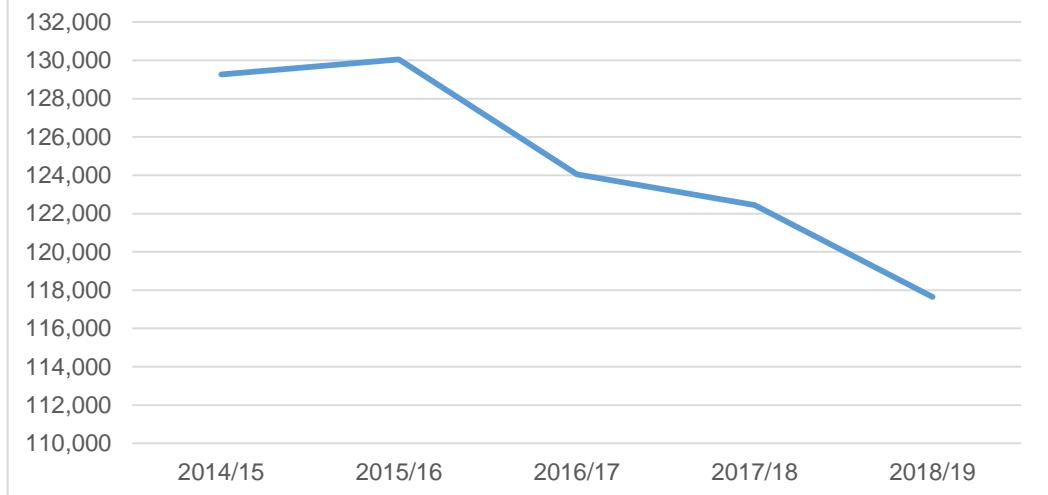
Source: Dept for Education



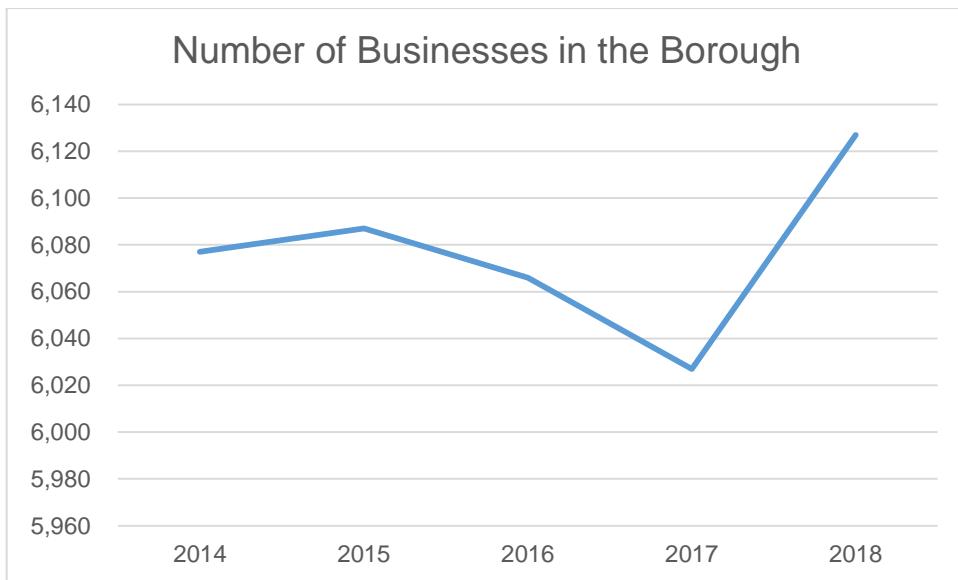
### Long Term Support - Adults 18-64 using services as at the end of the year - 31st March



### Waste Disposal Volumes



Whilst total waste collection volumes have decreased by 8% over the last five years, the contractual costs of disposal have increased at a greater rate. This has been magnified by the change in the mix, where volumes of incineration waste has declined by 14,000 tonnes (14%) whilst composting volumes have increased by 10,400 tonnes (576%) over the same period. The former is currently charged at £63.52 per tonne for disposal whilst the latter costs up to £78 per tonne. Recycled tonnages has actually decreased by almost 2,000 tonnes (10%) over the same period but the cost is forecast to increase by £0.4m this year as the unit cost has increased by £6.17 (8.4%) pursuant to a new dry recycling contract.



Source: Valuation Office, 2018 numbers based on 2017 revaluation

## **8. APPROACH TO 2020/21 BUDGET CUTS**

- 8.1. Officers have built on the approach to the budget cuts process used in 19/20 which looks differently at the pressures, risks, and opportunities which lie ahead. The approach for bringing forward cuts proposals for 2020/21 maintained the back to basics approach, focused on the Directorates accountability for delivering their services to budget.
- 8.2. This year has continued with the Star Chamber process for all services. Targets have not been set by service area or work strand. The Acting Chief Finance Officer held Star Chamber meetings with each Executive Director and the respective Directors summarising the financial position for their services and the actions being taken to manage costs within budget. Directors then presented their cuts proposals for the year. The purpose of the EMT Star Chamber sessions was to ensure that all options are considered, and any financial interdependencies between services were not overlooked.
- 8.3. In the absence of targets and following the focus last year on the boundary with statutory limits, there were a number of services that are not providing proposals this year. This position was reviewed and challenged with examples of reasons for not offering further cuts including:
  - Currently overspending so any reduced spending to meet existing pressures first (e.g. some children and environment services);
  - At the statutory or regulatory limits of the service and notified following inspection (e.g. enforcement of environmental standards);
  - Risk of severe service weakness or failure if cut further such that better to stop rather than reduce (e.g. a number of corporate services areas); and

- Services severely cut in recent years with change needing to settle before disrupting further (e.g. grants programme)
- 8.4. Those service areas without proposals were challenged to work on setting out their future service needs and the relationships and dependencies with other services to be relevant going forward. Examples of the areas this approach applies to include:
- Links between voluntary sector, Council grants in cash and services in kind (e.g. premises) and adult social services;
  - The future role of Libraires for the community and services they might support;
  - The Leisure offering the Council provides for residents; and
  - Corporate services, in particular the use of technology to support service delivery.
- 8.5. This preparatory work is to help set the ground work for more radical service redesign and prioritising investment in the future, depending on the Council's financial constraints and the opportunities such change may offer. The conclusion of this work will translate through into future service planning and budget rounds.

#### ***The Decision making process***

- 8.6. The decision making process for budget cuts depends on the nature of each individual cut being proposed. The decision depends on the scale and impact of the proposal and the actions required to deliver it. For example; a proposal requiring staff consultation can either be reserved by Mayor and Cabinet to themselves or follow the usual delegation for employment matters to the chief executive. In either case the decision can only be taken after completion of the consultation and a full report setting out the equalities, legal and financial implications for the decision maker.
- 8.7. Table 4 below shows the combination of criteria possible for a proposal (the first three rows) with the remaining rows identifying the options for concluding the decision available to Mayor & Cabinet. Appendix 7 shows which proposals require consultation etc.

**Table 4: Options for Decisions**

<b>Decision combinations</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
Key Decision - >£500k and/or specific ward impact	N	Y	Y	N	Y	Y
Public Consultation	N	N	Y	N	N	Y
Staff Consultation	N	N	N	Y	Y	Y
<b>Decision routes for M&amp;C</b>						
M&C agree to consult – proposal to return to M&C for decision			✓	✓	✓	✓
M&C take decision – no consultation required	✓	✓				
Delegate to Exec. Dir. to consult and take decision				✓	✓	
Delegate to Exec. Dir. – no consultation required	✓	✓				
Other – e.g. seek clarification, reject, endorse.	✓	✓	✓	✓	✓	✓

## **9. PROPOSED BUDGET CUTS**

- 9.1. The £9.178m of cuts presented in the overview in this section all relate to the cuts required of £20.6m for 2020/21 (£8.4m previously approved), and £17m required in 2021/22. The proposed cuts are presented by Directorate and have passed through the Star Chamber process.
- 9.2. The cut proposed here are additional to those already agreed in the £8.4m November 2018 M&C report for 2020/21. Preparations for the implementation of these continues and is tracked through the financial monitoring and will be brought back for re-endorsement as part of the 2020/21 budget setting process.
- 9.3. The referencing for the new proposals presented here continues that from 19/20, not least as a number of the cuts are extensions of the service changes begun with the 19/20 cuts. Those that build on existing work carry the same reference but denoted as a, b, etc.. (e.g. COM1a is a continuation and extension of cut COM1 agreed on the 28 November 2018 as part of the previous cuts round). New cuts extend the numbering from where the previous round stopped (e.g. COM18 is a new proposal).
- 9.4. Further details are presented setting these details out in the proformas at Appendices 1 to 3.

***Children and Young People's Directorate***

- 9.5. The Directorate of Children and Young People has not proposed further cuts in addition to those already approved by Mayor and Cabinet in November 2018.
- 9.6. A summary of previously approved 2020/21 cuts is attached as Appendix 8 to this report.

***Community Services Directorate***

- 9.7. The following cuts totalling £4m are proposed by the Community Services Directorate in 2020/21 in addition to the £2.3m already approved in November 2018. The total cuts of £6.3m represent 7% of the Directorate's total net budget. Over half of the total cuts are to the Adult Social Care budget focussing on cost reduction.
- 9.8. Details of each proposal can be found in Appendix 1 of this report and a summary of previously approved 202/21 cuts at Appendix 8.

**Table 6: Summary of Community Services Proposed Budget Cuts**

Division	Ref	Summary of Proposals	2020/21
			£'000
<b>Adult Social Care</b>			
The service offers a range of care and support services to help frail, disabled and other vulnerable adults to remain independent, active and safe. Support is provided in their own homes, in a community setting or in a care home.			
<b>Net Budget £53.588m</b>			
<b>Proposed Cuts £4m</b>			
	COM1a	Managing demand at the point of access to adult social care services	1,000
	COM2a	Ensuring support plans optimise value for money	500
	COM3a	Increase revenue from charging Adult Social Care clients	500
	COM18	Funding inflationary increase from within the ASC Grant	2,000
	<b>Community Services Total</b>		<b>4,000</b>

## Public Health

- 9.9. The ring-fenced public health grant is £23,683,000 for 2019/20, following a grant reduction of £642,000 from the 2018/19 grant amount. This makes a total of £3,985,000 in cuts to the public health grant to date. The public health grant settlement for 2020/21 is due to be confirmed in the government one-year spending round this autumn.
- 9.10. The public health team is making preparations in the event that there are further grant reductions of similar magnitude to that in 2019/20. These preparations will be brought back to the Healthier Communities Select Committee in October.
- 9.11. Even if the Public Health Grant Settlement for 2020/21 remains the same as 2019/20 (i.e. no further cut), there will still be a £196,000 cost pressure in the Health Visiting Service budget line for 2020/21. This is a result of the £196,000 recurring budget reduction for this service agreed as part of the PH budget cuts for 2019/20.
- 9.12. There was initially resistance to implementing this proposed cut. An interim arrangement for 2019/20 only, was agreed between the Executive Director of Community Services and the Chief Executive of Lewisham and Greenwich Trust to enable the saving to be achieved without an impact on the budget available to the HV Service. The saving was badged as a reduction in the value of the contract for HV Services but the Trust provided assurance that the reduction in income would be absorbed from elsewhere in the Trust's budget and not result in a reduction in the funds available to the HV Service.
- 9.13. As this was an interim agreement for one year only, an alternative, sustainable method of achieving the £196,000 reduction to the HV Service budget needs to be identified for 2020/21 onwards.
- 9.14. As the current contracts for both Health Visiting (HV) Services and the School Health Service (SHS) expire on 31/03/20, it has been proposed that the contracts & budgets for these services be combined into a single 0-19 service and extended for 1 year to 31/03/21. The combined value of this contract would be £6,909,827 (E52204 = £5,889,000\*, E52201 = £1,020,827). \* This includes the reduction of £196,000 to the value of the HV Service budget pre 2019/20.
- 9.15. Combining and extending the contract with LGT, for a period of 12 months, will provide both stability and flexibility to enable the provider and commissioners to work together to respond to emerging local and national policy developments whilst developing a new service model capable of identifying, prioritizing and addressing the needs of CYP in Lewisham across the age spectrum.

9.16. A number of mutual benefits to this approach have been identified by both the provider and commissioner. This includes greater flexibility and responsiveness enabling:

- Ratios and caseloads across both the HV and SHS workforce to be reviewed and staff resources to be deployed more effectively to meet identified need;
- Current performance levels and service quality to be maintained within a reduced budget envelope; and
- Opportunities to test innovative models of delivery to provide proof of concept and inform the ongoing development of the service model.

***Housing, Regeneration & Environment Directorate***

- 9.17. The following cuts totalling £2.178m are proposed by the new Housing, Regeneration & Environment Directorate in 2020/21, in addition to the £2.7m cuts previously approved in November 2018.
- 9.18. Details of each proposal can be found in Appendix 2 of this report and a summary of the previously approved cuts from November 2018 at Appendix 8.

**Table 7: Summary of Housing, Regeneration & Environment Proposed Budget Cuts**

Division	Ref	Proposals	2020/21
			£'000
<b>Environment</b>			
The service area includes the following - Waste Management (refuse & recycling), Cleansing, Green Scene (parks and open spaces), Fleet and Passenger Services, Bereavement Services and Markets.			
		<b>Net Budget</b> £19.8m	
		<b>Proposed Cuts</b> £0.823m	
	CUS7	Reduce sweeping frequency to residential roads to fortnightly. NB – no proforma as pilot underway which will report back separately for scrutiny and a M&C decision. This is anticipating the full cut can still be made as previously presented.	823
		<b>Subtotal</b>	<b>823</b>
<b>Strategic Housing</b>			
The service area includes the following - Housing Needs (including Housing Options and Home Search), Housing Partnership & Development and Private Sector Housing.			
		<b>Net Budget</b> 5.545m	

<b>Division</b>	<b>Ref</b>	<b>Proposals</b>	<b>2020/21</b>
			<b>£'000</b>
<b>Proposed Cuts £1.175m</b>			
	CUS15	Cuts to No Recourse to Public Funds service budget	1,000
	CUS16	Operational savings in the Private Sector Housing Agency through service improvements	175
		<b>Subtotal</b>	<b>1,175</b>
<b>Regeneration and Place</b>			
The service area works to renew the physical fabric of the borough sustainably, and enhance the overall economic well-being of Lewisham through programme management capital delivery; school place expansion programme; town centre regeneration; asset strategy; contract management; maintenance of the corporate estate (including investment assets); and Transport (including highways improvement and lighting).			
<b>Net Budget £7.8m</b>			
<b>Proposed Cuts £0.18m</b>			
	RES19	School crossing patrol NB – no proforma as risk assessment work is underway which will report back separately for scrutiny and a M&C decision. v	80
	RES20	Nursery Lettings	100
		<b>Subtotal</b>	<b>180</b>
	<b>Housing, Regeneration &amp; Environment Total</b>		<b>2,178</b>

#### **Corporate Services Directorate**

- 9.19. The following cuts totalling £3.5m are proposed by the new Corporate Services Directorate over 2020/21, in addition to the £2m cuts previously approved in November 2018, a total of £5.5m across both years.
- 9.20. Full details of each proposal are attached as Appendix 3 to this report and a summary of previously approved cuts at Appendix 8.

**Table 8: Summary of Corporate Services Proposed Budget Cuts**

Division	Ref	Proposals	2020/21	2021/22
			£'000	
<b>Public Services</b>				
The service area provides the 'front door' to a wide range of services across the Council. This area includes Customer Contact Centre, Registrars, Revenues, Benefits, Emergency Planning and Parking Management.				
<b>Net Budget Revenues and Benefits £1.436m</b>				
<b>Proposed Cuts £0.5m</b>				
<b>Net Budget Parking £(5.81)m</b>				
<b>Proposed Cuts £0.5m</b>				
CUS11a	Process automation in Revenues and Benefits			500
CUS14a	Parking service budget review		500	
		<b>Subtotal</b>	<b>500</b>	<b>500</b>
<b>Corporate Resources</b>				
The service area facilitates the Council's Strategic Finance activities (managing the cuts and budget setting process, providing corporate finance advice (including procurement), performing treasury management functions and managing the pension fund) to support delivery of Council objectives.				
It also oversees the Council's governance, risk and controls processes; coordinates and provide assurance on the framework of internal control, undertakes investigations, and delivers professional guidance and support in respect of insurances, risk management and health & safety.				
RES21	Reduced allocaton of inflation to contract costs		1,000	
		<b>Subtotal</b>	<b>1,000</b>	
<b>Technology &amp; Change</b>				
The service area co-ordinates and manages the provision and maintenance of ICT tools; identifying, supporting and leading transformation and continuous improvement that can be enabled or assisted by ICT				
RES22	Reduced allocation of inflation as dividend for improved ICT provision		1,500	
		<b>Subtotal</b>	<b>1,500</b>	
<b>Corporate Services Total</b>			<b>2,500</b>	<b>500</b>

## **10. TIMETABLE**

- 10.1. The key dates for considering this cuts report via scrutiny and Mayor and Cabinet (M&C) are as follows:

Review of budget cuts proposals	Healthier Communities	Children & Young People	Sustainable Development	Housing	Safer Stronger	Public Accounts
Select Ctte.	3 Sept	17 Sept	11 Sept	18 Sept	12 Sept	24 Sept
OSBP	15 October					
M&C	30 October					

- 10.2. The M&C decisions are then subject to the usual Business Panel scrutiny call in process and reconsideration at the following M&C if necessary. The M&C report will be presented to the Overview and Scrutiny Business Panel on the 15 October 2019.
- 10.3. If required, two more cuts rounds can be taken through the decision process, still with the possibility (if no consultation required) of achieving a full-year effect of cuts in 2020/21. The key dates for these rounds are as follows:

Review of Cuts proposals	Healthier Communities	Children & Young People	Sustainable Development	Housing	Public Accounts	Safer Stronger
Select Ctte.	4 Nov	16 Oct	28 Oct	30 Oct	6 Nov	9 Oct
OSBP	12 November 2019					
M&C	20 November 2019					
Select Ctte.	2 Dec	5 Dec	4 Dec	16 Dec	16 Dec	26 Nov
OSBP	27 January 2020					
M&C	5 February (Budget)					

- 10.4. The Overview and Scrutiny Business Panel (OSBP), post M&C, for these rounds will be 3 December 2019 and 11 February 2020 respectively.

## **11. CAPITAL PROGRAMME**

- 11.1. In addition to considering the revenue budget and possible cuts, the Public Accounts Committee has asked the other Select Committees to review the capital programme as it relates to their areas of activity and make any comments on the reporting and monitoring of the schemes underway and planned.
- 11.2. The capital programme is adopted annually as part of the Budget agreed by Full Council in February. Progress is then reported quarterly to M&C as part of the routine financial monitoring. The most recent report (July 2019) is at Appendix 9. In summary the capital programme for 2019/20 is:

<b>2018/19 Capital Programme</b>	<b>Budget Report (February 2019)</b>	<b>Revised Budget</b>	<b>Spend to 31 May 2019</b>	<b>Spent to Date (Revised Budget)</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>%</b>
<b>GENERAL FUND</b>				
Schools - School Places Programme	11.0	11.1	0.4	4%
Schools - Other (inc. Minor) Capital Works	1.4	5.9	0.1	2%
Highways & Bridges - LBL	3.5	3.5	0.1	3%
Highways & Bridges - TfL	0.0	2.2	0.0	0%
Highways & Bridges - Others	0.0	2.1	0.0	0%
Catford town centre	5.5	5.1	0.1	2%
Asset Management Programme	2.5	2.0	0.3	15%
Smart Working Programme	0.9	2.3	0.8	35%
Beckenham Place Park	2.5	2.4	0.9	38%
Heathside & Lethbridge Regeneration	0.0	0.6	0.0	0%
Excalibur Regeneration	0.0	1.7	0.2	12%
Lewisham Homes – Property Acquisition	6.0	3.0	0.0	0%
Private Sector Grants and Loans (inc. DFG)	1.3	3.8	0.1	3%
Achilles St. Development	0.0	7.3	0.0	0%
Ladywell Leisure Centre Development Site	0.0	1.0	0.0	0%
Edward St. Development	9.1	9.1	0.0	0%
Travellers Site Relocation	1.1	1.1	0.0	0%
Fleet Replacement Programme	0.0	7.8	0.0	0%
Other General Fund schemes	2.2	5.6	0.0	0%
<b>TOTAL GENERAL FUND</b>	<b>47.0</b>	<b>77.6</b>	<b>3.0</b>	<b>4%</b>
<b>HOUSING REVENUE ACCOUNT</b>				
Housing Matters Programme	37.3	21.0	0.3	1%
Decent Homes Programme	57.1	51.4	1.8	3%
Other HRA schemes	0.8	1.6	0.1	4%
<b>TOTAL HOUSING REVENUE ACCOUNT</b>	<b>95.2</b>	<b>74.0</b>	<b>2.2</b>	<b>3%</b>

<b>TOTAL CAPITAL PROGRAMME</b>	<b>142.2</b>	<b>151.6</b>	<b>5.2</b>	<b>3%</b>
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11.3. For more detail please see Appendix 9.

## **12. FINANCIAL IMPLICATIONS**

- 12.1. This report is concerned with the cuts proposals to enable the Council to address the future financial challenges it faces. There are no direct financial implications arising from the report other than those stated in the report and appendices itself.

## **13. LEGAL IMPLICATIONS**

### **Statutory duties**

- 13.1. The Council has a variety of statutory duties which it must fulfil by law. The Council cannot lawfully decide not to carry out those duties. Even where there is a statutory duty there is often a discretion about the level of service provision. Where there is an impact on statutory duty that is identified in the report. In other instances, the Council provides services in pursuit of a statutory power, rather than a duty, and though not bound to carry out those activities, decisions about them must be taken in accordance with the decision making requirements of administrative law.

### **Reasonableness and proper process**

- 13.2. Decisions must be made reasonably taking into account all relevant considerations and disregarding all irrelevant matters. These are particular to the service reductions proposed and are set out in the body of the report. It is also imperative that decisions are taken following proper process. Depending on the particular service concerned, this may be set down in statute, though not all legal requirements are set down in legislation. For example, depending on the service, there may be a need to consult with service users and/or others and where this is the case, any proposals in this report must remain proposals unless and until that consultation is carried out and the responses brought back in a further report for consideration with an open mind before any decision is made. Whether or not consultation is required, any decision to discontinue a service would require appropriate notice. If the Council has published a procedure for handling service reductions, there would be a legitimate expectation that such procedure will be followed.

### **Staffing reductions**

- 13.3. If service reductions would result in redundancy, then the Council's usual redundancy and redeployment procedure would apply. If proposals would result in more than 20 but fewer than 100 redundancies in any 90 day period, there would be a requirement to consult for a period of 30 days with trade

unions under Section 188 Trade Union and Labour Relations (consolidation) Act 1992. The consultation period increases to 45 days if the numbers are 100 or more. This consultation is in addition to the consultation required with the individual employees. If a proposal entails a service re-organisation, decisions in this respect will be taken by officers in accordance with the Council's re-organisation procedures.

### **Equalities Legislation**

- 13.4. The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 13.5. 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.
- 13.6. It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed in the paragraph above.
- 13.7. The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.
- 13.8. The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:

<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice>

13.9. <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

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

- The essential guide to the public sector equality duty.
- Meeting the equality duty in policy and decision-making.
- Engagement and the equality duty: A guide for public authorities.
- Objectives and the equality duty. A guide for public authorities.
- Equality Information and the Equality Duty: A Guide for Public Authorities.

13.11. 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:  
<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

13.12. The EHRC has also issued Guidance entitled “Making Fair Financial Decisions”.<https://www.equalityhumanrights.com/en/advice-and-guidance/making-fair-financial-decisions>. It appears at Appendix 4 and attention is drawn to its contents.

13.13. The equalities implications pertaining to the specific service reductions are particular to the specific reduction.

### **The Human Rights Act**

13.14. Since the introduction of the Human Rights Act 1998 (HRA) the rights set out in the European Convention on Human Rights (ECHR) have been incorporated into UK law and can be enforced in the UK courts without recourse to the European courts.

13.15. Those articles which are particularly relevant in to public services are as follows:-

- |           |   |   |
|-----------|---|---|
| Article 2 | - | the right to life   |
| Article 3 | - | the right not to be subject to inhuman or degrading treatment |
| Article 5 | - | the right to security of the person                           |
| Article 6 | - | the right to a fair trial                                     |
| Article 8 | - | the right to a private and family life, 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 peaceful assembly
Article 14	-	the right not to be discriminated against on any ground

The first protocol to the ECHR added

Article 1	-	the right to peaceful enjoyment of property
Article 2	-	the right to education

13.16. Some of these rights are unconditional, such as the right not to be tortured or subject to degrading treatment. Others may be limited in finite and well defined circumstances (such as the right to liberty). Others are qualified and must be balanced against the need of the wider community – such as the right to a private and family life. Where there are human rights implications associated with the proposals in this report regard must be had to them before making any decision.

### **Crime and Disorder**

13.17. Section 17 of the Crime and Disorder Act 1998 requires the Council to have regard to the likely effect on crime and disorder when it exercises its functions, and the need to do all that it reasonably can to prevent crime and disorder in its area.

### **Best value**

13.18. The Council remains under a duty under Section 3 Local Government Act 1999 to secure continuous improvement in the way its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. It must have regard to this duty in making decisions in respect of this report.

### **Environmental implications**

13.19. Section 40 Natural Environment and Rural Communities Act 2006 states that “every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions to the purpose of conserving biodiversity”. No such implications have been identified in this report.

### **Specific legal implications**

13.20. Members’ attention is drawn to the specific legal implications arising in relation to particular proposals set out in the relevant proforma in Appendices 1 to 3 of this report and Appendix 6 which is a summary of specific legal implications for each budget cut proposal.

### **Equalities Implications**

13.21. Detailed policy and equality implications have been appended to this report as Appendix 5.

## **14. CONCLUSION**

- 14.1. The Council expects to need to make further cuts between now and 2021/22 as the resources available to run services continue to be reduced and because insufficient budget reductions have been identified to date. This results in the Council having to use its reserves when setting the budget. This is not sustainable as reserves are only available on a once off basis.
- 14.2. The expected amount and timing of the cuts for 2020/21 and future years has been detailed above. However, the definitive position is dependent on the SR19, Autumn Budget and Local Government Finance Settlement due in September, November and December respectively.

## **15. BACKGROUND DOCUMENTS AND FURTHER INFORMATION**

<b>Short Title of Report</b>	<b>Date</b>	<b>Contact</b>
Medium Term Financial Strategy <a href="http://councilmeetings.lewisham.gov.uk/documents/q5477/Public%20reports%20pack%2026th-Jun-2019%2018.30%20Mayor%20and%20Cabinet.pdf?T=10">http://councilmeetings.lewisham.gov.uk/documents/q5477/Public%20reports%20pack%2026th-Jun-2019%2018.30%20Mayor%20and%20Cabinet.pdf?T=10</a>	June 2019	David Austin
Budget 2019/20 <a href="http://councilmeetings.lewisham.gov.uk/documents/q5131/Public%20reports%20pack%2027th-Feb-2019%2019.30%20Council.pdf?T=10">http://councilmeetings.lewisham.gov.uk/documents/q5131/Public%20reports%20pack%2027th-Feb-2019%2019.30%20Council.pdf?T=10</a>	February 2019	David Austin

### **Appendices**

1. Community Services Budget Cuts Proposals
- 1B. Adult Social Care Savings Consideration 20/21
2. Housing, Regeneration and Environment Budget Cuts Proposals
3. Corporate Services Budget Cuts Proposals
4. Making Fair Financial Decisions Guidance
5. Policy and Equalities Analysis
6. Specific Legal Implications
7. Summary of Cuts Proposals
8. Previously Approved 2020/21 Budget Cuts
9. Capital programme (extract from Financial Monitoring to M&C)

For further information on this report, please contact:  
David Austin, Interim Chief Finance Officer on 020 8314 9114

## Appendix 1: Community Services Proposals

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Adult Social Care
<b>Reference:</b>	COM1a, COM2a, COM3a and COM18
<b>Directorate:</b>	Community Services
<b>Director of Service:</b>	Director of Operations Adult Social Care, Joan Hutton & Director of Joint Commissioning, Dee Carlin.
<b>Service/Team area:</b>	Adult Social Care (ASC)
<b>Cabinet portfolio:</b>	Cabinet Member for Health and Adult Social Care – Cllr Chris Best
<b>Scrutiny Ctte(s):</b>	Healthier Communities Select Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision Yes / No</b>	<b>Public Consultation Yes / No</b>	<b>Staff Consultation Yes / No</b>
a) COM1a Managing demand at the point of access to adult social care services: <b>£1.0m</b>	Yes	No	No
b) COM2a Ensuring support plans optimise value for money: <b>£500k</b>	Yes	No	No
c) COM3a Increase revenue from charging Adult Social Care clients: <b>£500k</b>	Yes	No	No
d) COM18 funding inflationary increase from within the ASC Grant <b>£2.0m</b>	No	No	No

<b>3. Description of service area and proposal</b>	
<b>Description of the service area (functions and activities) being reviewed:</b>	
<u>COM1a &amp; COM2a COM3a</u>	
<p>The two main points of access to adult social care are 1) the community via the Social Care Advice and Information Team (SCAIT), and 2) the acute hospitals via the Hospital Discharge Team. The principles of the Care Act 2014 regarding assessment and eligibility criteria are applied to determine the appropriate response to these contacts and referrals.</p> <p>Adult social care have been piloting differing approaches to deliver both effective outcomes for residents who make contact for support, and effective management of demand and the use of resources. This is known as the 3 conversation approach strength and asset based approach to assessment.</p> <p>This approach places the use of prevention and early intervention that can promote self management, independence, rehabilitation and recovery at the heart of practice.</p>	

### **3. Description of service area and proposal**

If a person has needs that are not eligible at that time, there is support available to access information and advice or preventative services.

The approach used builds further on the arrangements that have been put in place to manage demand appropriately and effectively. It is complemented by the Councils commitment to community development that links those with care needs to opportunities that are available from universal services and the third sector organisations within the community.

The four neighbourhood assessment teams established across the borough and a team that work specifically with adults who have a learning disability provide the main assessment and support planning function for those with care needs. In accordance with the approach to integration across health and social care and by building on the “Care at home” approach to multi-disciplinary working we will ensure the right support is in place to individuals and work to reduce duplication where possible.

As part of the assessment process and in accordance with the national ‘fairer charging policy framework’, people in receipt of care and support are financially assessed to ascertain the level of contribution they need to make towards the cost of their care.

Whilst adult social care is chargeable, healthcare is free at the point of delivery. For those people who have support for their healthcare needs there are arrangements in place for the Council to recharge the CCG.

The Adult Social Care budget is divided into two areas of expenditure, care costs £76.4m and staffing costs £11.2 m. There are annual inflationary increases and uplifts which amount to approximately £2.2m, these will be covered using the ASC base grant.

Attached in Appendix 1B is further detailed information relating to these proposals.

#### **Cuts proposal\***

##### **COM1a - £1m**

The £1.0m identified under COM1a is an extension of the £122k identified and achieved under the 19-20 COM1 cut by piloting new ways of working that “Manage demand for Social Care effectively using the (3 conversations) strength based approach to practice”.

We have considered good practice identified from benchmarking the use of resources, using a focused analysis of our spend by the Association of Directors for Adult Social Services (ADASS), Local Government Association (LGA) and Independent Peer Challenge (IPC).

There are approx. 3,175 adults receiving care at any one time. By managing demand and reducing this number by 100 to 3,075 there will be an anticipated cost cut of £1m.

The approach will:

- Connect people at an early stage to support them to get on with their lives independently;
- Identify when people are at risk and apply solutions to make them safe;

### **3. Description of service area and proposal**

- provide a fair and proportionate personal budget that considers where sources of funding come from which includes the person's own resources or health funding if this is appropriate;
- Identify people who are self-funders at an earlier stage and provide them with information and advice so that they can make their own arrangements; and
- provide short term intervention such as rehabilitation, recovery, recuperation and reablement, including therapeutic help, for people who contact the service from within the community via self-referral or from the GP as well as when discharged from the hospital.

This has estimated that a local authority shouldn't spend more than 15% of the domiciliary care budget on a person for 10 hours or less per week, as this level of care can often be accessed by other means particularly ensuring that the correct levels of benefits are in place. Support is provided to people from the staff within the SCAIT team to connect them to these resources and solutions. The proposal would reduce ASC spend from 15.5% of the budget currently, in line with the 15% recommended.

#### COM2a - £0.5m

In accordance with social care best practice and Care Act requirements, there will be continued reassessments of support plans using the strength asset based approach. This will include the following actions:

- All care packages will be based on medium term goals that assist a person where possible to move to greater independence;
- Continuing Health Care decisions to be completed within national timeframes; and
- Commissioners will continue to work with the care market to ensure that the social care investment used is the most cost effective and of good quality.

#### COM3a - £0.5m

This proposal relates to an increase in income generation rather than a budget cut and involves joint working between Adult Social Care, Customer Services and Resources and Regeneration.

Since January 2018, corrective work has been carried out to bring everyone's charges up to date, resulting in provisional estimates of additional income of £25k weekly.

Further corrective work and an earlier financial assessment along with the introduction of auto-charging and the provider portal to the financial system, will provide more accurate billing and invoice processing to both the service users who are charged and more accurate payments to the range of care providers who are commissioned.

#### COM18 - £2m

The approach will rebaseline adult social care budgets to reflect the continuation of grants. The service will fund inflationary uplifts by using existing ASC grant budget.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

##### COM1a and COM2a

This has required a cultural shift to practice for staff who deal with contacts and assessments. The approach is supported by a learning and development programme led by the Principle Social Worker (PSW).

#### **4. Impact and risks of proposal**

The approach may reduce or delay the need for care and support provided or commissioned by ASC. It promotes self-management which can have a positive impact on an individual's psychological wellbeing and promotes independence where possible.

The approach may not always meet the initial expectations that residents have from ASC and as a consequence, it is likely, there may be an increase in complaints.

The approach is dependent on there being a range of services available that people can access from the voluntary and community sector, particularly for those who focus on support for vulnerable adults. In addition, council run or commissioned universal services will need to be accessible to support individuals where appropriate.

This is set out in more detail in the separate paper to the Healthier Select Committee for their meeting of the 3 September. The Lewisham Offer, is a summary of the strength and asset based approach that is used to manage demand and resources effectively.

##### **COM3a**

Some service users may cancel their care due to the financial contribution they are assessed to pay. They will be supported on an individual basis to ensure they have access to any benefits that they are eligible for.

##### **COM18**

By using the grant to fund inflationary increases, there is a risk that providers will request an increase that is higher than we can afford. The Council remains committed to paying the London Living Wage.

#### **Outline risks associated with proposal and mitigating actions to be taken:**

In relation to the new cuts being offered, as these are extensions of those previously agreed, the main risks for each area are as follows:

- People will choose not to purchase the care and support they need. This can be mitigated by maximising their take up of welfare benefits;
- There is a risk that community based solutions become less available as funding restrictions impact on voluntary sector partners; and
- Delays in publishing the Green Paper and the longer term care integration and funding proposals for adults social care mean uncertainty regarding the management of pressures going forward.

There will be comprehensive risk assessments undertaken as part of the assessment process.

<b>5. Financial information</b>				
<b>Controllable budget: General Fund (GF)</b>	<b>Spend £'000</b>	<b>Income £'000</b>	<b>Net Budget £'000</b>	
	64,869	11,261	53,588	
<b>HRA</b>	<b>n/a</b>	<b>n/a</b>		
<b>DSG</b>	<b>n/a</b>	<b>n/a</b>		
<b>Health</b>				

5. Financial information				
Cuts proposed*: £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
COM1a		1,000		1,000
COM2a		500		500
COM3a		500		500
COM18		2,000		2,000
<b>Total</b>		4,000		4,000
<b>% of Net Budget</b>	<b>%</b>	<b>7.4%</b>	<b>%</b>	<b>%</b>
<b>Does proposal impact on:</b>	<b>General Fund</b>	<b>DSG</b>	<b>HRA</b>	<b>Health</b>
<b>Yes / No</b>	<b>Y</b>	<b>N</b>	<b>N</b>	<b>N</b>
<b>If DSG, HRA, Health impact describe:</b>				

## 6. Impact on Corporate priorities

Main priority	Second priority	Corporate priorities
5	3	1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative	
Neutral	Neutral	
Level of impact on main priority – High / Medium / Low	Level of impact on second priority – High / Medium / Low	
N/A	N/A	

## 7. Ward impact

Geographical impact by ward:	No specific impact / Specific impact in one or more wards
	No specific impact
	If impacting one or more wards specifically – which?

## 8. Service equalities impact

### Expected impact on service equalities for users – High / Medium / Low or N/A

Ethnicity:	N/A	Pregnancy / Maternity:	N/A
Gender:	H	Marriage & Civil Partnerships:	N/A
Age:	H	Sexual orientation:	N/A
Disability:	H	Gender reassignment:	N/A
Religion / Belief:	N/A	Overall:	N/A

For any High impact service equality areas please explain why and what mitigations are proposed:

Most people who contact ASC are vulnerable due to age, frailty or disability. Individuals are risk assessed to make sure they remain safe, supported and as independent as possible. Often the care can be provided by partners or family

## **8. Service equalities impact**

members if deemed appropriate which can fall disproportionately on women. Carers often provide informal support to service users and are considered as part of the strength and asset approach to assessment. It is important that they are offered and encourage to accept a Carers assessment in their own right that takes into account their Health, Wellbeing and supports them in their caring role.

For all of the proposed cuts areas the same cohort of services users with the same needs and protected characteristics will be effected. Impact assessment above covers all proposals. We will complete separate EIA's in areas where there are changes to provision.

**Is a full service equalities impact assessment required: Yes / No**

No

## **9. Human Resources impact**

**Will this cuts proposal have an impact on employees: Yes / No**

No

## **10. Legal implications**

**State any specific legal implications relating to this proposal:**

The pro forma accurately reflects Care Act duties. However, given the fact that client groups may be vulnerable and have protected characteristics (such as age/disability/gender) there will need to be an equalities impact assessment carried out before a decision can be made.

A report on COM1 & 2 could be merged and requires an overall EIA, as service pathways are likely to alter and the client groups, although also including those who may use the services in the future and are therefore difficult to capture, will also mainly comprise existing or proximate users, who do have protected characteristics.

## **11. Summary timetable**

**Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:**

<b>Month</b>	<b>Activity</b>
<b>May to July 2019</b>	Proposals prepared ( <b>this template and supporting papers – e.g. draft public consultation paper, equalities assessment and initial HR considerations</b> )
<b>August 2019</b>	Proposals submitted to Scrutiny committees leading to M&C Full Delivery Plans developed and monitoring arrangements in place
<b>September 2019</b>	Scrutiny meetings held with consultations ongoing
<b>October 2019</b>	Proposals to M&C, including Equality & HR assessments
<b>November to December 2019</b>	Consultations undertaken and full decision reports (where required) prepared
<b>January 2020</b>	Decision reports return to Scrutiny at the latest
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>March 2020</b>	Cuts implemented

## APPENDIX 1 B - ADULT SOCIAL CARE CUTS CONSIDERATION 20/21

### 1. Planned Cuts Position:

Title	Cuts Target 2019-20	May 2019 Update
Managing demand for Social Care (3 conversations) strength based approach to practice	£122k	<b>Cut now full achieved</b>
Ensure support plans optimise VFM	£250k	<b>Cut now fully achieved</b>
Increase revenue from ASC charging	£159k	<b>Cut now fully achieved despite auto charging and configuration still not complete – prospect to improve charging in 20/21</b>
Reducing unit costs for LD in line with London benchmarking companies	£600k	<b>Work in progress – full achievement expected</b>
Increase Personalisation	£60k	<b>Work in progress – full achievement expected</b>
Reduction in ASC contribution to MH Integrated Community Services	£100k	<b>Cut now full achieved</b>
Reduction of MH residential care costs	£300k	<b>Work in progress – full achievement expected</b>
Increase use of shared lives	£200k	<b>Cut now fully achieved</b>
Develop a more cost effective model for transitions Cost reduction target	£300k	<b>Work in progress – partial achievement expected in 19/20</b>

Proposed Cuts £2.091m

Achieved Cuts £1.891 m

Difference £200k with work continuing

### 2. End Year Position 18/19

Adult Social Care finished the year with a £1.1m underspend

## Ongoing Budget Pressures

- **DoLS**

DoLS numbers increased by 10% in 18/19. Whilst it is expected that the Government will change the legislation by 2020, it is recognised that this may not decrease the pressure due to the ongoing monitoring and quality assurance that will be still be a statutory duty of ASC. Current Cost Pressure £750k

- **Transitions**

Transitions care cost are expected to increase in 19/20 due to the numbers of young adults transferring from Children's Services, with each an expected weekly cost of approx. £1,500. The Majority of these costs will impact on the Learning and Disabiliy (LD) budget. There are additional cost pressures associated with the cohort of young people who transition to adult services with a dual diagnosis of autism and LD who often have complex needs and challenging behaviour.

- **Hospital Discharges**

The level of care required for residents who have been discharged from hospital and the impact of a reduced length of stay continue to put pressure on the adult social care budget.

Approximately 30 people are discharged from hospital a week through a process known as Discharge to Assess. This approach aims to reduce of length of stay within an acute hospital setting by 3 nights. On average a person leaving hospital through Discharge to Assess receives 6 extra hours of care to support them to return home, this cost pressures amounts to £168.5k per year ( $30 \times 6 \times £18 = £3,240$  per week and  $£3,240 \times 52$  weeks = £168,500)

The figure above does not include other discharge pathways where people with more complex needs are supported to leave hospital with more complex packages. We are working on defining the cost pressure for these people leaving hospital following a shorter stay.

- **Managing demand and Complexity**

Adult social care is a demand led service where there is a continued increase in the age and complexity of clients who need support, for example, there are often high Costs associated with supporting residents who have complex Dementia and are unable to live on their own or where the family Carer is also funding it difficult to cope. There is also an increasing cohort of older people whose increasing frailty and declining mobility requires the support of 2 carers to manage their personal care.

There is increased pressure regarding the support required for people with Mental Health, challenging behaviour and physical disabilities. Often the only option available to manage these complex needs is long term placements that can often be expensive.

- **Market stability.**

Lewisham saw no growth in the provider market and it is unlikely that there will be any significant growth in 19/20. There is little opportunity for further cost negotiations due to overall market conditions and the commitment to the London Living Wage and ethical care charter.

In 19/20 Lewisham lost one of its lead domiciliary care providers. This has put extra pressure on the current market providers that are also faced with the challenges of meeting care standards and maintaining a consistent workforce

In terms of the availability of Care homes, the market remains fragile. Locally there were no Residential or Nursing home beds lost during this period but there are a small number of homes that require improvements to meet CQC inspection standards. Recently a very large national care home provider Four Seasons, went into administration, for Lewisham, this means 5 people are likely to need a new placement.

Locally pressure on the market has increased due to a planned home closure in a neighbouring borough. This will ultimately have an adverse impact on bed availability, particularly for people with dementia. In addition, any embargoes in neighbouring boroughs will impact on bed capacity.

### **3. Current Proposed Cuts for 20/21**

<b>Title</b>	<b>Amount ('000)</b>	<b>Proposed Delivery</b>
Continue to manage demand through the front door of the Council /community and manage the demand from acute hospitals.	£250	<ul style="list-style-type: none"> <li>- Restructure that will add capacity and enhance skill mix at the point of contact so that initial enquiries can be resolved.</li> <li>- Linking people with community solutions and Prevention</li> <li>- Better Support Planning and Monitoring</li> <li>- Consultation with Health Partners regarding the restructure has been undertaken.</li> </ul>
Reduce unit costs for LD in line with benchmarking reports	£700	<ul style="list-style-type: none"> <li>- Further work on implementing the recommendations from the ADASS/LGA "Use of Resources" Report</li> <li>- Review Day Service and Transport use including undertaking Consultation on proposed changes with current service users</li> <li>- Transforming Care (National agenda to reduce out of borough placements for LD)</li> <li>- Better management of resources and voids</li> </ul>

<b>Title</b>	<b>Amount ('000)</b>	<b>Proposed Delivery</b>
Increase Personalisation	£112	<ul style="list-style-type: none"> <li>- Increase no. of PA's to support Direct Payments and Personal Health Budgets</li> </ul>
Ensure short term intervention are effective optimises independence	£164	Increase the productivity of Enablement to enable more rehab thus reducing the need for long term care where possible.
Reduce ASC contribution to MH integrated Community Services	£50	<ul style="list-style-type: none"> <li>- Reduce management costs</li> <li>- Reduce non-direct costs</li> </ul>
Reduce MH residential care costs	£200	<ul style="list-style-type: none"> <li>- Review all Section 117 support to determine eligibility.</li> <li>- De-registering a number of CQC registered home and support providers to provide care in more cost effective supported living placements where people are offered tenancies.</li> </ul>
Increase the use of Shared Lives	£370	<ul style="list-style-type: none"> <li>- Increase number of Shared lives Carers. As this offer is more cost effective and personalised and less restrictive and institutionalised and can reduce the need for placements or support living.</li> <li>-</li> </ul>
Develop a more cost effective model for transitions	£200	<ul style="list-style-type: none"> <li>- Further develop local model offer to reduce Transitions costs in relation to out of borough placements and colleges.</li> <li>- Mapping exercise to be undertaken to identify gaps in local market provision. This may necessitate further consultation with Service Users, Parents and Carers.</li> </ul>
Deliver 19/20 predicted unachieved cuts	£200	<ul style="list-style-type: none"> <li>- Linked to new transitions approach.</li> </ul>
<b>TOTAL</b>	<b>£2.246m</b>	

#### **4. Areas for further consideration 20/21**

In 18/19 ASC used Care Analytics and some focused London Benchmarking Data on the use of resources and care costs. The recommendations within these reports confirms the continuation of existing strategies that are in place to manage resources effectively. The following areas were identified for potential cuts and reflect the recommendations from these reports:

- a. Further improvements to the management of demand at the front door to the council from the community and from acute hospitals - £1m

The staffing restructure will be fully embedded and there will be more capacity and a wider staff skill mix that will enhance the development of how contacts and enquiries for ASC are managed. The approach is dependent on utilising solutions from within the community and focusing on what a person can do for themselves. Early identification of people who are able to self-fund is essential as they can be supported to identify how their support needs can be met by providing good access to information and advice. Effective use of short term interventions such as Enablement, rehabilitation and recovery is also important as this can reduce or delay the need for longer term care by providing assistance to regain independence. Supporting family Carers to remain healthy and able to continue to provide care and support, should they want to, is also important in terms of managing demand for services.

Measure: The intention is to continue to reduce the numbers of adults accessing long term care and support:

There is a baseline of 3,175 adults receiving care at any one time. By reducing this number by 100 to 3,075 adults at any one time, using the average cost of £200 a package of care per week: = 100 x £200 = £20,000 x 52 = £1.04m

- b. Reducing costs in high spend areas - £500k

Benchmarking data suggests that we have higher costs associated with some placements and packages of care for:

- People with a Learning Disability;
- Working age adults with Physical disabilities;
- Older people who are Elderly Mentally Ill (EMI);
- Older Adults who are frail and elderly; and
- Mental Health placements.

These changes have to be dealt with on a case by case basis. The cuts are dependent on more cost effective solutions being accepted and the possibility of commissioning more cost effective options that meet outcomes and take account of any risk management issues.

Measure: Reduce costs by 5% in line with benchmark intelligence.

For example: adults 18-65 Placements & Mental Health Working Age Adults

- c. Charging, generating Income and reducing debt- £500K

In line with the Charging Policy, we will ensure that following an Financial Assessment that determines what people can afford to pay, we will charge fully (where applicable) for the care that is being provided to Service Users . This will include Residential & Nursing placements, Day Services, Extra Care Housing care element costs, Respite, Telecare, Personal and Domestic Care and Transport.

We are also exploring Local Authority costs associated with Mental Health Section 117 services to ensure that the LA and NHS are sharing the cost of care for individuals.

Implementing changes to the IT systems that support assessment. Charging and the purchasing of care will provide an opportunity to increase revenue and make payments for care reflect accurately the care that has been provided.

Identifying people who can self-fund their care, and giving people information at an early stage who are chargeable will go some way to reduce further debt.

The following tasks will be improved through digital enhancements to the 3 systems that support the customer journey:

- Faster notification of Financial Assessments and outcomes;
- Accurate and timely charging;
- Improve uplift of costs of services;
- Deliver Auto Charging;
- Improvement in provider invoices process;
- Reduction of debt including support for Self Funders; and
- Improved debt collection.

Measure: Reduce numbers of Self Funders where we pay for their care then recharge when we eventually identify them. Provide more timely information so people can make an informed choice regarding the potential cost of care following a financial assessment in line with national guidance:

Implement national guidance on charging for the management of care for self-funders by Introducing a charge for managing Self Funders services =  $300 \times £300 = £90k$  9 (Band3)

Decreasing time taken between Financial Assessment and Billing (average. 6 weeks) =  $150 \times £1,500 = £225k$

Increase numbers being charged by introducing Auto-Charging =  $50 \times 5,200 = £260k$   
( $50 \times £100$  per week  $\times 52$  Extra Care, Day Care, LD and MH) (Band 11)

*Further work is being undertaken to confirm the measures and indicative figures above, we will use these to monitor and deliver the cuts proposed.*

## Appendix 2: Housing, Regeneration & Environment Proposals

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Cuts generated through No Recourse to Public Funds service
<b>Reference:</b>	CUS15
<b>Directorate:</b>	Housing, Regeneration and Environment
<b>Director of Service:</b>	Director of Housing, Madeleine Jeffery
<b>Service/Team area:</b>	Strategic Housing
<b>Cabinet portfolio:</b>	Cabinet member for Housing – Cllr Paul Bell
<b>Scrutiny Ctte(s):</b>	Housing Select Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision Yes / No</b>	<b>Public Consultation Yes / No</b>	<b>Staff Consultation Yes / No</b>
CUS 15 - Cuts generated through No Recourse to Public Funds service: <b>£1,000k</b>	No	No	No

<b>3. Description of service area and proposal</b>	
<b>Description of the service area (functions and activities) being reviewed:</b>	
<p>The Housing Division has consistently delivered on its cuts targets over the last 5 years totalling £1.5m or 28% of the total division net budget. It is committed to deliver the cuts agreed for this financial year of £405k and deliver the existing commitment of £696k for 2020/2021, despite the service being under real pressure especially in our homelessness services.</p> <p>There are three main areas considered in this proposal are:</p> <ol style="list-style-type: none"> <li>1. Homelessness Services (no further cuts proposed)</li> <li>2. <b>No Recourse to Public Funds (NRtPF) - £1m</b></li> <li>3. Other (no further cuts proposed)</li> </ol> <p><b>Service Area 1: Homelessness Services</b></p> <p>The Council accommodates almost 2,200 households in various forms of Temporary Accommodation (TA), of which c700 are in “nightly paid” TA which is the most expensive and poorest quality. This is an increase on the previous years. The numbers in all forms of TA has increased every year over the last 10 years as the housing crisis in London deepens. In addition Lewisham, in common with all London Boroughs, has seen very real increases in homelessness demand not just in numbers of households presenting and requiring support but in requirements on the service coming from the 2018 Homeless Reduction Act (HRA). This legislation is the most radical housing legislation in over 40 years. The service is facing very real pressures now and into the future.</p> <p>For this reason, beyond the cuts already agreed for 19/20 and 20/21, no further cuts in this area are proposed at this time. This until the changes from new legislation have settled and future funding arrangements from government are confirmed.</p> <p><b>Service Area 2: No Recourse to Public Funds</b></p> <p>The No Recourse to Public Funds service consists of a dedicated team of specialist officers who support households who have no recourse to public funds. With a dedicated team of officers delivering an improved service to customers, the number of</p>	

### **3. Description of service area and proposal**

active cases has significantly reduced resulting in an underspend against forecast and the potential to offer a budget cut.

The work of the team has achieved a substantial reduction in caseload since 2015 where 330 households were being supported by the service. By April 2018 there were 100 households in receipt of support from the service, which had decreased to 78 at the end of the financial year. During the FY 18/19, 97 cases were closed and 42 cases were re-assessed to understand the changing needs of the household, ensuring that the team were providing the necessary support. The vast majority of cases closed are because households have been supported to regularise their immigration status, providing them with recourse to public funds.

In 2018/19 the NRtPF team spent £2.9m against a budget of £4m which had been increased from corporate pressures in previous years budgets, an underspend of almost £1.1m. This cut, whilst shown in the CYP budgets, is being delivered by the housing team. It is expected that these cuts will be maintained across this and future years (although noting the risk that demands on the service can change quickly especially in the light of national or government changes, like Brexit, and costs can escalate quickly).

The proposal is to deliver an £1m cuts in 2020/21 through continued service efficiencies.

#### Service Area 3: Other delivered income to council services

The Private Sector Housing Agency works with Children's Services to procure units for care leavers with low support needs. To date 12 young people have been assisted into semi-independent living units through this approach, delivering a cut of £183k per annum for Children's Services. The service sources temporary accommodation for intentionally homeless clients who are owed a duty under s17 of the Children's Act whilst they are being assessed.

It is envisaged that this service will continue into 20/21.

#### **Cuts proposal\***

##### **CUS 15 - £1m**

The budget for the No Recourse to Public Funds (NRtPFs) team is currently set and located in the Children & Young People's Services. The actual service delivery of the NRtPF team is located within Strategic Housing who are delivering the activity against this work area and drawing down the budget as required. In 2018/19 the budget was £4.062m. The NRtPFs team spent £2.979m in 2018/19, realising an underspend of almost £1.1m.

It is proposed that a £1m cut to this budget is included in 20/21.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

No negative impacts on customers or staff.

The impacts from the new proposed cuts in NRtPF of £1m is reflective of the downward trend in caseload management and securing positive outcomes for those

#### 4. Impact and risks of proposal

who approach the service. This cut will not have a negative impact on the service or support being offered to those customers who approach and is a result of the housing team securing efficiencies in the way the services are delivered that benefits customers. The risk will be a spike in the numbers of custoers presenting.

#### Outline risks associated with proposal and mitigating actions to be taken:

##### No Recourse to Public Funds

There is a risk that the demand on the NRtPF team will increase over FY20/21, particularly due to the currently unknown possible implications of Brexit. For example; in relation to the currently unknown impact of a new immigration system on particular groups, a possible rise in EU nationals with the right to remain but with no entitlement to imcome based benefits, and lack of certainty as to rights of particular groups under a no-deal scenario and when/if free movement ends. It is for this reason that the proposed service cuts of £1m takes into account possible changes in demand over the year.

5. Financial information				
Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	28,746	23,201	5,545	
HRA				
DSG				
Health				
Cuts proposed*:	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
No Recourse to Public Funds (CYP Budget)		1,000		1,000
<b>Total</b>		1,000		1,000
<b>% of Net Budget</b>		18%	%	18%
Does proposal impact on: Yes / No	General Fund	DSG	HRA	Health
Y	N	N	N	
If DSG, HRA, Health impact describe:				

#### 6. Impact on Corporate priorities

Main priority	Second priority	Corporate priorities
2		<ol style="list-style-type: none"> <li>1. Open Lewisham</li> <li>2. Tackling the Housing Crisis</li> <li>3. Giving Children and young people the best start in life</li> <li>4. Building an inclusive local economy</li> <li>5. Delivering and defending: health, social care &amp; support</li> <li>6. Making Lewisham greener</li> <li>7. Building safer communities</li> </ol>
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative	
Neutral		

<b>6. Impact on Corporate priorities</b>		
<b>Level of impact on main priority – High / Medium / Low</b>	<b>Level of impact on second priority – High / Medium / Low</b>	<b>8. Good governance and operational effectiveness</b>

<b>7. Ward impact</b>		
<b>Geographical impact by ward:</b>	<b>No specific impact / Specific impact in one or more</b>	
	<b>No specific impact</b>	
	<b>If impacting one or more wards specifically – which?</b>	

<b>8. Service equalities impact</b>			
<b>Expected impact on service equalities for users – High / Medium / Low or N/A</b>			
<b>Ethnicity:</b>	Medium	<b>Pregnancy / Maternity:</b>	N/A
<b>Gender:</b>	Medium	<b>Marriage &amp; Civil Partnerships:</b>	N/A
<b>Age:</b>	N/A	<b>Sexual orientation:</b>	N/A
<b>Disability:</b>	N/A	<b>Gender reassignment:</b>	N/A
<b>Religion / Belief:</b>	N/A	<b>Overall:</b>	
<b>For any High impact service equality areas please explain why and what mitigations are proposed:</b>			
As identified previously in relation to the already agreed cuts, a proportionately large number of BAME households & women engage with the Council's homelessness service.			
The additional cut being proposed for 2020/21 have no new negative equalities implications for service users, as none of the cuts proposed will have a negative impact on the level, quality or standard of service being provided to service users. The No Recourse to Public Funds proposed cut reflects the downward trend in caseload and positive outcomes for those who approach the service as a result of the work and support provided by the team. This cut will not change the service or support being offered to those who approach the NRtPF team.			
<b>Is a full service equalities impact assessment required: Yes / No</b>			No

<b>9. Human Resources impact</b>	
<b>Will this cuts proposal have an impact on employees: Yes / No</b>	No

<b>10. Legal implications</b>	
<b>State any specific legal implications relating to this proposal:</b>	
No	

<b>11. Summary timetable</b>	
<b>Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:</b>	
<b>Month</b>	<b>Activity</b>
May to July 2019	Proposals prepared ( <b>this template and supporting papers – e.g. draft public consultation paper, equalities assessment and initial HR considerations</b> )

**11. Summary timetable**

<b>August 2019</b>	Proposals submitted to Scrutiny committees leading to M&C
<b>September 2019</b>	Scrutiny meetings held with consultations ongoing
<b>October 2019</b>	Proposals to M&C, including Equality & HR assessments
<b>November to December 2019</b>	Consultations undertaken and full decision reports (where required) prepared
<b>January 2020</b>	Decision reports return to Scrutiny at the latest
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>March 2020</b>	Cuts implemented

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Operational cuts in the Private Sector Housing Agency through service improvements
<b>Reference:</b>	CUS16
<b>Directorate:</b>	Customer Services
<b>Director of Service:</b>	Director of Housing, Madeleine Jeffery
<b>Service/Team area:</b>	Strategic Housing
<b>Cabinet portfolio:</b>	Cabinet member for Housing – Cllr Paul Bell
<b>Scrutiny Ctte(s):</b>	Housing Select Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision Yes / No</b>	<b>Public Consultation Yes / No</b>	<b>Staff Consultation Yes / No</b>
Operational cuts in the Private Sector Housing Agency through service improvements and reduction in enforcement budget: <b>£175k</b>	No	No	No

### **3. Description of service area and proposal**

#### **Description of the service area (functions and activities) being reviewed:**

The Housing Division has consistently delivered on its cuts targets over the last 5 years totalling £1.5m or 28% of the total division net budget. It is committed to deliver the cuts agreed for this financial year of £405k and deliver the existing commitment of £696k for 2020/2021, despite the service being under real pressure in our homelessness services.

There are three main areas considered in this proposal are:

1. Homelessness Services (no further cuts proposed)
2. **Private Rented Sector Agency (PHSA) - £175k**

#### Service Area 1: Homelessness Services

The Council accommodates almost 2,200 households in various forms of Temporary Accommodation (TA), of which c700 are in “nightly paid” TA which is the most expensive and poorest quality. This is an increase on the previous years. The numbers in all forms of TA has increased every year over the last 10 years as the housing crisis in London deepens. In addition Lewisham, in common with all London Boroughs, has seen very real increases in homelessness demand not just in numbers of households presenting and requiring support but in requirements on the service coming from the 2018 Homeless Reduction Act (HRAct). This legislation is the most radical housing legislation in over 40 years. The service is facing very real pressures now and into the future.

For this reason, beyond the cuts already agreed for 19/20 and 20/21, no further cuts in this area are proposed at this time. This until the changes from new legislation have settled and future funding arrangements from government are confirmed.

#### Service Area 2: Private Rented Sector Agency - £175k

The Private Rented Sector Agency (PSHA) works to regulate and enforce in the private rented sector; tackle empty homes; provide grants and loans to enable

### **3. Description of service area and proposal**

vulnerable residents to live safely and independently in their homes; improve privately owned homes where funds are not available; and procure new accommodation for use as temporary accommodation to meet temporary housing need across the council.

The licensing and housing enforcement service in the Agency are currently preparing to submit an application to MHCLG to extend the current licensing programmes to an all Borough scheme to deliver on one of the corporate commitments for housing . This would transform the work of the service and move the team from licensing 500 properties to over 30,000. As part of this work to get the service ready for the future, as well as deliver on income targets this year, service improvements are underway through improvements to ICT, data analysis and business processes.

In addition, an expansion of the enforcement tools available to the service will streamline lower level housing enforcement and enable cuts to be offered in the next year. It is these service improvements and enforcement changes that will deliver our cuts proposal of a total of £175k.

#### **Cuts proposal\***

##### **Private Sector Housing Agency**

It is proposed that the Council makes cuts to the Private Sector Housing Agency budget through changes to the way in which the service carries out its enforcement duties, as well as driving cuts through service improvement delivered through new ICT and data analytics, business process improvements and rationalising budgets.

In 2018/19 the PSHA were successful in licensing 477 properties, a 31% increase in the position as at the end of 2017/18. The Council is currently consulting on an extension to its additional HMO licensing scheme, and on the introduction of a selective licensing scheme that would introduce mandatory licensing for over 30,000 privately rented homes in Lewisham. If this is approved then the service will undergo a radical transformation increasing its operational services and staffing substantially alongside an upgraded ICT system. It is from this business transformation already underway that these additional cuts of £125k will be delivered with no negative impact on the operation of the service or staffing.

The service will also make better use of new methods of delivering enforcement, particularly civil penalty notices which enable officers to take speedy, effective action where appropriate. The use of such methods is also more cost efficient than existing methods and means that the service is able to realise a cut to the existing budget in this area of £50k.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

No negative impacts on customers or staff across all proposals.

The service transformation in the PSHA is part of a service improvement programme that includes an ICT project that will introduce a new system that will be able to cope with the demands of the new service and meet the requirement to potentially licence over 30,000 PRS homes in the Borough. Improvements to service design will deliver improvements to the services to landlords and tenants. There is limited risk here as

#### 4. Impact and risks of proposal

service improvements will be introduced even if the borough wide licensing scheme is not agreed.

#### Outline risks associated with proposal and mitigating actions to be taken:

Minimal risks associated with the cut of £125k. This is linked to service improvement, new ICT and the expansion of the licensing service.

The £50k cut from the enforcement budget will only be a risk if the numbers of enforcements does not increase and with a proposed radical expansion of the licensing scheme this is very unlikely and is mitigated by being conservative with the estimate of the scale of enforcement using this new tool that will be undertaken.

#### 5. Financial information

Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	28,746	23,201	5,545	
HRA				
DSG				
Health				
Cuts proposed*:	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
Private Sector Housing Agency: operational and enforcement cuts		175		175
<b>Total</b>		175		175
<b>% of Net Budget</b>	<b>%</b>	<b>3%</b>	<b>%</b>	<b>3%</b>
Does proposal impact on:	General Fund	DSG	HRA	Health
Yes / No	Y	N	N	N
If DSG, HRA, Health impact describe:				

#### 6. Impact on Corporate priorities

Main priority	Second priority	Corporate priorities
2		1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative	
Neutral		
Level of impact on main priority – High / Medium / Low	Level of impact on second priority – High / Medium / Low	

## 6. Impact on Corporate priorities

7. Ward impact			
Geographical impact by ward:	No specific impact / Specific impact in one or more wards		
	No specific impact		
	If impacting one or more wards specifically – which?		

## 8. Service equalities impact

Expected impact on service equalities for users – High / Medium / Low or N/A

Ethnicity:	Medium	Pregnancy / Maternity:	N/A
Gender:	Medium	Marriage & Civil Partnerships:	N/A
Age:	N/A	Sexual orientation:	N/A
Disability:	N/A	Gender reassignment:	N/A
Religion / Belief:	N/A	Overall:	

For any High impact service equality areas please explain why and what mitigations are proposed:

As identified previously in relation to the already agreed cuts, a proportionately large number of BAME households & women engage with the Council's homelessness service.

The additional cuts being proposed for 2020/21 have no new negative equalities implications for service users, as none of the cuts proposed will have a negative impact on the level, quality or standard of service being provided to service users.

Is a full service equalities impact assessment required: Yes / No	No
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## 9. Human Resources impact

Will this cuts proposal have an impact on employees: Yes / No	No
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## 10. Legal implications

State any specific legal implications relating to this proposal:

No

## 11. Summary timetable

Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:

Month	Activity
May to July 2019	Proposals prepared
August 2019	Proposals submitted to Scrutiny committees leading to M&C
September 2019	Scrutiny meetings held with consultations ongoing
October 2019	Proposals to M&C, including Equality & HR assessments
November to December 2019	Consultations undertaken and full decision reports (where required) prepared
January 2020	Decision reports return to Scrutiny at the latest
February 2020	Final decisions at M&C with the Budget
March 2020	Cuts implemented

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Nursery Lettings
<b>Reference:</b>	RES20
<b>Directorate:</b>	Housing, Regeneration & Environment
<b>Director of Service:</b>	Freddie Murray
<b>Service/Team area:</b>	Property, Asset Strategy & Estates
<b>Cabinet portfolio:</b>	Mayor
<b>Scrutiny Ctte(s):</b>	Sustainable Development Select Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision</b>	<b>Public Consultation</b>	<b>Staff Consultation</b>
	<b>Yes / No</b>	<b>Yes / No</b>	<b>Yes / No</b>
Nursery Lettings – £100k	No	No	No

### **3. Description of service area and proposal**

#### **Description of the service area (functions and activities) being reviewed:**

The Regeneration & Place Division leads on shaping the transformation of Lewisham as a place. The Division has played a key role in delivering some of the successes of the past four years, and an even more important role in delivering a significant part of the Council's Corporate Strategy, including:

- Working to unlock and drive opportunities to deliver 1,000 new Council homes;
- Taking a lead role in the delivery of the Besson Street private rented sector (PRS) development and unlock the next opportunities for developments like it;
- Managing the Council's non-housing asset portfolio, operational and commercial;
- Continue to deliver the Council's capital delivery programme, including the delivery of new school places and improvements to existing schools to improve the quality of the built environment for our school children;
- Leading on ensuring the delivery of the Bakerloo Line Extension (BLE) to Lewisham and beyond;
- Take a lead role on the Council's Air Quality agenda and lead on enhancing modes of sustainable transport including delivery of new segregated cycle routes through the Borough;
- Lead on the Council's response to the climate emergency and exploring environmental and income generating opportunities such as the development of a heat network in the Borough, and models for publicly owned energy supply companies.

The Division has seen substantial change over the past 5-7 years, with more than a 50% reduction in its net budget over that time, in part due to a reduction of more than 50% in the size of the Corporate Estate. Costs remain relatively stable, although they are, on the whole, asset based whether it's highways or property. Over time, the amount of revenue we spend in these areas has reduced significantly but, unless we decide corporately to close buildings, then these costs will remain and in all likelihood grow as utility, business rates and London Living Wage costs continue to grow. In addition an ever aging estate becomes more costly in the long run to maintain.

One of the key areas for income generation is from the Commercial Estate, which is managed by the Estates Team in the Property, Asset Strategy and Estates service area.

### **3. Description of service area and proposal**

This remains a challenging area for the Division, not only does the continued performance of the portfolio rely on prevailing market conditions, but it is also sensitive to changes in corporate direction. As a result, even existing targets have to be considered as at risk.

There are no proposals to review this service or team itself but look to mitigate existing pressures by further growth of the value of the estate that they manage, looking in particular at opportunities both to invest in the estate and to review the level of rents charged for nursery space in Council buildings.

#### **Cuts proposal\***

##### **Nursery lettings - £105k**

Reviewing all nursery lettings where we grant concessionary rents to nursery providers operating from Council buildings, and bring these rents up to market levels. Such a review of nursery providers in Council buildings would grow the income from the Council's estate, consistent with members expectations of services to be more commercial.

There are 27 private nurseries in Council owned properties within the Borough and the vast majority of these are let on full commercial leases. However, four nurseries have been identified that are let on less formal arrangements (Licences, Tenancies at Will etc.) at rents that are significantly below market value. These are in Ladywell, Telegraph Hill, Evelyn and Lewisham Central wards.

The total passing rents for these four nurseries are £30,895 per annum and the total market rent is estimated to be circa £125,000. The Estates team will implement these negotiations in accordance with the requirements of the existing agreements, and will enact these changes in line with the scheme of delegation.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

No impact to service users, partners or other Council services. There are always risks around prevailing market conditions, and where the Council is subject to rent charges itself.

In terms of the nurseries, these are concessionary nurseries and more work would need to be done with CYP and potentially EIAs undertaken to understand the nature and make up of the users of these nurseries, as putting them on fully commercial rates could result in those nurseries going out of business. A small number of cases every year where tenants make representations as to the level of their rent, particularly where they are voluntary sector organisations providing services, and these representations are assessed on a case by case basis.

#### **Outline risks associated with proposal and mitigating actions to be taken:**

As above, mitigation for the nurseries would require further work with colleagues in CYP and Early Years.

5. Financial information				
Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	49,900	42,100	7,800	
HRA				
DSG				
Health				
Cuts proposed*: 2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000	
Nursery Lettings		100		100
<b>Total</b>		100		100
% of Net Budget	%	1%	%	1%
Does proposal impact on: Yes / No	General Fund	DSG	HRA	Health
Yes				
If DSG, HRA, Health impact describe:				

6. Impact on Corporate priorities				
Main priority	Second priority	Corporate priorities		
8	4	1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness		
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative			
Positive	Neutral			
Level of impact on main priority – High / Medium / Low	Level of impact on second priority – High / Medium / Low			
Medium	Low			

7. Ward impact				
Geographical impact by ward:	No specific impact / Specific impact in one or more wards			
	<b>If impacting one or more wards specifically – which?</b> All wards			

8. Service equalities impact				
Expected impact on service equalities for users – High / Medium / Low or N/A				
Ethnicity:	N/A	Pregnancy / Maternity:	N/A	
Gender:	N/A	Marriage & Civil Partnerships:	N/A	
Age:	TBC	Sexual orientation:	N/A	
Disability:	N/A	Gender reassignment:	N/A	
Religion / Belief:	N/A	Overall:	TBC	

**8. Service equalities impact**

**For any High impact service equality areas please explain why and what mitigations are proposed:**

An Equalities Impact Assessment may need to be carried out to assess the possible impact of the proposal to bring all concessionary nurseries up to a market rent level.

**Is a full service equalities impact assessment required: Yes / No**

TBC

**9. Human Resources impact**

**Will this cuts proposal have an impact on employees: Yes / No**

No

**10. Legal implications**

**State any specific legal implications relating to this proposal:**

TBC

**11. Summary timetable**

**Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:**

<b>Month</b>	<b>Activity</b>
<b>May to July 2019</b>	Proposals prepared ( <b>this template and supporting papers – e.g. draft public consultation paper, equalities assessment and initial HR considerations</b> )
<b>August 2019</b>	Proposals submitted to Scrutiny committees leading to M&C
<b>September 2019</b>	Scrutiny meetings held with consultations ongoing
<b>October 2019</b>	Proposals to M&C, including Equality & HR assessments
<b>November to December 2019</b>	Consultations undertaken and full decision reports (where required) prepared
<b>January 2020</b>	Decision reports return to Scrutiny at the latest
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>March 2020</b>	Cuts implemented

## Appendix 3: Corporate Services Proposals

<b>1. Cuts proposal</b>			
<b>Proposal title:</b>		Process automation in Revenues and Benefits	
<b>Reference:</b>		CUS11a	
<b>Directorate:</b>		Corporate Services	
<b>Director of Service:</b>		Ralph Wilkinson	
<b>Service/Team area:</b>		Public Services / Revenues and Benefits	
<b>Cabinet portfolio:</b>		Cllr De Ryk / Cllr Dromey	
<b>Scrutiny Ctte(s):</b>		Public Accounts Committee	
<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision</b>	<b>Public Consultation</b>	<b>Staff Consultation</b>
	<b>Yes / No</b>	<b>Yes / No</b>	<b>Yes / No</b>
Automation - £0.5m	No	No	TBC
<b>3. Description of service area and proposal</b>			
<b>Description of the service area (functions and activities) being reviewed:</b>			
The Reveues Service administers and collects Council Tax, Business Rates, HB overpayments, sundry debt and processes all financial transactions. The Benefits Service administers Housing Benefit, Council Tax Reduction, adult social care financial assessments and concessionary awards.			
<b>Cuts proposal*</b>			
<p>The Revenues and Benefits service updated its online forms in preparation for the implementation of automated processing of new claims and changes for Housing Benefit and for Council Tax discounts, moves and direct debit set up.</p> <p>If successful, as anticipated, the Council could further improve the speed of processing and reduce costs. The use of further automated processing will require investment in technology and staff to support it. Investment could lead to other processes being identified for automation but these are not included in cuts.</p> <p>A cut of £250K has already been agreed for 2020/21. This proposal increases that cut by a further £500K in 2021/22.</p>			
<b>4. Impact and risks of proposal</b>			
<b>Outline impact to service users, partners, other Council services and staff:</b>			
<p>There is no negative impact on service users and partners. There may be an impact on staff as the number needed for processing is expected to reduce and there will be a lower number of new roles needed to oversee and manage the automation.</p> <p>However, in the first instance, the focus is on proving and scaling the operational and service efficiencies from automation before considering the future service design.</p>			
<b>Outline risks associated with proposal and mitigating actions to be taken:</b>			
<p>There is a risk that the investment will not result in the projected return. The technology is new and has not been widely applied in this area before. To mitigate this the project team will review services where this technology has already been deployed to learn from their experience to reduce the risks.</p>			

5. Financial information				
Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	7,634	(6,198)	1,436	
HRA				
DSG				
Health				
Cuts proposed*:	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
CUS11a – automation of revs and bens			500	500
<b>Total</b>		0	500	500
<b>% of Net Budget</b>		%	34.8%	34.8%
Does proposal impact on: Yes / No	General Fund	DSG	HRA	Health
Y	N	N	N	
If DSG, HRA, Health impact describe:				

## 6. Impact on Corporate priorities

Main priority	Second priority	Corporate priorities
8		1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative	
Positive		
Level of impact on main priority – High / Medium / Low	Level of impact on second priority – High / Medium / Low	
High		

## 7. Ward impact

Geographical impact by ward:	No specific impact / Specific impact in one or more
	No specific impact
	If impacting one or more wards specifically – which?

## 8. Service equalities impact

### Expected impact on service equalities for users – High / Medium / Low or N/A

Ethnicity:	n/a	Pregnancy / Maternity:	n/a
Gender:	n/a	Marriage & Civil Partnerships:	n/a
Age:	n/a	Sexual orientation:	n/a
Disability:	n/a	Gender reassignment:	n/a
Religion / Belief:	n/a	Overall:	n/a

## 8. Service equalities impact

For any High impact service equality areas please explain why and what mitigations are proposed:

Note: This proposal has a positive impact on equalities for residents. The automation of these processes will mean that as soon as the Council has all of the information it needs the transaction will be processed and there will be no delays. This will reduce the length of time it takes to receive benefits and provide a longer time for people to pay their Council Tax/rent.

Is a full service equalities impact assessment required: Yes / No

No

## 9. Human Resources impact

Will this cuts proposal have an impact on employees: Yes / No

Workforce profile:

Posts	Headcount in post	FTE in post	Establishment posts	Vacant	
				Agency / Interim cover	Not covered
Scale 1 – 2					
Scale 3 – 5					
Sc 6 – SO2	71				
PO1 – PO5	5				
PO6 – PO8					
SMG 1 – 3					
JNC					
Total					
Gender	Female	Male			
	58	18			
Ethnicity	BME	White	Other	Not Known	
	39	35		2	
Disability	Yes	No			
	4	72			
Sexual orientation	Straight / Heterosex.	Gay / Lesbian	Bisexual	Not disclosed	
	19			57	

## 10. Legal implications

State any specific legal implications relating to this proposal:

None

## 11. Summary timetable

Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:

Month	Activity
May to July 2019	Proposals prepared ( <b>this template and supporting papers</b> – e.g. draft public consultation paper, equalities assessment and initial HR considerations)
August 2019	Proposals submitted to Scrutiny committees leading to M&C
September 2019	Scrutiny meetings held with consultations ongoing
October 2019	Proposals to M&C, including Equality & HR assessments

<b>11. Summary timetable</b>	
<b>November to December 2019</b>	Consultations undertaken and full decision reports (where required) prepared
<b>January 2020</b>	Decision reports return to Scrutiny at the latest
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>March 2020</b>	Cuts implemented

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Parking service budget review
<b>Reference:</b>	CUS14a
<b>Directorate:</b>	Corporate Services
<b>Director of Service:</b>	Ralph Wilkinson
<b>Service/Team area:</b>	Public Services / Parking
<b>Cabinet portfolio:</b>	Cllr Dacres / Cllr McGeevor
<b>Scrutiny Cttee(s):</b>	Public Accounts Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision</b>	<b>Public Consultation</b>	<b>Staff Consultation</b>
	<b>Yes / No</b>	<b>Yes / No</b>	<b>Yes / No</b>
Parking service budget review £0.5m	No	No	No

### **3. Description of service area and proposal**

#### **Description of the service area (functions and activities) being reviewed:**

The Parking Service is responsible for the management of the Council's parking arrangements on street, in controlled parking zones and in car parks. The service is delivered via a contract with NSL Ltd. The service is also responsible for some moving traffic offences on borough roads.

#### **Cuts proposal\***

The demand for parking across the borough continues to increase and as a consequence so does the requirement for controlled parking zones which are continuing to increase in numbers. This is resulting in increased permit sales and increased enforcement action. A review of the budget has identified that the service is able to offer up £500k of income.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

There is no impact on service users, partners and staff.

#### **Outline risks associated with proposal and mitigating actions to be taken:**

There is a risk that over time the budgeted income may change. Budgets will be monitored closely.

<b>5. Financial information</b>				
<b>Controllable budget: General Fund (GF)</b>	<b>Spend £'000</b>	<b>Income £'000</b>	<b>Net Budget £'000</b>	
	3,011	(8,821)	(5,810)	
HRA				
DSG				
Health				
<b>Cuts proposed*:</b>	<b>2019/20 £'000</b>	<b>2020/21 £'000</b>	<b>2021/22 £'000</b>	<b>Total £'000</b>
Income review		500		500
<b>Total</b>		500	0	500

<b>5. Financial information</b>				
<b>% of Net Budget</b>		8.6%	%	8.6%
<b>Does proposal impact on:</b>	<b>General Fund</b>	<b>DSG</b>	<b>HRA</b>	<b>Health</b>
<b>Yes / No</b>	Y	N	N	N
<b>If DSG, HRA, Health impact describe:</b>				

<b>6. Impact on Corporate priorities</b>				
<b>Main priority</b>	<b>Second priority</b>	<b>Corporate priorities</b>		
8	7	1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness		
<b>Impact on main priority – Positive / Neutral / Negative</b>	<b>Impact on second priority – Positive / Neutral / Negative</b>			
Positive	Positive			
<b>Level of impact on main priority – High / Medium / Low</b>	<b>Level of impact on second priority – High / Medium / Low</b>			
High	High			

<b>7. Ward impact</b>				
<b>Geographical impact by ward:</b>	<b>No specific impact / Specific impact in one or more wards</b>			
No specific impact as parking controls exist across the borough				
<b>If impacting one or more wards specifically – which?</b>				

<b>8. Service equalities impact</b>				
<b>Expected impact on service equalities for users – High / Medium / Low or N/A</b>				
<b>Ethnicity:</b>	Low	<b>Pregnancy / Maternity:</b>	Low	
<b>Gender:</b>	Low	<b>Marriage &amp; Civil Partnerships:</b>	Low	
<b>Age:</b>	Low	<b>Sexual orientation:</b>	Low	
<b>Disability:</b>	Low	<b>Gender reassignment:</b>	Low	
<b>Religion / Belief:</b>	Low	<b>Overall:</b>	Low	
<b>For any High impact service equality areas please explain why and what mitigations are proposed:</b>				
n/a				
<b>Is a full service equalities impact assessment required: Yes / No</b>				No

<b>9. Human Resources impact</b>				
<b>Will this cuts proposal have an impact on employees: Yes / No</b>				<b>No</b>

<b>10. Legal implications</b>				
<b>State any specific legal implications relating to this proposal:</b>				
None				

## **10. Legal implications**

### **11. Summary timetable**

**Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:**

<b>Month</b>	<b>Activity</b>
<b>May to July 2019</b>	Proposals prepared ( <b>this template and supporting papers – e.g. draft public consultation paper, equalities assessment and initial HR considerations</b> )
<b>August 2019</b>	Proposals submitted to Scrutiny committees leading to M&C
<b>September 2019</b>	Scrutiny meetings held with consultations ongoing
<b>October 2019</b>	Proposals to M&C, including Equality & HR assessments
<b>November to December 2019</b>	Consultations undertaken and full decision reports (where required) prepared
<b>January 2020</b>	Decision reports return to Scrutiny at the latest
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>March 2020</b>	Cuts implemented

<b>1. Cuts proposal</b>	
<b>Proposal title:</b>	Cut from non-allocation of non-pay inflation
<b>Reference:</b>	RES21 and RES22
<b>Directorate:</b>	Corporate Services
<b>Director of Service:</b>	Director of Corporate Resources
<b>Service/Team area:</b>	Strategic Finance
<b>Cabinet portfolio:</b>	Cabinet member for Finance and Resources
<b>Scrutiny Cttee(s):</b>	Public Accounts Committee

<b>2. Decision Route</b>			
<b>Cuts proposed:</b>	<b>Key Decision</b> Yes / No	<b>Public Consultation</b> Yes / No	<b>Staff Consultation</b> Yes / No
<b>RES21:</b> Cuts generated through not allocating inflation uplift to contract costs: <b>£1,000k</b>	No	No	No
<b>RES22:</b> Cuts generated through the improved ICT provision, leading to operational efficiencies: <b>£1,500k</b>	No	No	No

<b>3. Description of service area and proposal</b>	
<b>Description of the service area (functions and activities) being reviewed:</b>	
In the annual budget build process an allowance is made for a 2.5% of non-pay inflation growth in services.	
In addition, in recent years the Council has made significant corporate investments in the core technology infrastructure (as part of the Shared Service) and staff equipment (through the smarter technology programme) to support services achieve efficiencies through productivity returns.	
<b>Cuts proposal*</b>	
To make an efficiency cut in the 20/21 budget by not allocating out the non-pay inflation growth of approximately £2.5m. This will be achieved by not providing <ol style="list-style-type: none"> <li>1. £1.0m of inflation growth to contract spending</li> <li>2. £1.5m of inflation as a return for the Council's investment in technology</li> </ol>	
<b>Contract inflation</b>	
Officers across all services which commission or procure goods, works and services for delivery from external providers are effectively managing these contracts to ensure that annual inflation and price uplifts are either not provided for within the contract terms and conditions or, if they are, the pressure is mitigated through a combination of demand management and operational efficiencies as providers work with the Council.	
This allows for £1m of centrally held budget for inflation uplifts to not be allocated to services in 2020/21.	
<b>Technology – return on investment</b>	
Officers across the Council have previously assumed the delivery of ICT developments and upgrades which would enable improved service delivery and increased efficiency	

### **3. Description of service area and proposal**

and effectiveness, allowing services to deliver improved services at reduced running costs.

The programme of investment in ICT experienced slippage which has now been largely caught up with the underlying service performing much better than previously, being more resilient and secure, and officers having the right equipment to enable them to work more productively. This allows for £1.5m of centrally held budget for inflation in return for efficiency pressures not to be allocated to services in 2020/21.

### **4. Impact and risks of proposal**

#### **Outline impact to service users, partners, other Council services and staff:**

No negative impacts on service users, partners, customers or staff across both proposals.

#### **Outline risks associated with proposal and mitigating actions to be taken:**

The risks on contract inflation are:

- That newer contracts being signed will not include the same favourable T&Cs which limit and restrict inflation increases;
- That demand increases and contracts are varied to increase the spend to meet this, creating budget pressures on contracted services; and
- That the commitment to the London Living Wage (LLW) and other improved employment terms (e.g. Ethical Care Charter) cannot be managed within agreed contract prices.

Mitigations for these risks include the support for services from the procurement and legal services teams to assist services with commercial negotiations, advising on contract performance management, and drawing up contractual terms. This is consistent with the expectation of Members that officers should be more commercial in their mindset and approach to operational risks.

The risks on ICT lead operational efficiencies are:

- That the current improvements are not sustained nor effectively adopted within services and that further operational pressures arise that ICT cannot alleviate or assist in the mitigation of.

Mitigations to these risks are that the ICT service continues to strengthen the relationship with and performance of the shared service to deliver availability, speed and security across the IT estate. The better office programme and smarter working project continue to offer training and support to managers and staff to assist them work more flexibly and productively with the tools that technology now provides.

### **5. Financial information**

Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	2,500		2,500	
HRA				
DSG				
Health				

5. Financial information				
Cuts proposed*: £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
Contract inflation		1,000		1,000
ICT Efficiencies		1,500		1,500
<b>Total</b>		2,500		2,500
<b>% of Net Budget</b>		100%		100%
<b>Does proposal impact on:</b>	<b>General Fund</b>	<b>DSG</b>	<b>HRA</b>	<b>Health</b>
Yes / No	Y	N	N	N
If DSG, HRA, Health impact describe:				

## 6. Impact on Corporate priorities

Main priority	Second priority	Corporate priorities
8		1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness
Impact on main priority – Positive / Neutral / Negative	Impact on second priority – Positive / Neutral / Negative	
Neutral		
Level of impact on main priority – High / Medium / Low	Level of impact on second priority – High / Medium / Low	
Medium		

## 7. Ward impact

Geographical impact by ward:	No specific impact / Specific impact in one or more wards
	No specific impact
	If impacting one or more wards specifically – which?

## 8. Service equalities impact

Expected impact on service equalities for users – High / Medium / Low or N/A

Ethnicity:	N/A	Pregnancy / Maternity:	N/A
Gender:	N/A	Marriage & Civil Partnerships:	N/A
Age:	N/A	Sexual orientation:	N/A
Disability:	N/A	Gender reassignment:	N/A
Religion / Belief:	N/A	Overall:	

For any High impact service equality areas please explain why and what mitigations are proposed:

There are no equalities implications as these cuts are not linked to front line service delivery nor directly impacting staffing.

**8. Service equalities impact**

Is a full service equalities impact assessment required: Yes / No

**9. Human Resources impact**

Will this cuts proposal have an impact on employees: Yes / No

**10. Legal implications**

State any specific legal implications relating to this proposal:

 No**11. Summary timetable**

Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc..), implementation:

Month	Activity
May to July 2019	Proposals prepared – this template only as no further supporting papers are required.
August 2019	Proposals submitted to Scrutiny committees leading to M&C
September 2019	Scrutiny meetings held with consultations ongoing
October 2019	Proposals to M&C, no additional Equality & HR assessments needed
January 2020	Decision reports return to Scrutiny at the latest – not expected to be required
February 2020	Final decisions at M&C with the Budget
March 2020	Cuts implemented

## **APPENDICES 4 to 9**

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## **Appendix 4**



### **Making fair financial decisions Guidance for decision-makers**

3<sup>rd</sup> edition, January 2015

## **Introduction**

With major reductions in public spending, public authorities in Britain are being required to make difficult financial decisions. This guide sets out what is expected of you as a decision-maker or leader of a public authority responsible for delivering key services at a national, regional and/or local level, in order to make such decisions as fair as possible.

The public sector equality duty (the equality duty) does not prevent you from making difficult decisions such as reorganisations and relocations, redundancies, and service reductions, nor does it stop you from making decisions which may affect one group more than another group. The equality duty enables you to demonstrate that you are making financial decisions in a fair, transparent and accountable way, considering the needs and the rights of different members of your community. This is achieved through assessing the impact that changes to policies, procedures and practices could have on people with different protected characteristics.

Assessing the impact on equality of proposed changes to policies, procedures and practices is not just something that the law requires, it is a positive opportunity for you as a public authority leader to ensure you make better decisions based on robust evidence.

## **What the law requires**

Under the equality duty (set out in the Equality Act 2010), public authorities must have ‘due regard’ to the need to eliminate unlawful discrimination, harassment and victimisation as well as to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.

The protected characteristics covered by the equality duty are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also covers marriage and civil partnerships, but only in respect of eliminating unlawful discrimination.

The law requires that public authorities demonstrate that they have had ‘due regard’ to the aims of the equality duty in their decision-making. Assessing the potential impact on equality of proposed changes to policies, procedures and practices is one of the key ways in which public authorities can demonstrate that they have had ‘due regard’.

It is also important to note that public authorities subject to the equality duty are also likely to be subject to the Human Rights Act 1998. We would therefore recommend that public authorities consider the potential impact their decisions could have on human rights.

## Aim of this guide

This guide aims to assist decision-makers in ensuring that:

- The process they follow to assess the impact on equality of financial proposals is robust, and
- The impact that financial proposals could have on people with protected characteristics is thoroughly considered before any decisions are arrived at.

We have also produced detailed guidance for those responsible for assessing the impact on equality of their policies, which is available on our website at [www.equalityhumanrights.com](http://www.equalityhumanrights.com)

## The benefits of assessing the impact on equality

By law, your assessments of impact on equality must:

- Contain enough information to enable a public authority to demonstrate it has had 'due regard' to the aims of the equality duty in its decision-making
- Consider ways of mitigating or avoiding any adverse impacts.

Such assessments do not have to take the form of a document called an equality impact assessment. If you choose not to develop a document of this type, then some alternative approach which systematically assesses any adverse impacts of a change in policy, procedure or practice will be required.

Assessing impact on equality is not an end in itself and it should be tailored to, and be proportionate to, the decision that is being made.

Whether it is proportionate for an authority to conduct an assessment of the impact on equality of a financial decision or not depends on its relevance to the authority's particular function and its likely impact on people with protected characteristics.

We recommend that you document your assessment of the impact on equality when developing financial proposals. This will help you to:

- **Ensure you have a written record of the equality considerations** you have taken into account.
- **Ensure that your decision includes a consideration of the actions that would help to avoid or mitigate any impacts on particular protected characteristics.** Individual decisions should also be informed by the wider context of decisions in your own and other relevant public authorities, so that people with particular protected characteristics are not unduly affected by the cumulative effects of different decisions.

- **Make your decisions based on evidence:** a decision which is informed by relevant local and national information about equality is a better quality decision. Assessments of impact on equality provide a clear and systematic way to collect, assess and put forward relevant evidence.
- **Make the decision-making process more transparent:** a process which involves those likely to be affected by the policy, and which is based on evidence, is much more open and transparent. This should also help you secure better public understanding of the difficult decisions you will be making in the coming months.
- **Comply with the law:** a written record can be used to demonstrate that due regard has been had. Failure to meet the equality duty may result in authorities being exposed to costly, time-consuming and reputation-damaging legal challenges.

## **When should your assessments be carried out?**

Assessments of the impact on equality must be carried out at a **formative stage** so that the assessment is an integral part of the development of a proposed policy, not a later justification of a policy that has already been adopted. Financial proposals which are relevant to equality, such as those likely to impact on equality in your workforce and/or for your community, should always be subject to a thorough assessment. This includes proposals to outsource or procure any of the functions of your organisation. The assessment should form part of the proposal, and you should consider it carefully **before** making your decision.

If you are presented with a proposal that has not been assessed for its impact on equality, you should question whether this enables you to consider fully the proposed changes and its likely impact. Decisions not to assess the impact on equality should be fully documented, along with the reasons and the evidence used to come to this conclusion. This is important as authorities may need to rely on this documentation if the decision is challenged.

It is also important to remember that the potential impact is not just about numbers. Evidence of a serious impact on a small number of individuals is just as important as something that will impact on many people.

## **What should I be looking for in my assessments?**

Assessments of impact on equality need to be based on relevant information and enable the decision-maker to understand the equality implications of a decision and any alternative options or proposals.

As with everything, proportionality is a key principle. Assessing the impact on equality of a major financial proposal is likely to need significantly more effort and resources dedicated to ensuring effective engagement, than a simple assessment of a proposal to save money by changing staff travel arrangements.

There is no prescribed format for assessing the impact on equality, but the following questions and answers provide guidance to assist you in determining whether you consider that an assessment is robust enough to rely on:

- Is the purpose of the financial proposal clearly set out?**

A robust assessment will set out the reasons for the change; how this change can impact on protected groups, as well as whom it is intended to benefit; and the intended outcome. You should also think about how individual financial proposals might relate to one another. This is because a series of changes to different policies or services could have a severe impact on particular protected characteristics.

Joint working with your public authority partners will also help you to consider thoroughly the impact of your joint decisions on the people you collectively serve.

**Example:** A local authority takes separate decisions to limit the eligibility criteria for community care services; increase charges for respite services; scale back its accessible housing programme; and cut concessionary travel. Each separate decision may have a significant effect on the lives of disabled residents, and the cumulative impact of these decisions may be considerable. This combined impact would not be apparent if the decisions were considered in isolation.

- **Has the assessment considered available evidence?**

Public authorities should consider the information and research already available locally and nationally. The assessment of impact on equality should be underpinned by up-to-date and reliable information about the different protected groups that the proposal is likely to have an impact on. A lack of information is not a sufficient reason to conclude that there is no impact.

- **Have those likely to be affected by the proposal been engaged?**

Engagement is crucial to assessing the impact on equality. There is no explicit requirement to engage people under the equality duty, but it will help you to improve the equality information that you use to understand the possible impact on your policy on different protected characteristics. No-one can give you a better insight into how proposed changes will have an impact on, for example, disabled people, than disabled people themselves.

- **Have potential positive and negative impacts been identified?**

It is not enough to state simply that a policy will impact on everyone equally; there should be a more in-depth consideration of available evidence to see if particular protected characteristics are more likely to be affected than others. Equal treatment does not always produce equal outcomes; sometimes authorities will have to take particular steps for certain groups to address an existing disadvantage or to meet differing needs.

- **What course of action does the assessment suggest that I take? Is it justifiable?**

The assessment should clearly identify the option(s) chosen, and their potential impacts, and document the reasons for this decision. There are four possible outcomes of an assessment of the impact on equality, and more than one may apply to a single proposal:

**Outcome 1: No major change required** when the assessment has not identified any potential for discrimination or adverse impact and all opportunities to advance equality have been taken.

**Outcome 2: Adjustments to remove barriers identified by the assessment or to better advance equality.** Are you satisfied that the proposed adjustments will remove the barriers identified?

**Outcome 3: Continue despite having identified some potential for adverse impacts or missed opportunities to advance equality.** In this case, the justification should be included in the assessment and should be in line with the duty to have ‘due regard’. For the most important relevant policies, compelling reasons will be needed. You should consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the actual impact, as discussed below.

**Outcome 4: Stop and rethink** when an assessment shows actual or potential unlawful discrimination.

- **Are there plans to alleviate any negative impacts?**

Where the assessment indicates a potential negative impact, consideration should be given to means of reducing or mitigating this impact. This will in practice be supported by the development of an action plan to reduce impacts. This should identify the responsibility for delivering each action and the associated timescales for implementation. Considering what action you could take to avoid any negative impact is crucial, to reduce the likelihood that the difficult decisions you will have to take in the near future do not create or perpetuate inequality.

**Example:** A University decides to close down its childcare facility to save money, particularly given that it is currently being under-used. It identifies that doing so will have a negative impact on women and individuals from different racial groups, both staff and students.

In order to mitigate such impacts, the University designs an action plan to ensure relevant information on childcare facilities in the area is disseminated to staff and students in a timely manner. This will help to improve partnership working with the local authority and to ensure that sufficient and affordable childcare remains accessible to its students and staff.

- **Are there plans to monitor the actual impact of the proposal?**

Although assessments of impact on equality will help to anticipate a proposal’s likely effect on different communities and groups, in reality the full impact of a decision will only be known once it is introduced. It is therefore important to set out arrangements for reviewing the actual impact of the proposals once they have been implemented.

## **What happens if you don’t properly assess the impact on equality of relevant decisions?**

If you have not carried out an assessment of impact on equality of the proposal, or have not done so thoroughly, you risk leaving yourself open to legal challenges, which are both costly and time-consuming. Legal cases have shown what can happen when authorities do not consider their equality duties when making decisions.

**Example:** A court overturned a decision by Haringey Council to consent to a large-scale building redevelopment in Wards Corner in Tottenham, on the basis that the council had not considered the impact of the proposal on different racial groups before granting planning permission.

However, the result can often be far more fundamental than a legal challenge. If people feel that an authority is acting high-handedly or without properly involving its service users or employees, or listening to their concerns, they are likely to become disillusioned with you.

Above all, authorities which fail to carry out robust assessments of the impact on equality risk making poor and unfair decisions that could discriminate against people with particular protected characteristics and perpetuate or worsen inequality.

As part of its regulatory role to ensure compliance with the equality duty, the Commission monitors financial decisions with a view to ensuring that these are taken in compliance with the equality duty and have taken into account the need to mitigate negative impacts, where possible.

## Appendix 5

### Policy and Equalities Analysis

#### Policy and equality analysis of 2020-21 budget savings

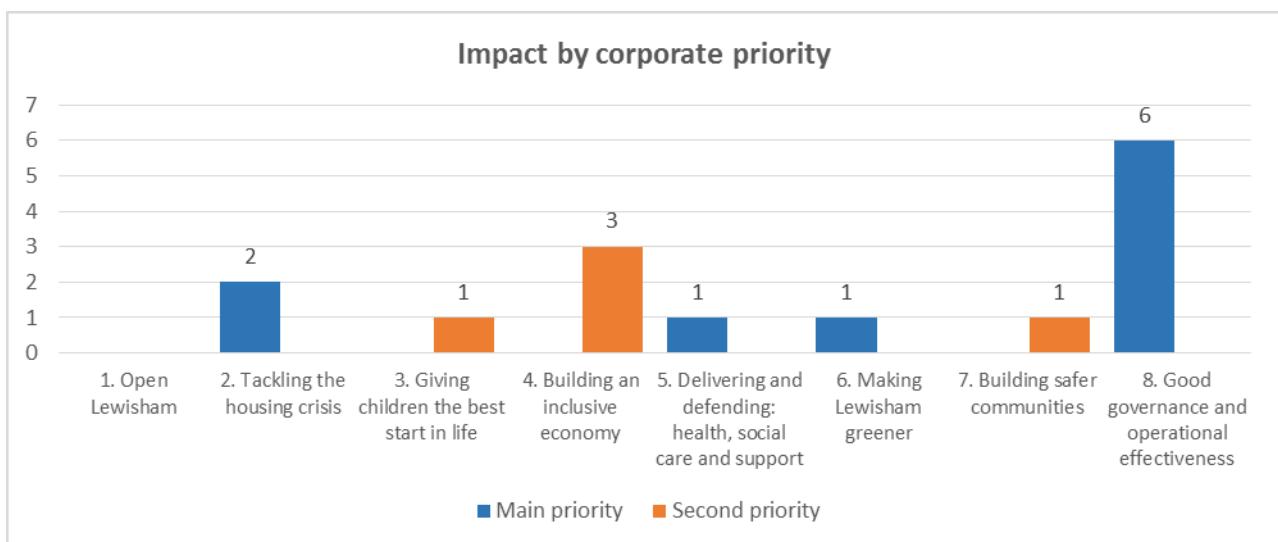
This paper provides an overall assessment of policy and equality impacts of 2020-21 budget savings proposals. In total, ten savings proposals have been considered for this paper. A summary of key points are set out under the headings below.

#### Impact by corporate priority

The chart below shows the impact of budget savings by corporate priority. Specifically, the chart shows the number of proposals where the impact is on the main priority or the second priority. The chart reveals that priority 8: 'good governance and operational effectiveness' has the bulk of savings proposals assigned to it, following by priority 2: 'tackling the housing crisis'. The only other priorities with savings proposals assigned to them are priority 5: 'delivering and defending: health, social care and support' and priority 6: 'making Lewisham greener', with one savings proposal each.

Of those proposals that will also impact on a second priority, 'building an inclusive economy' has three savings proposals assigned to it, whilst 'giving children the best start in life' and 'building safer communities' have one savings proposal each assigned to them.

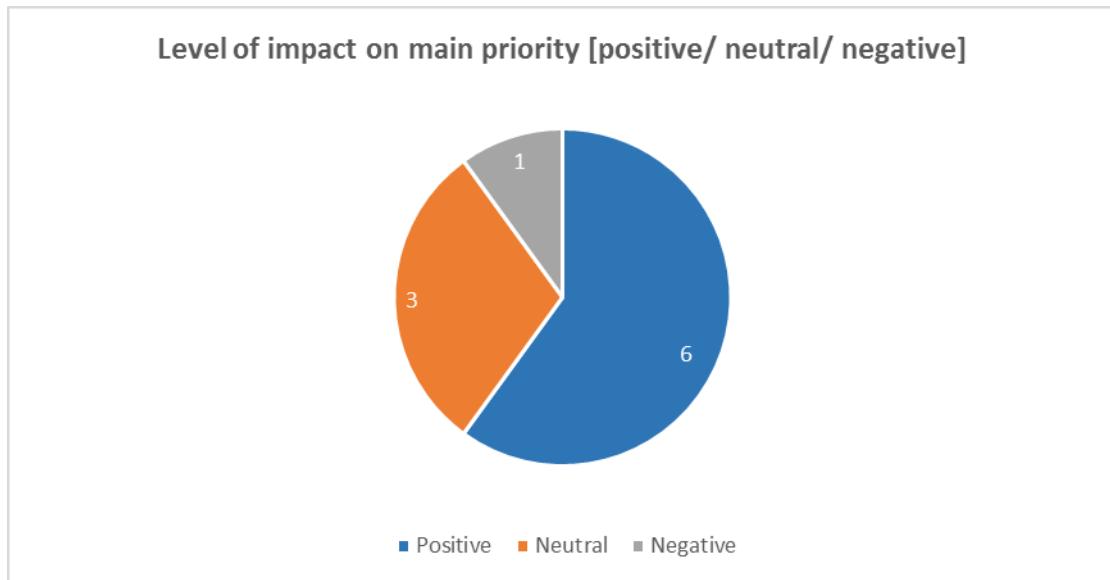
'Open Lewisham' is the only corporate priority against which no savings proposals have been assigned.



#### Level of impact on main priority [positive/ neutral/ negative]

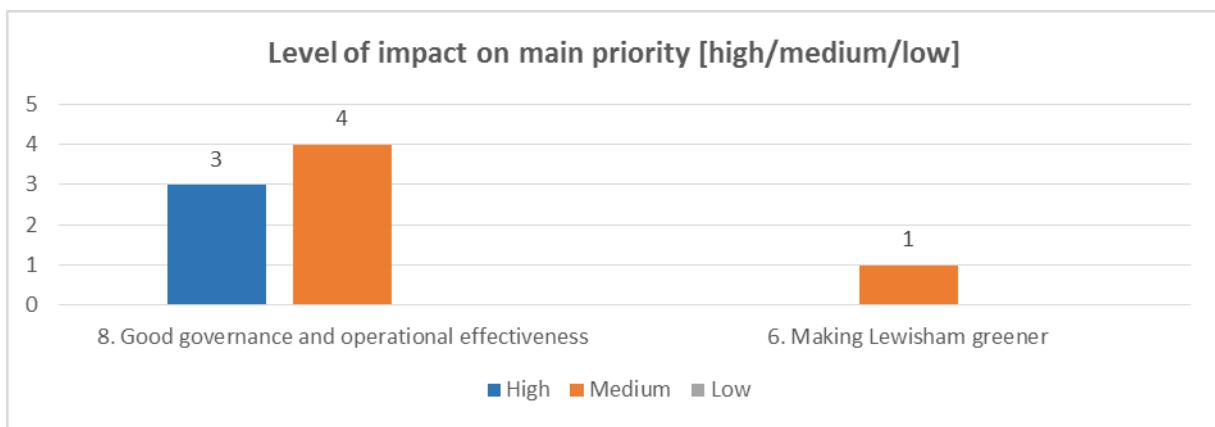
The chart below shows the impact that savings proposals will have on the main priorities, using the designation 'positive', 'neutral' or 'negative'. The chart shows that of the ten savings proposals considered as part of this analysis, it is judged that six are likely to have a 'positive' impact on the

corporate priorities, three are likely to have a ‘neutral’ impact and one is likely to have a ‘negative’ impact. The proposal identified as likely to have a ‘negative’ impact is the reduction in the frequency of residential street sweeping from the current once a week to once a fortnight.



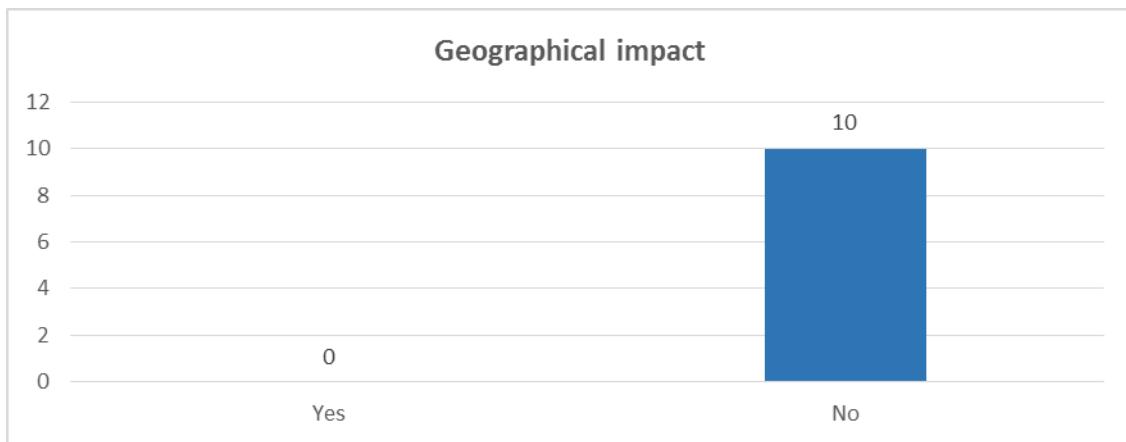
#### **Level of impact on main priority [high/ medium/ low]**

The chart below shows the impact that savings proposals will have on the main priority using the ‘high’, ‘medium’ or ‘low’ measure. The chart shows that where information for this assessment was provided, seven savings proposals are shown as having a ‘high’ or ‘medium’ impact on ‘good governance and operational effectiveness’ and one proposal is shown as having a ‘medium’ impact on ‘making Lewisham greener’.



#### **Geographical impact**

The chart below shows the geographic impact of savings proposals. In simple terms the chart shows that none of the savings proposals considered in this analysis will have a specific ward impact.



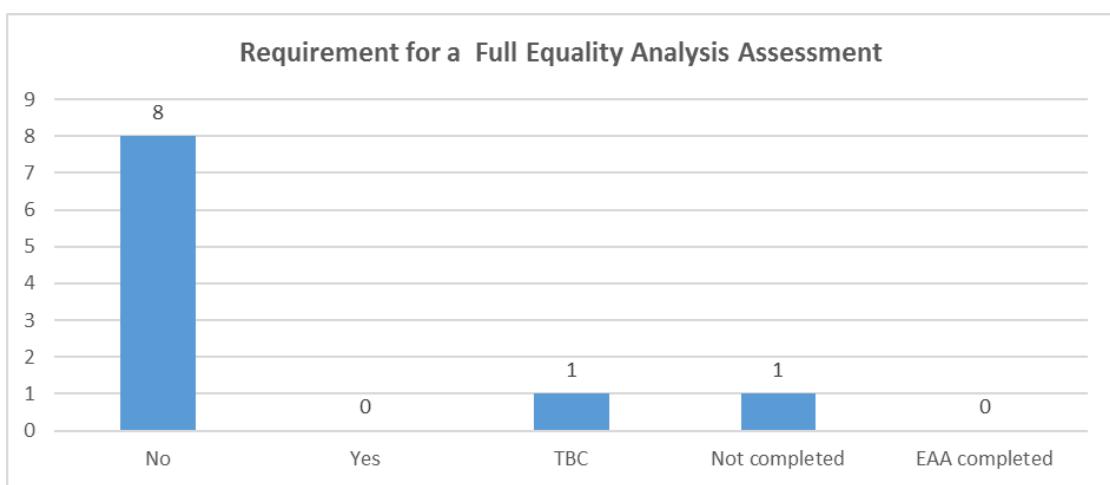
## Equalities impact assessment

The table below sets out the impact of savings proposals on protected characteristics where these impacts are known. The table reveals that the greater number of savings proposals are not expected to have any impact on protected characteristics (N/A). However, of those that are expected to have a high or medium impact, those protected characteristics that are most likely to be impacted are sex, age, disability and ethnicity. The proposals that have been identified as likely to have a high impact on protected characteristics relate to adults social care demand management and charging.

Impact	Ethnicity	Sex	Age	Disability	Religion / Belief	Pregnancy / Maternity	Marriage & Civil Partnership	Sexual Orientation	Gender Reassignment
High		1	1	1					
Medium	2	2							
Low	1	1	1	1	1	1	1	1	1
N/A	6	5	5	7	8	8	8	8	8

## Requirement for a full equality analysis assessment

The chart below shows the number of savings proposals for which a full equality analysis assessment is required. The chart shows that eight savings proposals are not expected to require an equality analysis assessment, whilst one is still to be confirmed. Information on one other was not provided in the savings proforma.



## **APPENDIX 6**

### **Specific Legal Implications**

<b>Reference</b>	<b>Description</b>	<b>Savings Yr1/2/Total</b>	<b>Legal implications</b>

Attention is drawn to the legal implications set out in the body of the report which apply in addition to those specifically referred to in this appendix.

## APPENDIX 7

### 2020/21 BUDGET REDUCTIONS - SUMMARY TABLE OF PROPOSALS WITH PROFORMAS

Directorate / Division	Ref	Scrutiny Ctte	Proposal	20/21	21/22	Total	Income	Consultation Reqd?	Full Report Reqd?	
				£'000	£'000	£'000		Staff	Public	Key Dec.
<b>Community Services</b>										
<b>Adult Social Care</b>										
	COM1a	HCSC	Managing demand at the point of access to adult social care services	1,000		1,000		N	N	Y
	COM2a	HCSC	Ensuring support plans optimise value for money	500		500		N	N	Y
	COM3a	HCSC	Increase revenue from charging Adult Social Care clients	500		500	Y	N	N	Y
	COM18	HCSC	Funding inflationary increase from within the ASC Grant	2,000		2,000		N	N	N
			<b>Subtotal</b>	<b>4,000</b>		<b>4,000</b>				
<b>Community Services Total</b>				<b>4,000</b>		<b>4,000</b>				
<b>Housing, Regeneration &amp; Environmental Services</b>										
<b>Environment</b>										
	CUS7	SDSC	Reduce sweeping frequency to residential roads to fortnightly.	823		823		Y	Y	Y

Directorate / Division	Ref	Scrutiny Ctte	Proposal	20/21	21/22	Total	Income	Consultation Reqd?	Full Report Reqd?			
				£'000	£'000	£'000		Staff	Public	Key Dec.		
				<b>Subtotal</b>	<b>823</b>	<b>823</b>						
<b>Housing</b>												
	CUS15	HOUSING	Savings generated through No Recourse to Public Funds service	1,000		1,000		N	N	N		
	CUS16	HOUSING	Operational savings in the Private Sector Housing Agency through service improvements	175		175		N	N	N		
			<b>Subtotal</b>	<b>1,175</b>		<b>1,175</b>						
<b>Regeneration and Place</b>												
	RES19	CYP	School Patrol Crossing	80		80		Y	Y	Y		
	RES20	PAC	Nursery Lettings	100		100	Y	N	N	N		
			<b>Subtotal</b>	<b>180</b>		<b>180</b>						
<b>Housing, Regeneration &amp; Environmental Services</b>				<b>Total</b>	<b>2,178</b>	<b>2,178</b>						
<b>Corporate Services</b>												
<b>Public Services</b>												
	CUS11a	PAC	Process automation in Revenues and Benefits		500	500		N	N	N		

Directorate / Division	Ref	Scrutiny Cttee	Proposal	20/21	21/22	Total	Income	Consultation Reqd?	Full Report Reqd?	
				£'000	£'000	£'000		Staff	Public	Key Dec.
	Cus14a	PAC	Parking service budget review	500		500	Y	N	N	N
			<b>Subtotal</b>	<b>500</b>	<b>500</b>	<b>1,000</b>				
<b>Corporate Resources</b>										
	RES20	PAC	Savings generated through not allocating inflation uplift to contract costs	1,000		1,000		N	N	N
	RES21	PAC	Savings generated through the improved ICT provision, leading to operational efficiencies	1,500		1,500		N	N	N
			<b>Subtotal</b>	<b>2,500</b>		<b>2,500</b>				
<b>Corporate Services</b>			<b>Total</b>	<b>3,000</b>	<b>500</b>	<b>3,500</b>				
<b>Council Total</b>				<b>9,178</b>	<b>500</b>	<b>9,678</b>				

## APPENDIX 8

### PREVIOUSLY APPROVED BUDGET CUTS 2020/21

Ref	Directorate/Description/Division	2020/21 Approved £'000
	<b>Children and Young People</b>	
CYP01	More efficient use of residential placements	300
CYP03	More systematic and proactive management of the market for independent fostering	600
CYP04	Commission semi-independent accommodation for care leavers	250
	<b>Children Social Care – Sub Total</b>	<b>1,150</b>
CYP05	Residential framework for young people - Joint South East London Commissioning Programme	200
CYP06	Cease funding for former CYP funded post in Voluntary Action Lewisham	25
	<b>Joint Commissioning and Targeted Support – Sub Total</b>	<b>225</b>
	<b>Children &amp; Young People Total</b>	<b>1,375</b>
	<b>Community Services</b>	
COM02	Ensuring support plans optimise value for money	250
COM04	Reduce costs for Learning Disability and Transitions	1,000
COM05	Increased focus of personalisation	482
COM06	Reduction in Mental Health Residential care costs	200
COM07	Reduction in Adult Social Care contribution to Mental Health Integrated Community Services	50
	<b>Adult Social Care – Sub Total</b>	<b>1,982</b>
COM10	Crime, Enforcement & Regulation reorganisation	161
	<b>Crime Reduction, Supporting People, and Enforcement – Sub Total</b>	<b>161</b>
COM08	A change in the public engagement responsibilities for air quality and dedicated funding	60
COM15	Broadway Theatre	50
COM16	Cultural and Community Development Service Staffing	75
	<b>Culture &amp; Community Services – Sub Total</b>	<b>185</b>
	<b>Community Services Total</b>	<b>2,328</b>
	<b>Housing, Environment &amp; Regeneration</b>	
CUS02	Income Generation – Increase of Garden Waste Subscription	485
CUS04	Income Generation – Increase in Commercial Waste Charges	300
CUS06	Bereavement Services increase income targets	67
	<b>Environment – Sub Total</b>	<b>852</b>
CUS09	Cost reductions in homelessness provision – income generation and net budget reductions	696
	<b>Housing – Sub Total</b>	<b>696</b>
RES11	Increase in pre-application fees	100
RES12	Catford complex office rationalisation	250
RES13	Reduction in Business Rates for the Corporate Estate	100

RES14	Corporate Estate Facilities Management Contract Insourcing	100
RES15	Commercial Estate Growth	500
RES17	Beckenham Place Park – income generation	105
	<b><i>Regeneration and Place – Sub Total</i></b>	<b>1,155</b>
RES18	Electric Vehicle charging points	50
	<b><i>Planning – Sub Total</i></b>	<b>50</b>
	<b>Housing, Environment &amp; Regeneration Total</b>	<b>2,753</b>
	<b>Corporate Services</b>	
RES01	Benefits Realisation of Oracle Cloud	350
	<b><i>Financial Services – Sub Total</i></b>	<b>350</b>
RES02	Legal fees increase	32
	<b><i>Legal Services (excl. elections) – Sub Total</i></b>	<b>32</b>
RES03	Executive Office – Administrative Support Staff Reduction	104
RES04	Policy, Service Design and Intelligence – Reduction on staffing	155
	<b><i>Policy &amp; Governance – Sub Total</i></b>	<b>259</b>
RES06	Increase income supporting the Funding Officer post and review the Economy and Partnerships Function	80
RES07	Reduce corporate apprenticeships salaries budget	55
	<b><i>Strategy - Total</i></b>	<b>135</b>
	<b><i>Corporate Resources – Sub Total</i></b>	<b>0</b>
RES10	Cease graduate programme	78
	<b><i>Human Resources – Sub Total</i></b>	<b>78</b>
CUS10	Invest to save – create revenues protection team	394
CUS11	Process automation in Revenues and Benefits	250
CUS13	Invest to save – improve sundry debt collection	480
	<b><i>Public Services – Sub Total</i></b>	<b>1,124</b>
	<b><i>Technology &amp; Change – Sub Total</i></b>	<b>0</b>
	<b>Corporate Services Total</b>	<b>1,978</b>
	<b>Grand Total</b>	<b>8,434</b>

## APPENDIX 9 CAPITAL PROGRAMME

### February Budget report

#### Proposed Capital Programme 2019/20 to 2021/22

The Council's proposed Capital Programme for 2019/20 to 2021/22 is currently £344.7m, as set out in Table A1:

**Table A1: Proposed Capital Programme for 2019/20 to 2021/22**

	18/19	19/20	20/21	21/22	3 Year Total
	£m	£m	£m	£m	£m
<b>General Fund</b>					
Smarter Working Programme	1.9	0.9	0.0	0.0	<b>0.9</b>
Schools – Pupil Places and other Capital Works	8.5	12.4	7.3	0.7	<b>20.4</b>
Highways, Footways and Bridges	10.3	3.5	3.5	3.5	<b>10.5</b>
Regeneration Schemes	5.8	13.5	0.0	1.1	<b>14.6</b>
Lewisham Homes Property Acquisition	8.0	6.0	0.0	0.0	<b>6.0</b>
Town Centres and High Street Improvements	0.5	2.1	0.8	0.0	<b>2.9</b>
Asset Management Programme	2.5	2.5	2.5	2.5	<b>7.5</b>
Fleet Replacement Programme	2.9	0.0	0.0	0.0	<b>0.0</b>
Beckenham Place Park	3.2	2.5	0.6	0.4	<b>3.5</b>
Other Schemes	8.5	3.6	1.5	1.3	<b>6.4</b>
	<b>52.1</b>	<b>47.0</b>	<b>16.2</b>	<b>9.5</b>	<b>72.7</b>
<b>Housing Revenue Account</b>	<b>35.2</b>	<b>95.2</b>	<b>113.4</b>	<b>63.4</b>	<b>272.0</b>
<b>Total Programme</b>	<b>87.3</b>	<b>142.2</b>	<b>129.6</b>	<b>72.9</b>	<b>344.7</b>

The resources available to finance the proposed Capital Programme are as set out in Table A2 below:

**Table A2: Proposed Capital Programme Resources for 2019/20 to 2021/22**

	18/19	19/20	20/21	21/22	3 Year Total
	£m	£m	£m	£m	£m
<b>General Fund</b>					
Prudential Borrowing	8.7	16.4	0.8	1.1	<b>18.3</b>
Grants and Contributions	20.1	20.2	8.0	0.7	<b>28.9</b>
Capital Receipts	6.4	1.6	0.0	0.0	<b>1.6</b>
Reserves / Revenue	16.9	8.8	7.4	7.7	<b>23.9</b>
	<b>52.1</b>	<b>47.0</b>	<b>16.2</b>	<b>9.5</b>	<b>72.7</b>
<b>Housing Revenue Account</b>					
Prudential Borrowing	0.0	0.0	18.9	25.0	<b>43.9</b>
Grants	0.0	18.0	10.9	7.1	<b>36.0</b>
Specific Capital Receipts	0.0	7.5	6.5	5.0	<b>19.0</b>
Reserves / Revenue	35.2	69.7	77.1	26.3	<b>173.1</b>
	<b>35.2</b>	<b>95.2</b>	<b>113.4</b>	<b>63.4</b>	<b>272.0</b>
<b>Total Resources</b>	<b>87.3</b>	<b>142.2</b>	<b>129.6</b>	<b>72.9</b>	<b>344.7</b>

## July 2019 M&C Monitoring report

### CAPITAL EXPENDITURE

The Capital Programme spend as at 31 May 2019 is £5.2m, which is 3% of the revised 2019/20 budget of £151.6m. At this point last year, 8% of the revised budget had been spent, with the final outturn being 82% (£71.1m) of the revised budget of £87.0m.

The table below shows the current position on the major projects in the 2019/20 Capital programme (i.e. those over £1m in 2019/20). Appendix 1 provides a reconciliation of the latest capital programme budget for 2019/20 to the version approved in the 2019/20 Budget Report. Appendix 2 shows the major projects over the three year period 2019/20 to 2021/22.

**Table 16 – Capital Programme 2019/20 (Major Projects)**

2018/19 Capital Programme	Budget Report (February 2019)	Revised Budget	Spend to 31 May 2019	Spent to Date (Revised Budget)
	£m	£m	£m	%
<b>GENERAL FUND</b>				
Schools - School Places Programme	11.0	11.1	0.4	4%
Schools - Other (inc. Minor) Capital Works	1.4	5.9	0.1	2%
Highways & Bridges - LBL	3.5	3.5	0.1	3%
Highways & Bridges - TfL	0.0	2.2	0.0	0%
Highways & Bridges - Others	0.0	2.1	0.0	0%
Catford town centre	5.5	5.1	0.1	2%
Asset Management Programme	2.5	2.0	0.3	15%
Smart Working Programme	0.9	2.3	0.8	35%
Beckenham Place Park	2.5	2.4	0.9	38%
Heathside & Lethbridge Regeneration	0.0	0.6	0.0	0%
Excalibur Regeneration	0.0	1.7	0.2	12%
Lewisham Homes – Property Acquisition	6.0	3.0	0.0	0%
Private Sector Grants and Loans (inc. DFG)	1.3	3.8	0.1	3%
Achilles St. Development	0.0	7.3	0.0	0%
Ladywell Leisure Centre Development Site	0.0	1.0	0.0	0%
Edward St. Development	9.1	9.1	0.0	0%
Travellers Site Relocation	1.1	1.1	0.0	0%
Fleet Replacement Programme	0.0	7.8	0.0	0%
Other General Fund schemes	2.2	5.6	0.0	0%
<b>TOTAL GENERAL FUND</b>	<b>47.0</b>	<b>77.6</b>	<b>3.0</b>	<b>4%</b>
<b>HOUSING REVENUE ACCOUNT</b>				
Housing Matters Programme	37.3	21.0	0.3	1%
Decent Homes Programme	57.1	51.4	1.8	3%
Other HRA schemes	0.8	1.6	0.1	4%
<b>TOTAL HOUSING REVENUE ACCOUNT</b>	<b>95.2</b>	<b>74.0</b>	<b>2.2</b>	<b>3%</b>
<b>TOTAL CAPITAL PROGRAMME</b>	<b>142.2</b>	<b>151.6</b>	<b>5.2</b>	<b>3%</b>

The main sources of financing the programme are grants and contributions, and capital receipts from the sale of property assets. Some £5.8m has been received so

far this year, comprising £4.1m (net) from Housing Right to buy sales and other capital receipts and £1.7m of grants and contributions.

The paragraphs below set out further detail regarding the major capital programmes:

### **Schools – School Places Programme**

Primary place demand has levelled off recently across London and the priority for school place delivery has shifted mainly to Special Educational Need and Disability provision. Four schemes are currently in development and delivery over the next 3 years to 2021. They include:

- Works to Ashmead Primary in Brockley to expand from one to two forms of entry. Works have commenced in April this year and are due to be completed by summer next year. The project will deliver a new standalone block adjacent to Lewisham Way, improved landscaping within the site and a new entrance and enhanced public realm area to the South of the site.
- Greenvale School, in Whitefoot ward, is Lewisham's community special school for children and young people between the ages of 11 and 19 years who have significant learning difficulties. A new satellite facility to accommodate an additional 93 students will be constructed on the site of the former Brent Knoll building in Perry Vale. The design stage is currently underway, and works are due to commence on site in October this year and complete in time for the start of the autumn term 2020.
- New Woodlands, in Downham Ward, is a special school which supports children from 5 to 16 who have Social, Emotional and Mental Health (SEMH) special educational needs. The school recently began admitting Key Stage 4 students, and works will take place over the summer holidays this year to ensure there are adequate facilities onsite to provide a full curriculum from September 2020. This will include minor remodelling and refurbishment of the existing building, provision of a new food technology practical room, and improvements to existing landscaping and external play areas.
- Watergate is Lewisham's primary special school for children between the ages of three and eleven years who have severe learning difficulties, located in Bellingham Ward. Approval has been granted to expand the school by 59 places through the construction of a new teaching block on the existing site. The design stage commenced in May this year, with works expected to be completed in early 2021.

### **Schools – Minor Works Capital Programme**

The School Minor Works Programme (SMWP) is an ongoing programme of minor capital works to existing community school buildings, primarily relating to mechanical/electrical infrastructure and building fabric needs. The programme is grant funded by central government and has been consistently delivered on budget.

### **Highways & Bridges**

The Council continues to invest resources in maintaining its highway assets, most notably through its £3.5m programme of carriageway and footway resurfacing works. The budget for carriageways allows for 60 to 70 roads to be resurfaced each year and, until 2017, the majority of these roads were those in the worst condition and categorised as "Red" – lengths of road in poor overall condition and in need of

immediate further engineering assessment with a planned maintenance soon. In 2018 we carried out resurfacing to 67 roads from the Council's programme. As a result of the resurfacing programme, the focus has now moved to works to roads classified with Condition Index of "Amber" – lengths of road which, without a planned early intervention, could result in further severe defects and move the Condition Index to "Red". Early intervention using appropriate design, based on carriageway coring information and other factors like bus routes, high volume of traffic, usage and environment will result in better value for money. There are still over 300 roads classified as Amber that require essential works and the Council's long-term investment strategy is taking effect as since 2013, the number of annual insurance claims against the Council for carriageway defects has reduced by approximately 50%.

As progress continues on the condition of carriageways, the balance of focus is also moving towards the footways programme where there are still approximately 70 roads categorised as Red. The proposal is to carry out essential footway replacement works in at least 10 roads in 2019/20 and expanding this in future years.

### **Catford Town Centre**

Architect's Studio Egret West has been appointed to develop a master plan to guide the regeneration of the Town Centre. The plan will be completed in Autumn of 2019 and will form the basis of any future plan for the Town Centre. It will be used as an evidence base for the emerging Local Plan. Work is also continuing with TfL on the agreed proposal to realign the South Circular A205 through the Town Centre and work is expected to start in 2021. Meanwhile, the engagement activity of Team Catford has continued to build on the programme of social engagement started in 2016. The Team's work is expected to continue through the development of the master plan and beyond.

### **Asset Management Programme**

Funding from the Asset Management Programme (AMP) has continued to support reactive and much needed capital works across the operational corporate estate. This has included fabric works such as roof replacement and mechanical works including boiler replacements and lift repairs across the estate of approximately 90 buildings and sites. More recently, the programme has funded works to the Civic Suite, Registry Office and some essential works as part of the main Laurence House refurbishment programme. A full condition survey of the corporate estate is currently under way. The results will help define the future investment need of the estate and also underpin the use of the AMP capital programme funding for future years.

### **Smart Working Programme**

The Smarter Working programme seeks to consolidate offices and release sites for future redevelopment in Catford town centre, whilst refurbishing the council's main office site, Laurence House, to ensure it is fit for purpose until new council offices can be built. The ground floor has been refurbished to provide a modern, welcoming and better functioning reception for the council. It opened to staff and the public in October 2018. Work has commenced on refurbishing floors 1 to 5, improving and extending toilet provision, delivering new meeting rooms and kitchens, improving the heating and ventilation system, new energy efficient LED lighting, decoration and a layout and furniture which supports and encourages agile working. The programme of work will continue until the autumn of 2019, one floor at a time.

### **Beckenham Place Park**

The restoration of Beckenham Place Park (to the western side of the railway) will be completed in 2019/20. Listed buildings, now restored, will become alive again with new uses and the long anticipated restored landscape, with its reinstated lake, will be enjoyed by thousands of local people. The Georgian stable block will become the new park café, and a base for environmental education in the park. The stable yard itself will become an arrival and visitor's hub, with a terrace overlooking the expanded formal gardens. New play facilities will be available in the restored pleasure grounds, and the previously derelict Gardener's cottage will be re-purposed as a hub for volunteer activity in the park, in the midst of the new community garden. Open water swimming will take place in the lake, and visitors will be encouraged to explore the breadth and nature of Lewisham's largest park on new paths and trails.

### **Lewisham Homes – Property Acquisition**

This funding supports the delivery of the Lewisham Homes acquisitions programme that secures properties for temporary accommodation for homeless households, making a saving on the Council's spend on bed & breakfast accommodation.

### **Achilles Street**

Work is underway to deliver a Resident Ballot on the Achilles Street Estate in New Cross to determine if the estate should be redeveloped to provide additional new homes.

### **Edward Street**

Edward St will provide 34 new high-quality temporary accommodation homes for local families in housing need. Start on site planned early 2020 following tender and contractor appointment.

### **Fleet vehicle replacement**

This budget will finance the replacement of 75 vehicles in the Council's fleet in order to meet the approaching Low Emissions Zone (LEZ) changes in October 2020.

### **Housing Matters Programmes update**

The majority of spend in 2019/20 will relate to feasibility and planning application preparation for the new homes programme and delivery of a number of schemes by Lewisham Homes on site. Around 27 sites including 376 homes for social rent, are forecast to achieve planning permission by early 2020. 5 schemes delivering 85 homes are currently on site and a further 14 sites delivering 122 homes are forecast to start on site between April and January 2020.

### **Decent Homes Programme**

Lewisham Homes are responsible for ensuring council owned stock under their management is brought up to and maintained to a decent homes level, covering both internal and external enveloping works. Lewisham Homes are leading on the delivery of the decent homes programme (under delegated powers) in consultation / agreement with the Council.

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# Agenda Item 6

Housing Select Committee			
<b>Report Title</b>	Independent review of Refugee Resettlement Programme		
<b>Key Decision</b>	No	Item No.	6
<b>Ward</b>	None		
<b>Contributors</b>	Executive Director for Housing, Regeneration and Environment		
<b>Class</b>	Part 1	Date:	18 September 2019

## 1. Purpose of paper

- 1.1 This paper sets out the context for and recommendations of a review of the refugee resettlement work between 2016 and early 2019.
- 1.2 Actions proposed as part of the programme's continuous improvement work and in response to the review are also set out in the paper and appended.
- 1.3 The purpose of this paper is to provide members with an update on the refugee resettlement work and a forward-look at the improvement work planned.

## 2. Recommendations

- 2.1 It is recommended that Housing Select Committee:
  - Note the findings of the review and the response to the recommendations set out in this report
  - Note the changes to the programme so far and the action plan for further improvement

## 3. Policy Context

- 3.1 The contents of this report are consistent with the Council's policy framework. It supports the priorities set out in the Corporate Strategy 2018-2022:
  - Open Lewisham
  - Tackling the housing crisis
  - Giving children and young people the best start in life
  - Building an inclusive local economy
  - Delivering and defending: health, social care and support
  - Building safer communities

- 3.2 It will also help meet the Council's Housing Strategy 2015-2020 in which the Council commits to the following key objectives:
  - Helping residents at times of severe and urgent housing need
  - Building the homes our residents need

- Greater security and quality for private renters
- Promoting health and wellbeing by improving our residents' homes

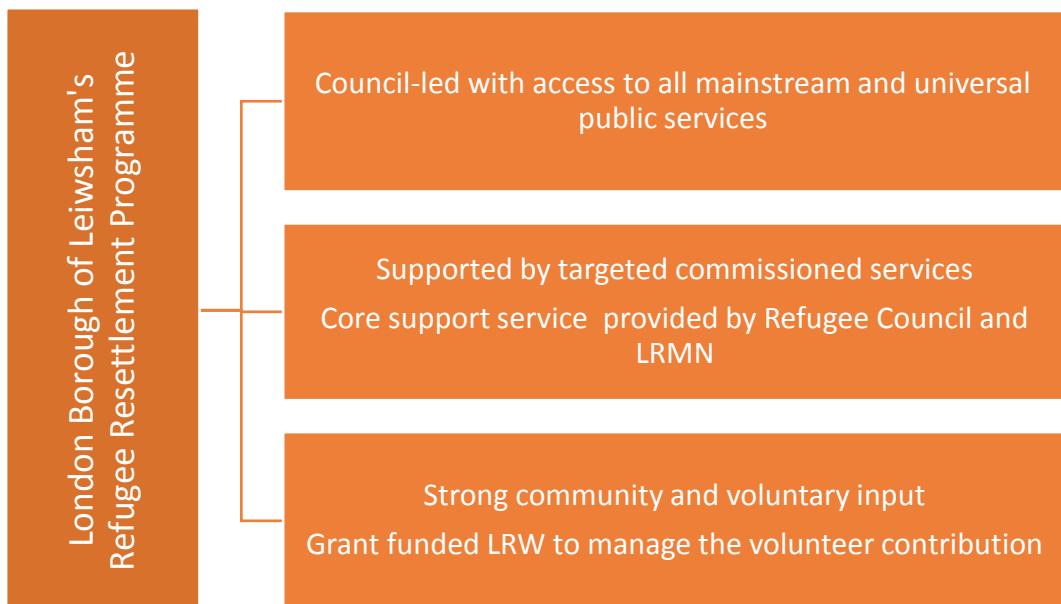
#### **4. Background**

- 4.1 In response to the humanitarian crisis in Syria, the government said it would support the resettlement of 20,000 vulnerable Syrian refugees by 2020 through the Vulnerable Person's Resettlement Scheme. This work is coordinated by the Home Office and Ministry for Housing, Communities and Local Government.
- 4.2 At a meeting of Full Council on 21 September 2016, after representations from various community groups in support of the programme, all councillors voted in favour of participating in the scheme. On 22 March 2017, Mayor and Cabinet voted to extend Lewisham's offer to include households from the Vulnerable Children's Resettlement Scheme (VCS). This includes non-Syrian refugee families in the region who have been highlighted as 'vulnerable' by the United Nations because of the needs of their children.
- 4.3 In September 2018 Mayor and Cabinet agreed to resettle a further 100 refugee families, and this was formalised in the new Corporate Strategy, approved at Full Council on 27 February 2019 alongside a commitment to become a Borough of Sanctuary. In June 2019 the Home Office confirmed the extension of the programme which would see refugees accepted from across the world. This Global Resettlement Scheme will follow the same format of the existing programme, but accept refugees from a wider range of countries.
- 4.4 Resettlement through the programme requires us as an authority to identify suitable homes, accept referrals from the Home Office matched to those homes and take responsibility for the families we accept from arrival at the airport. Families will typically arrive with few possessions, so part of the housing provision involves ensuring a basic package of goods are ready for the family on arrival.
- 4.5 Additionally, resettlement support must be provided to move the family towards independence, and this focuses on tenancy sustainment and management; budgeting, including benefits management; ESOL and other employment, education and training; health and care needs.
- 4.6 It is the intention of the programme that families are supported to rebuild their lives, and to participate fully in the community they are resettled in, with refugee status granted for five years to enable this. The Council commissions a support provider to deliver intensive support to the family on arrival, and supplements this core provision with a range of additional services. On top of this, families are entitled to access all of the borough's universal and mainstream services like any other residents.

#### **5. Programme development**

- 5.1 As set out above, the resettlement work at Lewisham began in 2016 and has seen significant growth.
- 5.2 The Council initially intended to resettle 10 families in 2017, and following the success of the initial 10 and the ongoing commitment to resettlement in the borough which led to more offers of housing for refugee families to rent, ultimately welcomed 17 families across 2017.

- 5.3 The programme was delivered by an officer based across governance and housing, who was able to commit approximately half their time to the work alongside their existing responsibilities.
- 5.4 Following the election in 2018, an enhanced commitment was made to welcome 100 families. This would make Lewisham London's leading borough for refugee resettlement, and was both a significant scale-up locally as well as an unprecedented number in the London region.
- 5.5 In response to this increased commitment, significant changes have been made in the three essential components of the programme: the Council's role as programme lead, the support provider commissioned by the Council and the co-ordination of volunteers
- 5.6 First, as part of the Council's broader commitment to being an Open Lewisham, and changes in staffing at senior levels in Housing Services, a new programme management structure was developed which saw the replacement of the single part-time dedicated post with two new posts – a Refugee Resettlement Programme Manager, to deliver the programme full-time, and a Projects and New Supply Strategy Manager, to hold strategic oversight and development of the programme as part of their portfolio which also includes work on housing supply across the borough.
- 5.7 Second, the Council reviewed the contract for support provision for the families and recently commissioned the Refugee Council working together with Lewisham Refugees and Migrants Network (LRMN) to take over this role. It is hoped that this combination of national and local expertise will be of great help to the families as they adjust to life in Lewisham.
- 5.8 Third, under the original programme, the co-ordination of volunteers for the refugee resettlement programme had been one part of Lewisham Citizens' several activities. With the increased commitment in the programme, a new organisation, affiliated to Lewisham Citizens, was set up, Lewisham Refugee Welcome (LRW) with the purpose of recruiting and co-ordinating volunteers. LRW has been awarded project funding of £20,000 per annum to March 2021 as part of the Council's main voluntary sector grants programme in order to carry out this work.
- 5.9 In addition to the changes in all three roles in the programme, the Council has developed an improved clarity of roles and the formalisation of the cross-cutting approach to supporting families with appropriate input from each of the Council as programme lead, our commissioned provider, and a dynamic and passionate community and voluntary sector. The diagram on the next page sets out the intention:



- 5.10 The new programme team were in post at the start of March 2019, and began work to understand the needs of existing families, prepare for the first arrivals of the new commitment and formalise the programme structures to reflect the increased scale of the work and develop them in response to identified gaps. This included:
- Visiting all resettled families in Lewisham with an interpreter to hear their experiences, feedback and ongoing needs
  - Working to address any outstanding issues families had and make sure they were on track with their resettlement progress
  - Establishing operational and strategic working groups to improve joint working, communications and governance
  - Strengthening contract management of the incumbent provider of support services, and developing new support plans and documents
  - Initiating the tender for a new support service contract and appointing a new provider
  - Putting in place mechanisms and processes to identify housing for new families, including developing the approach with housing colleagues to secure PRS tenancies and achieving Mayor and Cabinet approval to provide a loan to Lewisham Homes for the acquisition of homes in the borough
  - Engaging the CCG, Job Centre Plus and other key partners to renew and refresh the programme arrangements and ensure appropriate strategic arrangements were in place for new arrivals
  - Reviewing all programme expenditure and income to ensure all funding is claimed, understand existing supply agreements and plan future allocations
  - Working with the Lewisham Migration Forum to progress the commitment to become a Borough of Sanctuary, including delivering an event in Refugee Week to launch pledges of support and presenting to internal boards on what sanctuary means for the Council

- Welcoming the first three families of the hundred family commitment, with a further three families scheduled for arrival imminently
- 5.11 Going forward from here, a delivery framework is being developed alongside continued review and learning. The aim of the framework will be to set out clearly the service offer, pathways and delivery approach and to provide a structure for the whole programme.
- 5.12 To help develop this approach going forward, and in light of the initial small-scale of the programme and the development of it as it went on, an independent review was commissioned at the start of the year to look at the successes and learning from the first phase of the programme. The Centre for Public Innovation (CPI) were appointed to undertake the review, and worked closely with those involved in the first phase to produce a report which would be handed to the new programme team on completion to shape the development of the programme going forward. The remainder of this report is focussed on the findings of this review.

## **6. Findings and recommendations of the review and response**

- 6.1 The review findings were finalised in August 2019. A full copy of the report is provided as Appendix B with a foreword from the Cabinet Member at Appendix A. The recommendations of the report (found in section 7.2 of the review) are set out below with a response to each recommendation in turn.
- 6.2 It was noted that those interviewed showed a firm commitment to helping families and ensuring that their experience of living in Lewisham was a positive one, and that this was the case amongst those at the Council, SHP and voluntary organisations. The report made specific reference to the conscientiousness and diligence of those it interviewed, and how this demonstrated a deep commitment to the programme and a great deal of care and concern for those families that were part of it.

### Recommendation 1

- 6.3 *There needs to be a step change in key elements of the scheme, particularly the provision of appropriate English language teaching. LBL should carefully consider the planned timetable for new SVP arrivals.*
- 6.4 *The acquisition of English language skills needs to be considered a fundamental prerequisite for integration and independence. Given the paramount importance of acquiring English the Council should consider funding its own provision alongside or instead of any classes offered through the Job Centre Plus approved agencies. The teaching needs to be intensive, mandatory and pitched at a level that recognises the literacy levels of those arriving on the scheme. It should start on arrival and for at least the first six months it must be prioritised.*
- 6.5 *The Council needs to enter into discussions with Job Centre Plus, Lewisham and Southwark College and other approved providers to see if an improved offer can be arrived at quickly and within the current funding arrangements.*

### Response 1

- 6.6 The report recognised that the current project management of the scheme was performing well, and that this gave confidence that the barriers to successfully accepting new arrivals could be overcome.

- 6.7 In addition, officers have begun work to restructure the programme, formalising what has worked well and developing a new delivery framework to ensure all aspects of the programme are defined and have a clear offer.
- 6.8 English language, in particular, is one of the highest priority areas of this work. Language can be a key to unlock further opportunities, and lack of it can be the ultimate barrier. Families arriving in the UK for resettlement are often unable to progress through the pathways to independence due to language limitations and ESOL must, therefore, be the first priority and the findings of the review confirms this.
- 6.9 It has been officers' view since starting work on the programme in March that ESOL is a key area for development and this is reflected regionally by other boroughs across London. The local offer is not designed for the level of intensity required as part of resettlement or for the relatively low levels of ability in English that many families arrive with, and substantial work is planned to rectify this.
- 6.10 At the moment, provision comes from a range of sources including the local college, our own Adult Learning service, voluntary groups, individual paid tutors and more. While a range of provision may be appropriate for different types of need and learning styles, it is important to make sure all provision is of a high quality and that families are able to access it, and at a level which makes it effective.
- 6.11 Unfortunately, there are individuals who do not access the ESOL provision at the levels we would like, and this is for a range of reasons. We are working to reduce barriers and exploring provision with crèche facilities, and promoting existing ESOL which is family friendly. Officers are linking in to the Council's existing ESOL forum to make best use of all borough provision. Additionally, individual tutoring has been provided and will remain a necessity for those individuals with significant disability who are unable to attend classes in the community. While officers recognise the review's point on making attendance mandatory to tackle less than full engagement of those not experiencing barriers, there is no effective mechanism through which to enforce this. Instead we will consider other ways to improve engagement going forward.
- 6.12 The Resettlement team are in discussion with Adult Learning Lewisham, the Council's in-house adult education strategy and delivery service, to look into the possibility of enhancing their core offer – which families have responded to very well, and whose success is evidenced – as well as developing additional bespoke elements, which may include specific literacy support or employability work. The service has delivered successful bespoke courses jointly with other services before, and has a robust mechanism for evaluating the success of their work.
- 6.13 For the first arriving families in 2019, and several of the individuals who arrived in 2017 but who experienced significant barriers to English, a bespoke course has already begun – this course focussed on practical language and was provided with childcare so parents could focus on learning.

#### Recommendation 2

- 6.14 *The families already on the scheme should be considered in need of support alongside the new arrivals. The calculations made about the resources required to integrate the families should include some or all of this first wave of arrivals.*

### Response 2

- 6.15 All families resettled will be supported across the full five years of the programme unless they leave the borough. Most existing families have been transitioned away from the high intensity initial support to the support offer for year 2 families, as the high intensity support is designed for families with significant levels of need and dependency, typically most present on arrival and across the first twelve months. Some families who arrived in 2017 remain subject to a dedicated support worker, where their needs still require it, and it will be the case across the programme that some families require a higher level of support and this need will be met.
- 6.16 Those families who are on the lower level of support are able to access a weekly drop-in centre run by the support provider, the support of the Council's Resettlement team and all the mainstream and universal provision in Lewisham and beyond. Specific work for families into years 2 or 3 of the programme is already taking place, including workshops on housing, but more specific activity for later year families' needs to be developed and this will be set out in the delivery framework being developed.
- 6.17 The aim of the programme has recently been articulated as mitigating the specific disadvantages arising from the refugee experience. Our model is focussed on equality and building on strengths, and we do not think it is beneficial to create false channels to support and parallel service pathways, but rather to support families to access the universal and mainstream borough services for universal and mainstream needs, with the specific programme support there to attend to refugee-specific requirements and barriers arising from the refugee experience.

### Recommendation 3

- 6.18 *The Council need to review its contract management arrangements to ensure that SHP is delivering to a satisfactory level. The Council needs to explore alternative support arrangements. At the moment the Authority does not appear to be in a position to walk away from the contract and find a new provider, even if the contractor consistently performs poorly.*
- 6.19 *With appropriate support and performance management SHP should be able to fulfil its support role. CPI recommends that LBL opens up discussions with other local authorities where SHP run similar support services to see if any common themes emerge.*
- 6.20 *In the short term supporting SHP to succeed is by far the best approach. To do this there needs to be clarity around their role and the role of other agencies, in particular the voluntary sector agencies. At the moment there is neither a collegiate approach with shared targets nor a clearly bounded set of tasks with parameters for different agencies.*

### Response 3

- 6.21 The report welcomed a number of substantive changes that had been made to the operation of the programme, referencing the development of clear reporting lines, additional management resource and a clear separation of the roles of those involved to delineate between strategic oversight of the scheme and operational management of the service provider.

- 6.22 In addition, a project plan has been established to identify and work through the problems that have arisen with the programme and there is an ambitious timelines for welcoming new families. The report recognises that these changes have the potential to deliver continued improvements to the delivery of the programme.
- 6.23 The commissioned support for the resettlement programme was due for retendering, and one of the first actions of the new officer team was to initiate tender activity for this service. The original specification was developed in 2016 and was the first specification officers had developed for a service of this kind. There has been significant learning since 2016 and crucially the opportunity to hear feedback from service users on how the delivery worked for them.
- 6.24 The specification was reworked, the method statements for assessing the provider were enhanced and the evaluation of the bids was undertaken by a cross-service panel with expertise in safeguarding, children's services, floating support, refugees and housing.
- 6.25 Additionally, the contract management capacity on the programme before the new staffing structures were implemented in March was not at the level required to maintain a firm grip on the provider, and going forward the contract management of the new contract will be a key focus of the programme and a strand of the improvement plan. A new approach to performance management of the contract was set out in the recent tender, which consists of minimum service standards combined with regular outcome reporting that enables flexibility of approach to suit the personalised nature of a service of this kind.
- 6.26 The new contract, which started in August of this year, will be for twelve months to allow officers time to develop the new delivery framework which will inform any future tendering.

#### Recommendation 4

- 6.27 *There is no need to define 'resettlement' or 'integration', if the programme works to the headline expectations set out by the Home Office, namely that if a number of goals are reached then it is reasonable to expect that integration will emerge from these.*
- 6.28 *There needs to be a common understanding of what the programme is trying to achieve. That could be based on some shared expectations, namely that families will have stable housing, will be receiving the benefits they are entitled to, are working in legitimate employment, will have attained a sufficient level of English, will have an understanding of the cultural 'norms' in the UK, and will be able to navigate health and education in order to get support for themselves and their families. In other words they can operate at a level that sees them at no greater disadvantage than others in the Borough who share similar socio-economic characteristics.*
- 6.29 *Whilst not defining what resettlement or integration means, LBL should be clear that the aim of the programme is not to privilege these particular arrivals in the Borough but rather try to reduce any deficits and ensure that households on the SVP pathway are not disadvantaged by having arrived as refugees.*

#### Response 4

- 6.30 As set out earlier, a new vision for the programme has been established in line with the Council's commitment to be an Open Lewisham and a Borough of Sanctuary,

which seeks to mitigate the specific marginalisation arising from the refugee experience while ensuring that all mainstream and universal services are accessible and inclusive. The Council's understanding of, and work with, refugees, asylum seekers and migrants and the groups that support them is rapidly developing, and this will continue to inform the programme, as will work with the new support provider, the British Refugee Council, who have significant experience for us to learn from.

- 6.31 The intention of the delivery framework will be to set out clearly what the approach is for the various strands of resettlement and work to define the shared expectations will be developed alongside this. A memorandum of understanding is also planned to define the roles of the Council, the commissioned support provider and the community and voluntary sector in the programme and formalise a shared understanding of the purpose and aims of the work in a tripartite agreement.
- 6.32 The report noted that whilst there was a range of views amongst those interviewed as to the expectations of the scheme, that the view was expressed that Lewisham should seek to be an exemplar for resettlement and integration work.

#### Recommendation 5

- 6.33 *Lewisham should further investigate any perceived or actual differences in the levels of support available to people arriving on the SVP scheme and the VCRS scheme. If families are being brought in from both routes and supported by the Local Authority through the same local scheme then the Council should ensure a consistent level of support determined by need not by arrival category.*

#### Response 5

- 6.34 While there are formally two types of referral – through the Vulnerable Children's Resettlement Scheme and the Vulnerable Person's Resettlement Scheme – this is a distinction that is not reflected in the operations of the Home Office programme. The Council accepts referrals on both schemes, and the same Home Office funding and Council services are available to families regardless of which referral type they have. All individuals receive tailored support in line with the personalised nature of the programme and their individual needs, but all are eligible for the same services and funding where it is within our control.
- 6.35 Officers are aware that some individuals have applied for external funding and external organisations have limited the funding to Syrian families, which has meant Iraqi families have been ineligible. Unfortunately the Council is not able to require that unrelated organisations make their funding available to a wider cohort but we will work to understand where families are seeking external funding and try to address it within the programme wherever appropriate to mitigate this issue. Additionally, we will have particular regard to the reported experiences of families and wherever they feel there is an inequality we will fully investigate.
- 6.36 A new document, providing advice on how to troubleshoot common issues in commonly accessed services, and which signposts the service provider and Council complaints policy, has been produced and translated to Arabic to support families to understand their rights and to voice any concerns or complaints they have.
- 6.37 Under the new commitment, the programme has also been renamed internally to the Refugee Resettlement Programme, rather than referring to it as the 'Syrian

Programme' or 'Syrian Vulnerable Person's Programme' which officers feel is exclusionary. Partners are being reminded that the programme supports refugees from other countries than Syria, and most importantly that from arrival in the borough all refugees are Lewisham residents.

#### Recommendation 6

- 6.38 *Plans for housing the SVP families need to fit within a 'normal' range of housing offers that would be available to other families in housing need in the Borough. Any approach that has the appearance of privileging the SVP arrivals, even if it is clearly not at the expense of other residents, is likely to be received very negatively. Perceived unfairness in the allocation of housing, which has historically been a touchstone issue, has the potential to undermine wider efforts around integration and community cohesion.*

#### Response 6

- 6.39 With the Refugee Resettlement Programme based in the Council's Housing Services, officers are acutely aware of the local homelessness pressures and all work is carefully designed not to disadvantage one group at the expense of another.
- 6.40 However, it is important to recognise that any language which excludes refugees in Lewisham from 'local residents' is divisive and inaccurate, as on arrival refugees resettled in the borough are Lewisham residents. All the refugees on the programme were made homeless in their country of origin and most have spent several years in refugee camps since then.
- 6.41 We identify housing for the families on the programme as a necessary condition of resettling them, but families pay their own rent like any other family in the borough. We use a range of sources for this housing, including methods like acquisition which bring into Council ownership properties which may be used for refugee resettlement in the short term and then become a wider housing asset in the long term.
- 6.42 Any costs arising as part of housing the refugees are fully funded by the Home Office. Housing forms a strand of the improvement plan alongside other elements of resettlement which will also be formalised in the delivery framework, and additional capacity is being identified to support the enhanced scale of the work for the hundred family commitment.

#### Recommendation 7

- 6.43 *In Lewisham the SVP is not seen as presenting any particular risks that would require a focus on Prevent. CPI understand that this is a view shared across London in relation the SVP scheme. LBL has arrangements in place at a strategic level to ensure that any concerns about SVP can be raised and issues of interest to Prevent considered. At an operational level it would be helpful to rollout training around Prevent for all those agencies involved in the scheme. This is not because the SVP represents a risk but because there have been staffing changes and it is likely that any previous training needs to be refreshed.*

#### Response 7

- 6.44 Families resettled on the programme have been through extensive clearances prior to their referral to Lewisham. These families are often extremely vulnerable, and

therefore at risk of a range of harms and exploitation, and work on the programme is therefore sensitive to these harms with appropriate safeguarding considerations across the work.

- 6.45 Officers have liaised with the Council's Prevent officer to ensure that all staff are fully trained and briefed, and partners will be invited to access to any opportunities for training and guidance in this area and other aspects of safeguarding.

#### Recommendation 8

- 6.46 *LBL should explore a framework agreement for the spot purchase of support for families. The framework should be structured to encourage the participation of small local agencies.*
- 6.47 *Linked to the framework agreement, LBL may wish to explore the idea of nominal personalised budgets. This approach, often through a 'broker' acting between service providers and 'purchasers' is now a familiar way of working with a range of Local Authority clients. Whilst it may not be suitable for the first six months or 12 months after arrival (during which period intensive support is required), it may be a way of managing the 'step down' from the initial intensive support. Consideration needs to be given to the messaging around this. As with housing, any appearance of a 'premium service' for new arrivals to the Borough may cause increased tensions within the community. It may be that any notion of a budget is kept well away from the families and is handled entirely by the 'broker'.*

#### Response 8

- 6.48 Officers are working to formalise and enhance the arrival offer and to further develop the offer for families into the later years of the programme, and will explore the option of personalised budgets as one way of delivering this.
- 6.49 We know from work to date that individual expenses arise for certain individuals, around ESOL qualifications as a requirement for university for example, which would benefit from a defined budget for each individual for costs arising uniquely to them as part of their progress pathway, and this could include supplementary services to the core universal offer.
- 6.50 As part of the work with Adult Learning Lewisham, consideration is being given to developing a framework for small-scale ESOL provision, such as individual tutors and community classes, to regularise, formalise and expand some of the smaller provision which is already part of the programme. This is another area where personalised budgets will be considered.
- 6.51 As noted in the recommendation, there are some challenges with the approach. Whilst keen to give the families autonomy and choice, and to empower them in all we do, there are a range of potential issues which would need to be overcome. These issues include ensuring best value, ensuring a focus on the programme outcomes, ensuring fairness within and across families and the possible pressure that could be put on families by providers in the pursuit of business. The particular vulnerabilities of these families make some of these issues especially significant, so while this option will be considered, it may need to be adapted or not be found to be suitable on a programme of this type.

#### Further response

6.52 In addition to the above, a full action plan has been developed for improvements to the programme, informed by this review, feedback from stakeholders and the findings of the new programme team. This is provided at Appendix C.

## **7. Next steps**

7.1 Officers will act on the findings of the report, other feedback from stakeholders and the Resettlement team's findings since coming on to the programme. Some of this work has already begun and the action plan at Appendix C sets out key strands of work which will be included.

7.2 The aim of this will be to develop a robust and comprehensive delivery framework to govern the programme, which will be supported by policies and processes for distinct work areas like housing, ESOL and health.

7.3 The framework is a working document while this activity progresses, to ensure that families see immediate benefit from identified improvements as they are implemented rather than having to wait for the document to be finalised. It is the intention that this framework will shape the way the programme is delivered across the subsequent years of delivery, and will inform any commissioning activity for the core support service and any supplementary services.

## **8. Financial implications**

8.1 There are no financial implications resulting from this report. The refugee resettlement programme is fully funded by the Home Office.

## **9. Legal implications**

9.1 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

9.2 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.

9.3 It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above.

9.4 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected

characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

- 9.5 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:  
<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice> and <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>
- 9.6 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
- [The essential guide to the public sector equality duty](#)
  - [Meeting the equality duty in policy and decision-making](#)
  - [Engagement and the equality duty: A guide for public authorities](#)
  - [Objectives and the equality duty. A guide for public authorities](#)
  - [Equality Information and the Equality Duty: A Guide for Public Authorities](#)
- 9.7 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:  
<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

## **10. Equality implications**

- 10.1 The Refugee Resettlement Programme the Council delivers has a positive equalities impact, resettling the most vulnerable families from areas of humanitarian crisis. The families are usually categorised as vulnerable by the UNHCR due to characteristics which are protected under the Equality act 2010.
- 10.2 This report sets out the intentions to improve this programme, and make it more effective, consistent and equitable. As such this report has positive implications for equality.

## **11. Environmental implications**

- 11.1 There are no specific environmental implications to this report.

## **12. Background documents and report author**

12.1 If you require further information about this report please contact Madeleine Jeffery on 020 8314 9484.

10 September 2019

## REVIEW OF LEWISHAM'S REFUGEE RESETTLEMENT PROGRAMME

There has been a general consensus by everyone involved in the Council's refugee resettlement programme that, with the first families having arrived in 2017 and the Council committing after the 2018 local elections to reshape the programme to take in additional 100 families, it would be very wise to hold an independent review that can help ensure that the best possible outcome for existing and future families.

As such, at the start of this year the Council commissioned CSI to undertake a review of the programme as delivered for the original 17 families who arrived in 2017. CSI have now produced a report from the review which includes a number of recommendations to which responses have been made as part of the Council report to the Housing Select Committee meeting on 18 September 2019.

The review highlights many of the positive areas of work in our original refugee programme. Undertaking London's most ambitious refugee resettlement programme was never going to be straightforward and I am pleased to see the review has found that the Council is committed to overcome any challenges that arise.

Another positive is that the review's findings did not reveal any unknown issues. The biggest common challenge has been ESOL provision, essential of course for opening the door to a fulfilled life in the UK. As noted in the report, the Council now has a new project management team (with capacity significantly increased by the recruitment of two dedicated officers earlier this year) which is expected to overcome these challenges and I have already seen the real difference this has made.

Additionally, since this review was commissioned, the Refugee Council and Lewisham Refugee and Migrant Network are set to become our support providers for our new families. We now need (as the review envisages) to ensure that these two elements of the programme are properly joined up with the local community and volunteers via the newly set up Lewisham Refugee Welcome so that everyone involved, not least the families, have a clear understanding of roles and expectations.

As our new leadership team and our new support providers work more effectively both together and with the community, I am confident we will deliver this ground-breaking programme with increasing success. Three families have already arrived this summer with three more due in the next month and the rate of arrivals is set to increase in the months ahead.

Finally, I was particularly pleased to see that the reviewers found that all "staff and volunteers interviewed for this evaluation have shown great pride in their work, have been conscientious and diligent in their approach to the SVP programme and have demonstrated a great deal of care and concern for the findings". The support of the community and from within the Council for this programme has been overwhelming and is a key pillar of our common determination to make Lewisham a Borough of Sanctuary.

I am incredibly proud of this refugee programme and the fact that it was born out of a desire from our community in Lewisham who have also been amazing in providing support and friendship. I have been able to see families reunited after being separated by 8 years of civil war in Syria. These have been incredibly emotional experiences and every time I meet these families it reaffirms my own deep personal commitment to this project.

Cllr Kevin Bonavia

Cabinet Member for Democracy, Refugees & Accountability

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# EVALUATION OF LEWISHAM SYRIAN VULNERABLE PERSONS PROGRAMME

The Centre for Public Innovation

August 2019

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## 1. Executive Summary

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### 1.1 Background

London Borough of Lewisham (LBL) commissioned The Centre for Public Innovation (CPI) to undertake an evaluation of its Syrian Vulnerable Persons (SVP) resettlement programme.

The programme is part of a national initiative which was launched in response to the humanitarian crisis created by the civil war in Syria. Working in tandem with the United Nations High Commissioner for Refugees (UNHCR) and the International Organisation for Migration (IOM) the SVP provides sanctuary to vulnerable Syrians who have fled the war.

Lewisham adopted the initiative in 2016, with the first families arriving in January 2017. To date Lewisham have settled 72 people (17 families) through the SVP and

through an allied programme, the Vulnerable Children's Resettlement Scheme (VCRS). The SVP families are all Syrian, the VCRS families to date, have all been Iraqi. Unless specified otherwise, the term SVP will be used for all those arriving through either scheme.

The Borough has committed to accept an additional 100 families.

The aim of the evaluation is to understand the effectiveness of the current arrangements and to consider the changes that may be needed in order to successfully accommodate more families in the borough.

## **1.2 Key Conclusions**

In order to successfully resettle an additional 100 families LBL needs to make changes to some key elements of the scheme.

Welcoming, settling and integrating Syrian and Iraqi families into Lewisham is an enormous task that requires a great deal of time and resources. The intensity of the support needed, the management resources required and the time it takes to achieve a sufficient level of independence were underestimated at the start of the programme.

Many SVP families who have been on the programme for two years or more are unable to manage basic tasks without specific help and support.

In particular, progress with learning English has been slow and this has hampered all aspects of resettlement and integration.

Progress for some families may always be slow, however CPI has identified some aspects of the support provided that falls short of what is required.

Support to learn English has been very poor. Classes have been pitched at the wrong level, and consequently attendance appears to have been sporadic. In response, the voluntary sector have attempted to fill the gap but this is in no way sustainable.

From speaking to staff, volunteers and the SVP families, CPI have concluded that learning English is the core requirement to achieving a necessary level of independence. It needs to be properly provisioned.

Staff that CPI interviewed, at LBL and at the appointed support provider, SHP, along with volunteers across the Borough, are committed to helping the families and ensuring that their experience of living in Lewisham is a positive one. However structural problems are undermining their efforts.

The role of volunteers has been crucial but a lack of co-ordination and a lack of clarity around roles and responsibilities has caused confusion.

The current project management of the scheme gives confidence that where possible, the barriers to successfully accepting new arrivals will be overcome. However the plans to bring in new families are running ahead of the operational capacity of the scheme to successfully integrate them.

Since January 2017 the scheme has worked with 17 families. Many of those families cannot yet be said to have achieved a reasonable level of independence. The plan is to bring in 30 families by April 2020 and possibly another 50 families the following year.

Many families currently on the scheme have been 'stepped down'. All 10 families interviewed by CPI had been told over the phone by the support provider SHP that they, and all other families on the scheme, were being 'stepped down' during June and July 2019. This would mean that they received a lower level of support. It was unclear to the families how this decision was reached. From the interviews it is evident that families CPI spoke to, still required a considerable level of support.

CPI feel that the model of support being used to help the SVP families needs to be revisited. The commissioned support provider does not appear to be providing a sufficient level of intensity and is relying on inadequate English Language provision. A largely unfunded voluntary sector is filling in gaps in the support package but their efforts are often not co-ordinated with other services. Ultimately the role of the voluntary sector may be unsustainable. Other agencies such as Job Centre Plus, who provide mostly generic support, are not engaged in the scheme sufficiently to allow the support provider to ensure that basic tasks can be completed quickly.

### 1.3 Key Recommendations

To fulfil the timetable for welcoming additional families, LBL will need to make rapid changes to the support package, in particular for English language provision.

Staff, volunteers and families are agreed that the key support need is learning English. The model for delivering support should be examined to see if English Language teaching can be provided as the core element of the support function. This may involve commissioning a completely different model to the one currently in use for the SVP.

The level of support given to the families during the first few months needs to be far more intensive. This is not restricted to support with learning English, although that appears to be the key, but should extend to support with understanding and navigating the range of services with which the families will need to interact.

Any calculations used to estimate the levels of support required over the next 12 months should include the families already on the scheme. SHP should undertake a rapid and realistic assessment of the capabilities of all the SVP families still living in the Borough. LBL should oversee this work.

LBL should explore a framework agreement for the spot purchase of support for families. The framework should be structured to encourage the participation of small local agencies. This would be a low bar of entry into funded provision that would afford smaller organisations the opportunity to receive payment for their work. Whilst not guaranteeing any organisation work, it would at least be a step towards recognising the valuable contribution made by voluntary sector organisations to the SVP.

Linked to the framework, LBL should explore the potential for nominal personalised budgets which would allow families, through a broker such as a support worker, to ‘purchase’ their own support. Whilst this approach may not be suitable for the first six months or 12 months after arrival, it may be a way of managing the ‘step down’ from an initial period of intensive support.

## **2. Background**

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The background to the scheme, both nationally and locally, is well documented. For those who wish to review the scheme in more depth, the national context is set out in a number of reports including the National Audit Office review and the UK Government SVP resettlement programme factsheet (see Appendix \*\* below for links). LBL’s response to the national scheme is comprehensively set out in the Mayor and Cabinet report, 20 September 2018, titled ‘Resettlement of Syrian Refugees’.

As the history of the programme is covered so extensively elsewhere, this is intended only as a very brief overview.

In January 2014, the Government announced the establishment of a Syrian Vulnerable Persons Resettlement programme. This was in response to the huge migration triggered by the civil war in Syria and it was widely reported that five million Syrians had fled to neighbouring countries since the war began in 2011. The UN concluded that the countries hosting the migrants were too poor to support such large numbers and estimated that 500,000 refugees would need to resettle outside the region.

In September 2015 the UK Government committed to resettle 20,000 people by 2020, through the UK Syrian Vulnerable Persons Resettlement Programme. The original definition of ‘vulnerable’ was expanded to take on its current remit which includes all those recognised as vulnerable by the United Nations High Commissioner for Refugees.

As the remit of the programme changed, more Government Departments became involved and although the scheme still sits at the Home Office where it originated, the present arrangements include the Department for International Development, the Ministry of Housing Communities and local Government and others.

The LBL response to the humanitarian crisis in Syria was a commitment to resettle an initial ten families under the auspices of the Government scheme. That number later expanded to 17. The Council commissioned SHP, as the local support provider. The organisation had experience of working in Lambeth with families on the scheme.

The first family arrived in Lewisham in January 2017 and all the families on the scheme have now been supported for between 18 months and 28 months.

In September 2018 LBL committed to take a further 100 families. The proposal was put to the Mayor and Cabinet, in a paper entitled Resettlement of Syrian Refugees.

Having committed to take additional families the Council commissioned this evaluation, the aim being to understand the effectiveness of the programme to date and to use that experience to inform the strategic and operational decisions that would be needed to fulfil the commitment to accept 100 new referrals.

## **2.1 How the scheme operates nationally**

In July 2017, the Home Office produced updated guidance for local authorities and partners which provided answers to some basic questions about how the scheme should operate. Below is the link to the guidance.

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/631369/170711\\_Syrian\\_Resettlement\\_Updated\\_Fact\\_Sheet\\_final.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/631369/170711_Syrian_Resettlement_Updated_Fact_Sheet_final.pdf)

Reproduced below is a brief extract from the guidance which gives an overview of the initial stages of the SVP process.

“The UK sets the criteria and then UNHCR identifies and submits potential cases for our consideration. Cases are screened and considered by us and we retain the right to reject on security, war crimes or other grounds.

Once the screening process has been completed a full medical assessment is conducted by the IOM in the host country. Full details of the case and medical history are sent to the local authority for assessment of need, including whether suitable accommodation and care are available locally.

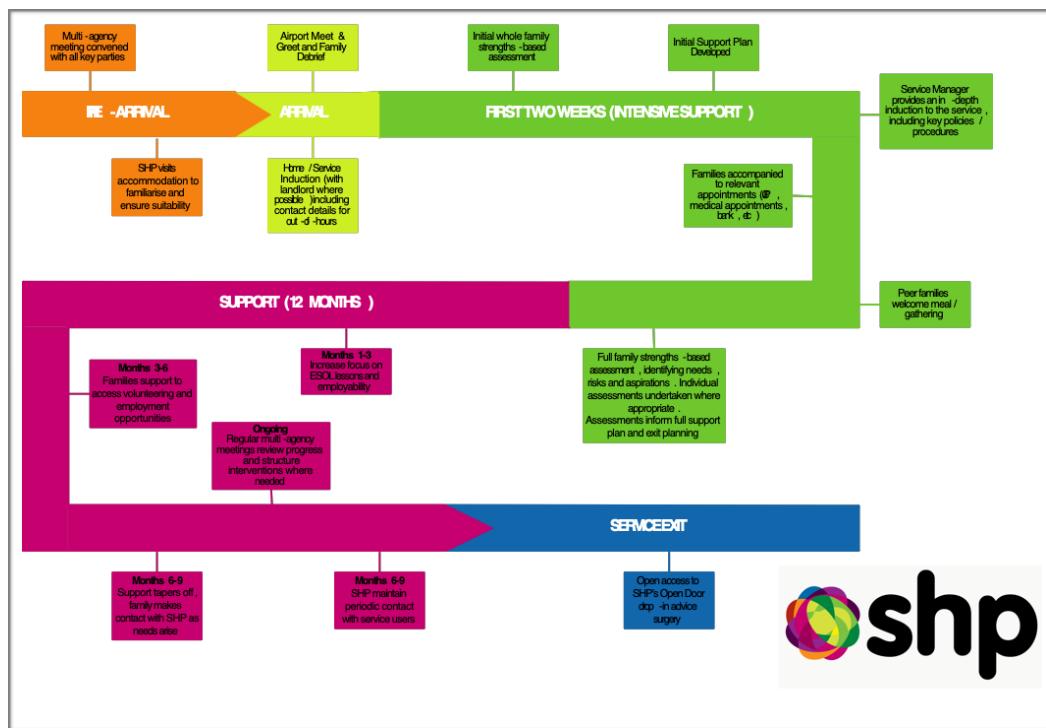
Eligibility is then confirmed and IOM start the visa application process. UK Visas and Immigration issue UK visas (three months Leave Outside of the Rules) and on arrival, arrangements are made for Biometric Residence Permits to be issued with five years' Refugee Leave."

## 2.2 How the scheme operates locally in Lewisham

This is a very brief overview of the process and concentrates on the role of the Local Council. It should be noted that from the interviews conducted with the refugee families, it was the voluntary sector and not the Council or the support provider SHP, who were seen as the primary source of help and support.

The Home Office is informed by LBL that the Local Authority are committing to resettle a certain number of families and the Council then identify suitable accommodation. Once identified LBL submit a Property Offer Form to the Home Office, which includes details of the property and local support capacity. This enables the Home Office to match a case to a home. LBL then receive the referral. If the Local Authority feels that the match is unsuitable they enter into a dialogue with the Home Office. Once a referral is accepted there is typically a 6-10 week wait before the family arrives in the UK.

The diagram below shows the SHP model for working with the refugees.



It is important to note that the 'model' above has not, in practice, been delivered. This is most clearly demonstrated by the 'step down' arrangements that would see families move from the six to nine month engagement section, into the 'service exit' section.

It was envisaged that the work with families would taper off within 12 months. At May 2019, no families had been stepped down, meaning that all the arrivals had received at least 18 months of support, with some having well over two years.

## 3. Evaluation method

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### 3.1 Background

The aims of the evaluation and the methods used by CPI were discussed and agreed with the Lead Officer for this report. Support and advice was available from the Lead Officer throughout and CPI would like to thank him for sharing his knowledge and time.

LBL commissioned an evaluation of the SVP with two aims in mind. Firstly LBL wanted to understand the impact that the programme has had on the 17 families who have been supported to date. In particular they wanted to know if the families have settled effectively in the UK, if they have integrated and if they are largely able to act independently.

Secondly LBL wanted to use the evaluation to inform the development of the SVP in ways which would enable the programme to respond to the higher rate of arrivals that will need to be supported to achieve the September 2018 commitment to resettle 100 families.

When considering how well the families have settled, how well integrated they are and how well equipped they are to navigate daily life, CPI has not sought to precisely define any of those terms. It is also important to remember, that across London, many families who are not refugees struggle with housing, benefits, schools, work and accessing appropriate support from the health service. This evaluation is not based on an expectation that the SVP cohort should be able to cope more effectively than other people. Rather the expectation has been that the programme should help to overcome deficits that would otherwise undermine the ability of the SVP families to live in the UK without significant additional support provided through a bespoke service such as SHP.

Accessing support from the Citizens Advice Bureau or welfare advice services or indeed the Local Authority, in order to get help with particular issues is not unusual and for the purposes of this evaluation would not raise any concerns. Such actions are not seen as indicating any lack of independence. Indeed, understanding where appropriate help is available, in what circumstances it should be sought and how it can be accessed, should be considered signs that someone understands how services operate in the UK.

### 3.2 Understanding the programme

In order to understand the context for the SVP scheme in Lewisham, CPI undertook desk research into the foundations of the national SVP programme. It was that national programme that originally committed to bring vulnerable Syrian refugees into the UK.

CPI also briefly considered a selection of evaluations that have been conducted elsewhere and reviewed the guidance that has been produced by both the UK Government and the Local Government Association. Some Local Authorities have produced their own materials relating to the scheme and these were also used to arrive at an understanding of how the scheme operates and what is expected of it.

CPI was given access to relevant internal LBL documents that showed the initial and subsequent commitments the Authority made to support SVP and also the contract arrangements entered into with the support provider, SHP.

There is a wealth of information online about the SVP. Appendix 3 contains links to some of the more pertinent documents.

### 3.3 Understanding the impact of the Lewisham SVP

With support from LBL, CPI identified contacts at a range of stakeholders. They were sent a short survey, which amongst other things asked them to rate their understanding of the SVP and outline their organisation's involvement in the programme.

The survey responses were then used to help identify a smaller group of key contacts, representing people with the closest involvement in the SVP programme. They were then approached for more in depth, semi-structured interviews. This included representatives from the Voluntary Sector and LBL Officers, all of whom had direct knowledge of the programme.

A list of people interviewed is Appendix \*\*

From LBL, CPI interviewed Fergus Downie, who has overseen this evaluation, Kris Gavin, former project lead for the SVP, Natasha Valladares, who is now the strategic lead for the SVP, Megan Mellor who works on community cohesion for the Borough and Martin Gormlie who manages Prevent.

From the voluntary sector CPI interviewed Karen Salem, co-ordinator at Refugee Welcome, former Refugee Welcome co-ordinator, Cristine Smalligan and Irina Bormotova from employment provider Groundwork. CPI was only able to speak briefly to Marta Irvine who provides English conversation classes to the SVP families. Unfortunately it was not possible to interview Fouzia Ravzi from the Islamic Centre who was identified by the SVP families as providing a lot of help and support.

The support service provider SHP (commissioned and performance managed by LBL) were part of the group of key contacts. CPI spoke with the project lead for LBL SHP, Tomasz Muszynski and with SHP Regional Services Manager, Tyron Julien.

CPI offered interviews to all the families who have arrived in Lewisham as part of the scheme and who are still resident in the Borough. The contact details for the families are held by SHP and SHP forwarded the invitation and arranged the dates and times for the interviews. The families were interviewed in their homes by a CPI researcher using a CPI appointed interpreter. CPI would like to thank SHP for supporting this process and enabling access to the families.

In the course of the evaluation it emerged that whilst most of the families arrived in the UK as part of the SVP, three families arrived as part of the VCRS. The SVP families are all Syrian, the VCRS families are all Iraqi. The support provider SHP and the Local Authority recognised this distinction in name only, considering all families part of the same scheme. This was explored with the families themselves and the families on the VCRS scheme identified some differences that they felt arose from their classification as VCRS, as opposed to SVP families. Time constraints did not allow for a further exploration of this perceived divide but CPI recommends that LBL consider this when developing the arrangements to bring an additional 100 families into the Borough.

CPI would like to thank everyone who gave up time to share their knowledge and experience of the service.

### 3.4 Modelling

A range of information was requested by CPI to assist with the evaluation. Not all the information requested was available. In particular, the hours of support that were actually provided to the families (as opposed to hours predicted in the support model), and the progress made by the families at various points after their arrival in the UK, were either unavailable or insufficiently robust.

CPI had also hoped to look at a more in-depth financial modelling of the ‘income’ generated by the scheme and expenditure across various domains. However financial information was limited. Therefore conclusions around the financing of the scheme are basic and CPI recommends that LBL undertakes a further assessment to generate details of ‘income’ and expenditure for SVP.

The modelling of the support required for the additional 100 families is based on hours of provision supplied by SHP and is heavily caveated. It estimates the number of staff required at times of peak demand as arrivals build up in the system. Different levels of intensity have been considered as have different ‘flow rates’ for the acceptance of new families. However given that families currently on the scheme were stepped down when they still required support with basic tasks, there are necessarily questions marks around the assumptions that

the modelling relies on. That said, the modelling does demonstrate that the arrival rate of new families is a crucial consideration which can have a huge impact on the level of staffing required.

## 4. Modelling the potential demand for 100 more families in Lewisham

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LBL has made the commitment to resettle a further 100 families in the Borough. The following analysis details the projected level of demand of support that these families will require. For the purpose of comparison three models have been produced for this analysis based on assumptions made regarding the arrival rate of the families and the number of hours spent per week with each family over a two year period.

- Model One: Current estimated time spent with families and current projected arrival rate of families
- Model Two: Current estimated time spent with families with an alternate arrival rate of families
- Model Three: Alternate amount of time spent with families with the current projected arrival rate of families.

### 4.1 Model One

For the first model, the current service provider has estimated the weekly time spent supporting families both face to face, and other admin work in the first month, year and second year before withdrawing support after two years. These are:

- 18 hours per week per family for the first month
- ten hours per week per family for the second to twelfth months
- five hours per week per family for the second year of support.

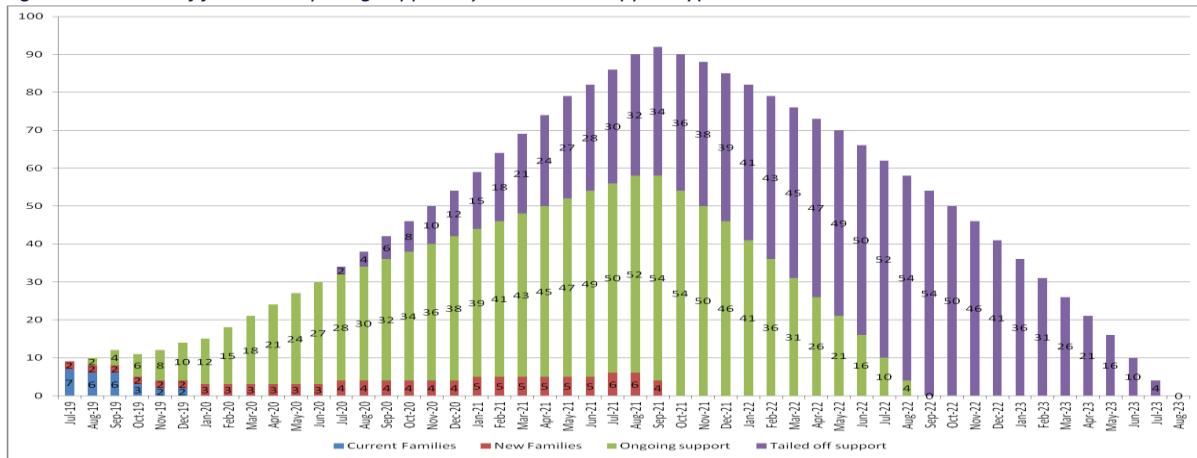
Furthermore, the analysis is based on the assumption that the families arrive:

- Two a month for the first six months
- Three a month for the second six months
- Four a month for the third six months
- Five a month for the fourth

- Six a month for the remaining months until 100 families have been resettled

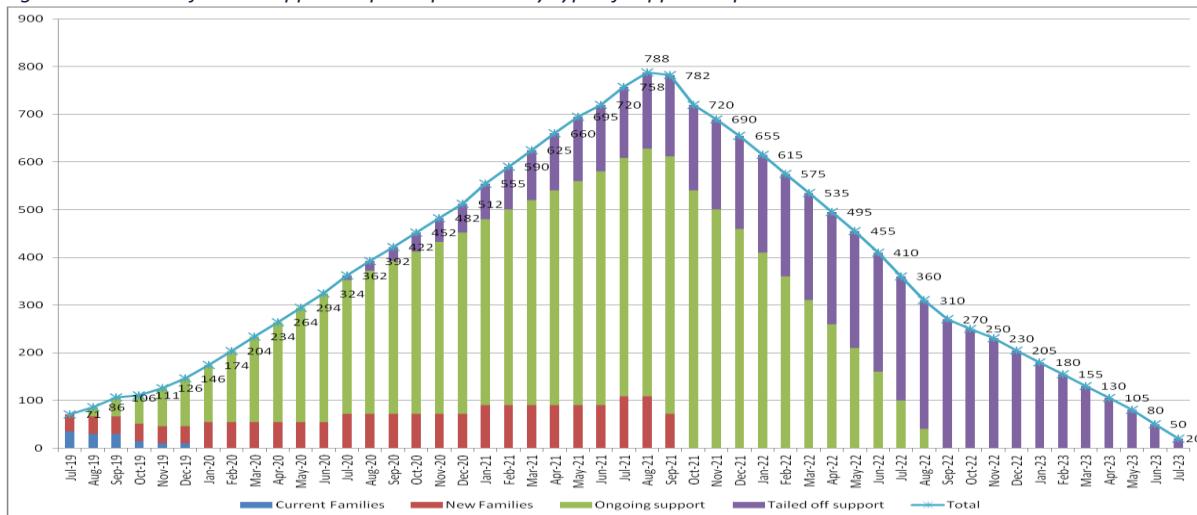
Assuming the arrival rate is as outlined above and the families are provided with support for 24 months, the last set of families will cease receiving support in July 2023. Figure 1 shows the number of families requiring support over the lifetime of the resettlement project. Based on the estimated levels of support required, the most families being supported at any one time will be 92 in September 2021, with four new families arriving, 54 families requiring ongoing support and 34 receiving tailored off support.

Figure 1: Number of families requiring support by month and support type – Model 1



Based on the information in Figure 1 of the number of families requiring support for each level, Figure 2 shows the hours needed per week for each month to support the families. It should be noted that although the information is presented for each month, the number of hours is what would be required per week for that month. Thus the number of hours support required per week would peak at 788 hours in August 2021.

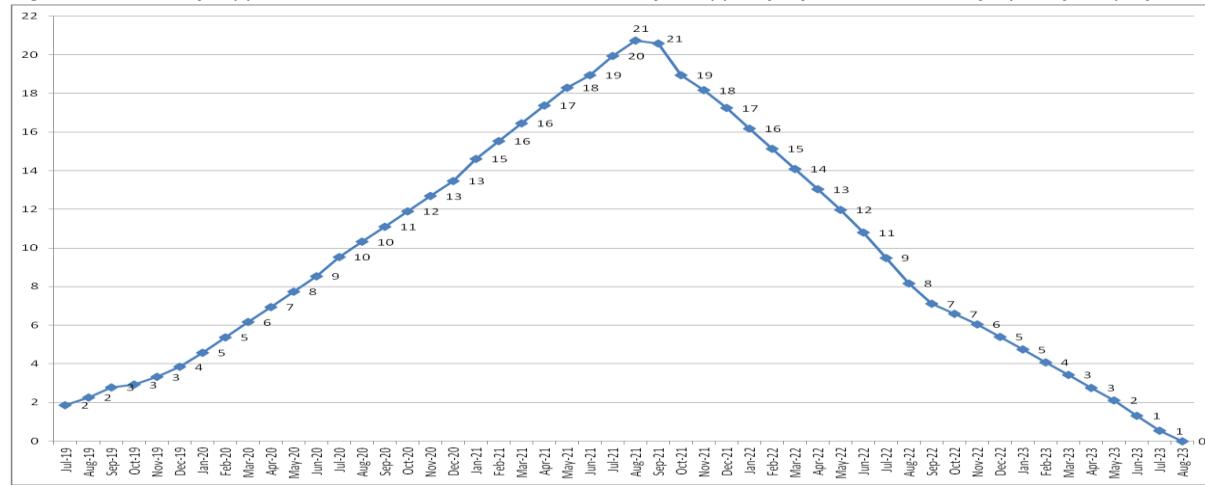
Figure 2: Number of hours support required per week by type of support required – Model 1



One of the challenges for providing the support needed will be having enough support workers in place to meet demand. Furthermore, the service will peak

with the number of workers needed and then tail off as the families complete the two year re-settlement programme. Based on the number of hours required to provide support to the families, Figure 3 provides the projected number of support workers needed to meet the demand (calculated by the number of hours needed divided by the full time hours of one support worker). Thus at the peak of the programme, the service will need 21 workers in order to meet the demand for support based on the hours provided by the current provider.

*Figure 3: Number of support workers needed to meet the demand for support for families over the lifecycle of the project – Model 1*



As explained at the beginning of this section, these models are based on a number of assumptions regarding the arrival rate of the families and estimated times spent supporting them. One other element to consider is the cost of the support workers to the service. It is estimated that the cost of a support worker, including costs is around £35,000 per annum. This cost has been used to create a crude suggestion of the cost of supporting the families. Thus, at the peak of the service, the monthly cost for the support workers is estimated at £45,212.

## 4.2 Model Two

The second model is based using the same assumptions for the amount of time spent with the families however the arrival rate of the families has been adjusted. In this model, the arrivals have been projected as:

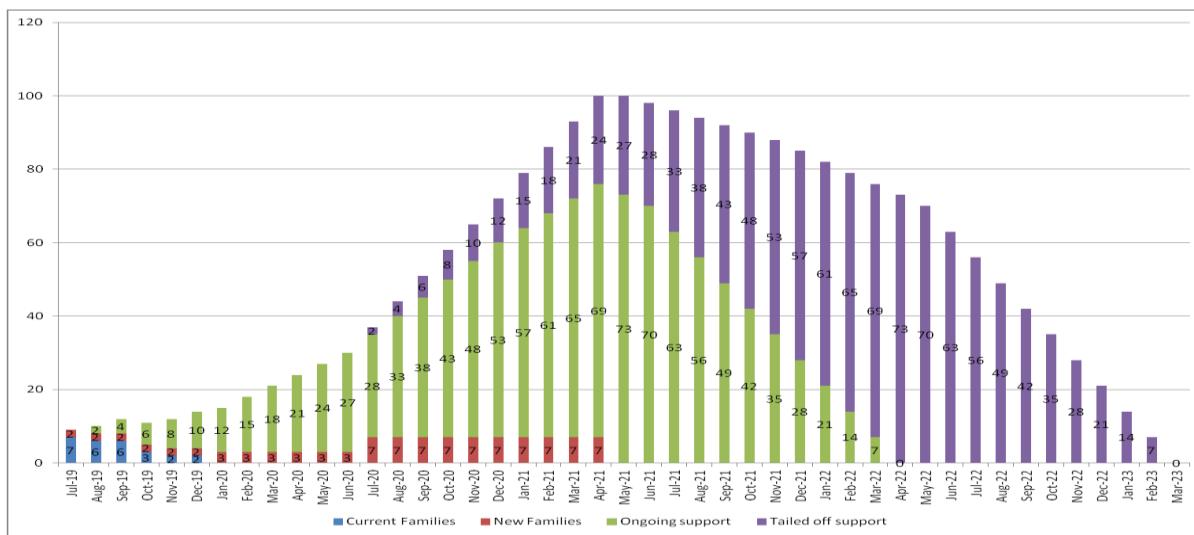
- Two families per month for the first six months
- Three per month for the second six months
- Seven families per month for ten months

The purpose of providing different models is to show the timescales and amount of staff time required from each approach. For model two, all families will have completed the lifecycle of the

resettlement by March 2023, that is to say they will have received 24 months support from their arrival.

In this model, the peak time for the service is April and May 2021 where all 100 families will be requiring some level of support, with 73 receiving ongoing support and 23 having tailed off support. The number of families and the type of support they will require is shown by month in Figure 4.

Figure 4: Number of families requiring support by month and support type – Model 2



Based on the information in Figure 4 of the number of families requiring support for each level within Model 2, Figure 5 shows the number of hours of support needed per week for each month. It should be noted that although the information is presented for each month, the number of hours is what would be required per week for that month. Thus the number of hours support required per week would peak at 1,608 hours in April 2021.

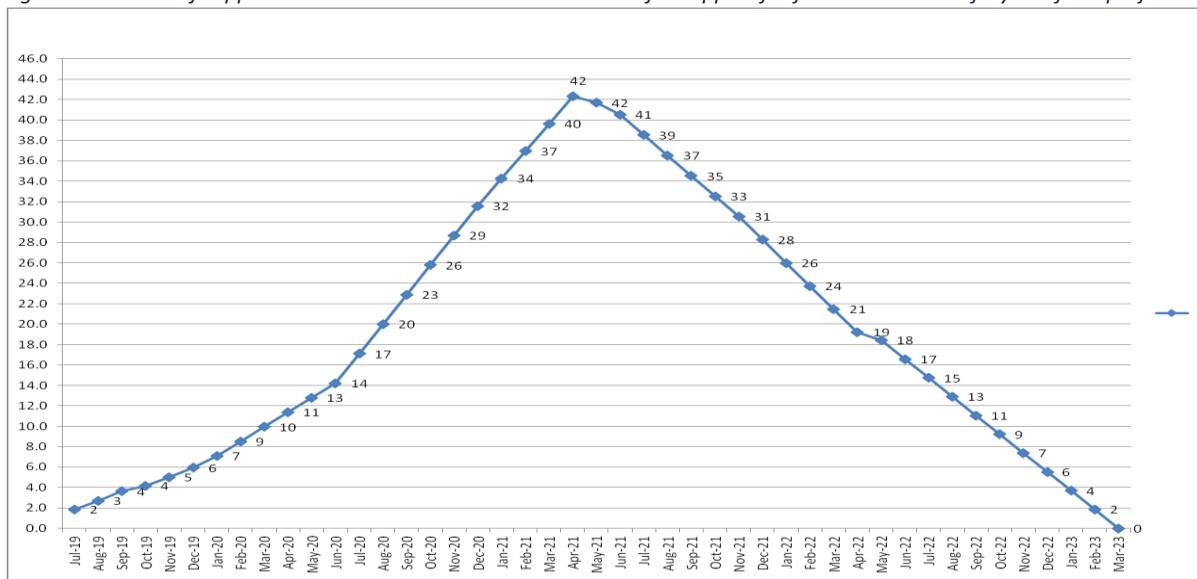
Figure 5: Number of hours support required per week by type of support required – Model 2



Although a more rapid introduction of families means they are settled into the borough quicker, it does mean that more support workers are needed to meet demand. As with the previous model, the project will be required to upscale to meet demand then tail off as more of the families are released from the support service.

In Model 2, the peak for support staff as identified in Figure 5 is April 2021. It is estimated that at this time, the service would need to be employing 42 workers to meet the needs of the families (assuming that the time spent with them is as outlined at the beginning of this section). The estimated cost of these workers at the peak period would be £123,421 for that month.

*Figure 6: Number of support workers needed to meet the demand for support for families over the lifecycle of the project – Model 2*



### 4.3 Model Three

The final model applies the same arrival rate as discussed in the first model, however the amount of time spent supporting the families has been altered to provide a more intense period of support in the beginning. Thus the amount of support provided in this model is:

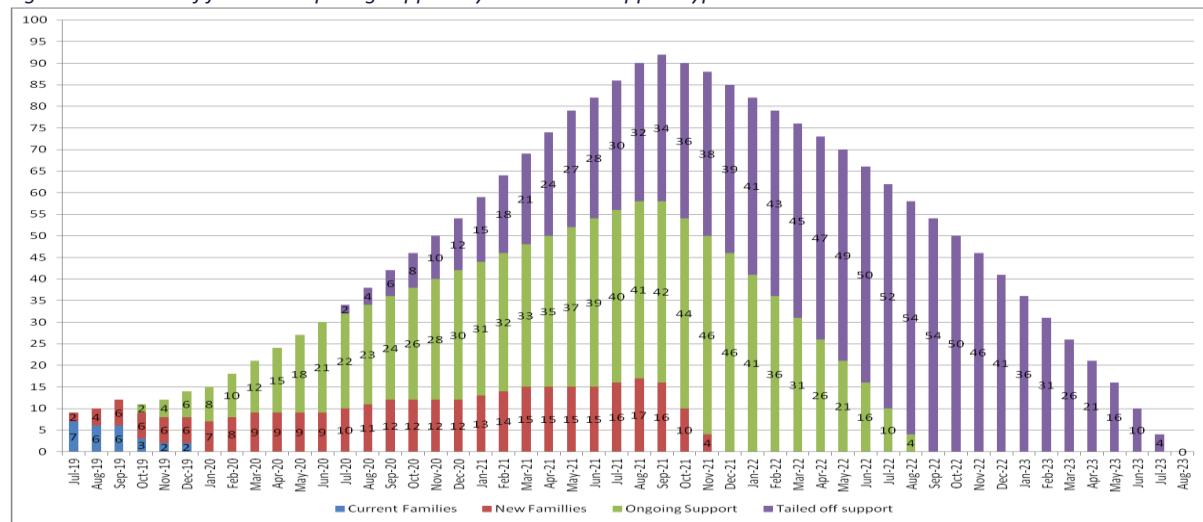
- 18 hours per week per family for the first three months
- ten hours per week per family for months four to twelve
- five hours per month per family for the second year of support

The idea around a more intensive model for families in the first three months is to provide them with more support around learning English, an issue which has been highlighted throughout this report.

The total number of families needing support each month is the same for this model as it is for model one. However, the amount of time spent with them is increased in the earlier months of the project. Figure 7 provides the number of families requiring support

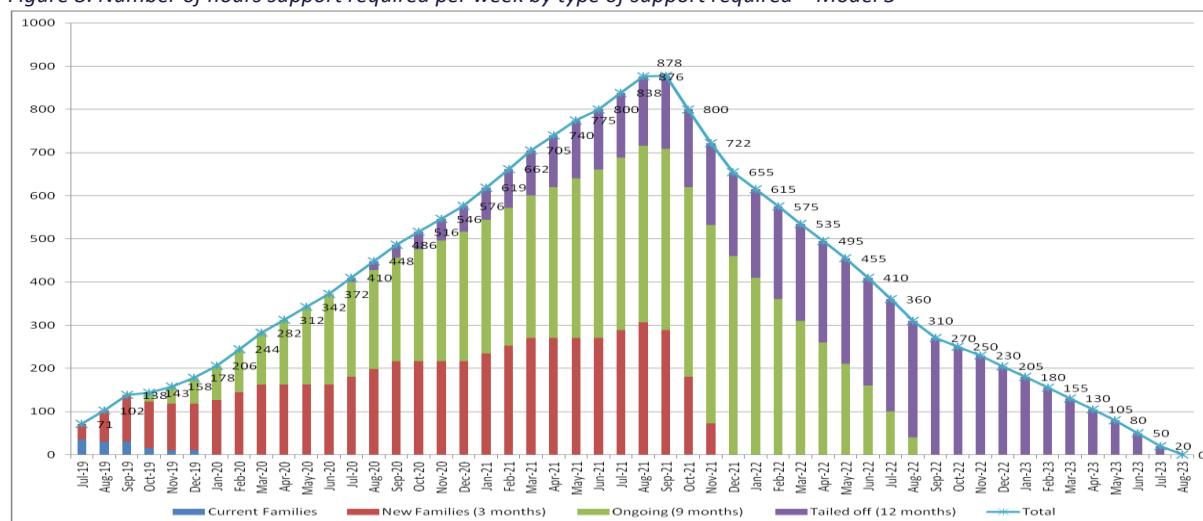
by the type of support needed for the lifecycle of the project. August 2021 sees the highest number of families requiring 18 hours per week support (17 families). However this level of support is only required until November 2021 when the final four families are projected to arrive in Lewisham. In August 2022 and September 2022, 50 families will require five hours of support per week – this is the highest number of families in this level of support and signifies the winding down of support needed.

Figure 7: Number of families requiring support by month and support type – Model 3



Based on the information in Figure 7 of the number of families requiring support for each level within Model 3, Figure 8 shows the number of hours of support needed per week for each month. It should be noted that although the information is presented for each month, the number of hours is what would be required per week for that month. Thus the number of hours support required per week would peak at 878 hours in September 2021.

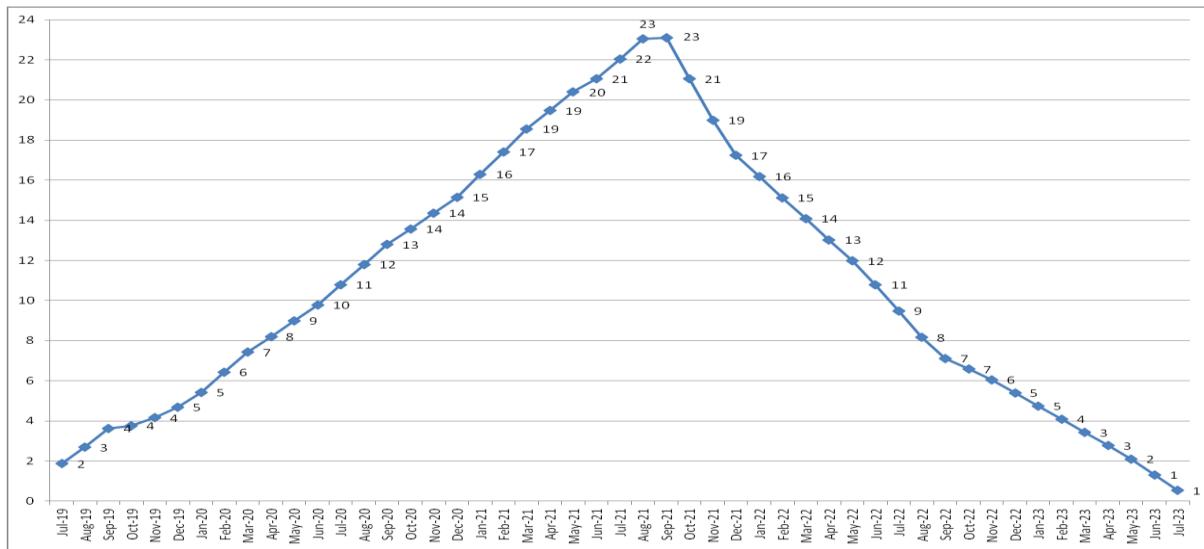
Figure 8: Number of hours support required per week by type of support required – Model 3



As explained for Figure 7, August 2021 sees the highest number of families requiring 18 hours per week support. This equates to 306 hours of support per week.

As with the other models, the number of hours needed per week has been used to calculate the number of staff needed to meet the demand. Figure 9 details the number of staff needed each month to cover the hours needed to support the families. For model 3, the peak number of staff required is 23 in August and September 2021. The estimated cost of these workers at the peak period would be £67,083 for that month.

*Figure 9: Number of support workers needed to meet the demand for support for families over the lifecycle of the project by month-Model*



For the purposes of comparison, the next three Figures compare the number of families requiring support by month over the lifecycle of the project, the hours of support needed per week for each month for each model and the number of staff needed to cover the hours by each model.

Figure 10 shows the sharp increase in families with model two, but the number of families tails off quicker with the entire programme delivered by March 2023.

*Figure 10: Comparing the number of families needing support each month by model type*

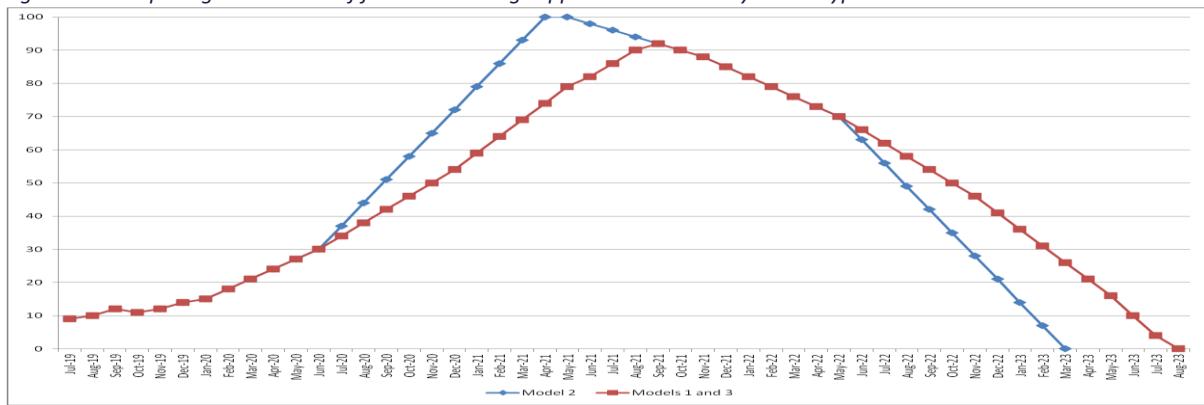
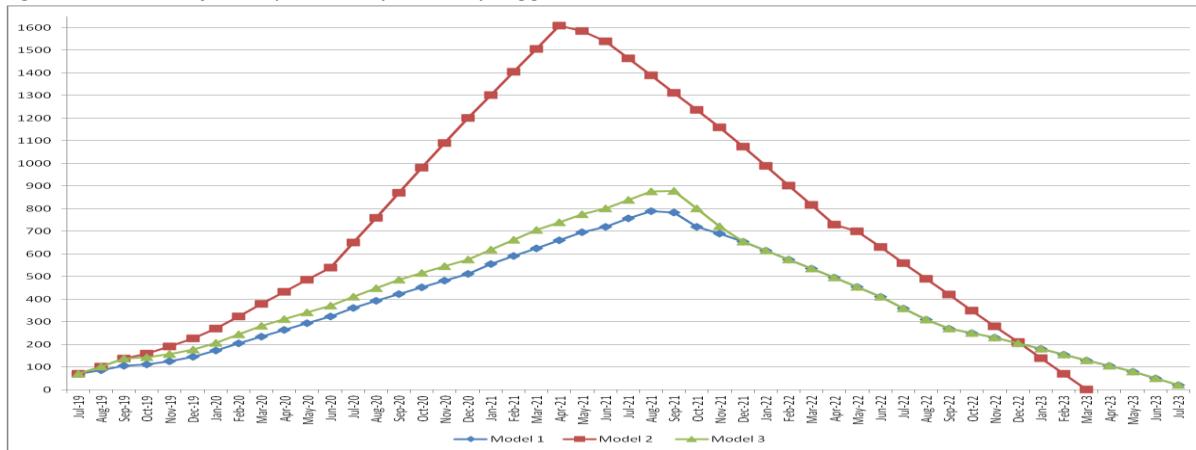


Figure 11 compares the number of hours support required for each month by model. Model 2 will require more hours and therefore more staff. However a model with more intensive support

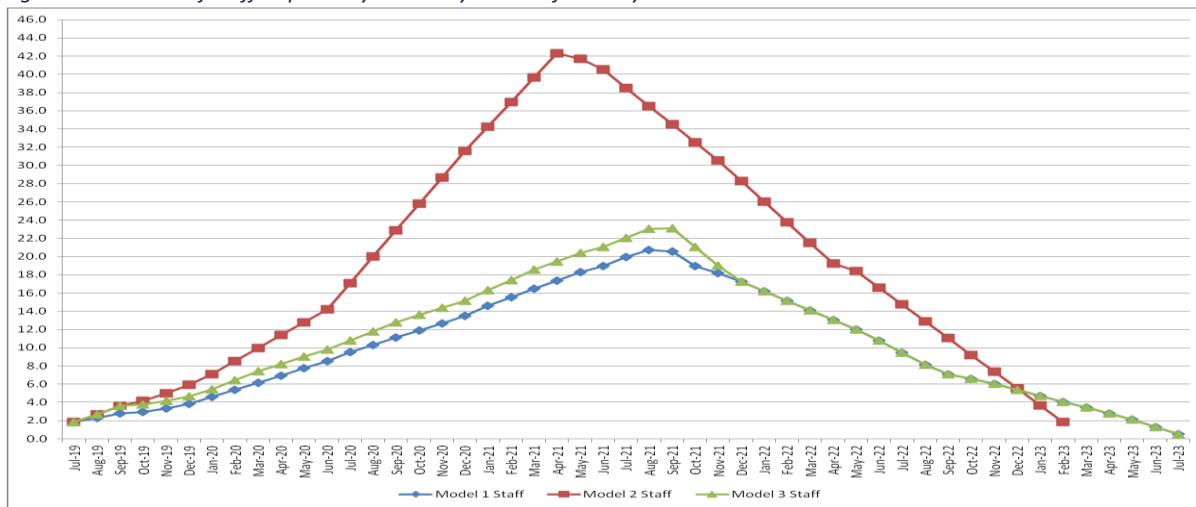
in the beginning requires only a small number of hours more at the beginning of the project before mirroring model 1 to the end of the programme.

Figure 11: Number of hours per week by month by suggested models



Again, for purposes of comparison, Figure 12 compares the staff numbers needed for each model.

Figure 12: number of staff required by month by model of delivery



## 5. Findings

### 5.1 English Language support

There was agreement across the board that the basic English Language provision has very been poor. This was recognised by LBL, SHP, the voluntary sector and the families themselves. Everyone felt it was a key consideration. Putting together all the information from a range of sources, CPI has concluded that it is *the* key consideration and that without this basic core provision, the families will struggle with all other areas of settlement and integration.

The level of English spoken by the families on arrival in the UK was seen as variable but in many cases less than was expected. Some of the arrivals could not read or write in their first language and were not at a pre-entry stage for ESOL. The ESOL model itself was seen as inflexible and unable to meet the needs of the SVP families, particularly as it is not designed to work with people who are illiterate in their first language.

The classes at Lewisham and Southwark College were not seen as providing a welcoming atmosphere or a space that was conducive to learning. Some people attending were mandated to be there by Job Centre Plus under threat of a benefit sanction, whilst others had English Language skills well in advance of the SVP participants. A group setting in which there was such a wide range of motivations to attend and such disparity in existing levels of attainment were seen as a poor learning environment. The families preferred conversational English classes provided by Marta Irvine. One family member who was interviewed for this evaluation reported that she was receiving one hour a week of English tuition. This seems completely inadequate.

## **5.2 Management and reporting lines within LBL**

The reporting lines are now clear, additional management time has been allocated to the project and there has been a separation of roles between the strategic oversight of the scheme as a whole and the day to day management of the service provider. There is a project plan to identify and work through the problems that have arisen with the programme and there is an ambitious timeline for welcoming new families. There are also discussions taking place about the re-procurement of the service and the interim arrangements that will need to be put in place. This is all to be welcomed.

However these relatively new developments are essentially untested. There have been no new arrivals on the scheme for two years and the plans to take up to 100 additional families seem to be moving at a rate that outstrips the pace of change in the infrastructure needed to support them.

CPI would suggest that more time is allowed to consider the merits of alternative models of support. Revising the planned rate of arrivals for this year would allow time for that additional work.

## **5.3 Expectations of the scheme**

A number of different views were expressed to CPI about the purpose and scope of the scheme. At one end of the scale this could be characterised as ‘just do the basics and cover the domains that the Home Office have outlined in their reporting requirements’. At the other end of the spectrum there was a view that the aim should be to ‘make this an exemplar of resettlement and integration work’. Whilst these are not necessarily mutually exclusive and difference of emphasis is probably inevitable based on people’s outlook and experience, it may be helpful for everyone to have a clearer view of the expectations of the Lewisham SVP. Not least because this can then be communicated to the SVP families.

In judging how well someone had settled, CPI were mindful that many people who have lived in London for decades still struggle with issues to do with benefits, housing, schools and health. CPI felt that the best approach was to see the scheme as a way of overcoming deficits that would otherwise undermine someone's ability to cope with the everyday situations that more established residents deal with, without recourse to specialist advice or support.

CPI also found that there was some confusion around the 'ownership' of the scheme. Whilst this may seem a minor point, it actually impacted on the understanding that agencies had of their roles and responsibilities and it appears to be reflected in a level of confusion amongst the families. CPI felt that a greater clarity would help both the support provider and the voluntary sector.

In essence the SVP is similar to many centrally devised but locally delivered programmes. It is a national scheme, delivered through Local Authority partners who are funded around certain expectations and who in large part discharge their duties via a commissioned service provider. It may be that a much clearer set of expectations for the support provider would help to 'shape' the rest of the support coming from a range of voluntary agencies. Overall CPI felt that the Local Authority needed to be clearer about asserting that this is an LBL service.

#### **5.4        The support model**

SHP are the commissioned support provider for the Lewisham SVP. The delivery 'model' reproduced above is not working. This does not mean that they are not providing support, it does mean however that the SVP families are not progressing through the system at the expected pace. CPI believe that the key reason for this is that the families are not acquiring the requisite language skills as quickly as had been envisaged. In part this may be due to them having less English on arrival in the UK than had been presumed but largely it appears to be due to the inappropriate English Language support that is available through ESOL at Lewisham and Southwark college and the lack of priority given to learning English.

CPI feels that the model needs to treat English as the key support need and prioritise it over and above other work. It may be that an adapted version of the SHP provision can do this but that is by no means certain. It is possible that with effective co-ordination, most of the basics that the SVP families need in the first few weeks could be sorted out well in advance of their arrival, leaving conversational English lessons as the only support work that needs to be delivered.

It will be time consuming 'building' and testing other models but given the demands that will be made by 100 additional families, it is something that CPI feels is worthwhile. The flow rate modelling undertaken by CPI shows that the costs at 'peak' times can vary considerably.

Beyond SHP there are a number of agencies playing a key role in the support that SVP families receive. The current arrangements feel piecemeal and not designed with those agencies in mind.

## 5.5 Costs and funding

The Government have set out their requirements for funding the scheme at the link below -

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/789120/Funding Instruction gov.uk GDPR - final.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/789120/Funding Instruction gov.uk GDPR - final.pdf)

## 5.6 Framework agreements and personalised budgets

Currently the support provider SHP is effectively supported in its role by a number of unpaid volunteers managed by voluntary organisations who are not funded through the SVP budget. The families themselves are also directly helped by volunteers and voluntary organisations.

These arrangements are largely ad hoc and often run in parallel to the LBL managed and commissioned provision.

This may not be sustainable. A small number of key individuals provide the co-ordination and impetus behind these community initiatives and if their circumstances change it is possible that the support dwindles.

One way of recognising, encouraging and supporting their work would be to look at paying for the services they provide. It is not always easy to find a way of doing this, but CPI feels that a Framework Agreement may provide an appropriate mechanism. The Framework doesn't guarantee work but it may be a relatively easy way for organisations to become eligible for paid support work. LBL would specify the type of support they require and the financial envelope. Providers can then apply to be on a list of organisations who can be considered when those support needs arise.

One way of using the Framework would be for families to be allocated a 'nominal' budget. It is important to understand that no actual money is passed to the families. Instead there is an amount set against their support needs. The families can then decide, within a given range of both Providers and types of support, where they would like to 'spend' their allocation. This would all be 'brokered' by staff familiar with the services and organisations on the Framework. These staff should be able to guide the families in their decision.

As an example, and at its simplest, if the need was for English language support then with the help of a 'broker', the family could consider a number of options from a list of Framework Providers. These would be costed and would come out of an overall budget that is set aside for a range of support.

Given that there may well be competing needs, the families would be directly involved in discussions about how the budget could be divided up across a range of support options.

It may be that this approach is best left for year two of the programme and used as an introduction to a more independent way of living. The link between the nominal budget and the

actual funding that is received in year two would need to be considered carefully. The programme will not want to give the impression that the families have money to spend that is not available to other people in the Borough who are in need.

## 6. Consultation with families

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All of the households were invited to take part in interviews about their experience of arriving and settling in the UK. The families were contacted by SHP who arranged the dates and times of the interviews. The interviews were conducted in people's homes by a CPI researcher using an independent CPI appointed translator.

Of the 16 families still resident in Lewisham, 10 households (which corresponds to 10 families) took part. Of these:

- 3 are Iraqis on the VCRS programme
- 7 are Syrian on the SVP programme

The interviews were structured around a set of questions which then led to an open discussion with the families about their experiences, a copy of the interview guide can be found in appendix XX. It should be noted that all families expressed their gratitude for being part of the programme and for being resettled in the UK.

The common themes that emerged from the interviews include, English Language support, the sources and level of general support, education, finances, employment, the accuracy of information provided to the families, the cohesion between SHP and LBL, schools and housing. Family members on the VCRS scheme also felt they received less support than families on the SVP. These themes are discussed in more detail in the following section.

### 6.1 Language

The biggest issue identified by all of the families is their understanding of the English language. Whilst all families were offered English lessons many of the families found the provision inadequate to meet their needs for day to day life in the UK. All of those interviewed stated that they wanted to learn English and be able to speak fluently. Two of the families interviewed had gained good English since being in the UK, both stated that they had taught themselves and immersed themselves in the English language.

There were several barriers identified to the provision of English classes. Firstly, some families found the classes difficult to access due to the time and location of the sessions. Some families could not attend college due to other appointments such as the Job Centre, whilst others had to collect their children from school. Secondly, none of the individuals attending the classes were assessed as to their level of understanding of English. Thus, some of the family members struggled to understand the lessons whilst others were frustrated with the slow pace of learning. Furthermore, some of the refugees were illiterate in their own language and found learning to read and write English almost impossible as they were unable to write at all. Finally, the majority of families felt that the lessons were

mostly based around grammar and rules of the English language. All the families feel that this is an important element of learning the language, however what they need is conversational English to help with day to day tasks and to communicate on an everyday level.

The biggest issues identified by families are dealing with bills, making appointments and being able to read letters and correspondence sent to them. For many, they are still unable to read technical letters from utility companies or understand how to pay bills, either online, over the telephone or in person. Several families spoke of the difficulties with negotiating telephone calls where they are required to respond to automated responses. Whilst they can understand there are a series of options, they struggle with what each option means. This can lead to appointments being cancelled or misunderstandings with utility companies, all as a result of the families' lack of English as a second language.

Furthermore, other families spoke of the difficulties in accessing benefits and the Job Centre as a result of their lack of English. Families told of being turned away from the Job Centre because they were unable to understand what was being said. Another stated that they were shouted at and the Job Centre staff used a "*raised voice*" with them. The families felt that they needed more support when accessing the Job Centre.

The overriding impression given by all the families is that they require more conversational English; one interviewee gave the example of arriving at the Job Centre and being told to "*take a seat*". Unaware that this was another way of saying, please sit down, they were very confused about what was expected of them. Another family spoke of being turned away from the Job Centre when enquiring about work as they were unable to converse with the worker at the Job Centre. One of the issues highlighted by another family was the lack of people to practice speaking English with and the fact the current teaching model does not allow for much conversational English.

A number of the families felt that they could have made better use of learning English when they first arrived in the UK, with one family stating "...[we] did nothing for the first six months and could have learnt English". Others commented that they were often reliant on their younger children who were now fluent in English as a result of being at school, to act as interpreters for them. Another family commented "*..teach us English before life issues become a problem*".

## 6.2 Support provided to families

One of the initial questions the families were asked was about the support they have received since being in the UK. All the families interviewed stated they were very grateful for coming to this country and being part of the programme. However, responses to the support they have received since arriving were very mixed. Furthermore, almost all of the families stated that they felt settled because they had worked it out for themselves.

### 6.2.1 SHP

All of the families spoke of their initial arrival and the support provided by SHP. Most of families were shown around their local areas, told how to use public transport and some spoke of SHP workers staying with them for the first few days. This was not the case for all families though, with at least two stating they were left to find their own way around. Two of the families interviewed felt very supported by SHP and stated that the initial service they had received was excellent.

However, a number of families gave examples where they were left in locations such as Central London and Brixton and were expected to make their own way home. These experiences were very stressful for family members, who were unable to speak English, did not know how to negotiate public transport or were unable to contact other members of their families to say they were lost. Another family spoke of the kindness they had received from strangers in the street to help show them how to get home. As a result of this experience, one of the family members has started volunteering with other new families to ensure they do not have the same experience.

One family spoke of an elderly member of the family being hospitalised. They were unable to contact anyone at SHP and had to rely on other relatives who lived in another part of the UK to help support them.

Very few families were able to identify a specific worker who was supporting them from SHP. A number of families spoke of issues relating to their accommodation, such as heating not working or no hot water. One family was temporarily re-homed whilst the issues were addressed. However, several of the families felt they were provided with little help from SHP to resolve issues.

One family felt that it is really important for the SHP workers to be fluent in Arabic. In the beginning their support worker was an Arabic speaker, however they have since been replaced with someone who speaks little Arabic and this has caused some difficulties for the family. They are very reliant on their children to act as interpreters; this is discussed in more detail in a later section. They commented that they were “..glad we had no serious problems as our worker has no Arabic”.

Several families found it difficult to contact SHP whilst others felt that they were ill advised by SHP or, when they asked questions about specific issues were “*made to feel you should be grateful to be here*”. Several families stated that SHP rarely answered the telephone when they called, or failed to respond to messages when they left them.

All families had been notified that the support from SHP was being withdrawn in the coming months, one family even stated that this was “*not by choice*”. They were all aware that they could access a drop in session on a Monday between 5pm and 7pm; however the majority are very anxious about how they will manage to pay bills, sort housing issues and other essential day to day living queries, as they still do not feel confident enough or able to speak English well enough to deal with bills and other issues.

A number of families felt that there are not enough support workers at SHP to support the number of families on the programme. One family is concerned that there would need to be more workers and more support if the council wanted to resettle more families.

### **6.2.2 Volunteers**

In addition to speaking of the support provided by SHP, all families spoke about the volunteers who had helped them settle in the area. All of the families referred to one specific volunteer who had helped source furniture, televisions and other good for their homes. Other volunteers were mentioned who came and provided English lessons to families. Furthermore, families referred to other local organizations such as AFRIL and LRMN.

Many of the families spoke of their reliance on the volunteers to help support them with day to day issues and often going above and beyond to ensure that the families had what they needed. Some families felt they were more reliant on the volunteers than the service provided by SHP.

### **6.2.3 London Borough of Lewisham**

A small number of families interviewed felt that there needed to be more representation within the council for the refugee families. For some of the issues raised by the families, they were advised by SHP that it was something that the Council needed to address, however they were unsure who to contact. It was felt that there was little contact between the Council, who ultimately had welcomed the family and SHP, the service providing the support to families. In one case, the family felt very strongly about the way in which they had been treated by SHP and eventually were able to make contact with someone within the council who was able to support them. However, this was only after making several complaints to the council.

## **6.3 Education**

The families interviewed had very mixed experiences of schooling for children. Whilst all the families had been provided with support in finding school places for their children there was a mix of those that were satisfied and those that were not.

Several families had to travel in excess of an hour to get their children to school, either by bus or on foot. In one example, the family has two disabled children who have to travel on foot to a school some distance from their home. Whilst the family felt that the school was right for their children, they had asked to be relocated. There was some frustration that other families lived next door to the same school but did not have disabled children. Another family, who lived next door to a primary school, were having to take two buses to their school. Neither family felt they had been supported in finding closer or more suitable schools for their children.

Whilst families with primary school age children were satisfied with the support they had been given accessing education for their children,

two families with secondary school aged

children felt that they had been ill advised by SHP with regarding schooling for their children. One family was told that they were unable to register their child in a school whilst the other felt that their children had missed out on a year of education as a result of the advice given by SHP.

It did not appear that the families who were dissatisfied with the schooling for their children had been given any advice to help them either change schools, or had it explained to them that they could not relocate where they live.

#### 6.4 Finances

Several families spoke of experiencing financial difficulties as a result of benefits being delayed or misinformation from SHP. Two families were led to believe that all their household bills were covered for the first year as part of the resettlement programme. However after some time they were then presented with very large bills which they were unable to pay.

A further two families experienced delays in receiving benefit payments and found themselves in the position of having more outgoings than money coming in. In both instances, the families approached SHP and asked them to help support them financially. The families were advised to borrow the money from friends or family and told that SHP could not help them. The family found this a very anxious time and was surprised to be told to borrow money. They had friends in other part of the UK who were on similar programmes but had been offered support directly from the agency supporting them to help deal with their finances.

Another family explained that they had been informed that all the bills would be paid, only to then find out that the bill was in the wrong name. This led to a £900 gas bill which the family were expected to pay. The family spoke on the stress this had added to family life and the fact they had felt totally unsupported in resolving the problem.

The Iraqi families all identified that, although they felt they were provided with the same level of support as their Syrian counterparts through the council's resettlement programme, they nevertheless felt they were not eligible for the same external grants as Syrian families. One interviewee spoke of applying for additional funding for learning English only to be turned down as they were Iraqi, the interviewee stated they were "...shocked how differently we are treated". Given there are additional (non-programme related) funding grants which refugees can apply for with differing eligibility criteria there may be scope for confusion. These concerns were shared with the local authority which will be monitoring this issue to ensure parity of esteem and outcomes are achieved across the programme.

Another issue identified by the families was accessing the Job Centre in order register for their benefits. One family was advised that their elderly mother would only be able to get her benefits by attending the Job Centre. The family challenged SHP as they felt there must be another way to access the payments as their mother could not be the only person unable to get to the Job Centre. However they were told she had to attend in person.

## **6.5 Employment**

All of the families interviewed were asked if anyone in the household was working. Over half of those stated that they wanted to work and some had found employment however, the biggest issue with finding employment was their lack of spoken English. A number of interviewees had managed to find employment, but only as a result of finding jobs where they could use their native language. Some families felt a level of frustration as they were highly qualified in their home country but were unable to find out how to convert their qualifications to use in the UK.

A number of the interviewees stated they were volunteering in order to gain experience to get paid work. Several families stated that they had been advised not to seek employment as it would interfere with the benefits they were receiving.

Several of the interviewees wanted to obtain their English driving license so that they could work as a taxi driver. However, when they approached SHP they were told it was not something they could help them with and they would need to contact the Council. However, they were unable to identify anyone in the council who could help them. This was very frustrating for the families with one interviewee suggesting that there should be a programme set up to support the re-settled families obtain their driving license. Again, as a result of their lack of English, they need additional support with the theory test.

## **6.6 Expectations of the families**

A few of the families felt that their expectations of being part of the programme had not been met. In part this was due to the lack of support they had received, but also as they felt their individual needs as a family had not been met. None of the families had been assessed before arriving in the UK. It was felt that there should be an assessment of the requirements for each of the families before they arrived to ensure they were able to access schools close to their homes and other services.

Others felt that they needed more support and understanding of being in privately owned rented accommodation. Many of the families had experienced problems with their accommodation and felt that SHP was unable to help them resolve some of the issues due to there being a private landlord.

# **7. Conclusions and recommendations**

## 7.1 Conclusions

Welcoming new arrivals to Lewisham, settling them into the borough and helping them to become independent as families and as individuals, is an enormous task.

All the families who have arrived on the SVP scheme and who were interviewed as part of this evaluation expressed their gratitude to be here and welcomed the opportunity that this has afforded them.

CPI found that all the staff and volunteers interviewed for this evaluation have shown great pride in their work, have been conscientious and diligent in their approach to the SVP programme and have demonstrated a great deal of care and concern for the families. It is CPI's view that on an individual basis the staff interviewed have strived to deliver the best experience they can for the SVP arrivals. There are however structural problems that have seriously undermined their efforts and CPI believes that these need to be addressed before new families arrive in the borough.

At the moment Lewisham is not well placed to take an additional 100 families through the Syrian Vulnerable Persons (SVP) Resettlement scheme, and the Lewisham SVP programme needs to make rapid changes if it is to start delivering successful time limited interventions to additional households in this financial year.

The programme will need to maintain a greater level of support than is currently envisaged to the SVP families who are already in Lewisham. Failure to do this may lead to a loss of goodwill and support from the unfunded voluntary sector partners.

The programme has worked with 17 households since its inception in January 2017 and as of May 2019 had plans to step down the level of support to all the families by the end of July of 2019. From discussions with agencies who have worked with the families and from interviews with the families themselves, many of those being 'stepped down' are unable to operate independently after 18 to 24 months of support.

Plans to bring in new families are running ahead of the operational capacity of the scheme to successfully integrate them.

The provider, SHP, have not had consistent oversight from LBL. Furthermore they have been hampered by a lack of clarity around the aims of the scheme and the roles of different agencies. The lack of forward planning has hindered their operational effectiveness and has led to a period of drift.

There is a level of criticism of SHP, which whilst by no means universal is consistent enough to raise concerns about the support they provide. Some of the criticisms levelled at the provider may be due to a misunderstanding around their role, the boundaries of what they can do and the overall purpose of the scheme. However given that it is the responsibility of SHP to orientate the families and familiarise

them with the scheme and with life in the UK, they must take some responsibility for this misunderstanding.

There are other criticisms which if true amount to a worrying failure to properly support the families arriving in Lewisham and are below the standard that would be expected of any competent provider.

There are a number of different agencies who are involved to a greater or lesser extent in the programme. For some, the work with the SVP families should amount to business as usual albeit with a new client group. For others it is the mainstay of their work. The different roles and responsibilities have not been well co-ordinated and coupled with a lack of clarity around aims and some misunderstandings around funding, a fragmented and sometimes fractious pattern of support has emerged.

There is nominally a 12 month timeline for SHP to work with the families and to integrate them into the local area. Given the level of need and the level of provision, especially support with learning English, 12 months is not long enough.

After families are ‘stepped down’ from the programme there are drop-in sessions that family members can attend to get support and advice. However the families are attending the drop-in sessions for support relating to minor everyday issues. This strongly suggests that they are not yet able to operate independently.

The model of support doesn’t seem in practice to provide the intensive level of help the families require, especially during the initial six or so months. The arrangements for the ‘step down’ appear ad hoc and not related to a family’s progress or continued need for support.

SHP have not brokered potentially important relationships with Job Centre Plus or ESOL providers. They may well require support with this from LBL.

Appropriate support to learn English is absolutely crucial. The support provided has been inadequate.

Even if language support were to be improved, doubts remain about the capacity of the arrivals to command a sufficient level of English within the timeframes initially envisaged.

At one point during the evaluation LBL discussed plans to increase the housing stock by purchasing properties and using these to house the SVP households. There is clearly a need to plan for the SVP arrivals however CPI feels that the housing solutions for the SVP families need to be demonstrably comparable with the options available for families already in the borough and in housing need.

Multi agency operational meetings have become sporadic and attendance has fallen away. This is understandable. Many agencies will have little or nothing to add to a round table discussion and most of the work will be routine. It is not clear that multi agency meetings are needed or would be an effective use of time. If one of the aims of integration is to normalise the

experience of the families and ensure that they are treated on an equal footing with other residents then specific SVP meetings would seem to run counter to this.

There are actually two schemes operating, the SVP and the VCRS. Neither the Council nor SHP see this as a problem. However families on the VCRS scheme (interviewed for this evaluation) felt that support available to SVP families was not available to them. This needs to be explored further. CPI could not find out how many of the additional 100 families would be SVP and how many would be VCRS but there is the potential for problems if what is ostensibly the same programme delivers different levels of support.

The SVP is not seen as a particular risk that would bring it to the close attention of Prevent. However there is an expectation that organisations working with refugees would be aware of the work of Prevent and the steps that need to be taken if a worker or volunteer is concerned about radicalisation or the influence of extremists. Prevent training was provided to organisations involved in SVP in 2017 and the line manager with responsibility for Prevent is a member of the strategic group for SVP. However knowledge of 'Prevent' at the main voluntary sector organisation responsible for providing mentors was limited. At other agencies there has been considerable staff turnover. In these circumstances it would seem prudent to provide follow up training in advance of the new families arriving in the Borough.

## **7.2 Recommendations**

There needs to be a step change in key elements of the scheme, particularly the provision of appropriate English language teaching. LBL should carefully consider the planned timetable for new SVP arrivals.

The acquisition of English language skills needs to be considered a fundamental prerequisite for integration and independence. Given the paramount importance of acquiring English the Council should consider funding its own provision alongside or instead of any classes offered through the Job Centre Plus approved agencies. The teaching needs to be intensive, mandatory and pitched at a level that recognises the literacy levels of those arriving on the scheme. It should start on arrival and for at least the first six months it must be prioritised.

The Council needs to enter into discussions with Job Centre Plus, Lewisham and Southwark College and other approved providers to see if an improved offer can be arrived at quickly and within the current funding arrangements.

The families already on the scheme should be considered in need of support alongside the new arrivals. The calculations made about the resources required to integrate the families should include some or all of this first wave of arrivals.

The Council need to review its contract management arrangements to ensure that SHP is delivering to a satisfactory level. The Council needs to explore alternative support arrangements. At the moment the Authority does not appear to be in a position to walk away from the contract and find a new provider, even if the contractor consistently performs poorly.

With appropriate support and performance management SHP should be able to fulfil its support role. CPI recommends that LBL opens up discussions with other local authorities where SHP run similar support services to see if any common themes emerge.

In the short term supporting SHP to succeed is by far the best approach. To do this there needs to be clarity around their role and the role of other agencies, in particular the voluntary sector agencies. At the moment there is neither a collegiate approach with shared targets nor a clearly bounded set of tasks with parameters for different agencies.

There is no need to define ‘resettlement’ or ‘integration’, if the programme works to the headline expectations set out by the Home Office, namely that if a number of goals are reached then it is reasonable to expect that integration will emerge from these.

There needs to be a common understanding of what the programme is trying to achieve. That could be based on some shared expectations, namely that families will have stable housing, will be receiving the benefits they are entitled to, are working in legitimate employment, will have attained a sufficient level of English, will have an understanding of the cultural ‘norms’ in the UK, and will be able to navigate health and education in order to get support for themselves and their families. In other words they can operate at a level that sees them at no greater disadvantage than others in the Borough who share similar socio-economic characteristics.

Whilst not defining what resettlement or integration means, LBL should be clear that the aim of the programme is not to privilege these particular arrivals in the Borough but rather try to reduce any deficits and ensure that households on the SVP pathway are not disadvantaged by having arrived as refugees.

Lewisham should further investigate any perceived or actual differences in the levels of support available to people arriving on the SVP scheme and the VCRS scheme. If families are being brought in from both routes and supported by the Local Authority through the same local scheme then the Council should ensure a consistent level of support determined by need not by arrival category.

Plans for housing the SVP families need to fit within a ‘normal’ range of housing offers that would be available to other families in housing need in the Borough. Any approach that has the appearance of privileging the SVP arrivals, even if it is clearly not at the expense of other residents, is likely to be received very negatively. Perceived unfairness in the allocation of housing, which has historically been a touchstone issue, has the potential to undermine wider efforts around integration and community cohesion.

In Lewisham the SVP is not seen as presenting any particular risks that would require a focus on Prevent. CPI understand that this is a view shared across London in relation the SVP scheme. LBL has arrangements in place at a strategic level to ensure that any concerns about SVP can be raised and issues of interest to Prevent considered. At an operational level it would be helpful to

rollout training around Prevent for all those agencies involved in the scheme. This is not because the SVP represents a risk but because there have been staffing changes and it is likely that any previous training needs to be refreshed.

LBL should explore a framework agreement for the spot purchase of support for families. The framework should be structured to encourage the participation of small local agencies.

Linked to the framework agreement, LBL may wish to explore the idea of nominal personalised budgets. This approach, often through a ‘broker’ acting between service providers and ‘purchasers’ is now a familiar way of working with a range of Local Authority clients. Whilst it may not be suitable for the first six months or 12 months after arrival (during which period intensive support is required), it may be a way of managing the ‘step down’ from the initial intensive support. Consideration needs to be given to the messaging around this. As with housing, any appearance of a ‘premium service’ for new arrivals to the Borough may cause increased tensions within the community. It may be that any notion of a budget is kept well away from the families and is handled entirely by the ‘broker’.

# Appendices

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## Appendix 1 – Question list for interviewees

- What support have you received from the programme?
- How helpful has the support been?
- What services have you been helped to access—e.g. health, housing, social care, education?
- Have you been offered access to language skills and/or ESOL training? Did you take up the opportunity?
- Do you need help with anything else that the programme has not offered you?
- Would you describe yourself as living independently?
- Do you feel you and your family are integrated into the community?
- What worked well about the support you were offered?
- What did not work well?
- Would you change any aspect about the support provided?

## Appendix 2 – Arrival dates

Family 1 – 02/2017

Family 2 – 05/2017

Family 3 – 06/2017

Family 4 – 07/2017

Family 5 – 09/2017

Family 6 – 09/2017

Family 7 – 09/2017

Family 8 – 10/2017

Family 9 – 11/2017

Family 10 – 12/2017

### **Appendix 3 - Further reading**

<https://www.ncbi.nlm.nih.gov/pubmed/29121218>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/767274/uk-approach-evaluating-vulnerable-resettlement-schemes-horr106.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/767274/uk-approach-evaluating-vulnerable-resettlement-schemes-horr106.pdf)

<http://www.nottsrefugeeforum.org.uk/wp-content/uploads/2018/03/Syrian-VPRS-EVALUATIONFeb2018.pdf>

<https://publications.parliament.uk/pa/cm201617/cmselect/cmpubacc/768/768.pdf>

<http://www.blog.hcri.ac.uk/syrian-vulnerable-persons-resettlement-scheme-uk-successful-durablesolution-refugees/> <https://www.local.gov.uk/syrian-refugee-resettlement-guide-local-authorities>

<https://www.gov.uk/government/publications/syrian-vulnerable-person-resettlement-programme-fact-sheet>

<https://www.nao.org.uk/wp-content/uploads/2016/09/The-Syrian-Vulnerable-Persons-Resettlementprogramme.pdf>

<https://syrianrefugeesaberdeenshire.files.wordpress.com/2015/10/horton-housing-vprs-best-practice-guide-v2.pdf>

# Refugee Resettlement Programme Improvement Plan

## Contents

- [\*\*1 Aggregated Actions\*\*](#)
- [\*\*2 Aims\*\*](#)
- [\*\*3 Policy \(POL\)\*\*](#)
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- [\*\*8 ESOL \(ESOL\)\*\*](#)
- [\*\*9 Commissioned Provision \(CP\)\*\*](#)
- [\*\*10 Community and Voluntary Sector \(CVS\)\*\*](#)

## Owners/Sponsors

Initial	Name	Role
KB	Cllr Kevin Bonavia	Cabinet Member
KS	Kevin Sheehan	Executive Director
MJ	Madeleine Jeffery	Director of Housing Services
NS	Nicholas Stabeler	Private Sector Housing Agency Manager
RD	Rachel Dunn	Housing Partnerships and Service Improvement Manager
NV	Natasha Valladares	Projects and New Supply Strategy Manager
TN	Tewodros Negash	Refugee Resettlement Programme Manager

## Key

Late
At risk
On track
Complete
Pending

## Aggregated action progress

Overview of action status across improvement themes, and aggregated status.

	POL	S&G	EET	H&D	HOUS	ESOL	CP	CVS	Total
Late	0	0	0	0	0	0	0	0	0
At risk	0	0	0	0	0	0	0	0	0
On track	4	7	5	4	5	3	5	4	37
Complete	3	2	1	1	2	5	2	0	16
Pending	3	3	5	2	0	7	4	5	29



## Policy

Aim: A robust delivery framework and associated policies to ensure consistency of approach and deliver the strategic vision.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
POL01	Establish high-level programme vision	MJ	NV	Mar-19	Jun-19	Jun-19	Complete
POL02	Formalise programme objectives	MJ	NV	Aug-19	Oct-19		On track
POL03	Formalise pre-arrival process	NV	TN	Mar-19	Jun-19	Jun-19	Complete
POL04	Update complaints policy for new provider	NV	TN	Aug-19	Sep-19		On track
POL05	Formalise post-arrival process	NV	TN	Aug-19	Oct-19		On track
POL06	Draft Arrivals Policy to incorporate pre and post arrivals process	MJ	NV	Oct-19	Dec-19		Pending
POL07	Create outline Delivery Framework structure	MJ	NV	Jun-19	Sep-19	Aug-19	Complete
POL08	Develop discretionary spend policy to include individual budgets	MJ	NV	Aug-19	Nov-19		On track
POL09	Map current gaps in delivery drawing on Independent Review	NV	TN	Sep-19	Dec-19		Pending
POL10	Populate delivery framework	MJ	NV	Jan-20	Mar-20		Pending

## Structure and Governance

Aim: Effective structures and governance, with clear responsibilities and defined roles and robust decision making.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
S&G01	Establish strategic working group	MJ	NV	Apr-19	Jun-19	Jun-19	Complete
S&G02	Schedule strat group meetings going forward	MJ	NV	Jul-19	Sep-19		On track
S&G03	Establish operational working group (community)	NV	TN	Apr-19	Jun-19	May-19	Complete
S&G04	Establish operational working group (practitioner)	NV	TN	Jun-19	Sep-19		On track
S&G05	Draft MoU	KB	TN	Aug-19	Dec-19		On track
S&G06	Develop and deliver workshops for community partners on roles, responsibilities and boundaries	NV	TN	Sep-19	Nov-19		Pending
S&G07	Identify training for stakeholders	NV	TN	Aug-19	Sep-19		On track
S&G08	Programme and circulate training	NV	TN	Sep-19	Nov-19		Pending
S&G09	Populate risk register	MJ	NV	Jun-19	Sep-19		On track
S&G10	Develop programme performance indicators	MJ	NV	May-19	Sep-19		On track
S&G11	Establish KPIs for programme	MJ	NV	Aug-19	Oct-19		On track
S&G12	Formalise project reporting mechanism and timeframes	MJ	NV	Oct-19	Dec-19		Pending

## Education, Employment and Training

Aim: Continuous development opportunities for refugees, which build on their strengths and help them become more independent.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
EET01	Establish education assessments for all arriving children	NV	TN	May-19	Jul-19	Jun-19	Complete
EET02	Formalise SEND processes for refugee children	NV	TN	Jul-19	Nov-19		On track
EET03	Map employment and training support services in the borough	NV	TN	Jun-19	Oct-19		On track
EET04	Schedule review of individuals' EET progress for 3, 6, 12, 18, 24, 36, 48 months	NV	TN	Aug-19	Sep-19		On track
EET05	Develop a workshop on education including further education for families	NV	TN	Jul-19	Oct-19		On track
EET06	Establish pathways for further education, vocational training and qualification transfer	NV	TN	Sep-19	Jan-20		Pending
EET07	Develop training programme for adults in universal skills	NV	TN	Oct-19	Feb-20		Pending
EET08	Develop accessible guidance for families on choices in education	NV	TN	Jul-19	Oct-19		On track
EET09	Develop the skills of staff and volunteers in strengths-based coaching techniques	NV	TN	Oct-19	Dec-19		Pending
EET10	Deliver workshop for families on financial management and budgeting	NV	TN	Nov-19	Feb-20		Pending
EET11	Scope support for small business development	NV	TN	Dec-19	Mar-20		Pending

## Health and Disability

Aim: Comprehensive approach to health and disability to ensure that families are fully supported to manage the trauma they have experienced.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
H&D01	Establish initial health assessments for all families	NV	TN	Mar-19	Jun-19	Jun-19	Complete
H&D02	Support CCG commissioning of tailored mental health provision	NV	TN	May-19	Oct-19		On track
H&D03	Develop clear referral pathway with Adult Social Care	NV	TN	Aug-19	Dec-19		On track
H&D04	Develop policy on social care support and adaptations	MJ	NV	Sep-19	Nov-19		Pending
H&D05	Review all existing families to ensure disability benefits have been applied for where appropriate	NV	TN	Aug-19	Oct-19		On track
H&D06	Develop a process with OT for assessing property suitability and necessary adaptations	NV	TN	Jun-19	Nov-19		On track
H&D07	Develop information for GPs and other health providers on interpretation and the programme	NV	TN	Sep-19	Dec-19		Pending

## Housing

Aim: Safe and secure housing identified for all families on arrival, in a sustainable way, with support to access the PRS and move to housing independence.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
HOUS01	Set out position on what housing will be used for this programme	MJ	NV	Apr-19	Jun-19	Jun-19	Complete
HOUS02	Develop communications plan for engaging landlords to rent to refugees	MJ	NV	May-19	Oct-19		On track
HOUS03	Develop PRS procurement guidelines to support the programme	MJ	NV	Jul-19	Sep-19	Aug-19	Complete
HOUS04	Develop procurement timetable for properties	MJ	NS	Jul-19	Sep-19		On track
HOUS05	Develop role to support with property procurement and tenancy sustainment	MJ	NV	Jul-19	Aug-19		On track
HOUS06	Finalise furnishing inventory with property standards	MJ	NS	Jun-19	Aug-19		On track
HOUS07	Procure a service to deliver furnishing for the properties	MJ	NS	Jun-19	Oct-19		On track

## ESOL

Aim: Intensive ESOL support which is accessible, effective and practical, with clear pathways to progression for each refugee.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
ESOL01	Establish current local provision	NV	TN	Apr-19	Jun-19	Jun-19	Complete
ESOL02	Establish levels of all current adults	NV	TN	May-19	Jun-19	Jun-19	Complete
ESOL03	Establish ESOL assessment for all arriving families	NV	TN	May-19	Jun-19	Jun-19	Complete
ESOL04	Compile information on local ESOL in Arabic	NV	TN	May-19	Jul-19	Jun-19	Complete
ESOL05	Meet with Lewisham Refugee Welcome to support coordination of volunteer ESOL provision	NV	TN	Jul-19	Aug-19		On track
ESOL06	Set out requirements for ESOL provision	MJ	NV	Jul-19	Aug-19	Jul-19	Complete
ESOL07	Develop ESOL model with ALL	MJ	NV	Sep-19	Dec-19		Pending
ESOL08	Establish enhanced funding pot for ESOL delivery	MJ	NV	Aug-19	Oct-19		On track
ESOL09	Agree ESOL delivery with ALL	MJ	NV	Dec-19	Jan-20		Pending
ESOL10	Develop a framework for supplementary ESOL provision	MJ	NV	Oct-19	Feb-20		Pending
ESOL11	Hold a practitioner working group meeting on ESOL	NV	TN	Sep-19	Oct-19		Pending
ESOL12	Develop support for literacy with ALL	MJ	NV	Oct-19	Dec-19		Pending
ESOL13	Develop ESOL pathway for employment	NV	TN	Sep-19	Jan-20		Pending
ESOL14	Produce cards for all refugees to say they need an interpreter	NV	TN	Aug-19	Oct-19		On track
ESOL15	Review scope for community group support with literacy	NV	TN	Oct-19	Feb-20		Pending

## Commissioned Provision

Aim: Well specified services which are effectively contracted and managed to deliver best value and achieve outcomes for families.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
CP01	Support new provider to mobilise	NV	TN	Jul-19	Sep-19		On track
CP02	Align provider policies with LBL policies	MJ	NV	Aug-19	Oct-19		On track
CP03	Inform all families of provider transition	NV	TN	Aug-19	Sep-19		On track
CP04	Confirm monthly contract monitoring and weekly case conferencing arrangements	MJ	NV	Jul-19	Jul-19	Jul-19	Complete
CP05	Undertake specialised contract training	MJ	NV	Sep-19	Jul-20		Pending
CP06	Review service requirements following Independent Review	MJ	NV	Sep-19	Nov-19		Pending
CP07	Redevelop service specification	MJ	NV	Nov-19	Jan-20		Pending
CP08	Options appraise delivery models	MJ	NV	Jan-20	Feb-20		Pending
CP09	Develop joint document which sets out service provision and shared expectations	NV	TN	Aug-19	Oct-19		On track
CP10	Share information on support pathway with families including when support progress on this pathway	NV	TN	Aug-19	Oct-19		On track
CP11	Develop initial support plan based on Personal Housing Plan to set out shared responsibilities with families and align strengths-based approach	MJ	NV	Apr-19	Jun-19	Jun-19	Complete

## Community and Voluntary Sector

Aim: Good communication and shared understanding to deliver effectively in partnership with the refugee at the heart of everything.

Ref.	Action	Sponsor	Lead	Start Date	Target Completion	Actual Completion	Status
CVS01	Develop briefing for CVS orgs and volunteers	NV	TN	Sep-19	Oct-19		Pending
CVS02	Develop training for volunteers	NV	TN	Sep-19	Nov-19		Pending
CVS03	Deliver training to volunteers	NV	TN	Nov-19	Jan-20		Pending
CVS04	Map CVS provision in borough	NV	TN	Jun-19	Oct-19		On track
CVS05	Create signposting document with details of CVS provision	NV	TN	Oct-19	Dec-19		Pending
CVS06	Develop communications plan to keep CVS up to date	NV	TN	Sep-19	Nov-19		Pending
CVS07	Establish gaps or pressure points in CVS provision	NV	TN	Jun-19	Oct-19		On track
CVS08	Review options to support CVS in above areas, possibly through one-off small grants	NV	TN	Jul-19	Dec-19		On track
CVS09	Develop Sanctuary Borough role to support coordination of borough-wide activity	MJ	NV	Jul-19	Aug-19		On track

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HOUSING SELECT COMMITTEE			
<b>Report Title</b>	Out of Borough Placements		
<b>Key Decision</b>	No	Item No.	7
<b>Ward</b>	All		
<b>Contributors</b>	Assistant Director for Housing Services		
<b>Class</b>	Part 1	Date:	18 September 2019

## 1 Summary and purpose of this report

- 1.1 Lewisham Council seeks wherever possible to source accommodation in-borough for households requiring temporary accommodation, but this may not always be possible because of the housing pressures currently faced. This report provides housing select committee with detail on temporary accommodation (TA) placements made by Lewisham Council, both in and out of the borough.
- 1.2 This report explores:
  - Homelessness pressures in recent years in London and Lewisham,
  - The types of temporary accommodation and its use in London and Lewisham
  - The number of placements in and out of borough and the impact that placements into temporary accommodation might have on households
  - The actions the service is taking to tackle the impact of homelessness

## 2 Recommendations

It is recommended that Housing Select Committee note and comment on the content of this report.

## 3 Policy Context

- 3.1 The contents of this report are consistent with the Council's policy framework. It supports the following priorities of the Council's Corporate Strategy 2018-22:
  - Tackling the housing crisis – Everyone has a decent home that is secure and affordable.
- 3.2 It will also support the delivery of the Council's Housing Strategy 2015-2020, specifically the objective of helping residents at times of severe and urgent housing need.

- 3.3 This report is consistent with the Council's Locational Priority Policy (LPP) which was approved by Mayor & Cabinet on the 11<sup>th</sup> November 2015. The LPP sets out the approach the Council undertakes when placing households into temporary accommodation.
- 3.4 This report is also consistent with the Council's Private Rented Sector Discharge Policy, which was approved by Mayor & Cabinet on the 22<sup>nd</sup> March 2017. This policy outlines the circumstances in which the use of such an offer to discharge the main housing duty would be applicable.
- 3.5 The contents of this report also refer to the Council's Allocations scheme, the most recent version of which took effect on the 10<sup>th</sup> April 2017 and details how the Council operates the Housing Register and determines the allocation of properties to those in housing need as per an annually approved lettings plan.

#### **4 Background**

- 4.1 The numbers of homeless households who are living in temporary accommodation has grown significantly over the last 8 years, most acutely due to a rise in the use of nightly paid accommodation.
- 4.2 There are a number of drivers of this increase, including:
  - A lack of supply of affordable homes and a decline in the available social homes for let
  - The increasing cost of housing in the private rented sector (PRS) coupled with an increasing reliance on the PRS
  - Welfare reform, including the freezing of LHA rates to 2015 levels. LHA is the housing benefit ceiling rate for claimants in the private rented sector
- 4.3 Nationally, TA placements have been rising at around twice the rate of homelessness acceptances. Since 2010/11 homelessness has increased by 34% whilst the use of TA has risen by 71%.<sup>1</sup> This highlights increasing reliance on TA by local authorities to meet housing need, due to the drivers outlined above which are narrowing the options available in terms of housing supply.
- 4.4 In London, where affordability issues are most acute, it is becoming increasingly difficult for councils to source adequate affordable accommodation in their local area meaning a multi-pronged approach to sourcing temporary accommodation is required.

#### **5 London wide context**

- 5.1 London accounts for two thirds of all TA placements in the UK, due to the acute affordability and housing supply issues in the capital. The number of London households in temporary accommodation has risen

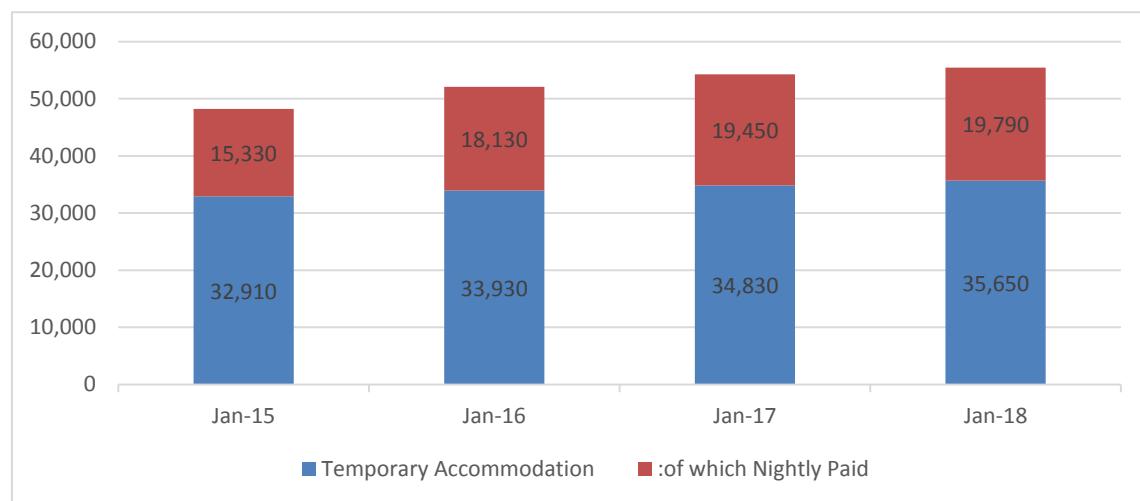
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<sup>1</sup> [https://www.crisis.org.uk/media/240419/the\\_homelessness\\_monitor\\_england\\_2019.pdf](https://www.crisis.org.uk/media/240419/the_homelessness_monitor_england_2019.pdf)

by 50 per cent in the past five years, reaching 56,560 households in the final quarter of 2018.

- 5.2 A significant proportion of this increase is attributed to a rise in the use of nightly paid accommodation, which is the most expensive and often the poorest quality. Between March 2015 and March 2018 there was a 39% increase in the number of households in Nightly Paid accommodation arranged by London authorities, from 14,200 to just under 20,000, as illustrated by Chart 1.

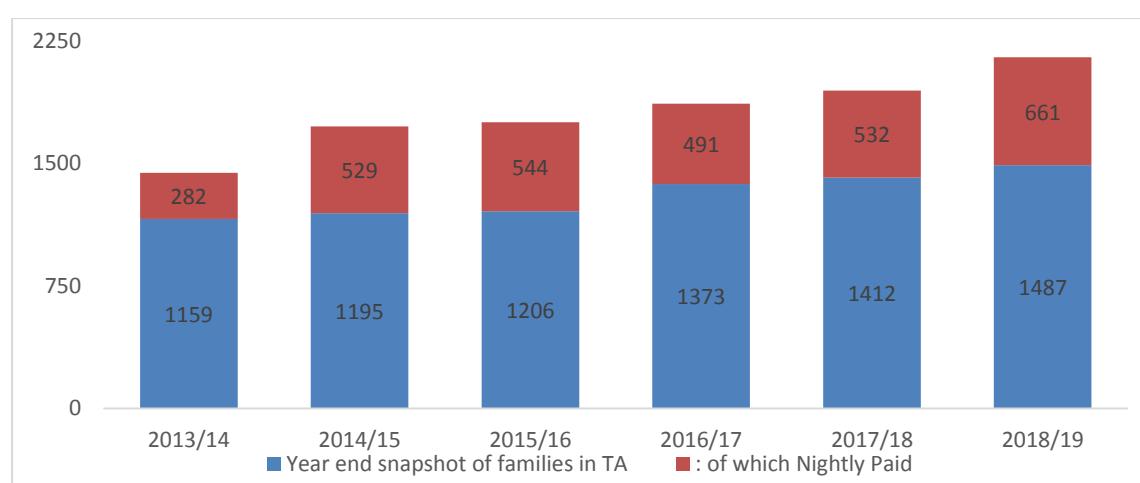
**Chart 1 - Number of households in temporary accommodation in London**



## 6 Lewisham context

- 6.1 As at the end of July 2019, there were 627 households in nightly paid accommodation and over 2,200 households in temporary accommodation arranged by Lewisham. Chart 2 below shows the increase in the number of households in temporary accommodation arranged by Lewisham since 2013/14.

**Chart 2 – Number of households in temporary accommodation arranged by Lewisham**



- 6.2 These figures should be contextualised with the year on year decline in lets, highlighting the correlation between lack of supply and increased need for TA. Chart 3 shows a 45% decrease in the number of social and affordable lets in Lewisham since 2010/11, as the number of available affordable properties has decreased.

**Chart 3 – Number of lets to households on the housing register**



- 6.3 Currently there is not enough permanent affordable housing for those in TA to move into. The reliance on TA will continue to rise without the corresponding number of affordable housing to match the ‘inflow’ of households into TA, or increases in homeless prevention and settled moves into the PRS.
- 6.4 Between April 2015 and March 2018 almost 50% of all accepted homeless households have been made homeless due to the ending of an Assured Shorthold Tenancy in the PRS. The decreasing number of affordable PRS properties place additional pressure on the Housing needs service, as well as the officers who are securing affordable properties for temporary accommodation, increasingly from the private rented sector.
- 6.5 Temporary Accommodation places a large financial pressure on the Council, particularly nightly paid TA. The net cost of TA between 2014/15 and 2018/19 was £13.4m, and in 2018/19 alone the net cost of temporary accommodation was over £3.6m, of which £2.8m was attributable to nightly paid TA.

## 7 **Temporary accommodation in Lewisham**

Lewisham council uses a varied stock of temporary accommodation to meet its duty to assist those in housing need. This includes,

- Nightly paid accommodation with shared facilities
- Self-contained nightly paid accommodation
- Council-owned hostels
- Privately leased or privately managed accommodation

- Homes owned or managed by housing associations
  - Homes owned by the Council or Lewisham Homes
- 7.1 The sourcing of temporary accommodation is focused in Lewisham or as close to Lewisham as possible. The issues outlined in the earlier sections of this report make it increasingly challenging for Lewisham Council to find adequate affordable temporary accommodation in London for those in need.
- 7.2 Where possible, the Council seeks to make placements within Lewisham; only where this is not possible will a placement be made outside of the borough, in such instances the focus is on making the placement as close to the borough as practicably possible and according to the locational priority policy.
- 7.3 The locational priority policy outlines how households will be prioritised for available accommodation, as set out below.
- In-borough priority – This will be awarded where a household member has specific health, educational or social needs or commitments that cannot be suitably met elsewhere.
  - Close to borough priority (within 90 minutes) – This will be awarded where a household member has specific work requirements or where child is undertaking GCSE, AS or A Levels within the current or next academic year.
  - No location priority – This will be awarded where no household member meets any of the above requirements.
- 7.4 The below table shows the number of households in temporary accommodation as at March 2019 broken down by temporary accommodation type and whether the placement was in borough or out of borough.

**Table 1 – Households in Temporary Accommodation as at March 2019**

	In-Borough	Out of Borough
Shared Nightly Paid	87	77
Self-Contained Nightly Paid	167	330
Hostel	355	0
Privately Leased or Managed	561	212
Housing Associations	141	0
Council/Lewisham Homes	216	2
<b>TOTAL</b>	<b>1527</b>	<b>621</b>

- 7.5 In percentage terms, as at March 2019, 71% of placements are in-borough and 29% of placements are out of borough. Of the out of borough placements, over 80% (509) were in postcode areas covered by London boroughs of which 182 placements were within the SE London postcode region.

- 7.6 As the number of households in temporary accommodation arranged by Lewisham has increased, the proportion that have been temporarily placed outside of the borough has also increased slightly. Between March 2016 and March 2019 the proportion of all placements that were outside of Lewisham increased from 23% to 29%.
- 7.7 In comparison to London wide figures, Lewisham places comparatively less households outside of the borough: as at March 2018, 36% of temporary accommodation placements arranged by London boroughs were out of borough<sup>2</sup>.
- 7.8 Households placed into temporary accommodation have a statutory right to a review of their placement. Where a review was requested on the grounds of the suitability of the location, it is estimated that the review was successful in 5% of instances.

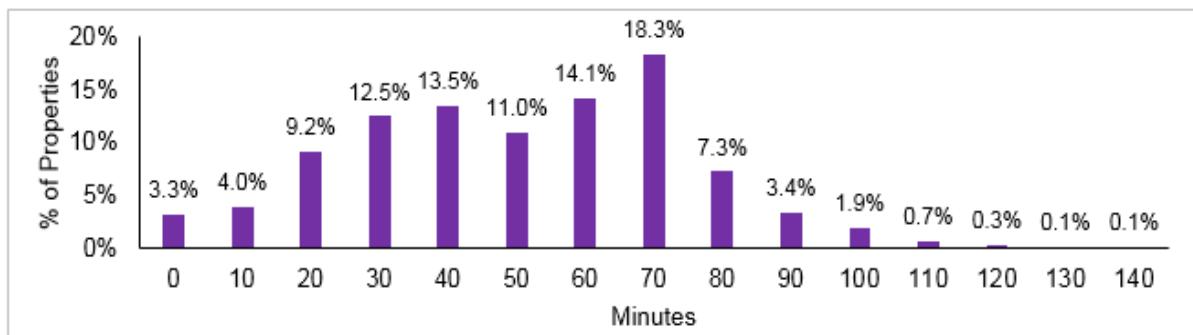
## **8 Household experience of temporary accommodation outside of Lewisham**

- 8.1 In 2017, the Council commissioned an independent study of households that were living out of the borough. The report sought to understand their experience of temporary accommodation and the impact that living out of borough had on them.
- 8.2 Over 340 households living in temporary accommodation out of the borough on a longer-term basis were invited to participate in an online survey, with 73 households responding. Of those respondents, 19% were placed in the Inner SE London area, 11% in the outer SE London area, and 70% in other areas. A greater proportion of households in “Other BRMA” areas responded to the survey than the actual proportion of households in these areas (70% vs. 56%).
- 8.3 Around 45% of households being placed out of the borough felt that the information they received regarding their accommodation was either ‘very useful’ or ‘just useful enough’, and 43% of respondents reported that there were no issues with their property when they arrived. 62% of respondents felt that overall communication and information provided from the council was below their expectation, and that they did not feel supported during their move.
- 8.4 Generally, households placed in Inner SE London were, on average, more likely to rate the Council’s service as above expectation, compared to HHs placed in Other BRMA areas
- 8.5 93% of all of the over 1,500 placements analysed as part of the report were within 90 minutes of the Laurence House by public transport. The below chart shows the distance from Laurence House for every placement analysed.

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<sup>2</sup> [https://www.crisis.org.uk/media/240419/the\\_homelessness\\_monitor\\_england\\_2019.pdf](https://www.crisis.org.uk/media/240419/the_homelessness_monitor_england_2019.pdf)

**Chart 3 – Placement Distance from Laurence House**



- 8.6 The report further established that over 50% of households continued to travel back to Lewisham for health services, schools, community services and other reasons, although a large proportion were found to be engaging with employment services and health services in their new area.
- 8.7 It was also identified that households placed in areas close to Lewisham were considerably more likely to return to Lewisham to continue to access services.
- 8.8 A key finding of the report was that many households had not found local services as they were of the impression that their stay in temporary accommodation out of the borough would be short enough as to not warrant the upheaval. This was not necessarily borne out by the lived experience of households, many of whom had been placed out of the borough for some time, nor is it reflective of the increasing length of time which households on the housing register, including homeless households, have to wait to be successful in bidding for a property.
- 8.9 Over 20% of those surveyed stated that they would be willing to permanently relocate to the area they were currently placed in, and when this area was in close proximity to Lewisham this rose to 67% of those surveyed.
- 8.10 Amongst the reasons given by those households willing to relocate permanently to the area they were currently placed in were to prioritise their children, to minimise the likelihood of further relocations, to remove themselves from stressful and difficult challenges they had experienced in Lewisham and the fact that they had developed more ties to their current location than they had had in Lewisham.

- 8.11 Where longer-term accommodation can be found for households in areas where they have been placed the outcomes are often very positive. One household that was found longer-term accommodation in Harwich advised that they were '*.....sceptical about moving when my housing officer called me about a property in Harwich. However since I have moved I have not looked back. The area is cleaner, safer and I feel like I have provided a better life for my children. My property is more spacious than a London property and I have a garden and live 2 minutes from beach.*' Other feedback from residents accommodated in this area reflected on the quality and availability of local schools, the desirability of the location, and an intention to remain in the area and find accommodation for the longer-term.
- 8.12 A key theme in queries and complaints submitted to the council are the challenges faced by households in emergency nightly paid accommodation out of borough, linked to the disruption and difficulty of the uncertainty associated with this type of accommodation. The average self-contained nightly paid accommodation length of stay is 44 weeks, demonstrating that on average self-contained nightly paid accommodation can be longer term accommodation.
- 8.13 Since April 2019 the resettlement officers have followed up with all residents who have been resettled out of borough in private rented accommodation. Between April and June 2019, 80% of households that have been found longer-term accommodation in the private rented sector reported that they were happy with their placement and their relationship with their landlord.

## **9      What the Council is doing**

- 9.1 The Council is committed to reducing the number of households in nightly paid accommodation, which is the most expensive and the least secure of all forms of temporary accommodation available, and to making as many placements in-borough as possible. Where this isn't possible, our aim is to keep households as close to Lewisham as practically possible to minimise the impact of the move to TA.
- 9.2 A multi-pronged approach has been adopted to achieve this, focussing on a range of measures including but not limited to:
- **The development of new permanent social homes:** the new homes better places programme delivering 500 social homes for residents, as well as the commitment to develop 1000 new social homes for those in housing need
  - **The development of high quality, in borough temporary accommodation:** 24 high quality homes for temporary accommodation have already been delivered at Place Ladywell, and 4 new modular housing developments are being planned for homeless families. Planning permission has been granted and the tender process is underway for Edward Street in Deptford, a development of 24 new homes for TA. Planning permission has

- recently been submitted for a development on Mayow Road which will provide 26 new family sized 2 and 3 bed homes for TA alongside 6 specialist housing units.
- **Converting properties into emergency housing:** The conversion of Hamilton Lodge and Kelvin House has provided almost 50 homes for residents in housing need; work is currently being undertaken to expand the number of hostels that the Council has in borough,
  - **Homelessness prevention:** A focus on preventing homelessness which resulted in a 26% increase in successful preventions and reliefs between 2017/18 and 2018/19,
  - **Additional resettlement support for residents:** Increasing the resettlement service by 50%, adding 3 new posts to the team following a successful bid for resources to MHCLG to add to the strength of this key service targeted at residents who are moved out of Borough. In addition there is a planned review of the roles and responsibilities of this function to maximise the support available for residents as they move into new homes and areas.
  - **Proactive procurement, targeted in borough:** A proactive procurement approach aimed at maximising the number of homes available for those in housing need and minimising the need for nightly paid accommodation,
  - **Property acquisition:** Providing £40m of loans to Lewisham Homes to fund the acquisition of over 150 homes; a further £5m of loan has been agreed for Lewisham Homes for further acquisitions,
  - **A focus on pan-London working:** Joining the Pan-London Capital Letters venture, seeking to maximise the procurement of homes for those in housing need, as well as exploring a pan-London project focussed on the standard of B&B accommodation,
  - **Partnership working:** Ongoing work with CYP to support and minimise the impact of temporary accommodation on children.

9.3 The Housing Services Plan for 2019/20 sets out a number of targets that will improve outcomes for households that approach. These include,

- Reducing the use of shared nightly paid accommodation, much of which is out of borough, by 50% during the course of the year.
- Working to achieve a substantial reduction in our use of all nightly paid accommodation through social lets, other more appropriate temporary accommodation and the private rented sector discharge.
- Successfully preventing or relieving homelessness for over 750 households.
- Developing a robust procurement strategy informed by improvements in performance data

9.4 The Private Sector Housing procurement team continue to focus their procurement efforts in-borough and as close to Lewisham as possible. As reported to Housing Select Committee on 18<sup>th</sup> September 2018, Lewisham Council have joined the pan-London Capital Letters initiative

which will procure TA across London and assist boroughs to access accommodation within their own borough. The Council are also supporting a new pan-London 'setting the standard' approach for nightly paid B&B accommodation, which will ensure that all nightly paid B&B TA providers commissioned by boroughs meet the agreed minimum standards.

- 9.5 In response to the feedback received from the survey of residents placed OOB, a significant amount of work has been undertaken to shift the conversations between residents and officers to be more based on motivational interviewing and collaborative conversations. Work has been done to ensure that communications with residents are clear on the likely length of time a household should expect to stay in TA. The research also highlighted that more resource was needed to assist residents to re-settle following a move to TA. As a result, an additional 3 resettlement officers are currently in the process of being recruited into the service to join the 3 resettlement officers currently working with households placed into temporary accommodation out of borough. This followed a successful bid to MHCLG for additional resources.
- 9.6 The role of the resettlement officers are to work with households to help ensure a smooth transition into TA - helping households access services, benefits and to signpost to partner agencies. The officers will also mediate where there is a dispute between landlords and tenants, work with households to establish longer-term housing solutions and assist with any other issues a household might be facing which are acting as a barrier to the above.

## **10 Financial Implications**

- 10.1 Whilst there are no direct financial implications to this report, it should be noted that there are significant costs associated with providing temporary accommodation, managing the provision of housing and providing services to those experiencing homelessness or the threat of homelessness.
- 10.2 Temporary Accommodation is generally the most expensive form of accommodation and is affected over time by the demand for housing. To mitigate against this, the council has committed to a programme of providing additional social housing in an attempt to relieve some of the pressures relating to supply.

## **11 Legal Implications**

- 11.1 Where a person applies to a local housing authority under Part 7, Housing Act 1996 and the authority are satisfied that he is homeless, eligible for assistance, has a priority need and has not become homeless intentionally then, unless the authority refer the application to another housing authority, they must secure that accommodation is available for occupation by the applicant (s.193(2)). So far as reasonably practicable, accommodation should be within the district of the authority (s.208;). If

the accommodation is outside of their area, the authority must have regard to, *inter alia*, its distance from their area (Homelessness (Suitability of Accommodation) (England) Order 2012, S.I. 2012/2601; *Nzolameso v Westminster City Council* [2015] UKSC 22; [2015] H.L.R. 22).

- 11.2 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty) which replaced, broadened and expanded upon similar duties which already existed in relation to race, disability and sex. 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.
- 11.3 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.
- 11.4 The duty continues to be a “have due 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.
- 11.5 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/legaland-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>
- 11.6 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
- 11.7 The essential guide provides an overview of the equality duty requirement 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/>

## **12 Environmental Implications**

- 12.1 There are no specific environmental implications to this report.

## **13 Equalities Implications**

- 13.1 Compared to the borough as a whole, a disproportionately large number of households that approach and are accepted by the Council for homelessness assistance are Black or Black British. Over 28% of those accepted for homelessness assistance in 2018/19 were Black or Black British African, whereas the 2011 census established that 11.6% of the borough identified as such. Almost 18% of those accepted for homelessness assistance in 2018/19 were Black or Black British Caribbean, whereas the 2011 census established that 11.2% of the borough identified as such. The below table shows the ethnicity of the lead applicant for homelessness approaches and acceptances in 2018/19.

**Table 1 – Approaches for assistance and acceptances in 2018/19 by ethnicity**

	<b>Approaches</b>	<b>Acceptances</b>
Any other Asian background	50	16
Any other ethnic group	195	60
Any other Mixed/Multiple ethnic background	23	5
Any other White background	148	50
Asian/Asian British: Bangladeshi	3	1
Asian/Asian British: Chinese	17	6
Asian/Asian British: Indian	20	5
Asian/Asian British: Pakistani	9	2
Black/ African/Caribbean/Black British: African	573	203
Black/ African/Caribbean/Black British: Caribbean	591	126

Don't know / refused	313	101
Mixed/Multiple ethnic groups: White and Black African	13	4
Mixed/Multiple ethnic groups: White and Black Caribbean	32	9
Other ethnic group: Arab	25	4
White: English/Welsh/Scottish/Northern Irish/British	516	122
White: Gypsy or Irish Traveller	3	0
White: Irish	1	1

- 13.2 One parent households with dependent children are also more likely to approach the Council for homelessness assistance, and to be accepted as homeless, relative to the number of households identifying as such during the 2011 census. Almost 60% of all acceptances in 2018/19 were of one parent households with dependent children, whereas the 2011 census established that around 11.5% of households in the borough were one parent households with dependent children. The below table shows the household composition of those approaching the Council in 2018/19 and those being accepted.

**Table 2 – Approaches for assistance and acceptances in 2018/19 by household composition**

	Approaches	Acceptances
All other Households	134	49
Couple with dependent children	277	109
One Person - Female Applicant	519	91
One Person - Male Applicant	668	38
One Person (Female) w/ dependent children	842	386
One Person (Male) w/ dependent children	92	42

- 13.3 The above table also shows that female applicants, particularly single female applicants with or without dependent children, are more likely to approach the council for assistance and to be accepted as homeless. Almost 54% of all approaches and over 69% of all acceptances were from households with a single female lead applicant.
- 13.4 The impact of temporary accommodation placements out of the borough on the above mentioned households is mitigated through the operation of the locational priority policy, which ensures that those households with the greatest need are given preference for any accommodation within or close to Lewisham that is procured. Further to this, the Council has an Annual Lettings Plan which allocates a large number of 2 and 3 bed properties to households in temporary accommodation, which has a positive impact on the above groups by providing increased access to the properties available through the choice based lettings system.
- 13.5 In addition, the support and assistance in accessing services that the resettlement officers provide helps to mitigate any negative impact that might be experienced by being placed outside of the borough.

- 13.6 Almost 3% of households that approached for assistance during 2018/19 included a pregnant household member, and almost 6.5% of all those accepted included a pregnant household member.
- 13.7 Over 80% of households that approached the council for assistance in 2018/19 were heterosexual/straight, and of those households where a duty was accepted this was over 88%. 0.6% of those approaching for assistance identified as gay/lesbian, and of those households where a duty was accepted this was 1.2%. Over 1% of households approaching recorded their sexual orientation as other, with the same proportion of households accepted being recorded as such. The remaining households either chose not to provide this information or it was not captured.
- 13.8 Households where the lead applicant member is between 24 and 44 represented the majority of all approaches for assistance in 2018/19 (56%) as well as the majority of acceptances (62%). 17% of all approaches, and all acceptances, were from 16-23 year olds, and the remaining 28% of approaches and 20% of acceptances were from households where the lead applicant was over 45. Within this category, 2% of households accepted as homeless were over 65 years old.
- 13.9 Whilst the service collects data across all protected characteristics during the provision of a Homelessness service, there was not enough information present to provide a detailed analysis. The service will redouble its efforts to capture this information going forwards to enable more detailed analysis of the service and those using it and to inform analysis assessments.

#### **14 Crime and Disorder Implications**

- 14.1 There are no specific crime and disorder implications to this report.

#### **15 Background reports and report author**

##### **15.1 Background Documents**

<a href="#"><u>Locational Priority Policy and Procurement Strategy</u></a>	Approved at Mayor and Cabinet on Wednesday 11 <sup>th</sup> November 2015
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- 15.2 For further information please contact Lee Georgiou on [Lee.Georgiou@Lewisham.gov.uk](mailto:Lee.Georgiou@Lewisham.gov.uk) or 0208 314 7413.

# Agenda Item 8

HOUSING SELECT COMMITTEE			
<b>Title</b>	Borough-wide Licensing: Consultation responses		
<b>Key decision</b>	Yes	<b>Item no</b>	8
<b>Wards</b>	All		
<b>Contributors</b>	Executive Director of Housing, Regeneration and Environment Head of Law		
<b>Class</b>	Part 1	18 Sept 2019	

## 1. Purpose of report

- 1.1. This report provides the response to a consultation on introducing two new private sector housing licensing schemes: an application for a borough-wide selective licensing scheme to submit to the Secretary of State (SoS) at the end of this calendar year and a new additional borough-wide licensing scheme (which does not require Secretary of State approval). The consultation responses were broadly positive towards both schemes.
- 1.2. This report informs Committee about the proposals for introducing a new additional licensing scheme to include all Houses in Multiple Occupation (HMOs) across the borough and to applying to the Secretary of State for approval to introduce a Selective Licensing scheme. The report contains some specific information about the proposals for introducing the new licensing schemes. However, these proposals are still being amended following responses to the consultation. The final plans will be submitted to Mayor and Cabinet.
- 1.3. This report:
  - a) summarises the consultation conducted on the licensing proposals and the responses received;
  - b) outlines the proposals for both new licensing schemes, including the proposed license fee and license conditions;
  - c) provides an initial summary of how both the selective and new additional schemes will be implemented, subject to further changes as analysis of the consultation results continues.

## 2. Recommendations

- 2.1 Housing Select Committee are asked to:
  - a) note the statutory consultation undertaken on the proposed Additional Licensing Scheme and the proposed Selective Licensing Scheme as required by Section 56 (3) of the Housing Act 2004, and the consultation responses received and officer comments provided;
  - b) note the summary of the proposal for an additional licensing scheme for all Houses in Multiple Occupation in the whole of the Council's area

- c) note the summary of the proposal to apply to the Secretary of State for a Selective Licensing Scheme to apply to all privately rented single occupancy dwellings in the Council's area.

### **3. Background**

- 3.1. The housing landscape has changed substantially in recent years and continues to do so. Greater numbers of families and single people are now relying on the private rented sector to provide a home, and not just in the short term. This is consistent with the trend across London where the growth in private renting continues.
- 3.2. Between the 2001 census and 2016, the Greater London Authority (GLA) estimates that the number of households in social housing in Lewisham decreased by 14%, the number of owner occupiers increased by 9% and the number of private renters increased by 98%.
- 3.3. This rapid increase in the private rented sector is due in part to the unaffordability of home ownership in Lewisham as a result of rapidly increasing house prices. House prices in Lewisham increased by 45% between January 2014 and January 2019, with the average house price now almost £420,000.
- 3.4. In addition, there are a substantial number of households on the housing waiting list (9,694 households as of January 2019) and a decreasing number of lets available. This combined with the aforementioned increase in the cost of housing means that Lewisham residents are more reliant on the private rented sector than ever before.
- 3.5. The stock condition of the private rented sector is also shown to be below that of other sectors. The 2017/18 English Household Survey found that privately rented dwellings were more likely to be older with 35% built before 1919, with a high proportion of converted flats and the highest proportion of non-decent homes<sup>1</sup>. Housing Health and Safety Rating System (HHSRS) hazards are more prevalent in the private rented sector and the sector has the lowest proportion of homes with central heating<sup>2</sup>.
- 3.6. The Chartered Institute of Housing and the Chartered Institute of Environmental Health carried out joint research of 20 local authorities with selective licensing schemes. It found 'numerous examples of inspections leading to very high numbers of serious hazards and defects being identified and addressed in licensed areas'<sup>3</sup>. Licensing is not noted for being a 'quick win'<sup>4</sup> but has also led to a reduction in anti-social behaviour. For example, one area of Doncaster saw a 'reduction of 35% in noise complaints, 44% in nuisance complaints and a 20% fall in reports of unkempt properties. Fly tipping had also reduced'<sup>5</sup>.
- 3.7. The Council's Corporate Strategy 2018-2022 made a commitment to seek to deliver a borough-wide landlord licensing scheme for privately rented homes. Last April, Mayor and Cabinet agreed to conduct a consultation on proposals to introduce new licensing schemes. This report details the responses from the consultation, and proposals to introduce two new licensing schemes.

### **4. Policy context**

- 4.1. The contents of this report are consistent with the Council's policy framework. It supports the following priorities of the Council's Corporate Strategy 2018-2022:
  - Tackling the housing crisis – Everyone has a decent home that is secure and affordable.

<sup>1</sup> Ministry of Housing, Communities and Local Government, (2019), English Household Survey 2017/18, accessed via <https://www.gov.uk/government/statistics/english-housing-survey-2017-to-2018-headline-report>, pages 25-9

<sup>2</sup> Ibid, pages 30 and 35

<sup>3</sup> Sandou, T. and Pipe, D. (2019), A license to rent, Chartered Institute of Environmental Health and Chartered Institute of Housing, page 5

<sup>4</sup> Ibid, page 10

<sup>5</sup> Ibid, page 12

- Building safer communities – Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.
- 4.2. This report specifically addresses the following commitment in the Council's Corporate Strategy: We will seek to deliver a full borough-wide landlord license to crack down on rogue landlords.
- 4.3. The work of the Private Sector Housing Agency (PSHA) will also help meet the Council's [Housing Strategy 2015-2020](#) in which the Council commits to the following key objectives:
- Helping residents at times of severe and urgent housing need.
  - Greater security and quality for private renters.
  - Promoting health and wellbeing by improving our residents' homes.
- 4.4. Further details of how the selective licensing scheme meets the licensing conditions of being consistent with the Council's Housing Strategy and seeks to adopt a co-ordinated approach in dealing with homelessness, anti-social behaviour and empty homes are set out in Section 9 of the April Mayor and Cabinet [report](#) on Borough-wide licensing consultation.

## **5. Existing licensing schemes in Lewisham**

- 5.1. The Council currently operates the following licensing schemes:
- Mandatory scheme relating to all Houses of Multiple Occupation (HMO) where five people across two or more households (families) live in the same property and share facilities such as a kitchen or bathroom. This is a national scheme.
  - Additional licensing relating to HMOs above commercial premises where there are at least three people living in two or more households, or poorly converted privately rented self-contained flats.
- 5.2. The additional licensing scheme has been operating since February 2017 and is Lewisham specific. The reasons for adding an additional licensing scheme in Lewisham was because available data highlighted that poor standards, conditions and hazards had been found in shared accommodation and particularly within flats over commercial properties.
- 5.3. Below are tables to show the performance to date:  
Table 1 shows the progress made in recent years in respect to HMO licensing in the borough. Between 2013 and 2017, annual increases in licensed properties ranged from 0 to 18%. Between 2017 and 2018 there was a much larger increase of 58%. Between 2018 and 2019 there was an increase of 30% with an additional 186 applications paid and awaiting further information.

<b>Date</b>	<b>Total number of licenced properties</b>	<b>Mandatory or additional</b>
31 <sup>st</sup> March 2013	169	Mandatory
31 <sup>st</sup> March 2014	168	Mandatory
31 <sup>st</sup> March 2015	185	Mandatory
31 <sup>st</sup> March 2016	196	Mandatory
31 <sup>st</sup> March 2017	231	Mandatory & Additional
31 <sup>st</sup> March 2018	366	Mandatory & Additional
31 <sup>st</sup> March 2019	477	Mandatory & Additional

Table 2 shows the current number of licensed properties in the 19/20 financial year. This table highlights that the current number of licensed properties in the borough has increased by 114 properties since the start of the 19/20 financial year, an increase of nearly 24%. There are a further 187 applications which are being processed and will be formalised in this

financial year. This will bring the total of new licences for the current financial year to 779 - an increase from the previous financial year of 63%.

	<b>Numbers</b>
Mandatory licensed properties	479
Additional licensed properties	112
Total licensed properties (mandatory and additional)	591
Properties paid and awaiting documentation	187

- 5.4. Existing licensing schemes have allowed the Council to address problems with property standards in Lewisham. Since mandatory licensing was introduced in 2006, licensing and enforcement work has developed considerably and more issues are being addressed through the licensing process. This is evidenced further by the fact that since the introduction of additional licensing in 2017 and the extension of mandatory licensing in 2018, the number of disrepair complaints has fallen by 26%, while the number of HMO complaints rose by 190%<sup>6</sup>. This shift towards addressing issues through licensing work gives the Council significantly more power to address issues in these properties than if properties were not licensed.
- 5.5. However, the existing licensing schemes have limitations as not all landlords voluntarily license their properties. Significant Council resources are required to find properties and ensure relevant licenses are applied for. There has been evidence of some landlords reducing occupancy level below licensing thresholds by illegally evicting tenants or claiming that tenants are part of the same household when in fact they are not. When this happens it prevents the Council from being able to use licensing to regulate tenancy management and housing conditions.
- 5.6. A borough-wide licensing scheme would address these issues as licensable properties would be easier to identify and there would be significantly less scope for landlords to persuade and/or force tenants to leave tenancies to bring homes under licensing thresholds. It would also mean that the Council had more influence over standards and practices for all HMOs as opposed to just those covered by existing schemes.

## **6. Licensing schemes put to consultation**

- 6.1. Extensive data analysis was carried out to develop an informed map of Lewisham's private rental sector and to establish whether there was a need to introduce new licensing schemes. This data was presented to Housing Select Committee in March 2019. As a result of the data analysis, proposals were formed to introduce two new licensing schemes.
- 6.2. A consultation was carried out on two separate proposals to introduce the new licensing schemes. The two new schemes and the mandatory licensing would work together to ensure that all rented properties in the borough would require a license.
- 6.3. The first proposal was to introduce a new additional licensing scheme that would apply to all HMOs in the borough. A 'General Approval' from the Secretary of State is in place for introducing additional licensing schemes as per the 2015 General Approval<sup>7</sup>. This means it is not necessary to apply for approval to the SoS for this scheme and it can be approved and implemented by the local authority following public consultation.

<sup>6</sup> Using figures between 2016 (the year prior to additional licensing) and 2018 (latest annual figures).

<sup>7</sup> Ministry of Housing, Communities and Local Government, The Housing Act 2004: Licensing of houses in multiple occupation and selective licensing of other residential accommodation (England) General Approval 2015, via [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/418588/General\\_consent\\_final\\_2\\_.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/418588/General_consent_final_2_.pdf)

- 6.4. The second proposal was to introduce a selective licensing scheme to apply to all single occupancy privately rented dwellings in the borough. Approval from the SoS is required for this type of scheme where it covers more than 20% of the borough or more than 20% of the private rented properties in the borough. Approval is therefore needed for this borough-wide selective licensing scheme.
- 6.5. Both schemes contain a number of proposals:
  - A commitment to inspect every property that has received a license over the course of the 5 year scheme starting with the highest risk properties.
  - A risk rating system would be used to identify these highest risk properties.
  - Best practice guides, specific advice on dealing with issues affecting the private rented sector and landlord forums were also part of the proposals.
  - Draft licensing conditions were published as part of the consultation. The requirements of the licence conditions must sit alongside existing legal obligations covered by the HHSRS or other statutory requirements without duplicating these requirements.
  - Draft license fees were also included in the consultation materials.
- 6.6. More information about both proposals that have been consulted on can be found in the [borough-wide licensing consultation Mayor and Cabinet report](#) from April, the [consultation guide](#) and the full [consultation evidence base](#).

## **7. Consultation**

- 7.1. Section 80 (9) of the Housing Act 2004 states that when considering designating an area the local housing authority must:
  - take reasonable steps to consult persons who are likely to be affected by the designation, and,
  - consider any representations made in accordance with the consultation.
- 7.2. A public consultation considering both the additional and selective licensing schemes ran for just over 12 weeks, from 28<sup>th</sup> May to 21<sup>st</sup> August 2019. The consultation was hosted on Citizen's Space, Lewisham Council's online consultation portal and asked respondents to answer a series of questions online.
- 7.3. The consultation was promoted widely including:

**Social Media:** promotions via the Lewisham Council website and social media (Facebook, Twitter and Instagram); sponsored posts on Facebook; emails sent direct to residents and landlords. In addition, a banner was on the South London Press & Mercury website, a feature added in Housing staff email signatures and the consultation was promoted in the Council's Homeseach newsletters.

**Printed materials:** this included flyers, posters, coasters, roll-up banners and t-shirts worn by councillors and members of staff; advertising was placed on billboards and buses in and outside of the borough; adverts in Lewisham Life magazine delivered to every Lewisham household; flyers distributed at local libraries, children's centres, Youth First centres, cafes, leisure centres and roll-up banners and flyers were displayed at the customer service desk at Laurence House.

**Media coverage:** Coverage of the consultation was included in the following: News Shopper, London Property Licensing, The Negotiator, National Landlords Association, The Landlord Law Blog, Ladywell Live, Lewisham Homes, Residential Landlord Association, PainSmith Solicitors, Renters' Rights London, Love Catford, Lewisham/Blackheath Knoll Residents and Boyne Road Neighbourhood Watch resident groups, Lewisham Ledger, GetRentr, Voluntary Action Lewisham, Optivo and Phoenix Community Housing newsletters.

**Events:** consultation information events were held in libraries, parks, Lewisham Shopping Centre, busy train stations, markets, local assemblies and at festivals across the borough. In addition, a presentation was delivered at an National Landlord Association event and the Safer Lewisham Partnership, and flyers were distributed at the Interfaith Forum.

**Support from Partners:** Throughout the consultation period, support was received from the Mayor, MPs, councillors, housing associations, local businesses, charities and tenants' and landlords' organisations. In addition, flyers were displayed at Lewisham Hospital, Lewisham Foodbank, Lewisham College, Lewisham Homes reception and residents' events.

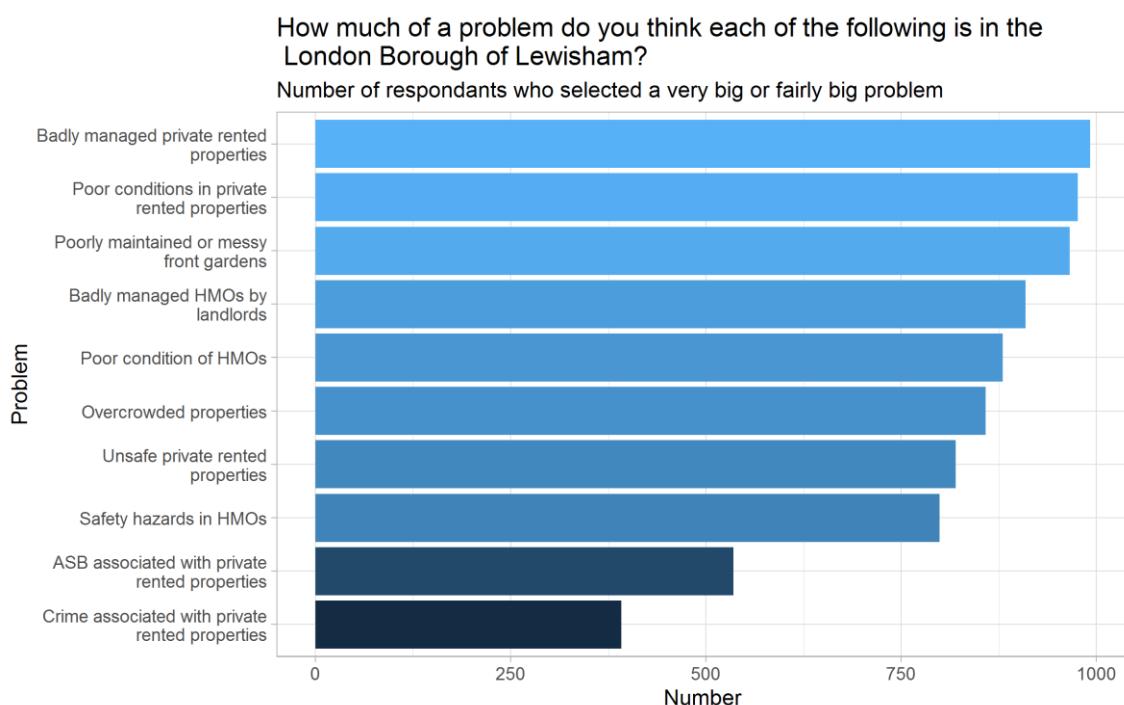
- 7.4. Paper consultations and translations in other languages were available upon request. Those whose first language was not English and who wanted to input their views were able to send an email with their details and their chosen language. We could then contact them and collect their views in their first language. This was communicated to residents throughout the consultation. In addition, due to the large Turkish-speaking population in the area, a flyer about the consultation was printed in Turkish and distributed to Turkish shops, meeting points and cafes in the area.
- 7.5. In order to reach out to all residents of Lewisham to give them the chance to have their say in the consultation, specific promotion was targeted towards particular groups including older residents, disabled people, BAME and LGBTQ+ communities, young people and residents from various faiths. Following engagement with various places of worship across the borough, several churches shared information about the consultation to their members via email and displaying flyers, as well as flyers and face-to-face discussion with residents from a local mosque.
- 7.6. Early in the consultation period it was noted there were comparably limited responses from the following groups – residents in Downham, the BAME communities and people between the ages of 21 and 25. The following efforts were then made to reach out to these communities:
  - The following organisations were approached: Voluntary Action Lewisham (who included our consultation in their e-newsletter, sent to 850 people); Stephen Lawrence Charitable Trust; Lewisham BME Network; Community Connections; Lewisham Indochinese Community Centre; Goldsmiths University and University of Greenwich.
  - 77 places of worship from Christian, Islamic, Hindu and Judaist religions and Buddhist belief system were approached. These included: Catford Synagogue, Long Chen Foundation, London Sivan Koli, Ahmadiyya Muslim Community UK, Lewisham Islamic Centre as well as a number of Christian churches. These included: Forest Hill Christadelphians (who included our consultation in their emails and displayed the flyer on their notice board); Burnt Ash Methodist Church (who displayed our flyers); Olivet Deptford Baptist Church; Mountain of Fire and Miracles Ministries Deptford; Deptford Methodist Church and Mission; New Testament Church of God; The Bear Church; St Nicholas C Of E Church; Catholic Church of Our Lady of The Assumption; Deptford Salvation Army Centre; Elim Pentecostal Church Brockley; Emmanuel Church; and Kings Church Catford.

## 8. Consultation responses

- 8.1. 1,831 people responded to the consultation and a full analysis is being carried out. Appendix 1 attached contains initial analysis of the data captured. Within each consultation response the respondent is able to provide free text feedback on eight occasions, the free text information is being analysed with over 6,000 written responses.
- 8.2. In comparison to consultations by 21 other boroughs this is significantly higher than the average response of 910 and it is the fifth highest response overall (Newham, Waltham

Forest and Croydon received 4,080, 2,400 and 2,309 respectively, although these boroughs were renewing their schemes and so had established data on their landlords and tenants; Hammersmith and Fulham received 2,018).

- 8.3. The number of responses to the consultation has been very positive, but has also meant it is taking longer to analyse the responses, particularly the free text comments provided. As such, the consultation responses are still being analysed. This section provides some key statistics and commentary on the results.
- 8.4. The respondents consisted of the following groups:
  - 88% (1,619) of respondents live in Lewisham borough;
  - 26% (473) were private housing tenants;
  - 22% (411) were private landlords of one or more Lewisham properties;
  - 21% (88) of the landlords who responded were HMO landlords.
- 8.5. Analysis of the responses shows there was general support for the boroughs proposals to extend additional HMO licensing and introduce borough-wide selective licensing.
  - 53% (962) of respondents support proposals to introduce selective licensing to cover all privately rented properties across the borough whilst 30% (558) do not.
    - 10% (43) of landlords support the proposal; 75% do not.
    - 65% (919) of respondents who are not landlords support the proposal; 18% (251) do not.
  - 61% (1,111) of respondents support proposals to extend HMO licensing to cover all HMOs across the borough; 21% (379) do not. Of these:
    - 26% (108) of landlords support the proposal; 47% (195) of landlords do not.
    - 71% (1003) of respondents who are not landlords support the proposal; 13% (184) do not.
- 8.6. Whilst many respondents thought the private rented sector experiences problems with issues such as poor conditions and badly managed properties, far fewer thought ASB and crime were associated with privately rented properties.



- 8.7. 50% of all respondents found the license conditions to be clear and understandable, compared with 18% who did not. 37% of landlords and 55% of tenants found them to be clear and understandable.
- 8.8. There were a range of responses to the fee levels. The vast majority of respondents believe the proposed early bird discount, the HMO fees based on lettable units and the reduction for accredited landlords to be fair.
- 8.9. On the proposed fees for the HMO scheme:
  - 43% found the proposed fees 'about right' or 'too low'
  - 32% found the fees 'too high' or 'the Council should not be charging at all'
  - 25% answered 'don't know'.

For the Selective Scheme:

- 39% said 'about right' or 'too low'
- 40% answered 'too high' or 'the Council should not be charging at all'
- 21% said 'don't know'

- 8.10. Whilst many respondents think the selective licensing fee proposal is fair, there were a notable number (29%) who think basing the selective licensing fees on council tax bands is not fair. The Council have therefore reviewed the comments received and amended this position. Proposals are being developed to charge a fixed fee for all selective licenses instead. Further details on this point are available at section 11.
- 8.11. Separate responses have been received from the National Landlords Association, the Residential Landlords Association and Safeagent, as well as individual residents. These letters are being analysed as part of the consultation and changes to certain elements of both schemes are being considered as a result.

## **9. Key principles of the new schemes**

Key Principles of both Schemes

- 9.1. Landlords will be supported with best practice guides, landlord forums and advice on dealing with issues affecting the private rented sector. This work will continue after the scheme has ended, providing a lasting legacy beyond the period of the scheme.
- 9.2. Landlords will also benefit from discounts related to early bird application and membership to an accredited landlord scheme. Other discounts are being considered once full analysis of the consultation results has been completed. An element of discretion around discounts is likely to be built into the scheme for certain organisations such as charities that operate low risk properties. Following representations made during the consultation, analysis is now being done to see if a discount should be offered to landlords that use an accredited letting agent.
- 9.3. A key focus of the schemes will be to support honest landlords through robust, informed and targeted enforcement, and protect residents from unscrupulous landlords and criminal activity.
- 9.4. Income will be monitored to ensure any potential surplus is utilised for the improvement of the private rented sector in line with any legal guidance on the administration of the scheme.
- 9.5. The project will aim to introduce a high level of apprentices into the service at the initial coordinating and trainee officer level to help support the sector by maintaining the level of trained staff in the future.

## **10. The new Additional HMO scheme**

- 10.1. The proposed extension to the Additional HMO Scheme will make it a requirement for all privately rented HMOs in Lewisham to be licensed by the Council. An HMO is defined in Section 254 of the Housing Act 2004.
- 10.2. The current Additional HMO Scheme will be subsumed by the extension to Additional Licensing. The national Mandatory Scheme will continue to run alongside the Additional Scheme.
- 10.3. 100% of HMO properties will be inspected before a licence is issued.

## **11. The Selective Scheme**

- 11.1 The proposed Selective Licensing Scheme will make it a requirement for all privately rented accommodation within an area to be licensed by the Council.
- 11.2 All identified high risk properties will receive an inspection during the five year licence period. High risk properties will be identified from applications using a risk matrix and other relevant data and will be inspected prior to being issued a licence.
- 11.3 All other properties will be inspected based on the level of risk they pose or the level of support needed by the landlord or tenant. The scheme aims to visit all properties within the 5 years period.
- 11.4 It is proposed that the application to the Secretary of State incorporates both a request to licence the borough as a whole or options to approve a selective scheme in specific areas of the borough. This will be done to maximise chances of a successful application, as it will allow the SoS to agree an alternative if they consider that the evidence does not meet the statutory tests to agree a selective scheme for the entire borough. The Ministry of Housing, Communities and Local Government (MHCLG) have provided guidance on the best way to pursue a borough-wide selective licensing scheme and this incorporates their advice.
- 11.5 The strongest links between the conditions for licensing and the private rented sector have been found in wards indicated as designation 1 below. Designation 2 contains those wards where there are significant relationships with migration, property conditions and deprivation and above average crime. Designation 3 contains wards with multiple levels of ASB and significant relationships with migration, property conditions and deprivation. Designation 4 has significant relationships with migration, property conditions and deprivation and less evidence of ASB. The evidence for these links has been provided in section 8 of [the April Mayor and Cabinet report](#) as well as the evidence base for the consultation.
- 11.6 The ward designations are therefore proposed as follows:

Ward	Antisocial behaviour	Deprivation	Crime	Migration	Property conditions	Designation
Brockley	✓	✓	✓	✓	✓	1
Lewisham Central	✓	✓	✓	✓	✓	1
New Cross	✓	✓	✓	✓	✓	1
Rushey Green	✓	✓	✓	✓	✓	1
Blackheath		✓	✓	✓	✓	2
Evelyn		✓	✓	✓	✓	2
Bellingham	✓	✓		✓	✓	3
Crofton Park	✓	✓		✓	✓	3
Downham	✓	✓		✓	✓	3

<b>Ladywell</b>	✓	✓		✓	✓	3
<b>Perry Vale</b>	✓	✓		✓	✓	3
<b>Sydenham</b>	✓	✓		✓	✓	3
<b>Telegraph Hill</b>	✓	✓		✓	✓	3
<b>Whitefoot</b>	✓	✓		✓	✓	3
<b>Catford South</b>		✓		✓	✓	4
<b>Forest Hill</b>		✓		✓	✓	4
<b>Grove Park</b>		✓		✓	✓	4
<b>Lee Green</b>		✓		✓	✓	4

## **12. Licensing Conditions**

- 12.1. Schedule 4 of the Housing Act 2004 sets out the mandatory conditions for Selective and HMO Licences which must be included in any licences issued under Part 2 (HMOs) or Part 3 (selective) of the Housing Act 2004. At the same time, section 67 of the Housing Act 2004 allows local authorities to include conditions that the authority considers appropriate for regulating the management, use or occupation of the property for both additional and selective licensing schemes.
- 12.2. The requirements of the licence conditions for the Additional Scheme for HMOs will sit alongside the existing legal obligations covered by the HHSRS or other statutory requirements. The proposed licensing conditions were included in the consultation documents. It should be noted that these may change depending on the final analysis of consultation responses.
- 12.3. The licence conditions for the Selective scheme are being finalised following feedback from the consultation, and advice from counsel. The conditions have been devised with the aim of tackling problems identified as relating to private sector accommodation in the borough. The conditions have been produced in collaboration with other departments in the council and partner organisations.

## **13. Fees for new Additional Scheme**

- 13.1. Work continues on fee levels and further changes may be made once the consultation feedback has been analysed in full.
- 13.2. Section 63 (3) of the Housing Act 2004 allows the Local Authority to require an application for an HMO licence be accompanied by a fee, fixed by the authority, to cover the cost of administering and enforcing the scheme.
- 13.3. The fees for Mandatory and Additional licence applications have been calculated together, taking into account all costs associated with administering and enforcing the scheme.
- 13.4. Landlords will also benefit from discounts related to early bird application and membership to an accredited landlord scheme. Other discounts are being considered once full analysis of the consultation results has been completed. An element of discretion around discounts is likely to be built into the scheme for certain organisations such as charities that operate low risk properties. Following representations made during the consultation, analysis is now being done to see if a discount should be offered to landlords that use an accredited letting agent.
- 13.5. It is proposed that the fee for an Additional or Mandatory HMO licence remain £500 per lettable unit to cover the cost of administering and enforcing the scheme for five years. This figure is based on the Council's experience in operating its previous licensing schemes.

13.6. The fees have been scrutinised by officers across the key services and compared with fees charged by other boroughs with additional licensing schemes, although it is difficult to compare like for like:

Council	HMO Fee
Croydon	£250 per room
Southwark	£262.65 per room
Tower Hamlets	Up to £660 flat fee
Brent	£840 flat fee
Hackney	£950 flat fee
Ealing	£1,100 + £30 per room
Newham	£1,250 flat fee
Hammersmith and Fulham	£1,400 (on average)
Havering	Up to £1,788
Redbridge	Up to £1,864
<b>Lewisham (proposed)</b>	<b>£500 per lettable unit (which is an average of around £1650 per property)</b>

13.7. The fee will remain capped at a maximum of £5,000 per application.

13.8. Following the Gaskin vs Richmond case, it has been clarified that the fee must be charged in two parts; an administration fee, chargeable as part of the application, and an enforcement fee, chargeable on licence issue. The split between administration costs and enforcement costs is being calculated, taking into account all costs associated with each element.

#### **14. Fees for Selective Scheme**

- 14.1. Section 87 (3) of the Housing Act 2004 allows the Local Authority to require an application for a selective licence be accompanied by a fee, fixed by the authority, to cover the cost of administering and enforcing the scheme.
- 14.2. The fee for a borough-wide selective scheme was been calculated after taking into account all costs associated with running the scheme. Work continues on the fee levels and further changes may be made once the consultation feedback has been analysed full.
- 14.3. Objections were raised during the consultation by both landlord groups and individuals to proposals to base the Selective License fees on Council tax bandings. 523 responses were received during the consultation where the respondent felt that basing the fee on Council Tax banding was unfair. 78 comments were made about the proposal to base fees on Council Tax bands. Respondents felt that the proposal relied on an outdated system, is not related to rental income, and is unreasonable. As a result of these consultation responses, and on further analysis about the implementation of the scheme, applying a flat fee for all Selective Licence applications prior to discounts being applied is now being considered.
- 14.4. A 20% discount will be applied to applications made during the 'early bird' period, before the designation comes into force, to encourage early applications, this will also be available to renewal applications where a previous licence expires. Following representations made during the consultation period, a different 20% discount will now also be offered where the applicant is a member of a recognised landlord accreditation scheme, or their agent is a member of an accredited scheme. This is to encourage to encourage professionalism and development in the sector. The maximum discount per application will be capped at 20%.
- 14.5. The proposed fee per application for a selective licence without discounts has yet to be finalised pending full consultation analysis but is expected to be between £600 and £650. The fee will be set to completely cover the cost of running the selective scheme.

14.6. The proposed fee has been scrutinised by officers across the key services and compared with fees charged by other boroughs with selective licensing schemes:

Council	Selective Fee
Brent	£540
Croydon	£750
Ealing	£500
Hackney	£500
Hammersmith and Fulham	£500
Havering	£550
Newham	£1,050
Redbridge	£500
Southwark	£500
Tower Hamlets	£520
<b>Lewisham (proposed)</b>	<b>£600-£650</b>

14.7. Following the Gaskin vs Richmond case, it has been clarified that the fee must be charged in two parts; an administration fee, chargeable as part of the application, and an enforcement fee, chargeable on issuing the licence. The split between administration costs and enforcement costs is being calculated, taking into account all costs associated with each element.

## **15. Building a new licensing team**

- 15.1 The data analysis indicates that there are around 32,000 private rented properties across the borough. This is broken down to around 26,000 single occupancy properties and 6,000 houses of multiple occupation. These figures have been used to estimate the resources required to run a borough-wide scheme, including staff. The resources required have been calculated separately for the proposed Selective scheme, and Mandatory and Additional HMO scheme.
- 15.2 Proposals for the new Licensing and Enforcement service were included in the April Mayor and Cabinet. Specific proposals for the service are being finalised following representations made during the consultation.

## **16. Financial implications**

16.1. This report provides an update on the statutory consultation undertaken and responses received for the introduction of a new additional licensing scheme for all Houses in Multiple Occupation (HMOs), and a borough wide selective licencing scheme. It also requests the committee to note the proposals for the additional licensing scheme for HMOs based on responses received. In addition committee is requested to note the proposals to apply to the Secretary of State for approval to introduce a borough wide Selective Licensing scheme in the council area.

16.2. The Council's current budget includes an allocation of £0.89m for licensing and environmental health in the strategic housing division. This includes the additional budget allocation given as part of the 2016/17 expansion of the service for the additional licencing scheme project (additional £1m over five years).

16.3. Detailed costings are still being undertaken with the final fee proposal for the selective licencing scheme still to be decided. However, it should be noted that there are significant staffing and operational costs associated with the implementation of both an additional and selective borough-wide licencing scheme. These costs will need to be fully covered by the implementation of a licencing fee to ensure full cost recovery. Based on

current assumptions a fee basis as set out at in section 13.5 & 14.5, would be sufficient to recover costs incurred..

16.4. An initial budget of £400k is required as a start-up fund in order to secure office space, provide for a consultation period, and publicise the scheme prior to implementation. Funding for the additional £400k will need to be identified approximately three to six months prior to the official scheme start date. However, this cost can be recovered via the fee income. Some of the early fee income will be carried forward to ensure future scheme costs are covered.

Further financial implications of the introduction of a selective licencing scheme will be reported on as and when the information gathering and outline of the implementation plans are complete and brought forward for approval by Mayor and Cabinet.

## **17. Legal implications**

17.1 The Housing Act 2004 provides local authorities with the power to impose different types of licensing schemes on houses in multiple occupation, ("HMO"s). HMO's governed by Part 2 of the Housing Act 2004 are generally defined as premises which are 3 or more storeys high, contain 5 or more people in 2 or more households and contain shared facilities. There is a statutory requirement for every HMO to be licensed by a local authority. This is 'mandatory' licensing.

Part 2 of the Housing Act 2004, gives local authorities power to introduce licensing schemes for HMO's not covered by mandatory licensing and which go beyond the national mandatory regime. For each type of statutory licensing scheme, the definition of an HMO is modified accordingly.

Whether an HMO is included in a scheme depends on the local authority designation. An 'additional' licensing scheme needs 'general approval' and a 'selective' licensing scheme requires the approval of the Secretary of State ("SoS") for confirmation of designation. Consultation for these different licensing schemes is necessary.

17.2 An authority may, pursuant to s. 56 of Part 2 of the 2004 Act, designate either the whole of its area or a part of its area to 'additional licensing' in relation to a description of HMO's specified in its express designation. When exercising power under s. 56, local authorities must ensure that exercise of their power is consistent with their overall housing strategy, seek to co-ordinate their approach to homelessness, to empty properties, and to anti-social behaviour affecting the private rented sector, not make a designation unless they have considered whether there are other effective measures dealing with the problem, and consider that the designation will significantly assist them to deal with the problem.

Designations require either 'General Approval' (for 'additional' licensing schemes) or the approval of the Secretary of State by confirmation (for 'Selective' licensing schemes).

The Housing Act 2004: Licensing of Houses in Multiple Occupation and Selection of Other Residential Accommodation (England) General Approval 2015, revoked the former 2010 General Approval provisions, such that 'General Approval' is deemed to be granted for additional licensing schemes, subject only to confirmation by the local authority that it has consulted persons, likely to be affected by them, (s. 56(3)(a) of the 2004 Act,) for not less than 10 weeks.

Designations may last no longer than 5 years from the date on which they come into force.

Sections 79- 81 of Part 3 of the 2004 Act, provide local authorities with power to introduce selective licensing schemes for other houses falling outside of Part 2.

The types of houses to be licensed under a selective licensing scheme are defined within s. 79 (2) of the 2004 Act. It applies to a house "if (a) it is in an area that is for the time being designated under section 80 as to selective licensing, and (b) the whole of it is occupied either- (i) under a single tenancy or licence that is not an exempt tenancy ...., or (ii) under two or more tenancies or licences of different dwellings contained in it, none of which is an exempt tenancy or licence..."

Further statutory considerations for a local authority apply under Part 3 of the Housing Act 2004 for selective licensing schemes, pursuant to section 80 (2)(a) and (b). These include conditions in relation to housing conditions, deprivation, migration and conditions in relation to crime.

17.4 Before making a decision to introduce selective licensing the local authority must:

- a) consult with those who are likely to be affected, including those who live, work or operate businesses in adjoining local authority areas where they will be affected
- b) consider whether there are other effective methods of achieving the intended objective

17.5 Approval by the Secretary of State is required for selective licensing schemes.

The Secretary of State will take into account when deciding whether to confirm a Scheme, the robustness of the proposed measures to ensure compliance. In particular, the Secretary of State will expect to be assured there are systems in place to monitor compliance and enforcement measures will be in place where there is non-compliance.

Approval of the Secretary of State will be required for a selective Licensing scheme as the proposed borough-wide scheme will:

- a) cover more than 20% of the authority's area, and / or
- b) affect more than 20% of privately rented homes in the authority's area.

Selective licensing may come into force no earlier than three months after the designation has been approved (or it falls under the general approval).

17.6 When fixing fees, the local housing authority may pursuant to the HA 2004 s. 87 (subject to any regulations made under subsection 5) take into account:

- a) all costs incurred by the authority in carrying out their functions under this Part, and
- b) all costs incurred by them in carrying out their functions under Chapter 1 of Part 4 in relation to Part 3 houses (so far as they are not recoverable under or by virtue of any provision of that Chapter).

17.7 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

17.8 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.

17.9 It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above.

17.10 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

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

<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

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

- [The essential guide to the public sector equality duty](#)
- [Meeting the equality duty in policy and decision-making](#)
- [Engagement and the equality duty: A guide for public authorities](#)
- [Objectives and the equality duty. A guide for public authorities](#)
- [Equality Information and the Equality Duty: A Guide for Public Authorities](#)

17.13 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:

<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

## 18. Crime and disorder implications

18.1 There are no direct crime and disorder implications from this report. Specific crime and disorder implications will be submitted to Mayor and Cabinet as part of any proposals to introduce new licensing schemes.

18.2 Likely implications are that the implementation of new licensing schemes should not have negative crime and disorder implications. The scheme will identify further crime and disorder as a result of inspections and investigation, and the team will work with landlords to address identified such as ASB. Introducing these new and larger schemes will also raise the profile of the service which in turn will mean individuals are likely to contact the Council to report issues.

## **19. Equalities implications**

19.1 An Equalities Analysis Assessment (EAA) was completed as part of the proposals to go to consultation. This EAA is being updated to take account of the responses to the consultation. This updated EAA will be presented to Mayor and Cabinet as part of any proposals to introduce new licensing schemes.

## **20. Environmental implications**

23.1 There are no direct environmental implications from this report. Specific environmental implications will be submitted to Mayor and Cabinet as part of any proposals to introduce new licensing schemes.

23.2 Likely implications are that any new and larger licensing schemes will identify environmental issues not already known such as fly-tipping and waste management issues in private rented accommodation.

## **21. Conclusion**

- 21.1 Initial results indicate the consultation was successful in achieving a good response from both landlords and tenants along with others affected. Efforts have been made to consult with a wide section of Lewisham residents throughout the consultation period. Useful feedback has been received about, amongst other comments, basing the selective fees on Council tax and including discounts for accredited letting agents. These responses are likely to lead certain crucial alterations to the fees and structure in the final proposals.
- 21.2 Although work is still being carried out to analyse the written responses, results show overall support for both schemes. Further improvements will inevitably be incorporated into the final proposal for Mayor and Cabinet.
- 21.3 Going forward, working with MHCLG will help ensure the Council shows a robust evidence base to effectively represent the necessity of the selective licensing scheme and meet the statutory tests required to submit a successful application.

## **22. Background Documents and Report Originator**

<b>Background documents</b>			
Title	Date	File Location	Contact Officer
Mayor and Cabinet report: Borough-	24 April 2019	<a href="http://councilmeetings.lewisham.gov.uk/documents/s64456/Bor">http://councilmeetings.lewisham.gov.uk/documents/s64456/Bor</a>	Nicholas Stabeler

wide licensing consultation		<a href="#"><u>ough-wide%20licensing%20consultation.pdf</u></a>	
Equalities Analysis Assessment Borough-wide licensing scheme	April 2019	<a href="http://councilmeetings.lewisham.gov.uk/documents/s64457/Borough%20wide%20licensing%20Equalities%20Analysis%20Assessment.pdf"><u>http://councilmeetings.lewisham.gov.uk/documents/s64457/Borough%20wide%20licensing%20Equalities%20Analysis%20Assessment.pdf</u></a>	Nicholas Stabeler
Borough-wide licensing consultation guide	May 2019	<a href="https://consultation.lewisham.gov.uk/strategic-housing-and-regulatory-services/making-renting-better/user_uploads/consultation-guide.pdf"><u>https://consultation.lewisham.gov.uk/strategic-housing-and-regulatory-services/making-renting-better/user_uploads/consultation-guide.pdf</u></a>	Nicholas Stabeler
Borough-wide licensing consultation evidence base	May 2019	<a href="https://consultation.lewisham.gov.uk/strategic-housing-and-regulatory-services/making-renting-better/user_uploads/evidence-base-for-public-consultation-1.pdf"><u>https://consultation.lewisham.gov.uk/strategic-housing-and-regulatory-services/making-renting-better/user_uploads/evidence-base-for-public-consultation-1.pdf</u></a>	Nicholas Stabeler

For further information please contact Nicholas Stabeler (Private Sector Housing Agency Manager) on [Nicholas.stabeler@lewisham.gov.uk](mailto:Nicholas.stabeler@lewisham.gov.uk) or 0208 314 2044.

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## APPENDIX 1

### Talk to us about making renting better- DRAFT

Lewisham Council consultation into extending additional licensing for HMOs and introducing a selective licensing scheme

#### Consultation Report

Autumn 2019

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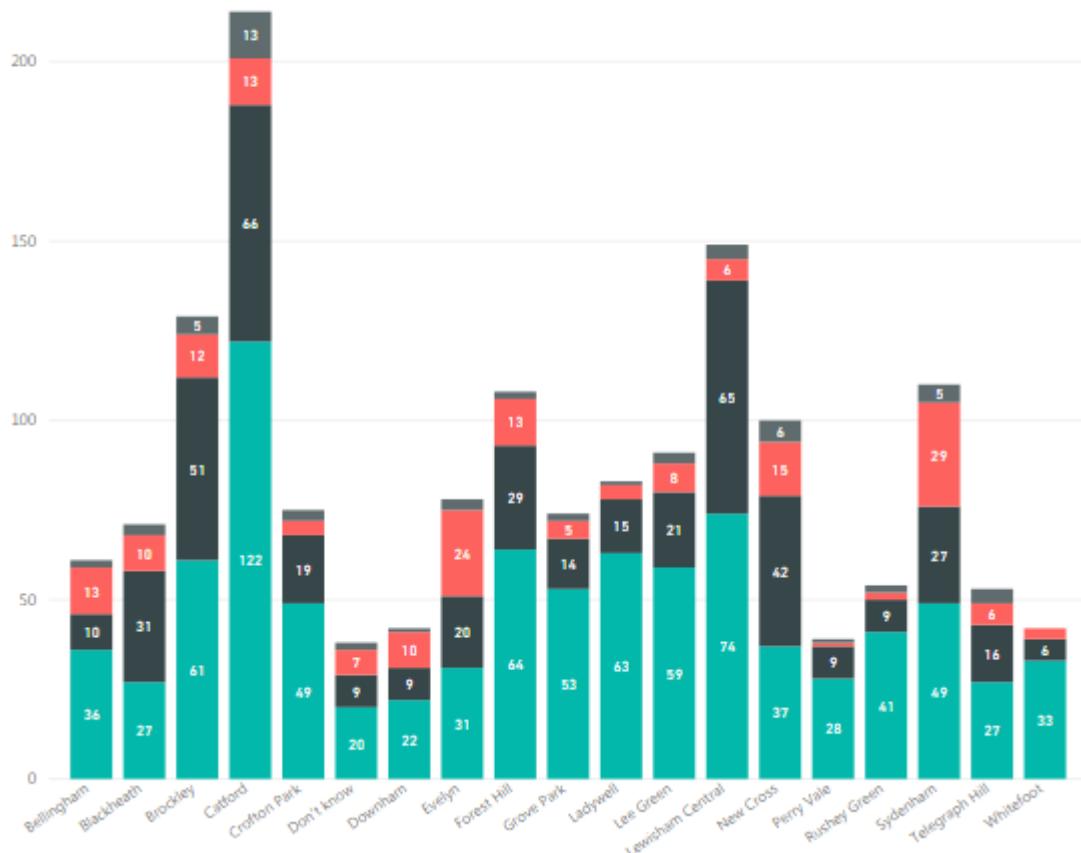
## 1. Introduction

- 1.1. A public consultation considering proposals for both an additional and a selective licensing schemes ran for just over 12 weeks, from 28<sup>th</sup> May to 21<sup>st</sup> August 2019, as required in the Housing Act 2004.
- 1.2. The number of responses to the consultation has been high at 1,831. Analysing the responses will therefore take some time and this is particularly true of the free text comments. 8 questions offered respondents the opportunity of providing comments. This has resulted into thousands of comments to analyse, specifically 6,292. This report is therefore a work in progress, and the Council's responses is still being developed.
- 1.3. The free text responses provided in this report have been provided based on random sampling of 10% of all responses to each question.

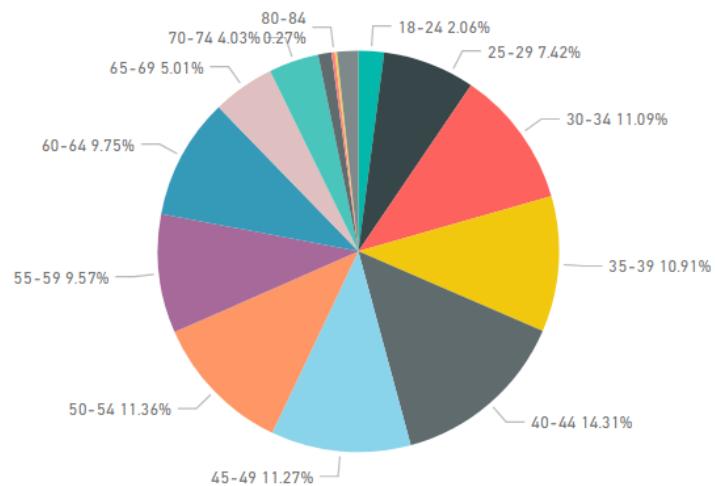
## 2. Consultation participants

- 2.1. 88% of respondents live in Lewisham borough. Of these, 56% were homeowners, 29% were private housing tenants and 11% were social housing tenants.
- 2.2. The chart below shows the distribution of responses by Ward and tenure type. There were notably large responses from those in Catford and fewer responses from those in Downham, Perry Vale and Whitefoot. We identified early on in the consultation that fewer responses were coming in from some wards and sought to address this as detailed in section 1.6.

Ward for borough residents  
If you live in the London Borough of Lewisham... ● I am a homeowner ● I am a private housing tenant ● I am a social housing tenant ● Other



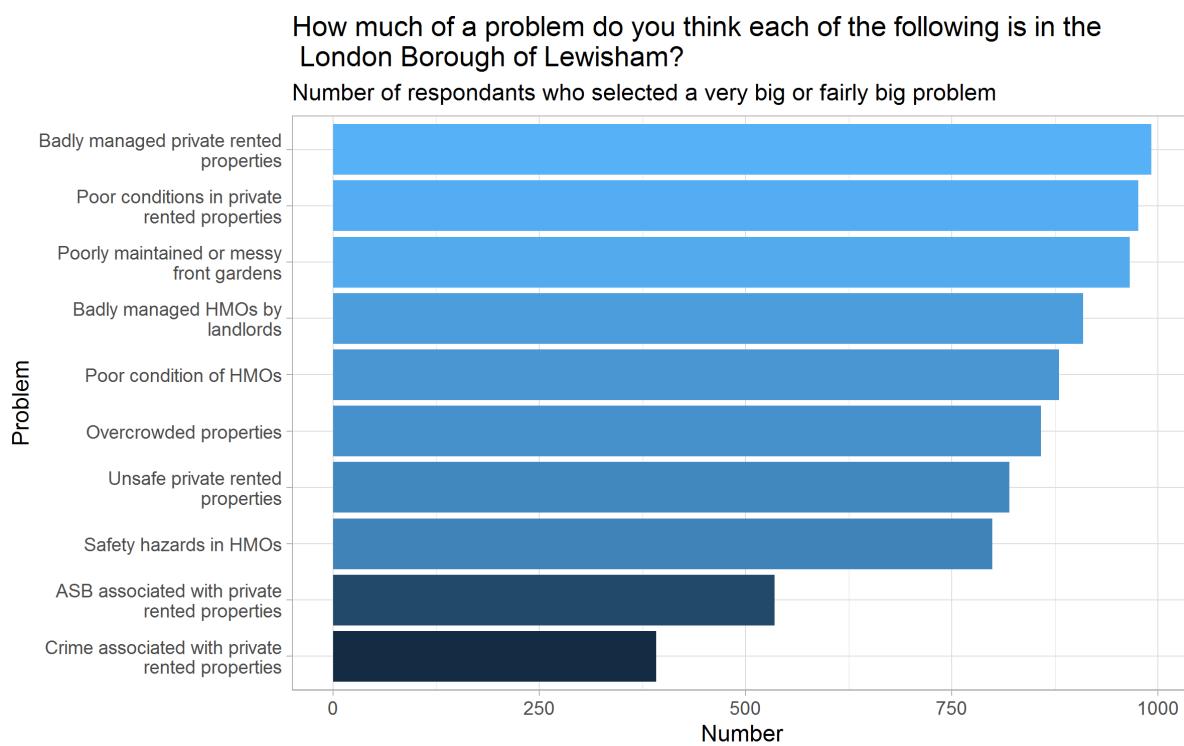
- 2.3. Analysis has been undertaken for those responses where individuals gave consent for their personal data to be used and answered the questions regarding their age, sex, ethnicity and sexual orientation.
- 2.4. The age of respondents was broadly evenly spread across the age groups. We identified early on that fewer responses were received from the 18-24 age group and sought to address this as detailed in section 1.6.



- 2.5. 75% of those responding to the question and giving consent for their personal date to be used, reported their ethnicity as either white British, white Irish or white other. We identified a low level of responses from BAME communities early on during the consultation period and put in place a number of measures to address these. As detailed in section 1.6.
- 2.6. 54% responded that their sex was female and 43% male, 3% preferred not to say and 1% selected other.
- 2.7. 76% stated their sexual orientation was straight, with 8% responding gay/lesbian and 4% responding bisexual. 10% preferred not to say.

### **3. Private renting in Lewisham**

- 3.1. The below chart shows the extent to which respondents thought particular issues affected privately rented properties in Lewisham:



- 3.2. There was a similar response to the perception of problems associated with bad management, poor conditions, poorly maintained or messy front gardens, overcrowding and unsafe properties. ASB and crime associated with private rental properties were considered less of a problem.
- 3.3. Analysis of the free text comments provided to the question ‘What measures could be put in place to support landlords to address nuisance and antisocial behaviour connected to their privately rented properties?’ has been undertaken and the comments grouped into commonly occurring themes. Example comments from these themes are shown below.

<b>Are landlords doing enough to address nuisance and antisocial behaviour connected to their privately rented properties? - If you selected 'No', what measures could be put in place to support landlords to address nuisance and antisocial behaviour connected to their privately rented properties?</b>	
<b>Theme</b>	<b>Example comment(s)</b>
Penalise the landlord	<i>“Final responsibility must lie with the landlord. If they are given warnings, landlords should be fined if antisocial behaviour in their property continues. It must be possible for landlords to evict tenants that have had a specific number of council warnings.”</i>
Penalise the tenants	<i>“Put clauses in their written tenancy agreements that outline the consequences of such behaviour e.g. no deposit return or eviction.”</i>
More council support	<i>“There should be legally enforceable guidelines that are the same for every landlord so they can deal with tenants in this situation knowing they have the full support of the council and the law. This also means tenants causing this problem will know of what will happen to them as a result of their actions.”</i>
Not the landlord’s responsibility	<i>“It is up to Lewisham council and the police to deal with antisocial behaviour.”</i>

Landlords need to enable good behaviour – e.g. communicate what needs to be done and provide enough bins	<i>"Make sure the properties are looked after and in good repair. Make sure tenants have what they need to live as a good member of the community. Bins, etc."</i>
Better communication channels across the community	<i>"Co-ordinated responses from local authority, police and landlords."</i>

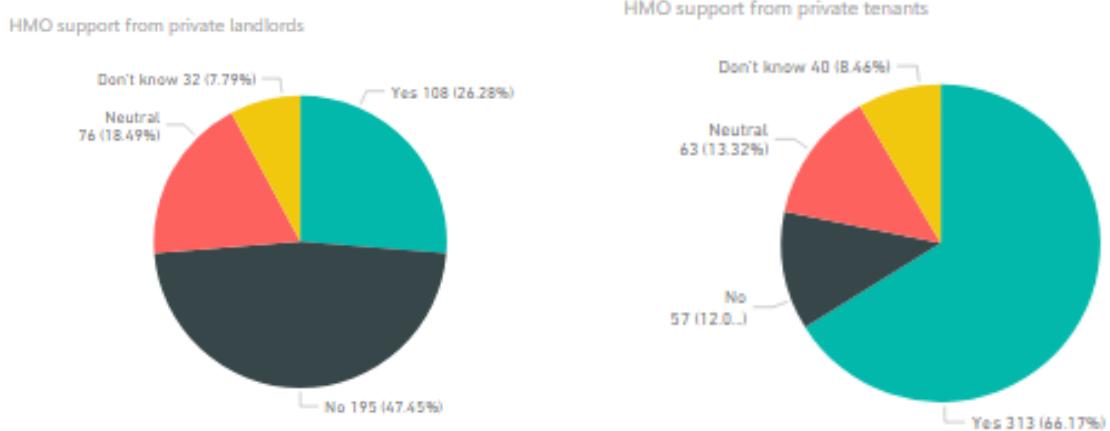
<b>What else can we do to make sure landlords are held accountable for their properties and treatment of tenants? - What else can Lewisham Council do?</b>	
<b>Theme</b>	<b>Comments</b>
Impose penalties on landlords who mistreat tenants	<i>"Heavy fines are probably the best way to make sure landlords maintain their properties properly and treat their tenants fairly."</i>
There are already rules in place	<i>"Current legislations are adequate e.g. the tenants can complain to the council and the landlord is unable to evict a tenant for making a complaint. The tenant can also take landlord through small claims court in addition to reporting them to environmental health. Citizen advice bureau can help tenants navigate their options which there are plenty of."</i>
Carry out regular inspections of properties	<i>"Carrying out unannounced / spot checks on licences property to ensure they are up the standards required in their licensing agreement."</i>
Ensure there is a clear reporting line for tenants and any complaints are followed up	<i>"Provide support and guidance for tenants e.g. standard contracts, a website with details of tenants rights (in plain English) or walk-in clinics (perhaps run with support from local law firms or Citizens Advice)."</i>
Support landlords too	<i>"The question is also what additional support can landlords get if they get bad tenants who destroy their properties and give bad attitude etc."</i>

3.4. These comments and suggestions are being taken into consideration to formulate the council's proposals for administering and facilitating the proposed additional and selective licensing schemes. Further detail will be provided in the final version of this report.

#### 4. Additional licensing – detailed findings

4.1. There was significant support amongst respondents for extending additional HMO licensing, with 61% of all respondents supporting the proposals, and 63% of borough residents in support.

4.2. The below charts show how the support differs for those who are private landlords (26% supporting and 47% opposing) and those who are private tenants (66% supporting and 12% opposing), with many more tenants supporting the proposals than landlords.



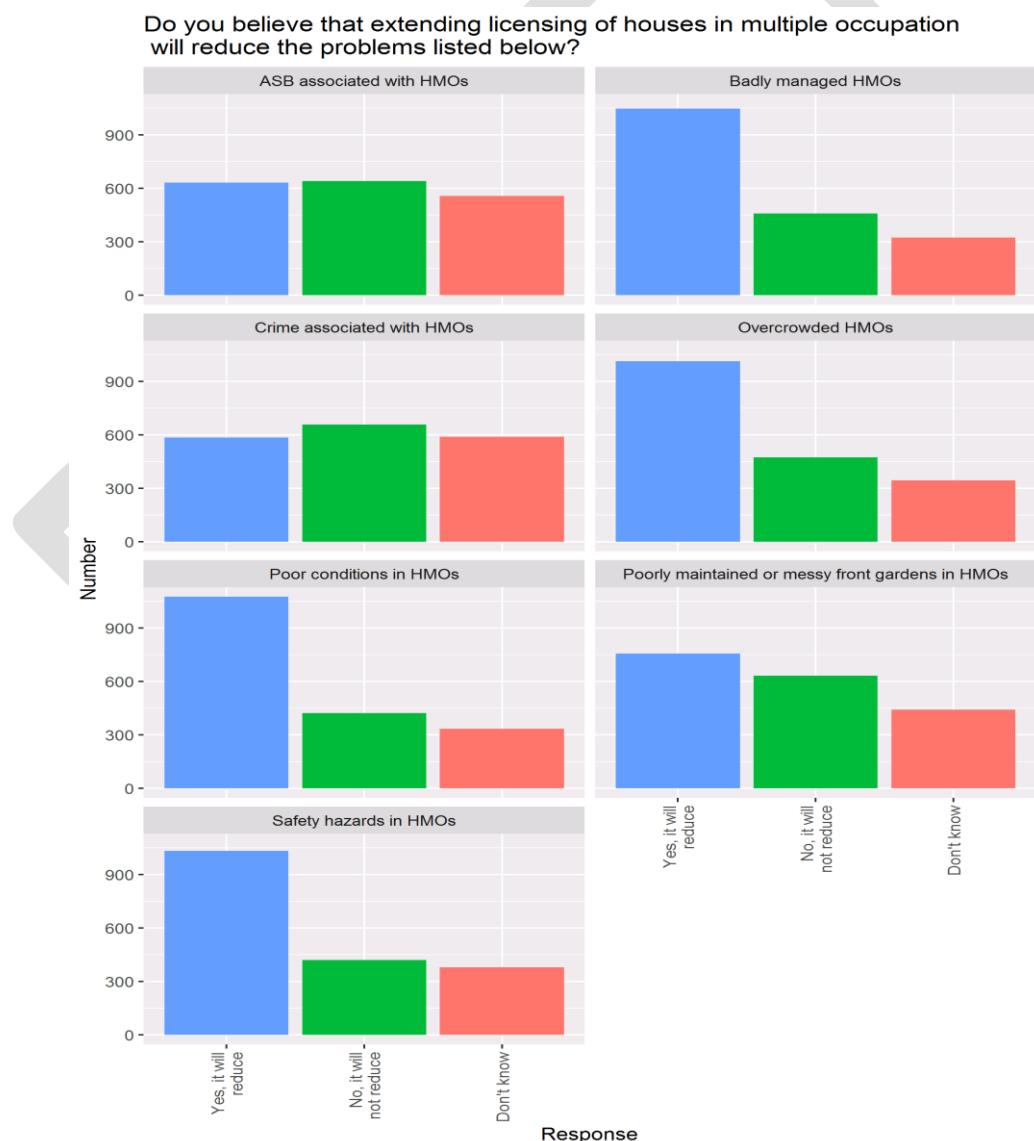
4.3. 63% of borough residents across all wards were supportive of extending additional HMO licensing. All wards showed more than 50% of respondents supporting the proposals and some wards had as many as 79% of respondents in support.

	Yes	No	Neutral	Don't know
Bellingham	64%	15%	5%	16%
Blackheath	62%	18%	13%	7%
Brockley	61%	19%	16%	5%
Catford	53%	25%	11%	10%
Crofton Park	79%	9%	4%	8%
Don't know	63%	16%	11%	11%
Downham	57%	31%	10%	2%
Evelyn	56%	24%	12%	8%
Forest Hill	56%	24%	14%	6%
Grove Park	58%	19%	15%	8%
Ladywell	76%	18%	5%	1%
Lee Green	62%	18%	18%	3%
Lewisham Central	62%	20%	12%	5%
New Cross	56%	22%	16%	6%
Perry Vale	77%	5%	13%	5%
Rushey Green	67%	24%	6%	4%
Sydenham	63%	17%	10%	10%
Telegraph Hill	79%	4%	15%	2%
Whitefoot	76%	12%	10%	2%

4.4. The below word clouds sum up the words featuring most frequently for those who commented on their support (left) and objection (right) to extending HMO licensing.



- 4.5. The majority of respondents thought HMO licensing would reduce bad management, overcrowding, safety issues, poor conditions and poorly maintained or messy front gardens in HMOs, but that it would not reduce crime or ASB associated with HMOs (see chart below).



4.6. Analysis of the free text comments provided to the question 'Do you support proposals to extend HMO licensing to cover all HMOs across the borough? - What are your reasons for this choice?' has been undertaken and the comments grouped into commonly occurring themes. Example comments from these themes are shown below. The Council's response to comments is included in section 11 of this report.

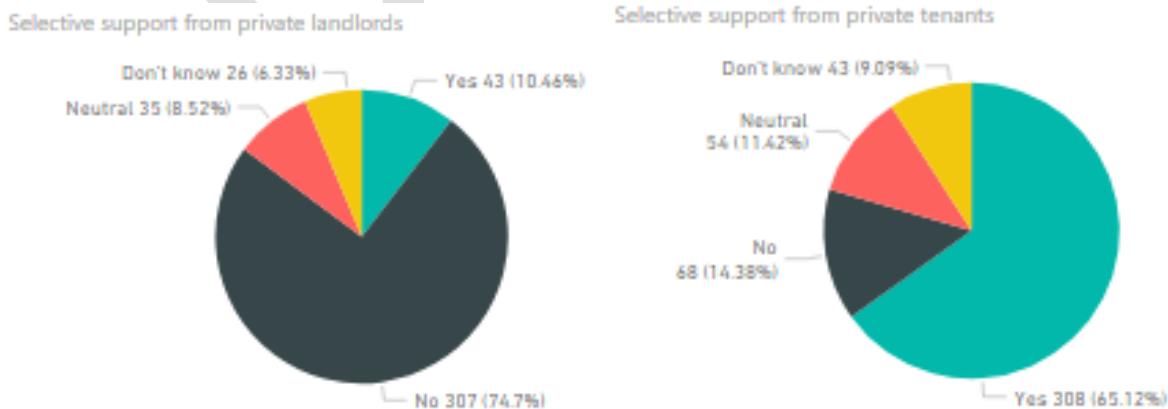
<b>Do you support proposals to extend HMO licensing to cover all HMOs across the borough? - What are your reasons for this choice?</b>	
<b>Theme</b>	<b>Example comment(s)</b>
<b>Comments in support</b>	
It will make landlords responsible and hold them to account	<p><i>"Private landlords need to be accountable to someone. The condition and safety of their properties needs to be monitored. Private renters need the protection that a licensing scheme would bring."</i></p> <p><i>"The more the regulations and checks - provided these can be enforced - the more that owners/landlords will understand their responsibilities and not just the financial gains. Whilst some tenants can be accused of anti-social behaviour etc, they are often subject to high rents, short term leases and less than adequate conditions. They are not encouraged to feel that they are part of the community and are not advised how refuse is collected etc. All too frequently, owners/landlords are unaware of these provisions themselves as they live/work far away."</i></p>
It will have a positive impact to the local area (e.g. better maintained houses and gardens)	<i>"I think that there are many properties that are badly maintained on the outside and look poorly maintained on the inside. There looks to be overcrowding and tenants are unfairly served by unscrupulous landlords which tarnishes the image of responsible landlords."</i>
It will deter bad landlords and promote better living standards (e.g. regarding safety and overcrowding)	<p><i>"Experience of living near some makes me think that poor housing stock leased to people who have people who have no choice but to rent from poor quality landlords makes for a solution unsatisfactory for all, whether that is risks to the tenants themselves or the level of nuisance/ crime to their neighbours."</i></p> <p><i>"I'm a landlord at the moment. It is very easy to start to rent out a property and very easy to provide a property that isn't up to fire or basic living standards. So I'd support an improvement in this area through licensing. I'd prefer it to be nationwide rather than borough by borough though."</i></p>
Licensing will help tenants who are too scared to report issues	<i>"I work as a community nurse and visit lots of HMOs in Lewisham- the majority I visit are poorly maintained and converted in an unsafe way. A licence will enable monitoring and enforcement of good conditions. I often report poor home conditions to environmental health but tenants are too scared to let them in for fear of being evicted. Compulsory licensing will enable monitoring and enforcement of good conditions."</i>
Licensing will bring benefits to everyone	<i>"There is evidence that landlords of HMOs do not always maintain their properties to a decent standard and that there are other problems associated with the HMO sector, such as overcrowding, antisocial behaviour, health and safety issues etc. By licensing HMOs the Council has a means to enforce standards,</i>

	<i>i.e. failure to comply with the terms of the licence can mean the licence is revoked. If landlords are licensed they are more easily traceable, as traceability of landlords can be an issue when it comes to enforcement. The revenue from the licences would presumably go towards the cost of enforcement and administration. As homelessness and bad housing are a cost to us all (e.g. the link between poor housing and poor health is well-established) improving standards in the HMO sector this way would not only be socially and morally right for the Council, it would demonstrate value for money to everyone else in the Borough."</i>
Positive experience in other boroughs	<i>"I saw a very positive benefit in the London Borough of Newham, although initially resisted by private landlords, they were eventually won around as they saw the positives benefits for themselves as well as residents. The knock on benefits are felt by neighbours and the Borough as a whole."</i>
Licensing will improve living conditions for vulnerable residents	<i>"HMOs are an important part of the overall rental market, providing essential lower cost private rented accommodation to those for whom that is appropriate, however they are also the most vulnerable to poor, abusive or criminal landlords. Further, the dereliction of the properties allowed by such landlords worsens the overall environment for all other residents in the area (rubbish in gardens etc etc) and contributes to an atmosphere that encourages fly-tipping, anti-social behaviour etc. Introducing proper licensing will go a long way to improving the living conditions for some of Lewisham's most vulnerable residents - so long as it is effectively enforced."</i>
<b>Comments in opposition</b>	
It will deter/penalise good landlords, reduce stock and increase rents	<i>"The additional licensing cost will deter landlords from renting out their properties causing the housing shortage a bigger problem. Rents will increase due to loss of additional tenant income."</i>
There are already adequate regulations in place which need to be enforced	<i>"The council already has enforcement powers granted to them under the Housing and Planning Act 2016, and so should make full use of these powers rather than introducing a licensing scheme on top of these powers."</i>
This is an exercise for the council to get more money	<i>"I feel it is another money making scheme for the council"</i>
The Council should focus on their own stock first	<i>"I think Lewisham Council need to really set a standard for their own rented accommodations in all of categories listed in the survey I stead of pointing fingers elsewhere. Once this is done and has effectively been done, then licensing may be considered for HMOs."</i>
The problems are a result of the shortages of social housing	<i>"HMO gets a bad rap. If there wasn't a shortage of social housing there wouldn't be a need for it. Had the councils not sold off their assets we wouldn't be in this position. If the government and councils did what they claimed and built affordable social housing, there wouldn't be a reliance on the private sector. Sort out social housing and make them safe before coming after the private sector landlords as a way of making money!"</i>

Evidence base is not strong enough	<p><i>"The lack of evidence in the supporting documentation, and my wider knowledge of these schemes in other parts of the country. They tend to be bureaucratic exercises that do not focus on selective enforcement which is the key to dealing with the small number of non-compliant landlords. While the supporting consultation documents set out some interesting analysis, the evidence is neither robust nor conclusive. The documents identify some correlations and strong relationships - that is not the same as cause AND effect."</i></p>
Licensing will reduce the availability of low cost housing	<p><i>"People who live in HMOs are at the bottom-end of the housing market, doing the most poorly-paid jobs. Increasing rent and reducing supply isn't helping them. If they can't afford to live here, they will move out of London. Then there will be no-one doing those bottom-end of the market - the bin men, the hospital porters, the sales assistants, the catering workers - or they'll be doing it, but not in London."</i></p>
Licensing will result in properties being left empty	<p><i>"If you make it harder for landlords to rent properties they will stop letting properties and sell to someone else or leave them empty until the value goes up - I know because I am a landlord in another borough and the rules and regulations are now so tight and compliance so expensive and some (not all) tenants cause so much damage that its often cheaper leaving them empty than letting them."</i></p>
How will the council target the bad landlords?	<p><i>"Learned from my own direct experience of the extension of HMOs in Oct 2018 what will happen is that the good landlords such as myself who provide good accommodation will get licensed, the bad ones of which I know some just won't bother. Lewisham council does not proactively seek out unlicensed HMOs so the risk of getting caught if you don't license is negligible."</i></p>

## 5. Selective licensing – detailed findings

- 5.1. There was support amongst respondents for introducing selective licensing, with 53% of all respondents supporting the proposals, and 55% of borough residents in support.
- 5.2. The below charts show how the support differs for those who are private landlords and those who are private tenants, with many more tenants supporting the proposals than landlords.



- 5.3. 55% of borough residents across all wards were supportive of introducing selective licensing. The majority of wards showed support with more than 50% of respondents supporting the

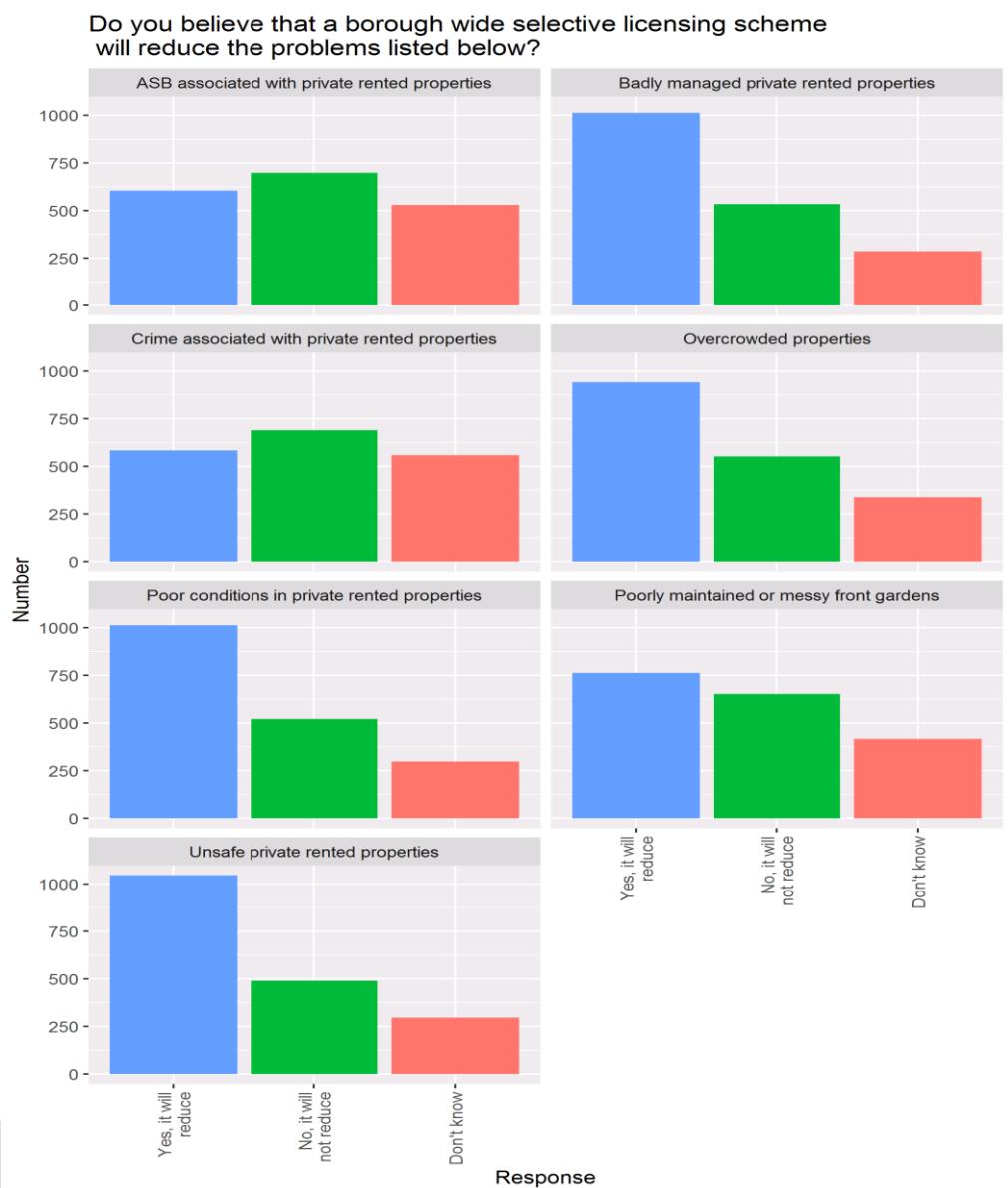
proposals, with the remainder not supporting, being neutral or didn't know. The wards with less than 50% support for selective licensing were Forest Hill and Lee Green.

	Yes	No	Neutral	Don't know
Bellingham	54%	25%	10%	11%
Blackheath	61%	30%	3%	7%
Brockley	59%	26%	9%	7%
Catford	54%	28%	9%	9%
Crofton Park	59%	21%	9%	11%
Don't know	50%	32%	8%	11%
Downham	55%	33%	7%	5%
Evelyn	53%	32%	5%	10%
Forest Hill	43%	38%	9%	10%
Grove Park	54%	34%	8%	4%
Ladywell	61%	24%	8%	6%
Lee Green	48%	29%	10%	13%
Lewisham Central	51%	29%	9%	11%
New Cross	52%	28%	13%	7%
Perry Vale	64%	18%	15%	3%
Rushey Green	57%	24%	15%	4%
Sydenham	59%	25%	6%	10%
Telegraph Hill	70%	13%	9%	8%
Whitefoot	76%	17%	5%	2%

5.4. The below word clouds sum up the words featuring most frequently for those who commented on their support (left) and objection (right) to introducing selective licensing.



5.5. The majority of respondents thought selective licensing would reduce bad management, overcrowding, unsafe conditions, poor conditions and poorly maintained or messy front gardens in privately rented properties, and would not reduce crime or ASB associated with privately rented properties (see chart below).



5.6. Analysis of the free text comments provided to the question 'Do you support proposals to introduce selective licensing to cover all privately rented properties across the borough? - What are your reasons for this choice?' has been undertaken and the comments grouped into commonly occurring themes. Example comments from these themes are shown below.

Do you support proposals to introduce selective licensing to cover all privately rented properties across the borough? - What are your reasons for this choice?	
Theme	Example comment(s)
<b>Comments in support</b>	
There will be better regulation of landlords and help for renters	"I have met many neighbours who have been treated appallingly by landlords — who leave families in horrific conditions and usually too afraid to complain for fear of being made homeless. It would be wonderful to have a licensing scheme that protects vulnerable renters and allows rogue landlords to be prosecuted and held to account."

	<p><i>"I have experienced a 'rogue' landlord. Ready to take the money from the poor tenants subjected to living in sub-standard conditions, being dictated to by his every whim, thereby creating yet more anxiety in these people's lives. Because he doesn't live in that property, he shows total utter contempt to neighbours who have to stand by and watch a "rogue" landlord getting rich on the misery of so many."</i></p>
It will improve conditions and prevent poor health for tenants	<p><i>"Although less pressing than HMO licensing, I believe that a proper system of private rental licensing is vital. For too long landlords have been getting away with poor quality housing and poor service and this will help to rebalance the situation."</i></p>
	<p><i>"Landlords should be regulated closely to ensure accommodation is suitable, particularly when there are babies and children sleeping in bedrooms with black damp across the walls. The children get ill, parents become depressed. They don't feel part of a community and feel nobody cares about them. It is difficult to feel valued and make a positive contribution when you live in very poor conditions."</i></p>
It will help improve local neighbourhoods	<p><i>"I think it will improve anti-social behaviour such as poorly maintained front gardens and not sorting rubbish. I used to rent out my property and would not mind paying this."</i></p>
Fair to treat rented properties consistently	<p><i>"While HMOs are most in need of intervention of this kind, it makes sense to extend the regime to all rented properties to prevent unscrupulous landlords attempting to bypass the HMO licensing scheme. It also makes sense that we should be thinking about all rental property in the same way and treating them consistently in terms of safety, tenant behaviour, landlord obligations etc whether they are six people living separately or a family of six."</i></p>
Need to address absentee landlords	<p><i>"This should address to the issue of 'absentee landlords', which can be individuals as well as companies: having an offshore based company as a landlord can be a nightmare. In such cases, the license should be granted only if the absentee landlord can show he has given the management to a reputable estate agent or management company, based in the UK and preferably locally."</i></p>
Need to ensure enforcement activities are carried out	<p><i>"I would be 100% in favour of improving conditions for people in private rental properties. I am well aware of how it can be run by ruthless landlords. But I would equally hate to see the legislation being ignored because people know it can't be enforced."</i></p>
<b>Comments in opposition</b>	
It will not deter bad landlords	<p><i>"I believe that introducing this would not alleviate the problem. Bad Landlords will find ways/loopholes to get around what they are required to do."</i></p>
This is money making exercise	<p><i>"This appears to be another money making scheme in the downloads no mention of more employees to deal with this new coverage or funds going into social housing stock."</i></p>
This is only necessary for HMOs, there is already too much regulation	<p><i>"There is no justifiable reason to extend this scheme to all privately rented properties. The extension of this scheme is focusing on a part of the renting sector that has no problems. HMOs are particularly bad because of the number of people in one residence and the potential vulnerability of those people, but non-HMOs do</i></p>

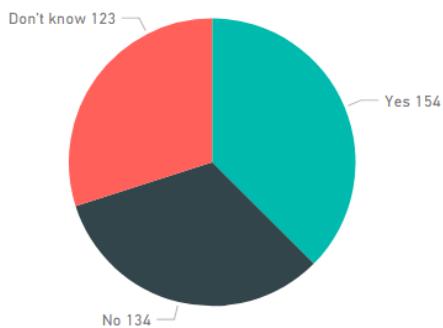
	<p><i>not have this problem. Imposing these costs on every other private rented property is unjustified and over the top.”</i></p>
	<p><i>“Most small privately rented properties are well done by small landlords. These landlords want to maintain their properties well and assist their tenants. The council need to concentrate on the worst HMOs in the area and tackle this problem. We have small enough resources as it is without spreading them to cover all rented properties. Stick with uncovering and correcting the worst HMOs.”</i></p>
It will deter/penalise good landlords, reduce stock and increase rents	<p><i>“Majority of privately rented properties are not in poor or unsafe condition. Selective licensing should be targeted in certain areas of the borough where there is proven a greater incidence of housing problems. With other legislative changes more landlords will either leave the market or increase rents to cover the costs of licence fees.”</i></p>
	<p><i>“As a landlord it is already becoming impossible to make a profit from renting properties due to increased fees and taxation. Adding more fees and paperwork to this will just push more landlords away and leave less houses available for private rental. I have always been a good and diligent landlord and this additional administration would probably trigger the end to my role as a landlord.”</i></p>
The council should focus on their own stock first	<p><i>“I believe that looking at the standard of privately rented properties alone and not looking at council and housing association properties is not fair. The standards of these other rented properties and the associated antisocial behaviour and criminality are often far worse.”</i></p>
The council should not be involved in short term letting arrangements	<p><i>“I rent out a room in my house occasionally and don't see a need to pay for a licence or for the borough to get involved. I have had no problems with my tenants and my tenants have caused no problems to anyone while renting.”</i></p>
Query the evidence and the Council's motivations	<p><i>“LBL have not provided the research that this consultation has been based on. It seems that this be an exercise in getting rid of undesirable, instead of offering some sort of help. I need to see why this consultation came about in the first place, I mean, how many in the Borough have complained and what was the outcome of the complaints investigated, as the questions that have been asked seem to be based on complaints and not the outcome of investigations. There needs to be some balance.”</i></p>
Landlords will not rent to families with children	<p><i>“This is highly discriminating to tenants. If I live in a block of flats of owner occupiers- if my family make a noise (normal behaviour of children playing etc.) my neighbours could make a complaint about the noise, (they have done so in the past) which my landlord would have to be shown to be "doing something", while I would not have this recourse to my neighbours noise who are owner occupiers. We would be considered as second class citizens. This would increase prejudice to renting out to families, especially families with teenagers and young children. This will also fuel letting agents/ landlords prejudice against already disadvantaged groups BAME, working class professionals and families.”</i></p>

Will not be successful without well-resourced enforcement measures	<p><i>"I am aware of schemes in other boroughs that are merely administrative and fine landlords for failing to register as opposed to actually inspecting properties to look at the individual hazards and getting the properties improved."</i></p> <p><i>"None of the above will work because it would take too many officers to enforce the laws. Needs more officers to make a significant difference as you need to be on the case regularly to have any affect."</i></p>
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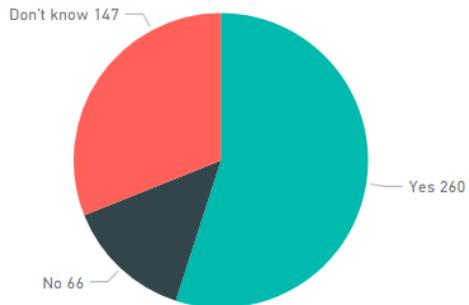
## 6. Licence conditions

- 6.1. 50% of all respondents found the licence conditions to be clear and understandable, compared with 18% who did not. The charts below show the results split by Lewisham landlords and tenants. 37% of landlords and 55% of tenants found them to be clear and understandable.

Landlord response to clear and understandable conditions



Private tenant response to clear and understandable conditions



- 6.2. Analysis of the free text comments provided to the question 'Do you think that the proposed licence conditions are sufficiently clear and understandable? - If you selected 'No', please state which conditions are not clear, and why?' has been undertaken and the comments grouped into commonly occurring themes. Example comments from these themes are shown below. The Council's response to comments is included in section 11 of this report.

Do you think that the proposed licence conditions are sufficiently clear and understandable? - If you selected 'No', please state which conditions are not clear, and why?	
Theme	Example comments
Clarity needed for different types of rental.	<i>"Not clear if this would apply to people with lodgers."</i>
Property rented out for less than 5 years?	<i>"What if someone only wants to rent their home for a year or two? working abroad for example. They shouldn't have to pay for 5 years."</i>
Impact of tenants behaviour	<i>"It does not make clear how a licence enables a landlord to deal with unruly tenants."</i>
Dealing with ASB	<i>"How would landlords be expected to deal with anti-social behaviour without putting themselves at risk and/or breaking rules around evictions?"</i>
Use of fees	<i>"You have not listed where the money will go in clear detail. It should be specific and to the £1.00 what everyone licence will cover and what it will be used for and there needs to be accountability if not done as stated."</i>

Clarification	<i>"Restrictions or prohibition on the use or occupation of particular parts of the house."</i>
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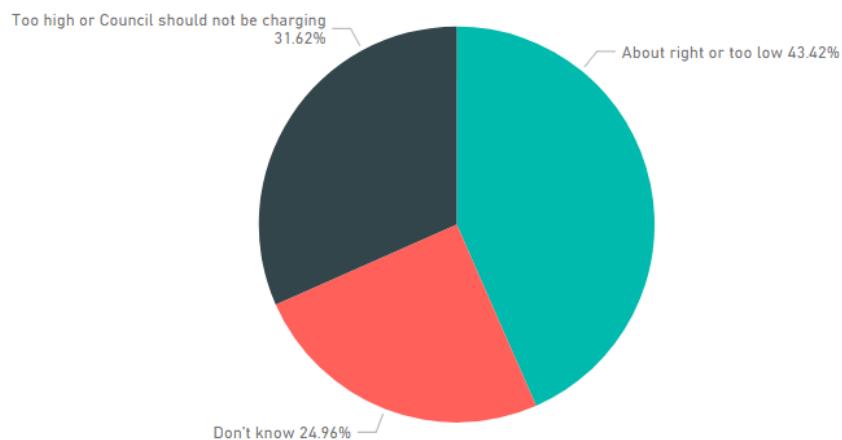
<b>Do you think that any of the proposed licence conditions should not be included? - If you selected 'Yes', please state which conditions should not be included and why?</b>	
<b>Theme</b>	<b>Example comments</b>
References	<i>"A requirement that the licence holder gets references from persons wishing to occupy the house" - this unfairly punishes a whole range of people, who are nearly always going to be at the low-income end of the housing market, such as students, first-time renters, immigrants, ex-offenders."</i>
A requirement for the landlord to take reasonable steps to prevent antisocial behaviour by occupiers or visitors.	<i>"Landlords should not be wholly responsible for antisocial behaviour of their tenants. Landlords do not generally live on the premises and they are "prisoners" to their tenant's honesty regarding how they behave and any visitors to the premises. Tenants generally agree to behave within reason and be respectful of their neighbours. If they do not do this then Landlords should have recourse to give a warning and if this warning is not adhered to then they should be helped to remove that tenant from causing a nuisance to others."</i>
Definition of fit and proper person	<i>"Fit and proper person" - Who is to judge? A local magistrate?"</i>
Safety checks	<i>"Landlords already have legal obligations concerning gas-safety, electrical safety, provision of EPCs, referencing (right to rent checks) and the like. Unless Lewisham proposes to actively inspect all rented properties annually, then the proposed licence is merely an additional cost for competent landlords, while less the competent will still get away with being non-compliant for periods of time. I would suggest that if the council feels compelled to enforce the above (which are already enforceable without a licensing scheme), an easy portal where all landlords can upload and display these would be appropriate."</i>

- 6.3. These comments and suggestions have been taken into consideration when formulating the council's proposals for the licensing conditions. Further detail will be provided in the final version of the report.

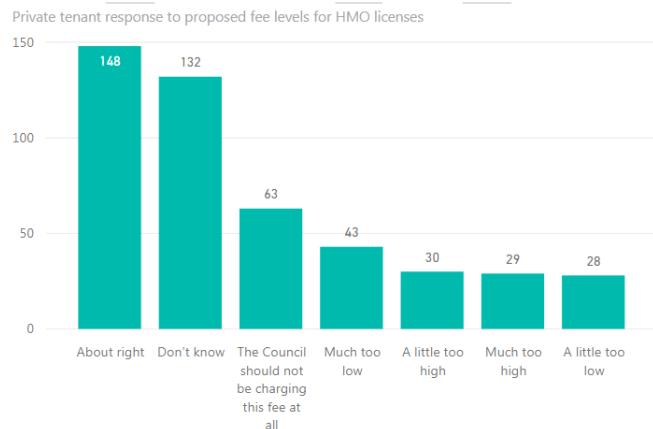
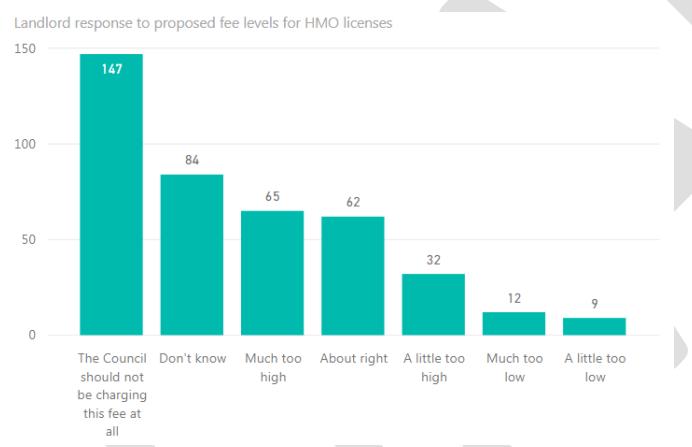
## 7. Licensing fees

- 7.1. In general, respondents were supportive of the fees proposed by the Council for granting HMO licences, with more respondents indicating the fees are about right or too low, compared to those thinking they are too high or that the Council should not be charging a fee.

HMO fees - all respondents

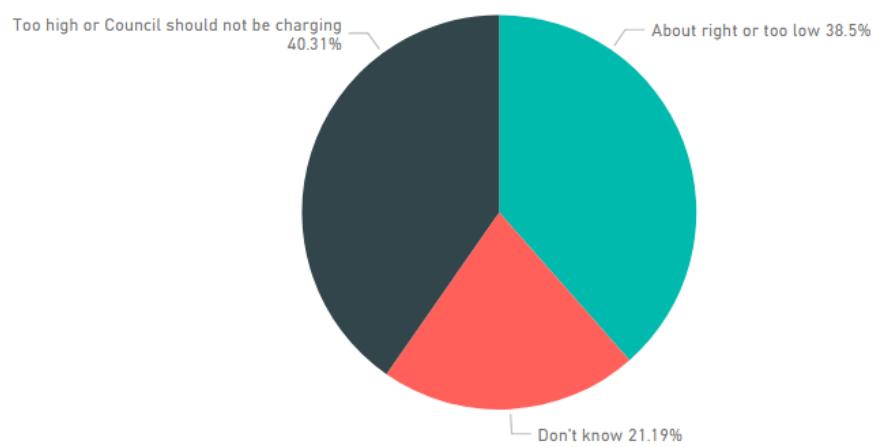


7.2. The below charts show the responses split by landlord and tenant. Most landlords thought the council should not be charging a fee at all while most private tenants thought it was about right.

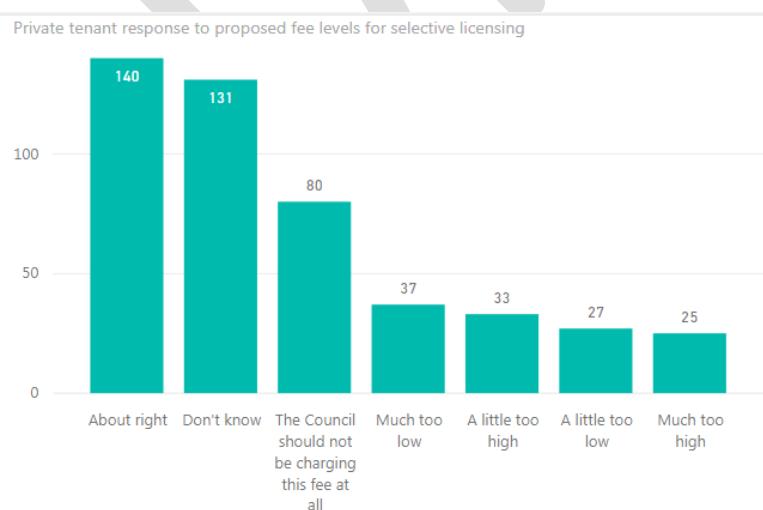
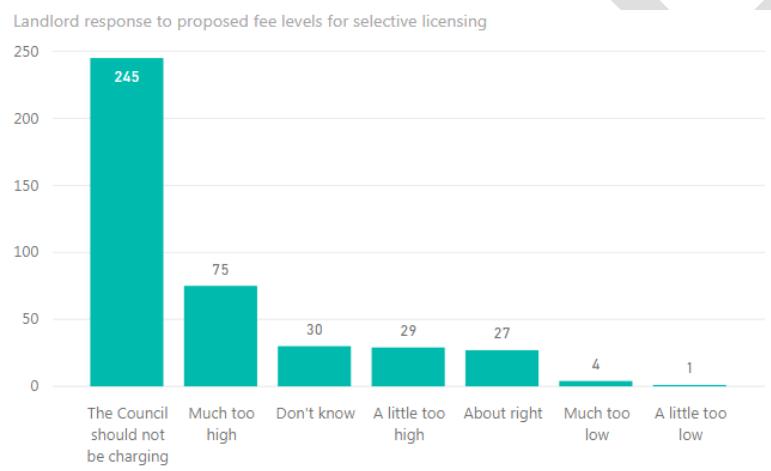


7.3. The support from respondents for the proposed selective licensing fees (those who think they are about right or too low) is slightly lower than the number who oppose the fees or think they are too high.

Selective fees - all respondents



7.4. The below charts show the responses split by landlord and tenant. The majority of landlords thought the council should not be charging a fee at all while most private tenants thought it was about right.



7.5. Analysis of the free text comments provided to the question 'What do you think about the proposed fee levels? - If you have selected 'too low' or 'too high', what are your reasons?' has been undertaken and the comments grouped into commonly occurring themes. Example comments from these themes are shown below, alongside the Council's response.

<b>What do you think about the proposed fee levels? - If you have selected 'too low' or 'too high', what are your reasons?</b>	
<b>Theme</b>	<b>Example comments</b>
Too low, the licence needs to be enforced well	<i>"Providing a home for tenants is a serious responsibility, and proper enforcement, that involves frequent inspections will have a cost. It is essential the fees are high enough to cover this enforcement."</i>
Too low, the income generated from renting is very high	<i>"Disproportionate to the profit margins landlords are gaining from the service they provide, which in many cases is unsatisfactory."</i>
Too high, the cost will be passed on to tenants	<i>"Costs will inevitably be passed on to tenants by most landlords increasing problems of affordability."</i>
Too high, the fee is not in line with other boroughs and needs to be justified	<i>"It is not comparable with other boroughs and is disproportionately high."</i>
Too high, the cost will deter landlords and decrease stock	<i>"Increasing costs for landlords will reduce the number of properties and landlords in the borough."</i>
Too high, it is a way for the council to supplement their budget	<i>"It's seen by many as an easy fund raiser for the council at a time when the council is strapped for cash."</i>

<b>Do you think that the proposals detailed below are fair? - If you have selected 'Unfair' then what are your reasons?</b>	
<b>Theme</b>	<b>Example comments</b>
Unfair to penalise good landlords who do not belong to a landlord accreditation scheme (e.g. those with one property)	<i>"Why should being a membership of another scheme be an advantage for some landlords over others who may not see the benefits of being in that group?"</i>
Unfair to base fee on outdated council tax bands	<i>"Council tax bands were set many years ago, so there is a question as to whether or not they provide a helpful baseline."</i>
Unfair to offer an early bird discount	<i>"I don't see why landlords should get a 20% reduction for applying early. I don't get a 20% reduction in my rent for paying it early to my landlord."</i>
Unfair to implement a fee	<i>"A fee should not be charged has this could lead to private landlords selling up, leaving more of a housing short fall and more illegal HMO's."</i>

7.6. These comments and suggestions are being taken into consideration when formulating the council's proposals for the licensing fees. Further detail will be provided in the final version of the report.

**8. Consultation responses sent in by letter**

- 8.1. The National Landlord Association, the Residential Landlord Association and Safe Agent have sent in separate responses to the consultation by letter. These letters have been appended to this report.
  
- 8.2. The detailed responses sent by individuals to [betterrenting@lewisham.gov.uk](mailto:betterrenting@lewisham.gov.uk) have also been analysed and their comments and themes have been incorporated throughout the report

DRAFT

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200 Union Street, London, SE1 0LX  
Telephone: 020 7840 8900  
Email: info@landlords.org.uk

## Response to Lewisham Council's proposal for selective licensing

August 2018

### Introduction

1. The National Landlords Association (NLA) exists to protect and promote the interests of private residential landlords.
2. The NLA represents individual landlords from around the United Kingdom. We provide a comprehensive range of benefits and services to our members and strive to raise standards within the private rented sector.
3. We seek a fair legislative and regulatory environment for the private rented sector, while aiming to ensure that landlords are aware of their statutory rights and responsibilities.
4. We thank Lewisham Council for providing us with the opportunity to comment on the selective licensing proposal.

### Executive summary

5. Having considered the evidence presented, and having undertaken our own evaluation of the circumstances faced by the residents of Lewisham, our position can be summarised by the following brief points:
  - Landlords have very limited authority when dealing with matters related to antisocial behaviour, especially if it happens outside the curtilage of the property.
  - The council fails to provide evidence of a direct link between recorded housing crime and the private rented sector.
  - The scheme will lead to further displacement of problem tenants in and around Lewisham.
  - The documentation provided fails to indicate that sufficient funding will be available to support the introduction of licensing. Adult social care will have to be involved as many tenants have mental health, alcohol, or drug related illnesses.
  - The council fails to say how it will prevent malicious claims of antisocial behaviour being made, which could result in tenants losing their tenancies. Can this be provided?
  - The document says that Lewisham Council will use all its legal powers. However, if it were to use the powers it already has, it would solve the issues and would not require selective licensing.
  - The council has not published its strategy for dealing with chaotic and antisocial tenants. This should run in conjunction with the current proposal.
  - Selective licensing will require other council strategies to be put in place if it is to tackle anti-social behaviour, these are currently missing.
  - The council fails to say how the proposal will tackle rent-to-rent and subletting, or even Airbnb.

6. We contend that the flaws in the process and proposals, as outlined above, must be rectified before this application is progressed. Furthermore, once the necessary data has been identified and provided, this consultation exercise should be then be repeated to ensure engagement with all relevant stakeholders with the new evidence, solutions and council policies.

## General feedback on proposals

7. Licensing is a powerful tool. If used correctly by Lewisham Council, it could resolve specific issues. We have supported many local authorities in the introduction of licensing schemes that benefit landlords, tenants and the community. In this case, the council's lack of evidence does not support its arguments for the introduction of licensing.

8. The council, by implementing selective licensing, will be further fuelling the cost of renting. While the costs associated with the council will be passed through so will the landlords costs. With a lack of affordable housing in the South East, Lewisham is appealing to landlords to help place tenants. The introduction of licensing will make it more difficult.

9. House prices are already high in Lewisham and in some cases, renting is the only option, this has to be taken into consideration, with the introduction of a scheme. The impact of a licensing scheme will not be only on landlords, but it will also tenants.

10. This will also affect insurance, as premiums will increase for everyone now that the council says that antisocial behaviour is a significant problem. This will add costs to those renting as well as to owner-occupiers.

11. We believe that any regulation of the private rented sector must be balanced. Additional regulatory burdens should focus on increasing the professionalism of landlords, improving the quality of private rented stock and driving out the criminals who act as landlords and blight the sector. These should be the shared objectives of all the parties involved, to facilitate the best possible outcomes for landlords and tenants alike. Good practice should be recognised and encouraged, in addition to the required focus on enforcement activity. This is not the case here.

12. In addition, the proposal does not take into account rent-to-rent or those who exploit people (both tenants and landlords). Criminals will always play the system. For instance, there is no provision for landlords who have legally rented out a property that has later been illegally sublet. The council will need to allocate resources to tackle these problems that criminals cause. Often, landlords are victims, just as much as tenants. What support will the council provide for landlords to whom this has happened?

13. Newham reorganised its council services to deliver its licensing scheme. A joined-up coordinated approach within the council will be required. Additional costs in relation to adult social care along with children's services and housing will be incurred if the council's goal is to be achieved. Yet there is no evidence from the council that this will be done – can this be provided?

14. The issue of overcrowding is difficult for a landlord to manage if it is the tenant that has overfilled the property. A landlord will tell a tenant how many people are permitted to live in the property, and that the tenant is not to sublet it or allow additional people to live there. Beyond that, how is the landlord to manage this matter without interfering with the tenant's welfare? Equally, how will the council assist landlords when this problem arises? It is impractical for landlords to monitor the everyday activities or sleeping arrangements of tenants. Where overcrowding does take place, the people involved know what they are doing and that they are criminals, not landlords. The council already has the powers to deal with this. It also raises concerns for the NLA as this is not currently being undertaken by the council.

15. The proposal fails to address the link between homelessness and the effect that licensing will have on tenants in Lewisham. This impact on tenancies due to a selective licensing scheme is absent from the document.

16. Landlords are usually not experienced in the management of antisocial behaviour and do not have the professional capacity to resolve tenants' mental health issues or drug and alcohol dependency. If there are allegations about a tenant causing problems (e.g. antisocial behaviour) and a landlord ends the tenancy, the landlord will have discharged their obligations under the selective licensing scheme, even if the tenant has any of the above issues. This moves the problems around Lewisham, but does not actually help the tenant, who could become lost in the system. They will also blight another resident's life. There is no obligation within selective licensing for the landlord to resolve an allegation of antisocial behaviour. Rather, a landlord has a tenancy agreement with a tenant and this is the only thing that the landlord can legally enforce.

17. Referencing will not resolve the issue, as a landlord can provide a reference where no offence has been prosecuted, and it is an allegation. If a landlord puts this allegation in a reference, they could be sued by the tenant for something that has not been proved but was an allegation that was untrue. Equally, a credit reference would only show the credit history of a tenant, not anything else.

18. Lewisham Council has many existing powers. Section 57(4) of the Housing Act 2004 implies that a local authority must not make a designation 'unless (a) they have considered whether there are any other courses of action available to them [...] that might provide an effective method [for Lewisham Council to deal] with the problem or problems in question'. The council already has powers that can be used to rectify the problems and, hence, the ability to tackle many of the

issues that it wishes to overcome in all parts of Lewisham. These include:

- criminal behaviour orders
- crime prevention injunctions
- interim management orders
- empty dwelling management orders
- improvement notices (for homes that do not meet the Decent Homes Standard)
- litter abatement notices (section 92 of the Environmental Protection Act 1990)
- fixed penalty notices or confiscation of equipment (sections 8 and 10 of the Noise Act 1996)
- directions regarding the disposal of waste (e.g. section 46 of the Environmental Protection Act 1990)
- notices to remove rubbish from land (sections 2–4 of the Prevention of Damage by Pests Act 1949).

19. We would argue that Lewisham is failing to use its existing powers. It would be better if the council were to use the powers that already exist to solve issues that it claims exist before undertaking licensing. Licensing is not a solution in itself; the council will fall back on existing powers for enforcement, which it is failing to use currently.

20. At the commencement of a tenancy, the landlord outlines the tenant's obligations in relation to noise (and other matters such as waste disposal, compliance with relevant laws and having consideration for their neighbours). The landlord can manage a tenant only to the extent of their mutually agreed contract for living in the rented property – not for a tenant's activities in the street outside the property or neighbouring streets. In the case of a noise complaint, the council would have to inform the landlord that the tenant was being excessively noisy. The landlord then has the right either to warn the tenant or to end the tenancy. If the allegation is false or disingenuous, how is the landlord to know? If the same allegation is made on more than one occasion, the landlord may end the tenancy based on an unproven allegation or because the council says that there is a problem. This does not solve the problem but rather moves it around the borough. The same applies to household refuse and other antisocial behaviour issues. The tenant could be labelled as guilty without having faced a trial. Under the reference condition of selective licensing, a guilty judgment can be made without an accusation being tested by their peers in a court of law.

21. The ending of a tenancy will be a way for a landlord to resolve an allegation of antisocial behaviour, waste mismanagement or even a malicious complaint. This will not resolve the issue of high tenancy turnover; it will exacerbate it.

22. The introduction of licensing is likely to increase costs for tenants without solving the problems that the council is trying to target. It will likely move the issues around Lewisham and neighbouring areas and displace them to new landlords. The issues would be better resolved by a more erudite approach to dealing with nuisance and a separate policy to tackle criminals acting as landlords.

23. Often when tenants are nearing the end of their contract/tenancy and are in the process of moving out, they will dispose of excess household waste by a variety of methods. These include putting waste out on the street for the council to collect. This is made worse when the council does not allow landlords access to municipal waste collection points. Local authorities with a large number of private rented sector properties need to consider a strategy for the collection of excess waste at the end of tenancies. We would be willing to work with the council to help develop such a strategy. An example is the Leeds Rental Standard, which works with landlords and landlord associations to resolve issues.

24. One of the arguments the council has put forward is that selective licensing is being introduced due to the size of the PRS. Can the council clarify: a) is it the council's policy to reduce the PRS in these areas; and b) where does the council wish to see PRS grow in Lewisham?

25. We also have concerns over how a scheme will interact with the current government consultation on Section 21. The change to how tenancies will end and a move to a more adversarial system, will mean landlords will become more risk adverse to take tenants that do not have a perfect reference and history.

26. One of the dangers of the proposed selective licensing scheme is that the costs will be passed on to tenants. This would increase costs both for those who rent in Lewisham and for the council. The increased costs to Lewisham residents would particularly hit those most vulnerable and least able to tolerate a marginal increase in their cost of living. Also, the council has failed to explain that, as well as the council's costs for the licence, landlords will likely cover their increased costs by raising rent prices. The failure to explain this shows a lack of understanding of how the private rented sector works. This could mean that landlords will look for tenants from other councils, as they are offering incentives (e.g. Haringey is offering £4,000 plus the Central London Local Housing Allowance rate). We know they are placing tenants in any London borough and elsewhere in the country, which a policy such as this will escalate.

27. Areas that have been subject to the introduction of selective licensing have seen lenders withdraw mortgage products, thereby reducing the options available to landlords who are reliant on finance. Downstream, this increases overheads for landlords and tenants. When lenders withdraw mortgage availability from a landlord, that decision appears on that landlord's credit history. Other mortgage lenders will see this credit score and put a higher cost on mortgage/landlord, which will ultimately reach the tenant through rent.

28. Defining areas of Lewisham as problem zones in the consultation will not encourage lending or investment into those areas. The stigmatisation will be reflected in property values within them. Lewisham Council, by proposing to introduce licensing, is implying that there are social problems that could deter investment in those areas. The council does not acknowledge the impact that the stigmatisation of discretionary licensing will likely have. It will likely increase all car and house insurance premiums, but the council has not told Lewisham residents about this. We assert that failure to provide such information indicates a substandard and, ultimately, superficial consultation exercise.

29. The social housing sector has made many efforts to remove problem tenants (see table below). How does the council expect landlords to solve these tenants' issues when the social sector has failed? Many of the tenants who have been removed from the social sector are now living in the private rented sector without any support. This selective licensing policy will have a greater impact on those people who are evicted from social housing, as they will not be able to access the PRS as they will fail the reference check (mandatory condition).

### Mortgage and landlord possession statistics 2016<sup>1</sup>

Year (calendar)	Landlord type		Claims issued
	Private*	Social	
2016	54,583 (39.7%)	82,789 (60.3%)	137,372 (100%)

\*includes all accelerated claims

### Current law

30. A landlord currently has to comply with over 130 pieces of legislation, and the laws with which the private rented sector must comply can be easily misunderstood. A landlord is expected to give the tenant a 'quiet enjoyment' of the property. Failure to do so could result in a harassment case being brought against the landlord. The law within which landlords must operate is not always fully compatible with the aims of the council. For example, a landlord keeping a record of a tenant could be interpreted as harassment.

31. Licensing is introduced to tackle specific issues. Many of these are related to tenants, which the council has identified. The challenge for local authorities is to work with all the people involved and not simply to blame one group – e.g. landlords. We are willing to work in partnership with the council to develop tenant information packs, assured shorthold tenancies and accreditation of landlords, along with targeting the worst properties in a given area.

32. We would also argue that problems that are restricted to only a few poorly managed and/or poorly maintained properties would not be appropriately tackled by a licensing scheme – it is not proportionate. In many situations, the council should consider enforcement notices and management orders. The use of such orders would deliver immediate results. Why, instead, does the council wish to address them over a period of five years and through a licensing scheme? A targeted, street-by-street approach, working on specific issues in a coordinated manner with other relevant agencies, such as community groups, tenants and landlords, would have a much greater impact.

33. We would also like to see the council develop a strategy that includes action against any tenants who are persistent offenders. These measures represent a targeted approach to specific issues, rather than a blanket licensing scheme that would adversely affect all professional landlords and tenants alike, while leaving criminals able to operate covertly. Many of the problems are caused by mental health or drink and drug issues. Landlords cannot resolve these issues and will require additional resources from the council.

34. In relation to the reduction of antisocial behaviour and the authority that landlords have to tackle such activity within their properties, it should be pointed out that landlords and agents can only enforce a contract; they cannot manage behaviour (NB: House of Commons briefing note SN/SP 264, paragraph 1.1). In most circumstances, the only remedy available to landlords who are confronted with serious antisocial behaviour in one of their properties will be to seek vacant possession. In many instances, they will need to serve a section 21 notice, rather than a section 8 notice, identifying the grounds for possession. The former is simpler and cheaper and repossession (at present) is more certain. No reason need be given for serving a section 21 notice and, in this case, the perpetrator tenant can hypothetically approach the local authority for assistance to be rehoused (NB: Homelessness Guidelines cl 8.2). Crucially, no affected party needs to offer evidence against an antisocial householder, thereby reducing the risk of intimidation, harassment and, ultimately, unsuccessful possession claims. The issue of antisocial behaviour will, thus, not appear as a factor in the repossession. However, when providing evidence to support a licensing application, the document should clarify the position of all the

<sup>1</sup> [www.gov.uk/government/statistics/mortgage-and-landlord-possession-statistics-october-to-december-2016](http://www.gov.uk/government/statistics/mortgage-and-landlord-possession-statistics-october-to-december-2016).

National Landlords Association Limited (by guarantee) registered in England number 4601987. The Landlords Association Limited (by guarantee) registered in England number 4336449. VAT Reg. No. 884 7388 60. Both companies are registered at Skyline House-2nd Floor, 200 Union Street, London SE1 0LX

relevant issues under landlord and tenant law.

#### Requests for supplementary information

35. We are extremely concerned about the gaps in evidence and justification that occur throughout the licensing proposal.

36. We would like clarification on the council's policy in relation to helping a landlord when a section 21 notice (or future notice as currently being consulted upon) is served, the property is overcrowded or the tenant is causing antisocial behaviour, as per what the council says in the consultation. What steps will the council take to support the landlord? It would be useful if the council were to put in place a guidance document before the introduction of the scheme, to outline its position regarding helping landlords to remove tenants who are manifesting antisocial behaviour.

37. We would like a breakdown of antisocial behaviour complaints over the last five years, subdivided into antisocial behaviour that has proven to be housing-related and for the different housing sectors (owner-occupied, social providers and private rented).

38. We would like to know what consideration the council has given to homelessness, where these tenants cannot access the private rented sector.

39. The council fails to say what additional services will be provided for mental health. This will have an impact on adult social care budgets for the county council – and this budget is already under pressure. How much money has been allocated from the county to meet this?

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London Borough of  
Lewisham

Date  
7<sup>th</sup> August 2019

Dear Sir or Madam,

### **Selective & Additional Licensing Consultation**

Thank you for the opportunity to respond to the above consultation.

Though we appreciate the issues that Lewisham Council have mentioned and the impact they can have on tenants, landlords and the housing market in areas proposed, the RLA is opposed to the scheme and has many general objections to Licensing overall.

### **Raising Standards**

There is little evidence that licensing schemes improve housing standards. The focus of staff becomes the processing and issue of licences, while prosecutions centre on whether a property is licensed or not, rather than improving management standards and property conditions. Additionally, the decent homes standard is a measure of the standard of housing and has no legal applicability to PRS housing. The Housing Health and Safety Rating System (HHSRS) is the relevant standard for the PRS.

The Council already has the necessary tools to tackle poor housing management and conditions in the PRS. Rather than introduce a bureaucratic licensing scheme that will see scarce resources focused on processing applications, the council should continue to direct these limited resources at identifying private rented properties and taking effective enforcement action.

### **Discretionary Conditions**

Page 47 for the document titled 'Evidence Base for Public Consultation' states that "*Work on the licence conditions will be finalised following the consultation". The requirements of the licence conditions will sit alongside the existing legal obligations covered by the Housing Health and Safety Rating System (HHSRS) and other statutory requirements. The specific licensing conditions will ensure that accommodation standards will be improved without duplicating legal obligations*". This approach goes against government guidance for local authorities to designate licensing consultations. The council must provide an opportunity for respondents (which include both landlords and tenants) to comment on conditions proposed for a licence.

Furthermore, the commitment to inspect 100% of properties that have received a licence would mean that from day one, the council would have to inspect 100 properties per week throughout the five-year life of the scheme. This pledge sets exceptionally unrealistic standards to maintain as part of the licensing scheme.

### **Fee Structure**

The proposed fee structure offers little explanation as to why the licence fee is based on council tax band for each single dwelling property. Determining the licence fee based on the value of the property should not form the basis of either a higher or lower fee. A flat fee should be charged for licence, regardless of what council tax band the property is in.

The proposed fee structure furthermore features a single upfront charge to the council for a five-year licence. The process of charging the full amount of the licence fee on an application does not accord with the decision of the Administrative Court in *Gaskin v Richmond Upon Thames (2018) EWHC 1996 (Admin)*. Payment should be split into two separate charges; one for the application component and second payment, covering the cost of running and enforcing the scheme. The Part Two payment should only be sought if the application is successful, and paid once the licence has been granted and issued.

Furthermore, the council have not stated within the consultation documents if Tacit Consent applies should the processing of the licence goes beyond the advertised time. This as well as not providing a timescale for the length of processing time for a licence application.

Concerning the processing time for a licence application, regulation 19 of the Provision Regulations deals with the speed of processing of applications. Specifically, they require that applications must be:

- Processed as quickly as possible and within a reasonable period running from when all documentation has been submitted.
- The length of the processing period must be fixed and made public in advance.
- Where an application has not been processed within the advertised period, the licence will be granted automatically.

### **Enforcement Powers**

There are over 150 Acts of Parliament and more than 400 regulations affecting landlords in the private rented sector.

Councils should use the enforcement powers already granted to them by the Housing and Planning Act 2016 and Housing Act 2004 to their full extent, rather than rely on Licensing Schemes to regulate landlords in addition to these powers. The Council has also not taken into consideration the amount of informal enforcement activity undertaken between local authorities and private landlords.

The Tenant Fees Bill has also introduced a lead enforcement authority to provide guidance and support to local authorities regarding the enforcement of letting agent requirements.



### **Conclusion**

The RLA reiterates its objection to the proposed scheme.

There are alternatives to licensing. The RLA supports a system of self-regulation for landlords whereby compliant landlords join a co-regulation scheme which deals with standards and complaints in the first instance, while those outside the scheme remain under the scope of local authority enforcement. We also support the use of the council tax registration process to identify private rented properties and landlords. Unlike licensing, this does not require self-identification by landlords, making it harder for criminals to operate under the radar.

Yours sincerely,

Samantha Watkin  
Policy Officer  
Residential Landlords Association  
[Samantha.Watkin@rla.org.uk](mailto:Samantha.Watkin@rla.org.uk)

**RESIDENTIAL LANDLORDS ASSOC.**

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[www.rla.org.uk](http://www.rla.org.uk)

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## **Proposed Additional and Selective Licensing Schemes in the London Borough of Lewisham**

### **Safeagent Consultation Response**

**19 August 2019**

#### **An Introduction to safeagent**

Safeagent is an accrediting organisation for lettings and management agents in the private rented sector. Safeagent (formally NALS) was established in 1999, by the Empty Homes Agency, with backing from the Royal Institution of Chartered Surveyors (RICS) the Association of Residential Lettings Agents (ARLA) and the National Association of Estate Agents (NAEA). Safeagent provides an overarching quality mark, easily recognised by consumers, with minimum entry requirements for agents.

Safeagent agents are required to:

- deliver defined standards of customer service
- operate within strict client accounting standards
- maintain a separate client bank account
- be included under a Client Money Protection Scheme

Agents must provide evidence that they continue to meet safeagent criteria on an annual basis to retain their licence. The scheme operates UK wide and has 1500 firms with over 2000 offices, including a number of agents within the London Borough of Lewisham.

Safeagent was recognised by the GLA as an approved body for the London Rental Standard. We are also a co-regulation partner with Liverpool City Council and a recognised training provider under the Rent Smart Wales scheme.

We very much welcome the opportunity to contribute to this consultation exercise.

#### **Overview**

We understand the council is seeking to introduce a second additional licensing scheme that would extend licensing to all HMOs throughout the borough.

We understand the council is also seeking to introduce a borough wide selective licensing scheme that would extend licensing to all 32,000 private rented properties in the borough. This would make the Lewisham licensing scheme one of the largest licensing schemes in the country.

In preparing this consultation response, we have studied the licensing consultation guide and evidence base for public consultation that are published on the council's website.

In summary, we do not support the council's proposals and will explain the reasons why.

We do not think the council's data supports the assertion that the same problems exist borough wide and so all properties need to be licensed. For example, figure 2 on page 14 highlights the highest concentration of private rented properties in Lewisham Central, Rushey Green, New Cross and Brockley – all above 30%. At the other end of the table is Downham with less than 16%. This ward is below the threshold in the MHCLG guidance for selective licensing.

On page 15, in estimating there are approximately 6,000 HMOs in the borough, the council has not explained what methodology was used to reach that conclusion. The colour coded map on the same page indicates many of the HMO assessments are based on a 'low confidence'.

In linking ASB and crime data to these assumed HMOs, it is acknowledged in the report (page 16) that ASB data is only attributable at ward level. It is thus unclear how incidents can be directly attributable to the occupation or management of HMOs rather than other property types and tenures.

The table on page 17 presents an even more stark picture. It highlights a wide variation in ward level data for complaints, environmental services and Police ASB records. For example, Brockley scores 1<sup>st</sup>, 5<sup>th</sup> and 5<sup>th</sup> in the league table whereas Lee Green scores 17<sup>th</sup>, 12<sup>th</sup> and 13<sup>th</sup> out of 18 wards. This illustrates that problems are not uniformly spread across the borough and so enforcement interventions should be targeted in perceived problem areas.

When the environmental services data is mapped against property tenure, it shows only slight difference between owner occupied, private rented and social housing tenures.

The evidence base includes case studies to support the case for introducing new licensing schemes. Case studies on pages 22-23 highlight problems with refuse associated with HMOs that fell below the licensing threshold. Yet this can already be dealt with under the HMO Management Regulations that apply to all HMOs whether licensable or not. Failure to comply with the regulations can result in the council issuing a financial penalty.

On page 25, we note analysis of crime data includes burglary, robbery and vehicle crime, with data aggregated at ward level. It is unclear how this is relevant. For example, street robberies near to a private rented property would not be caused by the act or default of the landlord.

The report shows a significant variation in crime levels by ward and the same four wards of Lewisham Central, Rushey Green, New Cross and Brockley are shown to have the highest crime levels.

On page 27, the report shows two thirds of wards have crime levels below the national average, which illustrates crime is a much less significant issue in those areas.

Whilst the report provides ward level data on deprivation, it is unclear how the proposed licensing schemes would address this issue. The only outcome referred to it to improve property conditions.

further reinforced in the DCLG draft guidance on Parts 2, 3 and 4 of the Housing Act 2004, published in January 2010. Whilst the guidance was never finalised, it continues to be a useful reference point and is still available on the Gov.uk website.

Firstly, section 257 HMOs are not necessarily 'poorly converted' buildings. They include, for example, properties that were converted into flats in the 1960s and 1970s and which obtained all necessary consent for the conversion at that time. When considering such historic conversions, the relevant building regulations are the Building Regulations 1991.

The DCLG draft guidance (2010) explains that it is the common parts of the building that should be assessed against the Building Regulations 1991 and the range of factors to be considered include the structure, fire safety, resistance to the passage of sound, ventilation, drainage and waste disposal, stairs, ramp and guards, access and facilities for disabled people and glazing (this is not an exhaustive list).

Thus, in order to determine if the property is a section 257 HMO, it is necessary to seek expert advice about whether the conversion works complied with the requirements in force at the time of the conversion or whether the property has subsequently been made compliant.

For properties converted since 1 June 1992, a Building Control completion certificate would satisfy this requirement. But for properties converted before that date, it would be very difficult for a layperson to assess compliance with the Building Regulations 1991 and many local authority licensing teams would struggle to make a definitive assessment. Letting agents cannot be expected to make this sort of judgement.

In situations where there is a freeholder and separate long leaseholders, the situation is further complicated by the need to determine whether less than two thirds of the flats are owner-occupied. Only the freeholder may possess this information and the tenure of each flat may vary over time.

This would make it extremely difficult for a safeagent letting agent to assess whether a licence is required, despite their best endeavours. For example, it may be that the building did not require a licence when a flat was rented out, but subsequently requires licensing because another leasehold in the building has rented out their flat. As such, a letting agent could find themselves committing an offence of managing a flat in a licensable building without a licence, simply because another flat had been rented out without their knowledge.

Bringing all section 257 HMOs within the additional licensing scheme could also be problematic for long-leasehold owner-occupiers who find their flat is within a licensable building through no fault of their own. The licensing fee may push up their service charge and could cause difficulties with their mortgage lender. As the licence would need to be disclosed to a prospective purchaser, some mortgage lenders may be reluctant to lend on a residential mortgage within a licensed section 257 HMO, thus adversely impacting on the property's value.

It is also the case that the 2015 general approval to introduce an additional licensing scheme only applies if the council has consulted persons likely to be affected by the scheme designation. Without actively consulting with long leaseholder owner

the borough. This could adversely affect groups of sharers and single people seeking shared accommodation and it is important for the council to consider this issue as part of the equalities impact assessment.

It is also important that any early bird discount period lasts for at least three months leading up to the licensing scheme start date. This is to ensure there is sufficient time for applications to be submitted before the scheme starts, to ensure compliance.

Regarding the discount for accredited landlords, we would request this is extended to include licensed properties where the designated manager is an accredited letting agent - including members of safeagent. This would help to acknowledge the benefit of using an accredited agent to ensure that licensed properties are well managed.

A similar approach has been adopted by Islington and Ealing Councils and we would encourage Lewisham Council to follow best practice and do the same.

Regarding the proposed selective licensing fees, we note the council's proposal is to vary the fee accordingly to the council tax band of each property. We think this is overly complicated, especially as almost 85% of applications would fall within the £600 to £650 price bracket.

Unless the application system is linked to the council tax system to calculate the appropriate fee, this could result in a high level of errors if the applicant has to manually select the correct band. In turn, this will create more administrative work for the council to check each fee against the council tax band and deal with refunds and additional payments if the wrong band has been selected.

For these reasons, we would encourage the council to charge a fixed fee per property for all selective licence applications. This would bring Lewisham into line with all other London Boroughs that operate selective licensing schemes.

### **Licence Conditions**

We were unable to find any detailed information on the proposed mandatory and other locally adopted additional and selective licence conditions. We could only find a basic summary of type of conditions that can be imposed under the Housing Act 2004, but not what those conditions would be.

We think it is important for the council to consult widely on the proposed additional and selective licensing conditions that would be applied to 32,000 properties in the borough, so the proposals can be discussed and fine-tuned taking into account the views of all interested parties. We would like the opportunity to comment on the conditions in due course.

### **Inspection regime**

We note the consultation report indicates all 32,000 private rented homes would be inspected within five years, which equates to inspecting over 120 properties per week throughout the life of the scheme.

conjunction with London Trading Standards. The toolkit can be downloaded free of charge from our website, or we can forward you a copy on request.

Should you wish to discuss any aspect of this consultation response, please do not hesitate to contact me. Can you also please confirm the outcome of the consultation exercise in due course.

**Isobel Thomson**  
**Chief Executive**

Safeagent  
Cheltenham Office Park  
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19 August 2019

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# Agenda Item 9

Housing Select Committee			
Title	Select Committee work programme		
Contributor	Scrutiny Manager	Item	9
Class	Part 1 (open)	18 September 2019	

## 1. Purpose

- 1.1 To advise members of the committee's work programme for the 2019/20 municipal year and to agree the agenda items for the next meeting.

## 2. Summary

- 2.1 The committee drew up a draft work programme at the beginning of the municipal year for submission to the Business Panel for consideration.
- 2.2 The Business Panel considered the proposed work programmes of each committee on 7 May 2019 in order to agree a co-ordinated overview and scrutiny work programme.
- 2.3 The work programme can, however, be reviewed at each select committee meeting to take account of changing priorities.

## 3. Recommendations

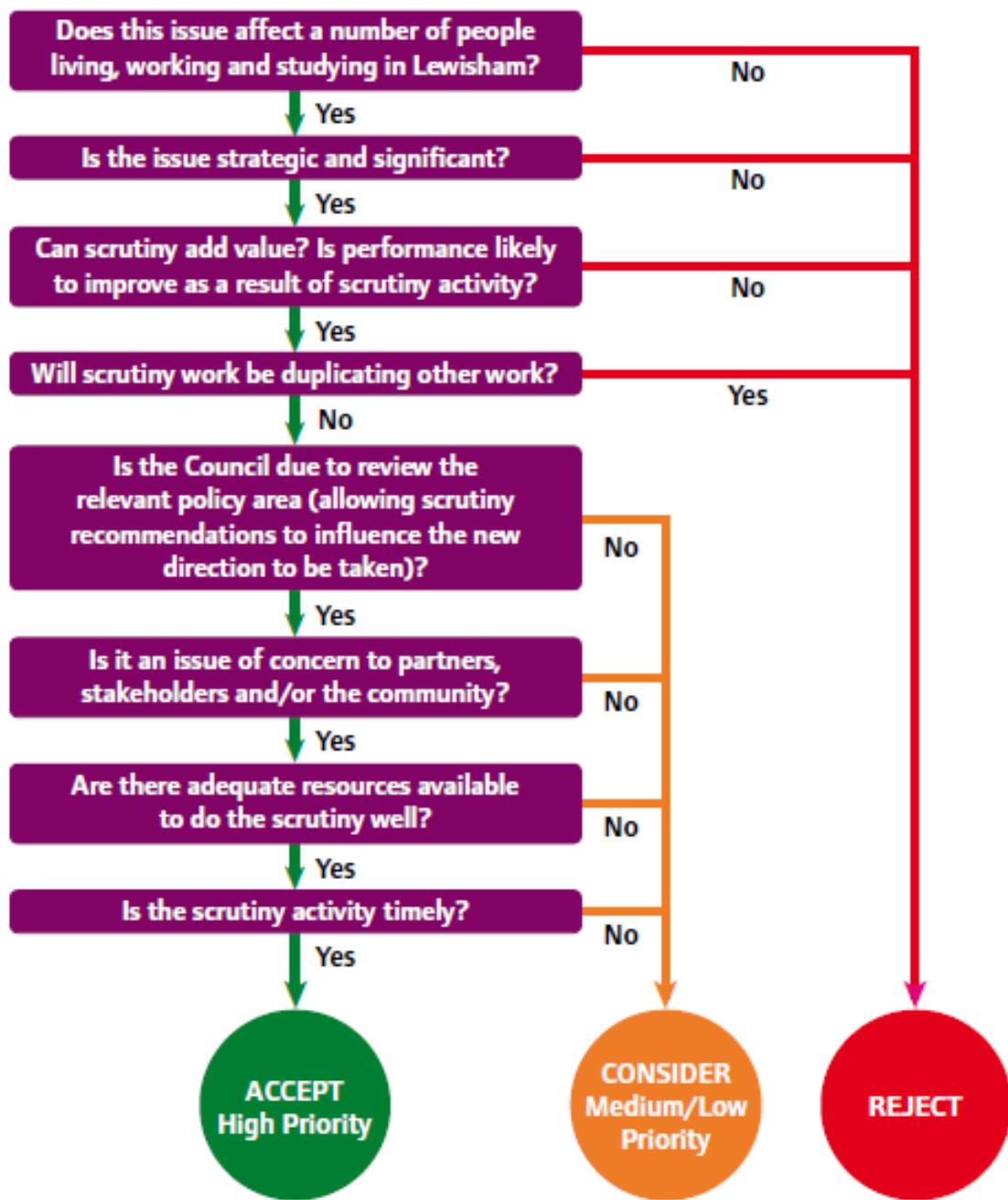
- 3.1 The Committee is asked to:

- consider the work programme attached at **Appendix B** – and discuss any issues arising from the programme
- consider the items scheduled for the next meeting – and specify the information the committee requires to achieve its desired outcomes
- review the forthcoming key decisions set out in **Appendix C** – and consider any items for further scrutiny

## 4. The work programme

- 4.1 The work programme for 2019/20 was agreed at the 1 May meeting.
- 4.2 Members are asked to consider if any urgent issues have arisen that require scrutiny and if any items should be removed from the work programme.
- 4.3 Any additional items should be considered against the prioritisation process before being added to the work programme (see flow chart below).
- 4.4 The committee's work programme needs to be achievable in terms of the meeting time available. If the committee agrees to add additional items, members will also need to consider which lower-priority items should be removed to create sufficient capacity.

## Scrutiny work programme – prioritisation process



- 4.5 Items within the committee's work programme should be linked to the priorities of the Council's Corporate Strategy.
- 4.6 The Council's Corporate Strategy for 2018-2022 was approved at full council in February 2019.
- 4.7 The strategic priorities of the [Corporate Strategy for 2018-2022](#) are:
  1. ***Open Lewisham*** - Lewisham is a welcoming place of safety for all, where we celebrate the diversity that strengthens us.
  2. ***Tackling the housing crisis*** - Everyone has a decent home that is secure and affordable.
  3. ***Giving children and young people the best start in life*** - Every child has access to an outstanding and inspiring education, and is given the support they need to keep them safe, well and able to achieve their full potential.
  4. ***Building an inclusive local economy*** - Everyone can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
  5. ***Delivering and defending: health, social care and support*** - Ensuring everyone receives the health, mental health, social care and support services they need.
  6. ***Making Lewisham greener*** - Everyone enjoys our green spaces, and benefits from a healthy environment as we work to protect and improve our local environment.
  7. ***Building safer communities*** - Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

## 5. The next meeting

- 5.1 The following items are scheduled for the next meeting on 30 October 2019.
- 5.2 The committee is asked to specify the information and analysis it requires for each item, based on the outcomes it would like to achieve, so that officers are clear about what information they need to provide.

Agenda item	Review type	Relevant Corporate Priority	Priority
New homes programme update	Standard item	<i>Tackling the housing crisis</i>	High
Resident engagement in housing development	In-depth review	<i>Tackling the housing crisis</i>	High
Lewisham Housing Strategy	Standard item	<i>Tackling the housing crisis</i>	High
No Recourse to Public Funds (NRPF) review	Standard item	<i>Tackling the housing crisis</i>	High

## 6. Referrals

- 6.1 Below is a tracker of the referrals the committee has made in this municipal year:

Referral title	Date of referral	Date considered by Mayor & Cabinet	Response due at Mayor & Cabinet	Response due at committee

## **7. Information items**

7.1 Some potential work programme items might be low priority and may only require a briefing report for information to be produced for the committee to note and will not need to be considered at a formal committee meeting.

7.2 Below is a tracker of the information items received by the committee:

<b>Item</b>	<b>Date received</b>
Lewisham Homes briefing note on fire doors	14th May 2019

## **8. Financial Implications**

There are no financial implications arising from this report.

## **9. Legal Implications**

In accordance with the Council's Constitution, all scrutiny select committees must devise and submit a work programme to the Business Panel at the start of each municipal year.

## **10. Equalities Implications**

10.1 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.

10.2 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.

10.3 There may be equalities implications arising from items on the work programme and all activities undertaken by the Select Committee will need to give due consideration to this.

## **11. Date of next meeting**

The date of the next meeting is Wednesday 30 October 2019.

### **Background Documents**

Lewisham Council's Constitution

Centre for Public Scrutiny: the Good Scrutiny Guide

## Housing Select Committee work programme 2019/20

Work item	Type of item	Priority	Delivery	01-May	04-Jun	10-Jul	18-Sep	30-Oct	16-Dec	30-Jan	12-Mar
Budget cuts proposals	Standard item	High	Ongoing								
Confirmation of Chair and Vice Chair	Constitutional req	High	Apr								
Work programme 2019-20	Constitutional req	High	Apr								
Lewisham Homes annual business plan	Standard item	High	Apr								
New Homes Programme update	Information item	High	Apr								
Resident engagement in housing development	In-depth review	High	Jun			Scope					
Lewisham Homes Acquisitions Programme	Performance monitoring	High	Jun								
Lewisham Homes annual report	Performance monitoring	High	Jun								
Brockley PFI annual report and business plan	Performance monitoring	High	Jun								
New Homes Programme update	Standard item	High	Jul								
Private rented sector licensing: consultation update	Standard item	High	Jul								
Out of the borough placements	Performance monitoring	High	Sep								
Independent review of the Syrian Refugee Programme	Standard item	High	Sep								
Response to the borough-wide licensing consultation	Policy development	High	Sep								
No Recourse to Public Funds (NRPF) review	Performance monitoring	High	Sep								
Lewisham Housing Strategy	Policy development	High	Oct								
Overcrowding	Standard item	High	Dec								
Housing and mental health review update	Performance monitoring	High	Dec								
Homelessness Reduction Act progress update	Performance monitoring	High	Dec								
Rent and service charge increases	Standard item	High	Jan								
Annual lettings plan	Standard item	High	Mar								

Green	Item completed
Gold	Item on-going
Red	Item outstanding
Pink	Proposed timeframe
Grey	Item added

Meetings			
1)	Wed 1st May 2019	5)	Wed 30th Oct 2019
2)	Tue 4th June 2019	6)	Mon 16th Dec 2019
3)	Wed 10th July 2019	7)	Thu 30th Jan 2020
4)	Wed 18th Sept 2019	8)	Thu 12th Mar 2020

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## **FORWARD PLAN OF KEY DECISIONS**

### **Forward Plan October 2019 - January 2020**

This Forward Plan sets out the key decisions the Council expects to take during the next four months.

Anyone wishing to make representations on a decision should submit them in writing as soon as possible to the relevant contact officer (shown as number (7) in the key overleaf). Any representations made less than 3 days before the meeting should be sent to Kevin Flaherty 0208 3149327, the Local Democracy Officer, at the Council Offices or [kevin.flaherty@lewisham.gov.uk](mailto:kevin.flaherty@lewisham.gov.uk). However the deadline will be 4pm on the working day prior to the meeting.

A “key decision”\* means an executive decision which is likely to:

- (a) result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates;
- (b) be significant in terms of its effects on communities living or working in an area comprising two or more wards.

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
June 2019	<b>Future of Youth Services</b>	18/09/19 Mayor and Cabinet	Sara Williams, Executive Director, Children and Young People and Councillor Chris Barnham, Cabinet Member for School Performance and Children's Services		
April 2019	<b>Additions to List of Locally Listed Buildings</b>	18/09/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Mayor Damien Egan, Mayor		
June 2019	<b>Disposal of Downham Business Enterprise Centre</b>	18/09/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Mayor Damien Egan, Mayor		
April 2019	<b>Award of Contract Tier 4 Substance Misuse Framework</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Joani Reid, Cabinet Member for Safer Communities		
April 2019	<b>Anti-Idling Enforcement</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Brenda Dacres, Cabinet Member for Environment and Transport (job share)		
August 2019	<b>CRPL Appointment of Non-Executive Director</b>	18/09/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
			Mayor Damien Egan, Mayor		
August 2019	<b>HMO Article 4 Direction Confirmation</b>	18/09/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Paul Bell, Cabinet Member for Housing		
August 2019	<b>Award of Contract for Tier 4 Substance Misuse Framework</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
August 2019	<b>Alteration of SEN provision at Deptford Green School</b>	18/09/19 Mayor and Cabinet	Sara Williams, Executive Director, Children and Young People and Councillor Chris Barnham, Cabinet Member for School Performance and Children's Services		
August 2019	<b>Approval to Award Tender for Management Development Programmes</b>	18/09/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
August 2019	<b>Learning Disability Framework - Extension of Contracts</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
			Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
August 2019	<b>Cleaning Contract Extension</b>	18/09/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
August 2019	<b>Security Contract Extension</b>	18/09/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
August 2019	<b>Annual Renewal Microsoft Enterprise License</b>	18/09/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Kevin Bonavia, Cabinet Member for Democracy, Refugees & Accountability		
August 2019	<b>Achilles Street Landlord Offer for Estate Regeneration Ballot Parts 1 &amp; 2</b>	18/09/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Paul Bell, Cabinet Member for Housing		
August 2019	<b>Permission to Tender Violence against Women and Girls (VAWG) Service</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Joani Reid, Cabinet		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
			Member for Safer Communities		
August 2019	<b>Mental Health Accommodation Based Support Service permission to tender</b>	18/09/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
August 2019	<b>Request for Extension and Variation of Family Support Contract</b>	01/10/19 Overview and Scrutiny Business Panel	Sara Williams, Executive Director, Children and Young People and Councillor Chris Barnham, Cabinet Member for School Performance and Children's Services		
May 2019	<b>Statement of Accounts</b>	02/10/19 Council	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
May 2019	<b>Performance Monitoring</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Kevin Bonavia, Cabinet Member for Democracy, Refugees & Accountability		
August 2019	<b>Future of Dek Hub workspace</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Joe Dromey,		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
			Cabinet Member for Culture, Jobs and Skills (job share)		
August 2019	<b>Financial Forecasts and Oracle Cloud Update</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Kevin Bonavia, Cabinet Member for Democracy, Refugees & Accountability		
May 2019	<b>Approval for Single Tender action for Counter Fraud Hub</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
April 2019	<b>Future options for the Parks Service</b>	10/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Sophie McGeevor, Cabinet Member for Environment and Transport (job share)		
August 2019	<b>Consultation: Proposal to Transfer Management of 5 Community Centres to Lewisham Homes</b>	10/10/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Jonathan Slater, Cabinet Member for Community Sector		
June 2019	<b>Disposal of Horton Kirby Centre</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Mayor Damien Egan, Mayor		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
June 2019	<b>Disposal of Bryn Coedwig Outdoor Education Centre Alberllefeni Machynlleth</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Mayor Damien Egan, Mayor		
June 2019	<b>Disposal of Tyn y Berth Centre, Corris, Machynlleth</b>	10/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Mayor Damien Egan, Mayor		
August 2019	<b>LIP annual spending submission for 2020/21</b>	10/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Brenda Dacres, Cabinet Member for Environment and Transport (job share)		
August 2019	<b>Permission to Extend Obesity Services Contract</b>	10/10/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
August 2019	<b>Domiciliary Care Provision</b>	10/10/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
September 2019	<b>Recommissioning Older Adults</b>	10/10/19	Tom Brown, Executive		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
	<b>Day Services part 1 &amp; part 2</b>	Mayor and Cabinet	Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
September 2019	<b>Mayow Road Supported Living Service Parts 1 &amp; 2</b>	10/10/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
September 2019	<b>LIP Annual Spending Submission 2020/21</b>	10/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Brenda Dacres, Cabinet Member for Environment and Transport (job share)		
September 2019	<b>Surrey Canal Triangle Land Assembly</b>	10/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Mayor Damien Egan, Mayor		
September 2019	<b>Dry Recyclables Contract Award</b>	10/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Brenda Dacres, Cabinet Member for Environment and Transport (job share)		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
August 2019	<b>CCTV Monitoring Contract</b>	30/10/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Joani Reid, Cabinet Member for Safer Communities		
May 2019	<b>New Cross Area Framework + Station Opportunity Study Supplementary Planning Document</b>	30/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Mayor Damien Egan, Mayor		
February 2019	<b>Insurance Renewal</b>	30/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
September 2019	<b>Preferred Tender for Travel and Transport Programme</b>	30/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Brenda Dacres, Cabinet Member for Environment and Transport (job share)		
September 2019	<b>Surrey Canal Triangle Design Framework</b>	30/10/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Mayor Damien Egan, Mayor		
September 2019	<b>Early Help Support Services - Review and Permission</b>	30/10/19 Mayor and Cabinet	Sara Williams, Executive Director, Children and Young People and		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
			Councillor Chris Barnham, Cabinet Member for School Performance and Children's Services		
September 2019	<b>2020/21 Budget Cuts</b>	30/10/19 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		
June 2019	<b>Adopting a Residents Charter for Lewisham</b>	20/11/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Paul Bell, Cabinet Member for Housing		
April 2019	<b>Contract Award Tier 2/3 Drug Services/Shared Care</b>	20/11/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Joani Reid, Cabinet Member for Safer Communities		
September 2019	<b>Retention of Right to Buy Receipts</b>	20/11/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Paul Bell, Cabinet Member for Housing		
September 2019	<b>Adoption of Draft Conservation Area Appraisal, Boundary Change and Article 4 Direction</b>	20/11/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
	<b>for Deptford High Street and St Paul's Conservation Areas</b>		Mayor Damien Egan, Mayor		
September 2019	<b>Polling District Review</b>	27/11/19 Council	Kath Nicholson, Head of Law and Councillor Leo Gibbons		
August 2018	<b>Lewisham Strategic Heat Network Business Case</b>	11/12/19 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Mayor Damien Egan, Mayor		
September 2019	<b>Re-commissioning of Healthwatch &amp; NHS Complaints Advocacy Services</b>	11/12/19 Mayor and Cabinet	Tom Brown, Executive Director for Community Services and Councillor Chris Best, Deputy Mayor and Cabinet Member for Health and Adult Social Care		
September 2019	<b>Contract Award for Stage 2 of Greenvale School Expansion Project</b>	11/12/19 Mayor and Cabinet	Sara Williams, Executive Director, Children and Young People and Councillor Chris Barnham, Cabinet Member for School Performance and Children's Services		
September 2019	<b>Precision Manufactured Housing (PMH) Procurement</b>	15/01/20 Mayor and Cabinet	Kevin Sheehan, Executive Director for Customer Services and Councillor Paul Bell, Cabinet Member for Housing		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials
September 2019	<b>Budget 2020-21</b>	05/02/20 Mayor and Cabinet	David Austin, Head of Corporate Resources and Councillor Amanda De Ryk, Cabinet Member for Finance and Resources		

FORWARD PLAN – KEY DECISIONS					
Date included in forward plan	Description of matter under consideration	Date of Decision Decision maker	Responsible Officers / Portfolios	Consultation Details	Background papers / materials

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