



Mayor and Cabinet

Report title: Supported Housing all Services Review

Date: 20 September 2023

Key decision: Yes

Class: Part 1

Ward(s) affected: All

Contributors: Commissioning Manager, Supported Housing. Assistant Director, Adult Integrated Commissioning

Outline and recommendations

This report describes significant inflationary pressures in Supported Housing, and the work undertaken by officers with partners to release funding to address these pressures to ensure properly staffed, quality and safe service provision.

The report recommends that Mayor and Cabinet give permission for officers to remove supported housing funding of £250,036 a year for the Phoenix Futures Bromley Road contract from April 2024.

The report recommends that Mayor and Cabinet give officers permission to uplift Lewisham supported housing contracts by a value negotiated with each provider to meet the specific pressures for each service. These uplifts total £481,412 a year.

The report recommends that Mayor and Cabinet give permission for officers to make a smaller one-off payment to providers for 23/24 in recognition of the current and urgent inflationary pressures identified, totalling £250,000.

Timeline of engagement and decision-making

- December 2021 on going: From Harm to Hope multi agency drug strategy group meet to prioritise drug strategy.
- 2022: Quarterly contract monitoring for supported housing contracts, feedback received on challenges around funding and maintaining safe staffing levels.
- December 2022: Officers presented the options for reviewing Supported Housing services to the Housing, Regeneration and Public Realm DMT.
- February 2023: A consultation event with all LBL commissioned supported housing providers. Presented issues and consultation of best way forward with the market.
- March to May 2023: Each Supported Housing contract holder submitted an uplift request with a breakdown of costs.
- April 2023: Key stakeholders were consulted on local priorities for Supported Housing.
- April to July 2023: Service Users in local Supported Housing consulted on local priorities for Supported Housing.

1. Summary

- 1.1 Inflationary pressures and a lack of investment over a number of years in Supported Housing, in Lewisham and nationally, has led to significant cost pressures across the sector. Recent high inflation has exacerbated this, causing staffing and service issues, increasing risk to service users, and the risk of unplanned service closures and provider failure.
- 1.2 The current financial envelope in Lewisham therefore was insufficient to continue to provide the same quantity of provision at the levels of quality and safety required. This report outlines the process undertaken by officers to quantify these pressures and agree a course of action to prioritise services for closure to properly fund those remaining and concurrently seeking investment from partners to minimise service closures.
- 1.3 The report describes an overall pressure of £481,412. To address this pressure this reports recommends, following the consultation process and needs & equalities analyses undertaken, that the Phoenix Futures Bromley Road contract be defunded. The report also describes additional investment from system partners, and a saving from a tender exercise, that address the cost pressure in full.
- 1.4 The report recommends uplifting a range of contracts according to provider submissions and negotiations on the exact cost pressures in each service. The report further outlines the intention of officers to negotiate a different use of the Phoenix Futures site with the provider as part of Lewisham's residential detoxification and rehabilitation pathway.

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2. Recommendations

Mayor and Cabinet are recommended to:

- 2.1 approve the removal of supported housing funding for the Phoenix Futures Bromley Road contract from April 2024. This contract has a value of £250,036 a year. The service is under contract until April 2027.
- 2.2 approve the uplift to Lewisham supported housing contracts by a value negotiated with each provider (as set out in table 1) to meet the specific pressures for each service. These uplifts total £481,412 a year, funded by the £250,036 from the Phoenix Futures contract, and £236,000 additional system investment of £236,000 laid out in table 3.
- 2.3 approve a smaller one-off payment to providers for 23/24 in recognition of the current and urgent inflationary pressures identified, laid out in table 4, totalling £250,000.

3. Policy Context

- 3.1 The Prevention, Inclusion and Public Health Commissioning (PIPHC) Team's supported housing funding is an important strand in the delivery of many government priorities. It plays a key role in delivering national strategies such as the Reducing Reoffending National Plan, the new National Drugs Strategy, and the National Statement of Expectations for Supported Housing.
- 3.2 The services within this report meet the corporate strategy 2022-26 as follows:
- 3.3 Children and Young People. The supported housing provision procured and monitored by the PIPHC Team contributes to ensuring the most vulnerable children and young people are protected from harm. Supported housing gives options for supporting young people leaving care.
- 3.4 Quality Housing. The recommendations in this report will support improvement of supported housing provision procured and monitored by the PIPHC Team, which gives people with support needs safe, comfortable accommodation that they can be proud of and happy living in. This increases the offer of safe and comfortable accommodation to more of Lewisham's residents.
- 3.5 Safer Communities. The services commissioned by the PIPHC Team work to prevent people entering the criminal justice system, including young people. Supported housing services work as part of the Safer Lewisham Partnership's Public Health approach to youth violence, aiming to reduce knife crime and sexual exploitation.
- 3.6 Health and Wellbeing. Recommendations in this report will support improvement of services commissioned by the PIPHC Team, in particular their work to improve health outcomes through more psychologically informed environments and improved access to health services.

4 Background

- 4.1 The accommodation based support services in Lewisham are legacy 'Supporting People' services. These services are arranged in 3 'pathways' for mental health, young people and single adults with different levels of support, broadly grouped from 'assessment' (24 hour) specialist (medium) to 'move-through' (visiting).
- 4.2 Due to the Council's financial position, investment in these services has reduced from

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£13,901,015 in 2010 to £4,478,101 in 2019, or a 68% cut, with a commensurate reduction in commissioning staffing. Cuts to date have been through significant staffing reductions across the board, and through service closure, particularly large reductions in lower support accommodation.

- 4.3 As far as possible these cuts have been made working with providers to reduce costs and maximise other income to minimise service closures. Buildings have been retained for supported housing use by adding buildings on to contracts as step down accommodation without onsite support and by working with exempt providers.
- 4.4 The Supported Housing sector is under enormous pressure nationally, across London and in Lewisham. Grant funding has reduced massively over the last decade, and no inflationary uplifts have been supplied to providers across the sector in that time. Providers and officers have worked creatively to maintain a good level of provision across Lewisham.
- 4.5 Recent inflationary and economic issues have exacerbated this, however it has been an ongoing issue for some time. Providers are now extremely stretched in their ability to staff and provide quality services. Even absent any further cuts, the current amount of provision is not sustainable within the current financial envelope.
- 4.6 Supported Housing in Lewisham offers important support to the wider health and social care system, in both physical and mental health, and Social Care for both children and adults. In order to ensure properly funded and staffed services, quality and safety of services, and to safeguard against unplanned closures and provider failure, it is vital to ensure services are properly funded.

5. Process of Review

- 5.1 The PIPHCT contract monitoring processes have flagged increased risk to service users and service viability caused by funding issues, most acutely felt in staff recruitment and retention. Officers identified the following increased risk indicators associated with lack of investment:
 - Difficulty recruiting and retaining staff for all contracts.
 - Staff struggling with the cost of living.
 - More salary competition amongst providers.
 - Staff leaving London / supported housing / client work.
 - Higher need referrals being made to all services.
 - Increase in serious incidents and evictions.
 - Funding uplift requests / warnings of inflationary pressure.
 - Strike action over pay and conditions.
- 5.2 Providers, key internal and external stake holders, and service users were consulted separately. The following options were presented:
 - Status quo- stretching provision to keep the number up but significant quality and safety risks, likely provider withdrawal from these services.
 - Significant (estimated c.10%, or £499,516) additional investment in services .
 - To review pathway provision, and to close some services in order to reinvest in ensuring quality services across the remainder.
- 5.3 The consensus amongst all consulted parties was that maintaining the status quo was not viable given the pressures on the services. In principle agreement was consistent amongst those consulted for the closure of some services in order to uplift most of the

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remaining providers within the pathway. Ongoing demonstrable evidence of the continued high demand for supported housing was our void rate from August 2022 to August 2023 which sits at only 5.07% across 493 bed spaces.

5.4 Officers took a 3 point approach to the review.

- Conducting a needs and equalities analysis on the 19 Supported Housing and floating support contracts. To ascertain which service(s) would cause the least impact by closure. This process involved an analysis of performance data, equalities data, stake holder feedback, service user consultation, an analysis of the transactional cost of closing each service.
- Seeking additional funding from system partners, including South London and Maudsley Trust (SLaM) and the Southeast London Integrated Care Board (SEL ICB).
- Exploring alternative models with providers where provision could be maintained with support funding being released.

6 Needs and Equalities Analysis

6.1 The full needs and equalities analysis has been attached as Appendix 1.

6.2 A process of exclusion, set out in the Needs Assessment and Equalities Analysis, took contracts out of scope for closure for the reasons below:

- Rough Sleeping Initiative funded contracts are out of scope for closure as 100% funding is ringfenced grant from the Department for Housing, Levelling up and Communities (SHLUC) and any uplifts will need to be provided by the funder.
- The Young Persons services are joint funded using children's social care placements funding through a spend to save initiative and are therefore out of scope for closure.
- The three assessment centres are key elements of the Pathways to be able to efficiently process new referrals. Without the assessment centres the rest of the pathway would not function well, this would have significant pressures on the other contracts so are out of scope for closure.
- The South London and Maudsley NHS Trust (SLaM) and the Mental Health Alliance agreed £90k per year additional funding with the understanding that this would safeguard mental health pathway services from closure. This takes the mental health pathway services out of scope for closure.
- There is only 1 remaining commissioned floating support service in the borough, given the utility this provides it was also taken out of scope.

6.3 Within scope for closure are 3 services.

Service	Current Contract Value	Provider	Best Spaces	Pathway
Bromley Road	£250,036	Phoenix Futures	25	Single Adults
Hither Green	£683,000	St Mungo's	68	Single Adults
SHP Adults	£388,260	SHP	67	Single Adults

6.4 The PIPHCT Involvement and Engagement Officer working with Lewisham's Expert by

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Experience Network (LEEN) of people with lived experience of services and recovery carried out a service user consultation. The consultation focused on the 3 services within scope for closure. The service users were asked what type of supported housing they would prioritise. The results of this consultation can be found in Appendix 2. Service user feedback generally prioritised fewer overall units with 24 hour cover, over more over all units with lower support. Given freedom to prioritise the spending of the supported housing budget service users would prioritise; abstinence accommodation, better accommodation, and the recruitment / training of more support staff.

- 6.5 Stakeholder feedback was gathered from a wide range of sources, including formal consultations and one to one meetings. A questionnaire was circulated widely, asking for prioritisation on types of Supported Housing, this was sent to; Housing, Adult Social Care, ICB, SLaM, Joint Commissioning, Children's Social Care, Substance Misuse services. In addition priorities were discussed at Mental Health and Childrens Social care commissioning joint working groups. A breakdown of the findings from this can be found in the attached Needs and Equalities analysis. The key priority was to maintain 24 hour Supported Housing over lower support Supported Housing.
- 6.6 Analysis of the equalities, need and performance data did not demonstrate any clear case for closure of a particular service based on equalities and protected characteristics. The usage and throughput of each service was similar as was the equalities breakdown. Given this, of three services in scope the recommendation for closure is the service with the fewest units and the fewest units with 24 hour staff cover. The recommendation for closure is Phoenix Futures Bromley Road.

7 Additional Funding and Uplift Requirements

- 7.1 The current total budget for the services in scope for uplifts, including Phoenix Futures Bromley Road, is £5,731,634 per year. Each provider was asked to submit a funding uplift request with a breakdown of the costs and requirements for the uplift. Negotiations are ongoing with each provider. The uplift requests are shown here:

Table 1

Contract	Uplift %	Current Value	Uplift Amount	New Amount
Equinox Edward Street	0%	£511,440	£0	£511,440
One Support Mental Health	8%	£853,950	£68,316	£922,266
IHASS	10%	£279,866	£27,987	£307,853
Equinox Coulgate	0%	£407,000	£0	£407,000
St Mungos Newstead	9%	£433,809	£39,043	£472,852
Gypsy Roma Traveller Service	10%	£31,507	£3,151	£34,658
Marsha Phoenix	13%	£223,896	£29,106	£253,002
Peabody	0%	£122,774	£0	£122,774
SHP assessment	3%	£354,113	£10,623	£364,736
SHP adults	5%	£388,260	£19,413	£407,673
St Mungos Hither Green	14%	£683,000	£95,620	£778,620
St Mungos assessment	45%	£387,902	£174,556	£562,458
SHP YP specialist	3%	£543,899	£13,597	£557,496
One support Lewisham Young Person Service	0%	£260,182	£0	£260,182
Phoenix Futures	0%	£250,036	£0	£0

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- 7.2 St Mungo's Assessment service is a clear outlier in the uplift request amount at 45%. Through negotiation Officers think this request is reasonable. This is a 24 hour assessment centre for some of the highest needs service users in the borough. The below cost per units comparison shows has been historically significantly underfunded in comparison to other higher needs service in borough. Previously this has been cross-subsidised through rental income, but a new rental valuation has been undertaken and rental charges by the Council have increased significantly.

Table 2

Contract	Current Value	Units	Cost per unit
Equinox Edward Street	£511,440	33	£15,498.18
One Support Mental Health	£853,950	51	£16,744.12
Peabody	£122,774	8	£15,346.75
St Mungos Hither Green	£683,000	68	£10,044.12
St Mungos assessment	£387,902	43	£9,020.98
Phoenix Futures	£250,036	17	£14,708.00

- 7.3 The proposed contract variations in this report will not change the nature of the services provided, the provider or the scope of the services. The financial uplifts set out in the report address only the financial pressures on each contract. There will be no change of provider because of this report.
- 7.4 Additional funding was requested from SLaM, the ICB and the Council to be able to maintain the level of Supported Housing. Officers worked closely with ICB colleagues and the mental health alliance to identify the system impacts of service closure.
- 7.5 Following this joint work, and £90,000 additional a year has been committed by the mental health alliance through SLaM. £45,000 additional a year has been committed by the ICB which has been matched by the Council. £56,000 per year in savings was made from a 2022 procurement process. Securing the additional funding 1 service needs to close rather than 2 to meet uplift requirements
- 7.6 With the £250,036 from the Phoenix Futures contract a total of £486,036 is available to meet the £481,412 needed for the recurrent uplifts.

Table 3

Funding	Amount
Phoenix Savings	£ 250,036
SLaM Additional Investment	£ 90,000
ICB Additional investment	£ 45,000
LBL Additional investment	£ 45,000
2022 savings	£ 56,000
Total	£ 486,036
Uplift Required	£ 481,412

- 7.7 This process has been welcomed by providers, however given the timescales needed for formal consultation, and for service closure, will not be implemented recurrently until

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2024/25. In recognition that the service pressures are real and current, and the risk this presents to services, staff and residents, officers propose an additional one-off payment for 2023/24. This would total £250,000, and be met through one-off underspends and contract savings, and one-off allocation of non-pay inflation. This would be allocated in exact proportion to the identified recurrent pressures.

Table 4

Contract	Uplift 24/25	Payment 23/24
Equinox Edward Street	£0	£0
One Support Mental Health	£68,316	£35,477
IHASS	£27,987	£14,534
Equinox Coulgate	£0	£0
St Mungos Newstead	£39,043	£20,275
Gypsy Roma Traveller Service	£3,151	£1,636
Marsha Phoenix	£29,106	£15,115
Peabody	£0	£0
SHP assessment	£10,623	£5,517
SHP adults	£19,413	£10,081
St Mungos Hither Green	£95,620	£49,656
St Mungos assessment	£174,556	£90,648
SHP YP specialist	£13,597	£7,061
One support Lewisham Young Person Service	£0	£0
Phoenix Futures	£0	£0
Total	£481,412	£250,000

8 Phoenix Futures

- 8.1 The Phoenix Futures contract started on 1st April 2018 and was issued for a period of 2 years and then extended for another 2 years until 31st of March 2022. In March 2022 the contract was extended by a further 5 years until March 2027.
- 8.2 Officers are in discussions with Phoenix Futures about opportunities following the removal of supported housing funding for the current service. Particularly the potential for additional provision within Lewisham's 'tier 4' residential detoxification and rehabilitation pathway.
- 8.3 The new drug strategy "From Harm to Hope" has been running a multi-agency working group since December 2021. A key aim of the strategy is: Improving access to accommodation alongside treatment & keeping prisoners engaged in treatment after release. Initial needs analysis and consultation with service users and communities has highlighted abstinence based provision to support sustained recovery from alcohol and drugs for Lewisham residents exiting residential drug treatment and those released from prison who are abstinent.
- 8.4 Any new service receiving funding from the Public Health grant or associated grants would need to meet the aims of the new drug strategy "From Harm to Hope" (improving access to accommodation alongside treatment & keeping prisoners engaged in treatment after release), and form part of Lewisham's 2-24/25 delivery plans for

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investment against the strategy.

9 Financial implications

- 9.1 The recommendations proposed in paragraph 2 is to be funded from multiple sources. In Total a £481k cost is estimated. From this, £346k will be funded from general fund via combination of contract reviews and terminations and from reduced spending in non-pay inflation budgets. These are viable sources with no adverse financial implication. The balance of £135k is to be funded from external sources i.e. SLAM/ICB. LBL have received written assurances that this commitment will be underwritten. However, as with all NHS commitments to joint arrangements this will be reviewed on a year-by-year basis, so there remains an annual risk should that funding be stopped

10 Legal implications

Under the contract between the council and Phoenix Futures the Council has the right to terminate the contract by giving 6 months' notice. Should Mayor and cabinet approve the recommendation to withdraw funding for this service then officers will need to ensure that they provide a minimum of 6 months' notice in writing to Phoenix Futures.

In taking this decision, the Council's public sector equality duty must be taken into account. 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.

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.

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. 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 bearing in mind the issues of relevance and proportionality and understanding 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.

The Equality and Human Rights Commission (EHRC) has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance. The Council must have regard to the statutory code in so far as it relates to the 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 on the EHRC website.

The EHRC has issued five guides for public authorities in England giving advice on the equality duty. The 'Essential' guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they

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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.

The report recommends that the contracts are varied as set out in tables 1, 3 and 4 without carrying out a competitive process. The Council is obliged to comply with the Public Contracts Regulations 2015 (“Regulations”). Some variations to existing contracts may trigger a requirement to undertake a new competitive tender process. The Council’s Contract Procedure Rules set out which variations can be made without a new competitive process (Constitution Part IV I, paragraph 17 of Contract Procedure Rules). This report explains why the variations to the contracts are proposed.

Contract Procedure Rules say that where a contract variation is ‘not substantial’, the variation can be made (paragraph 17.5). The definition of ‘substantial’ takes into account matters including the nature and size of the proposed change relative to the original contract, and the likely market effect of the change (including the change to the scope and economic balance of the contract). There is a reasonable argument that the proposed variations are not substantial. As such, the variations do not trigger a requirement to undertake a new procurement. On that basis, therefore, the proposed changes are allowable under the Council’s Contract Procedure Rules paragraph 17.

11 Equalities implications

- 11.1 Equality Analysis Assessments were completed for the Mental Health & Single Adults Pathway, and for the Young Persons, Single Adult pathways. These assessments have been completed using the methodology and approach set out in Lewisham Corporate Equalities policy in line with the Equalities Act 2010.
- 11.2 An Equality Analysis Assessment was conducted as part of this service review and is contained within appendix 1. It found that whilst given the inequalities faced by service users of supported housing, any service closure has an equalities impact, that there was no comparative equalities impact on different protected characteristics between the options considered.
- 11.3 One of the key quality criteria measured during any framework commissioning process is “Processes for addressing equality and diversity”. The criteria will continue to be measured for all future commissioning.
- 11.4 All the services contained in this report will be specified to record and report demographic data to better monitor trends and gaps in supported housing service provision.

12 Climate change and environmental implications

- 12.1 The Council has made a commitment to making the borough carbon neutral by 2030.
- 12.2 The extension to the supported housing contracts listed in this report will not have any negative impact on the rate of energy consumption or increase of carbon admissions.
- 12.3 Supported housing service buildings are maintained by various landlords. The energy efficiency of services etc will be discussed in contract monitoring meetings and assessed during Quality Assurance visits.
- 12.4 Recycling should be proactively promoted in supported housing services and will be

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monitored during scheme visits and will be discussed with residents.

13 Crime and disorder implications

- 13.1 Provision of suitable supported accommodation links directly to the delivery of S17 of the Crime and Disorder Act. Section 17 of the Act recognises that there are key stakeholder groups who have responsibility for the provision of a wide and varied range of support services to and within the community. In carrying out these functions, section 17 places a duty on partners to do all they can to reasonably prevent crime and disorder in their area.
- 13.2 The purpose of section 17 is simple: the level of crime and its impact is influenced by the decisions and activities taken in the day-to-day of local bodies and organisations. The responsible authorities are required to provide a range of services in their community. Section 17 is aimed at giving the vital work of crime and disorder reduction a focus across the wide range of local services and putting it at the heart of local decision-making.
- 13.3 Research by the Home Office has shown that stable housing is a significant factor in reducing the likelihood of people re-offending. For example, stable accommodation reduces the potential for committing further crime by offenders within the community by about 20%. The Supporting People Framework Agreement, which has been used to procure services, reduces risk to offenders and the community and therefore benefits community safety and cohesion.

14 Health and wellbeing implications

- 14.1 Extension of the supported housing services detailed in this report will have a positive impact on health, mental health, and wellbeing by providing housing with support to homeless vulnerable service users in the borough.
- 14.2 The supported housing services will have a positive impact on social, economic and environmental living conditions that indirectly affect health by providing good quality accommodation with support to address health issues early on and to ensure wrap around services are in place.

15 Social Value

- 15.1 The services listed are delivering support to vulnerable residents in the borough independently of local authority funding, promoting a range of social value in the borough. Further the delivery of the Council's wider Social Value forms 5% of the tender scoring.
- 15.1 The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, contractors and subcontractors engaged by the council to provide works or services within Lewisham, pay their staff at a minimum rate equivalent to the LLW rate. Successful contractors will be expected to meet LLW requirements and contract conditions requiring the payment of LLW will be included in the service specification and contract documents.
- 15.2 The incorporation of Social Value into Lewisham contracts will help the Council to deliver on its strategic priorities and deliver added value for the borough as a whole.

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15.3 For all contracts officers agree social value aims and KPI's with providers as a condition of the contract.

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17. Appendices

1- Needs Assessment and Equalities Analysis (EAA)



Appendix 1
EAA.docx

2- Service Users Consultation



appendix 2 Service
User consultation.docx

3- Service User Consultation Data



appendix 3 service
user consultation data.xlsx

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