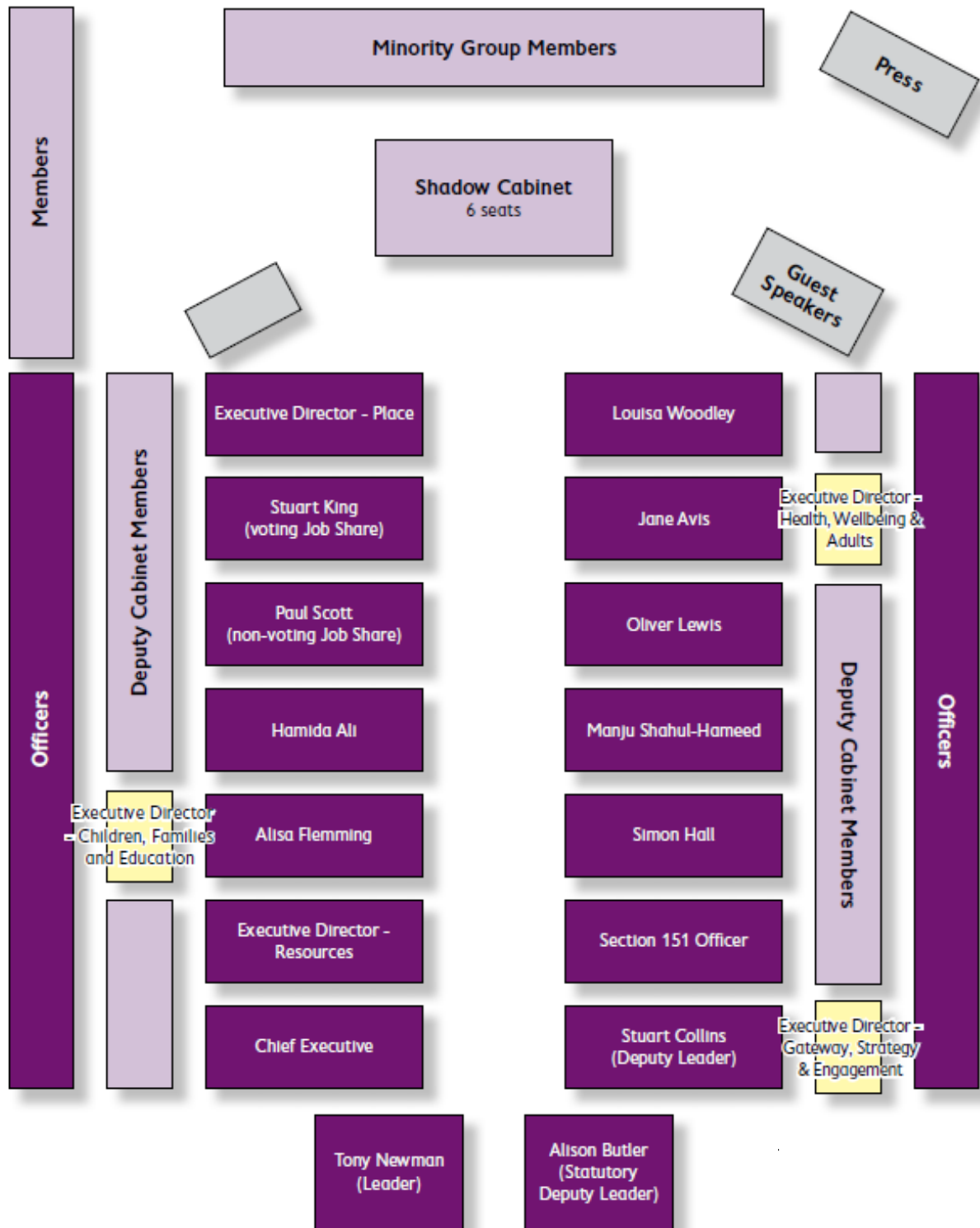




**CABINET
AGENDA**
for the meeting
on
10 June 2019 at
6.30 pm

Cabinet Seating Plan



To: Croydon Cabinet Members:

Councillor Tony Newman, Leader of the Council - Budget and Strategic Policy

Councillor Alison Butler, Deputy Leader (Statutory) and Cabinet Member for Homes & Gateway Services

Councillor Stuart Collins, Deputy Leader and Cabinet Member for Clean Green Croydon

Councillor Hamida Ali, Cabinet Member for Safer Croydon & Communities

Councillor Jane Avis, Cabinet Member for Families, Health & Social Care

Councillor Alisa Flemming, Cabinet Member for Children, Young People & Learning

Councillor Simon Hall, Cabinet Member for Finance & Resources

Councillor Stuart King, Cabinet Member for Environment, Transport & Regeneration (Voting – Job Share)

Councillor Oliver Lewis, Cabinet Member for Culture, Leisure & Sport

Councillor Paul Scott, Cabinet Member for Environment, Transport & Regeneration (Non-Voting – Job Share)

Councillor Manju Shahul-Hameed, Cabinet Member for Economy and Jobs

Invited participants:

Councillor Louisa Woodley, Chair of the Health & Wellbeing Board

All other Members of the Council

A meeting of the **CABINET** which you are hereby summoned to attend, will be held on **Monday, 10 June 2019** at **6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS BAKER
Council Solicitor and Monitoring Officer
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

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www.croydon.gov.uk/meetings
31 May 2019

Members of the public are welcome to attend this meeting. If you require any assistance, please contact officer as detailed above.

The meeting webcast can be viewed here: <http://webcasting.croydon.gov.uk>

The agenda papers are available on the Council website

www.croydon.gov.uk/meetings

AGENDA – PART A

1. Apologies for Absence

2. Minutes of the previous meeting (Pages 7 - 14)

To approve the minutes of the meeting held on 7 May 2019 as an accurate record.

3. Disclosure of Interests

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

4. Urgent Business (If any)

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

Cabinet Member: Cabinet Member for Safer Croydon & Communities

5. The Public Health Approach to Addressing Violence in Croydon (Pages 15 - 60)

Officer: Shifa Mustafa

Key decision: yes

Cabinet Member: Cabinet Member for Economy & Jobs

6. Croydon's Approach to Apprenticeships (Pages 61 - 72)

Officer: Shifa Mustafa

Key decision: no

Cabinet Member: Cabinet Member for Finance & Resources and Cabinet Member for Homes & Gateway Services

7. **Brick by Brick Croydon Limited Pipeline Sites** (Pages 73 - 86)
Officer: Jacqueline Harris Baker
Key decision: yes

Cabinet Member: Cabinet Member for Finance & Resources

8. **Delivering for residents through Sustainable and Ethical Commissioning** (Pages 87 - 178)
Officer: Jacqueline Harris Baker
Key decision: no

Lead Member: Chair of Scrutiny & Overview Committee

9. **Stage 1: Recommendations arising from Scrutiny** (Pages 179 - 182)
Officer: Jacqueline Harris Baker
Key decision: no

Cabinet Member: All Cabinet Members

10. **Stage 2 : Response to Recommendations arising from Scrutiny & Overview Committee on 15 January 2019; Streets, Environment & Homes Scrutiny Sub-Committee on 22 January 2019; Scrutiny & Overview Committee on 11 February 2019; Streets, Environment & Homes Scrutiny Sub-Committee on 19 February 2019 and Scrutiny & Overview Committee on 5 March 2019** (Pages 183 - 196)
Officer: Jacqueline Harris Baker
Key decision: no

Cabinet Member: Cabinet Member for Finance & Resources

11. **Investing in our Borough** (Pages 197 - 204)
Officer: Jacqueline Harris Baker
Key decision: no

Cabinet Member: Cabinet Member for Children, Young People & Learning and Cabinet Member for Finance & Resources

- a) **Award of Approved Provider Panel for Children's Social Care Assessments** (Pages 205 - 218)
Officer: Robert Henderson
Key decision: yes

12. Exclusion of the Press and Public

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

“That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended.”

PART B AGENDA

**Cabinet Member: Cabinet Member for Children, Young People & Learning and
Cabinet Member for Finance & Resources**

**13. Award of Approved Provider Panel for Children Social Care
Assessments (Pages 219 - 224)**

Officer: Robert Henderson

Key decision: yes

Cabinet

Meeting held on Tuesday, 7 May 2019 at 6.30 pm in Council Chamber, Town Hall,
Katharine Street, Croydon CR0 1NX

MINUTES

- Present:** Councillor Tony Newman (Chair);
- Councillor Stuart Collins, Hamida Ali, Jane Avis, Alisa Flemming, Simon Hall, Stuart King (non-voting – Job Share), Oliver Lewis, Paul Scott (voting – Job Share) and Manju Shahul-Hameed
- Also Present:** Councillors Tim Pollard, Jason Perry, Lynne Hale, Simon Hoar, Vidhi Mohan, Helen Pollard, Robert Ward, Margaret Bird, Sherwan Chowdhury, Patsy Cummings, Patricia Hay-Justice, Bernadette Khan, Shafi Khan, Joy Prince and Louisa Woodley
- Apologies:** Councillors Alison Butler, Mario Creatura and Maria Gatland

PART A

- 35/19 **Minutes of the previous meeting**
- The minutes of the Cabinet meeting held on 25 March 2019 were agreed. The Leader of the Council signed the minutes as an accurate record.
- 36/19 **Disclosure of Interests**
- There were none.
- 37/19 **Urgent Business (If any)**
- There were no items of urgent business.
- 38/19 **Inform, Involve, Inspire & Create - Croydon's Culture and Libraries Plans**
- The Leader thanked the Cabinet Member for Culture, Leisure & Sport and officers for their continued work in putting culture at the heart of the borough's regeneration.
- The Cabinet Member for Culture, Leisure & Sport noted that a year had passed since the collapse of Carillion and the library service had been brought back in-house. As such, it was felt that it was an appropriate time to establish some structure and a strategy for the important service. In the last year the Cabinet Member stated that improvements had already been made to the service, including increasing the funding for books.

Additionally, given the Administration's focus on culture it was felt that it would be beneficial to have a strategy for culture also. The council was seeking to develop a strong and inclusive cultural calendar with partners; and had successfully built strong relationships with the Arts Council and Lottery Fund which had seen funding increase year on year. Furthermore, Members were informed that the Cabinet Member had met with the Deputy Mayor for Culture and stated that there continued to be commitment to strengthening culture in the borough as it was recognised that culture was at the heart of regeneration in Croydon. The Culture Plan was due to cover a five year period and would be reviewed annually as it was recognised that it was a dynamic sector and that it would be necessary to ensure it was up to date.

In relation to libraries, the Cabinet Member recognised that it was a considerable group of assets and the council was committed to refurbish all 13 libraries over a ten year period. Investment would continue to ensure the libraries had the latest technology and appropriate layout. The focus going forward was to enable young people to be inspired by libraries and culture, and to encourage residents to engage with their local library through a variety of volunteer roles.

The Cabinet Member confirmed that Fairfield Halls would reopen in September 2019 with an exciting programme of events, new open spaces, and enhanced public realm in the local area. Work continued with the operator and local groups to ensure the aims of an inclusive offer was delivered.

Additionally, it was noted that a programme of events was being developed across Croydon with more partners looking to hold events which was an exciting development.

Members recognised the work which had gone into the development of the Plans and welcomed the Culture Plan which was noted to have good intentions and would be integral to achieving future funding; however requested further detail of how the Plan would be delivered.

In response to Member questions the Cabinet Member confirmed that there would be a water feature as part of the public realm by Fairfield Halls. Additionally the Cabinet Member for Environment, Transport & Regeneration (voting – Job Share) stated that it was the intention to encourage more developers to create water spaces as part of new developments as it was recognised that they can facilitate wellbeing.

The Cabinet Member, in response to questions, confirmed that he was keen to see more volunteers in all of the libraries as they could provide an opportunity to support an important service, and whilst it was recognised that technology would enable libraries to be open longer volunteers would plan an important role also.

Some Members noted that they had previously campaigned against the closure of libraries in their wards, and whilst the libraries were not closed they had been outsourced. It was felt that the Libraries Plan was positive move and stated that residents had appreciated the investment since the libraries had been brought in-house. It was recognised that the Plan would enable libraries to be more accessible and would support all residents.

In response to Member questions the Cabinet Member confirmed that South Norwood library was a library which had been moved to a more accessible location and was due to open in Spring 2020, and consultation with local residents of Norbury Library would take place on 11 May 2019 regarding future plans. It was recognised that the study spaces at the library were not ideal and it was intended that these would be redeveloped to be fit for purpose and would inspire young people.

Members noted that there were opportunities to use libraries more and pointed to the Library of Things in Upper Norwood, along with the events which took place at the library. It was further noted that libraries provided additional opportunities, including recruitment and employment advice, supporting apprenticeships, and providing spaces for workshops to support local small or medium sized companies in the borough.

The Cabinet Member stated that the proposed redevelopment of libraries, such as Norbury Library, was exciting and would support the aim of making libraries inspiring for all residents. Whilst it was noted that the proposed capital expenditure for Norbury and Thornton Heath libraries was around £2 million, and other libraries capital expenditure amounted to around £1.5 million, the Cabinet Member stated that this was in large part due to the historic underinvestment in those libraries. Investment in the libraries would be proportional to their use and needs.

Members were informed that the Croydon Food and Music Festival would take place in 2019 and the council had invested £5,000 to support the festival. It was stated that it was important that the heritage of Croydon was celebrated, and as part of the Music City Project it was intended that music heritage trail would be developed which would celebrate Croydon's diverse heritage. Additionally, Members were informed that Croydon would receive a portrait of Stormzy from the National Portrait Gallery which would be put on show. It was noted by Members that Stormzy, who came from Croydon, was number 1 in the charts and that this should be celebrated.

The Leader of the Council delegated authority to the Cabinet to make the following decisions.

RESOLVED to:

1. Adopt the Cultural Plan for Croydon 2019-2023, at Appendix 1 of the report; and

2. Recommend adoption of the Croydon Libraries Plan 2019-28, at Appendix 2 of the report, to Full Council.

39/19

Changes to Local Safeguarding Children Board Arrangements

The Cabinet Member for Children, Young People informed Members that there would be an event on 17 May 2019, Croydon Has Talent, which included two awards which had been named in honour of Croydon musicians.

The Independent Chair of the Croydon Safeguarding Children Board, Di Smith, introduced the report stating that it was important that the approach taken by the Board was appreciated and that the changes were in response to changes in statute. Additionally it was noted that the core partners of the Board; the council, the CCG and Police; were conscious that further improvements to safeguarding were necessary, especially in light of the Ofsted outcome from 2017.

The ambition of the Board was to develop further multiagency working, and work closely with all safeguarding partners and the Adults Safeguarding Board to maintain synergy. To ensure effective working the Partnership would include schools, the voluntary sector, early years and further education providers; and these partners had identified three priority areas which the Board would look at in detail. The three priority areas, which were outlined within the report were; neglect, vulnerable adolescents, and children with disabilities, and it was intended that each area would be chaired by a representative from the council, the CCG and the Police.

Cabinet Members welcomed the report and the important work the Board had and would continue to undertake, including work on vulnerable adolescents.

In response to Member questions the Cabinet Member stated that there were a number of opportunities for her to be kept up to date on the safeguarding situation in Croydon as she chaired the Children and Families Partnership, was a Member of the Health & Wellbeing Board, had regular meetings with the Independent Chair of the Board and with the Executive Director of Children, Families & Education. It was felt that the Cabinet Member maintained oversight of the service and would continue to be kept informed. Additionally, it was noted that education and schools were part of the partnership and would ensure information was shared.

The Leader of the Council delegated authority to the Cabinet to make the following decisions.

RESOLVED to agree the proposed changes to Croydon's Safeguarding Children Board arrangements as set out in the report.

Community Fund Commissioning Programme

The Cabinet Member for Safer Croydon & Communities informed Members that the paper followed the Strategy which had been agreed by Cabinet in March 2019, and sought to agree the commissioning framework. The paper outlined five tenders for the Community Fund which ensured that the process was in line with the Opportunity & Fairness Commission and had been developed in response to concerns raised by the voluntary sector.

Members were informed that commissioning would take place between June and October, with a further report to be taken in December to agree the funding from April 2020. This would help to support the community sector so they were able to plan with the clear timeline.

Members thanked officers for all their work in developing the Community Fund and their future work to implement and support the Fund.

In response to Member questions the Cabinet Member noted that the approach was different to previous years as it had been recognised that previously there had been 36 funding agreements ranging from over £250,000 to less than £5,000 which were commissioned under the same evaluation. The intention was that having five separate areas would support the voluntary sector as each cluster was being treated according to their nature. The Cabinet Member stated that the council wanted to have a greater emphasis on quality rather than on price.

The Cabinet Member for Finance & Resources noted that there were differences in the sector and the commissioning framework sought to reflect those services, as it was recognised that a 'one size fits all' approach would not work for the community sector.

The Cabinet Member for Families, Health & Social Care thanked the Cabinet Member and officers for their work and continued engagement with the community sector. It was noted that unpaid carers, who made a contribution in the region of £618 million per annum in the borough, would be supported under the Community Fund which was welcomed.

The Leader of the Council delegated authority to the Cabinet to make the following decisions.

RESOLVED: To

1. Approve the procurement strategy as set out in this report, which will result in the award of contracts;
2. Note that the Director of Commissioning and Procurement has approved under Regulation 18 to waive the standard evaluation criteria ratio under Regulation 21 of the Councils Tenders and

Contracts Regulations to being 70% Quality and 30% Cost. Please see section 3 of the report for full details;

3. To note that the Director of Commissioning and Procurement has approved under Regulation 18 to waiver the requirement of not including the Premier Supply Programme under Regulation 21 of the Councils Tenders and Contracts Regulations as this would reduce the funding available to the appointed VCS contractors;
4. To note that minor changes to the procurement strategy will be approved by the Director of Commissioning and Procurement in consultation with the Cabinet Member for Safer Croydon and Communities or Cabinet Member for Families, Health and Social Care in consultation with the Cabinet Member for Finance and Resources; and
5. To note the Leader is delegating the authority to approve the award of contracts for the services to the Cabinet Member for Safer Croydon and Communities in consultation with the Cabinet Member for Families, Health and Social Care and the Cabinet Member for Finance and Resources.

41/19

Stage 2: Response to recommendations arising from Children & Young People Scrutiny Sub-Committee on 27 November 2018 and Scrutiny & Overview Committee on 11 December 2018

The Leader of the Council delegated authority to the Cabinet to make the following decisions.

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

42/19

Investing in our Borough

The Leader of the Council delegated authority to the Cabinet to make the following decisions.

RESOLVED: To approve

1. The procurement strategy which will result in contract awards for the provision of Community Fund for a maximum term of 3 years as set out at agenda item 7.

RESOLVED: To note

2. The list of delegated award decisions made by the Director of Commissioning and Procurement, between 12/03/2019 – 11/04/2019.

3. The list of delegated award decisions for contracts over £500,000 in value and procurement strategies over £5,000,000 in value made by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet

43/19

Exclusion of the Press and Public

This item was not required.

The meeting ended at 7.51 pm

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REPORT TO:	CABINET 10 JUNE 2019
SUBJECT:	Croydon’s Public Health Approach to Violence Reduction
LEAD OFFICER:	Shifa Mustafa Executive Director – Place
CABINET MEMBER:	Councillor Hamida Ali – Cabinet Member for Safer Croydon and Communities
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON
 Council’s Corporate Plan 2018-20 priorities

Our children and young people thrive and reach their full potential

The report sets out Croydon’s proposed public health approach to violence reduction aimed at providing young people and their families who are at risk of being affected by violence, with the support they need so that the risk is not realised. One of the key themes is early intervention, using the evidence base from the Croydon Vulnerable Adolescents Review and learning from Adverse Adolescent Childhood Experiences to identify those young people who are most likely to need support in the home, educational and community settings.

Everyone feels safer in their street, neighbourhood and home

This report and the attached framework sets out Croydon’s Public Health Approach to reducing violence, including knife crime and serious youth violence, a corporate priority. The framework sets out a preventative, community-oriented approach, maximising the range of partner resources with a particular focus on the role of community and voluntary sector interventions.

FINANCIAL IMPACT

The costs for delivering the priorities set out in this report and the attached Framework are estimated to be £194,000 over two years, these costs are related to the trauma informed training, the establishment of Community Navigators and the development of the Inclusion Intervention Programme.

These will be addressed through existing budgets held within Public Health and through external grant applications, specifically to the London VRU and Home Office allocations related to violence reduction.

FORWARD PLAN KEY DECISION REFERENCE NO.: The key decision number is 1219CAB

This is a Key Decision as defined in the Council’s Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Overview Committee by the requisite number of Councillors.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Adopt the Framework for The Public Health Approach to Violence Reduction in Croydon (“The Framework”), Appendix 1 hereto
- 1.2 Agree the themes and key priorities set out in the report and the above referenced Framework.
- 1.3 Delegate to the Executive Director Place, in consultation with the Cabinet Member for Safer Croydon and Communities, authority to develop and agree a comprehensive Delivery Plan in accordance with Appendix 1 through engagement with the existing structures of the Local Strategic Partnership and keep the Delivery Plan under review to ensure ownership of the Public Health Approach to Violence Reduction is embedded across a wider range of organisations, maximising the skills and knowledge of the strategic partnerships.

2. EXECUTIVE SUMMARY

- 2.1 This report sets out the framework for Croydon’s Public Health Approach to Violence Reduction (Appendix 1) for adoption by Cabinet. The administration has made it a top priority to treat serious youth violence including knife crime as a public health issue. The report defines what a Public Health approach means and the proposed categories of violence which are included. Importantly, the report and the attached Framework make it clear that a Public Health approach means that everyone has a role to play in preventing and reducing violence; it is a societal issue as opposed to the responsibility of a single agency or group of agencies.
- 2.2 The report sets out the key themes and priorities for the Council and the wider partnerships to achieve long term reductions of violence in the Borough. The report also sets out how the themes and priorities will be delivered, using the existing partnership structures as opposed to creating any new governance arrangements.
- 2.3 A number of the priorities do have financial implications. These relate to training and development proposals, investing in locality-based community networks and realigning services to reduce exclusion, particularly at primary school age. However, the report does not require additional financial resources from the Council. The intention will be to seek external funding including at a regional and central government level, to support delivery of the priorities. A delivery plan will be developed for each priority. Where external funding is not forthcoming this will be reflected within the delivery plans and activities scaled back to reflect the resources available and delivery sought through influencing the delivery of existing services and community provision or delayed until resources can be identified.

3. Croydon's Public Health Approach to Violence Reduction

- 3.1 Tackling violence and the causes of violence is a priority for the Council and its partner organisations that form the Safer Croydon Partnership. The significant rise in knife crime in 2016/7 highlighted the importance of taking an approach that focuses on the causes of violence, rather than the symptoms. Whilst Croydon has seen reductions of 21% in serious youth violence and 17% in knife related offences in the financial year 2018/19, compared to 2017/18, achieving long term reductions in violence remains a priority for the Borough.
- 3.2 In response, the administration has made it a top priority to treat violence including serious youth violence and knife crime as a public health issue to make Croydon the safest borough for young people. The Council is also committed to remain as a lead borough in tackling Modern Day Slavery and domestic and sexual violence and all forms of violence against women and girls.
- 3.3 Croydon's Public Health Approach to Violence Reduction (Appendix 1) is a Borough Framework setting out a series of themes and priorities that aim to achieve long term reductions in violence. It explains how we define a "Public Health Approach";
- **Defining the Problem** - Using an evidence-based approach that focuses on the causes as well as the impact of violence.
 - **Identify the causes and risk factors** – Focusing on the underlying factors which can increase the risk of aggressive and violent behaviour and the protective factors that can provide the opportunity to prevent the cycle or continuum of violence.
 - **Design Interventions** - Supporting and treating those who suffer violence, so that they have the ability to recover and achieve their potential.
 - **Increase the scale** - Adopting a preventative approach so that our citizens are aware of the steps they can take so that violence is not part of our society.
- 3.4 This Framework for Croydon's Public Health Approach to Violence Reduction takes a broad and inclusive approach to violence reduction, in line with the Mayor of London's Violence Reduction Unit. Categories of violence included in Croydon's approach include: Hate Crime and Violent Extremism, Violence Against Women and Girls, Female Genital Mutilation, Elder Abuse, youth violence, knife and gun crime, Modern Day Slavery, Honour Based Violence and violence related to alcohol and drug misuse. The Framework also sets out a definition of violence, drawn directly from the definition of domestic abuse, ***"Controlling, coercive or threatening behaviour, violence or abuse. It can be carried out directly, through others, on -line or other digital forms"***.

Themes and Priorities

- 3.5 Following extensive consultation, set out in Section 4 below, a number of key themes and priorities have been developed. The themes are the broad areas that will remain at the centre of the Croydon's Violence Reduction Approach for the next 3-5 years. They enable partner organisations from across all sectors to

identify where they can directly contribute to preventing and addressing violence. The themes are: -

- **Theme One - Using Data to drive our approach-** Building a strong evidence base and a common screening tool that can be used across organisations to predict who, where and why individuals and families are more likely to be involved in violent or aggressive behaviours and identifying the interventions that will have the maximum impact.
- **Theme Two - Preventing Violence before It Occurs** - Looks at the periods and key influences in a person's life journey, from pre-birth to adulthood which can increase the risks of becoming involved in violent behaviour and the opportunities when interventions can be most effective.
- **Theme Three - Community Based Support** – Recognises the strength of the Community and Voluntary Sector in Croydon and places them at the heart of Croydon's public health approach to violence reduction. It promotes combining skills and enabling voluntary and community organisations to support people and families collaboratively.
- **Theme Four - Targeted Interventions** - It uses the principles of a family centered approach aimed at addressing violence, by looking at the wider family and connected family dynamics, based on clear safeguarding, case management approaches.
- **Theme Five – Intensive Interventions and Enforcement** – Sets out an intention to offer personalised support for those who are motivated to step away from a life of violence, whilst using the full range of enforcement across all agencies, against those whose behaviour places themselves, those around them, or the wider community at risk of harm.

3.6 The principles set out in the Framework for The Public Health Approach to Violence Reduction in Croydon are the key areas of delivery for the next 12-18 months. They are the constant issues that have been raised throughout the consultation period across the range of agencies, in the public, commercial and voluntary sectors. They are also the key priorities that have been consistently voiced at community meetings, with young people and by those directly affected by violence; offenders, victims and families.

- **Every person understands the role they can play in reducing violence** – Embedding trauma informed practice across local authority, health, schools, colleges, community and voluntary agencies, business sector and criminal justice agencies.
- **Developing community-based networks to help those impacted by violence navigate the challenges they face** – Identifying and training individuals who have influence in their local area to provide support for young people and families who are at risk of or affected by violence and guide them into support services.
- **Focusing on the vocabulary of INCLUSION** – Supported by the evidence from the Croydon Vulnerable Adolescent Review published by the Croydon

Safeguarding Children Board in February 2019, to build a collaborative, partnership approach to inclusion, including the development of an 'Inclusion Intervention Offer' in schools and colleges, or as part of a work readiness programme.

- **Recognition of the importance of culture and identity for families and young people** - The challenges of culture and identity within families are becoming increasingly relevant in terms of violence prevention. This priority proposes embedding an understanding of culture and identity within the family dynamics within contextual safeguarding and trauma awareness training for the Borough and as part of the screening and assessment process for families and vulnerable young people.
- **Social media and violence** – Sets out a series of Prevention and Intervention steps to improve the awareness of the impact of exposure to violent social media content for families, guardians and those working with young people.

Governance and Delivery

- 3.7 The Governance of the Framework for Croydon's Public Health Approach to Violence Reduction will remain a function of the Council and regular reports on progress in terms implementation and progress against the key themes and priorities and performance in terms of achieving a reduction in violence will be made to Cabinet.
- 3.8 In terms of delivering the themes and priorities of the Public Health Approach to Violence Reduction Framework the Council's Violence Reduction Unit will be responsible for leading and influencing change across the Council, partner agencies and the community. A delivery plan is being developed through engagement with the existing structures of the Local Strategic Partnership including the Health and wellbeing Board, Safer Croydon Partnership, Children and Families Board, Safeguarding Children and Safeguarding Adults Board and Future Place Board. Each theme or priority within the Delivery Plan will have a Strategic Lead identified who will be held accountable for the ensuring delivery and monitoring progress, based on their expertise. This approach will embed the ownership of Public health Approach to Violence Reduction across a wider range of organisations, maximising the skills and knowledge of the strategic partnerships.
- 3.9 The Framework recognises the value of the localities approach in terms of delivering the key actions at a local level. In recognition of the intention to involve as wide an audience as possible in delivering long term reductions in violence the Public Health Approach to Violence Reduction in Croydon will be referred to as the "Croydon Violence Reduction Network".
- 3.10 Finally, the Framework highlights the direct link between Croydon's approach to violence reduction and the current delivery model being developed by the London Violence Reduction Unit (VRU), recently established by the Mayor's Office for Policing and Crime (MOPAC). It recognises the importance of aligning the themes and priorities set out above, with the priorities that emerge from the London VRU, whilst recognising the local borough context.

4. CONSULTATION

- 4.1 There has been extensive consultation with Council departments, services leads, external partner organisations, community and voluntary sector organisations, young people and community forums.
- 4.2 The consultation has taken place as part the Violence Reduction Conference workshops which was held in January 2019, through a series of listening events with key boards and forums across partner organisations and organised by the Croydon BME Forum and CVA; through team meetings and interviews with key strategic and operational lead officers and meetings with lead community and voluntary organisations. The consultation took place between February and the end of April 2019.
- 4.3 The approach set out in the Framework has also been influenced by victims, offenders and families who have been directly affected by violence. All of the priorities have been challenges which have been consistently raised through the consultation process, by those who have been directly impacted by violence.
- 4.4 The consultation has included:
- Safer Croydon Partnership and its sub-groups
 - Safeguarding Adults Board
 - Chair of the Croydon Safeguarding Children's Partnership
 - Health and Wellbeing Board
 - Authors of the Vulnerable Adolescents Review
 - Metropolitan Police Service – South Borough Command Unit Management Team
 - Chair of the Croydon Safer Neighbourhood Board
 - Croydon Community Voluntary Action
 - Croydon BME Forum and the Serious Youth Violence and Communities Forum
 - Croydon Clinical Commissioning Group
 - Croydon University Hospital Executive leads
 - Family Functional Therapy Team
 - Family Nurse Partnership management team
 - Chief Executive – Whitgift Centre
 - Croydon Drop-In Young Women's Group
 - Director of Public Health
 - Croydon Youth Offending Service Managers and Gangs Unit
 - Croydon FJC managers
 - Voluntary organisations including, Ment4, Palace for Life Foundation, Shpresa, Gloves not Guns, Croydon Drop-In, All Heads Recognised, Play Places, Music Relief, ANOS, JAGS Foundation
 - London VRU delivery leads
 - Heads of Community Safety for Bexley, Bromley, Greenwich, Lewisham and Sutton.

- Croydon Council Management teams for Health and Social care, Children and Families, Corporate Strategy and Commissioning.
 - Executive Head- Harris Academy South Norwood.
 - London Assembly member for Croydon and Sutton
- 4.5 The themes, priorities and actions that are set out in the Framework have been developed through the consultation process. They reflect the immediate issues that have been highlighted as needing to be addressed as well as longer term challenges such as moving to programmes of inclusion within families, communities, neighbourhoods and at school.
- 4.6 Rachel Flowers- Director of Public Health says of this model: The Public Health mind-set has several guiding principles alongside some tools which are already in use. It seeks to understand what is going on in a defined population, and its sub-populations and the distribution and inequalities in risk, crime, and impact. It is essentially prospective, understanding past trends to model the future picture. It seeks to use models and tools intelligently to understand how to reduce the risk of being victimised and the number of incidents. It seeks to be;
- Preventive – preventing crime in the first place (primary prevention) and preventing people who have offended from re-offending or people who have been victimised from being repeat victims (secondary and tertiary prevention).
 - Protective – protecting individuals, communities and populations from the impact of victimisation and crime.
 - Once it understands what is going on in a population, it seeks to understand what prioritised interventions may bring about better outcomes for citizens to use evidence from a range of sources to understand what these interventions might be.
 - To systematically apply these at the right scale and intensity for best effect given resources
 - Use monitoring, evaluation and research to understand the impact of the process so far
- 4.7 It works not only with individuals but with populations. Strengthening individuals to resist crime when the key challenge is within the planning of the public realm, for example, is a mistake that one hopes a good public health approach will not make. It does this in a systematic and iterative way, uses a range of disciplines to make clear (elucidate) a problem and uses a social and systems approach to understanding the drivers, vectors and impacts of crime on populations
- 4.8 Croydon BME Forum is happy to support the Violence Reduction Network approach to tackling Serious Youth Violence in Croydon stating that “By having the community's views included from the beginning, is testament that Croydon wants to do things differently. However, we must be vigilant and responsive to the challenges that SYV causes and be ready to make changes to our approach, as we must be mindful that one size does not fit all.”
- 4.9 Croydon Voluntary Action state that; The key role of Croydon’s voluntary and community sector will be in making young people and their parents feel part of the solution themselves. This starts at the neighbourhood level with the relationship-building and peer-support that grassroots community organisations

specialise in, extending to collaborations with schools and the Police that rebuild trust and give people experiencing violence unique opportunities to turn their lives around.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1 The decision to adopt the Public Health Approach to Violence Reduction in Croydon does not impact the Medium-Term Financial Strategy (MTFS) of the Council in terms of additional revenue & capital expenditure.
- 5.2 The purpose of this report, and the Framework is to set out a collaborative approach across a wider range of partners and organisations as possible to address violence. This can only be achieved through collective determination and using existing resources, co-commissioning arrangements across the partnership sector and seeking external funding opportunities.
- 5.3 There are medium term financial implications in terms of delivering a number of priorities in the Framework. The implications are relevant to the wider partnership and not directly to the Council.
- 5.4 These are as follows
- **Trauma informed practice** – One of the priorities is the establishment of trauma informed practice across the public, community and voluntary sector. This requires a structured programme of awareness training and specialist support. A number of Council services have already embarked on trauma training. To train 1,000 staff and 25 Trauma informed specialists will cost £85k. Public Health have allocated £55k from existing training budgets to support this training. A further £30k will sought from external funding allocations from MOPAC and the Home Office.
Trauma training costs are anticipated to continue for 2020/21. Funding for this will need to be identified as part of the budget setting process. It is anticipated that this can be mitigated through realigning training budgets and reviewing the London Crime Prevention Fund, an external community safety partnership grant fund allocated to Croydon by MOPAC.
From 2021/22 Trauma training should be incorporated into the Council's overarching Organisational Development Programme as a core part of the both induction and annual performance requirements.
 - **Establishment of Community Navigators** – The cost in relation to Community Navigators relates to training and development and an initial flat rate payment based on a number of hours undertaken. If 20 Community Navigators are engaged, the overall annual cost will be £48K. However, the intention is to fully fund the programme through external grant funding, or through the realignment of community and voluntary grant funding. It is anticipated that Community Navigators will be supported into employment, through training and educational programmes. The intention is to use existing employment pathways, rather than create a newly funded programme. Therefore, any financial pressure will be limited to initial set up costs and limited to £24K in 2019/20 (set up cost for 10 Community Navigators). This will be mitigated by an approach to the London VRU for an initial one-year funding allocation.

- **Inclusion Intervention Programme** – This programme requires the development and delivery of a multi-agency programme for years 5-8, the key transition period between primary and secondary school. The programme will require partnership investment in a programme which is aimed at supporting young people with behavioural challenges within mainstream education and providing additional family support. An initial pilot programme will be developed in the academic year 2019/20. Based on similar programmes it is estimated that for 30 pupils support year, for four years, will cost in the region of £60,000. A pilot of two cohorts would enable the Council and educational providers to assess progress of 60 pupils. Funding will be sought from external grants, through school match funding and by maximising existing community and voluntary sector programmes which are being delivered in schools. There will be no additional financial pressure on Council funding.

5.5 As part of ensuring that strategic partnerships are maximising their combined commissioning functions, a Violence Reduction co-commissioning group has been established. The purpose of the group is to align commissioning decisions across services with the themes and priorities set out in this report and the Framework. They will also have the responsibility to seek external funding opportunities to deliver the priorities, through regional, national and commercial sector funding opportunities.

5.6 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3-year forecast		
	2019/20	2020/21	2021/22	2022/23
	£'000	£'000	£'000	£'000
Revenue Budget available	55	0	0	0
Expenditure	0	0	0	0
Income	0	0		
Effect of decision from report				
Expenditure	109	85	0	0
Income	54,	85	0	0
Remaining budget	<u>0</u>	<u>0</u>	<u></u>	<u></u>
Capital Budget available	0	0	0	0
Expenditure				
Effect of decision from report	0	0	0	0
Expenditure				
Remaining budget	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>

The effect of the decision

Risks

- 5.7 A key risk is that external grant funding for the programmes highlighted above is not available. However, the London VRU has already indicated its intention to fund innovative programmes that can be scaled up. The above programmes have been discussed with the London VRU with the intention to gain commissioning support.
- 5.8 A further risk is that the Community Navigator Programme and the Inclusion Intervention programme are not supported by the community and voluntary sector or pilot schools. This has been mitigated through the consultation process. Each of the priorities is actively supported by the above partners who are working with the Council to submit bids for external funding. If additional funding is not found, the programmes will with be scaled back or delayed until resources can be identified.

If external funding is not available then the funding will either need to be identified from existing service budgets or the programme will need to be revised to be contained within the funding envelope that is available.

Future savings/efficiencies

- 5.9 Savings in relation to the reduction in violence crime, wounding's and homicide will be realised through the delivery of the Framework.
- 5.10 Whilst the full costs of a reduction in crime are not directly attributable to the Council, there are savings which can have an indirect benefit. For example, according to the Home Office Economic and Social Cost of Crime Report published in July 2018: -
- Estimated costs of a Homicide are £3.2m. The major contributory factor to the costs relates to “physical and emotional harm”. This is not limited to the victim’s family but also to the wider impact on the community. These costs account for £2.1m with an additional cost of £250,000 for loss of output. In the calendar 2018 there were 2 homicides in Croydon.
 - Violence with Injury costs are estimated at £14,000 per incident. This includes just over £8,000 related to physical and emotional harm, £2,000 loss of output and £1,400 wider criminal justice service costs. In 2018 Croydon recorded 2,207 Violence with injury offences excluding domestic abuse injuries, an overall cost of just under £31m, including £17.7m physical and emotional harm costs.
 - There were 446 serious youth violence incidents in Croydon from April 2019- March 2019. Based on the above figures the overall cost of these incidents would be £6.24m. The wider criminal justice costs are estimated at £624,000. Based on a conservative estimate of 15%, the cost to youth offending provision of these crimes would be in the region of £100,000.
- 5.11 As stated, whilst many of the costs do not have a direct connection to the Medium-Term Financial Savings of the Council, they do have an indirect impact in terms of social costs, particularly for those areas which are affected by violence. Areas where there is a predominance of violent crime affect the wider community and perceptions of an area, with the impact of increasing demands for visible public services.

- 5.12 Including a social value impact analysis of the priorities, as they are delivered, will form part of the commissioning process.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

6 LEGAL CONSIDERATIONS

- 6.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that as part of the work undertaken for development of the Delivery Plan and implementation of the Croydon Public Health Violence Reduction Framework, the Council will need to continue to ensure compliance with the Data Protection Act 2018 and the General Data Protection Regulation including in relation to the sharing of information across agencies and partners. This will include ensuring that any necessary information sharing agreements are put in place, relevant Privacy Notices are updated and Privacy Impact Assessments undertaken.
- 6.2 There are no additional direct legal implications arising from the recommendations in this report.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance and Deputy Monitoring Officer.

7 HUMAN RESOURCES IMPACT

- 7.1 There are no considerations in relation to staffing levels restructuring, regrading or recruitment in relation to this report or the attached Framework.
- 7.2 The Council Community Safety Team will be renamed the Violence Reduction Unit. The decision to add additional posts to support the key themes of the Framework have already taken place and will be incorporated within the unit. The recommendations of this report do not directly impact on this and there are no further requirements arising from this report.

Approved by: Sue Moorman. Director of Human Resources)

8 EQUALITIES IMPACT

- 8.1 The Council has a statutory duty to comply with the provisions set out in the Equality Act 2010. In summary, the Council must in the exercise of all its functions, "have due regard to" the need to the need to comply with the three arms or aims of the general equality duty. Case law has established that you should analyse the potential effect on equality when you start to develop or review a policy, informing policy design and final decision making.
- 8.2 An Equality Analysis has been carried out in relation to the attached Framework. The key findings of the Equality Analysis are:-

- Race - There is potential that a disproportionate number of young people from BAME backgrounds affected by knife and serious youth violence, could give the impression that this is an issue predominately affecting the BAME community.

To mitigate this, the Framework highlights the international evidence that wider factors such as deprivation, poor health, and wider societal determinates have a greater impact. The World Health Organisation's key recommendations include: - *"Violence prevention strategies can address underlying causes such as low levels of education, harsh and inconsistent parenting, concentrated poverty, unemployment and social norms supportive of violence"*

An annual review will be produced which will highlight the underlying factors, building an evidence base using de-personalised case history analysis developed through the Vulnerable Adolescents Review (VAR) and enabling commissioners to focus on interventions that address the causes of violence.

- Age - There is a focus on young people up to the age of 24 who are at greater risk of serious violence including knife crime. This may provide a negative impression of young people in Croydon within this age range.

However, this is countered by the facts in relation to the significant youth population in Croydon compared to other borough's which significantly reduces Croydon's position in terms of serious youth violence per head population in his age range. Croydon is ranked below the London average, (17th highest) for Serious Youth Violence with 3.5 offences per 1,000 young people.

To mitigate this the framework sets out early identification, targeted and intensive support for young people who are at risk of violence. The impact will be to reduce the risk factors and provide support to reduce aggressive or violent behaviour. The Council's Adolescents Service is integrating its provision by merging case management processes to ensure there is a multi-agency support programme from young people and families who are at risk. In addition, the Council recently published its early year's strategy and is establishing locality based services to provide early help for young people and families.

- 8.3 The Framework has been assessed in terms of the Council's ability to meet any of the Public Sector Duties in the Equality Act 2010 and no adverse impact on any of relevant criteria has been identified.
- 8.4 Based on the Equalities Analysis the Framework has been assessed as "Adjust the policy to remove barriers or better promote equality" in terms of age and race as described above. The mitigating factors described are reflected in the Framework will better promote equality by providing a robust evidence base on the underlying causes of violence.

Approved by: Yvonne Okiyo, Equalities Manager

9 ENVIRONMENTAL IMPACT

9.1 There are no environmental sustainability impacts in relation with this report.

10 CRIME AND DISORDER REDUCTION IMPACT

10.1 Tackling violent crime and specifically tackling violence against women and girls and addressing serious youth violence has been a priority for the Safer Croydon Partnerships for the past three years.

10.2 These priorities are set out in the Crime and Disorder Annual Strategic Assessment 2018 and the Community Safety Plan 2019/20. In addition, the Safer Croydon Partnership has published a Violence Against Women and Girls Strategy, a Prevent Strategy, Modern Day Slavery Strategy and Knife Crime Action Plan.

10.3 The Council and its partner organisations that form the Safer Croydon Partnership have used external grants to directly fund prevention and intervention programmes to address violence. This includes supporting lead voluntary and community organisations to deliver diversionary and preventative programmes at a community level.

10.4 As part of its commitment to this key priority, the Council is re-aligning the current Community Safety Team to form a Violence Reduction Network. The team will work with existing boards, partners, voluntary and community organisations and locality leads to ensure the priorities that are set out in the Framework are delivered and external funding opportunities are maximised. As such the new formed unit will have a greater influencing role across the existing boards, holding them to account for the priorities and outcomes.

10.5 Delivery of the themes and priorities set out in the report and attached Framework will have a direct and positive impact in the reduction of serious youth violence, knife and weapon related offences, by identifying and addressing the underlying causes of violence and delivering interventions which support those most affected by violence.

10.6 It will be important that a long-term assessment approach is adopted as the effects of the proposals may take a number of years to be realised. However, there is sufficient evidence from other areas, including learning from the Glasgow Violence Reduction Unit, that a long-term impact of sustained reductions can be achieved by adopting this Public Health approach.

11 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 Cabinet is asked to:

- Adopt the Framework for The Public Health Approach to Violence Reduction in Croydon (“The Framework”), Appendix 1 hereto

- Agree the themes and key priorities set out in the report and the above referenced Framework.
- Delegate to the Executive Director Place authority to develop and agree a comprehensive Delivery Plan in accordance with Appendix 1 through engagement with the existing structures of the Local Strategic Partnership and keep the Delivery Plan under review to ensure ownership of the Public Health Approach to Violence Reduction is embedded across a wider range of organisations, maximising the skills and knowledge of the strategic partnerships.

12 OPTIONS CONSIDERED AND REJECTED

- 12.1 As part of its decision making in developing the Framework for the Croydon Public Health Approach to addressing violence, the Council and its partner agencies visited and spoke to a number of external authorities who have developed long term violence prevention and intervention programmes.
- 12.2 This included visiting the Violence Reduction Unit in Glasgow, the Violence Reduction Approach in the West Midlands, speaking with a lead from a number of London Boroughs who have developed or are currently developing programmes. There has also been a regular dialogue with MOPAC and lead officers who have been developing the London Violence Reduction Unit.
- 12.3 The key messages from those authorities who have delivered successful and sustainable intervention programmes have been: -
- Do not allow structures and hierarchy to get in the way of delivery
 - A Public Health Approach to Violence Reduction means that it is everybody's business not just public institutions.
 - Involving communities is vital if reductions are to be sustainable
 - Intervene early and take a long-term approach not just short-term win.
- 12.4 Whilst considering the options set out below, these key messages have informed the development of the Croydon approach which is set out in the attached Framework.
- 12.5 **Option 1 – A shorter term Violence Reduction Strategy** – A three-year strategy would set out a series of key objectives, aligned to the Home Office Serious Violence Strategy and MOPAC Knife Crime Strategy. It would focus on the three key categories of knife crime, gun crime and homicides. Both strategies use the heading of Prevention, Intervention and Enforcement as core to their approach. Such an approach would have the advantage of shorter-term delivery targets, based on reduction of crime targets.
- 12.6 However, there are distinct disadvantages in that such an approach does not provide sufficient focus on the underlying causes that create the continuum of violence. Whilst there may be short term successes, if these underlying factors are not addressed, by providing sustainable support for those affected my violence, figures will continue to fluctuate, as they have done over the past 5 years.

- 12.7 A further challenge with this option is that it fails to cover the range of violence that impacts our communities. Adopting an approach which enables organisations to work together, recognising the connections between the types of violence committed, provides the Council, its partner agencies and the community the opportunity to use its skills to address all forms of violence.
- 12.8 **Option 2 – A distinct governance arrangement overseen by the Safer Croydon Partnership** – This report and the Violence Reduction Framework, make it clear that the delivery of the themes, priorities and action plans can be achieved by using the existing partnership governance arrangements at a strategic and localities level.
- 12.9 The alternative option would be to create a distinct governance arrangement, managed through a steering group with a series of separate task and finish sub groups. The steering group would report to the Safer Croydon Partnership Board.
- 12.10 This option would have the advantage of have a single responsible group and reporting line through to the Local Strategic Partnership. However, this would not ensure that the themes and priorities are owned across the governance structures that already exist, thereby failing to fully to engage with the wider range of organisations that can contribute to this agenda.
- 12.11 A further challenge would be that a new governance structure would place additional pressure on officers across the Council and its partnership organisations who already attend a number of existing governance boards and associated sub groups.
- 12.12 **Option 3 – Wait for the Establishment of the London VRU Delivery Model** – The Mayor’s Office for Policing and Crime (MOPAC) established the London VRU in December 2018 and the Director of the London VRU was appointed in January 2019. Since that time MOPAC have been developing the VRU Delivery Model with consideration of the priorities and commissioning arrangements.
- 12.13 Croydon could consider developing the themes and priorities in order that they align with the London VRU themes and priorities. However, it is highly likely that the London VRU will be seeking direct impact from partnerships at a local level, with the aim of funding innovative projects and programmes in local areas which have the benefit of becoming scalable. Developing themes and priorities now, places the borough in a stronger position, particularly in terms of accessing current and future funding.

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APPENDICES: Appendix 1 - Croydon Public Health Approach to Addressing Violence Framework

BACKGROUND DOCUMENTS: Equality Analysis

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A Public Health Approach To Reducing Violence in Croydon

Executive Summary

The following framework sets out A Public Health Approach to reduce violence in Croydon. It defines a “Public Health Approach”, treating violence like a contagious disease, identifying the cause of the disease, directly treating those affected, providing support so that they can recover and ensuring that everybody knows the steps they can take so that the disease does not spread.

The document is written as a Framework to enable as wide a range of partners and communities to be involved in helping to deliver reductions in violence. It has been developed with the involvement of organisations, schools, health providers, council services, voluntary and community organisations, community representatives, the Croydon Safer Neighbourhood Board, businesses and faith organisations. We have listened to the views of those affected by violence and heard the voices of many young people and families who want to make a difference.

This Framework sets out a definition of Violence for Croydon, based on the definition of domestic abuse **“Controlling, coercive or threatening behaviour, violence or abuse. It can be carried out directly, through others, on-line or other digital forms”**.

It covers different types of violence including Hate Crime and Violent Extremism, Violence Against Women and Girls, Female Genital Mutilation, Elder Abuse, youth violence, knife and gun crime, Modern Day Slavery, Honour Based Violence and violence related to alcohol and drug misuse.

There are five key themes that have been developed.

The **First Theme** relates to building a strong evidence base that can be used to predict who, where and why individuals and families are more likely to be involved in violent or aggressive behaviours. It highlights the importance of combining the Contextual Safeguarding, Adverse Childhood Experiences and Trauma Informed approaches as part of a predictive evidence base to address the Continuum of Violence which some individuals and families experience. This will provide a range of partner organisations with an evidence base, enabling them to work together to deliver intervention programmes for the most effective long-term outcomes.

The **Second Theme** focuses on Preventing Violence Before it occurs. It look at the periods and key influences in a persons’ life journey, from pre-birth to adulthood which can increase the risks of becoming involved in violent behaviour and the opportunities when interventions can be most effective. It recommends delivery of a trauma informed approach to schools and early help services and close integration of early intervention services to make best use of the skills that are available to prevent violence occurring.

The **Third Theme** places Community and Voluntary Organisations at the heart of Croydon’s Public Health Approach to Addressing Violence in Croydon. It promotes building on the existing platform of community support, combining skills and enabling voluntary and community organisations to support clients collaboratively. It recommends investing and developing local people who can become a support network in their local area, being both a voice and a connection between those who need help and the services who can provide it.

The **Fourth Theme** sets out the importance of Targeted Interventions, based on clear safeguarding, case management approaches. It uses the principles of a family centred approach aimed at addressing violence, by looking at the wider family and connected family dynamics. It promotes the importance for children, young people and their families who struggle with symptoms of trauma to access targeted provision.

The **final Theme** is Intensive Intervention and Enforcement; providing, co-ordinated multi agency personalised support for those who are motivated to step away from a life of violence. It sets out a clear determination to use the full range of enforcement across all agencies, against those whose behaviour places themselves, those around them, or our communities at risk of harm.

A series of listening events took place over a 12 week period between February and April 2019. The events included all partners, community and voluntary organisations, young people, housing staff and faith organisations.

A number of key priorities emerged from the listening events, priorities that require collaboration across partners and will have the greatest outcome in terms of a long term approach to addressing violence in Croydon. They are also the key priorities that have been consistently voiced at community meetings, with young people and by those directly affected by violence, offenders, victims and families.

The priorities are:-

- **Every person understands the role they can play in reducing violence –** Embedding trauma informed practice across local authority, health, schools, colleges, community and voluntary agencies, business sector and criminal justice agencies.

What difference will this make? Prevention and Reduction in aggressive and violent behaviour, by providing as many people as possible with the awareness of trauma and the simple steps to provide support for those who need help.

- **Developing community-based networks to help those impacted by violence navigate the challenges they face –** Identify and train local people who have influence in their local area to become Community Navigators. Their role is to identify and provide support for young people and families who are at risk of or affected by violence and guide them into support services. This is a tried and tested model in other parts of London and the United Kingdom and has had demonstrable success.

What difference will it make? – Reduction in incidents of violence, and exclusion through the early identification of young people and families at risk of becoming involved in aggressive or violent behaviour, or associated criminal activity including drug markets. It will improve the access to services and support, reduce isolation and have a positive impact on self-esteem.

- **Focusing on the vocabulary of INCLUSION –** Supported by the evidence from the Vulnerable Adolescent Review published in February 2019, there is a priority for Croydon to building a collaborative, partnership approach to inclusion. There is a recognition that partners will need to identify additional resources that can provide an “Inclusion Intervention Offer” in schools and colleges to work with students at risk of exclusion from school to reduce the likelihood of this happening, or as part of work

readiness programme. However, it is vital such an offer is designed now if the borough is to have a long term impact in reducing violence.

What difference will it make? – Reduction in temporary and permanent exclusions. Reduction in violent and aggressive behaviour in and outside of educational settings. Reduction in the number of cases referred to the Fair Access Panel.

- **Recognition of the importance of culture and identity for families and young people** – Understanding the dynamics of Culture and Identity within families has been highlighted by the community and voluntary organisations who provide support across our diverse communities. There is evidence that the challenges of culture and identity are becoming increasingly relevant in terms of violence prevention. This particularly relates to how, when and who delivers interventions and whether the intervention could have an adverse impact in terms of the relationships within the family. It is recommended that Culture and Identity Programmes are developed with voluntary and community sector agencies, working alongside schools and front line services as part of any intervention programme. Understanding culture and identity within family dynamics should be embedded within contextual safeguarding. Adverse Childhood Experiences and trauma awareness training for the borough should form part of the screening and assessment process for families and vulnerable adolescents. This will ensure that any intervention is delivered in a way that does not create a division within or destabilise the dynamics of the family.

What difference will it make? – Increase awareness of the relevance of culture and Identity with front line agencies. Improved impact assessment of interventions prior to their delivery, by ensuring that they are appropriate to the dynamics of the family. Increase in the number of successful outcomes of intervention programmes.

- **Social media and violence** – Whilst there is broad consensus that exposure to violent media, including social media, increases the likelihood of aggressive behaviour, the evidence of its impact in terms of acts of violence is less clear. Recent research indicates that media, including social media does not directly cause serious acts of violence, which tends to occur where there are other multiple risk factors which come together at a certain time, in a certain space, and within an individual. This section sets out a series of Prevention and Intervention steps that will improve the awareness of the impact of exposure to violent social media content.

What difference will it make? Increase in the awareness for parents and guardians in relation to the risk of over exposure to social media and the steps they can take to prevent it. Increased awareness of the impact of violent social media and support for frontline practitioners and agencies who are delivering intervention programmes.

- **A collaborative approach - focused on creating leaders not structures** – It is recognised across all sectors that there is a need to combine resources and invite that those have the best skills and knowledge to work collaboratively in delivering the priorities set out in this Framework. The approach will be referred to as the Croydon Violence Reduction Network, encouraging a wide range of people and organisations to become involved. Key to this approach is bringing complementary services, voluntary and community groups together so they can collaborate, in providing the best outcome for clients and maximise funding opportunities.

What difference will it make? Increased outcomes individuals and families at risk of or seeking support away from violent relationships. Greater collaboration across community and voluntary organisations to better use skills and resources, reduce competition and access external funding opportunities through joint bids.

Delivering the Themes and Priorities

The Framework sets out the clear intention to use existing Partnership Boards, Forums and Localities to deliver its themes, priorities and actions, rather than create a new governance structure. A central Violence Reduction Network team it will have the influence and responsibility to ensure that the partnership boards and forums are taking the lead for the themes and delivering the priorities.

The existing Family Justice Centre will be developed to act as a single point of contact for agencies and services to signpost Domestic, Sexual Abuse and Violence clients to the most appropriate support.

Finally the Public Health Approach to Violence Reduction Framework sets out how the Croydon Public Health Approach connects to the London Violence Reduction Unit in terms of its strategic direction and delivery model.

A delivery plan, with clear strategic leads for each priority area will be developed with partner agencies so that implementation of the themes, priorities and actions can be monitored. An annual review will be produced setting out the progress, reflecting on emerging priorities locally, regionally or nationally.

A Public Health Approach to Reducing Violence in Croydon.

Introduction

Croydon Council and the Safer Croydon Partnership has made a long term commitment to tackling violence. There is a strong recognition that violence, particularly serious youth violence and knife crime are not inevitable. They are the result of a set of factors as widespread as they are complex. To solve this we need solutions which look beyond the emergency response. Education, health, policing, justice, youth services, social media, tackling poverty and inequality, employment, supporting families, communities and community organisations are all part of the solution.

This Framework sets out an approach to reducing violence that encourages and enables organisations and citizens across all walks of life to play a part. The Framework looks at all forms of violence including youth violence and knife crime as a Public Health issue.

What is a Public Health Approach to Reducing Violence?

A public health approach to violence looks to: -

- ✓ **Defining the Problem** – Using an evidence based approach that focuses on the underlying issues as well as the impact of violence.
- ✓ **Identify the causes and risk factors** – experiences of violence in early life, seeking a status in society brought on by having no meaningful relationship with a caring adult, lack of money, low self-esteem, low educational attainment combined with living in an environment that gives the impression of no way out and a sense of not belonging. These are all common risk factors which feature in many of the lives of those who suffer violence in Croydon. They are not created by a single incident or single issue but through multiple experiences. If unidentified, unaddressed or if a series of protective factors are not established, the combined, cumulative impact of these risk factors create a cycle or continuum of violence. (Diagram 1)
- ✓ **Design Interventions** - Supporting and treating those who suffer violence, so that they have the ability to recover and achieve their potential.
- ✓ **Increase the scale** - Adopting a preventative approach so that our citizens are aware of the steps in can take so that violence is not part of our society.

Prevention is at the core of a violence reduction approach. It will require a long term commitment from a range of agencies and citizens, to prevent the loss of life and permanent physical and psychological damage that violence can cause in our borough and our society. By adopting a long term public health approach we stand a greater chance to deliver and support families and young people to prevent violence now and for future generations.

In terms of Violent Extremism, particularly those acts that are designed to undermine democracy through acts of terrorism, there is a distinct feature of those who use their grievances to justify their violence where such grievances can be expressed as political, social, financial, familial or cultural. However, they are presented in a way that uses violence and, or the promotion of hatred against other communities as a means of addressing their grievances. Our preventative approach recognises these distinct features and the importance of designing specific interventions to address them.

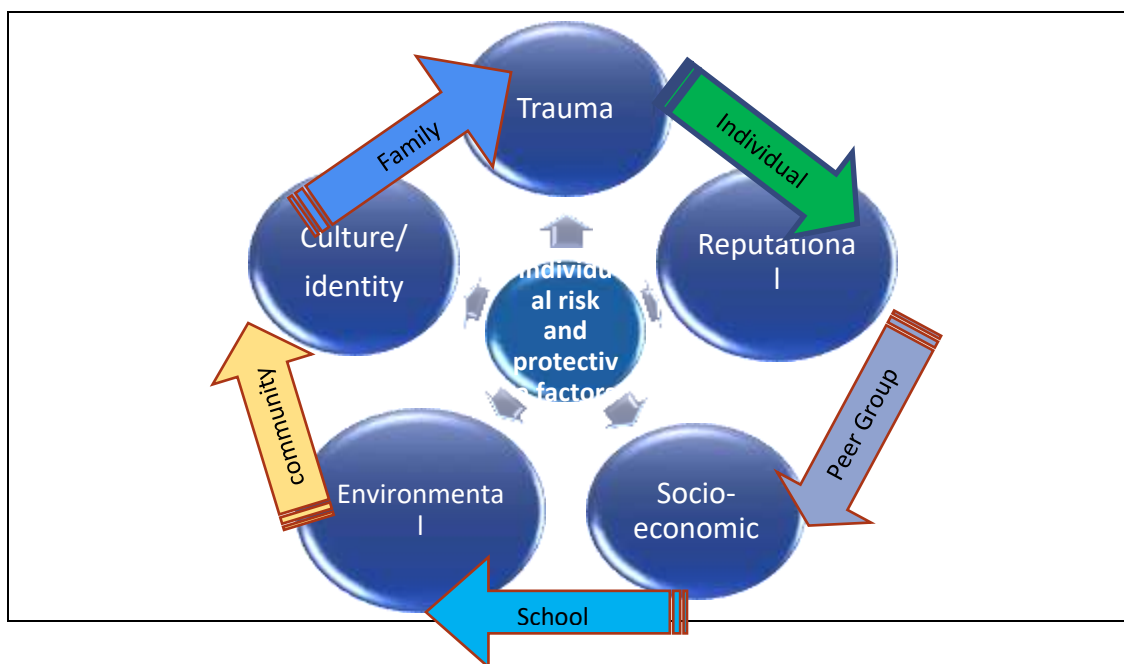


Diagram 1 - (The continuum of violence – Risk and Protective factors)

Tacking Violence – The International Perspective

Violence is a worldwide issue. It effects young children as well as older people and impacts families, communities, organisations and society. Many survive violence but suffer physical, emotional, relationship and health problems for the rest of their lives.

The World Health Organisation sets out 10 key facts related to violence.

FACT 1	Worldwide violence accounts for 1.4m deaths per year – violence is a significant public health, human rights and human development problem	FACT 2	80% of violence related deaths are homicides or suicides – A third of those who die at their own hands is due to injuries inflicted by another person
FACT 3	90% of death due to violence occur in low and middle-income countries –within countries the highest death rates occur among people living in the poorest communities	FACT 4	Violence mainly impacts young, economically productive people – For every young person killed by violence and estimated 20-40 receive injuries that require hospital treatment
FACT 5	The Health impact of violence is not limited to physical injury – Children who are victims of violence have a higher risk of alcohol, drug misuse, smoking and high-risk sexual behaviour.	FACT 6	Violence is preventable and its impact reduced – Violence prevention strategies can address underlying causes such as low levels of education, harsh and inconsistent parenting, concentrated poverty, unemployment and social norms supportive of violence
FACT 7	People can benefit from violence prevention programmes in schools – focused on individual pre-school enrichment programmes (3-5), life skills and social development programmes (6-18), and assisting high risk adolescents and young adults' complete school, high education and vocational training	FACT 8	Promoting positive nurturing relationships within families can prevent violence – promoting parental involvement throughout the child's life. The development of attachments between high risk youth and caring adults in order to build social skills and provide sustained relationships
FACT 9	Community programmes can play a role in preventing violence	FACT 10	Societies can prevent violence by reducing risks such as alcohol, guns and economic and gender inequality

What is the current picture of Violence in Croydon?

Croydon is the second largest borough in London with an overall population of nearly 390,000. It has the largest youth population in the capital with approximately 96,000 people aged 0-19 living in Croydon in 2016. This number is expected to increase to 114,100 by 2026.

The estimated number of 5-19s in the Croydon population was 74,319 in 2016 and is predicted to increase by 14.2% (10,539 children) by 2026.

Net migration data in 2015/16 for the 5-19 population shows 3,624 children entered the population and 4,554 left. This level of 'churn' (11.0%) is due to a combination of several factors including migration but is lower than London (12.7%) for this age group. Providing adequate and timely support to families entering and leaving the borough presents additional challenges for services.

61.9% of the 5-19 population is from a BAME group. The total is expected to rise to 69.5% by 2026.

English is a second language for 9.0% of Croydon 3-15s but this ranges from 2.3% to 18.9% across the wards. This drives demand for interpreting and translation support within schools and services, and the need for culturally appropriate provision.

18.7% of primary school aged children are eligible for and claiming free school meals, higher than the London average. This can be used as an indicator of deprivation, with fewer children receiving free school meals going on to achieve 5 A*-C grades at GCSE or going on to higher education.

There are 35,690 children attending one of Croydon's 96 primary schools and 23,396 children attending one of Croydon's 34 secondary schools or further education colleges. In total there are 68,322 children attending schools and colleges in the borough, but not all of these children will be Croydon residents. Provision of services for this age group have to account for both school and resident populations.

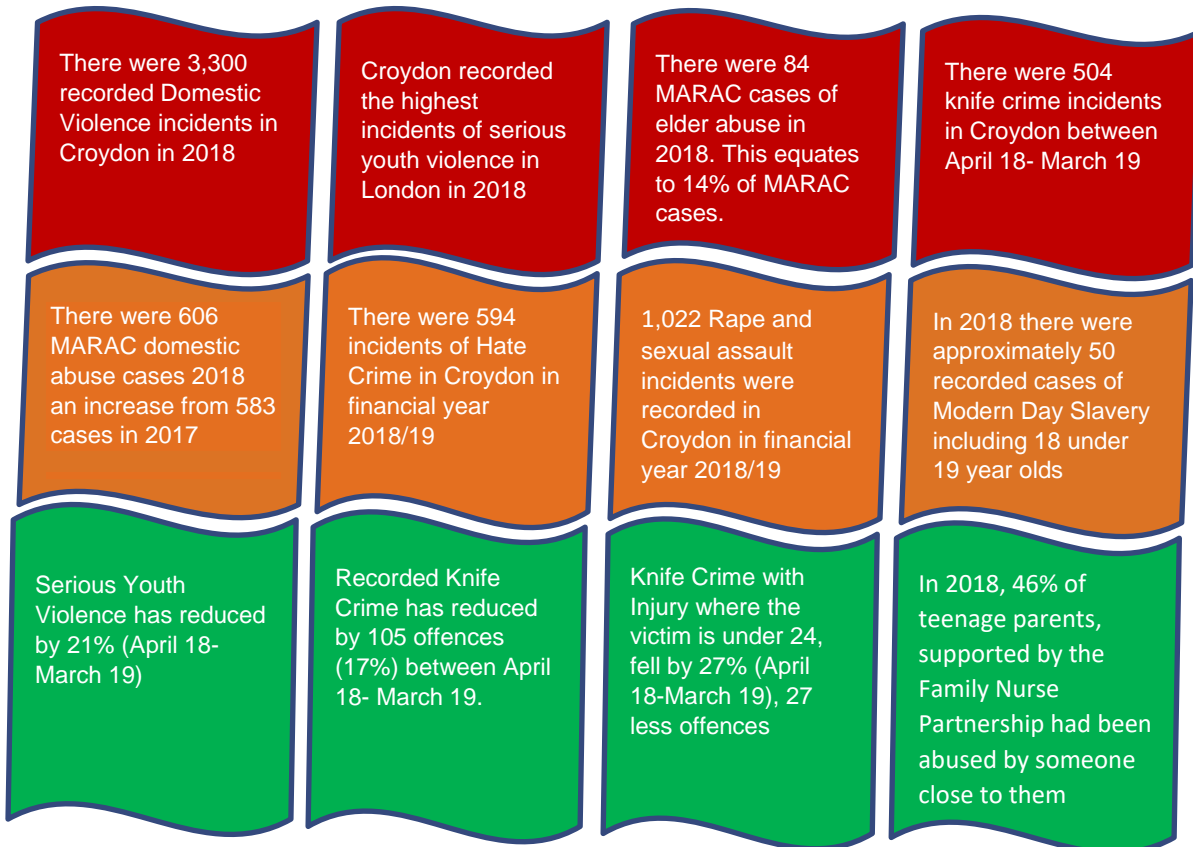
Identifying vulnerable children and young people who are at risk of health inequalities is challenging. Their chances of success are disproportionately low unless they can access appropriate early intervention and support. In Croydon, 18.7% (14,000) of children in Croydon, under 16, live in poverty.

Croydon has high numbers of key vulnerable groups such as unaccompanied asylum-seeking children (UASC), looked after children (LAC), and those in the youth justice system. Croydon has over five times the number of UASCs compared to the London average, in part due to the Home Office Immigration Service being located within the borough. (41.3 per 10,000 under 18s in 2017, compared to 7.8 per 10,000 in London).

Croydon has a higher rate of first-time entrants to the youth justice system than London and England. There is also a high rate of children aged 10-18 in the Youth Justice System at 8.2 per 1000, significantly worse than 6.2 in London and 4.8 for England.

It is also noted that of the 123 clients accessing the Family Nurse Partnership in Croydon in 2018, 45% don't live with their mother or partner, 46% were abused by someone close to them, 41.9% didn't have a partner and 29.2% reported physical or sexual abuse in the last year.

Key facts



How do we compare to other boroughs?

Compared to other London Boroughs, violence, particularly youth violence and weapon enabled violence in Croydon has been falling at a greater rate in 2018/19 compared to the London average.

Knife Crime with Injury where the victim is under 24 reduced by 27%. Croydon is ranked 9th highest of the 32 London Boroughs. Comparing the rate of offences per 1,000 of residents aged 1-24, Croydon has the 19th highest rate in London with 0.6 offences per 1,000 young people.

Total Knife crime reduced by just under 17% in 2018/19, ranking Croydon 14th highest of the 32 London Boroughs.

Based on the number of young people aged 1-19 living in the borough, Croydon is ranked 17th highest in London for Serious Youth Violence in London with 3.5 offences per 1,000 young people. However, Croydon ranks highest in London for Serious Youth Violence by volume of incidents due to the fact that the borough has one of the highest youth populations in the city (96,000). (Chart 1 Below)

In terms of Violence with Injury excluding Domestic Abuse in 2018, Croydon ranks fifth highest in London in terms of volume (out of 32 boroughs). However, when compared by rate of offence per 1,000 of resident population Croydon ranks 18th (Chart 2 below)

In 2018 the Croydon FJC dealt with 3,283 cases of domestic abuse, a 21% increase compared to 2017. High risk Multi Agency Risk Assessment Cases (MARAC) have also increased from 583 cases in 2017 to 606 cases in 2018.

One of the biggest increases relates to Elder Abuse. Elder Abuse is defined as abuse of an elder person of age 60 or older, in a home environment, including residential and supported living. In 2017 – there were 59 MARAC referrals related to older adults equating to 10% of the total MARAC cases. In 2018 this increased to 84 cases, equating to 14% of the total MARAC referrals for the year, an overall increase of 4%.

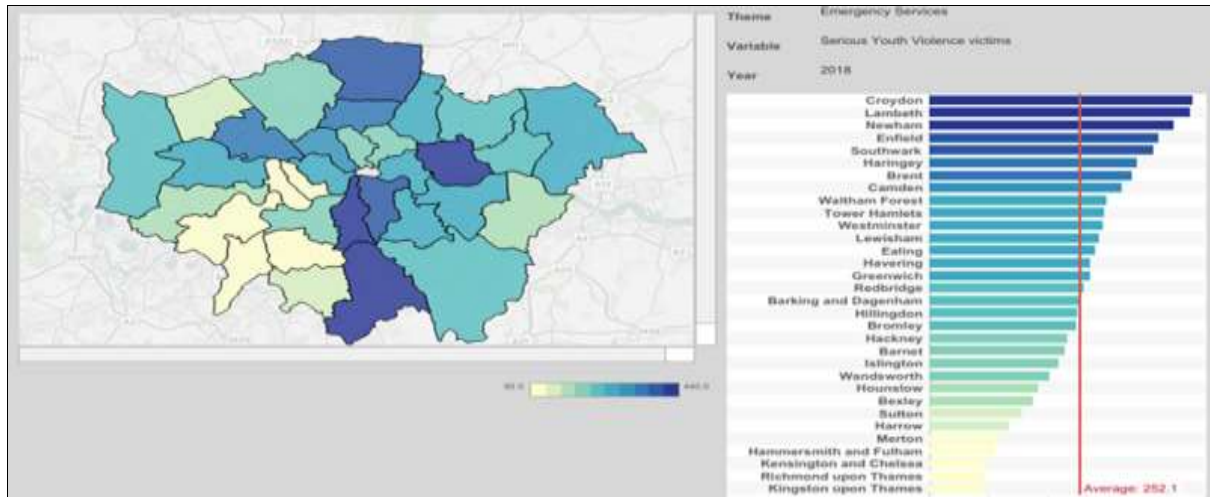
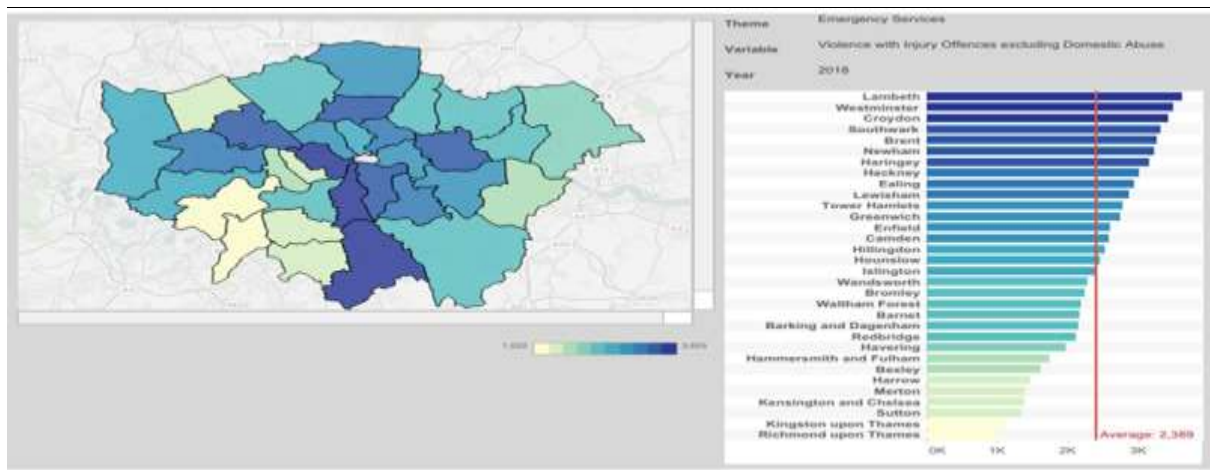


Chart 1 – London Boroughs - Serious Youth Violence

Chart 2 – London Violence with Injury Offences (Excluding Domestic Abuse)



What does our long-term trend of violence look like?

Our ambition is to achieve long term sustainable reductions in violence over a number of years. We know how challenging this is. Violent crime levels have fluctuated significantly over the past 5 years, in Croydon and London.

The following Table 1 and Chart 3 illustrates the fluctuations in terms of Serious Youth Violence, Knife Crime and Violence with Injury (VWI) which is non-Domestic Violence.

Serious Youth Violence, Knife Crime and VWI Non-DA in Croydon - Rates per 1,000 Resident Population

Croydon			
Year	SYS Offences	Resident Pop. (15 Years)	Rate per 1,000 Residents
2014	286	97,464	4.3
2015	320	96,194	3.4
2016	386	96,194	4.0
2017	471	96,194	5.0
2018	367	96,194	3.8

Croydon			
Year	Knife Crime Offences	Resident Pop.	Rate per 1,000 Residents
2014	481	280,817	1.2
2015	381	279,031	1.3
2016	572	279,031	1.3
2017	647	279,031	1.7
2018	536	279,031	1.4

Croydon			
Year	VWI Non-DA Offences	Resident Pop.	Rate per 1,000 Residents
2014	1,973	280,817	5.5
2015	2,146	279,031	5.7
2016	2,267	279,031	6.1
2017	2,213	279,031	6.8
2018	2,327	279,031	6.8

*Population figures are from 2010 and 2015 from the Greater London Authority Demography Team via the London Datastore.

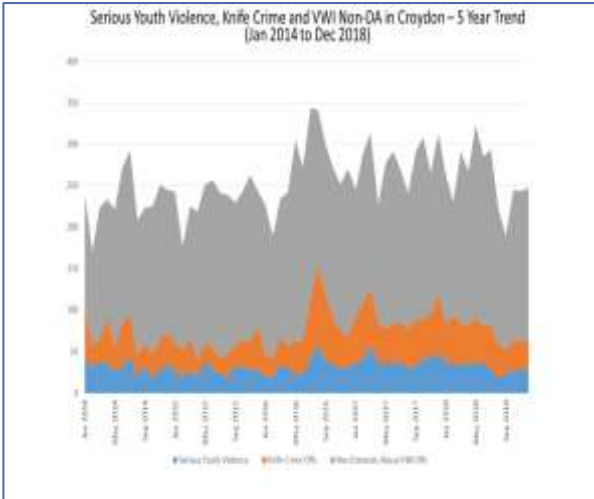


Table 1 – Serious Youth Violence, Knife Crime and Violence with Injury (Excluding Domestic Abuse) by volume and rate per 1,000 population.

Chart 3 - Serious Youth Violence, Knife Crime and Violence with Injury (Excluding Domestic Abuse) by volume 5-year trend.

There is a similar fluctuation across London, particularly in relation to knife crime which has continuously risen since January 2016. As Chart 4 illustrates, recent reductions in Croydon in terms of Knife Offences, means the borough is currently below the London Average.

Serious Youth Violence and Non- Domestic Violence with Injury cases remain at a high rate in London in December 2018 than they were in January 2014. (Charts 5 and 6) It is also worth noting that the period between May-September, in every year between 2014 and 2018, sees the highest spike in violence with injury offences. This trend is evident in Croydon and across the capital.

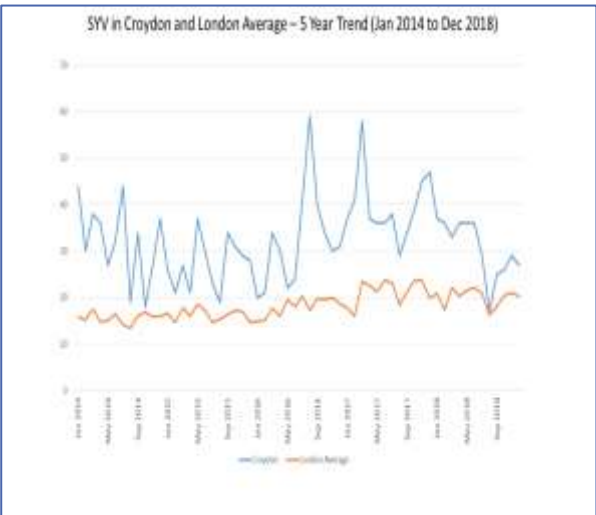
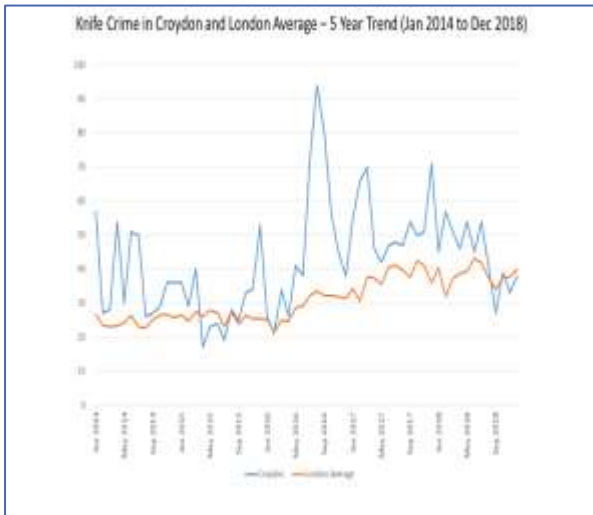


Chart 4 – Knife Crime in Croydon and London Average – 5-year trend (Jan 14- Dec 18)

Chart 5 – Serious Youth Violence in Croydon and London Average – 5-year trend (Jan 14- Dec 18)

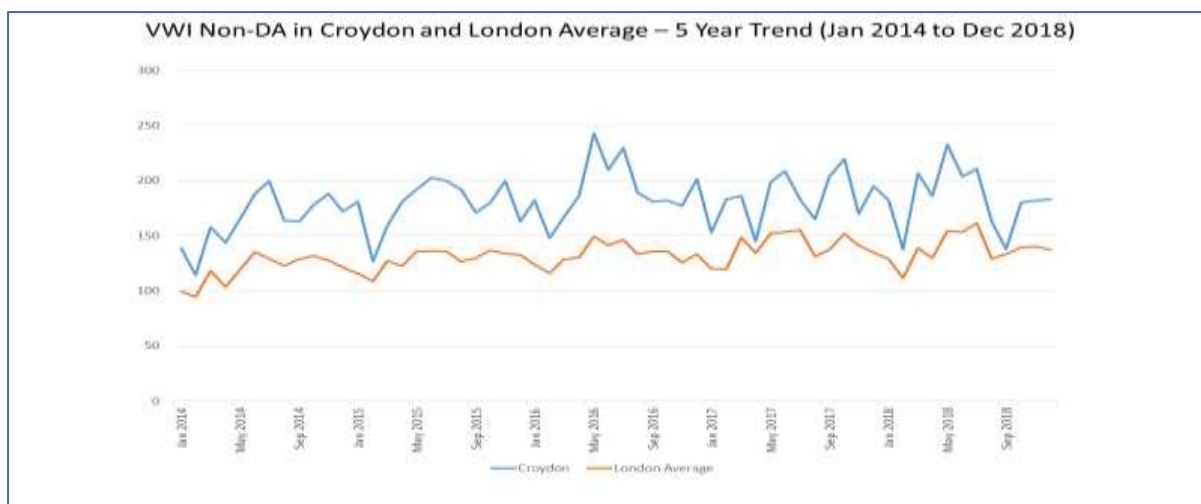


Chart 6 – Violence with Injury (excl Domestic Abuse) in Croydon and London Average 5-year trend (Jan 14- Dec 18)

Findings from the Vulnerable Adolescents Review

In 2017/18, the Children’s Safeguarding Board undertook a thematic review of 60 vulnerable adolescents with poor outcomes or who were of considerable concern. The review included a detailed analysis of their history, their family backgrounds, gathered from a wide range of agencies who had had an interaction in their lives. These findings have influenced and been reflected in the themes and priorities for Croydon’s approach to Violence Reduction as set out below.

Key Facts	Key Findings
Over 50% of the cases were known to Social Care by the time the young person was aged 5.	Finding 1 – Early Help and Prevention is critical. – There are windows of opportunity to intervene in Children’s lives (to safeguarding them from exploitation/harm or reduce offending behaviour) but the limited range and availability of preventative services means these opportunities are missed.
42 of the 60 Children were referred to Child and Adolescent Mental Health Services. There was no mental health diagnosis in 43% of referrals	Finding 2 – Greater recognition to children’s emotional health and wellbeing is needed – The emotional wellbeing of children was the most significant factor that influenced their behaviour and outcomes.
In 42% of cases, domestic abuse was prevalent	
28% of families lived in temporary accommodation	Finding 3 – An integrated whole systems approach is needed across agencies, communities and families – Children’s and adults needs are viewed separately and presenting issues are reacted by crisis intervention. There is a need to embrace family, kinship and communities.
In 72% of cases, the Parental Father was absent in the family home	
19 of the 60 children had been fixed term exclusion in Primary School. In 85% of cases the reason for exclusion was physical assault	Finding 4 – Schools should be at the heart of multi-agency intervention – Schools are placed at the very heart of multi-agency provision
All 19 children who received a fixed term exclusion in primary school received a criminal conviction in later adolescence.	
There was a disproportionate number of Black Caribbean and White and Black Caribbean boys and girls in the cohort	Finding 5 – Disproportionality, linked to ethnicity, gender and deprivation requires attention and action – Children from a Black Caribbean and White and Black Caribbean heritage were over represented, as were children whose circumstances rated highly on the deprivation indices.

Our definition of violence

We know that violence is an intergenerational issue. Lived experiences of violence, loss, bereavement, bullying, from an early age, have a defining impact in later life. As well as the increased health related problems, those who suffer violence are more likely to experience relationship violence in later life.

Croydon recognises the importance of defining violence is all its forms. Therefore, our definition of violence in Croydon is based on how we define domestic abuse. It includes: -

“Controlling, coercive, threatening behaviour, violence or abuse. It can be carried out directly, through others, on -line or other digital forms”

We will place the learning from the Croydon FJC at the core of our approach, expanding their skills and knowledge across other type of violence which impacts our society.

The categories of violence includes: -



Diagram 2 – Croydon Violence Reduction Approach – categories of violence

The Croydon Approach to Addressing Violence Our Framework and priorities

The following section sets out a framework for the Safer Croydon Partnership to enable the borough to deliver a long term violence reduction approach.

The framework that is set out below is based on the Contextual Safeguarding approach adopted in Croydon. Contextual Safeguarding looks at how the person, the home, the family, peers, school and the neighbourhood, can each play a key role in the risk factors for a young person in keeping them safe.

The Croydon Violence Reduction Framework comprises of 5 key themes. Each theme is of equal importance to delivering long term reductions of violence that we aim to achieve for the borough.

We know that to be successful in reducing violence we will need to take a long-term approach. However, there are a number of cross cutting priorities that we need to start to deliver, building on the foundations that already exist. This section also sets out those priorities and the actions we need to take to deliver them.

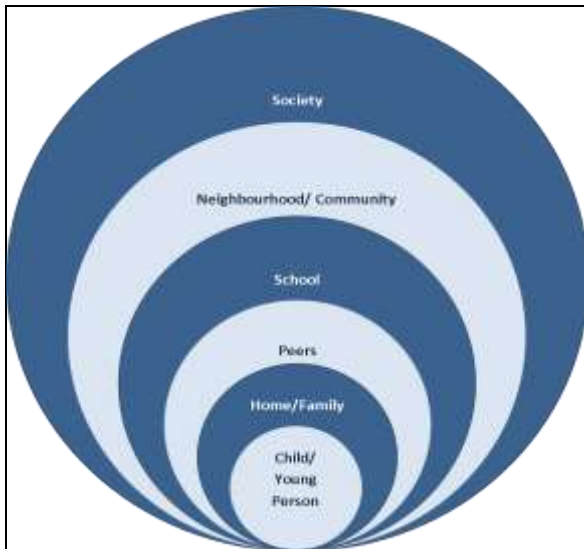


Diagram 3 – Contextual Safeguarding Approach



Diagram 4 – Adverse Childhood Experiences

The Violence Reduction Approach connection to other borough priorities



Diagram 5 – Current Strategies and Reviews related to Violence Reduction

The Croydon Violence Reduction Approach is one of a number of strategic ambitions for the borough over the next ten years. These ambitions have a shared aim to provide support for those at risk and who are vulnerable, so that they can achieve their potential.

Theme 1 – Using Data to drive our approach

AIMS

- To reduce Serious Youth Violence, Knife Offences and Non-Domestic Violence with Injury offences in Croydon to below the London average – December 2021
- To develop an evidence based analysis of the causes of violence to ensure our multi agency intervention programmes are most effective – Starting July 2019.

Gathering data that can identify existing and new trends is core to prevention and changing outcomes long term.

By data we do not solely mean crime data. We need to understand what the underlying causes are that leads to a person becoming involved in violence. Those causes can often date back to early childhood experiences, family breakdown, bereavement, physical, verbal or sexual abuse, substance abuse, mental illness or incarceration. These are often referred to as Adverse Childhood Experiences. For some children they experience multiple adverse experiences, which are repeated in early childhood and adolescence. Where appropriate, long-term support is not provided, the young person is at much greater risk of health-related problems, risk taking behaviour and becoming involved in abusive relationships in adolescence and early adulthood. We refer to this as the “**Continuum of Violence**”.

We need to use the data we hold and build on the recommendations of the Croydon Vulnerable Adolescence Review (VAR) to plan our interventions and focus on what works.

Our data needs to identify the changing trends at a local community level so that agencies can apply preventative programmes before violence takes a hold. We need to be able to

identify the factors that hold some people in a cycle of violence and how we can intervene to break that cycle.

Evidence shows that children who experience many Adverse Childhood Experiences (ACEs) that cause excessive stress are more likely to develop health-harming and anti-social behaviours, perform poorly in school, be involved in crime, and are ultimately less likely to be a productive member of society. Approximately 9% of children will experience 4 or more ACEs and are at a very much higher risk of experiencing worse outcomes as an adult. Using Adverse Childhood Experiences as an indicator, we need to provide agencies with a common screening tool, which allows them to take the same approach to key risks and protective factors related to violence.

Actions

- ✓ Develop a multi partnership data base from across a broad range of services which can drive our prevention and intervention approaches. This will require a staged approach with stage 1 completed by April 2020.
- ✓ Provide trauma informed training for all agencies delivering services to reduce violence. The training will include Adverse Childhood Experiences, understanding risk and protective factors and how they relate to contextual safeguarding.(Complete by September 2020)
- ✓ Create a simple, Common Screening Tool for use by all agencies delivering preventative and intervention programmes. (Complete by April 2020)

Theme 2 – Preventing Violence Before It Occurs

AIMS

- Early identification of young people and families at risk of becoming involved in violent or aggressive behaviour
- Providing early intervention and support programmes for identified young people and families to prevent at risk behaviour, reduce isolation and increase inclusion and a sense of belonging.

By taking every opportunity to intervene early, we can be more successful in preventing the long-term harm that violence can cause. Using evidence-based data, we have the opportunity to provide support programmes for those young people and young adults who are showing the indications of behaviour that increase their risk of becoming involved in violent relationships in later life.

As highlighted by the key findings from the Croydon Vulnerable Adolescents Review, we know that intervening in the early stages of a person life can have a profound impact. We need to ensure that those working with children from pre-birth to the early years have the knowledge to recognise challenges in the family home and the skills and support to address them. This includes midwives, health visitors, family nurse partnerships and health visitors.

A preventative approach means that we need to take every opportunity to prevent violence in our society, in our homes, with our families, in schools, our neighbourhoods and where we work. We need to use these settings to equip people with the skills to recognise the early signs and provide support that can help address the underlying causes of violence and conflict.

There is a body of evidence, including the findings from the Vulnerable Adolescents Review that highlights periods, or points in time in a person's life journey when the offer of support can be most effective. These fall under two headings (see diagram below): -

- **Points of transition** – There are significant moments which present the greatest opportunity to positively impact in a person’s life. Early Years support 0-1, pre-school to Primary School, the transition between Primary School to Secondary School, the period prior to and post of GCSE’s, the key age period of 19-24 as part of the journey from adolescents to young adulthood. Early intervention means maximising these points of transition at these key times in their lives, providing emotional, social and practical support to overcome them.
- **Points of Influence** – There are significant events in a person’s life which can act as an opportunity for change. Providing youth service support in Hospital Trauma Units to support a victim of a serious violent assault is often described as a “teachable moment”, which if grasped can help a start a journey of change. Points of influence include when a friend or family member is a victim of a violent assault, a bereavement, falling in love, having a child, getting meaningful employment where you feel “YOU” are valued. These events, even the most tragic, can create a desire to change and provide an opportunity to plan with the individual, or in some circumstances a group, the steps to make permanent positive decisions in their lives.

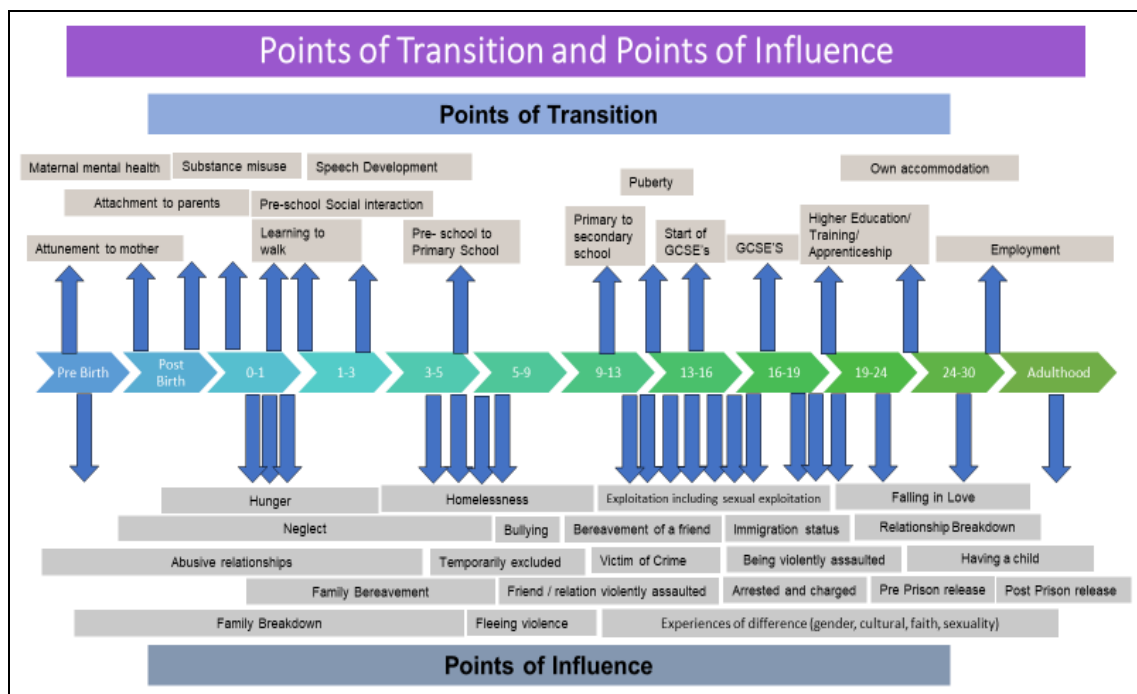


Diagram 6 – Early Intervention – Points of Transition and Points of Influence

We need to recognise the importance of safe places in people’s lives. For those with experiences of violence, that is sadly not always their homes. This is particularly relevant for victims of domestic abuse or elder abuse, including those who are witnesses.

For many young people school is a safe place and provides the environment there they can grow emotionally, socially and academically so that they can reach their full potential. Building preventative programmes within primary and secondary schools and providing support for those young people who are showing the signs behavioural challenges is at the core of our preventative approach. This means working with schools to recognise those signs and to provide a consistent offer of support.

A preventative approach also means providing support at a local community level. Having a range of services which can support families, practically, socially and emotionally is vital. Using the Croydon Localities model, we aim to work with local communities to develop the support that can provide practical help to tackle some of the underlying issues which caused violence to occur.

We also recognise the vital role that our faith communities can play in preventing violence. Attending a church, a mosque or a temple can be one of the few occasions that brings a family or community together on a regular basis. Croydon's vibrant faith sector provides us with an opportunity to help people access support and seek help at an early stage.

Actions

- ✓ Develop a consistent trauma informed, prevention programme in schools and colleges which enables staff to recognise the symptoms adverse experiences and provide early support (complete by April 2021)
- ✓ Review how the learning from the Croydon FJC can support our preventative approach to support other categories of violence such as elder abuse, abusive relationships for teenage parents, Female Genital Mutilation and Modern-Day Slavery.(complete by Sept 2020)
- ✓ Clear alignment of early intervention and prevention services for women and girls who are at risk of violence, so that key support services can be accessed more easily. This includes the alignment of the FJC and Family Nurse Partnership. (complete by April 2020)
- ✓ Create a clear directory of voluntary and community sector services at a local level that can be provided to schools, support services and partner agencies. (complete by April 2020)
- ✓ Work with Faith Leaders to provide training and awareness raising regarding violence prevention. (complete by April 2020)
- ✓ Create a support network through Faith Leaders so that families and individuals can be guided to support services. (complete by Sept 2020).

Theme 3 – Community Based Support

AIMS

- To create a network of skilled, community organisation's working in collaboration to deliver violence reduction intervention programmes
- To build a network of trained, community based people who have influence and can help navigate those who want help into appropriate support.
- For all community and voluntary organisations delivering violence reduction programmes to be trained in trauma informed practice.
- Apply and obtain external funding to strength and sustain the community and voluntary violence reduction provision.

Those who have experience of violence often describe not having people around them who they can talk to and relate with. The normal network of a supportive home environment and the positive interaction of family, friends or an adult network, is not readily available. Yet it is this network of support, someone who you can turn to for help and advice that can have the biggest impact in helping make positive life choices.

Building a network of community based support at a local level, so that those who are experiencing violence can navigate and find pathways that lead away from conflict and violence, is key. By creating local community leaders, or Navigators, providing them with the skills and training to offer support and sign post those they work with to local agencies, we can effect real change.

It is vital that we build on the existing platform of community support, combining skills and enabling voluntary and community organisations to support clients collaboratively.

We can use the wider community and voluntary sector offer in Croydon to provide schools and other agencies with a menu of community-based programmes which they can access, with the knowledge that those services have adopted a consistent and collaborative approach in assessing risk and offering emotional, practical and social support.

The priority for Croydon is to focus our community solutions by investing and developing local people who can become a support network in their local area, being both a voice and a connection between those who need help and the services who can provide it.

Investing in and harnessing the talent and provision that exists in the community and voluntary sector is key to success in Croydon. Being open and transparent in how agencies work, and the standards expected will need to be embedded if organisations at a local level are being asked to share their skills and resources. Therefore, we need to support our lead voluntary sector providers to establish standards that every organisation can aspire to.

Action

The suggested principles of community based solutions for Croydon includes: -

- ✓ Every commissioned service involved in Violence Reduction in Croydon has to commit to training and employing local people as part of its service. That includes the development of service clients who have the potential of becoming advisers, mentors or local role models. (complete by April 2020)
- ✓ Every worker is trained to understand Acute Childhood Experiences and trauma. (complete by April 2021)
- ✓ We will establish a collaborative approach between voluntary and community organisations, supported by the Violence Reduction Network to seek external funding aimed at the development of local people and local agencies as part of the network. An external funding plan will be developed, led by existing Croydon voluntary sector infrastructure organisations, aimed at accessing long term financial support focused on mentoring, youth development, education, small social enterprises, training and business development for small community and voluntary organisations (complete by April 2020)
- ✓ Place service clients at the heart of the community solutions framework. This includes actively seeking those who currently have influence at a street level, working locally to help those affected by violence to make positive choices. Whilst this requires careful planning and monitoring it has been highly successful in other parts of the London and Nationally. (complete by September 2020)
- ✓ Upholding Croydon's track record in delivering projects that use relationship-building and peer-support to directly engage local people in running activities that keep communities healthy and safe. This includes supporting local organisations by taking an asset-based approach that identifies opportunities to build stronger, more resilient communities.(complete by April 2020)

Such an approach will redefine the relationship between those who operate at a street level and want support and the agencies who can provide it. The role of Youth Agencies is a vital component to this approach, particularly if the opportunities can be extended to those who are part of the local community.

Theme 4 - Targeted Interventions

AIMS

- To ensure that there is a co-ordinated, bespoke, multi-agency family-centred programme of support for extended families who are affected by violence.
- To improve the access to key intervention services, reduce delay and increase the outcome in terms of emotional health and wellbeing.

Targeted intervention is based on a clear safeguarding, case management approach. It is not solely focused in on the individuals who are involved in violence but uses the principles of a family centred approach. Our targeted intervention model aims to address violence, by looking at the wider family and connected family dynamics. It supports children, young people and their families who struggle with symptoms of trauma to access targeted provision.

A core element is access to mental health support. This was a key finding from the Vulnerable Adolescent Review which highlighted that emotional wellbeing of children was the most significant factor that influenced their behaviour and outcomes. We will work across health, educational and community organisations so that there is a greater recognition to children's emotional health and wellbeing. We will look to review the current access to mental health support to ensure that clients can get the help at the point of need not the point of crisis.

One of the key findings from the Scottish Violence Reduction Unit was the detailed analysis of the wider family, identifying how relationships across an extended family had an intergenerational impact of ingrained coercive, controlling and violent acts. The analysis highlighted the significance of these family relationships and how reinforced experiences of violence across extended families, resulted in violence being a norm.

We will use this learning and develop it through our existing programmes of support for families, where violence is a feature across generations.

Actions

- ✓ Review the current multi agency risk management panels related to risk and vulnerabilities to reduce duplication and improve the co-ordination of intensive support. (complete by September 2019)
- ✓ Carry out a detailed analysis on key families and connected families to develop a targeted multi-agency intervention programme focused on each aspect of their lives. (complete by June 2020)
- ✓ Working with colleagues in Public Health, CCG, CAHMS, SLAM, schools and the voluntary sector, we will review the current mental health provision in Croydon with the aim to extend local provision and how people can access it, so it is easier and more relevant to the current needs. (complete by September 2020)

Theme 5 – Intensive Intervention and Enforcement

AIMS

- To provide bespoke, specialist mentoring support for identified individuals looking to move away from violence
- To co-ordinate multi agency enforcement action against individuals or families who pose significant risk of violence in our communities.

We know that many of the people who are caught in the cycle of violence, both victims and perpetrators are seeking a way out. We want to ensure that Croydon has highly professional services and support to help those that need it. This includes emotional, practical and social support, so that the decision to move away from violence is not just a short-term success but is a long-term achievement.

High quality intensive intervention needs to be led by high-level trained specialist mentors with the skills to provide support. It will need to include psychological support and access to professional services through a simple referral process. It will need to include social readiness in the forefront of job readiness, so that social skills can be developed.

We will need to review the housing offer, for those fleeing violence and ensure that current schemes, including those where victims or perpetrators are placed in Croydon, are fit for purpose and joint decisions of support can be established prior to a move taking place.

It will be our intention to use enforcement action where the offer of support is refused or rejected and the individual, or group, pursues a behaviour that places them, or those around them, at serious risk of harm.

Our violence reduction approach aims to integrate enforcement action as a key part of its intervention approach. Our intention will be to use the full range of enforcement options available across our partners, recognising the vital role that the wider Borough Command Unit, Central MPS Commands, British Transport Police, National Crime Agency and Ministry of Justice enforcement resources can offer. This includes working with enforcement agencies to address county lines drug markets which have a significant impact in terms of violent conflict local, regionally and nationally.

Action

- ✓ Review the current specialist mentoring provision in the borough with a view to increasing the capacity. (complete by April 2020)
- ✓ Review the current psychological support, skills and training for specialist mentoring in the borough. (complete by April 2020)
- ✓ Ensure that there is senior management attendance as key risk management meetings to improve the allocation of resources. (complete by September 2019)
- ✓ Review the range of enforcement interventions that are currently being applied with the aim of maximising the powers available. (complete by September 2019)
- ✓ Work closely with the National County Lines Co-ordination Centre to disrupt and tackling drug markets. (complete by September 2019)
- ✓ Assess the current employment and skills training for those looking to exit lifestyles of violence to ensure that they are fit for purpose. (complete by April 2020)
- ✓ Carry out a detailed analysis of elder persons abuse to assess where the current gaps of intervention exist (complete by April 2020)

- ✓ Review the current approach to Modern Day Slavery in terms of multi-agency enforcement and support for survivors. (complete by November 2020)
- ✓ Develop the Drive Programme so that it can become a core service offer.(complete by April 2021)
- ✓ Review and streamline the current rehousing approach for “at risk” clients. To include current cross borough referral into Croydon. (complete by November 2019)

Our Cross-Cutting Priorities

Building on the Foundations that have already been laid

The following section sets out the cross-cutting priorities that are key to delivering a public health approach to violence reduction for Croydon. They build on the foundations that already exist in our communities and voluntary sector, the progress made within our educational establishments and the partnership working that is embedded across agencies.

They are the key priorities that have been consistently voiced by local communities, with young people and by those directly affected by violence; offenders, victims and families.

Our ambition is to achieve long term reductions in violence. The cross-cutting priorities, set out below, are key to achieving those sustained reductions and respond to the current challenges that are consistently highlighted by residents, voluntary organisations and services in the borough.

Every person understands the role they can play in reducing violence

Violence does not have to define people, a family, an organisation, a community or a place, but experiences of violence can feel overwhelming, particularly when there are multiple experiences of violence. Seeking support can feel overwhelming, when the people close to you are the ones you feel least able to ask for help. This combination often results in the impact of violence being buried, exploding at a later time and with more devastating, long-term effects.

This challenge is not limited to an individual or a family. Trauma can impact people who live in an area affected by violence, the faith congregation, local clubs, the work place, or even a whole organisation. Recognising this wider impact and providing people with the skills to help others overcome it, even the smallest of acts, can have a significant impact.

By developing a “community” which recognises the simple steps that everyone can take to help support those that suffer from the trauma of violence, we can ALL make a difference.

By changing our approach, we can help people move from being “overwhelmed by”, to “overcoming” their experiences. Our ambition is to create an environment where people across organisations, in our businesses, community and voluntary sector have the skills and knowledge to support those suffering from trauma, helping to refer them to the services where they feel comfortable and which reflects their needs.

What will we do?

- ✓ We will establish a programme that raises awareness of what we can all do to prevent violence by understanding trauma and the simple steps we can all take to address it. (complete November 2019)

- ✓ We will provide specialist training so that there is a network of support in communities, our voluntary sector, schools, business and our public services to help those who suffer from trauma. (complete by April 2020)
- ✓ We will establish advisors who can help sign post people to support and help guide them to overcome trauma in their lives. (complete by June 2020)
- ✓ We work with Street Doctors to provide training in schools and at a community level so that people have the skills to treat a gun shot or knife injury before health professionals arrive. (complete by April 2020)

Developing community-based networks to help those impacted by violence navigate the challenges they face.

The World Health Organisation research highlights that building relations between caring adults and those affected by violence, building social skills and provide sustained relationships, can have a profound impact in violence prevention.

We know that local solutions delivered in local areas matter. The Croydon Localities approach provides the ideal opportunity to establish community Navigators, trained individuals who can provide the time and compassion to help people explore routes away from violence and conflict. By working with skills and employment services to support our Navigators we can create readiness for work pathways that improve access to meaningful employment.

Croydon's voluntary and community sector has been highly innovative through its programmes of asset-based community development activities such as early intervention partnership, Best Start and delivering family support. We will aim to build on these programmes, developing the strong relationships and harnessing the existing skills that have been established at a local level, at the core to our approach.

What will we do?

- ✓ We will be ambitious in our plans to establish Croydon Navigators, key people who live a work in local areas who can build positive relationships and help those affected by violence to find pathway so they can reach their potential.(complete by July 2019)
- ✓ We will actively seek people who are willing to take on this role, providing them with training and support, developing the roles into career pathways into education and employment. (complete by September 2019)
- ✓ We will establish work readiness programmes using our existing employment and skills services to provide greater access to meaningful, paid employment. This will include designing and establishing social enterprise schemes delivered through our asset-based community development activities. (complete by December 2020)
- ✓ We will establish youth workers in Croydon University Hospital to support those who suffer from gun and knife injuries, their friends and their families. (complete by April 2019)

Focusing on the vocabulary of INCLUSION

For many people who exhibit disruptive or violent behaviour, exclusion is an experience that they feel at home, in their peer groups and their local neighbourhood. There is a wide range of issues and challenges that can cause disruptive or violent behaviour. They will vary for the individual, their experiences from early years, within their family and the specific personal needs they may have.

What is clear is that providing an environment where young people feel included and supported can have a positive impact in terms of a young person's emotional and social development. The school environment plays a vital role in this development, but it is also clear from the findings of the Croydon Vulnerable Adolescent Review, and in the development of both Contextual Safeguarding and Adverse Childhood Experiences, that an inclusion approach requires support within the environments of the family, school and local neighbourhoods.

Our aim is to create the environment where services and agencies start from the point of inclusion. This will require refocusing the support services that are offered, to address disruptive and violent behaviour through early years support, within primary schools and the transition between primary and secondary school.

Our Pupil Referral Units play a vital role in providing key support for young people who display violence and aggression due to social and emotional isolation. The facilities within some of our Pupil Referral Units offer the potential of being used as part of a wider, community based, inclusion offer.

We recognise the challenges that this approach will pose to our schools, colleges, service providers and employees and the resources that will be needed to achieve this. However, it is an approach that is vitally needed if we are to achieve the ambition of long term reductions of violence that we are seeking.

What will we do?

- ✓ Develop and deliver interventions that promote inclusion at a community level, in schools, colleges and the workplace. (commence November 2019)
- ✓ Identify additional resources that can provide an "Inclusion Intervention Offer" in schools and colleges, or as part of work readiness. (commence January 2020)
- ✓ Work with schools to develop a model of understanding of trauma for both staff and pupils. (commence September 2019)
- ✓ Review the current Information flow between key agencies and schools so that early support can be provided to young people at risk of becoming involved in violence. (commence September 2019)

Recognition of the importance of culture and identity for families and young people.

Croydon is a borough which is proud of its rich cultural diversity. Culture and identity is not just defined by faith, ethnicity, gender or sexual orientation, it is the vibrancy that comes from the personal and social interactions that take place across our communities, how the diversification of those experiences enriches each generation.

For some young people and young adults it can create questions of their identity, trying to find where they fit between the culture of their family and the culture of their peers. Parents or elders may define their cultural identity in terms of their position in their community or their faith, how shame can significantly damage that position, their cultural heritage, and their ambitions for their children and grandchildren.

Young people and their cultural identity will be influenced by the society around them, the diversity and values of the people they meet, the music and social media that is relevant to their lives. As 61.9% of the under 18 population are second or third generation Black and Minority Ethnic (BAME) young people, this group may be more adversely affected. They may recognise the cultural identity of their parents, but it is a part of their experiences, set in the context of wider social and personal experiences. Identity will also be shaped by personal experiences of disadvantage. This can include oppression, race, gender, sexual orientation or religion.

The understanding of the connection, or intersection, between these experiences, which shape a person's identity, do not exist independently and it is vital in how we design and deliver interventions. The risk of not understanding the intersection between these experiences is that we deliver "support" in a way which could have an adverse impact to the person and the relationships around them.

This sense of "Identity" has been highlighted by the community and voluntary organisations who provide support across our diverse communities. There is evidence that the challenges of culture and identity are becoming increasingly relevant in terms of violence prevention. Recent incidents between different communities directly relate to identity, culture and inequality and have been expressed in terms of disadvantage and a sense of oppression.

These are real challenges, highlighted by the evidence of disproportionately in the Vulnerable Adolescents Review. We aim to work with organisations and families to better understand the importance of culture and identity and develop programmes that can recognise different generational perspectives so that cultural identity is a positive influence, defining "Who I am, What I am and Who I want to be". This will ensure that any intervention is delivered in a way that does not create a division within or destabilise the dynamics of the family.

What will we do?

- ✓ We will develop a range of Culture and Identity Programmes with our voluntary and community sector, working alongside our schools and front line agencies who are delivering intervention programmes (programmes developed by December 2019)
- ✓ The programmes will be shaped at different aspects of identity in a way that can be applied universally or used for specific challenges in local settings. (developed by December 2019)
- ✓ Ensure that an understanding of culture and identity, is a key part of our screening and assessment process, incorporated into our approach to Contextual Safeguarding, Adverse Childhood Experiences and trauma awareness. (complete by April 2020)
- ✓ Review how we work with communities in recognising so called honour-based violence and where to get support. (review complete October 2019)

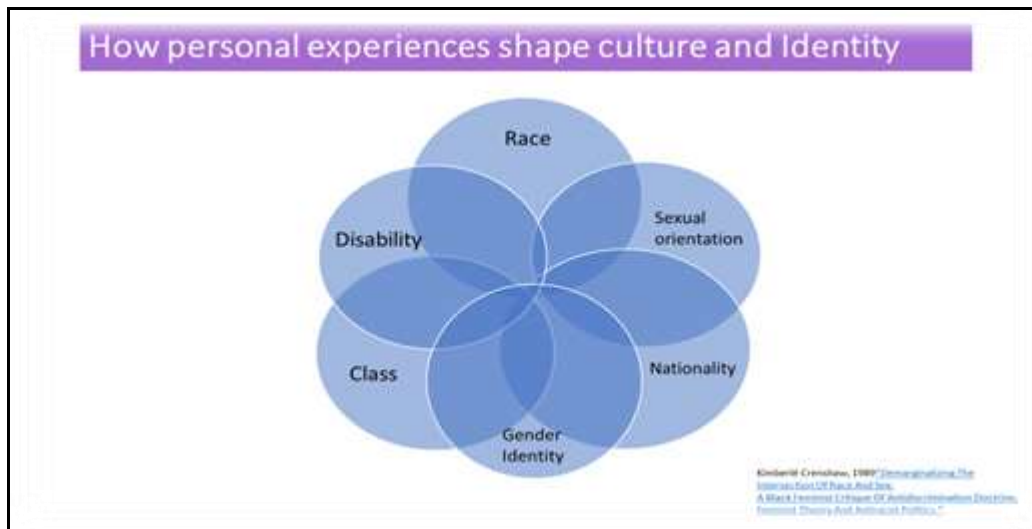


Diagram 7 – Culture and Identity shaped by personal experiences

Social media and violence

There is considerable debate concerning violent media and social media content and its impact on aggressive and violent criminal behaviour.

The broad consensus amongst youth agencies and academics is that exposure to violent media, including social media, increases the likelihood of aggressive behaviour in the short and long term, increases hostile perceptions and attitudes, and desensitises individuals to violence. In 2015 the Office for National Statistics identified that children who spend 3 hours or more on social media sites are more the twice as likely to suffer poor mental health. The report also highlighted children who are over exposed to social media can experience a delay in the social and emotional development and can suffer increased fear and anxiety.

However, the evidence linking violent media content and violent criminal behaviour is less clear. Recent research emphasises that media, including social media does not directly cause serious acts of violence, which tends to occur where there are other multiple risk factors which come together at a certain time, in a certain space, and within an individual.

These risk factors, such as trauma from family breakdown, experiences of violence, bereavement, being a victim of violence, neglect, homelessness, sustained periods of hunger, a sense of not belonging, increase the likelihood that violent social media has a direct effect on an individual's violent behaviour.

There is a clear need to focus on social media as part of our overall approach to addressing violence. The Catch 22 report "Social Media as a catalyst for Serious Youth Violence" sets out a number of key challenges, related to the impact of social media and violence:-

- Lack of legal and organisational guidance – There is a general lack of guidance on how frontline professionals can and should be using social media from both an organisational and legal perspective.
- In inadequate training – current training does not reflect the use of smartphone and social media applications.
- Limited supervision – There is insufficient oversight of, or engagement with children's use of social media.

What will we do?

We will work with schools, voluntary and community sector and criminal justice agencies to ensure the following steps are in place.

✓ Prevention

- Professionals working with young people, will be provided with sufficient, up-to-date training on social media on a regular basis. It will include specific content that focuses on the exploitation of young women. (developed by December 2019)
- Develop online resources explaining the basics of the main social media platforms and advice for parents and carers so they can have a greater oversight of their children's activity on social media, how to identify it and steps to address it. (developed by December 2019)
- We will review and update our current legislative guidance regulating the powers of the Council, Police and Criminal Justice Agencies, to monitor online content balancing the respect of people's rights to privacy and the imperative of safeguarding vulnerable children and young people. (complete by April 2020 2019)

✓ Intervention

- Professionals working with young people will be encouraged to actively use social media (particularly online content that is fully public) to better inform and support their frontline practice, building their increased knowledge as part of their intervention programmes. (Ongoing commencing September 2019)
- We will ensure that our risk and protective factor interventions for individuals or groups who are at risk of being involved in aggressive or violent acts includes a focus on understanding social media content that relates to violence. (Complete by April 2020)
- We will work with our voluntary and community organisations to provide guidance on social media and its impact of aggressive or violent behaviour, to their frontline practitioners, as part of their intervention programmes. (complete by April 2020)

Croydon Violence Reduction Network - Adopting a collaborative approach

No one agency or one organisation can deliver the long-term reduction in violence that we are seeking in Croydon. We need to combine our resources and invite that those have the best skills and knowledge to lead on the themes and deliver the actions that will make the most difference. This may include the collaboration between different partners from different backgrounds because we recognise that, combined, they have the strength to achieve better outcomes. This includes co-delivery between statutory and voluntary sector organisations, businesses and health providers.

What will we do?

- ✓ We will refer to our approach as the Croydon Violence Reduction Network.
- ✓ We will create a mission statement that sets out our intentions to reduce violence that can be shared and owned by all of the boards and forums involved in delivering our violence reduction approach. (complete September 2019)

- ✓ We will identify which board or forum is best placed to lead on the themes and priorities and invite them to take the lead, providing support as required. (complete August 2019)
- ✓ We will work with community and voluntary sector partners, faith and business communities to bring complementary services together so they can collaborate, in providing the best outcome for clients and maximise funding opportunities. (commence July 2019)

Delivering our Violence Reduction Approach

How we will deliver success?

The Governance of the Framework remains a council function, and each partner agency would be responsible for their own decision making with regard to implementation. However, in terms of delivering the themes and priorities of the Public Health Approach to Violence Reduction we will develop a comprehensive Delivery Plan through engagement with the existing multi-agency structures of the Local Strategic Partnership including the Health and wellbeing Board, Safer Croydon Partnership, Children and Families Board, Safeguarding Children and Safeguarding Adults Board and Future Place Board.

We will use these existing boards and forums to monitor and undertake the delivery of the actions related to the themes and key priorities of the Framework. We will identify which board or forum is best place to lead, design and deliver the actions and ensure that this is shared across partnerships. Regular updates on progress will be provided to Croydon Council's Cabinet. Relevant decision making will be referred Cabinet/Council as necessary,

Each theme or priority within the Delivery Plan will have a Strategic Lead identified who will be held accountable for the ensuring delivery and monitoring progress, based on their expertise. This approach will embed the ownership of Public Health Approach to Addressing Violence across a wider range of organisations, maximising the skills and knowledge of the strategic partnerships.

The Framework recognises the value of the localities approach in terms of delivering the key actions at a local level. In recognition of the intention to involve as wide an audience as possible in delivering long term reductions in violence the Public Health Approach to Addressing Violence in Croydon will be referred to as the "Croydon Violence Reduction Network".

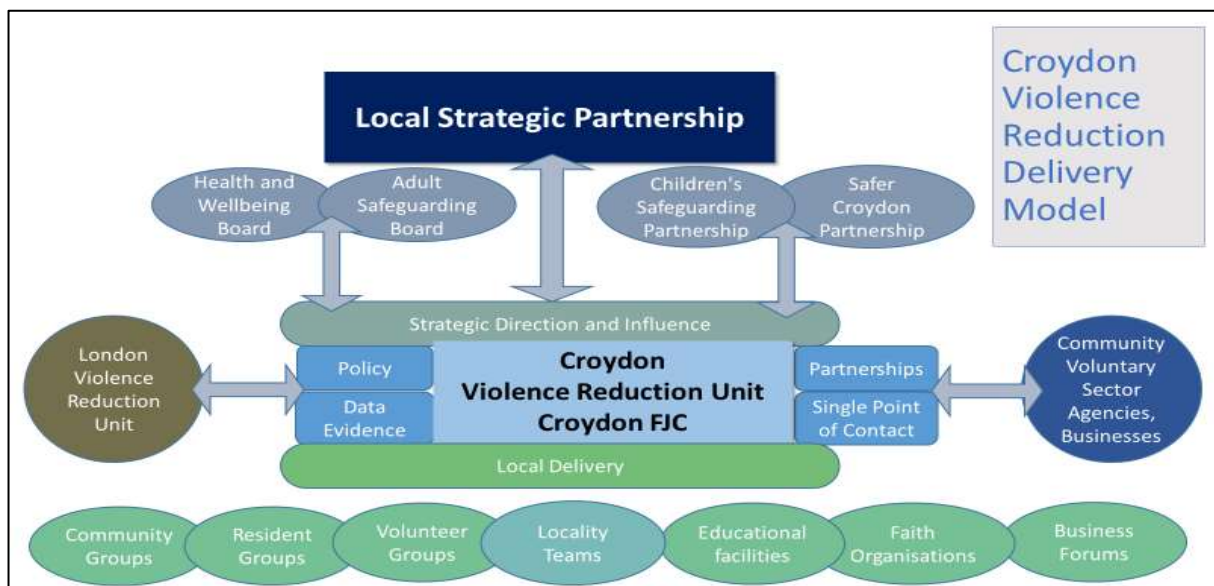
Finally, the Framework highlights the direct link with the Croydon Approach to Violence Reduction and the current delivery model that is being developed by the London Violence Reduction Unit (VRU), recently established by the Mayor's Office for Policing and Crime (MOPAC). It recognises the importance of aligning the themes and priorities set out above, with the priorities that emerge from the London VRU, whilst recognising the local Borough context.

There will be a small central team, referred to as the Violence Reduction Network who will have both the influence and responsibility to ensure that the partnership boards and forums are taking the lead for the themes and delivering the priorities. They will identify new partners who can play a crucial role in terms of delivery and finding additional resources. They will lead in developing the evidence and data and providing the information across the Croydon Violence Reduction Network so that all agencies to share knowledge and information.

The Family Justice Centre (FJC) will be at the centre of the Violence Reduction Unit. It will act as a single point of contact for agencies and services to signpost Domestic, Sexual Abuse and Violence clients to the most appropriate support. In certain circumstances the FJC will take on an advocacy role, ensuring that coordinated action is taken where there is an increased risk to a client, family, group or community. They will use their influencing role to identify gaps in services, working with partnership leads to address them.

Importantly will develop interventions using our Localities approach, bringing together local agencies in local areas so that we can have the maximum benefit for those who need our help.

We recognise that to be successful, we need to build from a community level. Our voluntary and community sector organisations are at the heart of our delivery and will be crucial in creating the local networks of support, designing solutions by listening the reflecting what is needed at a local level.



CROYDON FJC

The Croydon FJC is a centrally located service offering a multi-disciplinary approach for victims of domestic abuse and sexual violence and their children. The service is open to all those experiencing abuse and can offer support at any stage of need. The FJC seeks to offer victims wrap around support and to prevent individuals having to go from agency to agency, telling their story repeatedly, in order to get the help, they need.

The FJC is run by a multi-agency team that works to provide families with access to support by;

- Listening and responding to the needs of service users, including children, in a safe way.
- Facilitating access to a wide range of domestic abuse and sexual violence expertise, support and services in order to meet the needs of service users and their children.

The multi-disciplinary team provides:

- holistic assessment of need and risk;
- advice and support on all aspects of domestic abuse and sexual violence;
- Legal advice and support to obtain civil orders
- support and advice to access emergency safe accommodation
- support to access specialist services and advice, including no recourse to public funding issues, support for children, and rape and sexual abuse;
- drop-in and appointment service

- A domestic abuse helpline for survivors and practitioners.
- Support for professionals working with Victims by means of Case consultations and attendance at both statutory and non-statutory meetings
- Work as part of the multi- agency teams in MASH and adult social care SPOC

Croydon Violence Reduction Approach – Influencing at a Regional and National Level

We also recognise the important role that Croydon has in terms of the London Violence Reduction approach. We will ensure that we work closely with the Mayor’s Office of Policing and Crime in the shaping the London wide Strategic Priorities.

We will continue to use our regional influence with neighbouring authorities with the aim of building a strong evidence base on what is driving violence and the steps we can take, across our borough borders to address them. This includes a wider understanding of serious violence, organised crime and its links to modern day slavery, county lines and exploitation.

We believe that violence is a global challenge and as set out by the World Health Organisation, requires a global response. We will look at how we can work with academic institutions to carry out social research that can provide a detailed understanding of the local picture of violence and how it connects with national and international factors so that our long-term approach is seen as part of a “world-city” and global ambition to reduce violence across all societies.

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REPORT TO:	CABINET 10 June 2019
SUBJECT:	Croydon's Approach to Apprenticeships
LEAD OFFICER:	Shifa Mustafa – Executive Director Place
CABINET MEMBER:	Cllr. Manju Shahul-Hameed – Cabinet Member for Economy & Jobs
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

[Corporate Plan for Croydon 2018-2022](#)

- Our children and young people thrive and reach their full potential: The corporate plan outlines the Council's ambition to deliver 'Chose Your Future' a campaign to raise young people's aspirations. Access to good quality and varied apprenticeship opportunities will be an important part of this activity.
- Everybody has the opportunity to work and build their career: The Council's apprenticeship work supports residents to prepare for, find and keep good jobs.
- Business moves here and invests, our existing businesses grow: Ensuring businesses have access to the right talent will lead to sustainable economic growth and increase economic prosperity across Croydon. This will increase the number of successful businesses and "good" jobs in the borough.

FINANCIAL IMPACT

Paying all apprentices working at Croydon Council the London Living Wage is anticipated to cost an additional £80k in 2019/20 and £115k in 2020/21 based on the current London Living wage rate of £10.55 per hour.

FORWARD PLAN KEY DECISION REFERENCE NO.

Not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Endorse the activity being undertaken to promote and increase the number of apprentices in Croydon; in particular the 2019 100 Apprentices in 100 Days campaign.
- 1.2 Note changes to apprenticeship rates of pay to bring it into line with London Living Wage.

2. EXECUTIVE SUMMARY

2.1 The purpose of this report is to provide an update to Cabinet on the Council's approach to apprenticeships. It will cover the following areas:

- The internal Council apprenticeship scheme including pay rates;
- Work to increase apprentice take-up with Croydon employers.

3. PROGRESS AND FUTURE PLANS

Reasoning Behind Increased Apprenticeship Activity

3.1 In 2016 the government introduced the Apprenticeship Levy as a means to create more apprenticeship placements in businesses across the UK. All employers, including the Council, with a wage bill of over £3 million are required to pay 0.5% of their wage bill to a levy account which can then only be used to meet apprenticeship training costs. The levy has resulted in renewed interest in apprenticeships as a pathway to work and as a method of up-skilling existing staff.

3.2 In the corporate plan 2018-22 increasing the number of apprenticeships is a key target. Apprenticeships are also a key focus for the Future Place Board, which is a sub group of the Local Strategic Partnership (LSP).

3.3 A wide-ranging pathway to work apprenticeship programme can offer clear, supportive routes for Croydon residents who do not have adequate experience of work; are lacking in the qualifications required for their preferred job role or want a supportive role to re-enter the work place after a break from employment. These programmes therefore increase the number of residents who can live independently and contribute to the borough's overall prosperity.

3.4 In addition they are financially beneficial in the long term for participants and their families. Government research has found that:

- 92% of apprentices said their career prospects had improved.
- Over 90% of apprentices currently go into work or further training.
- Higher apprentices (level 4) could earn £150,000 more on average over their lifetime compared to those with level 3 vocational qualifications.

3.5 Crucially, apprentices fill skills gaps and provide new skills, knowledge and vitality to the Council work force. Apprentices are trained in the most up to date skills needed to do the job and bring this learning to their role. They also bring a new, often local perspective to the Council's work.

3.6 Another reason for developing and promoting our apprenticeship offer is to provide a good example and support to our business community. If our residents are to truly benefit from a broad range of apprenticeship opportunities then we need the business community to increase the range and quality of opportunities that they offer. In addition there are clear benefits to employing apprentices, again government research found that:

- 86% of employers said apprenticeships developed skills relevant to their organisation and 78% reported improved productivity.
- 90% of apprentices stay on in their place of work after completing an apprenticeship

The Council's Apprenticeship Scheme

- 3.7 Apprenticeship opportunities allow apprentices to earn while they learn by doing a job and learning at training provider/college or online and improving their maths and/or English if needed. These opportunities are offered in a number of areas of work in the Council including project management, business administration, customer service, cultural heritage, project management and finance. Apprentice salaries are determined by the employer, with a minimum wage of £3.90 per hour. Council apprentice pay has been reviewed and all apprentices will be paid the London Living Wage (£19,797) with this pay increase to be backdated to 1st April 2019.
- 3.8 Employment Pathways Apprenticeships in the Council have been developed in a way which aims to provide entry jobs for our priority groups, including care leavers; long term unemployed residents; lone parents; disabled people; young people; people on a low income in working poverty; young people at risk of offending or entering the criminal justice system, and ex-offenders.
- 3.9 The Council's apprenticeship scheme is particularly successful in terms of recruitment and retention because the apprentices are provided with well-designed jobs; supportive line-managers; an induction programme; mentors; additional projects; team building activities and additional development opportunities including job-swaps with other apprentices and job-shadowing managers. The Council's apprentices also speak at schools and business events in order to promote apprenticeships.
- 3.10 The apprentices are largely recruited in groups called cohorts which provide strong peer-to-peer support. The cohorts are inducted and work on projects together. They also provide advice to the Council about how to improve the scheme.
- 3.11 The apprentices receive increased pastoral support from the Employment Pathways Officer, who works with them as a group and individually when needed.
- 3.12 The Council's programme has already won a number of awards with praise being given to the efforts to support diversity and equality in our recruitment practices.
- 3.13 At the moment Croydon Council has 44 apprentices. 25 of them are on employment pathways (i.e. new apprenticeship roles as opposed to the Professional Development programme which is for existing staff). Of that group 60% are BAME (15% did not declare); nationally 10% of apprentices are BAME. A further 20-30 apprentices are likely to be recruited in 2019.
- 3.14 15% of the current cohort have a declared disability or learning difficulty; this compares favourably with a national statistic of 8.8% of apprentices. These

apprentices are not recruited to particular apprenticeships; they have a full choice of all of the relevant opportunities. When they have been recruited they are fully supported with the adaptations that they require, in line with the Council's standard procedures.

- 3.15 Further work will take place with the SEND Post-16 and Education teams to enhance the guidance given to SEND learners, so that this group of young people and their parent/carers understand that this is an option for them.
- 3.16 In addition the Council has set up and recruited to a Supported Internship programme. Two of the young people from the scheme have been recruited as Council apprentices. This was an example of best practice in operation, as they were prepared for the work place in their internship and then their opportunities were sourced based on their interests, knowledge and skills. Extra funding is available to meet the needs of employees with special educational needs and disabilities; however the apprenticeship course and expectations are broadly the same other than the level of maths and English required, which can be lower.
- 3.17 The Council has supported several Care Leavers into apprenticeships. Care leavers are offered enhanced support to prepare an application, and might be provided with suitable clothing and for interview; they are also guaranteed an interview. Further options are being considered by Children's Services to develop a package of support linked to the Care Leaver to make this pathway more attractive.
- 3.18 Further work is currently taking place to reach a broader range of candidates. For example a partnership with the Single Homelessness Team and Crisis to enable people who have been homeless to become more aware of apprenticeships as a way of retraining and/or re-entering the work place when appropriate.
- 3.19 To inform our plans to attract young residents to apprenticeship opportunities, in the spring on 2019 Council officers organised a number of focus groups to find out what information young people needed the know about apprenticeships and where they would like to find it. Four fact finding sessions took place at John Ruskin College, Croydon College, Oasis Shirley Park School and a Youth Cabinet meeting from March to April 2019. The participants in these focus groups ranged from 14 to 18 years old with approximately 60 young people taking part. These young people identified that they needed:
 - To know more about the range of apprenticeships available;
 - More easily accessible information and opportunities, perhaps on Instagram;
 - A myth busting session as they did not have consistent information on apprenticeships;
 - Information on apprenticeship pay and future pay opportunities;
 - Information on which high profile businesses were offering apprenticeships.

These findings will inform our candidate roadshow and future engagement with young people on careers and apprenticeships.

3.20 In 2018 apprenticeship activity expanded to offer a staff apprenticeship programme as Professional Development Scheme (PDS) to existing members of the workforce. The PDS programme is currently offering:

- Customer Service Level 2
- Business Administration Level 3
- Leadership and Management Level 3
- Leadership and Management Level 5
- Business and Professional Administration Level 4
- Facilities Management Level 2
- Assistant Accountant Level 3
- Project Management Level 4

Level 4 and 5 learners are achieving degree level qualifications.

Future Activity

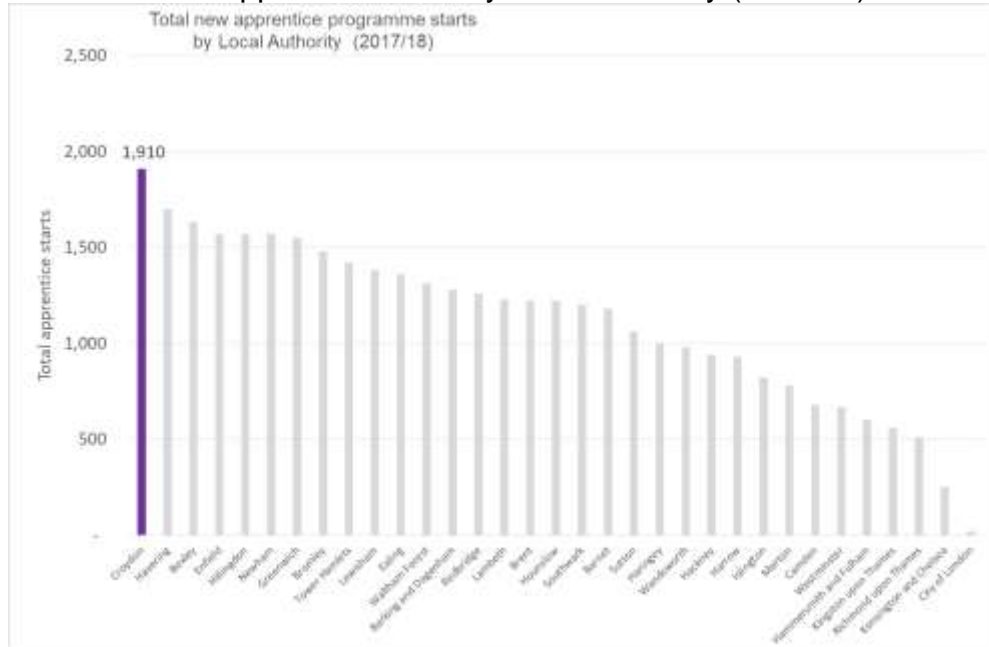
3.21 The Council continuously seeks to improve the internal apprenticeship scheme. For example in 2019/20 the main aims will be to:

- Increase the range of apprenticeship on offer within the Council. An increased diversity of apprenticeship opportunities will open up new pathways for people seeking jobs. Attracting a wider range of residents and filling more skills gaps.
- Improve the broader experience of the Council's apprentices using currently available resources by:
 - Working with managers to co-create apprentice development programme which includes ongoing support to managers throughout the apprenticeship period.
 - Identifying opportunities to allow them to improve their presenting skills and promote the apprenticeship scheme, e.g. speaking and presenting opportunities, ambassadorial opportunities in schools and businesses.
 - Improving the package of support for the apprentices finishing their apprenticeships and seeking further employment opportunities.
- Develop a stronger package of support for care leavers interested in apprenticeships. This would include financial support attached to the care leaver to enable as wider access to opportunities as possible.
- Improve the Council's pre-apprenticeship pathway by developing a traineeship programme and increasing the work experience offer to include longer placements.
- Ensure our recruitment processes are inclusive to all Croydon residents.
- Promote Council apprenticeship opportunities with schools/colleges and residents more widely.

Work with Businesses and Employers

3.22 Figure 1 shows that Croydon has the highest number of apprentice starts in London in 2017/18 (latest available figures).

Figure 1: Total new apprentice starts by Local Authority (2017/18)



3.23 In order to increase the number of apprentices who are employed in Croydon the Council has been supporting our business community to understand the system and access any funding available. In addition Croydon Works is offering a free, high quality recruitment service, and CALAT our Adult and Community Learning service is offering a range of high-quality Apprenticeship training options.

3.24 In March 2019 the Council and partners launched Croydon's Apprenticeship Academy – a one-stop-shop for apprenticeships aimed at supporting residents and businesses. The Academy will involve training providers, colleges, the Council and employers in the borough and will work collaboratively to promote apprenticeships. The Academy will:

- Make employing an apprentice easy for our businesses;
- Provide a trusted and recognised brand which is mobile and therefore can be used in venues around the borough to provide quality information, advice and guidance to people interested in becoming an apprentice or businesses interested in recruiting apprentices
- Design and run promotional campaigns such as 100 Apprentices in 100 Days (see 3.25). It will form task and finish groups will be set up as needed to respond to campaigns or new project development.
- Provide up to 100% of apprentice training costs to eligible small and medium sized enterprises (SMEs) via the transfer of up to 25% of the Council's Apprenticeship Levy. Information about this will be disseminated to relevant businesses using the Council's Business Rates database.

- 3.25 In addition the Council has launched a campaign to kick-start a rise in numbers called 100 Apprentices in 100 Days. The campaign is positioned as a part of the 'Choose Your Future' campaign, and aims to deliver 100 apprenticeship job outcomes in 100 working days, from August to December 2019. The 100 Apprentices in 100 Days campaign will be led by Croydon Council and delivered in collaboration with key borough partners and employers. The campaign will include the following key components:
- The promotion of participating businesses - social and traditional media platforms will be used to promote the apprenticeship opportunities created and the businesses that create them.
 - Advice and guidance about apprenticeships will be offered to local businesses.
 - There will be an end-to-end free and professional recruitment offer through Croydon Works.
 - Candidate roadshows will raise awareness amongst people interested in apprenticeship opportunities.
- 3.26 To create the conditions for increasing the number of apprenticeships in Croydon the Council has updated its Section 106 Guidance to ensure developers commit to providing 1 apprenticeship for every 10 jobs on site. This is monitored through a Local Employment Training Strategy which sets out how developers intend to recruit local people into job opportunities. A similar approach has been taken to the Council's own spend through and contracting powers where opportunities to generate apprenticeships are sought.

Future activity around work with Croydon's employers

- 3.27 **Equality and Fairness:**
- Work with businesses to improve access to apprenticeship opportunities for Croydon's target groups.
 - Use existing meeting groups to understand what the Council can do to help schools promote apprenticeship opportunities in local businesses as widely as possible.
- 3.28 **Information and guidance:**
- Design a package of support and promotion for school/college students in collaboration with employers using social media, the internet and the borough's Post-16 Prospectus. This will be informed by the findings of our focus group activity.
 - Provide further guidance to local businesses about employing apprentices.
 - Work with businesses to understand gaps in apprenticeship provision and support them in accessing quality providers for the frameworks they need.

4. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 4.1 Apprentices working at Croydon Council are currently paid varying rates depending on their level. These pay rates are detailed in the table below :-

Current	Per Hour	Per Year
level 2	£ 8.21	£ 15,406.02
level 3	£ 9.38	£ 17,601.52
level 4	£ 10.55	£ 19,797.02

- 4.2 All apprentices will now be paid the London Living wage from the 01.04.19, this is £10.55 per hour, £19,797.02 per annum. Based on the current number of apprentices in post and the expected recruitment during the remainder of this financial year the additional cost of this proposal in 2019/20 are estimated to be £80k and will be funded by the departments where the apprentices are employed.
- 4.3 The full year impact of paying all our apprentices the London Living Wage is £115k.
- 4.4 Apprentice salaries will be reviewed annually.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

5. LEGAL CONSIDERATIONS

- 5.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that levy payers such as the Council can support apprenticeships in other organisations by transferring a percentage of their apprenticeship funds to other employers. From April 2019 the rate available to transfer increases to 25% of the annual value of funds entering the apprenticeship service account for the levy payer. These funds can be transferred to any employer, including smaller employers in their supply chain, and Apprenticeship Training Agencies (ATAs), to support new opportunities and widen participation in apprenticeships.
- 5.2 Levy-paying employers who wish to transfer funds will have to agree the individual apprenticeships that will be funded by a transfer with the employer receiving the funds. Employers receiving transferred funds will only be able to use them to pay for training and assessment for apprenticeship standards. Transferred funds cannot be used to pay for training and assessment for apprenticeship frameworks.
- 5.3 In undertaking any such transfers of funding both the Council and any employers who receive such funds from the levy need to take account of state aid rules when doing so. State aid rules apply as a matter of course to any assistance or advantage given on a selective basis by a public authority (such as a Council or body through whom government funding is channelled) to any organisations that could potentially distort competition and trade in the EU. The definition of state aid is deliberately very broad because ‘an advantage’ can take many forms. It is anything which an undertaking (an organisation engaged in economic activity) could not get on the open market. “Undertaking” in this context can include voluntary and non-profit-making public or private bodies such as charities or voluntary sector bodies when they engage in activities

which have commercial competitors but would also include small businesses and self-employed/sole traders.

- 5.4 State aid specifically includes such things as grants, loans, tax breaks, rate relief. Not all State Aid is unlawful as there are certain defined exemptions, including the De Minimis Regulation which allows small amounts of aid – less than €200,000 over 3 rolling years – to be given to an undertaking for a wide range of purposes. In calculating whether any assistance or advantage falls within the exemption, it is worth bearing in mind that the €200,000 sum encompasses any assistance or advantage from any public body during the 3 rolling years, not just monies that the undertaking may have received solely from the body providing the current advantage.
- 5.5 For the purposes of transfer from the levy, government guidance makes clear that for all starts funded through a transfer before 1 April 2019, 10% of all the funds received by an undertaking may be considered as state aid. For starts funded through a transfer on or after 1 April 2019, only 5% may count. This is because the co-investment rate ('co-investment' being when employers and government share the cost of training and assessing apprentices) is reducing from 10% to 5% for all new starts from 1 April 2019. The assessment of whether or not accepting the transfer from the levy will take an individual employer beyond the de minimus limit should be undertaken before any transfer is accepted.
- 5.6 Finally, as part of the work undertaken for development of Croydon Apprenticeship Academy and delivery of the proposals within this report, the Council will need to continue to ensure compliance with the Data Protection Act 2018 and the General Data Protection Regulation including in relation to any proposed sharing of information across agencies and partners. This will include ensuring that any necessary information sharing agreements are put in place, relevant Privacy Notices are updated and Privacy Impact Assessments undertaken.

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

6. HUMAN RESOURCES IMPACT

- 6.1 Croydon Council positively supports apprenticeships as a career pathway into public service and complies with employment legislation frameworks for apprentices.

Approved by: Sue Moorman, Director of Human Resources

7. EQUALITIES IMPACT

- 7.1 We will ensure our employment pathways are open and accessible to all communities with processes and policies which do not disadvantage any of our residents.

- 7.2 The Council will work in partnership with businesses to support access to apprenticeship opportunities for Croydon target groups. We will also broaden how we market apprenticeships to target groups and provide a more bespoke package of support.
- 7.3 Specific projects, programmes and work streams will be subject to equality analysis to assess the possible impact of proposed changes on customer/community groups who share a “protected characteristic” and mitigate adverse risk to customer/community groups who share a “protected characteristic”.
- 7.4 The programme will help the Council to achieve its equality objectives namely; to increase the rate of employment for disabled people, young people, over 50s and lone parents who are furthest away from the labour market. Also to reduce the rate of child poverty especially in the six most deprived wards through paying the living wage. It will also support Council priorities such as modern slavery.

Approved by: Yvonne Okiyo, Equalities Manager

8. ENVIRONMENTAL IMPACT

- 8.1 There are no specific environmental impacts arising from the contents of this report

9. CRIME AND DISORDER REDUCTION IMPACT

- 9.1 There are no specific crime and disorder issues arising from the contents of this report, however there is a positive correlation between increased or improved economic activity and a reduction in crime and disorder.

10. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 10.1 Cabinet is asked to endorse the activity being undertaken to promote and increase the number of apprentices in Croydon, in particular the 2019 100 Apprentices in 100 Days campaign. Cabinet is also asked to note the increase to apprentice pay to bring it into line with the London Living Wage.
- 10.2 Increasing the number of apprenticeships available and encouraging residents into them, particularly those from disadvantaged groups, is a key outcome in the Corporate Plan and the activities described in this report will support achievement of this outcome. The Apprenticeship Academy and 100 Apprentices in 100 Days campaign will increase the number of apprentice vacancies in Croydon and the number of Croydon residents securing these roles.
- 10.3 Paying apprentices the London Living Wage, while not a requirement set out by the Living Wage Foundation, will mean that more of our residents will be able to live financially independent lives as an apprentice.

11. OPTIONS CONSIDERED AND REJECTED

11.1 Many options have been considered to support our residents access apprenticeships these include:

- Online Apprenticeship Hub – using a single online portal for employers and residents to use. This was discounted following engagement and review with employers and residents both indicated they would prefer hands on support
- New apprenticeship academy in a single physical location. This was discounted due to cost constraints and as stakeholders preferred the virtual model.
- Allowing national campaigns to drive apprenticeship take-up. This was discounted as stakeholders and members wanted to pursue a specific Croydon model meeting the needs of our residents and businesses.

CONTACT OFFICER: Kate Ambrosi; Head of Economic Development
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BACKGROUND PAPERS: None

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REPORT TO:	CABINET 10 June 2019
SUBJECT:	Brick By Brick Croydon Ltd – Pipeline Sites
LEAD OFFICER:	Jacqueline Harris Baker – Executive Director Resources Mark Norrell – Director Facilities and Support Services
CABINET MEMBER:	Councillor Simon Hall Cabinet Member for Finance and Resources and Councillor Alison Butler Cabinet Member for Homes and Gateway Services
WARDS:	Various
CORPORATE PRIORITY	
<p>To provide a decent, safe, and affordable home for every local resident who needs one</p> <p>To help families be healthy and resilient and able to maximise their life chances and independence</p>	
AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS	
<p>This report identifies the next tranche of potential sites for the development of new homes by Brick by Brick. The developments will continue to aim to deliver 50% affordable housing of a high quality for the benefit of Croydon residents and will help meet the overall targets for the provision of residential properties set out in the London Plan.</p>	
FINANCIAL IMPACT	
<p>The Council will receive a market value for the land in line with the proposed development together with income by acting as a funder to the company. In addition the council will benefit from the development profit as a 100% shareholder in the company.</p>	
FORWARD PLAN KEY DECISION NO. 1119CAB	
<p>This is a Key Decision as defined in the Council’s Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Overview Committee by the requisite number of Councillors.</p>	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

The Cabinet is recommended to:

- 1.1 Approve the pipeline sites listed in Appendix A to be disposed of to Brick by Brick Croydon Ltd (BBB) subject to terms and conditions being agreed to the

satisfaction of the Executive Director (Resources) and the Director of Finance and s151 Officer acting in consultation with the Cabinet Members for Homes and Gateway Services and Finance and Resources and the scope of this delegation includes the decision as to whether the disposal of land is by freehold or by way of a long lease in line with the indicative terms set out in sections 3.5 to 3.7 of this report.

1.2 Approve that the Council lend Brick by Brick Croydon Ltd funding to progress the development of the sites and that such funding will include funding for professional services, construction costs, acquisition of third party sites and working capital and that the Executive Director (Resources) and the Director of Finance and s151 Officer be given delegated authority to finalise and agree the terms of such lending acting in consultation with the Cabinet Member for Finance and Resources.

1.3 Approve that where it is considered necessary by Officers and subject to consideration of any objections received by third parties, that the sites listed in Appendix A will be appropriated for planning purposes pursuant to the Council's powers under s122 of the Local Government Act 1972 and/or s233 of the Town and Country Planning Act 1990 or such other statutory powers as may be relevant and that the Executive Director (Resources) be given delegated authority to finalise and agree the terms of such appropriation acting in consultation with the Cabinet Member for Finance and Resources.

1.4 Note the governance and monitoring process set out in this report

2. EXECUTIVE SUMMARY

2.1 This report details the next tranche of sites to be offered to BBB for residential development together with the disposal process and financial transactions between Croydon Council and Brick by Brick Croydon Ltd. The report follows on from the initial June 2016 Cabinet Report and earlier reports setting out the details for the establishment of the company for the delivery of new homes and in particular affordable homes in Croydon through the utilisation of surplus Council owned land. The detailed BBB Business Plan was approved by Cabinet in February 2019 and this report is in line with that approval.

2.2 The development model established through earlier tranches has been retained whereby the Council sell land to BBB under terms to meet its obligations to ensure best consideration is obtained given the planning consent in place and the aspiration to deliver 50% affordable housing where possible. BBB then undertake the development, delivering new homes including both private and affordable units and where appropriate, improved community space and other uses.

2.3 As part of the disposal process an initial land value will be agreed based on the planning consent granted and the costs known at the time of valuation. There will also be provisions to capture 100% of any additional uplift in value calculated on completion of the scheme. Whereas this had previously been captured solely through an overage provision, as BBB are now a more established company, it is proposed that the overage agreement will retain 50%

of any uplift in value. This is more in line with the higher end for overage agreements achieved by the Council in other development land sales. The overage will still be calculated on an open book basis to capture any additional financial benefits realised on completion of the scheme and will be retained by the Council as a capital payment as part of the disposal price. In addition, the remaining 50% increase in development profit will be captured through the increased profits made by BBB which will be returned to the Council as sole shareholder through dividend payments. Through this mechanism the Council can secure the best possible return for the land and ensure a higher percentage of good quality affordable homes are delivered.

- 2.4 In some cases the Council will also provide development finance for specific schemes which will be charged at a comparable market rate. The interest paid by BBB will therefore provide a further source of revenue to the Council.

3. DETAIL

- 3.1 Despite a number of different housing initiatives, the need for new homes and especially affordable ones, is still a high priority for the Council. With increasing housing delivery targets being set by the London Plan, the pressure to deliver is increasing and therefore the continued use of surplus Council owned land is essential.
- 3.2 With the housing market currently seeing a flattening out of house prices and build costs increasing, the delivery of affordable housing through private development is being tested and the viability of schemes is demonstrating a generally lower level of affordable housing being brought forward. However, the demand for housing, and especially affordable housing, is increasing within borough.
- 3.3 Seventy five percent of the sites included within the latest tranche are likely to generate 9 homes or less per site which, if disposed of privately, would not have the planning requirement to deliver any affordable units (as the current threshold is for developments of 10 or more dwellings). Disposing of these sites to BBB therefore has the advantage of delivering a greater number of affordable units overall (due to the aspiration to deliver 50% affordable) with the aim of achieving up to 40% of these as affordable rented units making housing options more obtainable for Croydon Residents. However, as this form of housing is the least cost effective to develop this will inevitably impact the capital value of any land sold.
- 3.4 BBB developments will directly benefit local communities by providing:
- Local affordable and private housing of a high standard where priority will be given to local residents through the sales and lettings process
 - Affordable rent properties will be transferred to Croydon Affordable Tenures LLP to ensure that this element of the affordable accommodation is retained as affordable rent and will not be subject to right to buy initiatives
 - Improved community facilities will be provided where these need to be relocated as part of the scheme
 - Local employment and supply chain benefits delivered through a variety of contracts

Transfer of Land to Brick by Brick Croydon Limited

- 3.5 The delivery of the developments for the sites detailed in Appendix A will build on the lessons learned from the first tranche of developments. It is therefore proposed that a slightly varied process is adopted:
1. An option agreement for the disposal of the site will be entered into at an earlier stage to provide more assurance for both parties. This will mean that the Council will be required to sell the land if certain conditions are met. The initial option will be granted for a nominal premium. An external valuation will then be undertaken and used to agree the initial sale price following due diligence and planning investigations.
 2. The option agreements must be operated within 24 months of completion or such longer period as may be agreed to reflect delays or specific site complications. If the option has not been actioned the property will remain in Council ownership and other alternative options will be considered.
 3. The option will be conditional upon BBB obtaining a suitable planning consent and the initial price for the land being agreed. The external consultants will base their valuation on the consented planning scheme or on the basis of the proposed scheme as if planning consent had been granted. The Agreement will include provisions for an upward only overage payment with a clawback of any additional residual value that is achieved on completion of the scheme.
 4. Once terms have been agreed and the option agreement completed, the land will be transferred to BBB
 5. The payment for the land will be deferred until completion of the scheme and disposal/letting of the homes as allowed for within the agreement.
 6. The Council will not be required to provide any reports on title for the sites and BBB will be expected to undertake their own reports as part of their due diligence work prior to purchase.
 7. If the option is not completed, BBB will be required to pass to the Council any information that they have obtained as part of their due diligence work
 8. Each side will bear their own costs
- 3.6 As it will not always be necessary to link all the individual sites through the planning process as with the previous tranches, where they are treated as standalone sites, they will be valued based upon the individual site planning consents. However, to ensure that the capital receipts fairly reflect the percentage of affordable homes required, an adjustment mechanism may be included to allow for the impact of any sites that may not be brought forward or where they provide negative site values.
- 3.7 When assessing best consideration the number of units within the proposed or consented scheme will be considered and the valuation undertaken as if the planning were in place. This will also include the proposed mix of affordable homes (both affordable rent and intermediate shared ownership homes). For each site the build costs assessed by the professional advisers or agreed through competitive tendering will be adopted and the likely capital values for the homes assessed to reflect their tenure type and the location of the site.
- 3.8 It is proposed that, where it is considered appropriate in line with the requirements of s122 of the Local Government Act (LGA)1972 or s233 of the

Town and Country Planning Act 1990 (TCPA) and the site is no longer required for the purpose for which it is held, sites will be appropriated for planning purposes prior to disposal. This report seeks that the decision to appropriate the sites is delegated to the Executive Director Resources in consultation with the Cabinet Member for Finance and Resources. All sites that are to be appropriated will be advertised in the local press for a minimum of two weeks and any comments received will be duly considered by the Executive Director and Cabinet Member prior to taking a decision to appropriate the land.

- 3.9 The proposed disposal terms outlined in 3.5 to 3.7 above are considered to be appropriate to ensure that best consideration is secured for the sites as required under section 233 of TCPA where the land has been appropriated or s123 of the LGA if a decision has been taken not to appropriate the land. If any of the sites held within the HRA estate are being sold and they contain housing then consent from the Secretary of State will be obtained in line with the requirements of s32 of the Housing Act 1985 prior to any disposal.

Lending to the Development Company

- 3.10 Brick by Brick will seek development funding from the Council on a site by site basis as required. The Council provides funding by way of debt and equity investment to the project. Each application is assessed individually and the Council is required to lend at market comparable terms and rates. If the funding is agreed, it is allocated from a rolling investment fund.
- 3.11 The power under section 3 of the Local Authorities (Land) Act 1963 enables the Council to make an advance for the purchase of land, or for carrying out development by the company subject to 90% debt ceilings based on the land value and estimated value on completion. Advances made must carry a rate of interest no less than $\frac{1}{4}$ percent more than the rate that would be charged by HM Treasury in respect of loans to the Council granted at the same time as the advance, and for the same loan period.
- 3.12 Section 24 of the Local Government Act 1988 gives the Council the power to lend money to landlords, (other than local authorities) to acquire or develop property for rental purposes. Although the consent of the Secretary of State is needed (under section 25 of that Act), a general consent has been issued to this regard. This would for example allow the development of private rented sector (PRS) homes by BBB.
- 3.13 Where the Council does provide finance it must comply with the Law in respect of State Aid. This means that any funding (which might otherwise distort competition) will be provided on market terms and the Council will ensure that it has the benefit of suitable security. This could result in funding costs being considerably higher than $\frac{1}{4}$ percent over HM Treasury levels and independent advice will be taken as to the appropriate levels and terms of any funding.
- 3.14 For any lending against purchases of land or buildings from third parties to help facilitate development, the Council will undertake or commission a valuation of the asset being acquired to ensure that any funds advanced by the Council to purchase the asset are suitably secured.

- 3.15 Given the interest rate that will be charged to BBB through this funding mechanism, the lending will have a positive impact on the Council's income and expenditure account as it is anticipated that significant income will be accrued through the interest charges. The financial risk to the Council in providing such development funding relates mainly to default on the loan if the development is not successful. This will be managed through the robust processes in place for assessing the scheme and from the company's ability to cross fund from other developments that will be delivered as part of its development portfolio.

Monitoring of Brick by Brick

- 3.16 A process has already been established and this will continue to be followed. The monitoring will take the form of:
- A detailed Business Plan is provided annually by BBB and this is reviewed annually by the two parties. No changes are made to this plan without the Council's (as sole shareholder) approval.
 - A Board has been established with an Independent chair (currently Martyn Evans), two Council nominated members (currently Shifa Mustafa plus one other to be appointed) and the BBB Managing Director (Colm Lacey).
 - Regular reports on progress are presented to the Council by BBB in through meetings and various formats.
- 3.17 The Council also has further controls commensurate with those that a reasonably minded investor would seek:
- A Loan Agreement and security document is entered into for each site which provides a fixed and floating charge over the Company's assets
 - The land transfer documents, where appropriate, contain provisions to determine the use of the property
 - Bespoke shareholders reserved rights are contained within the Articles of Association and these are reflected in the terms of appointment of directors.

Consideration against other Housing Initiatives

- 3.18 When assessing the proposed sites, consideration has been given to other housing initiatives that the Council is currently considering and in particular the Housing Capacity project and future estate works. Through early and ongoing discussion with other service areas, it has been confirmed that opportunities for other housing works and regeneration will not be impacted by the release of these sites.
- 3.19 Consideration has also been given to the impact on local council residents on the loss of garage sites. The sites that have been included for potential development are typically under-utilised by local tenants and many no longer meet the needs of modern car owners and in many cases attract anti-social behavior and fly-tipping. Whilst the Council's key priority is the provision of new homes, further work is being undertaken to review the use of garage sites for parking cars by council tenants.
- 3.20 Where major housing refurbishment projects have been identified, the timing and location of these has been noted so that these can be factored into any early investigation works and subsequent developments to avoid any possible conflict.

4 CONSULTATION

- 4.1 As with the previous BBB sites, detailed engagement for each site proposed for redevelopment will be undertaken by BBB as part of the design, planning, appropriation and construction processes. This typically takes various forms, including letter drops to residents and stakeholders within the local area, public consultation events, one to one meetings, digital engagement, and adverts in the local press. Councillors are provided with details of proposed sites within their areas prior to any public consultation and there is ongoing engagement throughout the development process.
- 4.2 In addition, various parts of the council also undertake their own statutory consultations processes (eg planning consultations).

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

1. The effect of the decision

The disposal of the land, if approved, will deliver a capital receipt to the Council that can be invested in the borough. Any capital payments will be deferred until BBB has received income from the sites by way of sale or rental income.

The Council are proposing to act as equity partner and debt funder to these schemes. The debt/equity ratio and the proposed interest rates are set in line with market terms. Debt would be repaid after land and then equity payment would follow

Most of the land represents surplus or amenity land and therefore will not lead to a loss of income, however where garage sites are released this will reduce the revenue received by the Council. These sites are generally not well let and are in a poor condition and therefore the loss of garage sites will have a minimal revenue impact and will remove a short to medium term need for capital investment to either repair or demolish the buildings.

Where the Council acts as a funder to the development this will deliver a revenue income from the interest earned.

2. Risk

The risk for the Council is in effect the normal risks of development. The body of this report has set out the due diligence that has been done and the monitoring arrangements that will be in place to ensure the development is successful.

3. Options

All the sites that are to be released are surplus to the Council's requirements for alternative uses.

Approved by: Lisa Taylor – Director of Finance Investment and Risk and s151 Officer

6 LEGAL CONSIDERATIONS

- 6.1 The Director of Law and Governance comments that the majority of legal considerations relevant to the recommendations of this report are set out within the body of the report. In particular the report addresses the power of the Council to lend money subject to state aid rules and the need for the Council to obtain best consideration where it disposes of land whether this disposal is made under s123 of the Local Government Act 1972 or section 233 of the Town and Country Planning Act 1990. To enable the appropriation of land to be made, it will in some circumstances be necessary to advertise the intention within the local paper for a minimum period of 2 weeks and for any comments to be considered. Any appropriation in such circumstances will therefore be subject to the outcome of the advertisements and the consideration of any objections. Further legal advice will be provided as to the appropriate route to be followed in relation to each site as necessary.

Approved by: Sean Murphy, Director of Law and Governance and Deputy Monitoring Officer

7 EQUALITIES IMPACT

- 7.1 The programme aims to deliver new or replacement cultural, community, educational, health, public realm and other development as part of mixed use schemes. It has also set targets to maintain up to 50% affordable housing provision across the BBB residential programme as a whole (a mix of shared ownership and affordable rent) and a prioritisation period for Croydon residents to purchase/rent BBB homes when they are launched to market (with a corresponding aim to prioritise provision of homes to households and first-time buyers ahead of investors).
- 7.2 An equalities impact report has been undertaken to consider the impact of these proposals on protected groups which helps to demonstrate the positive impact of the proposals. BBB emerging social value policy also aims to ensure there is the broadest possible positive impact from BBB work beyond housing delivery, making real, tangible improvements to the lives of Croydon residents.

Approved by: Yvonne Okiyo, Equalities Manager

8 ENVIRONMENTAL IMPACT

- 8.1 No specific adverse environmental impacts have been identified resulting from the proposals contained in this report. Any environmental issues arising from the site development will be regulated by the planning and building control processes.

9 CRIME AND DISORDER REDUCTION IMPACT

- 9.1 Many of the proposed developments are on currently neglected amenity land or garage sites that attract antisocial behaviour and fly-tipping. The development of these sites and the provision where appropriate of new estate and community facilities will therefore have a positive impact. No specific adverse crime and disorder impacts have been identified resulting from the proposals contained in this report. All development will be subject to secure by design considerations through the planning and building regulation process.

10 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 10.1 The release of these sites for development by BBB will provide real benefits to Croydon residents to secure new, good quality housing that will help generate stronger more vibrant communities that are created through the development. The developments will also create improved local infrastructure and job opportunities.

11 OPTIONS CONSIDERED AND REJECTED

- 11.1 The main options considered and rejected are:

Do Nothing – this would not help to address the need to provide the significant number of new homes required by the London Plan and would not make best use of the surplus or underutilized sites.

Dispose of sites on the open market – this is unlikely to deliver the same level of affordable housing as will be provided through disposal to Brick by Brick. Many of the sites would deliver less than 10 units and therefore there would be no requirement for private developers to deliver affordable housing. Out of the 61 sites included within Appendix A, 46 are for sites likely to offer less than 10 units. It is also expected that even on the larger sites, developers would provide less than the target 50% affordable units and therefore the impact could be that only 16% affordable units are delivered for the 60 sites overall or 161 less affordable rented and intermediate shared ownership properties

The Council directly instructing private contractors – this will not be as commercially as efficient as the proposals contained within this paper

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Telephone number:	61512

BACKGROUND PAPERS: Equality Assessment

APPENDICES: Appendix A: List of proposed sites

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Appendix A Brick by Brick Pipeline sites

Ref	Site Name	Ward	No. of Units / Est. Capacity	Status
201	Corner of Covington Way and Crescent Way - Land	Crystal Palace & Upper Norwood	15	Pipeline
212	Crystal Terrace - Garages	Crystal Palace & Upper Norwood	5	Pipeline
215	Carberry Road - Car Park	Crystal Palace & Upper Norwood	2	Pipeline
216A	College Green - Garages adjacent to 96 College Green	Crystal Palace & Upper Norwood	2	Pipeline
216B	College Green - Garages to rear of 78 College Green	Crystal Palace & Upper Norwood	7	Pipeline
216C	College Green - Garages to rear of 44 College Green	Crystal Palace & Upper Norwood	7	Pipeline
216D	College Green - Garages adjacent to 24 College Green	Crystal Palace & Upper Norwood	7	Pipeline
216E	College Green - Garages adjacent to 24 College Green	Crystal Palace & Upper Norwood	18	Pipeline
221	Atlanta Court Parchmore Road - Infill / Garages	Thornton Heath	15	Pipeline
229	Holmesdale Road Estate - Infill / Garages	Selhurst	18	Pipeline
237	Factory Lane/Theobald Road - Land	Waddon	7	Pipeline
255	Land adjacent to Brickfields Meadow - Land	Woodside	18	Pipeline
257	Grasmere Road - Garages	Woodside	7	Pipeline
265A	Land c/oWontford Road and Roffey Close - Land	Kenley	20	Pipeline
265B	Somerton Close - Garages	Kenley	4	Pipeline
271	Hawthorn Crescent - Land	Selsdon Vale & Forestdale	7	Pipeline

272	Foxearth Road - Land	Selsdon & Addington Village	18	Pipeline
273	Croham Valley Rd (adj no.124) - Land	Selsdon & Addington Village	7	Pipeline
275 E	Freelands Avenue - Land	Selsdon & Addington Village	10	Pipeline
275 F	Corner of Shepherd's Way - Land	Selsdon & Addington Village	7	Pipeline
275A	Heather Way - Garages / Car Park	Selsdon & Addington Village	4	Pipeline
275 C	Tedder Road - Garages	Selsdon & Addington Village	4	Pipeline
275 D	Farnborough Avenue - Land	Selsdon & Addington Village	15	Pipeline
276 A	Thorpe Close - Garages (north)	New Addington South	6	Pipeline
276 B	Thorpe Close - Garages (south)	New Addington South	4	Pipeline
276 F	Redstart Close - Garages (south)	New Addington South	4	Pipeline
276 G	Redstart Close - Garages (north)	New Addington South	4	Pipeline
276 C	Comport Green - Garages	New Addington South	4	Pipeline
276 D	Milne Park East - Garages	New Addington South	6	Pipeline
276 J	Windham Avenue - Garages	New Addington South	7	Pipeline
276E	Calley Down Crescent - Garages	New Addington South	4	Pipeline
276 H	Calley Down Crescent Garages	New Addington South	4	Pipeline
276 T	Arnham Drive flats - Infill	New Addington South	15	Pipeline
276 U	King Henry's Drive / Gascoigne Road Flats - Infill	New Addington South	4	Pipeline
276 K	Fairchildes Avenue / Corbett Close - Land	New Addington South	6	Pipeline

276 L	King Henry's Drive / Fairchildes Avenue - Land	New Addington South	10	Pipeline
276 M	King Henry's Drive - Land	New Addington South	15	Pipeline
276 N	King Henry's Drive - Land	New Addington South	4	Pipeline
276 S	Redstart Close - Land	New Addington South	6	Pipeline
278A	Castle Hill Avenue Garages	New Addington North	2	Pipeline
278B	Castle Hill Avenue - Garages (north)	New Addington North	7	Pipeline
278C	King Henry's Drive - Land near Tudor Academy	New Addington North	7	Pipeline
278E	Frimley Crescent - Garages	New Addington North	2	Pipeline
278G	Dunsfold Way - Garages and Land	New Addington North	7	Pipeline
278H	Headley Drive - Garages	New Addington North	2	Pipeline
278J	Headley Drive - Land (adj. to 156)	New Addington North	7	Pipeline
278K	Headley Drive - Land at junction to Merrow Way and Claygate Crescent	New Addington North	7	Pipeline
278M	Alford Green - Garages	New Addington North	2	Pipeline
278N	Merrow Way - Garages	New Addington North	7	Pipeline
280	Selsdon Road Flats (at approx 158 Selsdon Road) - Garages	South Croydon	7	Pipeline
282	9 Bramley Hill - Garages	Waddon	20	Pipeline
283	18 Bramley Hill - Garages	Waddon	20	Pipeline
285	Duppas Hill Terrace - Infill	Waddon	44	Pipeline
291 A	Bracken Avenue - Garages	Shirley South	4	Pipeline
291 B	Broom Gardens - Garages	Shirley South	4	Pipeline
291 C	Erica Gardens - Garages	Shirley South	4	Pipeline
291 D	Border Gardens - Garages	Shirley South	4	Pipeline
291 F	Bramble Close - Garages	Shirley South	4	Pipeline
291 H	Fir Tree Gardens - Garages	Shirley South	9	Pipeline
291 G	Laurel Crescent - Land	Shirley South	5	Pipeline

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For General Release

REPORT TO:	CABINET 10 June 2019
SUBJECT:	Delivering for Residents through Sustainable and Ethical Commissioning
LEAD OFFICER:	<p>Jacqueline Harris Baker – Executive Director of Resources</p> <p>Sarah Warman – Director of Commissioning & Procurement</p> <p>Rakhee Dave-Shah – Head of Commissioning & Procurement</p>
CABINET MEMBER:	Councillor Simon Hall – Cabinet Member for Finance and Resources
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

The Corporate Plan outlines the improved outcomes that we want to achieve for our residents, structured across nine priorities. It also articulates how the Council will operate in a different way, to deliver against these ambitions at a time of reduced funding from Central Government.

Commissioning is an important enabler to deliver these ambitions and is an important part of what we do as a Council and shapes so many of our interactions with our residents and our community. The recommendations in this report will help to ensure the Council continues to adopt a best practice approach to commissioning. The new Commissioning Framework, Social Value Policy and revised Tenders and Contract Regulations build upon the achievements and progress made in commissioning to date and set a single coherent framework and approach for the next four years.

The Council is the biggest buyer in the borough with approximately £500 million per annum spent through third parties. Spend of this magnitude enables us to be strategic and harness the supply chain opportunities that our commissioning activity creates, with a strong focus on market stewardship and ethical purchasing. The Council has the opportunity to bring significant benefits to Croydon and its residents by delivering a social return, wherever possible, on every pound it spends.

FINANCIAL IMPACT

Whilst the Commissioning Framework and the updated Tender & Contracts Regulations in themselves do not commit any resources, the Framework and the principles set out within it will shape our commissioning approach and investment decisions, ensuring our spend is focused on delivering the Council's priorities. The supporting Social Value Policy will also generate social value through our commissioning. A framework is being developed which will help to quantify the financial value these added benefits will bring in the future.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

The Cabinet is recommended to:

- 1.1 Approve and adopt the refreshed Commissioning Framework 2019-2023 (Appendix 1);
- 1.2 Approve and adopt the Council's Social Value Policy 2019-2023 (Appendix 2);
- 1.3 Recommend the adoption of the revised Tenders and Contracts Regulations, part 4 of the Constitution (Appendix 3) to Full Council; and
- 1.4 Delegate to the Director of Commissioning and Procurement, in consultation with the Cabinet Member for Finance and Resources, authority to make minor amendments to the documents presented to Full Council and any consequential amendments as necessary and to ensure publication of any amendments.

2. EXECUTIVE SUMMARY

- 2.1 The Council adopted a new Corporate Plan in October 2018, which was based on the Labour Administration's manifesto – Ambitious for Croydon For the Many not the Few. This plan sets out the Council's promises to residents, business and partners across nine priority outcomes over the next four years (2018-2022). In order to deliver the Corporate Plan, the Council is seeking to radically change the way services are delivered, with a strong focus on prevention and locality based working. This approach will be evidence-led, recognising that services need to differentiate to respond to the differing needs across the borough. It also recognises the importance of collaboration and growing the local economy.
- 2.2 Commissioning is an important enabler to deliver these ambitions and is an important part of what we do as a Council and shapes so many of our interactions with our residents and our community. With an annual spend of approximately £500 million per annum spent through third parties, it is critical that the Council ensures:
 - Financial probity on external spend, including compliance with procurement regulations;
 - Value for money and that spend is delivering outcomes for residents;
 - Ethical and sustainable approach to commissioning, procurement and service delivery;
 - The Council's spend delivers social return and wider community benefit for our residents; and

- As the largest buyer in the Borough we lead the way and ensure fairness and equality are central to our commissioning processes and that these are embedded in our supply chain.
- 2.3 In 2016, the Council refreshed its Commissioning Framework, which has provided a clear approach and priorities for the last three years. So much has been achieved during this period, and through strong leadership, an ambitious vision, and commitment to our values, we have developed a strong reputation amongst our peers for leading best practice in commissioning nationally.
- 2.4 Our achievements include:
- Becoming a London Living Wage Council and expecting this of our contractors;
 - Being one of the first local authorities to embrace Social Value by leveraging our purchasing power to get our suppliers to give back to the Croydon community;
 - Being a reference for the Cabinet Office's Commissioning Academy;
 - Taking the lead on tackling Modern Slavery;
 - Developing and implementing the make or buy framework and successfully insourcing services and developing new and innovative models of delivery;
 - Investing over £4m per annum in our Voluntary and Community Sector organisations, through commissioning and in addition to funding to the Sector;
 - Establishing award winning partnerships such as the One Croydon Alliance and the South London Commissioning Programme to tackle cross-cutting issues; and
 - Our new robust approach to contract management is also paying real dividends, helping to ensure that our suppliers deliver their services to the required standards expected by our residents.
- 2.5 Our focus now is to build on what we have already done and to set out our vision and priorities for the coming four years and accelerate the progress and innovation in this area. We want to ensure that we commission services that support our ambitions for our residents, enabling individuals and communities to take a leading role in developing and delivering their own services. We are also committed to using our resources and those of our partners in a more joined up way, better connecting these to the needs of Croydon and ensuring we are achieving optimum value for money without compromising quality for local residents.
- 2.6 In order to support this approach, the associated commissioning policy, frameworks and regulations have been reviewed.
- The Commissioning Framework has been refreshed which set out the commissioning ambitions and priorities for the coming four years.
 - The Social Value Policy - for the first time the Council will be publishing its Social Value Policy. Croydon Council has been recognised as an exemplar in achieving social value through our contracts. This policy will enable us to take this even further by clearly defining the social value that is important to the Borough.

- The refreshed Tenders and Contract Regulations, which form part of the Councils' Constitution, will provide a stronger focus on quality in our tendering processes and how the social, environmental and economic wellbeing of our borough can be enhanced through delivery of each contract.

This report is asking Cabinet to approve and adopt these documents, which set out a coherent and ambitious framework and approach for the next four years.

3. DETAIL

Background and Context

- 3.1 The Council adopted a new Corporate Plan in October 2018, which sets out the Council's promises to residents, business and partners across nine priority themes over the next four years (2018-2022). Commissioning is an important enabler to deliver these ambitions, is an important part of what we do as a Council and shapes so many of our interactions with our residents and our community.
- 3.2 In 2012, the Council set itself the objective of becoming an 'expert commissioner of services' and published a strategy supporting that aim. This was followed by a refreshed Commissioning Framework in 2016. So much has been achieved since then, including developing a strong reputation amongst our peers for leading excellence and innovation in our commissioning. Our approach is driven by our values and commitment to fairness, equality and delivering for residents. We have many highlights to be proud of, which are included in 2.4 of the report.
- 3.3 Our focus now is to build on what we have already done and to set out our vision and priorities for the coming four years. In order to support this approach, the associated policy, frameworks and regulations have been reviewed and an overview of the three documents – Commissioning Framework, Social Value Policy and the Tenders and Contracts Regulations are included in the remainder of the report.
- 3.4 These documents form part of the Council's constitutional framework, which includes the Councils Financial Regulations and Scheme of Officer Delegation. Together they identify the financial and decision making responsibilities of the Council, Cabinet, members and key officers. The Tenders and Contracts Regulations specifically are the rules governing how the Council procures goods, services and works. This is supported by the Commissioning Framework and Social Value Policy, which are included in this report.



The Commissioning Framework

- 3.5 The Commissioning Framework 2019-2023 builds upon and consolidates the progress that has been made by the Council to date. The Framework provides an overview of how we work. It is made up of two distinct parts:
- A set of **principles** that will enable commissioners to make decisions in the interests of the residents, communities and businesses of Croydon; and
 - A clear explanation of the **priorities** and **approach** that support the commissioning cycle, making them clear for suppliers and partners, promoting consistency and transparency in our approach to commissioning. It will help to outline the expectations of commissioners, partners and suppliers at each stage of the commissioning cycle.
- 3.6 Also included within the Framework is a Supplier Code of Conduct which outlines the standards and behaviours expected from suppliers and grant recipients.
- 3.7 The Framework encompasses an overarching commitment to 'Ethical and Sustainable Commissioning'. Through embedding these considerations in all aspects of commissioning practice, we will use the Council's purchasing power to maximise social value, foster local employment, promote fair pay, encourage local business growth and support community priorities.
- 3.8 In addition to this, the Framework includes a commitment to the following six commissioning principles:
- **Evidence Based** – We will use data and insights at the locality level, together with service user input, to inform robust decisions that aid our commissioning and procurement practices;
 - **Preventative** – We will focus on a preventative approach, in partnership with our communities, businesses and residents, enabling empowerment and self-resilience;
 - **Locality Based** – We will take a locality based commissioning approach, which takes account of the existing strengths, skills and resources to ensure that investment decisions support community empowerment;

- **Collaborations and Partnerships** – We will collaborate or work jointly with other organisations to ensure improved outcomes and value for money for our residents;
- **Resident Focused** – We will put residents at the centre of our commissioning approach. We will involve customers and service users in the co-production of services; and
- **Delivering Outcomes** – We will commission for sustainable and effective outcomes that deliver beyond service and organisational structures.

3.9 These principles are fundamental to our work with partners, local businesses, our communities and residents. Our commitment is to develop strong relationships that help us to achieve shared business objectives and outcomes that provide better value, high quality services for all.

Social Value Policy

3.10 For the first time the Council will be publishing its Social Value Policy. Croydon Council has been recognised as an exemplar in achieving social value through our contracts. The Council has launched a range of initiatives and actions that have had a demonstrable effect in improving the generation of social value for the residents of the borough. This policy will enable us to take this even further by clearly defining the social value that is important to the Borough.

3.11 The Policy includes the introduction of a change in the Council's procurement rules. Social value will now contribute to a minimum of 10% of the quality evaluation assessment for all relevant procurements that use a ratio of quality and price in their evaluation.

3.12 Crucially, this policy statement is being accompanied by an updated Social Value Framework. The Framework is the Council's signal to providers about what social value contributions it is seeking when it commissions services. Commissioners will use the Framework as a tool to suggest proportionate and realistic Social Value commitments when procuring services, goods or works.

Tenders & Contract Regulations

3.13 The updated Tender and Contracts Regulations, which form part of the Council's Constitution, provide a stronger focus on quality and how the social, environmental and economic wellbeing of our borough can be enhanced through delivery of each contract.

3.14 These Regulations will:

- Enable a change in the buying practices for below £100k spend, providing greater access for local suppliers to quote for works. The Councils under £100k spend equates to approximately £100m annual spend;
- Remove ambiguity around variations & extensions. Applying tighter controls and ensuring oversight of significant variations to larger contracts; and
- Ensure robust contract management practice to ensure that our suppliers are delivering their services to the required standards expected by our residents.

3.15 An overview of the principal amendments are included below:

- Regulation 11 - Procedures and Approval Process has been amended to reflect the new approval process for Low Value Spend (below £100,000). It now regulates the Council's 'Buy Local' principles and the use of the Council's new Business Directory for selection of suppliers:
 - **Contract values of up to £10,000** – officers are required to obtain at least one written quote from a local supplier if possible.
 - **Contract values from £10,000 and up to £100,000** – officers are required to obtain a minimum of three written quotes, with at least two from local suppliers, using the Council's e-tendering portal and processed via the Council's new Central Buying Team.
- Regulation 22 - Standards and Evaluation Criteria has been amended to encourage suppliers to provide better qualitative tender proposals with improved social value offers for Council services. **The evaluation criteria ratio has been changed to 60% Quality and 40% Price.** Social value has also been stipulated as being 10% of the quality score breakdown.

3.16 To ensure the successful implementation of these refreshed commissioning documents, it is vital that there is strong awareness across the Council. Once approved, these will be communicated and shared across the organisation.

4. CONSULTATION

4.1 The updated Commissioning Framework has been developed in consultation with officers across the Council, current suppliers, local businesses and the Voluntary, Community and Social Enterprise sector. Engagement with stakeholders will continue over the lifetime of the Framework to monitor progress and to further shape its development.

4.2 The Tender and Contract Regulations have been produced in consultation with colleagues from across the Council including Legal, Governance, Finance, Audit, Risk and Insurance.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 There are no direct financial commitments as a result of the recommendations in this report.

5.2 **Future Savings/Efficiencies**

Whilst the Commissioning Framework itself does not commit any financial resources, the Framework and the principles set out within it will shape our commissioning approach and investment decisions. The approach set out in the Framework will focus spend decisions on delivering value for money, local priorities and outcomes.

5.3 There have been no risks identified.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

6. LEGAL CONSIDERATIONS

- 6.1 The Director of Law and Governance comments that Members are requested to note that approval of changes to the Constitution are reserved to full Council and accordingly the proposed amendments to the Tender and Contract Regulations, are for onward recommendation to full Council for approval under the Constitutional processes.

Approved by: Sean Murphy Director of Law and Governance and Deputy Monitoring Officer

7. HUMAN RESOURCES IMPACT

- 7.1 Where an employee or employees of the Council may be affected by a transfer arrangement, consideration must be given as to whether the change may invoke the Transfer of Undertakings (Protection of Employment) 2006 (amended 2014) Legislation; otherwise known as TUPE.
- 7.2 The appropriate TUPE protocols must be followed, such as the duty to provide information and consult as appropriate with the recognised trade unions and affected staff. Pension's issues must be considered and advice sought from the Pensions Team at an early stage particularly where employees are members of the Local Government Pension Scheme (LGPS) or Teachers Pensions scheme.
- 7.3 Where the Council is not the employer (either the current employer or the new employer) the application of TUPE, or otherwise, would be determined between the service providers. Nevertheless, where there is a service provision change for which the Council is the client, on that basis the role of the Council would usually extend no further than facilitating the process.
- 7.4 Advice and guidance on TUPE must be sought at an early stage from the relevant departmental Head of HR.

Approved by: Gillian Bevan, Head of HR Resources on behalf of the Director of Human Resources

8. EQUALITIES IMPACT

- 8.1 An Equality Analysis has been undertaken to ascertain the potential impact the proposed change will have on protected groups. The new Commissioning Framework, Social Value Policy and revised Tenders and Contract regulations builds upon the achievements and progress made in commissioning to date and sets a single coherent framework and approach for the next four years

- 8.2 The Framework and the principles set out within it, will shape our commissioning approach and investment decisions, ensuring our spend is focused on delivering the Council's priorities. This approach will be evidence-led, recognising that services need to differentiate to respond to the differing needs across the borough. Officers' responsibilities including ensuring compliance with council policies and the Equality Act 2010.
- 8.3 Principles that will enable commissioners to make decisions in the interests of the residents, communities and businesses of Croydon. The supplier code of conduct has the principles and values below in relation to equalities and diversity.

Values

Valuing Diversity

Embracing equality and inclusivity and making the most of the many perspectives that make Croydon distinctive.

Principles

Equality and Inclusion

- We expect our suppliers to comply with the Equality Act 2010 when discharging their services and to promote greater equality and inclusion across the Croydon.
 - Suppliers should record equalities information and be prepared to share this with the Council when requested.
 - Staff should receive equalities training and records should be kept.
- 8.4 As the largest buyer in the Borough we lead the way and ensure fairness and equality are central to our commissioning processes and that these are embedded in our supply chain.

Approved by: Yvonne Okiyo, Equalities Manager

9. ENVIRONMENTAL IMPACT

- 9.1 The Commissioning Framework, the Tender and Contract Regulations and the Social Value Policy have been designed to align with the Council's commitment to address environmental sustainability as an integral part of all activity.
- 9.2 As a result of the implementation of the Social Value Policy, it is expected that there will be a positive environmental impact.

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 There are no implications for these documents.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 11.1 Adopting the Commissioning Framework, Social Value Policy and the Tender and Contract Regulations sets a clear vision and direction for sustainable and ethical commissioning and procurement. This will also enable the Council to

achieve its corporate aims as set out in the Council's Corporate Plan 2018-2022.

CONTACT OFFICER: Rakhee Dave-Shah, Head of Commissioning and Procurement (Corporate)

APPENDICES: Appendix 1 – Commissioning Framework 2019-2023
Appendix 2 – Social Value Policy 2019-2023
Appendix 3 – Tender and Contract Regulations

BACKGROUND PAPERS: None



COUNCIL

COMMISSIONING FRAMEWORK

2019 - 2023





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OPEN

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**DRIVING FAIRNESS AND EQUALITY THROUGH
OUR COMMISSIONING**

Foreword: Cabinet Member for Finance & Resources

Delivering improved outcomes for residents through sustainable and ethical Commissioning.

Croydon is a borough that residents and communities can be proud of. Just looking at the skyline it is obvious that so much has been achieved in recent years and Croydon is fast becoming an increasingly exciting place to live, work and play. The sheer hive of activity with new start-ups, businesses moving in, new developments emerging, cafes and restaurants opening up, means Croydon is growing and catering for an increasing number of residents, with a population fast approaching 400,000.



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Since the start of austerity, we have experienced relentless reductions in Government grants which has coincided with increasing demand for Council services including health, social care, housing and education, resulting in sustained pressures on our services and financial resources. This coupled with the uncertainty posed by Brexit, makes this a challenging context for local government.

Despite these challenges, the Council remains more determined than ever to be ambitious for the borough and to deliver for its residents. Ensuring fairness and equality is central to our decision making. Commissioning is playing an increasingly important role in public services, ensuring the effective use of resources and helping us to achieve our aspirations for our borough and its residents, and this is why this Commissioning Framework is so important.

The Council is the biggest buyer in the borough with nearly £500m spent every year with third parties. This alone gives us a fantastic opportunity to benefit our residents through delivering social return on every pound we spend. We have already achieved so much over the last few years:

- Becoming a London Living Wage Council and expecting this of our contractors;
- Being one of the first local authorities to embrace Social Value by leveraging our purchasing power to get our suppliers to give back to the Croydon community;
- Taking the lead on tackling Modern Slavery;
- Developing and implementing the make or buy framework and successfully insourcing services and developing new and innovative models of delivery;

- Investing over £4m per annum in our Voluntary and Community Sector organisations;
- Establishing award winning partnerships such as the One Croydon Alliance and the South London Commissioning Programme to tackle cross-cutting issues; and
- Our new robust approach to contract management is also paying real dividends by helping to ensure that our suppliers deliver their services to the required standards expected by our residents;
- We are building environmental sustainability into our commissioning activity, ensuring an active consideration to Croydon being a green borough.

Our focus now is to build on what we have already done and through the Commissioning Framework to confirm our commissioning ambitions and priorities for the coming four years. We want to ensure that we commission services which support our ambitions for our residents, enabling individuals and communities to take a leading role in developing and delivering their own services. We will use our resources and those of our partners in a more joined up way, better connecting these to the needs of Croydon and ensuring we are achieving optimum value for money without compromising quality for local residents.

The landscape will include:

- Increasing the emphasis on the quality and social value when procuring goods and services while still managing costs. The tenders and contract regulations have been updated to reflect 60/40 on quality/price evaluation ratio;
- Driving excellence in procurement and contract management processes;
- Working with our supply chain and continuing to lead the way to drive fairness and equality for all residents of Croydon;
- A commitment to bringing services back in-house where appropriate – insourcing options will be evaluated for all services that are new or to be re-commissioned;

- The creation of a dedicated ‘buying team’ to ensure we are sourcing goods and services efficiently and from local businesses wherever possible;
- A dedicated ‘supply chain’ team to ensure that we are removing barriers for small and medium businesses, voluntary organisations and local organisations to enter our supply chain;
- Building stronger relationships with our partners and residents providing joined up services and capitalising on opportunities for shared resources;
- Ensuring we have a robust supply chain that is ethical and sustainable and complies with our values and principles; and
- Taking a proactive approach to identifying the possible effects of Brexit on our local businesses, residents and the community and working together to minimise risks.

My aim is to make Croydon economically prosperous, resilient, safer, greener and healthier through sustainable and ethical commissioning, and I am both proud and honoured to be the Cabinet Member responsible for this agenda.

Councillor Simon Hall
Cabinet Member for Finance and Resources



Introduction

“Commissioning is the process for deciding how to use the total resources available to improve outcomes in the most efficient, effective, equitable and sustainable way.”

What do we mean by Commissioning?

Commissioning is the process for deciding how to use the total resources available (including finances, assets, providers, workforce, residents and the community) to improve outcomes in the most efficient, effective, equitable and sustainable way. Public bodies achieve their objectives through a variety of routes, either by carrying out activities themselves or by purchasing from external organisations. In broad terms this process can be described as ‘commissioning’.

Commissioning is an important part of what we do as a Council and shapes so many of our interactions with our residents and our community. It is the process by which needs are analysed, plans are put in place, services are delivered or purchased and monitored. It comprises a range of activities across four key areas:

- Understanding the needs and priorities that are to be met, using evidence and insight;
- Choosing options, designing and planning services so that needs can be met in the most effective and efficient ways;
- Choosing the best delivery model for the service and finding the right provider (if appropriate); and
- Managing, reviewing and monitoring the service for quality and how well needs are being met over time.

The commissioning cycle is a continuous process that supports the development of new services. Our approach for delivering commissioning that is ethical and sustainable will be achieved by:

- Resident involvement in evaluating, designing and monitoring services;
- Co-producing solutions;
- Partnership working; and
- Focusing on outcomes.



What do we mean by Procurement?

When a public body such as Croydon Council identifies a need for a service or for the supply of goods it may decide to meet that need through purchasing from external organisations. In this instance, external organisations will be invited to bid by explaining how they will meet that need. The Council will then select a supplier based on the quality of their submission, the price that they quote and the added value that they are able to offer. Once the supplier has been awarded the contract, the Council will work with the supplier to manage the contract and ensure that the desired needs are being met and the intended outcomes are being achieved.

Procurement includes all activities involved in the process of buying goods, services or works on behalf of residents. Procurement is often referred to as buying and purchasing alone. However, these are only parts of the procurement process. In fact, procurement spans the whole process from identification of need through to the end of a contract.

Good procurement is crucial to providing high quality public services and ensuring that money is well spent. This is why we have updated the Council's Tender and Contract Regulations which form part of the Council's Constitution to ensure that we are clear about the rules that will apply when we seek to go to external organisations to procure goods and services. This includes the Council's commitments to accelerate delivery of Social Value. Tenders will be evaluated with a stronger focus on quality and how the social, environmental and economic wellbeing of our borough can be enhanced through delivery of each contract.



► Case Study 1: Grounds Maintenance

Context – Insourcing Grounds Maintenance Services

The Council had a number of contracts due for expiration or extension, which provided the ideal opportunity to review these under the Make or Buy framework. The contracts under consideration were:

- Grounds maintenance services
- Tree services contract
- Bereavement services grounds maintenance service
- Grave digging and memorial safety services

The Council wanted to drive improvement in the quality of the services and have a greater flexibility and ability to change the service offer.

Approach – Make or Buy

A key consideration was the ambition to insource maintenance and use the local supply chain for delivery, where needed. Furthermore, there was a strong focus on community involvement in and management of parks, which was reflected in the future model. The Active Lifestyle service had carried out an extensive borough wide public engagement and consultation exercise on the use of all parks and green spaces. The Council was also committed to maintaining their Green Flag Award status.

A number of options were considered, and the decision to bring services in-house was made for the following reasons:

- Increased level of control retained through contractual arrangement;
- Direct accountability;
- Potential to react more quickly than contractors;
- Provision of timely information about services;
- Potential to generate income over longer term;
- Synergies with other Council run services;
- Ability to flex the service standards and/or identify bespoke options for particular assets according to specific need, aligned to new operating model locality principles; and
- Ability to engage local communities in management of their parks.

Outcomes Achieved / Lessons Learnt

The outcomes to date include:

- Increasing satisfaction with parks and green spaces;
- Increasing work with local communities to enable them to take the decisions that affect their parks;
- Increasing visitor numbers;
- Increasing the sporting offer and engagement with outdoor sport and physical activity;
- Supporting biodiversity; and
- Providing exceptional burial, cremation and remembrance facilities for the residents of the borough.

Bringing services in-house improved the quality of service delivery. Through the new in-house model it is now possible to explore how the local supply chain could access any opportunities that arise for sub-contracting. Furthermore, the in-house model promotes local employment and all staff are paid London Living Wage, as per the Council's pay policy.

The Bereavement Service continues to support the Community Payback scheme to benefit the community and assist with the rehabilitation of offenders.

The Scope and Purpose of the Commissioning Framework

The Council's Corporate Plan (2018-2022) sets out its priorities for the next four years. The plan outlines the improved outcomes that we want to achieve for our residents, structured across nine outcomes. It also articulates how the Council needs to operate in a different way, to deliver against these ambitions at a time of reduced funding from Central Government.

Adopting an increasingly preventative and collaborative approach is one of the key elements, which will represent a major shift in delivery, moving to a more supportive, enabling and advisory model. Another change will be in how we deliver services to residents within their local community, ensuring they can access information and support that is tailored to local need.

All of this activity will need to be underpinned by evidence and we are building an increasingly rich picture of our borough, our people and our places, so that we can use our data to better understand future opportunities and challenges.

To achieve this, there will need to be much greater collaboration across the borough with other public services, the voluntary sector, our providers, business and the community to develop a seamless system of information, engagement and service delivery. Collectively, these principles represent the Council's Operating Model.

Commissioning is an important enabler to deliver these ambitions. This refreshed Commissioning Framework is designed to support the delivery of the Council's Corporate Plan 2018-2022 and associated operating model and steer delivery, alongside our new Social Value Policy and

Tender and Contract Regulations. Looking ahead, we will work to maximise the value that our spending power can have for the residents of Croydon.

This framework builds upon the achievements and progress made in commissioning to date and consolidates the different legislative requirements, policy initiatives and aspirations into a single coherent framework underpinned by clear principles and priorities.

We have developed a framework that is unique to Croydon. In designing a shared approach to commissioning our aim is to:

- Set out a shared view of our key principles for commissioning in Croydon with residents, businesses, organisations and officers;
- Embed use of intelligence in our commissioning;
- Share good practice and learning across the organisation;
- Encourage a culture of innovation amongst Council officers and external organisations;
- Identify opportunities for joint and integrated commissioning where appropriate;
- Engage, shape and manage the market;
- Ensure we are focused on our vision and commit to our approach to be transparent and fair, to consider the social value inherent in different service delivery options, to consider insourcing where appropriate and to design contract opportunities that allow us to buy local.

This framework is made up of two distinct parts:

- A set of **principles** that will enable commissioners to make decisions in the interests of the residents, communities and businesses of Croydon; and
- A clear explanation of the **priorities** and **approach** that support the commissioning cycle, making them clear for suppliers and partners, promoting consistency and transparency in our approach to commissioning. It will help to outline the expectations of commissioners, partners and suppliers at each stage of the commissioning cycle.

It is a continuous process of review and improvement, supported by a toolkit of resources covering the end-to-end commissioning process and access to planning tools and templates for different stages of commissioning. This ensures that the Council works in a consistent and fair way, with activity proportionate to the size and complexity of the service area under consideration.

This Framework applies to all commissioning – whether of services provided in the third sector, private sector or internally. The Framework is considered to be **binding by default**. This means that commissioners should adhere to it unless there is a good reason not to (for example legislative or specific funding guidelines), and be able to use it to provide a rationale for their decisions.

► Case Study 2: One Croydon Alliance

Context – Working together to help people live the life they want

Croydon has both a growing and ageing population and an increasing number of people are living with long-term conditions. If Croydon were to keep commissioning and running services as they were currently designed, the whole system deficit was projected to be £231m by 2025/26. The case for change in Croydon is strong, with a growing need to improve performance in the delivery of care to patients including addressing a higher rate of admissions, emergency admissions, and emergency readmissions to hospitals.

The One Croydon Alliance is a ground-breaking partnership that was formed in 2017 and includes Croydon Clinical Commissioning Group (CCG), Croydon Council (LA), Croydon Health Services NHS Trust (CHS), South London & Maudsley Mental Health Trust (SLaM), Age UK Croydon and the Croydon GP Collaborative (CGPC).

The Alliance’s vision is clear – to support the people of Croydon to be independent and healthy for longer within their own homes; and in cases where outside care is required, this is provided in a joined up way where a person’s well-being is managed holistically, caring for them physically, psychologically and socially.

“Working together to help you live your life”

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Approach

A new Model of Care aims for a whole system transformation. The early changes include two major initiatives:

- creation of Integrated Community Networks (ICN) that support multiagency working at a local level to proactively manage the care of people with complex needs; and
- plus LIFE (Living Independent for Everyone) an integrated reablement rehabilitation team that supports hospital discharge and avoidance, and enables joined up care.

This is all underpinned with extensive development of system governance, innovative commercial and contracting arrangements to create long term sustainable change.

Resident Involvement

The ICN model of care was designed through an engagement process with a wide range of stakeholders, including the service users and other professional, clinical and carer representatives. Residents have not just been involved in the design; a specialist service user group meets monthly to give feedback on how services are running, and actively play a part in improving effectiveness and influencing the design of new services. Local people know what is needed in their communities. The Local Voluntary Partnership aspect of the ICN means that local community groups run by local people are able to bid for funding to provide services they know are needed in their area.

Outcomes Achieved / Lessons Learnt

The ICN model provides a return of £1.44 for every £1 spent and the LIFE service provides a return of £2.67 for every £1 spent. As well as better outcomes, the system aims to save £9m a year from its first phase of transformation and a further £2m from phase 2.

The programme has achieved the following:

- Integrated multi-agency ‘Huddles’ including GPs, Social Workers, Community Nurses, Voluntary Sector Personal Independence Coordinators and pharmacists;
- 1291 Hospital admissions avoided (56% of Huddle cases);
- 709 people supported by a Personal Independence Coordinator (alternative to clinical care); 1218 people discharged from hospital and 47% of them successfully reabled.

Our Achievements to Date

Since we published our last Commissioning Framework 3 years ago, we have worked hard to ensure everyone benefits from the investment that we are making and growth that we are seeing in Croydon.

In 2012, the Council set itself the ambition of becoming an 'expert commissioner of services' and published a strategy supporting that aim. This was followed by a refreshed Commissioning Framework in 2016, the Social Value toolkit and a Decommissioning toolkit. So much has been achieved since then.

Through strong leadership, clear vision, and a commitment to our values, we have developed a strong reputation amongst our peers for commissioning services in ways that add positive social, economic and environmental outcomes that go beyond traditional approaches. An overview of some of our achievements is shown overleaf:



2015

- We Launched **Value Croydon** to support the local market access tender and sub-contracting
- We became a London Living Wage (LLW) employer and made it a requirement that staff engaged in our supply team will also receive the LLW, by including this in standard terms and conditions



2016

- We launched our **Community Fund prospectus**, ring fencing £6m of funding for Croydon's Voluntary and Community sector
- We launched **Croydon Works**, a job brokerage service to bring together residents and employers to increase access to local sustainable employment including apprenticeships and trainees
- We launched the **South London Commissioning Programme** which has gone onto become an award-winning partnership of 12 South London Boroughs led by Croydon, jointly tackling our Children's Services spend
- We updated our Tender and Contract Regulations to include a **Buy Local** commitment, encouraging officers to seek a local quote on low value contracts



2017

- We launched the **Good Employer Charter**
- Croydon won the national **Social Value UK Awards**
- Having developed a new model for contract management **we launched the Contracts Hub** to incorporate best practice
- We launched the **'Make or Buy'** framework enabling us to proactively evaluate the best options to meet local need



2018

- We supported and engaged with Croydon small and medium sized enterprises (SME's) and local businesses as part of our Year of Business package engaging with over 4500 businesses
- We established our **Supply Chain management team** to help remove barriers for SME's, local businesses and voluntary and Community Sector organisations wanting to enter our supply chain
- We signed up a range of charters as a commitment to improve the lives of Croydon residents



Local Context for Commissioning

The Council through its commissioning is committed to tackling the inequalities in the borough. The use of information and intelligence is vital to understand the needs of the residents and local areas, and is one of the principles in the Framework.

With over 14,000 businesses, 141,000 jobs and more affordable homes than many other parts of London, Croydon is a thriving commercial centre and a place where people want to live and work. The transport hub of East Croydon is the third busiest interchange on the Network Rail system, connecting 26,000 people a day to education, employment, social and cultural activities.

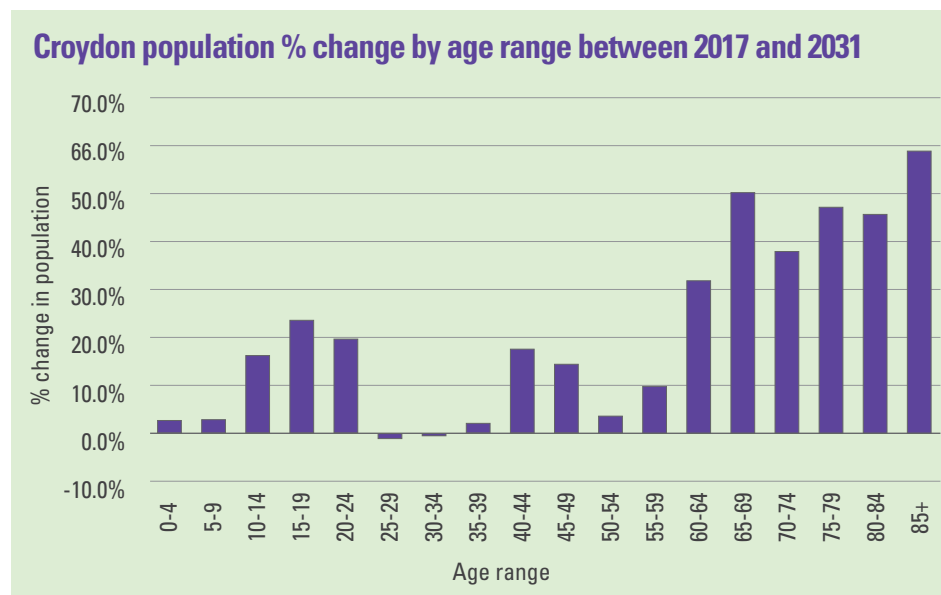
The Council provides over 500 types of services to our residents and local businesses and we spend over £1 billion annually on serving the local community.

Croydon is a large and diverse borough in South London. In 2017 with a population of 384,837, Croydon was the second highest populous borough in London and we expect it to increase by approximately 15% to 444,573 by 2031.¹ This population growth varies with age. The 0-17 and 18-64 populations are expected to grow by about 10% in this period, however the 65+ population is expected to grow by over 47% to over 75,000 by 2031. This makes it necessary to build services that are fit for the future as well as today.

Nearly 6000 children are born in Croydon each year, and there are more children in Croydon than any other London Borough.² 94,775 (29.8%) are 0-17 years old, which means that almost one in four people are aged under 18 years and Croydon has one of the largest populations of under 25s in London. It is therefore crucial that we have a borough that nurtures the talents and ambitions of our younger generation.

Graph 1 shows Croydon population change by 5 year age bands. The amount of 85+ year olds in Croydon is expected to increase by nearly 60% to over 11,000 by 2031.³

Graph 1. Croydon Population % change by age range between 2017 and 2031



1. 2016 Based GLA housing led projections
 2. 2017 Mid-Year Estimates (ONS)
 3. 2016 Based GLA housing led projections

Croydon is also home to a wide range of cultures and languages, with over 100 different languages spoken on our streets. Often language barriers get in the way of residents accessing the most appropriate services at the right time. Therefore information needs to be made available in formats accessible to the full spectrum of Croydon's population, including very importantly, Braille and British Sign Language.

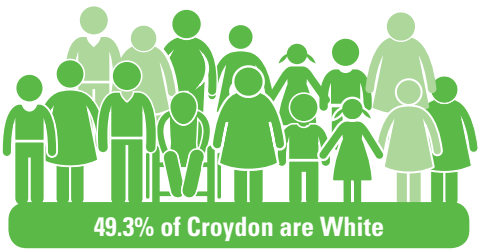
Our population is diverse, with people from Black, Asian and Minority Ethnic (BAME) backgrounds accounting for 51% of this total. The GLA produce ethnic group projections based on the 2011 Census ethnic group categories. In 2017 nearly 60% of the Croydon population were estimated to be from a non-White British ethnic group. This is the 15th lowest rate in London (out of 33 London Boroughs).⁴

By 2031 this rate is estimated to increase to 68% and then it will be the 13th highest rate in London.



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Croydon has a diverse population

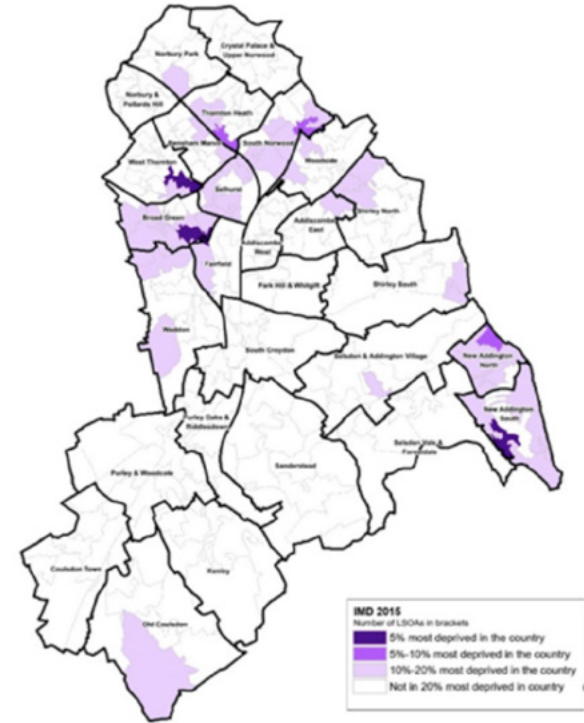


The Index of Multiple Deprivation (IMD) 2015 is the official measure of relative deprivation for small areas (or neighbourhoods) in England. Croydon is the 19th (out of 33) most deprived London Borough.⁵ Map 2 shows the variations of deprivation across the borough. 10,261 (2.7%) people in Croydon live amongst the 10% most deprived area in the country and a further 83,078 (21.9%) people in Croydon live amongst the 20% most deprived area in the country.

Between 2015 and 2017 Male Life Expectancy in Croydon is 80.4 years. This is the 14th highest in London.⁶ Female Life Expectancy is 83.7 and is the 9th lowest in London. These headline figures mask the inequality that can be seen between different parts of what is a big and diverse borough with equally diverse need across the different local areas. This is why we are driving forward the locality model. We want to ensure that we get a deeper and richer understanding of different parts of Croydon and use this information to provide the best services in the right place, at the right time.

Map 2. Indices of Deprivation 2015

Indices of Deprivation 2015 (with new Croydon wards)
Croydon Lower Super Output Areas (LSOAs)



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Detailed information about Croydon can be found at <https://www.croydonobservatory.org/> and we encourage anyone who is considering developing services for Croydon to look at the wealth of information available in the Croydon Observatory.

4. 2016 Based GLA Ethnic Group housing led projections
5. 2015 Indices of Multiple Deprivation
6. 2015-2017 Office of National Statistics

► Case Study 3: South London Commissioning Partnership

Context – Collaborative Commissioning to Improve Outcomes for Children and Young People

The South London Commissioning Partnership was established in 2014 by Croydon Council. What started as a partnership between 4 South London Boroughs now spans across all South London Boroughs with a combined commissioning spend of approximately £170m per annum.

The partnership works across borough boundaries to improve outcomes for:

- Looked After Children (LAC) - to commission residential and foster care (Croydon, Bexley, Greenwich, Lambeth, Lewisham, Merton, Southwark, Sutton); and
- Special Education Needs (SEN) - to commission independent and non-maintained provision (Bexley, Bromley, Croydon, Greenwich, Kingston, Lewisham, Merton, Richmond, Sutton, Wandsworth).

Approach

The aim of the Partnership is to work across borough boundaries on the commissioning of high quality placements for children and young people that achieve the best outcomes in an efficient way. The approach has focused on:

- Intelligent and robust commissioning to achieve savings – this includes integrated commissioning across boroughs, undertaking a needs analysis and forecasting demand, ensuring sufficiency in the market and sharing market intelligence.
- Embedding effective contract management – this includes developing a common framework on quality assurance, agreeing a protocol for collaborative action and actively working with the sector to improve quality.
- Engaging with the market – this includes sharing good practice and alternative models of provision, working with the representative bodies to influence the market, commercial negotiations and managing down annual increases in fees and encouraging innovation; and
- Developing the Partnership and sharing good practice – ensuring that the partnership is self-sustaining, working with other regions and sub-regional alliances to identify synergies and avoid duplication and working with Central Government to inform national policy.



► Case Study 3

Outcomes Achieved / Lessons Learnt

The work so far has delivered the expected benefits and more. Since the Partnership launched, the boroughs have saved over £2m with further year on year savings projected. On average partner boroughs have received a return on investment of over 1700% (through the SEN Commissioning work). Further achievements of the Partnership include:

- **Jointly procuring a dynamic purchasing solution** to accelerate savings and streamline outcomes based commissioning;
- **Developing an improved relationship with the market and shifting attitudes** towards local authorities as customers;
- **Building the commercial capabilities of our boroughs** through an improved commissioning model;
- **Greater choice for parents and commissioners** and the ability to find the provision that delivers the outcomes for and ambitions of our children and young people with SEN and those that are looked after;
- **Greater confidence in the quality of provision** where our children and young people are placed; and
- **Being approached to work in partnership with other parts of the country and representative bodies** to deliver an outcomes based commissioning framework and consider opportunities of regional commissioning.



Our Vision & Commissioning Principles

“When we commission services we will focus on prevention, we will tailor services to local need using an intelligence led approach and will join up services wherever possible with partners.”

As the largest buyer of services in the borough, we are committed to leading and delivering Ethical and Sustainable Commissioning. With this overarching aim, we have identified the following six principles that will form the basis of our commissioning activity.

These principles are fundamental to our work with partners, local businesses, our communities and residents. Our commitment is to develop strong relationships that help us to achieve shared business objectives and outcomes that provide better value, high quality services for all. Our approach is to develop capacity with a more diverse set of providers, delivering more choice in the market that leads to greater innovation, quality and performance, proactively responding to the needs of the communities using those services.

Together, this contributes to our drive to continuously improve the services we deliver for our residents and communities. It will help us to:

- Deliver better outcomes for our residents through evidence-based methods that make best use of our resources;
- Support a culture of innovation in service delivery that supports community involvement and results in more empowered and self-reliant citizens;
- Promote our Good Employer Croydon Charter to engage, shape and manage our local market to be a leader in ethical work practices; and
- Actively identify more opportunities where in-sourcing or partnership arrangements are the most effective service delivery model.

ETHICAL AND SUSTAINABLE COMMISSIONING					
We will embed ethical and sustainable commissioning considerations in all aspects of commissioning practice. We will use the Council’s purchasing power to maximise social value, fostering local employment, promoting fair pay, encouraging local business growth and supporting community priorities.					
PRINCIPLES					
Evidence based	Preventative	Locality based	Collaborations and Partnerships	Resident Focused	Delivering Outcomes
We will use data and insights at the locality level together with service user input to inform robust decisions that aid our commissioning and procurement practices	We will focus on a preventative approach, in partnership with our communities, businesses and residents, enabling empowerment and self-resilience	We will take a locality based commissioning approach, which takes account of the existing strengths, skills and resources to ensure that investment decisions support community empowerment	We will collaborate or work jointly with other organisations to ensure improved outcomes and value for money for our residents	We will put our residents at the centre of our commissioning approach. We will involve customers and service users in the co-production of services	We will commission for sustainable and effective outcomes that deliver beyond service and organisational structures

An overview of our six principles which will inform our commissioning is outlined below:

1. Evidence Based Decisions

- Croydon’s commissioning decisions will be built on a detailed picture of the borough, our people and our places. We will take the time to map existing needs, spend and demand by localities to develop our understanding of future demand and challenges across the borough.
- Our analysis will include the collation of local views, the experiences and aspirations of service users, population data, housing and education needs, health and well-being information, plus crime and safety data.
- Decisions will be informed by triangulating the existing contract performance and supply chain intelligence with feedback from current service users, as well as drawing on evidence of best practice from national and local research.
- We will work collaboratively with our statutory and community partners so that services are tailored to the needs of each locality. Together we will secure high quality services and interventions responsive to individual needs. We recognise the volume and complexity of needs is generally increasing and a reactive approach is neither affordable nor desirable, so we will use the evidence we collate to design services that account for the strengths, assets and needs of each area.

2. Preventative Approaches

- Services will be designed in ways that help to identify issues early on and target support in ways that promote independence. We will focus on solutions that can deliver long-term sustainable benefit to residents, supporting the growth of empowerment and resilience across our communities.
- Working collaboratively with local partners, we will build capacity within our communities to become more self-reliant and work together to prevent escalation of need, designing services to support this.
- Management of contracts will become increasingly robust, with early warning systems for detecting deterioration in contract performance. Timely intervention will better protect service delivery and our resources.

3. Locality Based

- Croydon is a large borough with significant differences between parts of the Borough. We will commission services tailored to local need and support the locality service delivery models developing across the borough.
- The Council is committed to working in partnership with communities to create local networks and build capacity for a more localised approach. The role played by the voluntary, community and social enterprise (VCSE) sector and local businesses in meeting resident needs is key to achieving this and making full use of the social capital and assets that already exist.
- We want more local small and medium enterprises (SME) and VCSE organisations to benefit from the buying power of the Council. We have embedded this into our procurement approach, and have a programme of work in place including access to greater support to register and bid for contract opportunities, more targeted engagement in advance of quote or tender opportunities, and increased ease to find upcoming opportunities via the refreshed Value Croydon website. Additionally, we will work with our larger providers to create supply chain opportunities for Croydon businesses.

4. Collaboration and Partnerships

- We will continue to have a collaborative approach to our commissioning working across the Council, with public sector partners, suppliers and residents.
- Joint commissioning across partners including other local authorities has been an area of success for the Council. We will continue to seek out these joint commissioning opportunities to tackle cross-cutting issues and gain leverage with the market.
- By exploring alternative models for delivering services we will be able to offer a more holistic approach and improved outcomes for residents. Engagement will include market warming events and forums, supporting our ethos of co-design and co-production for better local solutions.
- We will use our influence and ethical approach to shape the local market, stimulating a diverse range of appropriate services, both in terms of the types of services and the types of provider organisations, creating an economy that is vibrant and sustainable. Market engagement and development activities will include gathering user feedback, undertaking need assessments and mapping needs across our localities.
- We will share what we learn, to build capacity within the market to innovate and be more flexible to changing circumstances, to build stronger relationships with and between local business and organisations, and to build sustainable models that are creative and delivered collaboratively.

5. Resident Focused

- We want to design services around the needs of residents, where the experiences of users from all our communities, inform and shape future commissioning decisions, and where residents have a say in the vision for their local area.
- To achieve this, there will be early involvement of existing and prospective users to frame the needs to be met, understand priorities, and develop the rationale for investing resources into alternative solutions across localities. We want greater input from residents to inform commissioning decisions and guide our approach to contract management.
- As we develop this approach, there will be greater opportunities for residents and local organisations to co-design, plan, and potentially deliver services.



6. Delivering Better Outcomes

- We will take an outcomes approach in our commissioning of services. Outcomes refer to the impacts or end results of services. As such, outcome-focused services aim to achieve the aspirations, goals and priorities as defined by service users. It enables commissioners to create the circumstances where provider organisations find innovative solutions to deliver improved outcomes for services users and encourages new ways of working.
- The Council is supporting its workforce to ensure the skills, capabilities and creativity are available to deliver an outcomes based approach that drives the design of commissioning options and decisions.
- We have strengthened our contract management processes, ensuring that social, economic and environmental outcomes are integral to how we monitor contract performance, and made transparent how early termination may occur if contract outcomes are not being delivered. Our Contract Management and Procurement Handbook has been updated to reflect this.



► Case Study 4: Community Fund

Context – Commissioning Services through the Voluntary, Community & Social Enterprise Sector (VCSE)

In 2015, the Opportunity and Fairness Commission (OFC) gathered views from across the borough to understand the issues and challenges faced by the people of Croydon in order to build and create a fairer and better place to live for all. In meeting the key inequality and poverty challenges residents face, the OFC made a

series of recommendations. The Council responded by showing leadership through reshaping the grant and commissioned support to the Voluntary Sector around the OFC themes and including support for asset based community development securing circa £6m ring-fenced funding for 3 years.

Approach

In October 2016, the Council adopted a new approach to supporting and investing in the VCSE sector through the Community Fund Programme 2016-19 securing £6 million of funding for 3 years. Its focus was on achieving positive outcomes for residents and to harness the social value of the voluntary sector as equal and trusted partners.

The Community Fund programme adopted the OFC key themes and built a dynamic approach to supporting and investing in the VCSE sector to deliver improved outcomes. The programme was established on a number of important principles:

- A focus on key outcomes that needed to be influenced and changed across the borough;
- This meant that we moved away from funding organisations and instead funded programmes and

activities which would achieve the intended outcomes;

- Alignment to the Council’s Corporate Plan, Ambitious for Croydon, and the borough’s Community Strategy;
- Supported community empowerment by helping residents to live independent lives; and
- Supported VCSE strengths in building the capabilities of the sector to adapt to the difficult financial climate and become more sustainable.

Programmes and activities that have been funded through the Community Fund have been proportionately and supportively contract managed to build the overall capabilities of the sector and ensure that the projects are delivering the intended outcomes for residents.



Outcomes Achieved / Lessons Learnt

The key outcomes in 2018/19 include:

- 3560 people accessed the Purley Cross Centre for information and advice;
- 58 training sessions provided on setting up a charity / social enterprise;
- 110 training sessions held to support local organisations fundraise;
- Support given to clients in receipt of benefits, tax credits, grants, refunds and debt written off;
- Over 12,000 advice issues provided by Croydon Citizen's Advice;
- Over 80 targeted campaigns to recruit volunteers living in Croydon with over 700 individuals placed into volunteering;
- Almost 25,000 carers have been supported over the course of the year;
- Befriending services (telephone and/or home visit) to over 120 people, over 80% of these people were aged 75 years and over;
- Short breaks provided to over 600 carers;
- 1038 counselling sessions held by Mind in Croydon;
- 814 health and wellbeing activities/session offered attended by 5,021 carers;
- 7,090 people visited the Talk Bus, which visits 4 areas of the borough a week to provide information and advice;
- 39 football sessions and 37 youth club sessions in Monks Hill.
- 167 homeless people have been supported by a Housing Coach; and
- 1677 people received support with a legal issue in Croydon.



In March 2019, the Council reaffirmed its commitment to the Voluntary and Community Sector with a recommissioning exercise for up to £7.8m for the next 3 years ring-fenced for the sector.

Our Priorities for 2019-2023

As the biggest buyer in the borough equating to approx. £400m p/a, there is opportunity to benefit the borough and residents, delivering a social return, wherever possible, on every pound we spend.

The Council is committed to leading and delivering ethical and sustainable commissioning. This is focused on 4 priorities:

Priority 1	Insourcing and Innovation
Priority 2	Buy Local
Priority 3	Ethical and Sustainable Practice
Priority 4	Contract Management



PRIORITY 1 – In-sourcing and Innovation

Our 2016 Commissioning Framework introduced a Make or Buy model for the Council to adopt. It is now becoming standard practice, when strategically considering commissioning options, to look at different delivery arrangements. There are four main sourcing options open to local authorities:

Each of these sourcing options has advantages and disadvantages. Options other than in-house delivery require considerable preparation and in some cases investment. It is important that the future shape of the service should be defined before considering buying, sharing or divesting – this is so that contractual arrangements are fit for purpose from the outset and contracts are not subject to major revisions early in the process resulting from change in patterns of delivery.

Taking an evidence based approach, we are increasingly looking to insource our services. We have introduced a Make or Buy review point process where full consideration is given to the options and insourcing is considered unless there is a reason not to do so. What matters is that we gain control, maintain important services with reduced funding, and create the flexibility to respond to changes to public monies and emerging legislation and policies while ensuring our values such as London living wage are built into our services.

Make	Buy
<ul style="list-style-type: none"> • In-house delivery • Arm's length trading company 	<ul style="list-style-type: none"> • Outsourcing to private sector • Outsource to third sector • Private-sector joint ventures
Share	Divest
<ul style="list-style-type: none"> • Shared services • Shared management • Public sector joint ventures 	<ul style="list-style-type: none"> • Transfer to Community • Spin-out to mutual or trust • Closure



PRIORITY 2 – Buy Local – Supporting Local Business to grow

We want more local businesses and organisations to become part of our supply chain. Value Croydon website is a one-stop shop, advertising all contract opportunities from the Council and its partners making it easier to find and submit bids. We have established a dedicated Buying Team that will improve access to Council contracts with a value below £100,000 and we are actively working with our larger providers to create further supply chain opportunities for all Croydon businesses, including sub-contracting arrangements.

In 2016, we launched the Good Employer Charter to build a network of local businesses that do business responsibly. The work of these businesses supports the success of the local economy through using local supply chains,

creating local job opportunities, ensuring employees are paid a fair wage and promoting best practice in equality and diversity, staff wellbeing and development and environmental sustainability. These efforts will change the lives of Croydon's residents and shape the identity of our borough, making it a place that thrives for its people. We want to work with suppliers, businesses and community organisations that share our commitment to our local residents and communities.

Therefore, we have embedded the local Business Directory within our updated Tender and Contract regulations to ensure the whole Council uses these local businesses when securing goods and services.

2018 was our Year of Business. During the events held as part of this, we heard that businesses, particularly micro-businesses are still unclear on how procurement works in local authorities. With the creation of the Supply Chain Management Team and the Buying Team we will hold a number of events throughout the year to demystify procurement and raise awareness about Council's needs and how small and micro-businesses can enter our supply chain. We will work with the FSB and the Croydon Chamber of Commerce to ensure that we are constantly improving our processes to make it easy and simple for businesses to understand and benefit from our third party spend.



PRIORITY 3 – Ethical and Sustainable Commissioning Practice

Croydon is proud to be leading the way on fairness and equality in everything that we do. The Charters in the next chapter and associated actions that we have taken are a testament to our ambition. A key achievement has been our accreditation as a London Living Wage friendly borough and we continue to strive towards the goal that 100% of workers in the borough are paid at least the London Living Wage, and benefit from fair terms and conditions. We will design services and contracts in ways that will allow us to focus on what is important to us. We will examine potential partners to ensure that they have the same values and aspirations for Croydon as we do.

We recognise the vital role the voluntary and community sector plays in creating a sense of community and developing cohesion across our borough. Established in 2016, the Community Fund provides grants of over £2m per annum to local groups, helping communities to become more resilient, to develop their own ideas and do more for themselves. We will recommission the Community Fund in 2019 to give voluntary and community organisations the opportunities to build on the fantastic outcomes that have been achieved since 2016. Committing £2.6m per annum to the sector despite the challenging financial times.

Community Wealth Building is a place-based approach to economic regeneration which empowers local government and enables communities to create and retain wealth locally. The Council will work closely with Anchor institutions, to generate local economic growth by influencing their commissioning and procurement practices by getting them to invest locally and support local business, co-operatives and social enterprises to start-up and grow.

We will build sustainability and environmental considerations such as CO2 emissions and reuse and recycling at the forefront of our commissioning. This will build on the progress we have made over the last four years with reference to the Council corporate plan .



PRIORITY 4 – Contract Management

Croydon already has a robust approach to contract management which involves pro-actively managing our contractors and reporting on performance. This has been a priority area over the last four years, during which time, significant progress has been made, including the development of a new Contract Management Framework which sets out the organisations approach. A few features are set out below:

- Current contracts are published on our Contracts Register to improve transparency and provide a robust centralised electronic record of our contractual arrangements.
- We have invested in new standard format contract templates to incorporate new changes in legislation, regulation and guidance and to make contract management more robust, easier to report on, and performance orientated, and to be able to take corrective action if necessary.

- We have successfully introduced a quarterly contract performance balanced scorecard approach for our top 50 largest contracts (Tier 1).
- We run an annual procurement and contract management event for commissioners, officers, managers and suppliers to improve their knowledge of how we operate and the opportunities that are emerging by working with Croydon to produce collectively delivered outcomes for residents.

We will continue to invest time in continuing to improve our contract management activity across the Council.

- The principles of Contract Management are being embedded into the refreshed Council's Tender and Procurement Regulations 2019 to ensure that regular and timely robust contract performance management is part of our commissioners' toolkits.
- We will be developing and implementing balanced score card reporting on our medium sized contracts (Tier 2).

- We are introducing our newly commissioned Proactis Service to Contract (S2C) online electronic contract and supplier relationship management tool to digitalise the process of contract management for all of our contracts.
- As set out in our Social Value Policy, we will be ensuring the social value obligations are monitored consistently in our contract management processes.
- We will triangulate our spend analysis against our contracts in order to ensure any arrangements off contract are addressed promptly.
- We will ensure we have a pipeline of contracts coming to an end within 3 years and publish this information early. This will ensure businesses and providers are able to prepare for upcoming opportunities to be part of the Councils supply chain.



► Case Study 5: Leisure Management Contract

Context – Delivering Value for Money and a Social Return on Investment through Innovative Procurement

The Council's Leisure Management Contract that operated 5 leisure facilities was due to expire at the end of February 2018. Through securing an innovative and dynamic solution to manage services, the Council was seeking to not only improve the sport and activity offer within the physical buildings but also be able to offer services in parks and open spaces across the borough and generally developing sport and physical activity opportunities across the borough.

Approach

The previous contract was a traditional contract with less flexibility, inability to make changes and impact on future investments. Social Value was a key requirement for new contract. This is why, when the Council went out to procure the new contract, it clearly set out its requirements on Social Value & Equality at the tender stage – allocating 15% of total quality score to this.

Bidders were asked to consider the authority's commitment to equality by making positive contributions towards the following 7 priority objectives:

- Increase the rate of employment for those furthest away from job market;
- Reduce the rate of child poverty, especially 6 most deprived wards;
- Improve attainment levels in certain targeted areas;
- Reduce the number of young people who enter the youth justice system;
- Reduce social isolation amongst Croydon's disabled and older residents;
- Improve the proportion of different backgrounds who get on well together; and
- Reduce differences in life expectancy between communities.

The contract was to be for 15 years with an option to extend for a further 5 years. The Council used the competitive dialogue process which took around 9 months. This process assisted in negotiating and improving the overall social value offer. This is a concessions contract and even with the addition of Social Value benefits the cost of the new contract is significantly less than the previous contract.

Outcomes Achieved / Lessons Learnt

In March 2018, GLL were successful in winning the contract. In the first year, the Contract has delivered the following key social value successes:

- £28,400 given to local sports athletes as part of the GLL Sports Foundation;
- LLW applied to all staff and staff already paid above LLW uplift given on salaries;
- Volunteer portal launched;
- First apprentices have started;
- Free sessions of Silver Fit and Our Parks launched to reduce social isolation;
- Over 70% of staff employed on contract are local; and
- Free memberships for looked after children.

Driving Fairness, Equality and Diversity through our Commissioning

As the largest buyer in the Borough we have a duty to lead the way and ensure fairness and equality are central to our commissioning processes and we take this responsibility very seriously.

Spend of this magnitude enables us to be strategic and harness the supply chain opportunities that our commissioning activity creates with a strong focus on market stewardship, ethical and fair trade purchasing. This brings significant benefits to Croydon and the people the Council serves by delivering a social return, wherever possible, on every pound it spends. The Council has made a commitment to equality, diversity and fairness, including as an employer and as a large purchaser of services. The Council recognises that working with our supply chain we can continue to lead the way to drive fairness and equality for all residents of Croydon. The Council has signed up to a number of charters below. These point to the values that are dear to us and our expectations for all in our supply chain.

Our supply chain is an extension of us and therefore we expect our suppliers to act in a manner that is compatible with our values, upholds the reputation of the Council, promotes innovation and expertise, opens up the market to the small and medium-sized enterprises, local businesses and voluntary and community sector organisations, and contributes to the growth and prosperity of Croydon. This is why we have for the first time, produced a Supplier Code of Conduct. This code of conduct sets out the way in which we and our suppliers will behave towards each other. It provides clear guidance on respectful and professional behaviour for our employees, our suppliers, and interactions with our residents; appropriate business practices, including management of risk, continuous improvement, value, and security; and required standards of behaviour, including ethics, counter fraud and corruption, transparency, and social responsibility.

We expect all our employees and suppliers to speak without fear of consequence. Please refer to our Whistle Blowing Policy.

Value Croydon

Value Croydon is the Council's local brand for delivering social value, and supporting the local market to access tender and sub-contracting opportunities with the Council and its partners. The Council is committed to a process whereby we meet our needs for goods, services, works and utilities in ways that achieve value for money on a whole life basis in terms of generating benefits to society and the economy, whilst minimising damage to the environment. We cannot do this without the involvement of our whole supply chain. The Council's vision through Value Croydon is that Croydon is a place where social value, through creativity and innovation, drives economic growth to improve the quality of life for all.



London Living Wage

The Council is committed to paying the London Living Wage to all employees and contractors as part of our drive to achieve increased financial security and greater independence for local people. As well as this we are a Living Wage Friendly Funder. The Living Wage Friendly Funder scheme aims to end low pay in the Voluntary and Community Sector, and whenever we commission the sector, we provide funding for salaries at the London Living Wage.



Good Employer Charter



We want to work with suppliers, businesses and community organisations that share our commitment to our local residents and our communities through:

- Pay Fair – As part of our drive to achieve increased financial security and greater independence for local people, we would like all Croydon employers, big or small, to become London Living Wage accredited employers by 2020;
- Employ Croydon – As the local economy grows, we want to ensure that local people can benefit with greater economic prosperity. We would like all Croydon employers, big or small, to use Croydon Works, our free-to-use professional recruitment service which links employers to high quality, job-ready potential employees. We would also like all Croydon employers to work with Croydon Works to consider how they can support an expansion of apprenticeships and traineeship placement opportunities;
- Buy Croydon – We want to ensure that small local businesses can benefit from the wider economic growth. We would like all Croydon businesses and organisations to seek quotes from and use Croydon suppliers wherever possible.
- Be Best – We want everyone to benefit from best practice behaviours in fairness, equality and sustainability. This means committing to continuous improvement across the fields of equality, diversity and inclusion, staff wellbeing and development, and environmental sustainability.

Ethical Care Charter



The Council is committed to delivering high quality home care services that ensure the health, safety and dignity of our most vulnerable residents. This is achieved through our contract arrangements that allow care providers to ensure staff are paid at least the London Living Wage, receive regular training and support, are paid for their travel time and are allocated the right amount of time to deliver high quality care.

Construction Charter



The Council is committed to securing ethical construction practice. This is achieved through our contract arrangements that ensure that our construction projects meet the highest standards for workers and residents. This includes ensuring both building contractors and subcontractors on local authority projects provide good jobs, good apprenticeship training, excellent health, safety and employment rights, and pay workers a fair rate that is at least London Living Wage compliant.

Modern Day Slavery Charter



The Council is committed to eradicating modern slavery from its supply chain. This will be achieved through the design of our contracts and the ongoing monitoring of our contract partners systems. We will provide support and guidance so that every business that works with us is able to develop their entire supply chain in ways that demonstrate compliance with the Modern Slavery Act 2015.

End Violence at Work Charter



The Council agrees that no one should be subject to physical or verbal abuse at work. We will support our partners, particularly in the voluntary and community sectors to introduce the ten point plan to improve safety at work, including training, assessment, monitoring, and ongoing support, so that staff can perform their duties free from the threat of violence.

Dementia Friendly Borough



London Borough of Croydon was awarded the 'working towards dementia friendly' status by Alzheimer's Society in 2018. Led by Croydon Dementia Action Alliance (CDAA) we will strive to make our borough fully inclusive where people living with dementia are respected and confident they can contribute to community life without stigma. We will work with local people, communities and businesses to raise awareness and build support into everyday activities and locations. We will commission 'with dementia in our minds'.

Disability Confident



We are a Disability Confident Employer, currently working towards becoming a Disability Confident Leader. Disability Confident is a national scheme which supports suppliers to make the most of the talents disabled people can bring to your workplace.

Associated Documents

1. Corporate Plan 2018 – 2022;
2. Voluntary and Community Sector Strategy 2019 – 2023;
3. Supplier Code of Conduct 2019;
4. Tender and Contract Regulations 2019;
5. Social Value Policy 2019 – 2023;
6. Equality Policy 2016 – 2020;
7. Croydon Social Value Toolkit for Commissioners;
8. The Public Contract Regulations 2015.

If you find it easier to read large print, use an audio tape, Braille or need to communicate in a language other than English, please let us know. 📞 020 8726 6000



COUNCIL
COMMISSIONING
FRAMEWORK
2019 - 2023

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SUSTAINABILITY

CORPORATE SOCIAL RESPONSIBILITY

RECOURCES

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ETHICS

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COUNCIL SOCIAL VALUE POLICY 2019 - 2023



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Introduction

This policy statement aims to refresh the Council’s Social Value objectives and strengthen the organisation’s overall commitment to being a leader in the field of Social Value.

This policy statement aims to refresh the Council’s Social Value objectives and strengthen the organisation’s overall commitment to being a leader in the field of Social Value. It reiterates Croydon’s firm commitment of putting “Social Value at the heart”ⁱ of the Council’s approach to delivering improved outcomes for our residents, through ethical and sustainable commissioning practices.

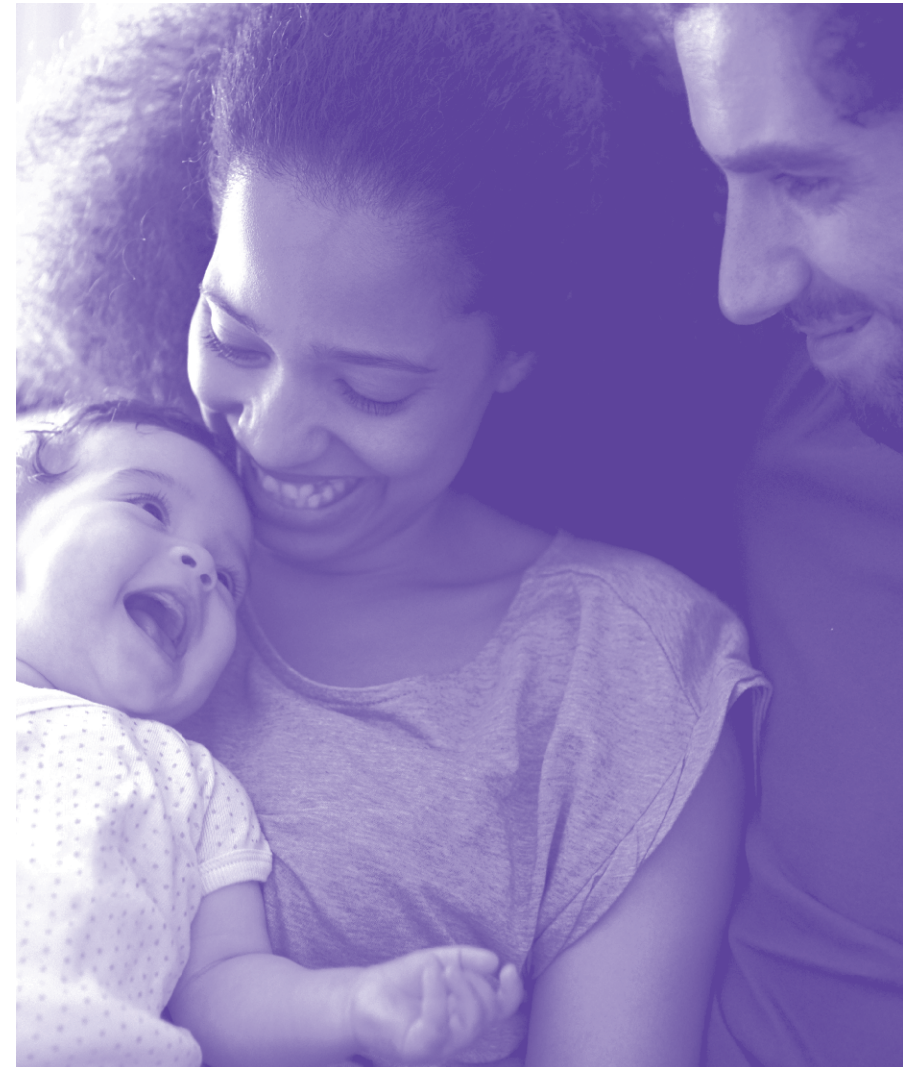
This document summarises the achievements of Croydon to date, lays out a detailed strategy for how the Council intends to continue this work and sets out future actions the Council will take to maintain its status as a leader in the field of delivering Social Value.

Definition of Social Value

The 2012 (Social Value) Act places a statutory requirement upon Local Authorities, acting as public sector commissioning bodies, to consider at the pre-procurement stage the securing of proportional and relevant economic, social or environmental (or any combination of these) benefits when procuring services that exceed relevant OJEU thresholds. The effect of the Act has been to radically improve the ability of public sector buyers to secure Social Value within their commissioning activities.

While the Act itself doesn’t specifically define what is meant by Social Value, a widely used definition of the term is offered by the Sustainable Procurement Task force.

“A process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and the economy, whilst minimising damage to the environment.”



Journey so far

Croydon Council has an award winning and well-documented history of generating Social Value outcomes from its commissioning activity. Croydon was one of the first authorities to respond to the 2012 Act by developing a comprehensive corporate approach to Social Value. Since the Acts official inception¹¹ the Council has ensured staff are more considerate of what they are buying, how they are going to buy it and how, through careful pre-procurement planning, additional Social Value benefits can be realised through the Councils purchasing power.



2012

- The Council develops the Commissioning Strategy & Social Value toolkit, which introduces guidance for commissioners and procurers

2013-2014

- The Council pilots Social Value practice on large commissioning projects, with Social Value requirements embedded into some tenders and assessed as part of the overall score awarded
- The Council launches a range of targetted support sessions for local MSME's and VCSO's

2015

- The Council launches Value Croydon - the Council's brand for communicating Social Value with external stakeholders and maximising the benefits available through commercial relationships. Social Value toolkit for suppliers is published on Value Croydon

2015-2016

- The Council is officially declared a London Living Wage employer in 2015, and becomes a Living Wage Friendly Founder in 2016

2017

- The Council launches the Good Employer Charter – a local accreditation scheme co-developed with local businesses to create Social Value across the borough (e.g. paying living wage, employing local, buying local)

2017-2018

- The Council creates a central buying team with the remit to better monitor and control low value spend. This contributes to an improved Social Value offer from lower value external expenditure
- The Council signs up to the Co-operative Party's charter against Modern Slavery and Unite the Union's Construction Charter

2019

- The Council uses its new process for monitoring high value suppliers' Social Value contribution, and uses the TOM's calculator to assign and publicise the monetary value to secure Social Value benefits

▶ Principles and Objectives of the Policy

Principles of Croydon's approach to attaining Social Value

Croydon will realise Social Value through our commissioning practices by:

1. Continuously enhancing the Council's, suppliers' and partners' awareness, ownership and confidence in embedding, delivering and measuring Social Value through effective communication, training and robust governance practices.
2. Mandating Social Value considerations across all commissioning activity, securing measurable, verifiable Social Value outcomes that are relevant and proportionate to the purpose of the services, goods or works being procured or grants being allocated.
3. Consulting and engaging with all relevant stakeholders both within and outside the Council and using this insight to continually update both the scope and specificity of Croydon's key Social Value priorities.
4. Promoting supplier diversity through our ethical and sustainable procurement practices; particularly focusing on increasing the number of Voluntary Community Social Enterprise's (VCSE's), and Micro Small Medium Enterprise's (MSME's), within the Council's supply chain. This will be achieved by improving the visibility and accessibility of the Council's business opportunities, facilitated through direct engagement, supplier workshops and timely promotion of opportunities.
5. Applying a standard weighting for Social Value within the tender process of a minimum of 10% of the Quality Evaluation Assessment.
6. Requiring clear, measurable and relevant Social Value delivery plans as a part of the service specification, scoring and evaluation process for all procurements over £100,000. All Social Value requirements as set out in service specifications, will make reference to the Council's key priorities defined in the Social Value Framework.
7. Ensuring that any procurement above £100,000 that does not include clear Social Value metrics and/or that has a weighting below the stated 10% of the Quality Evaluation Assessment requires approval by the Council's Contracts and Commissioning Board.
8. Utilising the [Value Croydon](#) website as the main tool of communication between the Council and it's suppliers as a resource for social value information and guidance.
9. Effectively managing the delivery of contractually committed Social Value obligations through robust contract management processes including contractual reviews and monitoring of performance against relevant and clearly defined KPI's.
10. Annually reporting on Social Value outcomes, through the timely production of reports which evidence the achievements of the Council's Social Value approach with respect to the scope and nature of activities and the monetary value generated.

Association with other Croydon strategies and plans

Securing Social Value through the Council's commissioning activity will assist the Council towards its objectives as set out in the [Corporate Plan 2018-22](#).

Additionally, Croydon's Social Value Policy is a constituent part of the Commissioning Framework. The delivery of Social Value is one of the key commissioning principles of this framework. The Social Value principle commits the Council to use its:

“Purchasing power to maximise social return, foster local employment, promote fair pay, encourage local business growth and support community priorities.”

Furthermore, Social Value contributes to both the Council's equality objectives as set out in the [Opportunity and Fairness Plan](#), and [Equality Policy 2016-20](#). Examples of this contribution include supplier funded initiatives tackling domestic and sexual violence, employment and employability services targeted at marginalised and underrepresented groups and the enhancement of community participation through fostering a stronger and wider reaching voluntary and community sector.

The Council has signed up to of multiple voluntary charters that commit it to best ethical practice from the care to the construction sector and beyond (for a full list please see the Commissioning Framework). These charters contribute to the Council's Social Value Objectives by providing clear expectations for members of our supply chain, which helps to deliver genuine value for money and generate economic and social benefits whilst minimising environmental damage.



▶ Delivering Social Value

Social Value throughout the commissioning process

Robust and effective commissioning at the Council is founded upon adherence to processes and implementation checkpoints that broadly follow a 5 stage commissioning cycle.

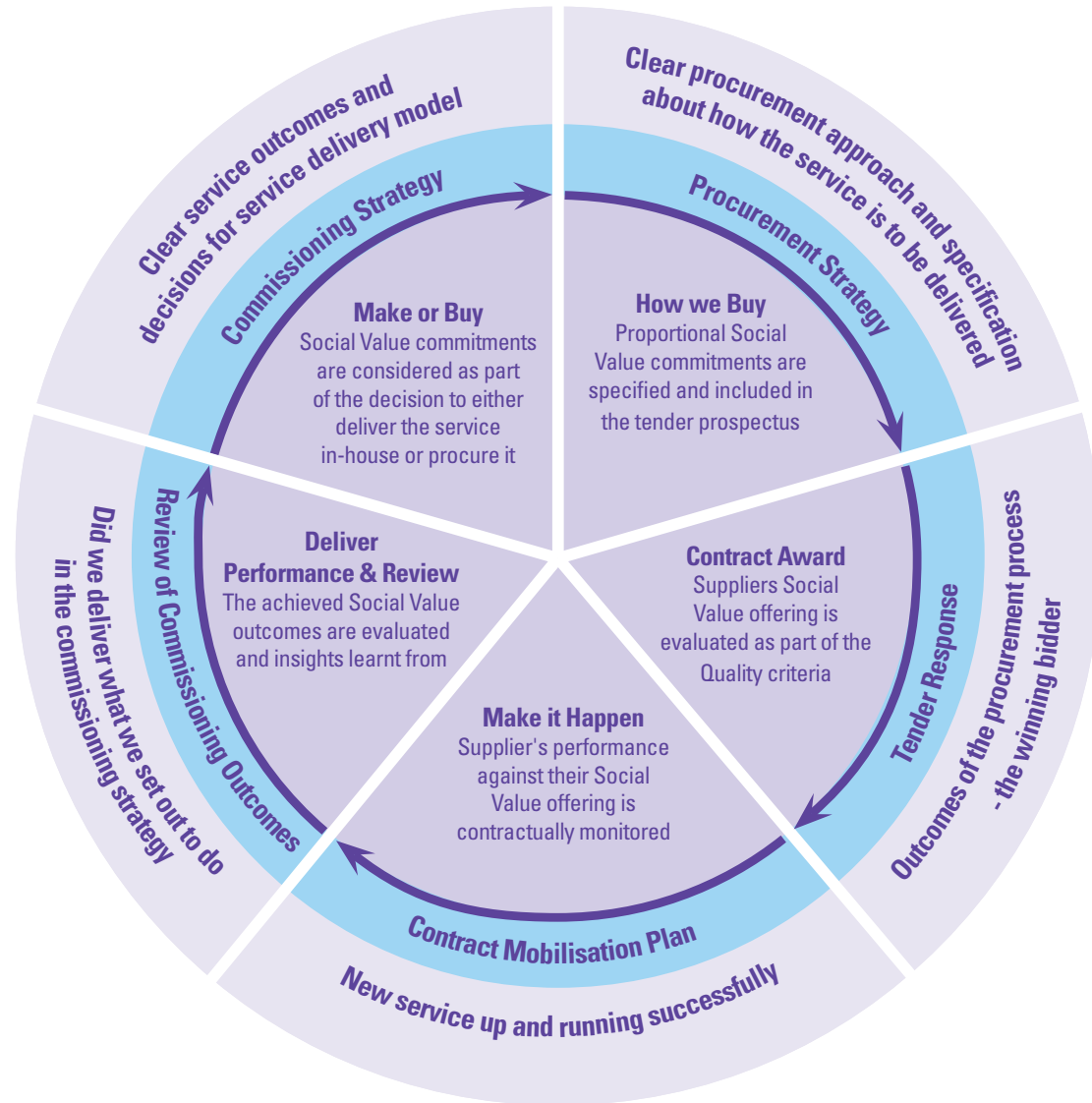
Social Value is embedded throughout the process, being considered from the preliminary commissioning strategy stage all the way until final outcome review stage.

Commissioning Strategy

Make or Buy

All Council staff who produce a commissioning strategy must now reference the key 'make or buy' decision questionⁱⁱⁱ. This seeks to identify the instances in which the Council should either deliver services itself, procure services from an external provider or follow a strategy somewhere in-between these two options. Social Value is inherently secured through leveraging purchasing power and as such only commissioning strategies that show at least partial-procurement as the preferred option will require consideration of securing Social Value through a procurement plan.

"The Council's Responsive Repairs contract for its Social Housing stock, provided by Axis, delivered £4.6 million in Social Value in the 2018/19 financial year."



Case Study 1: Responsive Repairs, 2014

What was involved?

Moving from two contracts to a single contract for all responsive repairs to the Council's Social Housing Stock. The Council used a competitive dialogue approach and engaged in detailed dialogue with five shortlisted providers.

How was Social Value secured?

Social Value was included as an award criteria counting for 4% of the quality score and 1% of the total score. The Council specifically targeted Social Value commitments related to work-placements and apprenticeships for local young people.

Upon awarding the long-term contract to Axis; Croydon Council, developed a 'Promise Plan' setting out their understanding of all the commitments that Axis had made.

Planning and monitoring Social Value outputs and outcomes is dealt with at quarterly 'Steering Group meetings'. Axis prepare a highlight report in advance of these meetings reporting on what they have done. Axis are also one of the suppliers represented on the Strategic Partnership Alliance which is an initiative designed to encourage and facilitate collaboration between suppliers and Croydon Council across a number of linked contracts.

What Social Value outcomes were achieved?

- By February 2017, AXIS had provided 34 apprenticeships to Croydon residents.
- Axis have committed £12,000 to provide grants. Decisions about what to fund are made at the quarterly Steering Group meetings.
- Axis organised a 'Big Lunch' event, which provided social interaction for apprenticeships and wellbeing advice for Croydon residents in a deprived locality.

Procurement Strategy

If a procurement route is chosen, the way in which the Council will seek to secure Social Value benefits will be determined by a range of factors that are set out below.

Assessment weighting

Croydon is decisively committed to maximising ethical and sustainable Social Value obligations throughout its commissioning activity. The Council will now implement a mandatory evaluation criteria of 10% of the 60% Quality Evaluation Assessment, placing current practice in line with the Cabinet Office's recent proposal^{iv}.

Contract Value and Type

The Social Value Act 2012 requires commissioning authorities to consider securing Social Value obligations from contracts for services above [OJEU thresholds](#) (currently £181,302 for Local Authorities).

As a leader in the field, Croydon is dedicated to going beyond statutory requirements. The Council is firm in its commitment of promoting Social Value throughout the spectrum of its commissioning activity. The 2015 [Review of the Social Value Act](#) discussed ways in which Social Value could be better secured by commissioning authorities going forward. It clarifies that commissioning authorities have two pathways to improve the generation of Social Value:

- Horizontal Extension (embedding Social Value assessments for the procurement of goods and works not just services)
- Vertical Extension (embedding Social Value assessments in lower value contracts than are officially mandated by the legislation)

The Council has adopted both of these practices. It has embedded Social Value evaluation criteria in tenders for both goods and works. Additionally, it has adopting processes that ensure proportional Social Value benefits are better secured from low value expenditure (typically less than £100,000).

Proportional Benefits and inviting innovation

The Social Value Framework outlines a variety of Social Value obligations and associated KPI's that the Council has formulated based on both the [National Themes, Outcomes and Measures \(TOM's\) guidance](#) and local priorities informed by the [Corporate Plan 2018-22](#). These obligations fall under 6 associated Social Value theme which themselves link to the Corporate Plan priorities.

In line with Croydon's Social Value principle 2, all requested Social Value outcomes will be both relevant and proportional to the purpose of the services, grants or works being commissioned.

Commissioning staff will identify the Social Value measures to be included at the pre-procurement stage; selecting those that are most relevant to the respective procurement exercise. Those commitments (and associated measures) deemed most relevant to a particular procurement will either be explicitly cited in the tender documentation or will be more heavily weighted when the Social Value responses are assessed.

The Council is determined to remove barriers to the participation of VCSE's and MSME's in its supply chain. Commissioning staff will therefore always be proportionate in the Social Value commitments they seek to gain, with respect to contract size, type and supplier status.

The Council continually seeks to encourage innovative methods of service delivery. The Council therefore welcomes offers from any prospective supplier who as part of their Social Value offering, provides a well-articulated, evidenced and innovative commitment that aligns thematically with the Social Value Framework, but is not included in the list of specified commitments. In the case of a supplier winning a bid who has offered innovative Social Value commitments the Council will actively engage with the supplier to mutually agree appropriate measurement indicators.

Exceptional Circumstances

Exceptional circumstances may arise where it is inappropriate to include Social Value assessments for procurements. In such cases, a statement delivered as part of the procurement strategy (How we Buy Report) must be included for approval by the relevant governance structure as specified in the Council Contracts and Tender Regulations.

▶ Delivering Social Value

Case Study 2: Best Start 2016

What was involved?

Best Start is Croydon Council's programme to support children from conception to 5 years of age. The programme includes Health Visiting, Children's Centres, Early Learning, Targeted Family Support and Community, Parenting Aspirations and Parenting Skills. The programme uses a single set of outcome measures and is designed to provide a seamless service to parents and children.

The procurement was split into 8 separate lots utilising different commissioning strategies: in-house delivery, negotiated direct award and open tenders. This case study focuses on the open tender for the 'Community, parenting aspirations and parenting skills' lot.

How was Social Value secured?

The Council allotted 21% of available marks for Social Value and associated commitments such as volunteering, partnering and impact. The Council also requested method statements as part of tender documentation that specifically encouraged a local response by focusing on requirements for 'local delivery' and the importance of 'local experience'. Pre-market engagement took place to encourage local interest with Croydon Voluntary Action working as an 'enabling partner' and hosting a number of workshops.

Commissioners also used the flexibility associated with a 'Light Touch Regime' (allowed based on contract value) to enact a bespoke tendering procedure which allowed:

- The Shortlisting of bids based almost entirely on quality elements (on the basis of an affordable price submission)
- Shortlisted tenders were invited to meet representatives from the Council to discuss their submission

Commissioning officers also were able to secure authorisation from procurement governance to change the usual ratios of quality and price (becoming 60% quality and 40% price), helping to boost the contribution of Social Value and associated (volunteering etc.) to the bidders score.

What Social Value outcomes were achieved?

Given that supporting the local VCSE sector is a key Social Value objective for Croydon the fact that the majority of the commissioned services in this case were both local and from the VCSE sector highlights the inherent achievement of Social Value through this procurement.



Tender Response

Marking Social Value Responses

Social Value responses will be evaluated as part of the quality element for any tender following Most Economically Advantageous Tender (MEAT), evaluation criteria (i.e. where both quality and price are considered). Any assessors whom are not the contract manager/writer will be given appropriate contextual information that will help them reach an informed and objective assessment. Examples include:

- For multi-lot submissions, the number and nature of the lots applied for
- The size and legal status of the suppliers (sole trader, local or national organisation)

This contextual information will assist the evaluator through helping them to better assess the proportional capability of the prospective applications.

Contract Mobilisation and Monitoring

Measuring, Monitoring and Reporting on Social Value

Croydon already has a robust approach to contract management which involves proactively managing our contractors and reporting on Social Value and other contractual commitments on a quarterly basis for our larger contracts. Our commitment to Social Value will be reinforced and expanded through this contract management activity.

Monitoring of Social Value will consist of measuring performance against KPI's either set out in the Social Value Framework, or through mutual agreement at the pre-award stage for commitments not currently listed in the Council's Social Value Framework ([see appendix 1A](#)).

The Council will seek to hold suppliers to all their contractually specified Social Value pledges and these will be treated like any other commitment specified in the quality component of the suppliers bid submission. In the event of a supplier signalling that they will be unable to deliver one or more of their Social Value commitments, the Council will permit the supplier, subject to proper agreement and authorisation, to deliver a suitable alternative Social Value commitment.

For all suppliers with whom we spend over £1m per annum, the Council receives a quarterly report that details the supplier's performance across the contract. This will include the performance against the supplier's Social Value commitments as specified in the bid application, which in turn will contribute to the suppliers overall quarterly performance score.

The Council is committed to being transparent about its actions and the outcomes it achieves. The Council will, therefore, publish a yearly report detailing:

- What Social Value commitments have been made throughout the year
- How the suppliers are performing in terms of fulfilling them
- The monetary value of those commitments with reference to the national [TOM's valuation figures](#).

Contract Evaluation

Contractual Extensions

In the event of the Council considering any contract extensions, the Council will aim, where proportionate, to use its purchasing power and the legal rights conveyed to it under clause 24 (change control and continuous improvement) of the Council's contractual terms and conditions to seek to secure added Social Value commitments from suppliers.

Publicising Social Value

Since the Social Value Act's official inception in early 2013, the Council has made considerable progress in communicating both what is meant by Social Value and our expectations with regard to achieving it, and delivering it, to Council staff and prospective suppliers respectively. However, the Council recognises that more can be done and will endeavour to continually raise awareness of Social Value throughout its supplier's network.

Value Croydon

In 2015, Croydon launched its dedicated supplier focused website [Value Croydon](#). The website has been designed to help both current and prospective suppliers, particularly voluntary and community sector and micro small and medium enterprise suppliers, better understand what Social Value is and what sort of benefits the Council is seeking from them when they bid for work from Croydon.

The website offers a one-stop-shop for all our communications to both current and provisional suppliers about how Croydon generally does business, our commitment to ethical and sustainable commissioning and all supplier oriented Social Value resources, including the Social Value Framework and [dedicated list](#) of local campaigns and initiatives that suppliers may wish to support as part of their Social Value offering.

“The Council’s Highway Maintenance contract delivers all mandated highways maintenance throughout the borough. Provided by FM Conway, this contract delivered £2.5m million in Social Value in the 2018/19 financial year.”

▶ Delivering Social Value

Leading by Example

The 2015 review of the Social Value Act discusses the importance of commissioning authorities 'leading by example'. The Council takes its role as the boroughs largest purchaser very seriously and is acutely aware of the need to set a good example to suppliers throughout the borough. The Council has a demonstrable record of setting an example to suppliers in the borough:

- Is an accredited Living Wage employer
- Seeks to ensure that local firms, employing local people are represented to as great an extent as possible in the Council's supply chain. To assist in this endeavour the Council has developed a dedicated supply chain team to assist suppliers, particularly voluntary and community sector organisations and micro, small and medium enterprise's with competing effectively in bidding processes
- Maintained dedicated voluntary and community sector funding of £2.77m per annum for the sector including the 'infrastructure' organisations whose purpose is to further build local voluntary and community sector organisation capacity
- Has policies and associated practices in place that promote the highest standards of sustainability, contribute to the prevention of modern slavery and promote staff physical and mental health and wellbeing
- Has run a range of workshops (e.g. bid writing) designed to help grow and improve the capabilities of the local voluntary and community sector and micro, small and medium enterprises when applying for work and/or grants from either the Council or other funding sources

Stakeholder Consultation

The 2012 Social Value Act mandates the Council to consider consultation as part of its commitment to securing Social Value. The Council engages in extensive consultation with a range of suppliers across the private, voluntary and community sector and public sectors. This feedback has proved valuable both in terms of testing what the supplier market can reasonably deliver and by helping to raise the profile of Social Value as a key Council requirement when applying for work.

The Council is engaged in a continual dialogue with suppliers and uses these valuable insights to constantly review and where appropriate update our obligations listed in the Social Value Framework.

Sharing Best Practice

The Council believes that sharing knowledge and best practice is an important process for raising the overall standards of local government commissioner's and will share all relevant best practice, with regard to Social Value, through appropriate forums such as the London Councils Procurement Networks.

Case Study 3: Children's Social Care 2016

What was involved?

Croydon Council's Children's Social Care Department re-procured a framework contract for independent fostering agencies (IFA) to foster looked after children.

How was Social Value secured?

By taking the decision to go to market using a framework agreement, the Council directly encouraged smaller providers to bid. Social Value was an evaluation criteria for all procured lots.

Specific Social Value priorities were targeted in this procurement exercise. Improving local employment and employability and supporting the local VCSE through sub-contracting and grant giving were explicitly stated in the invitation to tender documentation.

Bidders were asked to provide method statements in relation to their Social Value offering and the documentation made clear that 4% of the overall mark (10% of the quality section). The majority of bidders offered strong responses, engaging well with the specified Social Value priorities.

What Social Value outcomes were achieved?

A range of Social Value benefits have been secured through this procurement exercise, including: suppliers hosting work placements; creating apprenticeships, targeted specifically at Croydon residents; the assistance of foster parents to become school governors and the sponsorship of local community initiatives.

80% of the fostering placements occurred inside the borough boundary. This directly injects around £8 million of income into the local economy, which much of this retained and spent locally.



► Current Developments

The Central Buying Team

The Council has put in place a dedicated team with the remit of coordinating all external expenditure under the value of £100,000. Lower value spend, often arranged through quotes rather than formal tendering exercises has, to date, proved a challenging area for commissioning authorities to leverage Social Value from. The Council's central buying team will help tackle this by ensuring that Council staff are sourcing as many quotes as possible from local VCSE's and MSME's.

Digital Enhancements

The Council has recently invested in contract management and supplier relationship management software that integrates with already purchased contract register software*. These additional add-ins will enhance the ability of Council staff to monitor and report upon the performance of suppliers across all Council held contracts and contribute to even better contract management of supplier's performance against their stated Social Value commitments.

The Council has also identified the interface of digital tender portals as a barrier for VCSE's and MSME's to successfully submitting bids for Council contracts. The Council is therefore committed to working with procurement software providers to simplify these interfaces and processes, especially for prospective VCSE's and MSME's.

Assessment Weighting

Croydon Council will now be insisting that 10% of the Quality Evaluation Assessment be assigned to Social Value. This updates the previous policy of Social Value making up only 5% of the Quality Evaluation Assessment and, with regard to demanding Social Value from contracts, decisively places Croydon Council as a leader amongst commissioning authorities.

Value Croydon Website Updated

Value Croydon, is the Council's principle communication tool for suppliers seeking to learn about Social Value at Croydon. In order to ensure that it conveys this message effectively the Council is currently undertaking a redesign of the website. The website will include:

- Our revised Commissioning Framework including our brand-new supplier code of conduct
- A link to the Croydon Business Directory which is a repository of over 14,000 local businesses that our suppliers can utilise to source local supply chain partners
- Actively promote market shaping and forthcoming tender opportunities
- An area to list local VCSE's unfunded project ideas which can then be funded by larger suppliers as part of their Social Value commitments

New Approaches

In line with the Councils Commissioning Framework, we'll be focusing our commissioning activity to deliver our commitments on environmental sustainability and implementation of locality service models. This supports the core Social Value principle of the securement economic, social and environmental benefits through procurement activity.

" The Council's SEND passenger transport contract provides vital transportation services to disabled children and their families. Provided by multiple-suppliers through a framework, this contract delivered £3.7 million in Social Value in the 2018/19 financial year."

Case Study 4: Facilities Management 2016

What was involved?

The Council sought to move away from a 'Total' Facilities Management' (FM) contract to a number of contracts where different suppliers delivered different services. Cabinet approved a procurement strategy to divide the contract into eight lots; seven of which were procured through competitive tender (through various sub-routes ranging from 'competitive dialogue' to mini-tenders through established frameworks).

How was Social Value secured?

The Council allocated 5 out of 40 quality marks to Social Value; representing 12.5% of the quality marks for Social Value and 5% of the total marks. The Council chose to specify its desired Social Value obligations by splitting the 5 available marks into 3 for 'supporting local employment' and 2 for 'supporting local business.'

Agreed performance indicators included: payment of London Living Wage; a minimum of two apprenticeships per annum; and a target of 90% of staff employed locally. Performance against Social Value commitments was monitored quarterly and featured in the supplier's first annual report.

What Social Value outcomes were achieved?

This contract, has increased levels of local employment and resulted in the sponsorship of local events. The contracted cleaning supplier has increased the proportion of its staff employed locally from 75% to 86%, used Croydon Works (Croydon Council's dedicated recruitment site for local residents) to fill a number of vacancies and sponsored the Croydon Council awards. This was all realised in addition to considerable cost savings.



▶ Appendix

1A - Social Value Framework

Key measures are based on the National Themes Outcomes and Measures (TOMS) Framework 2019 published by Social Value Portal and Croydon Council's priority areas as identified in the Corporate Plan 2018-2022. This is a live document subject to updates and bi-annual reviews to reflect corporate priorities and local needs.

Other measures will be considered. Please add any additional initiatives that you would like to make and £'s to be invested or hrs to be committed.

VALUE CROYDON						
PEOPLE		COMMUNITY	PLACE			
Everybody has the opportunity to work and build their career		Our children and young people thrive and reach their full potential. People live long, healthy, happy and independent lives	Everyone feels safer in their street, neighbourhood and home	Business moves here and invests, our existing businesses grow	A cleaner and more sustainable environment	
SV1 Creating local employment	SV2 Creating accessible pathways to employment	SV3 Supporting healthy lifestyles	SV4 Supporting local communities & initiatives	SV5 Supporting local business growth	SV6 Supporting a cleaner and safer borough	

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THEMES	PRIORITIES	KEY MEASURES	UNITS
PEOPLE	SV1 Creating local employment	More local people in employment	No. of local people (FTE) employed on contract for one year or the whole duration of the contract, whichever is shorter (to date)
			% of local people employed on contract (FTE)
		More people paid London Living Wage	% of staff employed on contract paid LLW
	SV2 Creating accessible pathways to employment	More opportunities for disadvantaged people and a workforce culture that reflects the diversity of the local community	No. of employees (FTE) taken on who are long term unemployed (unemployed for a year or longer)
			No. of employees (FTE) taken on who are not in employment, education, or training (NEETs) or who are care leavers
			No. of employees (FTE) taken on who are rehabilitating young offenders (18-24 yr. olds)
			No. of jobs (FTE) created for people with disabilities
			Practices to ensure minority groups are integrated into the workforce and local community such as diversity training
			More apprenticeships for local people
		Improved skills for local people	No. of hours dedicated to supporting unemployed people into work by providing career mentoring, including mock interviews, CV advice, and careers guidance (over 24 yr. olds)
			No. of meaningful work placements that pay Minimum or National Living wage according to eligibility - 6 weeks or more (internships)
			No. of training opportunities on contract (BTEC, City & Guilds, NVQ, HNC) that have either been completed during the year, or that will be supported by the organisation to completion in the following years - Level 2, 3, or 4+
	Improved employability and skills of young people	No. of hours dedicated to support young people into work (e.g. CV advice, mock interviews, careers guidance) - (under 24 yr. olds)	
		No. of weeks spent on meaningful work placements or pre-employment course; 1-6 weeks student placements (unpaid)	
		Local school and college visits e.g. delivering careers talks, curriculum support, literacy support, safety talks (No. hours, includes preparation time)	
	SV3 Supporting healthy lifestyles	Healthier and more resilient people - Creating a healthier community, Vulnerable people are helped to live independently	Initiatives taken or supported to engage people in health interventions (e.g. stop smoking, obesity, alcoholism, drugs, etc.) or wellbeing initiatives in the community, including physical activities for adults and children
Initiatives to be taken to support older, disabled and vulnerable people to build stronger community networks (e.g. befriending schemes, digital inclusion clubs)			
COMMUNITY	SV4 Supporting local communities & initiatives	More support for local projects priorities and campaigns - Crime is reduced	Initiatives aimed at reducing crime (e.g. support for local youth groups, lighting for public spaces, private security, etc.)
			Initiatives to be taken to tackle homelessness (supporting temporary housing schemes, etc.)
			Donations or in-kind contributions to council-led local community projects (£ & materials) e.g. led by devolution pilots, regeneration, gateway services workshops and training for Croydon residents (i.e. fuel poverty, digital inclusion, etc.)
		Greater community cohesion and a thriving VCSE sector	Equipment or resources donated to VCSEs (£ equivalent value)
			Number of voluntary hours donated to support VCSEs (excludes expert business advice)
			No. hours volunteering time provided to support local community projects
PLACE	SV5 Supporting local business growth	More business opportunities for local SMEs and VCSE sector	Total amount (£ / %) spent through contract with local SMEs and Micro businesses
			Total amount (£ / %) spent with VCSEs within the supply chain
			Total number of new local businesses SME and micro businesses accessing subcontracting and business opportunities
			Total number of new local businesses VCSE accessing sub-contracting and business opportunities
			Provision of expert business advice to VCSEs and SMEs (e.g. financial advice / legal advice / HR advice/HSE) training, mentoring, peer support
		Ethical and sustainable procurement is promoted	Number of contracts that include commitments to ethical and sustainable procurement and No. signing up to the Good Employer Charter
	Improved staff wellbeing	Types and no. of wellbeing courses offered to staff e.g. yoga, counselling, meditation, stress management	
	SV6 Supporting a cleaner and safer borough	Reduced air pollution and carbon footprint - climate impacts reduced	Savings in CO2 emissions on contract (specify how these are to be achieved)
			Car miles saved on the project (e.g. cycle to work programmes, public transport or car pooling programmes, etc.)
			Number of low or no emission staff vehicles included on project (miles driven)
Better places to live & improved public realm		Voluntary time dedicated to the creation or management of green infrastructure, to increase biodiversity, or to keep green spaces clean	
		Value of materials, equipment or resources donated to green infrastructure	

Appendix

1B – Associated Documents

- Social Value Framework
- Commissioning Framework 2019-2023
- Tenders & Contract Regulations
- [Croydon Social Value Toolkit for Commissioners](#)
- [Croydon Council Equality Policy 2016-2020](#)

1C – Glossary of Terms

KPI	Key Performance Indicator - a type of performance measurement used to evaluate the success of a particular activity carried out by a provider
VCSE	Voluntary Community Social Enterprises – service providers set up as not for profit entities
Contract Register	An online portal listing all Council contracts over a certain value threshold
MSME	Micro Small Medium Enterprises – A company is deemed to be: Micro, Small or Medium (as opposed to large) based on both the number of employees and the size of their turnover or balance sheet. This policy document uses the European Commission definition, details of which can be found here
TOM's	Themes, Outcomes and Measures – a national measurement framework designed to provide a minimum reporting standard for measuring social value
Contract Manager	The Council officer responsible for a particular contract with an external supplier. Typically this officer would lead on the procurement of this service as well as be responsible for monitoring the performance of the supplier against the contract
OJEU	The Official Journal of the European Union
MEAT	Most Economically Advantageous Tender - The tendering approach used to provide a balance between quality and cost.
BAME	Black and Minority Ethnic
London Living Wage	An hourly rate before tax and other deductions calculated using a minimum income standards approach, determined and published annually by the Mayor's office and the Living Wage foundation
Lot[s]	Sub-divisions of a main contract. In public procurement each of these sub-divisions may be awarded to different operators and follow a different procurement method (e.g. tender, competitive dialogue etc.)
Croydon Local Business Directory	An online directory which lists available local suppliers and categorises them by the goods and services they provide

ⁱThe Rt Hon David Lidington CBE MP, 19/11/2018, Speech, London, retrieve:

<https://www.gov.uk/government/news/new-social-value-contracts-to-revolutionise-government-procurement>

ⁱⁱThe Act came into force on 31/01/2013

ⁱⁱⁱThe most clear articulation of the principles behind the 'Make or Buy' decision question appear in the Council's Commissioning Framework 2019-2023

^{iv}Cabinet Office, 2019, Social Value in Government Procurement, retrieve:

<https://www.gov.uk/government/consultations/social-value-in-government-procurement>

^vThis software has all been purchased from the procurement software supplier Proactis.



COUNCIL

SOCIAL VALUE
POLICY

2019 - 2023

Tenders and Contracts Regulations 2019

These Regulations form part 4.I of the Constitution and are intended to be adopted by Full Council on 15 July 2019

draft

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Background

These Tenders and Contracts Regulations are designed to ensure that all Contracts covered by these Regulations will be cost effective and meet the priorities of our Corporate Plan, link below:

<https://www.croydon.gov.uk/sites/default/files/articles/downloads/Corporate%20Plan%202018-22.pdf>

The Council's Commissioning Framework principles which these regulations support are outlined below:

Ethical And Sustainable Commissioning					
We will embed ethical and sustainable procurement considerations in all aspects of commissioning practice. We will use the Council's purchasing power to maximise social value, fostering local employment, promoting fair pay, encouraging local business growth and supporting community priorities.					
Principles					
Evidence based	Preventative	Locality based	Collaborations and Partnerships	Resident Focused	Delivering Outcomes
We will use data and insights at the locality level together with service user input to inform robust decisions that aid our commissioning and procurement practices.	We will focus on a preventative approach, in partnership with our communities, businesses and residents, enabling empowerment and self-resilience.	We will take a locality based commissioning approach, which takes account of the existing strengths, skills and resources to ensure that investment decisions support community empowerment.	We will collaborate or work jointly with other organisations to ensure improved outcomes and value for money for our residents.	We will put our residents are at the centre of our commissioning approach. We will involve customers and service users in the co-production of services.	We will commission for sustainable and effective outcomes that deliver beyond service and organisational structures.

The principles of these regulations are:

- to achieve good value for money and deliver social value wherever possible;
- to deliver a competitive process; ensuring there is no discrimination, with fair and transparent procedures, and equal treatment of all potential suppliers;
- to encourage and ensure continuous improvement in the delivery of Council services through the application of value for money principles;
- to incorporate effective and best practice procedures;
- to publish clear and understandable rules;
- to minimise risks and to protect the Council's interests and reputation;
- to ensure controls and accountability, and always to act within the law;
- to maintain an auditable trail of all tender activity;
- to be responsive to any weaknesses identified by internal/external audit;
- to ensure that regulations reflect the current procurement environment;
- to effectively support the delivery of direct services;
- to have regulations with which everyone complies.

These Tenders and Contracts Regulations are designed to achieve these key commissioning and procurement principles.

These Regulations are also the best defence against allegations that a purchase has been made unfairly, incorrectly or fraudulently. All those involved in the commissioning and procurement process must comply with these Regulations. Failure to do so may lead to disciplinary action being taken.

1. The Legislation Governing these Rules

- 1.1** These Regulations are made under Section 135 of the Local Government Act 1972 and any subsequent qualifying or amending legislation. Under the Local Government Act 2000 the making and amending of these Regulations and the approval of any exceptions to them are part of the Council's non-executive functions.
- 1.2** These Regulations are part of the Council's Constitution and govern all relevant Contracts including agreements funded by way of grant given or received by the Council.
- 1.3** The EU Rules and national legislation and related Public Contracts Regulations (PCR) 2015 & Concessions Contracts Regulations (CCR) 2016, which affects contracts under these Regulations, takes precedence.
- 1.4** These Regulations are subject to any general waivers agreed or provided for by these Regulations e.g. Regulation 19.
- 1.5** Anyone operating these Regulations must also follow the Council's Financial Regulations.
- 1.6** These Regulations support the Public Services (Social Value) Act 2012 and as amended, which allow for specific non-commercial considerations to be taken into account in contracting decisions.

2. Glossary of Terms is provided at Appendix A

3. Application of the Regulations

- 3.1** These Regulations apply if the Council intends to enter into a contract either as a purchaser or as a provider with another entity.
- 3.2** If a Contract involves generating income for either the Council or a provider, the Officer responsible must make an estimate of the notional value of the contract and use these Regulations if the value is estimated to be £100,000 or more.

- 3.3** These regulations apply to all Contracts except for the following types of Contracts:

- a) Contracts of employment which make an individual a direct employee of the Authority;
- b) Fines;
- c) Payment of taxes;
- d) Situations where the Council carries out work by arrangement with the owner of any property but in exercise of the Council's statutory default powers;
- e) Agreements directly associated with the acquisition, disposal, or transfer of assets or land (to which the Financial Regulations shall apply).
- f) Grants - applied for or issuing.

4. Officer Responsibilities

- 4.1** Officers involved in the commissioning and procurement process must comply with:

- These Regulations;
- All UK and European Union binding legal requirements;
- The Council's Financial Regulations;
- The Council's Staff Code of Conduct;
- The Council's Gifts & Hospitality Procedures;
- The Anti-Bribery policy;
- Declare any conflicts of interest;
- The Council's Scheme of Delegation;

Officers must ensure that any agents, consultants and contractual partners acting on their behalf also comply through relevant provision in the contract of engagement or other suitable means. Any arrangements, which might, in the long term, prevent the effective operation of fair competition, must be avoided.

- 4.2** Officers must:

- a. Have proper regard for all necessary legal, financial and professional advice;
- b. Ensure compliance with the Council's policy and procedures for example Equalities and Diversity, Safeguarding, ICT, Council's IT Security, Data Protection and Social Value;

- c. Declare any personal financial interest in a contract. Corruption is a criminal offence;
- d. Report any offers of bribes, inducements or gifts & hospitality;
- e. Conduct a relevant value for money review;
- f. Ensure that there is adequate budget provision for the procurement being undertaken;
- g. Check whether there is an existing contract that can be used before undergoing a competitive process;
- h. Not divide up any contract in order to avoid any rules set out in these Regulations;
- i. Receive approval for the RP2 How we Buy report (procurement/ commissioning strategy) before advertising the contracting opportunity or inviting any tenders for a relevant Contract;
- j. Allow sufficient time for the submission of bids;
- k. Keep all supplier bids confidential;
- l. Keep records of all dealings with suppliers;
- m. Obtain all required approvals at the correct point in the procurement process as advised by these Regulations and complete a written contract (signed and/or sealed, as required) before placing an order or raising a purchase order for any supplies, services or works;
- n. Where appropriate, not award a contract until the Standstill Period is over;
- o. Enter all purchase order information onto the Council's financial system prior to any goods or services being provided. Raising purchase orders, and any permitted exceptions, must be conducted in accordance with the Council's P2P Guidance documentation;
- p. Identify an appropriate senior manager with the relevant delegation, who is the designated contract owner responsible for the relationship with the supplier. In addition, a contract manager with responsibility for day to day issues and ensuring the contract delivers as intended must also be appointed;
- q. The contract manager should ensure the safe keeping of contract documentation in line with Croydon's document retention policy and uploaded onto the Council's contract management system;

- r. Throughout, ensure that the procurement exercise delivers against the Council's Commissioning Framework and supports the delivery of the Corporate Plan Priorities.

- 4.3** When any employee either of the Council or of a service provider may be affected by any transfer arrangement, Officers must ensure that the Transfer of Undertaking (Protection of Employment 2006 Regulations (amended 2014)) TUPE is considered along with any issues related to employee's membership of the LGPS, and Teachers Pension Scheme. Advice and guidance on TUPE must be sought at an early stage from the relevant departmental HR Lead. The Pensions team must also be notified as early as possible so that the implications relating to pensions may be considered.

5. Director Responsibilities

5.1 Directors must:

- a. Ensuring that these Regulations are followed and enforced within their areas of responsibility;
- b. Making staff aware of the requirements of these regulations;
- c. Declare any personal financial interest in a contract. Corruption is a criminal offence;
- d. Report any offers of bribes, inducements or gifts & hospitality;
- e. For Contracts over £100,000 ensure the relevant Cabinet Member(s) and the CCB are aware of commissioning intentions and are advised in advance of the purpose of any Contract that falls within these Regulations, including the commissioning and/or tendering process to be followed to secure the Contract and of any anticipated issues for the process, with particular regard to any service implications arising;
- f. Considering any advice given by CCB;
- g. Monitoring compliance and investigating any non-compliance with the Regulations and reporting findings to the Director of Commissioning and Procurement (C&P) as Chair of the Contracts and Commissioning Board.
- h. Ensuring that any third party participating in the procurement or supervising a Council Contract agrees, in writing, to comply with these Regulations as if they were Officers of the Council;

Section 1 – General (continued)

- i. Approving the award and spend of written quotations under £100,000 in consultation with the Central Buying Team, and in accordance with Regulation 10 to ensure value for money.
- j. Ensuring their contract managers have kept contract documentation in line with Croydon's document retention policy and uploaded onto the Councils contract management system.

5.2 Advice and guidance on TUPE must be sought at an early stage from the relevant departmental HR Lead. The Pensions team must also be notified as early as possible so that the implications relating to pensions may be considered.

6. Declaration of Interest:

- 6.1** Any Officer must declare to their Director or Executive Director any personal interest in a matter they are dealing with, including one, which may impinge on their impartiality to apply these Regulations.
- 6.2** No Member, Officer or agent of the Council shall improperly use his or her position to obtain any personal or private benefit from any contract entered into by the Council.
- 6.3** It is a requirement that all officers and external advisors complete the Declaration of Confidentiality and Interest Form and comply with the Councils Code of Conduct prior to any involvement in drafting of Council's Tender Documents, Quotations or any involvement in evaluation of tenders and the management of the contract. This is to ensure that the Council's procedures including confidentiality are complied with in accordance with these Regulations.
- 6.4** In the event that a conflict of interest arises during the life of the contract, all Council officers must notify their Director or Executive Director, in writing, as soon as is reasonably practicable. This not only includes personal conflicts, but also extends to any suspected/known conflicts of interests in relation to any internal or external matters/personnel.

Section 2 – Make or Buy

- 7. Pre Procurement**
- 7.1** Any new commissioning of services including existing services where the contract is due to end, must consider the Make or Buy decision, in line with the Councils Commissioning Framework and guidance in the Procurement and Contract Management Handbook. The Director responsible must submit a report to CCB for agreement to the proposed outcome for values over £100,000.
- 7.2** Consideration must be given to what procurement method is most likely to achieve the commissioning and procurement objectives, including packaging (Lots) strategies, internal or external sourcing, shared services, partnering arrangements and collaborative procurement arrangements with other local authorities and government departments. Officers will also consider working with CCGs, statutory undertakers and Central Purchasing Bodies. They may also consider the establishment of separate trading entities.
- 7.3** The relevant Officer must refer to the Procurement & Contract Management Handbook for further details on process and requirements before instigating any procurement exercise.

Section 3 – How we Buy - Approach and Principles

8. How we Buy

8.1 The Director responsible must submit a How we Buy (procurement strategy) Report to the CCB, setting out commissioning intentions and sourcing strategy, (in the format required), for all proposed Contract awards for goods and services with an estimated total Contract value of £100,000 and above. Where it is intended to complete a mini competition or call off for works from an existing Council contract or an OJEU procured framework then a report is not required up to an estimated total contract value of £500,000.

8.2 A Report must be presented to Cabinet (in the required format) for approval that has been recommended by CCB, where the eventual Contract value is estimated at £5m or above unless the underlying procurement strategy to which it relates has already been reported and agreed by Cabinet. In these cases, the Leader has delegated the authority to agree the procurement strategy to the relevant Cabinet Member.

8.3 The How we Buy report or Cabinet report should, as a minimum, set out the project plan, the proposed procurement route, compliance with the Council's policies on LLW, Social Value, data protection and equality analysis recommendations, any proposed departures from standard procurement practice or these regulations, the evaluation approach, risks, timetable, project structure and details of the Contract, e.g. term, value and any other relevant information.

8.4 No advertisement should be placed or invitation to tender made prior to approval of the How we Buy report in accordance with Regulation 10.

9. E-Procurement and the Use of E-Sourcing (Tendering)

9.1 E-Procurement is a critical method of ensuring transparency, fairness and accountability in procurement processes. As such, all quotation and tendering processes for Contracts run by the Council or on behalf of the Council must use an e-tendering portal under the supervision of the relevant C&P Head of Service. When the Council is running a quotation or tendering process it will use its own e-tendering portal. Any other tendering method or use of other e-tendering portals may be used only with prior authorisation via a Waiver request.

9.2 All electronic documentation will be securely accessed and retained on the Council's e-sourcing website. The Council will not accept hard copies of suppliers tender submissions.

9.3 The relevant Director must ensure that all information required to commence an e-procurement process effectively, and to provide a full audit trail for the process, is provided, including details of evaluation criteria, their weightings and the way in which evaluation scores will be calculated.

10. Contract Value, Aggregation and Existing Council Contracts

10.1 The Officer responsible must not divide any Contract ordinarily treated as a single Contract into two or more Contracts or in phased or staged delivery in such way as to avoid the application of any of these Regulations, the UK Regulations or the EU Rules.

10.2 The value of Contracts which are subject to the UK Regulations shall be calculated as provided for in those regulations. The value of any Contract is calculated net of VAT and over the total duration of the Contract, including any pilot, phases or stages of delivery.

10.3 The Officer responsible may not arrange to purchase separately any supplies, services or works that are available to be purchased through an existing contractual arrangement with the Council, where the items sought are either the same or sufficiently similar to those the subject of the existing contract to fulfil the Council's needs. Unless it can be clearly demonstrated to the satisfaction of the Chair of CCB for spend above £100,000 and to the satisfaction of the Strategic Procurement Manger for spend below £100,000, that using the existing Contract would not fulfil the Council's statutory duty to provide Best Value under Section 3 of the Local Government Act 1999.

Section 3 – How we Buy - Approach and Principles

11. Procedures and Approval Process for the Council’s Tendering and Request for Quotation Activities

11.1 These regulations apply to all purchases except for those where Regulation 19.3 applies.

11.2 Low Value Procurement (below £100,000)

11.2.1 For all contracts with an estimated value of below £100,000 the following thresholds apply:

Contract Value	Procedure	Approval
Up to £10,000	Two written quotations both to be from local supplier using the Council’s Business Directory (if possible).	In accordance with the Council’s Scheme of Financial Delegation and Departmental Scheme of Delegation.
Over £10,000 up to £100,000	Min. three written quotations with two from local suppliers using the Council’s Business Directory (if possible) and processed by the Council’s Buying Team via the Council’s e-tendering portal.	

11.2.2 For values over £10,000 written quotations should be processed through the Central Buying Team using the Council’s e-tendering system. Quotations must be processed in accordance with the information on low value procurement provided in the Commissioning & Procurement Handbook.

11.2.3 Where the procurement route will not follow Regulation 11.2.1, a waiver is required as set out in Regulation 19. The Director of C&P may approve a list of general exemptions for circumstances where it is not feasible or advantageous to seek written quotations or Waivers.

11.3 Formal Tendering (£100,000 and above)

11.3.1 For all contracts with an estimated value of £100,000 and above, formal tendering procedures should be followed using the Council’s e-tendering portal in accordance with the requirements of Regulations 8 & 28 and the UK Regulations. No procurement can commence without prior approval of the RP2 How we Buy – procurement strategy and no contracts can commence without prior approval of the award of contracts. Approvals are in accordance with the table below and where approval is sought from a Cabinet Member then it is in consultation with the Cabinet Member for Finance & Resources or where the Cabinet Member is the Cabinet Member for Finance & Resources then it is in consultation with the Leader of the Council.

Approval Required	Chair of CCB Approval	Cabinet Member Approval	Cabinet Approval
RP2 How we Buy - Procurement Strategy	Up to £5,000,000	Cabinet Member(s) to be sighted on all reports	Over £5,000,000
RP3 Contract Award	£100,000 up to £500,000	Over £500,000 up to £5,000,000	Over £5,000,000

11.3.2 Unless as otherwise specified in these Regulations, the approval of strategies and awards relating to Framework Agreements and the establishment/initial appointment of providers to a DPS shall be subject to the requirements and procedures applicable to Contracts, by reference to the estimated value of contracts to be called off over the life of the Framework or DPS.

11.3.3 The periodic appointment of new providers to an approved DPS or (where relevant) Framework shall be reported to CCB with such frequency as shall be specified in the report seeking approval for the award of a Framework Agreement or establishment/initial appointment of providers to a DPS (‘Framework/DPS Award report’).

Section 3 – How we Buy - Approach and Principles (continued)

11.3.4 Unless as otherwise stated in these Regulations, the approval of strategies and awards in relation to Call-off Contracts under a Framework or DPS approved via a Framework/DPS Award Report shall be subject to the requirements and procedures applicable to Contracts, except as may be otherwise specified and approved in the relevant Framework/DPS Award Report.

12. Pre Tender Market Consultation

12.1 Before submitting a procurement strategy to CCB, the officer responsible for the procurement and in consultation with the relevant Category Manager, may issue a Prior Indicative Notice (PIN) or conduct market consultations with a view to informing the eventual procurement approach, scope of contract, specification etc. and/or to communicate to prospective applicants and tenderers the Council's procurement plans and requirements such as the nature, level and standard of the provision, contract packaging, timescales and other relevant matters.

12.2 For this purpose, the officer responsible may, for example, seek or accept advice from independent experts, other authorities or from market participants.

12.3 Such advice may be used in the planning and the proposed procurement procedure, provided that it does not have the effect of distorting competition (by giving those who participate in the pre-tender market consultation an unfair advantage over others in relation to future procurement opportunities) and does not result in a violation of the EU Rules and transparency and furthermore, is conducted in line with the UK Regulations.

13. London Living Wage (LLW)

13.1 The Council will include a requirement for all staff to be paid no less than the LLW, as defined by the Living Wage Foundation. For these purposes the scope will be defined as by the Living Wage Foundation. For 'staff' means all persons employed by the contractor to perform its obligations under the relevant Council contract together with the Provider's servants, agents, suppliers and sub-contractors used in the performance of its obligations under that Contract.

14. The Public Services (Social Value) Act 2012

14.1 This Act places a requirement on commissioners to consider the economic, environmental and social benefits of their approaches to commissioning and procurement before the process starts. The Act requires authorities to make the following considerations at the pre-procurement (commissioning) stage:

- a) How, what is proposed to be procured, might improve the economic, social and environmental well-being of the 'relevant area';
- b) How in conducting a procurement process, the Authority might act with a view to securing that improvement and whether to undertake a consultation on these matters.

14.2 Commissioners should use this Act, including any updates to it and the Council's Social Value Policy to consider outcomes and the types of services to commission before starting the procurement process. When considering how a procurement process may improve the social, economic or environmental well-being of a relevant area, the Council must only consider matters that are relevant to what is proposed to be procured. The Council must only consider those matters to the extent to which it is proportionate, in all the circumstances, to take those matters into account.

See: <http://www.legislation.gov.uk/ukpga/2012/3/enacted>

15. Nominated or Named Sub-contractors and Suppliers

15.1 In accordance with Croydon's commitment to developing the local supply base and proactively implementing the Social Value Act, sub-contracting can provide a useful tool for engaging small businesses, voluntary organisations and the community sector in the supply of goods, supplies and services.

15.2 Officers should consider whether the inclusion of sub-contracting clauses is appropriate for their commissioning activity.

15.3 Where a Director nominates or names a sub-contractor or supplier to a main contractor, they must ensure the compliance with LLW, Modern Day Slavery, Council's Equality and Diversity policy, data protection legislation and any other such policy or legislation relevant to the goods, services or works being contracted for is included in that suppliers agreement. They must seek approval from the Chair of CCB prior to engagement with the sub-contractor or supplier.

Section 3 – How we Buy - Approach and Principles (continued)

16. Collaboration

16.1 In order to secure value for money, the Council may enter into a procurement arrangement with a Central Purchasing Body (CPB) such as Crown Commercial Services (CCS) or another such body. These agreements should include (where possible) compliance with the Council's policy and procedures, and must be approved in accordance with Regulation 11. The terms and conditions of the CPB must be fully complied with, including any requirement to undertake competition between providers roles and responsibilities and liabilities must be clearly set out in all Call-off and contract documentation when using these agreements.

16.2 In order to secure value for money, the Council may enter into collaborative procurement arrangements with another local authority, government department, Clinical Commissioning Groups (CCG) and health providers, statutory undertaker or other contracting authority. These arrangements must be approved in accordance with Regulation 11 and must ensure that roles and responsibility and liability has been clearly set out within the documentation.

17. Provision of Services and Works for Other Organisations

17.1 This Regulation applies whenever the Council carries out or provides any services or work or other action on behalf of another Local Authority/ consortium of Local Authorities, Government Department, Statutory Body or third sector organisation (third parties). The following conditions apply:

- a.** the Officer responsible must be satisfied that the Council's interests will not be prejudiced by any such action; and
- b.** there must be sufficient budget for the work in the Council's own estimates; and
- c.** the third party must sign an agreement with the Council that clearly states liabilities, roles and responsibilities, and include contingency arrangements should the third party no longer exist during the term of the provision; and
- d.** the third party must authorise any additional requirements, variations or departures and any additional funding required by the Council must be authorised in accordance with the Financial Regulations; and
- e.** the third party must first confirm that it accepts financial responsibility for the provision of services or work.

17.2 Approval must be sought from the CCB via a RP2 How we Buy report prior to any notable commitment of Council resources or budget

18. Tendering with or through other Public Bodies

18.1 Subject to the requirements of EU Rules, UK Regulations and any other applicable legislation, regulation, policy and/or guidance document, the Officer responsible can call off tenders with or through the following organisations, provided that they can obtain equivalent or more advantageous terms than by inviting competitive tenders:

- a.** Another Local Authority, consortium of local authorities, Commissioning Partnerships, a Mutual;
- b.** Government Department, Purchasing Organisation which has been approved by the Director responsible for procurement;
- c.** Statutory Body;
- d.** Utility Undertaking (public or previously public).

18.2 However, the Officer responsible must obtain the most favourable terms possible for the Council and must be able to demonstrate Best Value for Money under Section 3 of the Local Government Act 1999. An award report recommending any award must be submitted in accordance with Regulation 11.

19. Waivers

19.1 Where the value is under £100,000 any waivers must be signed by the relevant Director of the service area in consultation with either the Strategic Procurement or Sourcing Managers of the Central Buying Team.

19.2 Over and above this, the Director of Commissioning & Procurement (exercising delegated non-executive powers) can waive any requirements contained within these Tenders and Contracts Regulations for specific projects, following a recommendation from the CCB. Any such waivers granted with a value over £100,000 must be reported to Cabinet at its next meeting.

19.3 For Disasters and Emergencies where there is a clear need to provide a service or product immediately in the instance of a sudden unforeseen crisis or the immediate risk is to health, life, property or environment, compliance when these regulations may not be feasible. Any Director may place an order for supplies, services or works as the circumstances require after seeking approval

Section 3 – How we Buy - Approach and Principles (continued)

from the chair of CCB, clearly stating the immediate procurements required. If that is not feasible for example due to outside of normal working hours then immediately after when reasonably feasible. A report of contracts awarded and any future procurements required will require approval by the Chair of CCB and if applicable Cabinet at the next available meeting after the event.

- 19.4** All waivers against any of these regulations, including the reasons for them and the period for which the waiver is valid must be recorded and approved. Where a waiver is to be sought, the procurement process may not begin before approval has been granted. This restriction cannot be avoided by seeking approval of a waiver with retrospective effect, unless it is confirmed that it was not reasonably practicable to obtain it prior to approval. All requirements of these Regulations relating to the approval to award still remain.

20. Preparation of a Specification

- 20.1** The Officer responsible must prepare a clear and unambiguous specification. It must be in keeping with the Council's commissioning principles (including Social Value outcomes), they must be outcome-based and must include any necessary outputs, plans, sections, drawings and bills of quantities. This specification must be agreed by the relevant Category Manager or the Central Buying Team for values below £100,000.

- 20.2** Sometimes, because of the type of work, the Officer responsible may not consider it practical or possible to prepare a detailed specification of every item of work necessary for the contract to be carried out. Here, the Officer responsible may include, in general words, provision for such works in the specification. This is subject to the requirement that any such work is carried out under the direct supervision of and on the written authority of the Officer responsible.

- 20.3** If the specification is for a contract for works, the Officer responsible must include provision within the budget for contingencies.

21. Advertising and the number of Tenders

- 21.1** One of the principles of Croydon's commissioning framework is to let contracts via an open and transparent competitive process.

- 21.2** Officers shall ensure that all tender processes that are to be advertised are done so in a sufficiently accessible manner and where proposed Contracts, irrespective of their total Contract value, might be of interest to potential suppliers located in other member states of the EU, a sufficiently accessible advertisement is published. Generally, the greater the interest of the Contract to potential suppliers the wider the coverage of the advertisement should be. Advertisements for tenders must as a minimum be placed as follows:

- a. Where the value exceeds the current EU thresholds for goods, service and works Contracts, tender advertisement rules must be followed in accordance with the current EU Rules and UK Regulations;
- b. For procurement activity of any value, Officers must use the Councils own e-tendering portal and website(s). They may use additional advertisements in national official journals, specialist trade papers or websites, if relevant and if affordable.

- 21.3** As a minimum, any advertisement must state the place where interested providers may obtain the procurement documents and the deadline for receipt of submissions. As appropriate and as an alternative to advertising; tenderers may be selected either via an accepted framework (Croydon's own, via an established CPO or authorised 3rd party) or via an approved list such as 'Constructionline'. Details should be provided in the RP2 How we Buy report.

22. Standards and Evaluation Criteria

- 22.1** Where the value is £100,000 and above the Director for whom the procurement is being undertaken must ascertain the relevant EU, UK, European or international standards which apply to the subject matter of the contract. The Officer must include those standards which are necessary to properly describe the required quality and obligations under the contract. Advice from the relevant C&P Head of Service or Category Manager must be sought, as necessary.

- 22.2** The composition of and assessment of the SQ and ITT must be carried out in line with the EU Rules and UK Regulations which provides for transparency, non-discrimination, equal treatment, mutual recognition and proportionality amongst the freedom of movement of goods, freedom of establishment and freedom to provide services.

Section 3 – How we Buy - Approach and Principles (continued)

- 22.3** The Officer responsible for the procurement must define evaluation criteria that are appropriate to the purchase and designed to secure an outcome that meets the objectives of the Council. This must be included in the approved RP2 How we Buy Report. The evaluation criteria chosen must, where relevant, be compliant and in accordance with the UK Regulations. This must be either MEAT for goods, services and works, or Highest Price if payment is to be received for sale or disposal.
- 22.4** When awarding on the basis of MEAT, the split between cost and quality is to be 40% cost and 60% quality. Where the Officer responsible does not consider this split appropriate, the reasons for the use of an alternative percentage split must be substantiated and a Waiver sought to this regulation. This must be included in the RP2 How we Buy Report, which is in accordance with Regulation 8, for approval by the CCB. Where, under the MEAT approach, quality is adopted as a criterion, it must be further defined by reference to sub-criteria. There is no definitive list of quality criteria that should be applied to all procurements, but they must be linked to the subject matter of the contract and proportionate. Please reference the Procurement & Contract Management Handbook for further advice.
- 22.5** The 60% quality evaluation assessment must include an allocation for a minimum of 10% for the Social Value criteria, any deviation from this must be in accordance with Regulation 19.
- 22.6** The Director must ensure that, whatever method of tendering is chosen, financial appraisals of contractors are part of the selection/award process. Directors must also ensure abnormally low tender submissions have been fully evaluated to ensure it does provide value for money. Any concerns regarding the evaluation especially with consideration of the Modern Day Slavery Act, should be reported to the Chair of CCB.
- 22.7** Officers must indicate in the contract notice whether or not they authorise variants. Variants shall not be authorised without this indication.
- 22.8** Officer must state in the tender documents the minimum requirements to be met by the variants and any specific requirements that need to be met. Only variants meeting those minimum requirements shall be taken into consideration
- 23. Standard Contract Clauses**
- 23.1** All Contracts valued in excess of £100,000 must be in writing and signed by an Authorised Signatory on behalf the Council, or sealed with the Council's Seal in the presence of an Authorised Signatory.
- 23.2** The Officer responsible must include the following standard clauses in every written Contract. Any proposed changes to the standard clauses are subject to legal advice and approval by the Director of Commissioning & Procurement, if not included in a RP2 How we Buy Report.
- 23.3** All Contracts must include:
- a.** Default procedures. These may include charges for defaults.
 - b.** A clause enabling the Council to claim actual or liquidated damages or an appropriate combination, depending upon the nature of the contract. Where a liquidated damages clause is used, there must also be included a clause for an extension of the time for completion. Appropriate advice must be sought on the type of damages clause suitable for each proposed contract.
 - c.** A genuine pre-estimate of liquidated damages must be quoted in the contract to be valid. Liquidated damages clauses generally yield limited sums in damages and, therefore, the risks of adopting a liquidated damages clause should be assessed in each case.
 - d.** A clause requiring the Contractor to maintain and test a business continuity plan at least annually and to keep the Council informed of how that plan would be deployed to protect the Council's interests, in the event of any interruption in the delivery of goods, services or works.
 - e.** A clause setting out the arrangements by which the contract will be managed and monitored by the Council, including arrangements for regular liaison between the parties, in compliance with the Council's standard requirements for contract management and monitoring.
 - f.** An extension of the 'time for completion' clause to protect the Council and allow for liquidated damages to be claimed in the event that the Council is responsible to any extent for a delay.

Section 3 – How we Buy - Approach and Principles (continued)

- g.** A clause permitting the termination of the Contract in whole or in part, and without penalty, where the Council elects to do so.
 - h.** A clause that entitles the Council to terminate a Contract without penalty where it has been subject to a substantial modification by the provider without prior consultation and agreement.
 - i.** A provision requiring the Council to pay undisputed invoices, within 30 days of receipt of a valid invoice (subject to any contractual or statutory obligation to pay earlier).
 - j.** Provision that any significant deviation from the tender proposal shall constitute a default in the same manner as a deviation from the Specification and may constitute grounds upon which to terminate the contract.
 - k.** Suitable clauses to enable the Council to cancel the contract and recover any loss due to the cancellation of the contract if the Contractor or any person employed by the Contractor or acting on the Contractor's behalf shall have committed any offence under the Bribery Act 2010 or shall have given any fee or reward the receipt of which is an offence under Section 117(2) of the Local Government Act 1972 or shall have given any fee or reward to any member or officer of the Council which shall have been exacted or accepted by such officer by virtue of office or employment and is otherwise than such officer's proper remuneration.
 - l.** A clause that states the Council will require all staff engaged by the Contractor in the delivery of services or works under the Contract be paid the LLW.
 - m.** Where appropriate a clause that states the Contractor must comply with the Modern Day Slavery policy.
 - n.** Where appropriate a clause that states the Contractor will ensure they maintain their compliance with Council policies that are relevant to the services that the Council are procuring.
 - o.** Where personal data is being used within the delivery of the services, the appropriate data protection provision is made including that the Contractor must indemnify the Council against any relevant liabilities applicable to the Contractor's responsibilities.
 - p.** Where appropriate, relevant safeguarding provisions must be included.
- 23.4** Standard contract clauses for securing social value are set out in the Social Value Framework. The Officer responsible should refer to this framework to ensure the appropriate clauses are used. Every Contract awarded by the Council must have a commitment on social value.
 - 23.5** The Officer responsible must consider the obligation to require tenderers to provide a Performance Bond and/or Parent Company Guarantee where a contractor is a subsidiary of a parent company, as a Contract requirement in the following circumstances:
 - (i)** the award is based on evaluation of the parent company;
 - (ii)** the financial status of the contractor (having regard, inter alia, to the proposed contract) warrants the same; and or
 - (iii)** the S151 Officer recommends;
 - (iv)** where it is proposed to make stage or other payments in advance of receiving the whole of the subject matter of the Contract.
 - 23.6** The decision to require a Performance Bond and/or Parent Company Guarantee as a Contract requirement should be detailed in the RP2 How we Buy report.
 - 23.7** If during the tendering exercise it becomes a requirement for a tenderer to provide a Performance Bond and/or Parent Company Guarantee as a Contract requirement - perhaps to support a financial standing issue, then this requirement, if different from that stated in the procurement should be reported in the eventual award report.
 - 23.8** If required, advice should be sought from the relevant Finance Head of Service and included as part of the RP2 How we Buy report or Contract Award report for approval by the Chair of CCB.
 - 23.9** In all cases where relevant, the Officer responsible, must discuss the need for the provision of a Pension Bond with the Head of Service responsible for Pensions and Treasury.
 - 23.10** Every Contract must have a clause requiring the contractor to obtain adequate public liability and employer's liability insurance and any other insurance as may be required by the contract. The contractor must provide reasonable proof of this before work is commenced and throughout the life of the contract upon renewal of insurance.

Section 3 – How we Buy - Approach and Principles (continued)

- 23.11** The levels of cover are to be as stated in the Council's insurance guidance document. Any proposed reduction in required cover must be in consultation with the Council's Insurance, Risk and Corporate Programme Office.
- 23.12** All Contracts must include the following:
- a.** wording in which the contractor agrees to indemnify the Council for all claims proceedings, actions and other matters relating to the contract, except where the Council is found to be legally liable;
 - and**
 - b.** a clause in which the contractor agrees to certain service levels while dealing with claims, etc;
 - and**
 - c.** a clause requiring the full range of relevant insurances to be provided by the contractor, advice on this must be taken from the Risk and Insurance Officer;
 - and**
 - d.** the need for any self-employed person or consultant to have their own insurance, particularly where services are provided by employment agencies.
- 23.13** Every Contract must have a clause requiring all parties to comply with the provisions of the Data Protection Act 2018 ('DPA').
- 23.14** Every contract must ensure that the contractor acknowledges that the Contract and the information associated with it is subject to the Freedom of Information Act 2000 ('FoIA').
- 23.15** Every Contract must name the supervising person/s.
- 23.16** Every Contract must have a clause requiring the contractor to observe statutory requirements as to the manner in which work is to be carried out.
- 23.17** Every Contract must incorporate the specification and any drawings and bills of quantities as required/relevant.
- 23.18** Every Contract must contain a provision enabling the Council to deal with cases where the contractor, without good reason, either wholly or partly fails to complete delivery of the supplies, services or works, the subject of the Contract, to the contract standard or at all. The provision must enable the Council, if so desired, to:
- a.** engage an alternative provider, and in situations of urgency, without notice to the original contractor;
 - b.** arrange for the delivery of necessary supplies or materials from an alternative source;
 - c.** change quality or quantity of supplies, services or works required;
 - d.** recharge to the original contractor the costs of re-procurement and/or associated administrative and legal costs, and any costs incurred in excess of the original tendered price of the contractor to complete the delivery of the supply the subject of the contract, including the costs of any changes required to that supply, resulting from the contractor's default.
- 23.19** Where appropriate, a standard form of contract issued by the regulatory body, trade industry or profession may be used in conjunction with these Regulations.
- 24. Form of Contract for all Awards**
- 24.1** Every Contract must be in writing and in a form approved by the Council Solicitor and Monitoring Officer.
- 24.2** The Council Solicitor and Monitoring Officer, the Heads of Legal Services or other person authorised by the Council Solicitor and Monitoring Officer ('Authorised Signatory') must sign every written contract valued at £100,000 and above in accordance with the Council's Constitution and is responsible for settling the detailed terms thereof. However, the relevant Director may sign and settle the terms of Contracts valued at £100,000 and above if specifically authorised in writing to do so by the Council Solicitor and Monitoring Officer.
- 24.3** Where a standard form of contract is issued by the regulatory body, trade industry or profession, the Officer responsible may use this in conjunction with these Regulations. The Officer responsible must ensure that the Contract is approved and executed by the Director responsible for Legal Services.
- 25. Invitations to Tender and Quotations/Tendering Instructions**
- 25.1** The Officer responsible must issue Invitations to Tender and tendering instructions to every supplier:
- a.** invited to tender following a short-listing process;
 - or**

Section 3 – How we Buy - Approach and Principles (continued)

- b. who is listed on the relevant Framework, Framework lot or DPS and who is capable and willing to tender;
 - or
 - c. who requests the supply of tender documents under open tendering.
- 25.2 All Invitations to tender must specify the goods, service or works that are required, together with the terms and conditions of contract that will apply.
- 25.3 All suppliers invited to tender must be issued with the same information at the same time and subject to the same conditions. Any supplementary information must be given on the same basis.
- 25.4 All Invitations to tender shall include the following:
 - a. A specification that fully describes the Council's requirements;
 - b. A requirement for tenderers to declare that the tender content, price or any other figure or particulars concerning the tender have not been disclosed by the tenderer to any other party (except where such a disclosure is made in confidence for a necessary purpose);
 - c. A requirement for tenderers to complete fully and sign all tender documents including a form of tender and certificates relating to canvassing and non-collusion;
 - d. Notification that tenders are submitted to the Council on the basis that they are prepared at the tenderer's expense;
 - e. A description (detailed as appropriate) of the award procedure and evaluation methodology.
- 25.5 The Officer responsible must advise every supplier submitting a tender that:
 - a. no extension of time will be allowed for the receipt of any tender, unless at the discretion of the Council;
 - b. tenders received after the date and time specified for receipt may be rejected;
 - c. any departure from the Tendering Instructions may lead to the tender being rejected;
 - d. the Council does not bind themselves to accept the lowest or any tender or to accept any tender in full;
 - e. as soon as the Council has advised that (subject to contract) the tender has been accepted, then the agreement becomes legally binding;
 - f. the tender documents to be in electronic format;
 - g. the tenderers signed form of tender cannot be different in detail to that provided as part of the e-sourcing process.
- 25.6 Standard contract clauses must be stated (Regulation 22). Every supplier who submits a tender must be willing to enter into a contract containing these clauses.
- 25.7 The Officer responsible must also specify the period for which the tender will be kept open for acceptance. The normal minimum provision will be 90 days.
- 25.8 Tenders must be submitted electronically via the Council's e-tendering portal or by such other form of submission provided it was approved and a waiver to this regulation sought in the relevant RP2 How we Buy report.
- 25.9 Every tender must specify:
 - i. the amount of the tender and any discounts or deductions allowable and the terms for any such allowance; and
 - ii. the time or times within which the contract is to be performed or completed.
- 25.10 The Officer responsible must check that every tender sum has been calculated by reference to the minimum specification required and stipulated in the tender. If they discover any departure from the specification, they can treat it as grounds for disregarding the tender.
- 25.11 When a tenderer proposes a variant bid, they must have demonstrated, by way of a compliant bid, that the Council's minimum standard has been met before a variant bid can be considered.
- 25.12 The Officer responsible must check that every tender sum is stated net of Value Added Tax or any other Tax or Duty.

Section 3 – How we Buy - Approach and Principles (continued)

26. Submission, Receipt and Opening of Tenders/Quotations

- 26.1 Every tender must be received by a secure method using the Councils e-tendering portal or an approved e-sourcing system.
- 26.2 Suppliers or providers who have expressed interest in a tender must be given an adequate period in which to prepare and submit a proper tender, consistent with the complexity of the contract requirement. PCR 2015 or CCR 2016 includes specific tendering time periods.
- 26.3 Officers must notify all suppliers of the correct tender return instructions, including the date, time and place (details of the e-sourcing system).
- 26.4 In exceptional circumstances, the deadline for receipt of tenders may be extended, but only with the agreement of the relevant C&P Head of Service and the C&P Head of Service Corporate and only if such extension of time will not disadvantage a tenderer. No extension to the deadline can be given once the original deadline has passed and the seal has been broken on the e-tendering portal.
- 26.5 The relevant C&P Head of Service must arrange for all tenders for any one Contract to be opened at the same time. All tenders received via the Council's e-tendering portal should be opened by those listed below providing they are not involved in the tender exercise:
- Category Manager from outside of the service area leading the tender exercise;
 - the Strategic Procurement Manager of the Central Buying Team;
 - the Procurement Governance Manager.
- 26.6 In exceptional circumstances, the Director of C&P following advice from the C&P Head of Service Corporate and the C&P Head of Service for the service area may approve the delegation of the opening of tenders received via the Councils e-tendering portal to the Sourcing Manager of the Central Buying Team or a Senior Category Officer from outside the service area leading the tender exercise.

26.7 Any tender that does not comply with the Council's requirement as set out in the tender invitation e.g. arrives late, should normally be excluded from consideration, with the circumstances recorded on the Council e-tendering portal. Officers may, however, seek the agreement of the Chair of CCB to amend these requirements in appropriate circumstances. Any such relaxation shall be identified when seeking any necessary authorities required before the acceptance of a tender.

- 26.8 The C&P Head of Service Corporate must ensure, for audit and information purposes that for all tenders received via the Council's e-tendering portal:
- a) An electronic record is retained of the date and time of opening and the name of the Officer involved.; and
 - b) An electronic record of all tenders received is retained

27. Post SQ and Tender Clarification

- 27.1 The Director must maintain a detailed written record and clear audit trail of all post SQ and tender clarifications detailing all contact with the tenderer. All such communications must be recorded via the Councils e-tendering portal.
- 27.2 The Director must report to the CCB or the nominated Cabinet Member or Cabinet as appropriate (based on Contract value) any amendments to tender prices arising from post tender clarification and the reasons for them.
- 27.3 Directors may amend tender prices under post tender clarification, providing it does not disadvantage any other tenderer and in accordance with PCR 2015 and CCR 2016, in the following circumstances only:
- a. if, between the submission of tenders and the Contract being awarded, a tenderer seeks to reduce the price without changing the original specification, then the Director must consult with the Chair for CCB to determine if there are reasons for accepting the new price and, if appropriate, offer the same opportunity to all the other tenderers. Opportunities to other tenderers to revise their bid prices would not normally be given to those previously eliminated for reasons other than cost or where a tenderer rectifies a mathematical error;

or

Section 3 – How we Buy - Approach and Principles (continued)

- b. if there are errors in totals;
- or
- c. if the tender price is so low, the Director believes that the tenderer may have made an error and that acceptance might lead to difficulties of performance;
- or
- d. where the lowest tenderer agrees to reduce their price (without varying the specification) after negotiation because:
 - i) the original tender was unacceptably high;
 - or
 - ii) the schedule covers a range of requirements and, although lowest overall, negotiations might allow further savings to the Council.
- e. where, for a particular requirement:
 - i) the lowest tender exceeds the Department's allocation;
 - or
 - ii) where it offers an alternative specification and negotiation would permit an assessment of the scope for savings.
- f. If there is a Professional or local Code of Practice, that may restrict price negotiation and must be taken into consideration.

27.4 If the Director amends the original specification or the acceptable alternative differs from the original specification, then they must give similar opportunities to all other tenderers that submitted a tender.

27.5 The tenderer must subsequently confirm, in writing, any alterations to a tender before the Director may consider all the tenders received.

27.6 All post tender negotiation must be available for audit and recorded via the Councils e-tendering portal.

Section 4 – Contract Award

28. Contract Award

- 28.1** A Contract with a value of £100,000 and above, may not be awarded before the relevant Director has submitted a RP3 Contract Award report on the tenders received for the relevant contract and the appropriate acceptance in accordance with Regulation 28.4a-d.
- 28.2** The Officer responsible must provide a report on financial references in the report seeking acceptance of a tender.
- 28.3** Where the financial appraisal of a contractor gives an ‘extreme caution’ rating, the contractor must not be used unless the Director or Officer reports on and seeks approval from the Councils Section 151 Officer:
- a.** any mitigating circumstances;
 - and/or**
 - b.** why they wish to appoint that contractor.
- 28.4** Prior to the submission to CCB or to the Chair of CCB, every report seeking acceptance of a tender for a Contract must be reviewed first by the Lead Category Manager prior to departmental review by; the lead Director, the Head of Corporate Law, the Head of Finance, Human Resources and the C&P Head of Service relevant to the report. The report must be prepared in accordance with the relevant Protocols (as set out in Part 5 of the Council’s Constitution) and specify information regarding the tendering circumstances and the terms of a Contract award sufficient to enable an informed decision to be made. It must also contain any appropriate comments and/or recommendations relating to budgetary provision, the competitive process undertaken, these Regulations, the Financial Regulations, EU Rules, relevant legislation and the Council’s policies.
- a.** for Contracts valued between £100,000 and £500,000, if there have been no departures from the approved procurement strategy and there is available budget then a report, that has been signed-off in accordance with the standard award report template seeking Contract award can be made directly to the Chair of CCB, under delegated powers, without first seeking recommendation from the CCB;
 - b.** for Contracts valued between £100,000 and £500,000 where there have been departures from the approved procurement route (with the exception of timetable), evaluation approach or additional risks were identified, then a report is required seeking recommendation from the CCB for Contract award by the Chair of CCB, under delegated powers;
 - c.** for Contracts valued over £500,000 a report is required to the CCB seeking recommendation for Contract award by the Cabinet Member for values up to £5,000,000 and Cabinet for values over £5,000,000.
 - d.** for proposed Contract extension periods included as part of the original Contract award, a report to the CCB seeking recommendation for Contract extension by the Chair of CCB, under delegated powers.
- 28.5** The Cabinet, nominated Cabinet Member, and the CCB are the bodies responsible for reviewing Contract matters for the Council.
- 28.6** Subject to the Contract values, recommendations on executive matters will be considered by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources, or where the nominated Cabinet Member is the Cabinet Member for Finance and Resources, in consultation with the Leader.
- 28.7** A list of Contracts to be recommended under Regulation 28.4c will be reported to the Cabinet meeting immediately preceding the anticipated date for consideration and decision to award.
- 28.8** In all instances in these Regulations where a nominated Cabinet Member or Cabinet is charged with making an executive decision, Part 5.A of the Council’s Constitution – Protocol for Decision Making must be observed.
- 28.9** In the absence of the named officers, deputies may act on their behalf in accordance with the departmental scheme of delegations.

Section 4 – Contract Award (continued)

29. Contract Pre-conditions and Preliminaries

29.1 A Director must not authorise or permit a contractor to enter on any land or buildings belonging to the Council or to proceed with the Contract or start work on site until a written order to proceed with the Contract has been issued and the following actions are completed:

- a. the contractor has provided proof of insurance;
- b. the contractor has completed and returned to the Council the contract documents unless the Director can satisfy the Council Solicitor and Council Monitoring Officer and the Chair of CCB that the Council's position is otherwise adequately secured;
- c. where appropriate the performance bond is duly completed;
- d. all procedures have been completed to the satisfaction of the Council Solicitor and Monitoring Officer.

29.2 Once the actions in Regulation 28.2 are completed then a purchase order must be raised on the Council's financial system, prior to any goods or services being provided. Raising purchase orders, and any permitted exceptions, must be conducted in accordance with the Council's P2P Guidance documentation.

30. Extras and Variations

30.1 Any extra, variation (including extension of time) or a contract change control notice to a Contract must be specifically authorised in writing by the Director or a designated Officer, who must retain a copy of this authorisation as a document relating to the Contract. If the extra, variation or change control notice is likely to result in an increase in the Contract sum, then the Officer must obtain authority for the additional expenditure in accordance with the Financial Regulations. The overall costs must be contained within agreed budgets.

30.2 Where the contract supervisors are not Council Officers, the Contract with the supervisors must provide that no tangible change be made to the specification without the prior written consent of the Council.

30.3 A report seeking authority for the change to the Contract must be made to the CCB, nominated Cabinet Member or Cabinet as appropriate, where the extra terms or variation will result in the new total value of the contract:

- i. Exceeding £100,000 (CCB) or £500,000 (Nominated Cabinet Member) or £5,000,000 (Cabinet);
- ii. Exceeding the relevant public procurement threshold (for goods, services or works), as published from time to time by the European Commission.

or in any case, where the value of the extra/variation (aggregated with previous extras/variations if any) results in value up to £1,000,000 to the original Contract award value being increased by more than or increased by 25% or £1,000,000 (whichever is the lower).

30.4 A Key Decision Notice is required and timescales adhered to when the value of the extra/variation either totals or increases the new contract value to £1,000,000 or more and was not subject to a previous Key Decision Notice.

30.5 Each Department must have control procedures and audit trails in place to deal with extras, variations and Change Control Notices.

Section 5 – Contract Mobilisation

31. Tender Records

31.1 The C&P Head of Service must ensure that the following information in relation to a Contract is kept:

- a.** Pre-tender research, benchmarking and consultation information;
- b.** The approved RP2 How we Buy report including any waiver given;
- c.** The selection and award criteria (as appropriate);
- d.** Pre-qualification documents sent to and received from applicants (if applicable);
- e.** Tender and written quotation documents sent to and received from tenderers;
- f.** Communications with all applicants and tenderers throughout the procurement exercise;
- g.** Any post-tender clarification information, to include minutes of meetings;
- h.** The contract documents.

31.2 Where the Council has used its own e-sourcing system, all electronic records pertaining to the tender and the tendering process must be retained on the system, including an electronic copy of the signed contract.

32. Contract Register

32.1 Category Managers must ensure that all contracts let are entered onto the Council's Contract Register in accordance with the Local Government Transparency Code. This action can be completed via the Councils e-tendering portal. Where another e-tendering portal has been used the details must be submitted to www.gov.uk/contracts-finder. Copies of all signed/sealed contracts must be uploaded into the Contract Management system on the Councils e-tendering portal.

32.2 When contracts have been varied, extended, novated, assigned, terminated, sub-contractors authorised or changed in any way, Category Managers and Contract Managers must update the Council's Contracts Register with the new details and if required www.gov.uk/contracts-finder, and copies of all signed/sealed documentations must be uploaded into the Councils Contract Management system on the Councils e-tendering portal to accompany the original electronic copy Contract.

32.3 Category Managers and Contract Managers must ensure the timely completion and submission of any Contractor compiled documentation into the Council's Contract Management system on the Councils e-tendering portal (e.g. annual Insurance Certificates) that are required by the Contract.

33. Contract Storage

33.1 The Director responsible for the service area must ensure that all signed/ sealed Contracts established in accordance with these Regulations are scanned and the scanned copy or a true electronic copy (with signature/sealed pages scanned accompanying it) is stored on the Councils Contract Management system and that the original copy of the contract has been received by the Deeds team in Croydon Legal Services.

Section 6 – Contract Management

34. Managing Contracts

- 34.1** All Directors are to name a Contracts Manager or a person responsible for the management of the contract for all new contracts which are covered by these Regulations. All contracts must have a named Council contract owner (normally the Director of the service area) and Contract Manager for the entirety of the contract term in accordance with the Council's agreed contract management model.
- 34.2** Contract managers must follow the procedures and reporting requirements set out in the Council's Procurement & Contract Management Handbook.
- 34.3** Contract Managers will be responsible for the day to day management and reporting of their contracts. This shall include monitoring and reporting using the Council's Contract Management Tool Kit. For contracts with a value of over £1,000,000 per annum, monitoring of performance will include the timely return of the Balanced Scorecard to www.Contracthub.com and full completion of Scorecards and Action Plans.
- 34.4** Contract Performance will be measured against the following minimum criteria but may be subject to change:
- i)** Performance;
 - ii)** Compliance with specification and contract terms;
 - iii)** Finance and costs;
 - iv)** Risk management,
 - v)** Social Value;
 - vi)** Resident satisfaction;
 - vii)** GDPR;
 - viii)** Health and Safety;
 - ix)** Modern Slavery Prevention; and
 - x)** Equalities and Fairness.
- 34.5** For all contracts, it is the responsibility of the Contract Manager to raise any incidents of poor performance immediately with the Contractor and seek rectification through the development of an Action Plan. This Action Plan must be updated to record progress until performance improves to a

satisfactory level. At which time the Action Plan may be closed. In instances of particularly poor performance, or persistent poor performance, the Contract Manager should consider the appropriate course of action to take under the contract, taking advice as appropriate.

35. Risk Assessment & Contingency Planning

- 35.1** Provision for resources for the management of the contract, for its entirety, must be identified in the business case and RP2 How we Buy report. CCB should be kept up to date as required via the Councils CCB process.
- 35.2** For all contracts with a value of £100,000 and greater, the contract manager must:
- a.** Maintain a risk register during the contract period
 - b.** Undertake appropriate risk assessments and for identified risks
 - c.** Ensure contingency measures and business continuity plans are in place and are regularly reviewed as part of contract management.

36. Contract Monitoring, Evaluation & Review

- 36.1** All contracts valued at £100,000 and greater are to be subject to regular formal reviews with the contractor. An initial review must be done at the first 3 months of a contract start date and on-going reviews will then be conducted on a regular schedule. The initial review can be done sooner due to the length of contract and should be agreed with CCB.
- 36.2** A formal review process must be applied to all contracts deemed to be High Risk, High Value, or High Profile. This process must be applied at key stages of major procurements and must comply with the Councils Procurement & Contract Management Handbook.
- 36.3** During the life of the contract, the Contract Manager must monitor a contract in accordance with the Councils Procurement & Contract Management Handbook.
- 36.4** During the life of Framework Agreements and DPS, the Contract Manager will update CCB on performance and awards of contracts as agreed by CCB in the report in accordance with Regulation 28.

Glossary Of Terms – Appendix A

	Description/Meaning
Amount of an estimate	The sum of money estimated, net of Value Added Tax but inclusive of any other tax or duty. However, the amount of any such tax or duty payable must be stated.
Award Report	A procurement award report in the relevant format (dependant on the Contract value) which is provided to the CCB prior to the award of any Contract, extension for the purposes of providing the necessary approval (subject to the Contract value).
Category Manager	The Council officer responsible for a particular category of spend and who leads on commissioning and procurement activity or DPS.
Call-off Contracts	Contracts selected and awarded from an existing Framework Agreement or DPS.
Chair of CCB	The Director of Commissioning & Procurement.
CCB	Contracts & Commissioning Board - the board of Council officers designated to manage and act as the decision maker or recommending body within the scope of these Regulations, for Council-wide commissioning and contracting activities (excluding land disposals and property transaction matters).
CCS	Crown Commercial Services.
CCR 2016	The Concession Contracts Regulations 2016 and any supersede or replacement legislation.
'CDM'	Construction (Design and Management) Regulations 2015.
C&P	Commissioning & Procurement Division within Resources Department responsible for the Council's Tenders and Contracts Regulations.
Central Buying Team	The Council's central Buying Team within Commissioning & Procurement Division responsible for all goods & services below £100,000.
Central Purchasing Body	A Contracting Authority which provides centralised purchasing activities and which may also provide ancillary purchasing activities— (a) acquires supplies or services intended for one or more contracting authorities; (b) awards public contracts intended for one or more contracting authorities; or (c) concludes framework agreements for work, supplies, or services intended for one or more contracting authorities; <i>(for the avoidance of doubt, this is the same definition as provided in the PCR 2015).</i>

	Description/Meaning
Concession Contract	Concessions are defined in the public sector procurement Directive 2004/17/EC ("the Directive") as contracts where the consideration for the supplies, works or services to be carried out consists either solely in the right to exploit the supply, work or service, or in this right to exploit together with payment.
Constructionline	Website that has pre-qualified suppliers who provide goods, services and works for Construction related projects.
Contract	A contract for the provision (either to or by the Council) of goods, services or works however they may be funded, but excluding those types of contracts or matters referred to at Regulation 3.3.
Contracting Authorities	The State, regional or local authorities, bodies governed by public law or associations formed by one or more such authorities or one or more such bodies governed by public law, and includes central government authorities, but does not include Her Majesty in her private capacity.
Contracts Finder	A web-based portal provided for the purposes of PCR 2015 Part 4 by or on behalf of the Cabinet Office.
Contract Management System	The process of automating Contract Lifecycle Management (previously "Contract Management"), it incorporates the key elements of the buying process, such as commissioning knowledge, specification, requests for quotation/tenders/e-auctions, evaluation/negotiation, contract formulation and management and is contained on the Councils Tender Portal, Contract Register and Contract Management system.
Contract Manager	The Council officer or external person appointed to manage and/or monitor the tender/contract process on behalf of the Council.

Glossary Of Terms – Appendix A

	Description/Meaning
Contract Value or Value of a Contract	<p>A value:</p> <p>(a) calculated on the basis of the full term of the Contract. i.e. if it is a three year contract with a possibility of a two year extension then the calculation of the contract value must be based on a five year term;</p> <p>and</p> <p>(b) that is net of Value Added Tax or any other tax or duty.</p> <p>Where a Contract is mixed, i.e. has elements of works, supplies and/or services, to establish the type of contract and relevant threshold for the purposes of the PCR 2015, the correct categorisation of the Contract is made by reference to the main subject (the part that has the greatest value) of the Contract.</p> <p>In relation to a Framework Agreement and a DPS, this would be the maximum estimated value, net of Value Added Tax, of all the contracts envisaged for the total term of the Framework Agreement or DPS</p> <p>Note: to set up and access a Framework this will need to be stipulated in the appropriate CCB report to prevent a further and separate report being required; one to set up the Framework and one to access it.</p>
Council's approved estimates	The Council's budget approved annually by full Council and includes estimates of both capital and revenue expenditure
Council's Declaration of Confidentiality and Interest Form	This form is available on the Council's intranet: https://intranet.croydon.gov.uk/working-croydon/finance/commissioning-and-procurement/forms
Council's Constitution	The articles of the constitution for the London Borough of Croydon, which set out the rules and framework which govern the operation of the council; the responsibility for functions; procedure rules, codes and protocols for specific parts of decision-making processes.
Council's Financial Regulations	The financial regulations as contained in Part 4.H of the Council's Constitution.
DPA	Data Protection Act 2018.
Director	<p>(a) A Director, a Head of Service or any other Officer currently identified as being a Director, with relevant authority under a departments scheme of authorisations;</p> <p>(b) Executive Director;</p> <p>(c) A nominated Officer with delegated authority to incur expenditure.</p>

	Description/Meaning
Dynamic Purchasing System ("DPS")	<p>A completely electronic purchasing system procedure available for contracts for works, services and goods commonly available on the market.</p> <p><i>For the avoidance of doubt, please refer to Regulation 32 to the PCR 2015 for a more detailed definition.</i></p>
e-sourcing (tendering)	An internet based process wherein the complete tendering process, from advertising to submitting and receiving tender-related information, is done online.
EU Rules	Where the EU Rules are referenced, this means it is also to include EU Public Procurement Directives 2006 and EU 2014/24/EU (which and the principles of the Treaty on the Functioning of the European Union as apply to the Contracts as implemented into UK law by regulations.
Evaluation criteria	<p>Refers to the measures used in either the SSQ or ITT to undertake an assessment of potential providers.</p> <p>i. Criteria used in the SSQ are referred to as 'selection criteria'.</p> <p>ii. Criteria used in the ITT are referred to as 'award criteria'.</p>
Expression of Interest ("Eoi")	A statement by a prospective provider of their intention to compete for a tendering opportunity for the provision of goods, services and/or works.
Executive Director	<p>The Chief Executive;</p> <p>or</p> <p>A head of one of the following departments or any successor to them:</p> <ul style="list-style-type: none"> Executive Director of Resources ; Executive Director of Place; Executive Director of Children, Families & Education; Executive Director of Health, Wellbeing & Adults; Executive Director of Gateway, Strategy & Engagement; <p>who under their scheme of authorisations can exercise the powers referred to in these Regulations.</p>
Executive function	Matters reserved to the Leader under the Council's Strong Leader Model and as set out in the Leaders Scheme of Delegation.
External Advisors & Consultants	Individuals who are contracted to fulfil a role, not already covered by the Council's establishment, which may be of a specialist nature.
Framework Agreement	<p>An agreement between one or more contracting authorities and one or more economic operators, the purpose of which is to establish the terms governing contracts to be awarded during a given period, in particular with regard to price and, where appropriate, the quantity envisaged. The phrase 'Framework/s' shall also be construed accordingly.</p> <p><i>For the avoidance of doubt, this is the definition provided in Regulation 33(2) PCR 2015.</i></p>

Glossary Of Terms – Appendix A

	Description/Meaning
GPAC	The General Purposes and Audit Committee constituted under the Council's Constitution and includes any other Council decision making body or individual Member or officer who may from time to time have responsibility for consideration of these Regulations. Note: GPAC is a Non-Executive function.
Grant	An arrangement where money is given for a stated purpose with or without conditions attached and which is for the benefit of all or a section of the community, but is not a procurement of services.
How we Buy Report (RP2)	This is the procurement strategy report often referred to as RP2. Template can be found on the Procurement Governance SharePoint page.
In Writing	Refers to paper and electronic records.
IIOB	The Investing in our Borough report, produced by Commissioning & Procurement for Cabinet listing all RP2 How we Buy and RP3 Contract Award reports that require approving by Cabinet Member or Cabinet etc.
ITT (Invitation to Tender)	The step of a competitive tendering process in which suppliers or contractors are invited to submit sealed bids for the supply of specific and clearly defined supplies, services or works during a specified timeframe.
KPI	Key Performance Indicator - a type of performance measurement used to evaluate the success of a particular activity carried out by a provider.
LGPS	Local Government Pension Scheme.
The Leader or nominated Cabinet Member	The Leader of Croydon Council or any nominated Cabinet Member to whom they have delegated authority to exercise their powers referred to in these Regulations.
Light Touch Regime ("LTR")	The procedure that must be followed in relation to social and other specific services (including healthcare, cultural, educational and legal services) under Regs 74-76 PCR 2015.
London Living Wage ("LLW")	The basic hourly rate before tax and other deductions determined and published by the Greater London Authority from time to time.
Low Value Expenditure	Expenditure which is below £100,000 in value.
LTR Services	Services subject to the Light-Touch Regime. There is an OJEU advertising requirement and other specific obligations, but a higher financial threshold has introduced for the Light Touch Regime to apply.
Make or Buy Report (RP1)	The report is a strategic choice between in-housing the services required and/or buying it externally (outsourcing). It is a discussion document that has to be brought to CCB for agreement.

	Description/Meaning
Most Economically Advantageous Tender ("MEAT")	The tendering approach used to provide a balance between quality and cost Or 100% assessment of quality to a fixed budget or 100% price where a minimum quality threshold is met.
Nominated Cabinet Member or Member	Cabinet Member within whose portfolio, as identified by the Leaders Scheme of Delegations, the service which is the subject matter of the contract falls.
Non-Executive function	Matters reserved to Full Council/Full Committee or matters that are delegated in accordance with the Scheme of Delegation.
Officer	An Officer authorised by the appropriate Director or Executive Director to lead in the requirements for a procurement and comply with these regulations.
OJEU	The Official Journal of the European Union.
Output (or Outcome) Based Specification ("OBS")	A specification that focuses on the desired outputs of a service in business terms, rather than a detailed technical specification of how the service is to be provided.
Parent Company Guarantee	Parent Company Guarantees are provided by either the contractor's immediate parent or other holding company and operate as a guarantee to ensure a Contract is properly performed and completed. In the event of a contractor default, the parent is obliged to remedy the breach.
PCR 2015	The Public Contracts Regulations 2015 and any supersede or replacement legislation.
Performance Bond	Performance Bonds are typically provided by banks or insurance companies. They provide a guarantee of payment up to a stated amount of money should a loss be suffered as a result of the contractor's breach of a contractual obligation.
Person	Includes the following: (a) A group of persons; (b) A firm; (c) A partnership (d) An unincorporated association; (e) A company; (f) Another local authority or a group of local authorities (g) A Government Department (as represented by the Secretary of State); (h) A statutory body; (i) A public utility that has been privatised.

Glossary Of Terms – Appendix A

	Description/Meaning																
PIN	Prior Indicative Notice for publishing in the OJEU, to notify the market of a possible opportunity. See PCR 2015 Reg. 48 for further information.																
Post Tender Clarification	Tender or bid clarifications that may become necessary during the evaluation of tenders.																
Post Tender Negotiation	Contact between the buyer and tenderers, separate from Tender Clarification, to refine and improve the bid(s) in order to ensure that prices, delivery or associated terms of the contract are competitive. Note: this process is only available as indicated in these Regulations.																
Another ‘Public Body’	Any contracting Authority within the meaning of the EU Public Procurement Directives and the Public Contracts Regulations 2015.																
Regulations	All the Regulations as listed below.																
S151 Officer	The Director of Finance, Investment, Risk and S151 Officer																
Scheme of Authorisations	The departmental ‘scheme of management’ setting out who is authorised to make what decisions within that department.																
Small and Medium Enterprises SME	The main factors determining whether a company is an SME are: <ol style="list-style-type: none"> 1. number of employees; and 2. either turnover or balance sheet total. <table border="1" data-bbox="376 810 1090 979"> <thead> <tr> <th>Company category</th> <th>Employees</th> <th>Turnover</th> <th>Balance sheet total</th> </tr> </thead> <tbody> <tr> <td>Medium-sized</td> <td>< 250</td> <td>≤ € 50 m</td> <td>≤ € 43 m</td> </tr> <tr> <td>Small</td> <td>< 50</td> <td>≤ € 10 m</td> <td>≤ € 10 m</td> </tr> <tr> <td>Micro</td> <td>< 10</td> <td>≤ € 2 m</td> <td>≤ € 2 m</td> </tr> </tbody> </table> <p>These ceilings apply to the figures for individual firms only. A firm which is part of larger grouping may need to include employee / turnover / balance sheet data from that grouping too.</p>	Company category	Employees	Turnover	Balance sheet total	Medium-sized	< 250	≤ € 50 m	≤ € 43 m	Small	< 50	≤ € 10 m	≤ € 10 m	Micro	< 10	≤ € 2 m	≤ € 2 m
Company category	Employees	Turnover	Balance sheet total														
Medium-sized	< 250	≤ € 50 m	≤ € 43 m														
Small	< 50	≤ € 10 m	≤ € 10 m														
Micro	< 10	≤ € 2 m	≤ € 2 m														
Social Value	The process whereby the Council meets its needs for supplies, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits to society and the economy, whilst minimising damage to the environment. See the Council’s Social Value Policy.																
Social Value Act	The Public Services (Social Value) Act 2012.																
Social Value Toolkit	The document titled ‘Inspiring and Creating Social Value in Croydon’ which provides advice on the process and best practice principles when trying to lever in great social value in respect of commissioning.																

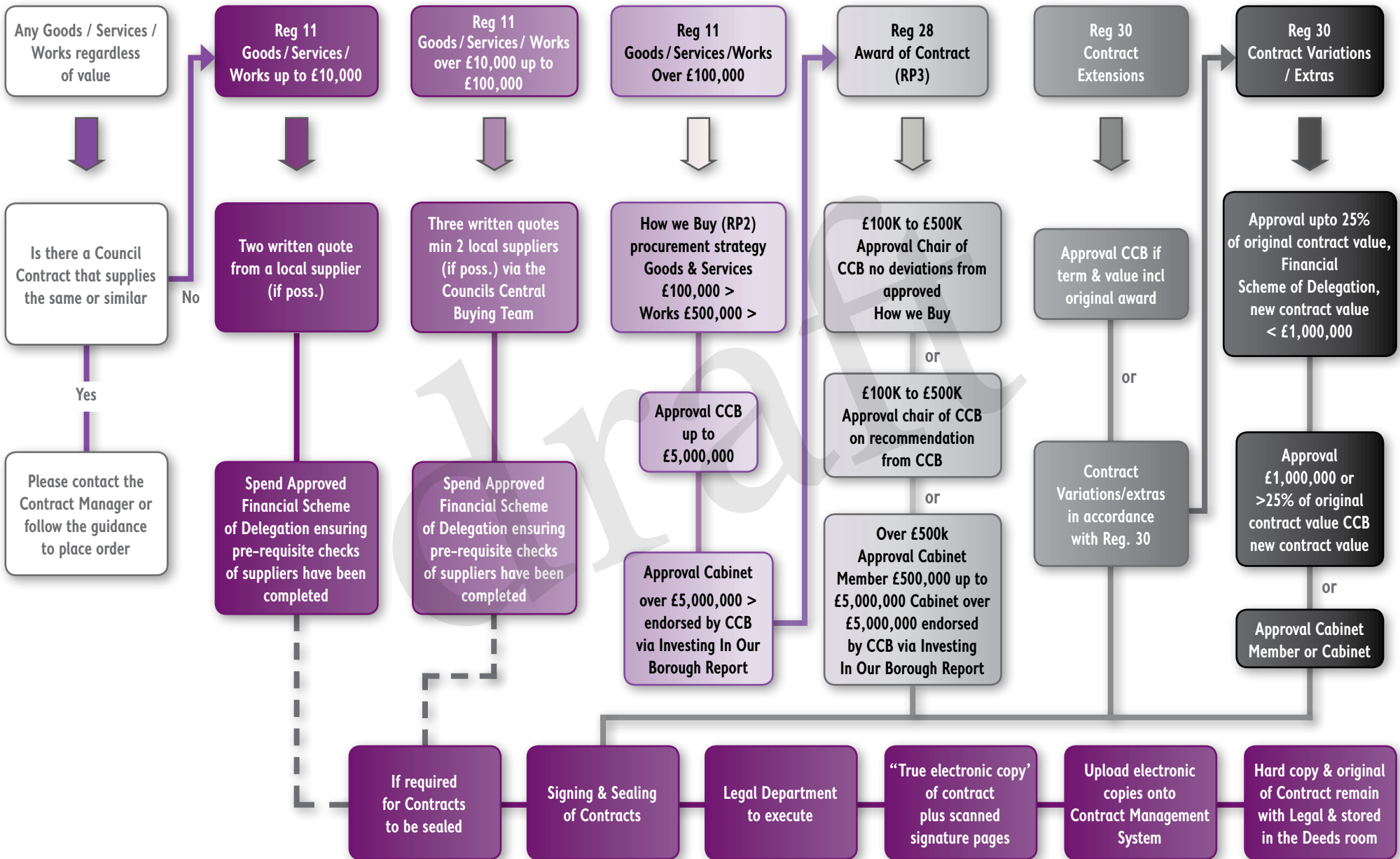
	Description/Meaning
Standstill Period	A period of time when an authority cannot enter into a contract with a supplier until it has concluded, in accordance with Regulation 87 of PCR 2015.
Strategy Report	A procurement strategy report in the relevant format (dependant on the Contract value) which is then provided to the CCB at the beginning of each procurement exercise. As a minimum, this report should set out the project plan, proposed procurement route, any proposed departures from standard procurement practice, the evaluation approach, risks, timetable, project structure and details of the Contract.
SQ	Supplier Selection Questionnaire a process used to identify potential suppliers that are most capable of performing a contract.
Tendering and submitting a tender	Includes any quotation or action taken by any person seeking to enter into a contract with the Council, which is subject to these Regulations.
Third Sector	The range of non-statutory service providers set up as not for profit organisations. These encompass the traditional voluntary and community sector, co-operatives, social enterprises and registered social landlords. For the purposes of this document the term ‘third sector’ is used to denote this group of organisations.
TUPE	Transfer of Undertakings (Protection of Employment) Regulations 2006.
UK Regulations	The PCR and/or CCR and any national legislation that affects Contracts under these Regulations.
Value Added Tax (“VAT”)	Value added tax as chargeable under the Value Added Tax Act 1994.

Glossary Of Terms – Appendix A

	Description/Meaning
Value for Money (“VfM”)	<p>The term used to assess whether or not the Council has obtained the maximum benefit from the goods, supplies and services it acquires and/ or provides, within the resources available to it.</p> <p>It not only measures the cost of goods, supplies and services, but also takes account of the mix of quality, cost, use of resources, fitness for purpose, timeliness and convenience to judge whether or not, when taken together, they constitute good value. Achieving VfM may be described in terms of the ‘three Es’ - economy, efficiency and effectiveness.</p>
Variant bid	<p>A bid which is different from that specifically requested by the contracting authority in the tender documents. Examples of variant bids are those proposing different pricing structures, or new and innovative ways of delivering a service.</p>
Weightings	<p>The weightings allotted to the criteria chosen to evaluate the SQ / ITT to reflect what is most important in any particular procurement. Weightings may be exact percentages or a specified range, where this is appropriate in view of the subject matter.</p>
Working Day	<p>Any other day other than a Saturday, Sunday and any bank or UK public holidays.</p>

Procurement Process Flowchart – Appendix B

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Agenda Item 9

REPORT TO:	CABINET 10 JUNE 2019
SUBJECT:	STAGE 1: RECOMMENDATIONS ARISING FROM SCRUTINY
LEAD OFFICERS:	JACQUELINE HARRIS BAKER, EXECUTIVE DIRECTOR - RESOURCES STEPHEN ROWAN, HEAD OF DEMOCRATIC SERVICES & SCRUTINY
LEAD MEMBER:	COUNCILLOR SEAN FITZSIMONS CHAIR, SCRUTINY AND OVERVIEW COMMITTEE
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT:	THE CONSTITUTIONAL REQUIREMENT THAT CABINET RECEIVES RECOMMENDATIONS FROM SCRUTINY COMMITTEES AND TO RESPOND TO THE RECOMMENDATIONS WITHIN TWO MONTHS OF THE RECEIPT OF THE RECOMMENDATIONS.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations contained within this report:

1. RECOMMENDATIONS

Cabinet is asked to:

- 1.1 Receive the recommendations arising from the Scrutiny & Overview Committee (30 April 2019) and to provide a substantive response within two months (i.e. at the next available Cabinet meeting on **8 July 2019**)

2. EXECUTIVE SUMMARY

- 2.1 Recommendations that have been received from the Scrutiny and Overview Committee and its Sub-Committees since the last Cabinet meeting are provided in Appendix A. The constitution requires that an interim or full response is provided within 2 months of this Cabinet meeting.

3. 30 APRIL 2019 – SCRUTINY AND OVERVIEW COMMITTEE RECOMMENDATIONS

3.1 The Committee took the Question Time with the Cabinet Member for Economy & Jobs, Councillor Manju Shahul-Hameed. Subsequent to questions, the Committee came to the following conclusions:

- 1) The wide range of events and activities being organised within the Economy & Jobs Portfolio was to be welcomed.
- 2) There was significant concern that despite a wide range of events and activities being organised, there seemed to be little data to allow an assessment to be made on whether the outcomes from this work was having on a positive impact on the wider economy within the borough.
- 3) The Committee was concerned about the decline of Croydon as a major centre of employment compared to other parts of London and the South East over the last 20 years, and remained unconvinced that there was a wider strategy to reverse this decline.
- 4) The Committee agreed to add to its work programme for 2019/20 an item to focus specifically on the higher level, strategic themes relating to the creation of employment opportunities, the attractiveness of Croydon as a place for businesses to locate to, and the promotion of the economy in Croydon.

The Committee made the following recommendations:

- 1) The Scrutiny and Overview Committee agreed to recommend that the Cabinet Member for Economy and Jobs be invited to a meeting of the Committee in 2019/20 to discuss the strategic approach to job creation, business attraction, and the promotion of the economy in the borough as a place to do business in.

3.2 The Committee also considered the proposed new scope on the Digital Strategy. Subsequent to questions to those present, the Committee came to the following conclusions:

- 1) The Committee welcomed the enthusiasm of the representatives from the Croydon Digital Service team and felt that their engagement with the questions of the Committee was to be commended.
- 2) The Committee were reassured that there was a genuine vision for the Digital Strategy.
- 3) Although the Committee were reassured about the vision for the Digital Strategy, concern remained as to whether the wider culture of the organisation would hinder its delivery, as history has shown that previous improvements was slow to be delivered or were never achieved. As such it was concluded that it would be important to review

the progress of embedding the Digital Strategy within the Council in twelve months.

- 4) The Committee had concerns about the Council's current presence on social media and the useability of the council's current website, and agreed that the Digital Strategy should directly address the need for Croydon Digital Service to work with the Communications team to improve the performance in this area.
- 5) The committee was keen to know how this strategy would incorporate the council's commitments to openness and transparency, in particular its commitment to promotion of open data, and accessibility of information for both businesses and residents.

The Committee made the following recommendations:

- 1) That the Digital Strategy should specifically reference how the Council's social media presence, including its website be improved.
- 2) To ensure that improvements are delivered the Strategy need to develop a work plan that can be monitored by the public and by Councillors, that have measurable outcomes, where progress against targets can be assessed.
- 3) The concepts of transparency and open data needs to be embedded within the new strategy, and the strategy needs to include how it will assess improvement of these concepts over time.
- 4) That the progress made on the Digital Strategy be reviewed by the Committee in twelve months.

4. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 4.1 There are no financial implications arising directly from the contents of this report.

5. LEGAL CONSIDERATIONS

- 5.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the recommendations are presented to Cabinet in accordance with the Constitution.
- 5.2 This requires that the Scrutiny report is received and registered at this Cabinet Meeting and that a substantive response is provided within 2 months (i.e. **Cabinet, 8 July 2019** is the next available meeting).

Approved by Sandra Herbert, Head of Litigation & Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

CONTACT OFFICER: Simon Trevaskis, Senior Democratic Services & Governance
- Scrutiny

T: 020 8726 6000 X 64840

Email: simon.trevaskis@croydon.gov.uk

BACKGROUND DOCUMENTS:

Background document 1: Reports to the Scrutiny & Overview Committee on 30 April 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=1523&Ver=4>

REPORT TO:	Cabinet 10 June 2019
SUBJECT:	STAGE 2: RESPONSE TO RECOMMENDATIONS ARISING FROM: SCRUTINY & OVERVIEW COMMITTEE ON 15 JANUARY 2019; STREETS, ENVIRONMENT & HOMES SCRUTINY SUB-COMMITTEE ON 22 JANUARY 2019; SCRUTINY & OVERVIEW COMMITTEE ON 11 FEBRUARY 2019; STREETS, ENVIRONMENT & HOMES SCRUTINY SUB-COMMITTEE ON 19 FEBRUARY 2019 AND SCRUTINY & OVERVIEW COMMITTEE ON 5 MARCH 2019
LEAD OFFICERS:	Jacqueline Harris Baker, Executive Director of Resources and Monitoring Officer Stephen Rowan, Head of Democratic Services and Scrutiny
CABINET MEMBERS:	All
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT:	The constitutional requirement that Cabinet receives recommendations from scrutiny committees and to respond to the recommendations within two months of the receipt of the recommendations.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below:

1. RECOMMENDATIONS

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

2. EXECUTIVE SUMMARY/DETAIL

2.1 This report asks the Cabinet to approve the full response reports arising from the Stage 1 reports presented to the Cabinet meeting held on 25 March 2019 including:

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

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

Committees.

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

3. SCRUTINY RECOMMENDATIONS

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

4. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

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

Approved by Lisa Taylor, Director of Finance, Investment and Risk

5. LEGAL CONSIDERATIONS

- 5.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the Constitution requires that Cabinet receive recommendations from scrutiny committees and to respond to the recommendations within two months of their receipt.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of the Director of Law and Governance and Deputy Monitoring Officer.

6. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 6.1 These are contained in the appendix to this report.

7. OPTIONS CONSIDERED AND REJECTED

- 7.1 These are contained in the appendix to this report.

CONTACT OFFICER:

Stephen Rowan, Head of Democratic Services
and Scrutiny
T: 020 8726 6000 X 62529
Email: stephen.rowan@croydon.gov.uk

BACKGROUND DOCUMENTS:

Background document 1: Reports to the Scrutiny & Overview Committee on 15 January 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=1521&Ver=4>

Background document 2: Reports to the Streets, Environment & Homes Scrutiny Sub-Committee on 22 January 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=170&MId=1496&Ver=4>

Background document 3: Reports to the Scrutiny & Overview Committee on 11 February 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=1820&Ver=4>

Background document 4: Reports to the Streets, Environment & Homes Scrutiny Sub-Committee on 19 February 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=170&MId=1498&Ver=4>

Background document 5: Reports to the Scrutiny & Overview Committee on 5 March 2019.

<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=166&MId=1522&Ver=4>

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SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Proposed General Fund Revenue Budget 2019/20 (Considered by the Scrutiny & Overview Committee on 15 January 2019)							
1. That the Cabinet Member for Finance and Resources be invited to attend a meeting of the Committee early in the new municipal year to discuss with Members on the process for setting the next budget.	That it would be beneficial to scrutinise the budget setting process in the new municipal year, to provide reassurance on the preparation of the budget at an early stage.	Councillor Simon Hall Resources	Accept	Lisa Taylor	No Direct implications. There will be financial implications, but these are unknown at this stage and will need to be developed as the budget is prepared and the funding to Local Government becomes known.	Budget needs to be set and approved by Cabinet and Full Council in February and March 2020. Budget setting takes place in the Autumn (there is currently uncertainty around the level of government funding). There will be a report to Scrutiny and Overview Committee on Process in September.	10/09/19
Report: Question Time: Cabinet Member for Homes & Gateway Services (Considered by the Streets, Environment & Homes Scrutiny Sub-Committee on 22 January 2019)							
1. That the Council ensured that the use of Article 4 be implemented on a borough wide basis and not ward by ward.	The Councils decision to utilise Article 4 conditions for conversions of property to HMO was applauded.	Councillor Alison Butler Place	Accept	Yvonne Murray Steve Dennington	The financial implications of the borough wide non-immediate Small HMO Article 4 can be managed by the Spatial Planning and Development Management.	The non-immediate Small HMO Article 4 was published for submission of representations between 24 January 2019 – 8 March 2019. Subject to confirmation by Planning Committee taking account of representations received, the Article 4 direction will come into force in January 2020.	Cabinet Member Question Time 2019/20
2. That the Council and Social Housing providers work on reinforcement of their relationships.	Partnerships with social housing providers had to be strengthened.	Councillor Alison Butler Place	Accept	Yvonne Murray Kirsteen Roe Sian Foley	Opportunities for joint bidding/ commissioning.	Develop partnership approach cross the council to include Housing Assessment & Solutions, Regeneration, Land Assembly and Assets to identify options for joint working on assets related projects, housing offer, tackling homelessness, with an Initial meeting with RPs in Jul 19 to scope/build relationships.	01/10/19

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Question Time: Cabinet Member for Homes & Gateway Services (Considered by the Streets, Environment & Homes Scrutiny Sub-Committee on 22 January 2019)							
<p>3. That different ideas and initiatives to provide support for young people into housing be explored.</p>	<p>The lack of support for young people to help them onto the housing market was concerning.</p>	<p>Councillor Alison Butler Place</p>	<p>Accept- Croydon recognises the difficulties many of our residents, including young people, have in gaining access to the housing market. This is particularly given the high and rising costs of home ownership in the borough. We also recognise the issues with the Government's Help to Buy scheme being directly related to new build. We are working with Brick by Brick and our other partners to ensure that 'shared ownership' is a viable option to get young people on the housing ladder and we have also launched our Community-Led Housing initiative to provide other routes into home ownership. One of the key issues with house prices is lack of supply, there is far more need than there are homes. The council is committed to meeting housing targets set for the borough to mitigate against this and to encourage schemes like Pocket Homes that are</p>	<p>Yvonne Murray Leonard Asamoah Sian Foley</p>	<p>N/A</p>	<p>Report back on opportunities for young Croydon people to access low cost home ownership through Brick by Brick, registered providers and other developers. This can also be a theme in Croydon's new housing strategy (reviewed in 2019).</p>	<p>04/02/19</p>

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			exclusively for local first-time buyers allowing those on lower incomes a way to get their foot on the housing ladder.				
Report: Voluntary & Community Sector Strategy for Croydon (Considered by the Scrutiny & Overview Committee on 11 February 2019)							
1. That the final [Voluntary & Community Sector] Strategy should set out how it will identify the unmet need within the Borough and how it will work with the voluntary and community sector to meet this need.	The Committee agreed that there were locality issues with some areas being underrepresented by voluntary organisations than others.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept - The VCS Strategy sets out how the Council wants to work with the sector to meet community needs. Ongoing engagement with the sector will help identify unmet need. The strategy outlines how proposals that include locality working, prevention and evidence led approaches will be given greater priority for funding.	Gavin Handford	N/A	November 2019	14/01/20
2. That more [Voluntary & Community Sector] funding should be made available for grass root organisations than at present.	The Committee agreed that there were locality issues with some areas being underrepresented by voluntary organisations than others.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept -Through the VCS Strategy and commissioning, it is intended to make it easier for smaller organisations to bid for funding.	Gavin Handford	N/A	April 2020	Cabinet Member Question Time 2019/20
3. That feedback from service users should be taken into account when monitoring the outcomes from grant funding.	There was a concern that feedback from service users was not being taken into account, as it could be used to help measure the success of a service.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept - We will seek to include service user feedback within the outcomes and monitoring arrangements for the recommissioned Community Fund.	Gavin Handford	N/A	April 2020	Cabinet Member Question Time 2019/20

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
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Report: Voluntary & Community Sector Strategy for Croydon (Considered by the Scrutiny & Overview Committee on 11 February 2019)

4. That feedback from [Voluntary & Community Sector] service users should be used to inform future needs and priorities.	There was a concern that feedback from service users was not being taken into account, as it could be used to help measure the success of a service.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept - We will seek to include service user feedback within the outcomes and monitoring arrangements for the recommissioned Community Fund.	Gavin Handford	N/A	April 2020	Cabinet Member Question Time 2019/20
5. Within the Community Grants fund the majority of funding should be retained for three year contracts, but an increased amount should be retained for flexible funding as required.	It was agreed that the Council should not be too prescriptive on the type of grants it offered.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept - The majority of funding is anticipated to be allocated through 3 year contracts. Flexibility will be retained to allocate funding in future years, and there will continue to be grant funding opportunities.	Gavin Handford	N/A	April 2020	Cabinet Member Question Time 2019/20
There should be a fundamental review of [Voluntary & Community Sector] infrastructure support organisations to ensure they were achieving their expected outcomes.	The Committee had significant concerns about the benefit provided by the infrastructure support organisations supported by the Council and felt that the current relationship should be reviewed.	Councillor Hamida Ali Gateway, Strategy and Engagement	Accept - Engagement work to date has provided valuable feedback on the support requirements of the sector. This will be used to inform the support that the council commissions, with clear outcomes and contract monitoring.	Gavin Handford	N/A	April 2020	Cabinet Member Question Time 2019/20

Report: Culture Plan for Croydon (Considered by the Scrutiny & Overview Committee on 11 February 2019)

1. The Cultural Plan needed to take into account the Council's aspirations for the borough on a wider level and ensure that its own aims were aligned with these.	The Committee concluded that the biggest risks to the success of the Cultural Plan lay outside of the control of the Cabinet Member.	Councillor Oliver Lewis Place	Accept	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019.	Cabinet Member Question Time 2019/20
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Report: Culture Plan for Croydon (Considered by the Scrutiny & Overview Committee on 11 February 2019)							
2. It was essential that the Cultural Plan clearly set out how it will interact with the other key strategies and plans of the Council and external partners to achieve its aims.	The Committee concluded that the biggest risks to the success of the Cultural Plan lay outside of the control of the Cabinet Member.	Councillor Oliver Lewis Place	Accept	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019.	Cabinet Member Question Time 2019/20
3. The Cultural Plan should be a three to five year plan to cover the period of major redevelopment in the Town Centre.	The Committee agreed that the redevelopment of the town centre represented a major risk to the Plan and as such there was a need to focus upon culture in district centres.	Councillor Oliver Lewis Place	Accept	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019 in addition to recommendation to do an annual review.	Cabinet Member Question Time 2019/20
4. Actions in the Cultural Plan should cover the whole of the borough and be a reflection of the diverse population in Croydon.	The Committee agreed that the redevelopment of the town centre represented a major risk to the Plan and as such there was a need to focus upon culture in district centres.	Councillor Oliver Lewis Place	Accept	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019 in addition to recommendation to do an annual review.	Cabinet Member Question Time 2019/20
5. That all [Culture Plan for Croydon] actions should include SMART objectives to define how they will be achieved.	It was acknowledged that many of the actions set out in the Cultural Plan would not be new, but would need to be clear on	Councillor Oliver Lewis Place	Partially Accept - the Cultural Plan is very wide ranging and some of the detail of how the aims and objectives will be achieved will sit in	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019 in addition to recommendation to do an annual review.	Cabinet Member Question Time 2019/20

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	aspirations and constraints.		delivery plans relating to different service plans, programme and project plans.				
6. The Cultural Plan should be signed off by the Cabinet as a whole, with actions allocated to those Cabinet Members who will have a role in delivering it.	The Committee concluded that the biggest risks to the success of the Cultural Plan lay outside of the control of the Cabinet Member.	Councillor Oliver Lewis Place	Partially Accept - the lead Cabinet Member will work with the Cabinet to deliver the plan but is noted as the overall lead.	Paula Murray	N/A	To be included in Cultural Plan to be published in May 2019 in addition to recommendation to do an annual review.	Cabinet Member Question Time 2019/20

Report: Library Plan for Croydon (Considered by the Scrutiny & Overview Committee on 11 February 2019)

1. Page 192	That the national outcomes for library usage should be used as a basis for the [Library Plan for Croydon] strategy, with the service offered being evaluated against these outcomes. The strategy should also be informed by usage data and other available sources of information. The Strategy should interlink with other Council strategies and plans where appropriate.	Councillor Oliver Lewis Place	Accept - the outcomes have specifically been referenced in the Libraries Plan Cabinet paper that will be presented in May 2019 and underpins the libraries plan. Where data is available to enable this level of evaluation, the service will be evaluated against the seven outcomes. The libraries plan has been informed by current usage data and other information (population, cost, national trends and best practice). One action within the plan is to consider how data can be better collected and used to evaluate and inform service delivery. The libraries plan links back to the corporate	Kirsteen Roe	N/A	May 2019	Cabinet Member Question Time 2019/20
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			plan (it is one of the 47 priorities within the plan) and will be presented jointly with the cultural plan at Cabinet in May 2019				

Report: Grounds Maintenance Service (Considered by the Streets, Environment & Homes Scrutiny Sub-Committee on 19 February 2019)

Page 193	1. That the immediate focus for the Grounds Maintenance Service should be on providing its core services at an acceptable level for the residents of Croydon.	During the discussion, there were various ideas raised for future service delivery, but the Sub-Committee agreed that for the immediate future the business plan for the service should have a primary focus on providing the core services at an acceptable level.	Councillor Stuart Collins Place	Accept	Tom Lawrence	N/A	Ongoing	01/10/19
	2. That the [Grounds Maintenance Service] business plan should be developed on a park specific level.	The Sub-Committee recognised that there was a wide variety of parks and open spaces in the borough and as such felt that a bespoke approach, tailored to the specific circumstances in each area was needed rather than an overarching, one size fits all approach.	Councillor Stuart Collins Place	Accept	Tom Lawrence	N/A	From June 2019 onwards	01/10/19

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Grounds Maintenance Service (Considered by the Streets, Environment & Homes Scrutiny Sub-Committee on 19 February 2019)							
3. That consideration should be given to how to consult with the public [on the Grounds Maintenance Service] in those areas without friends groups.	The move toward increased engagement with the various Friends Groups of the parks in the Borough was welcomed, but it was questioned how the Council would engage with users of parks without Friends Groups.	Councillor Stuart Collins Place	Accept	Tom Lawrence	Minimal/ dependent on method of engagement	From June 2019 onwards	01/10/19
4. That the Cabinet Member for Clean, Green Croydon be invited to attend the meeting of the Sub-Committee on 1 October 2019 to provide an update on the [Grounds Maintenance] Service Review and future plans.	The Sub-Committee welcomed the development of a Service Improvement Plan for the Grounds Maintenance Service.	Councillor Stuart Collins Place	Accept	Tom Lawrence	N/A	01/10/19	01/10/19
5. That Scrutiny should be consulted before decisions are made that would change the method of [Grounds Maintenance Service] service delivery, such as bringing a service back in-house.	It would have been preferable for the Cabinet Member for Clean, Green Croydon to consult with the Sub-Committee prior to the decision being made to bring the Grounds Maintenance service back in-house.	All Cabinet Members/ Councillor Simon Hall Place	Partially Accept - The Lead Member for Finance & Resources to provide an update to the Scrutiny & Overview Committee twice yearly.	Sarah Warman	N/A	Starting 10/09/19	10/09/19

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
Report: Safer Croydon Partnership (Considered by the Scrutiny & Overview Committee on 5 March 2019)							
1. That the Cabinet Member for Safer Croydon & Communities and other members of the Safer Croydon Partnership be invited to the meeting of the Scrutiny & Overview Committee on 25 February 2020 to provide an update on the work of the partnership over the previous twelve months.	The Committee agreed that the Safer Croydon Partnership seemed to be on the right track and that the progress reported was positive. A further update in twelve months to review further progress would be welcomed.	Councillor Hamida Ali Place	Accept	Shifa Mustafa	N/A	25/02/20	25/02/20
That further consideration needed to be given to how to engage local schools with the work of the Safer Croydon Partnership.	As the evidence had demonstrated that schools would need to play a significant role in the programme if it was to be successful, the fractured nature of education provision in the borough led to significant concern that this may be an impediment to the success of the partnership.	Councillor Hamida Ali Place	Accept	Shifa Mustafa	N/A	Through development and implementation of Violence Reduction Network during 2019/2020 with schools as significant partners, e.g. trauma informed training.	25/02/20
3. The Scrutiny and Overview Committee agreed to recommend to the Cabinet Member for Safer Croydon & Communities to use Scrutiny as a	The Committee felt that Scrutiny would have a role to play by providing additional challenge on the process as it progressed and where possible the	Councillor Hamida Ali Place	Accept	Shifa Mustafa	N/A	Development and Implementation of Violence Reduction Network will occur during 2019/20. We are willing to look at an earlier discussion with scrutiny prior to February 2020 to feedback on progress, depending on the views of the	25/02/20

SCRUTINY RECOMMENDATION	CONCLUSIONS	DEPARTMENT AND CABINET MEMBER RESPONDING	ACCEPT/ REJECT RECOMMENDATIONS (inc. reasons for rejection)	IDENTIFIED OFFICER	ANY FINANCIAL IMPLICATIONS	TIMETABLE FOR IMPLEMENTATION OF RECOMMENDATIONS IF ACCEPTED (ie Action Plan)	DATE OF SCRUTINY MEETING TO REPORT BACK
resource to provide additional challenge to the Public Health Approach [to Violence Reduction] as it developed.	key themes from the Public Health Approach should be incorporated into the Scrutiny Work Programme 2019-20 to allow for a more focussed approach.					Committee Chair.	

REPORT TO:	CABINET 10 June 2019
SUBJECT:	INVESTING IN OUR BOROUGH
LEAD OFFICER:	SARAH WARMAN, DIRECTOR OF COMMISSIONING & PROCUREMENT JACQUELINE HARRIS-BAKER, EXECUTIVE DIRECTOR RESOURCES
CABINET MEMBER:	COUNCILLOR SIMON HALL CABINET MEMBER FOR FINANCE AND RESOURCES
WARDS:	ALL
<p>CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON: Effective outcome based commissioning and prudent financial transactions contribute to all corporate priorities.</p> <p>The Council’s Commissioning Strategy sets out the approach to commissioning and procurement and puts delivery of outcomes at the heart of the decision making process. As the Council develops more diverse service delivery models, it is important to ensure that our contractual and partnership relationships are not only aligned to our corporate priorities but also represent value for money for citizens and taxpayers, contributing to the growth agenda for Croydon.</p>	
<p>FINANCIAL SUMMARY: There are no direct costs arising from this report.</p>	
<p>KEY DECISION REFERENCE NO.: There are key decisions mentioned in this report, but approval of the Recommendations would not constitute a key decision.</p>	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1 RECOMMENDATIONS

1.1 The Cabinet is requested to:

1.1.1 Approve the recommendation for the appointment of the Approved Provider Panel for Childrens Social Care Assessments in accordance with the recommendation set out in the report at agenda item 11a.

1.1.2 Recommend to the Leader of the Council that prior to the next meeting of Cabinet in July, the Cabinet Member for Finance and Resources in consultation with the Leader, be authorised to agree the award in respect of the contract for the Microsoft Enterprise Software Agreement which was included in the Good to Great ICT Transformation strategy approved by Cabinet on 20th November 2017 (reference: 91/17 Investing in our Borough c. ICT sourcing strategy) for the reasons set out in para 4.3.1.

Note that any award made under this delegation will be notified in the standard contracts report to the next meeting of Cabinet.

1.2 The Cabinet is requested to note:

1.2.1 The contracts over £500,000 anticipated to be awarded by the nominated Cabinet Member, in consultation with the nominated Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources, in consultation with the Leader.

1.2.2 The list of delegated award decisions made by the Director of Commissioning and Procurement, between 12/04/2019 – 11/05/2019.

2 EXECUTIVE SUMMARY

2.1 This is a standard report which is presented to the Cabinet, for information, at every scheduled Cabinet meeting to update Members on:

- Delegated contract award decisions made by the Director of Commissioning and Procurement 12/04/2019 – 11/05/2019;
- Contract awards and strategies to be agreed by the Cabinet at this meeting which are the subject of a separate agenda items;
- Contracts anticipated to be awarded under delegated authority from the Leader by the nominated Cabinet Member, in consultation with the Cabinet Member for Finance and Resources and with the Leader in certain circumstances, before the next meeting of Cabinet;
- Delegated contract award decisions under delegated authority from the Leader by the Nominated Cabinet Members for Finance and Resources & for Children, Young People & Learning related to the new Addington Valley SEN School;
[As at the date of this report there are none]
- Property acquisitions and disposals agreed by the Cabinet Member for Finance and Resources in consultation with the Leader since the last meeting of Cabinet;
[As at the date of this report there are none]
- Partnership arrangements to be agreed by the Cabinet at this meeting which are the subject of a separate agenda item.
[As at the date of this report there are none]

3 DETAIL

3.1 Section 4.1.1 of this report lists those contract awards that are anticipated to be awarded by the Cabinet.

3.2 Section 4.1.2 of this report lists those contract awards that are anticipated to be awarded by nominated Cabinet Member.

- 3.3 Section 4.2.1 of this report lists the delegated award decisions made by the Director of Commissioning and Procurement, between 12/04/2019 – 11/05/2019.
- 3.4 Section 4.3.1 of this report outlines the rationale for the delegation being requested for the Microsoft Enterprise Software Agreement part of the Good to Great ICT transformation programme, for delivering the strategy approved by Cabinet on 20th November 2017 (reference: 91/17 Investing in our Borough c. ICT sourcing strategy).
- 3.5 The Council's Procurement Strategy and Tender & Contracts Regulations are accessible under the Freedom of Information Act 2000 as part of the Council's Publication Scheme. Information requested under that Act about a specific procurement exercise or contract held internally or supplied by external organisations, will be accessible subject to legal advice as to its commercial confidentiality, or other applicable exemption, and whether or not it is in the public interest to do so.

4 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

4.1 Proposed Contract Awards

- 4.1.1 Contract award for the purchase of goods, services and works with a possible contract value over £5 million decisions to be taken by Cabinet which are agenda item 9a.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
Approved Provider Panel for Childrens Social Care Assessments (10 Lots)	£10,049,000 (Contract Length 2 + 2 years)		Children, Young People and Learning / Cllr Flemming

- 4.1.2 Revenue and Capital consequences of contract award decisions to be made between £500,000 to £5,000,000 by the nominated Cabinet Member in consultation with the Cabinet Member for Finance and Resources or, where the nominated Cabinet Member is the Cabinet Member for Finance and Resources, in consultation with the Leader.

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
Education Management IT System – contract extension	£810,950 (Contract extension length 2 years)		Finance and Resources / Cllr Hall
Contract Variation to the Cremators and Maintenance Contract for the Installation of Compact Coolers		£113,865 (new contract total £610,947)	Culture, Leisure and Sport / Cllr Lewis

4.2 Contract Awards

4.2.1 Delegated award decisions made by the Director of Commissioning and Procurement.

Revenue and Capital consequences of delegated decisions made by the Director of Commissioning and Procurement for contract awards (Regs. 18, 27 a & b) between £100,000 & £500,000 and contract extension(s) previously approved as part of the original contract award recommendation (Reg. 27.d) and contract variations (Reg.29).

Contract Title	Contract Revenue Budget	Contract Capital Budget	Dept/Cabinet Member
Croydon District Energy Scheme	£211,333 (Contract length 7 months)		Environment, Transport and Regeneration / Cllr King
Croydon FE College Centre of Excellence for Young People with SEND – Coulsdon College Temporary Modular Build Unit	£495,522 (Contract length 17 months)		Children, Young People and Learning / Cllr Flemming
Croydon Mortuary Provision		£425,000 (Contract length 5 years)	Culture, Leisure and Sport / Cllr Lewis

CONTRACT VARIATIONS & EXTENSIONS					
Contract Title	Value of Contract to Date	Value of Extension Term	Total Revenue value including extension term	Contract Capital Budget	Dept/Cabinet Member
Adults Social Care IT System (AIS/SWIFT)	£242,000	£200,302 (18 months extension)	£442,302		Families, Health and Social Care / Cllr Avis
Appropriate Adults Service for Children and Adults' service	£79,950	£66,625 (10 months extension)	£146,575		Children, Young People and Learning / Cllr Flemming
Corporate Security Contract – Contract Extension	£2,400,000	£880,000 (12 months extension)	£3,280,000		Finance and Resources / Cllr Hall
Corporate Cleaning Contract – Contract Extension	£4,500,000	£1,600,000 (12 months extension)	£6,100,000		Finance and Resources / Cllr Hall

4.3 Contract Award Delegation Request

4.3.1 The Good to Great programme has awarded a number of contracts to deliver the strategy to disaggregate IT contracts and transform IT services that was approved by Cabinet on 20th November 2017 (reference:91/17 Investing in our Borough c. ICT sourcing strategy). The Microsoft Enterprise Software Agreement is the final contract award that will need to be approved and in place for 1st July 2019. Due to the ongoing procurement clarifications the ability to meet the timescales for approval at this Cabinet meeting are not achievable and this is the reason for requesting this delegation to approve the contract award before July's meeting.

Approved by: Lisa Taylor, Director of Finance, Investment and Risk and Section 151 Officer.

5 LEGAL CONSIDERATIONS

- 5.1 The Director of Law and Governance comments that the information contained within this report is required to be reported to Members in accordance with the Council's Tenders and Contracts Regulations and the council's Financial Regulations in relation to the acquisition or disposal of assets.

Approved by: Sean Murphy, Director of Law and Governance and Deputy Monitoring Officer.

6 HUMAN RESOURCES IMPACT

- 6.1 There are no immediate HR issues that arise from the strategic recommendations in this report for LBC staff. Any specific contracts that arise as a result of this report should have their HR implications independently assessed by a senior HR professional.

Approved by: Sue Moorman, Director of Human Resources

7 EQUALITY IMPACT

- 7.1 An Equality Analysis process has been used to assess the actual or likely impact of the decisions related to contracts mentioned in this report and mitigating actions have been defined where appropriate.
- 7..2 The equality analysis for the contracts mentioned in this report will enable the Council to ensure that it meets the statutory obligation in the exercise of its functions to address the Public Sector equality duty (PSED). This requires public bodies to ensure due regard to the need to advance equality of opportunity; foster good relations between people who share a "protected characteristic" and those who do not and take action to eliminate the potential of discrimination in the provision of services.
- 7..3 Any issues identified through the equality analysis will be given full consideration and agreed mitigating actions will be delivered through the standard contract delivery and reporting mechanisms.

Approved by: Yvonne Okiyo, Equalities Manager

8 ENVIRONMENTAL IMPACT

- 8.1 Any issues emerging in reports to the relevant Cabinet member will require these considerations to be included as part of the standard reporting requirements, and will not proceed without full consideration of any issues identified.

9 CRIME AND DISORDER REDUCTION IMPACT

9.1 Any issues emerging in reports to the relevant Cabinet Member will require these considerations to be included as part of the standard reporting requirements, and will not proceed without full consideration of any issues identified.

CONTACT OFFICER:

Name:	Rakhee Dave-Shah
Post title:	Head of Commissioning and Procurement (Corporate)
Telephone no:	63186

BACKGROUND DOCUMENTS:

The following public background reports are not printed with this agenda, but are available as background documents on the Croydon Council website agenda which can be found via this link [Cabinet agendas](#)

- Education Management IT System – contract extension
- Contract Variation to the Cremators and Maintenance Contract for the Installation of Compact Coolers

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For General Release

REPORT TO:	CABINET 10 June 2019
SUBJECT:	Award of Approved Provider Panel for Children Social Care Assessments
LEAD OFFICER:	Robert Henderson, Executive Director of Children, Families and Education Nick Pendry, Director of Early Help and Children’s Social Care
CABINET MEMBER:	Councillor Flemming, Cabinet Member for Children, Young People and Learning Councillor Hall, Cabinet Member for Finance and Resources
WARDS:	All
<p>CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON</p> <p>The Council has a statutory duty to provide assessments when required under the Children Act 1989 in order to meet the needs of individual children and to help determine what services to provide and action to take. The procurement of an Approved Provider Panel of experts to conduct Children’s Social Care Assessments will assist the Council in meeting this statutory duty.</p> <p>The establishment of an Approved Provider Panel of experts also supports the Council’s ambition to protect its most vulnerable residents and enhance the life chances of children in need. It supports the achievement of the following corporate priorities:</p> <ul style="list-style-type: none"> • To support individuals and families with complex needs; • To deliver better education and the opportunity for everyone to reach their full potential; • To secure a good start in life, improve health outcomes and increase healthy life expectancy. 	
<p>FINANCIAL IMPACT</p> <p>At the time of writing the Procurement Strategy (December 2018) for the Approved Provider Panel, the estimated total contract value was estimated to be £2,512,000 per annum with a maximum contract spend of £10,049,000 over the maximum 4 years (2 +2 year contract term), based on current spend and forecast demand.</p> <p>The 2018/19 year end actual spend is £3,057,000, which represents an overspend of £2,050,000 against a budget of £1,007,000. This overspend and increased demand is predominately due to residential and reverse assessments.</p> <p>To meet the growth in demand for assessments, additional growth of £1,194,000 was agreed at Executive level as part of a wider package of growth for Children, Families & Education department.</p>	

FORWARD PLAN KEY DECISION REFERENCE NO: 1319CAB

This is a Key Decision as defined in the Council's Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Overview Committee by the requisite number of Councillors.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

- 1.1 The Cabinet is recommended by the Contracts and Commissioning Board to approve the award of an Approved Provider Panel for the delivery of Children's Social Care Assessments, in accordance with Regulation 27(c) of the Council's Contracts and Tenders Regulations and the appointment of 13 providers across the 10 Lots as detailed in the Part B report on this agenda, for a term of two years with an option to extend for a further two years for a maximum contract value of £10,049,000.
- 1.2 The Cabinet is asked to note that the names of the successful providers in Part B of this report will be released once the appointments to the Approved Provider Panel decision has been agreed.

2. EXECUTIVE SUMMARY

- 2.1 The Council has undertaken a tendering exercise with the aim of establishing an Approved Provider Panel ('Panel') to deliver more efficient commissioning arrangements for Children's Social Care assessments, which will also be open to other Local Authorities to access.
- 2.2 The current Supervised Contact and Assessment framework will expire on the 31st October 2019. The current framework was extended for 6 months + 3 months + 3 months from 1st November 2018 [CCB1417/18-19]. It is recommended that the new Approved Provider Panel contracts commence on the 1st August 2019, 9 months into the 12 month extension period.
- 2.3 The procurement strategy for the Children's Social Care Assessments Approved Provider Panel was approved by Cabinet on the 10th December 2018 (Minute Reference 114/18), and has been adhered to throughout the procurement.
- 2.4 The content of this report has been endorsed by the Contracts and Commissioning Board.

CCB Approval Date	CCB ref. number
17/05/2019	CCB1486/19-20

3. DETAIL

- 3.1 The commissioning of high quality Social Care Assessments through providers on the 'Panel' will assist the Council in meeting its statutory duty under the Children Act 1989; in order to meet the needs of individual children and to help determine what services to provide and action to take. The proposed 'Panel' will assist the Council in achieving this by improving the quality and timeliness of assessments conducted on behalf of the Local Authority. The 'Panel' will also be open to other Local Authorities to access and they will need to sign up to an access agreement.
- 3.2 The 'Panel' of experts to deliver the provision of social care assessments will support the Council, by providing a wider pool of high quality experts who are qualified and experienced in delivering a broad range of assessments where the capacity or capability to conduct the assessment in-house does not exist. Over the term of the contract it is envisaged that demand for externally commissioned assessment services will reduce as more of the assessments are conducted in-house by a Friends and Family Service to deliver Special Guardianship Orders (SGO), viability, connected person and together and apart assessments. Furthermore as the Children's Social Care Improvement programme becomes embedded in practice, in particular: improvements around early permanence; earlier intervention through Early Help and pre-proceedings will all help reduce demand for assessments over time.

Procurement Approach

- 3.3 The procurement of a new 'Panel', utilises the flexibilities of the Public Contract Regulations (PCR) Light Touch Regime which allows the Council to create a more flexible, responsive and better quality pool of assessors to carry out the required Children's Social Care assessments. The 'Panel' will operate similar to a traditional framework solution and can be accessed by other Local Authorities, however the Council reserves the right to open the 'Panel' to new entrants from the market at any point where the experts within any given LOT can no longer meet the demand for assessments or specialist experience is missing from the 'Panel'. This will negate the current issue that the existing framework has, in that not enough qualified assessors can meet the breadth of need and the growing demand for the service. New suppliers will need to meet the original quality and price evaluation criteria used to create the original 'Panel'. The contract manager will be responsible for seeking feedback from social workers and business support to ensure the quality and suitability of the assessors on the 'Panel' on a quarterly basis.
- 3.4 The assessments to be carried out by the 'Panel' have been divided into ten LOTS based on the different types of assessments as stated below:

Table 1 – List of LOTS/Types of Assessments

LOT 1	Psychological assessment including sub-lots for adult; child & adolescents and cognitive assessments
LOT 2	Psychiatric assessment including a sub-lot for forensic psychiatric

	assessments
LOT 3	Parenting Assessment Manual Software (PAMS) assessment
LOT 4	Parenting assessment
LOT 5	Residential parenting assessment
LOT 6	Reverse residential assessment (RRA)
LOT 7	Viability assessment
LOT 8	Fostering assessment including sub-lots for connected person assessment and for Special Guardianship Order (SGO)
LOT 9	Together & Apart assessment
LOT 10	Risk assessment including sub-lots for domestic abuse and sexual abuse

3.5 Tenderers who are recommended for appointment to the relevant Lots on the 'Panel', is on the basis of their ability to satisfy the Council that they could meet the qualitative requirements of the Service Specification.

3.6 Appointment onto the 'Panel' was based on the following quality criteria:

- Compliance with the Council's minimum requirements which included the Council's mandatory requirements, discretionary requirements and LOT specific minimum quality standards.
- Achieving a minimum quality score in the method statement questions (see table 2 overleaf)

Table 2 – Method Statement Questions

#	Question	Max score	Min score	Weighting %
1	Experience of delivery	5	3	10%
2	Technical capability and experience of workforce	5	3	5%
3	Approach to recruitment, training and supervision	5	2	5%
4	Working with families with multiple risk factors	5	3	5%
5	Safeguarding	5	3	5%
6a	Quality Assurance & Contract Management	5	3	10%
6b	Evaluation of sample report	5	3	20%
7	Confidentiality/ GDPR	5	3	5%
8	Social Value	5	2	5%
9	Premier Supplier Programme	5	N/A	0%
Total		70%		

3.7 The tenderer's price score was calculated using the following equation:

$$\text{Tenderer's Total Price Score/Lowest Scoring Price} \times 30\%$$

3.8 For those meeting the above quality threshold, their weighted quality score was added to the weighted tender price score, to provide a ranked list of all admitted providers in each LOT. The top 5 providers in each LOT, will be placed in tier 1, which represents the best quality and competitive price. Tier 1 providers will be approached first for each mini competition. The remaining providers will be added to tier 2. Not all LOTS will have multiple tiers, depending on the number of providers who were successfully admitted on the 'Panel' in that LOT.

3.9 If a LOT is refreshed and open to new providers at any time during the full contract term, the ranking of providers may be subject to change. If a refresh was to occur the following process would be followed:

- The Provider Panel will be opened to new entrants for a period of time and will be advertised as an opportunity through the London Tenders Portal.
- New entrants will be scored in accordance with the same scoring methodology and will be ranked against the scores achieved by the existing 'Panel' when the framework was established.
- During the time that the Panel is open to new entrants, existing providers do not need to re-tender and will automatically remain on the Approved Provider Panel. However if providers would like to offer a lower more competitive tender price they can do so while the panel is open to new entrants. This new tender price will be used when re-ranking all success tenderers.
- The current Approved Providers and the new entrants will then be ranked and the top 5 providers in each LOT will form Tier 1, and subsequent providers Tier 2.

Call off Procedure

3.10 The call off process will involve the business support team contacting all the approved providers in the relevant LOT depending on which type of assessment has been requested in the letter of instruction. Business Support will ask all experts in the specific LOT to respond within 48 hours with their updated CV and availability to conduct the assessment in the specified timeframes. Agencies are able to submit as many eligible CV's as they wish. The CVs for the top tier of providers will then be sent to the relevant social worker, who will use their professional judgement to match the specifics of the individual case to the provider with the best level of specialism in the top tier. If no match can be made, the social worker will have the discretion to consider the next tier of providers.

Contract management

3.11 The 'Panel' will be considered one of the Council's Tier 1 contracts and will be assigned a contract manager within the Commissioning and Procurement division. The contract manager will monitor spend generally and will work with business support and Children's Social Care to ensure the 'Panel' operates effectively and feedback on the assessments conducted by the 'Panel' is sought

and offered to experts. There are mechanisms within the performance standard's schedule, such as quality notices, if feedback is poor. The terms and conditions of the 'Panel' agreement is based on the Council's standard Terms and Conditions but have been developed to include service level expectations regarding the quality and timeliness of the assessment reports with penalties for poor quality or late submissions. This agreement will be finalised by the Council's external legal advisors, Browne Jacobson.

Social value

- 3.12 The procurement approach for this service recognises the importance of social value and in particular rewarded bidders who offered to support the in-house workforce to upskill in the delivery of assessments while the Council is developing in-house capacity and capability to conduct their own assessments. The procurement actively looked to support SMEs and the voluntary and community sector by organising the assessment service into categories or LOTS and by removing the need for the bidding organisations to have an indicative maximum transaction size in line with the estimated value of the contract. All providers were required to commit to paying any person employed or engaged in the performance of the services a rate at least equivalent to London Living Wage (LLW).

Evaluation

- 3.13 The tender exercise was undertaken in line with a single-stage 'Open' procurement process, under the PCR Light Touch Regime. The Tender opened on the 28th January 2019 with the deadline for submission on the 27th February 2019. Tenders were received from a total of 22 providers across all 10 LOTS, noting that the majority of tenderers bid for more than 1 LOT.
- 3.14 Tenderers were required to submit responses to the standard suite of SSQ questions. A number of additional questions were set out relating to the qualifications and registration required to conduct each type of assessment. 9 method statement questions were posed for each LOT and were scored by an evaluation panel of three officers. For the residential assessment LOT, site visits were carried out for tenderers who passed the minimum quality threshold for the method statement questions.
- 3.15 Table 3, summarises the number of bids received across the 10 LOTS, and the number of tenderers who failed to meet the evaluation criteria set out in the Instructions for Tendering:

LOT	Assessment Type	No. of bids received	No. of bids failing to pass the minimum criteria	No. of bids failing quality threshold	No. of bids appointed to panel
1a	Psychological - adult	11	3	3	5
1b	Psychological - child	9	2	3	4
1c	Psychological - cognitive	9	2	4	3
2a	Psychiatric	3	1	0	2

LOT	Assessment Type	No. of bids received	No. of bids failing to pass the minimum criteria	No. of bids failing quality threshold	No. of bids appointed to panel
2b	Psychiatric - forensic	3	1	0	2
3	PAMS	10	2	3	5
4	Parenting	11	0	5	6
5	Residential	3	0	1	2
6	Reverse	3	0	1	2
7	Viability	7	0	2	5
8a	Connected Persons	6	0	1	5
8b	Special Guardianship	7	0	1	6
9	Together & Apart	5	0	1	4
10a	Risk – domestic abuse	4	0	1	3
10b	Risk – sexual abuse	2	0	1	1

3.16 Pricing for each lot and sub lot was evaluated separately with either a fixed unit price per assessment or hourly professional rate being asked for each LOT or sub lot. No price cap was included in the Instructions for Tendering so to not discourage any providers in the market to bid or to skew all the tender prices around the cap. Instead strong mechanisms to control costs have been included in the contract terms including a standardised approach and cap on travel and subsistence costs as well as financial penalties to deal with poor quality and late filing of reports. Tender prices were calculated as per the methodology in 3.7, and the weighted quality and weighted price scores added together and ranked for each LOT.

3.17 The tender assessment process for appointment to the 'Panel' has resulted in the recommendation that 13 providers are admitted onto the 'Panel' in the following LOTs outlined below. Where more than 5 providers have been successful, then two tiers will be created and providers ranked according to both price and quality.

LOT	Assessment	Tier 1	Tier 2
1a	Psychological (adult)	5 providers	1 provider
1b	Psychological (Child)	4 providers	
1c	Psychological (Cognitive)	3 providers	
2a	Psychiatric	2 providers	
2b	Psychiatric (Forensic)	2 providers	
3	PAMS	5 providers	
4	Parenting	5 providers	1 provider
5	Residential	2 providers	
6	Reverse	2 providers	
7	Viability	5 providers	
8a	Connected Person	5 providers	
8b	SGO	5 providers	
9	Together & Apart	4 providers	
10a	Risk – sexual abuse	3 providers	
10 b	Risk – domestic abuse	1 provider	

Evaluation Panel

- 3.18 Due to the number of LOTS, 5 evaluation teams were recruited, each consisting of three people. Team A and Team B, consisted of Heads of Service, Service Leads and the Court Case Progression Manager from Care Planning; Team C consisted of Service Leads from Corporate Parenting; Team D consisted of officers from the Data Information and Management Team and Team E consisted of officers from the corporate Commissioning and Procurement team. Teams A, B and C evaluated questions 1 – 6, with each team evaluating set LOTS. Team D evaluated the data protection and information management question from all bidders across all 10 LOTS. Team E evaluated the social value question from all bidders across all 10 LOTS.
- 3.19 Each evaluator evaluated their assigned method statement responses independently and then the scores were brought together at moderation panels. The moderation panel included the relevant teams and was supported by the Senior Commissioning and Procurement Officer and chaired by a Category Manger. A moderated score was agreed for each tender question. The Quality Assessment was subject to a minimum score set out in the Instructions for Tendering with any bid failing to reach the minimum score required for each question, ultimately failing the Quality evaluation stage of the procurement.

Safeguarding

- 3.20 To give assurance to the Council that safeguarding of children and young people is paramount, one of the minimum requirements for all bidders across all LOTS, was the ability to evidence they can meet the minimum standards set out by Croydon's Safeguarding Children Board through completion of Croydon's Safeguarding Children Board Checklist. This checklist was given as an appendix to the specification. In addition, a specific method statement was asked about how safeguarding concerns would be dealt with by organisations, with the requirement for their response to score no less than a 3 (satisfactory). Providing evidence of each organisation's safeguarding policy will form part of the contract monitoring requirements.

4. CONSULTATION

- 4.1 A Pre-procurement market engagement event was held on 24th September 2018, with a large number of providers in attendance with positive feedback.
- 4.2 Consultation on the development of the 'Panel', service specification, tender documentation and contract was conducted with Children's Social Care Lawyers, Business Support, Contract Management, internal and external legal, HR, Risk Management, Information Management, Care Planning and Corporate Parenting.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 5.1 The Procurement Strategy presented to Cabinet on 10th December 2018 detailed a total contract value of up to £10,049,000 over the four year life time of the contract. This was based on current demand and required estimated growth in Year 1 of approximately £1,500,000. Actual growth received was £1,194,000. The estimated overspend of £311,000 from Year 1 to 4 will need to be managed in year to balance the budget. The underspend in Year 5 is estimated and will meet the costs of the new contract from 1 May 2023 onwards.
- 5.2 Overtime, SGO, viability, Form F and Connected Person Assessments will be conducted by the in house Friends and Family Service. This has been reflected in the budget being moved from third party spend to in-house expenditure from year 3 onwards. The true cost of delivering these assessments in-house and therefore the reduction in expenditure with the Approved Provider Panel will be calculated when the full business case is developed and costed.
- 5.3 As this will be an Approved Provider Panel, much like a framework agreement, the Council does not have to commit to any volumes of work to any provider. This will provide a mechanism to obtain assessment services as and when required, at a pre-agreed price and level of quality, thereby managing costs more effectively than the current off framework expenditure. The longer term strategy for achieving value for money, will be the in-sourcing of social work led assessments.

5.4 The effect of the decision

	Current year	Medium Term Financial Strategy – 4 year forecast			
	2019/20	2020/21	2021/22	2022/2023	2023/24
	£'000	£'000	£'000	£'000	£'000
Revenue Budget available					
Expenditure	1,007	2,201	2,201	2,201	1,007
Income					
Estimated Growth	1,194	0	0	0	0
Effect of decision from report					
Contract Expenditure	2,512	2,512	2,312	2,312	193
In-house costs			200	200	17
Remaining budget	<u>311</u>	<u>311</u>	<u>311</u>	<u>311</u>	<u>(797)</u>

This decision will allow the procurement of a 'Panel' agreement with a number of expert providers to deliver the Council's requirements for Children's Social Care assessments.

If demand increases above the budget detailed in the table above action will need to be taken to manage the spend to ensure an overspend does not incur or if an overspend is to occur action will need to be taken within the whole of the Children, Families and Education Department to ensure costs remain within the total budget allocation.

5.5 Risks

There is a risk that the modelling assumptions are different due to changes in demand. If this occurs action will need to be taken within the department to manage the costs.

There is a small risk of legal challenge from the market regarding the appointments to the 'Panel' or if a refresh were to be conducted. However the Instructions for Tendering document was very clear that the Council would design a bespoke tendering process utilising the flexibilities under the 'Light

Touch Regime'. The process for refreshing the panel was set out in the Instructions for Tendering. The Instructions and Tendering documents were prepared with the Council's external legal advisor, Browne Jacobson, prior to issue. Browne Jacobson have advised the Council throughout this procurement in accordance with the procurement strategy and have prepared all related documentation.

5.6 Options

The service has considered the option of a Dynamic Purchasing system; and in the medium term this is seen as an option the Council would like to consider. This will however require thorough planning, implementation and mobilisation capacity and will need to be considered as a wider model across the Children, Families and Learning Department in the future.

This proposal to develop a new 'Panel' agreement is considered to be the optimum approach in the current circumstances.

5.7 Future savings/efficiencies

There is work in place to recruit more mother and baby foster carers, reducing the demand for private residential placements, hence reducing high costs.

Although the individual tender prices have on average seen a slight increase when compared to the 2014 tender prices, there is a much wider range of tender prices as the number of providers in each LOT has not been limited to 3 which was the case in the 2014 procurement. However when compared to off-framework spend, there will be cost avoidance savings made from commissioning from the Panel, as the tender prices will be contractually binding and includes a rigorous approach and cap to travel and subsistence; additional hourly rates for court attendance; late filing fees and how poor performance resulting in court order addendums or new assessments reports are dealt with.

The Approved Provider Panel should be considered as part of a comprehensive children's social care strategy to address the issues identified above. Savings will also be achieved via other cost improvement interventions outside of the scope of the Panel – e.g.

- introduction of a new high cost panel to oversee and manage residential assessments
- improved practice around early permanence
- demand management via Council investment in prevention
- earlier intervention (Early Help and pre-proceedings)
- implementation of the proposed in-house service models for assessments from Summer 2019
- the development of the in-house parent and child fostering service the costs of which at present range from £1,300 – £1,600 a week from independent fostering agencies (IFAs).

It is anticipated that these approaches will have an impact on the predicted spend on residential assessments which make up the largest part of the assessment budget although the fostering service is not expected to be fully operational for 18 months from the time of writing this report.

Approved by: Maiyani Henry-Hercules - Finance Manager on behalf of Kate Bingham – Head of Finance

6. LEGAL CONSIDERATIONS

- 6.1 The Director of Law and Governance comments that the legal considerations are as set out within this report.

Approved by: Sean Murphy, Director of Law and Governance and Deputy Monitoring Officer

7. HUMAN RESOURCES IMPACT

- 7.1 This report concerns the provision of services that will be provided by third party organisations. As such, the Council is not the employer of the staff working within the framework and there are no implications for Croydon employees. However, in the event that there are service provision changes, which may invoke the effects of the Transfer of Undertakings (Protection of Employment) 2006 Legislation (amended 2014). Where the activities of the new service are “fundamentally not the same”, TUPE may not apply, as provided for by the 2014 amendments to the Transfer of Undertakings (Protection of Employment) 2006 Legislation.

- 7.2 These service provision changes may impact non-Council staff (i.e. those employed by service providers that deliver services on behalf of the Council) who are directly employed to provide/support the services in scope for the Approved Provider Panel. Where the Council is not the employer the application of TUPE, or otherwise, would be determined between the service providers.

- 7.3 Nevertheless, this would remain a change of service provision for which the Council is the client; on that basis, the role of the Council would usually extend no further than facilitating the process.

- 7.4 Approved by: Nadine Maloney, Head of HR – Children, Families & Education Department, on behalf of the Director of Human Resources

8. EQUALITIES IMPACT

- 8.1 An initial equalities analysis has been undertaken as part of this procurement. The analysis has indicated that further analysis will not be required as the change will not have a different / significant impact on groups that share a protected characteristic (compared to non-protected groups).#

Approved by: Yvonne Okiyo, Equalities Manager

9. ENVIRONMENTAL IMPACT

9.1 There are no environmental sustainability impact of this report.

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 There is no implications in this award report for the reduction or prevention of crime and disorder.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 The commissioning of high quality Social Care Assessments through providers on the 'Panel' will assist the Council in meeting its statutory duty under the Children Act 1989; in order to meet the needs of individual children and to help determine what services to provide and action to take. The proposed 'Panel' will assist the Council in achieving this by improving the quality and timeliness of assessments conducted on behalf of the Local Authority

12. OPTIONS CONSIDERED AND REJECTED

Do nothing

The Council has a statutory duty to provide assessments when required under the Children Act 1989 and therefore this is not an option.

Procure a new framework agreement

A standard procurement framework does not allow for new providers to be admitted to the framework, or the structure of the framework changed in any way. Therefore it cannot be refreshed to ensure it continues to meet demand and attract the best expertise throughout the life span of the proposed contract. Therefore this option was rejected.

Procure a Dynamic Purchasing System

The Interim Director of Children's Social Care confirmed during the procurement strategy that the additional resources and costs required to implement and manage a DPS will not be a cost effective solution for the ongoing commissioning of Children's Social Care assessments. Therefore this option was rejected at this time.

CONTACT OFFICER: Sarah Risby, Category Manager, Commissioning and Procurement, Ext 63270.

BACKGROUND DOCUMENTS: None

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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