

**Report for:** Cabinet, 8 December 2020

**Title:** **Recovery and Renewal: report to inform the refresh of the Borough Plan**

**Report authorised by :** Zina Etheridge, Chief Executive

**Lead Officer:** **Jean Taylor, Head of Policy and Strategy, 020 8489 1383, Jean.Taylor@haringey.gov.uk**

**Ward(s) affected:** All

**Report for Key/ Non Key Decision:** Non-key decision

## **1. Describe the issue under consideration**

- 1.1 This report provides an overview of the outcomes of the Council's Recovery and Renewal process and is intended to inform the refresh of Haringey's Borough Plan, 2019-23, in light of the impact of Covid-19 on both the borough's residents and on the council, including the impact on council finances.
- 1.2 This report '**Recovery and Renewal: report to inform the refresh of the Borough Plan**' is included at Appendix A, alongside the Community Impact Assessment at Appendix B.

## **2. Cabinet Member Introduction**

- 2.1 I have always believed the Borough Plan is a key public document: it sets out the framework for the elected administration of the Council to deliver its ambitious agenda for the borough with its partners.
- 2.2 We always acknowledged that we could not deliver the programme set out in the Borough Plan alone. The structures of poverty and injustice are complex and interwoven – and take a collaborative cross-cutting response to overcome. The council has to act in partnership with communities and community groups, with partners and business, for genuinely transformative change to happen.
- 2.3 In the first two years of the Borough Plan, the council has put its commitment to reducing inequality and building community into action through the following:
  - Community wealth-building: we are using all our available levers to make sure every public pound delivers maximum public good and wherever possible builds the prosperity of local people and businesses
  - London Living Wage: we have raised the wages of the people who staff our services (especially our care workers)
  - Council housing: we are working to deliver the first 1,000 new council homes at council rents in Haringey is well underway
  - Council Tax Reduction: we have introduced one of the most expansive council tax relief programmes for our lowest-income residents

- Haringey Works: our local employment service is growing – with a key objective of raising the number of local residents hired by the council.
  - In-house services: repair work for council properties is now provided by council staff, not outsourced to a private firm
  - Youth Services: we have expanded the number of youth outreach workers and created the Haringey Fairer Education Fund to offer young people on low-incomes bursaries for higher education, work placements and continuous mentoring.
  - Climate emergency: we have committed to retrofit council homes to reduce energy use and cut bills for council tenants. Planting hundreds of new trees – targeted at the most deprived areas of the borough with the highest levels of air pollution.
- 2.4 The impact of Covid-19 on our residents, communities and businesses has been profound. At time of writing, Haringey has seen more than 4,033 recorded cases of Covid-19, and tragically, has seen over 183 deaths, causing profound grief to families and communities in the borough. And of course, the impact of the pandemic has been wider, disrupting children's education, impacting people's health and wellbeing, seriously damaging the local and London economies and pushing large numbers of our residents and into unemployment and poverty.
- 2.5 But we know whilst no resident will have been left unaffected by the pandemic, the impact will not have been evenly felt across our communities and will have a disproportionate impact on our most vulnerable residents and those who already experience inequality and disadvantage.
- 2.6 We have done everything we can, with our partners, to support people in Haringey during the first wave of Covid-19, and are proud of what we have achieved. We have spent millions to make sure residents and businesses remained safe and well and were able to cope with one of the greatest challenges of our generation.
- 2.7 The pandemic has had a profound impact on all areas of the Council's finances and will have a legacy impact on the Council's finances. The larger implications relate to growth pressures, income collection and the Council's savings programme, and need to be considered alongside the potential of EU transition to further exacerbate the pressures on budget plans and available resources.
- 2.8 We set a clear vision and ambition in our 2019 Borough Plan – to make Haringey a fairer and more equal borough. And one of our earliest commitments was to set up a Fairness Commission talking to our residents and communities about what they think needs to change in Haringey.
- 2.9 It's why we started this term by setting up the Fairness Commission, talking to our residents and communities about what they think needs to change in Haringey.
- 2.10 We remain committed to the key priorities set out in it, but the impact of Covid-19 on our residents, our organisation and its finances, means that we need to reassess how we go about delivering on these high level priorities. Where we

need to make choices, we need to do this in a way that is both informed by what is most important to our residents now, but which also helps to give them confidence in the future; and by what needs to be prioritised for us as an organisation and as a system leader, both now and to ensure our long term sustainability.

- 2.11 This pandemic has shown us that now more than ever, we need to prioritise equality and fairness. The way we approach this needs to be informed by the findings and recommendations of the Haringey Fairness Commission, which published its final report shortly before the pandemic. But it also needs to urgently address the inequalities which pre-existed the pandemic and have been further exacerbated by it.
- 2.12 We also need to recognise that the next few years may be difficult for many of our residents, and that we need as an organisation and with partners, to pull together to use all of the levers available to us to support our residents and communities earlier, to equip them to withstand future shockwaves with confidence and to take actions which help build hope and optimism about our shared future.
- 2.13 All of this means we need to make difficult choices about the best ways to spend the money we have. The principles set out in this Recovery and Renewal report in Appendix A are intended to help in making these decisions, ensuring that we focus resources so they have the greatest impact where there is the greatest need. They also remind us that as well as addressing immediate need, we need to focus on what we can do now to help mitigate the worst long term impacts of this pandemic.
- 2.14 Our draft 2021-22 Budget and 2021-2026 MTFS reports, published alongside this report, include budget proposals informed by the Recovery and Renewal approach set out in this document.

### **3. Recommendations**

3.1 Cabinet is asked to agree:

- (1) the Recovery and Renewal report which is attached as Appendix 1;
- (2) that the context and principles set out in the report be used as the basis for the refresh of the Borough Plan 2019 – 2023;
- (3) that stakeholders including residents, businesses, partner organisations and voluntary sector are consulted on the refreshed Borough Plan; and
- (4) that officer prepare a report on the outcome of the consultation and the refreshed Borough Plan for a decision by Cabinet.

### **4. Reasons for decision**

- 4.1 The Borough Plan is the overarching strategic plan for the Council and partners. It sets out the partnership vision for the borough and how it will be delivered, including what will be prioritised and why, and how the council will deliver the political priorities of the administration.
- 4.2 The Borough Plan for 2019 – 2023 was published in October 2018. At the time of publication, the council proposed that the Plan should be treated as a living

document, and it was anticipated that the plan would be refreshed during the time period covered, including to respond to the recommendations of the Haringey Fairness Commission.

- 4.3 The impact of Covid-19 is such that it is especially important to refresh the Borough Plan so that it reflects a number of different things including: the impact of the pandemic on our residents, communities and businesses; the changed context in which we are operating; and, the impact on the council and its finances.
- 4.4 The council led a programme of Recovery and Renewal work between April and October 2020 which sought to support a process of reflection on the part of the council and partners about what has changed for our residents, what had changed for the council and its partners and what this means for priorities and ways of working going forward.
- 4.5 The Recovery and Renewal work has included a strong emphasis on hearing from residents about their experiences and about the impact the pandemic has had on them, and the outcomes of these conversations are reflected in the appended report. Going forward, the council is committed to ensuring that resident participation and co-production is central to the next phase of this work.
- 4.6 The council has a statutory duty to publish equalities objectives. The Borough Plan is the core document through which the council identifies and agrees where to tackle inequality in the borough, and this is reflected in the prominence given to equality issues in this document.
- 4.7 The report in Appendix A sets out some of the key learning from Recovery and Renewal process and provides the context for the Borough Plan refresh, including the principles and approach for how we will undertake the work to ensure that we are being consistent in reviewing our priority areas (Housing; People; Place; Economy; Your council).

## **5. Alternative options considered**

- 5.1 Two alternative options were considered, which is:
  - a) Do not use the outcomes of the Recovery and Renewal process to refresh the Borough Plan for the period 2019-23; and,
  - b) Do not refresh the Borough Plan for the period 2019-23.
- 5.2 It is not considered desirable to pursue option A if we are going to refresh the Borough Plan. The outcomes of the Recovery and Renewal process are informed by a robust process of data analysis, resident insight and engagement, partner conversation and reflection within the council.
- 5.3 It is not considered either desirable or feasible to pursue option B. This is not just because a reviewing and refreshing the Borough Plan, as our key strategic document, represents good practice, but also because it is assessed that the scale and nature of the impact of the pandemic on our residents and organisation is such that it is important to critically assess the impact on our priorities and how they should be delivered within the new operating context (including a significantly reduced budget envelope and a reduced income stream).

## **6. Background information**

- 6.1 We are doing everything we can to support people in Haringey through COVID-19 and to make sure residents remain safe and well and are able to cope with one of the greatest challenges of our time. As we find ourselves in the midst of a second wave in the autumn of 2020, we face a period of prolonged uncertainty but we do know that things might get more difficult before they become easier.
- 6.2 The pandemic has had a profound impact on all areas of the Council's finances. In the 2020/21 financial year the gross variation from budget is anticipated to be around £40m in the general fund alone. Whilst at the current time of writing not all of this is covered by confirmed government funding, the Council's Q2 budget monitoring reporting shows that the net pressure arising from Covid-19, taking into account government funding announced to date is around £4m (over and above other base budget pressures that need to be managed). This of course remains under constant review, as there are a large number of uncertainties around how the pandemic will impact the Council's finances going through the winter of 2020/21. Whilst the 2020/21 position is being managed by the Council, the pandemic will have a legacy impact on the Council's finances. The larger implications relating to growth pressures, income collection and the Council's savings programme.
- 6.3 While the budgetary impact of the pandemic is significant, the organisation cannot lose sight of the UK's impending exit from the EU (Brexit) and the potential and significant impact this may on budget plans and available resources. It is not easy to quantify such impact, which is more reason for the Council to maintain sufficient financial resilience as well as highlighting Brexit as one of the Council's biggest risks.
- 6.4 The impact on the Council operations has also been significant. Almost overnight, we moved to a position where most of our staff are working from home, including those who are shielding or vulnerable, and for whom managing Covid-19 exposure will be particularly important. Our staff have done an extraordinary job of rising to the challenge, and adapting to find new ways to support the people who we work for. And as a result, we have also changed the way we deliver many of our services, ceasing face-to-face service delivery and support during the pandemic, and finding ways of doing this remotely. So, for example:
- the Haringey Adult Learning Service (HALS) has moved entirely on-line, and is providing its courses for free;
  - we have implemented new models of care at Osborne Grove & Protheroe House assisted living facility;
  - we have offered video contact to families who use the Maya Angelou contact centre;
  - we have reconfigured mental health day services to an outreach model;
  - provided more than 200 devices to vulnerable residents, families, young people and carers to help them get online;
  - our social workers have seen or virtually contacted 1,000 vulnerable children every two weeks.
- 6.5 These positive changes in how we deliver services to respond flexibly, effectively and affordably to needs, provide the seeds of the transformation we need to undertake if we are to deliver on our priorities and ensure that changes are made in ways that keeps residents and businesses at the heart of decision



making, are future-facing and in step with our strategic vision as described in the Borough Plan.

- 6.6 Throughout this period we have maintained a focus on developing work across the Council to transform what we do and to respond to the short, medium and longer term impacts and risks set out here. This approach, articulated in different ways, is aimed at transforming the way that we work so that we use our assets and organise our services to meet identified resident and business needs. Our budget reflects transformation work which seeks to automate and simplify how we work behind the scenes to free up resources and to use our assets to deliver those things that can make the biggest difference. For instance, we have become used to accessing more services and information online and for many of us this has proven convenient and user-friendly. Going forward, we will increasingly ask those that can, to interact with us digitally to enable us to invest face-to-face time with those who don't have access to digital technology or who have the greatest needs. We are committed to use our property assets to help us to do this across the borough and in places that are accessible to residents.
- 6.7 During the Covid-19 pandemic, as set out here, we have learned more about the day to day impacts of inequalities and about how we need to change as an organisation. We know we need to connect with local residents to support them with the wide range of issues they may be facing at the very earliest opportunity, using a range of methods including access to digital. From our work with resident and communities, our focus will be on:
- Being close to residents – by working out in localities and improving our digital offer, ensuring that we can shape what best suits local neighbourhoods, making use of local strengths
  - Intervening earlier – proactively building residents' confidence and skills and not waiting until a crisis point is reached before we and partners step in
  - Extending our reach – building trust by working in partnership with local community organisations
- 6.8 We will also need all our residents and businesses to play their part and to work with us and with each other to strengthen our potential to address these challenges. We are currently spending millions of pounds each year cleaning up litter from our streets and parks, and in cleaning up fly-tips. If we all take responsibility for keeping our borough clean, not only is it better for all residents using our parks, shoppers buying locally or parents walking their children to school but we will also be able to allocate more resources to making a difference positively by supporting older people or tackling the housing crisis.
- 6.9 We have seen the power of community through this pandemic with neighbours pulling together to help and support one another. However, in future there may be some services that the Council has traditionally provided but which we may no longer have the resources to continue. Where this is the case, we will work with our communities and local voluntary sector to find new ways of doing things.
- 6.10 What has not changed  
The Borough Plan 2019-23 sets out five priorities areas. Our commitment to delivering on these high level priorities has not changed, even if we may need to pursue and deliver them differently:

- **Housing:** A safe, secure and affordable home for everyone, whatever their circumstances;
  - **People:** Strong families, strong networks and strong communities which nurture all residents to live well and achieve their potential;
  - **Place:** Stronger, connected communities where together we improve our environment by making it safer, cleaner and greener;
  - **Economy:** A growing economy which provides opportunities for all our residents and supports our businesses to thrive
  - **Your Council:** the way the council works.
- 6.11 What has also not changed is our commitment to meeting the needs of our residents and our ambitions for the borough. We believe by focusing on the most significant risk and challenges, fostering resilience, and capturing the opportunities this crisis offers us, we can create hope and a build a stronger borough.
- 6.12 The need to refresh the Borough Plan  
The Borough Plan is the overarching strategic plan for the Council and partners. It sets out our vision for the borough and how we plan to get there, including what we will prioritise and why. The three key purposes of the Borough Plan are to:
- 1) Direct Council resources;
  - 2) Galvanise ownership of outcomes and objectives with partners; and
  - 3) Communicate the Council's priorities to residents.
- 6.13 The Borough Plan for 2019 – 2023 was published October 2018. This plan was developed with partners and sought to build on the successes of the Corporate Plan, 2015-18, and reflect the political priorities of the current administration.
- 6.14 At the time of publishing the Plan, the council committed to treating it as a living document, and it was anticipated that the plan would be refreshed during the time period covered, including to respond to the recommendations of the Haringey Fairness Commission.
- 6.15 The impact of Covid-19 is such that it is especially important to refresh the Borough Plan so that it reflects a number of different things including: the impact of the pandemic on our residents, communities and businesses; the changed context in which we are operating; and, the impact on the council and its finances. It also needs to reflect what has been learnt during the pandemic, particularly about what is most important to our residents, how we can work differently with our communities and partners and new ways of delivering services.
- 6.16 Understanding the impact of COVID-19 on Haringey residents and listening to residents about their experience and the impact of the pandemic, has been central to the approach and underpins the Recovery and Renewal framework. Detailed analysis is captured in the Community Impact Assessment (Appendix B). The Community Impact Assessment captures impacts for March-September 2020, but we recognise that we will need to track impacts on an ongoing basis, and plan to publish a refreshed Community Impact Assessment in Spring 2021.
- 6.17 The Recovery and Renewal work was initiated following first lockdown to help us reflect, as an organisation, on what has changed and think about how move forward, including in context of dramatically reduced budget. This work included a range of activities:

- (1) Looking again at our Borough Plan and reflecting on the areas in which the impact of COVID-19 will require us to adapt our priorities and approach to still achieve the vision set out in the Plan
  - (2) Reviewing our service delivery, to meet the challenge of delivering services in a new world of living with COVID-19 and doing so in a smaller budget envelope.
  - (3) Working with partners to understand the systems-wide impact and what this means for our shared priorities
- 6.18 The outcomes of the Recovery and Renewal process have provided an important role in helping the council to navigate and manage the uncertainty posed by the Covid-19 pandemic, articulating both key challenges it poses for the organisation, the learning that has happened as part of the response, and the principles which need to guide what we prioritise going forward. The outcomes of this work are expected to continue to guide the council in responding to ongoing uncertainty, including as a result of the EU transition process.
- 6.19 The specific outcomes of this process are reflected in:
- (1) The Recovery and Renewal report set out in Appendix A.
  - (2) The service level and transformation proposals set out in the draft 2021-22 Budget report.
- 6.20 The report in Appendix A sets out some of the key learning from Recovery and Renewal that provides the context for the Borough Plan refresh, and the principles and approach for we will undertake the ensure that we are being systematic and consistent in reviewing our priority areas (Housing; People; Place; Economy; Your Council).
- 6.21 It is anticipated that context set out in the report in Appendix A should be used to support the refreshing of the Borough Plan. This process will involve using the learning set out in this report to assess:
- a) The priority attached to the detailed outcomes and objectives set out in the existing plan, with reference to the new context in which we are working
  - b) Any necessary modifications to the outcomes and objectives
  - c) Any changes to how these outcomes or objectives should be delivered
  - d) The timescales on which the programmes of work underpinning different outcomes and objectives need to be delivered
- 6.22 It is also anticipated that this process is used as an opportunity to refresh the Borough Plan in light of the findings and recommendations set out in the Fairness Commission, reflecting the commitments set out in the [March 2020 Cabinet Report](#).
- 6.23 Detailed plans for this process will be developed in December 2020. It is anticipated that it will share with the Recovery and Renewal work a strong focus on resident insight and engagement (including via the recently launched Citizen's Panel); partner and systems focused conversations (including via the Borough Partnership, in reflection on the prominence of health and wellbeing concerns); and, cross cutting organisational work.



## **7. Contribution to strategic outcomes**

The Borough Plan creates the new strategic outcomes for the Council.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **Finance**

- 8.1 The report clearly emphasises the critical importance of the Borough Plan to Council and its partners. One of the key purposes, as outlined in paragraph 6.12, is to be clear about where Council resources are directed. The planned application of the Council's financial resources for the 2021/26 period are outlined in the draft 2021/22 Budget & 2021/26 MTFS report also on this agenda.

### **Procurement**

- 8.2 Strategic Procurement notes the contents of this reports and will provide the necessary support to the Council in achieving its priorities.
- 8.3 The 2020 – 2025 Procurement Strategy remains aligned to the Council priorities and is agile enough to facilitate a refreshed Borough Plan. The key principles of the Procurement Strategy revolve around Community Wealth Building , promoting sustainability and social value throughout our procurement activity. These key principles will remain; however, we may place more emphasis on some of these principles to aid the recovery of the local economy and local employment.

### **Legal**

- 8.4 The Borough Plan 2019-23 is a key policy document that sets out the council's strategic vision and priorities for its area. Residents, businesses, partner organisations, the voluntary and community sector and staff were consulted in formulating the Plan. In line with previous practice, a refresh of the Plan requires consultation with stakeholders, in particular, where there is likely to be an impact. The consultation must take place at a time when the proposed changes are still at their formative stages. The Council must provide the consultees with sufficient information to enable them properly to understand the proposed changes and to express a view in relation to it. The information must be clear, concise, accurate and must not be misleading. The consultees must be given adequate time to consider the proposed changes and to respond. The Council must give genuine and conscientious consideration to the responses received from the consultees before making its final decision on the refreshed Borough Plan.
- 8.5 As part of its decision making process, the Council must have “due regard” to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its functions, must have “due regard” to the need to eliminate discrimination, advance equality of opportunity between persons who share a protected characteristic and those who do not, foster good relations between persons who share a relevant protected characteristic and persons who do not share it in order to tackle prejudice and promote understanding. The protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In line with its

equalities duties, the Council must undertake an Equality Impact Assessments (EIA) of the proposed changes on the protected groups. The Council is required to give serious, substantive and advance consideration of the what (if any) the proposed changes would have on the protected group and what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking. These are mandatory consideration. The outcome of the consultation on the proposed changes together with the analysis of the EIA must be considered before reaching a final decision on the refresh Borough Plan.

## **Equality**

8.6 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to:

- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advance equality of opportunity between people who share those protected characteristics and people who do not; and,
- Foster good relations between people who share those characteristics and people who do not.

8.7 The Borough Plan sets the strategic direction for the Council's commitment to reduce inequality in the borough. The attached report includes equality and fairness as a central principle, and this includes, but is not limited to, discharging the Council's duties under the Equality Act.

## **9. Use of Appendices**

Appendix A – Recovery and Renewal: report to inform the refresh of the Borough Plan

Appendix B – Community Impact Assessment

## **10. Local Government (Access to Information) Act 1985**

- a. [Haringey Borough Plan 2019](#)  
[Haringey Borough Plan 2019 EQIA](#)  
[Economic Development Strategy 2020 – 2035: Consultation](#)

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