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24 July 2020

CABINET - TUESDAY, 28TH JULY, 2020
SUPPLEMENTARY PACK 1: AGENDA ITEMS 7 AND 12

Please find enclosed, for consideration at the next meeting of the Cabinet taking place on Tuesday, 28th July, 2020, the following report(s) that were unavailable when the agenda was printed.

Agenda No	Item
7.	**Southend 2050 Update (Pages 1 - 26)** Report of Executive Director (Transformation) attached
12.	**Care Act Easement (Pages 27 - 42)** Report of Executive Director (Adults and Communities) attached

Robert Harris
Principal Democratic Services Officer

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Southend-on-Sea Borough Council

Agenda Item No.

Report of Chief Executive
To
Cabinet
On
28 July 2020

Report prepared by: Stephen Meah-Sims, Interim Head of Corporate Strategy & Suzanne Newman, Insights Manager

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Southend 2050: Review and refresh in response to Covid-19

Relevant Scrutiny Committee(s): Policy and Resources
Cabinet Member: Councillor Ian Gilbert
Part 1 (Public Agenda Item)

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1. Purpose of Report

1.1. **To present to Cabinet the first stage of the review and refresh of Southend 2050 in response to the Covid-19 pandemic and to inform Cabinet how the Council will use the Southend 2050 and Transforming Together programmes to drive recovery and build on some positive aspects of the pandemic, including community mobilisation, adaptation of services and more effective remote working.**

2. Recommendations

2.1. That, in the light of the impact of Covid-19, Cabinet agree the proposed review and refresh of the Southend 2050 outcomes and high-level roadmap milestones, including the use the Southend 2050 programme to drive the borough and council's recovery phase;

2.2. That Cabinet note the associated programme of work, Transforming Together, which is a transformation group and programme of activity, internal to the council;

2.3. That Cabinet agrees to receive further developed work on the review and refresh of the Southend 2050 outcomes and associated roadmap milestones at the September meeting;

2.4. That the Southend 2050 roadmap milestones will form part of future reports that update on Southend's recovery journey in order for responsive developments;

2.5. That Cabinet note Covid-19 is presenting lots of unknowns, as a result 2050 needs to be flexible to deal with the challenges therefore our outcomes will need to be responsive to the changing situations; and

2.6. That the performance and measures of success and progress to achieve 2050 continue to be reported through the quarterly Outcome Success Measures Report, reported 4 times a year to Cabinet.

3. Background

3.1. The council has a shared vision of the future - the Southend 2050 ambition, 23 outcomes and delivery roadmap. This was developed through investment in substantial engagement and co-design with stakeholders and communities to develop. We are one of a small number of councils that have recently undertaken this work. The ongoing engagement activity is a real advantage to the borough as a whole, as it has brought together people and communities to identify where they want Southend to be in the future. The focus on how Southend recovers from the Covid-19 experience to achieve the 2050 ambition remains as strong as ever (attached at **Appendix 1**) – with no recommended changes in light of Covid-19. However, the council, along with other stakeholders and community groups will need to think about how to achieve that ambition, in light of Covid-19.

3.2. The Covid-19 pandemic represents the biggest challenge to human health and wellbeing since the Second World War. It has had, and will continue to have, a fundamental impact on the day to day life of everyone in the UK, the world, national and local economy, national public policy, as well as the services, finances and governance of all local authorities.

3.3. The 2050 outcomes, therefore, require some adjustment and additions, with a focus on the review on the 2050 roadmap which sets out key milestones connected to delivery against the outcomes. As a result of the Covid-19 experience, it is proposed that parts of the roadmap are sequenced differently, with additional milestones added.

4. Joint Administration response to Covid-19 with 6 political Recovery priorities

4.1. In determining what Recovery means, specifically for Southend and the council, the Joint Administration has developed six political Recovery priorities. These have been developed by Cabinet and the Corporate Management Team to establish the 'key considerations' that should factor in future planning for Southend, under the 2050 ambition. The political Recovery priorities are set out below and are not designed to replace the original Southend 2050 five themes, but more act as critical prompts to ensure that the outcomes and roadmap which sit under the themes take account of the political Recovery priorities.

4.2. The 6 political Recovery priorities are set out below.

Priority 1) Economic focus on a stronger and safer town
Southend rebuilds and supports a local economy and social infrastructure, that recognises recent challenges but is clear about the ambition for the future.

Cabinet leads	Cllr Kevin Robinson and Cllr Martin Terry
Officer leads	Andy Lewis and Michael Marks

Priority 2) Green City and Climate Change
An ambitious place that is committed to the climate emergency and takes steps towards making sustainable, long-lasting and far reaching impacts across Southend.

Cabinet leads	Cllr Carole Mulroney and Cllr Jones
Officer leads	Larissa Reed and Joe Chesterton

Priority 3) Travel and Transport

Understanding the needs to move in, out and around Southend, our travel and transport infrastructure will address the present challenges and look to future options that support Southend's Green city ambitions.

Cabinet leads	Cllr Ron Woodley and Cllr Mulroney
Officer leads	Larissa Reed and Tandra Foster

Priority 4) People and communities

Working with communities to find solutions in response to local issues.

Cabinet leads	Cllr Trevor Harp and Cllr Anne Jones
Officer leads	Michael Marks and Tandra Forster

Priority 5) Major projects

Delivering on key pieces of work that position strongly Southend socially, environmentally and economically for the future.

Cabinet leads	Cllr Gilbert and Cllr Ron Woodley
Officer leads	Joe Chesterton and Andy Lewis

Priority 6) How we learn and recover as an organisation

A proactive and forward-thinking council that adapts, responds and reshapes to current challenges, that future-proofs with the delivery of quality services.

Cabinet leads	Cllr Ian Gilbert
Officer leads	Joanna Ruffle and John Williams

5. Updating Southend 2050 outcomes and roadmap milestones

5.1. The Southend 2050 outcomes and roadmap were due to receive a stocktake, review and update as part of an annual process, and in the context of the outcome of the May 2020 local election. Ordinarily, the review would have taken place and assessed progress against the current 23 outcomes. Since the Covid-19 events, there has been a significant response effort across organisations and communities in Southend. The original outcomes under Southend 2050 aimed to grow Southend as a prosperous town, with communities that thrived and visitors that enjoyed the experience, returned and spread the word. Post Covid-19, Southend is in a different place. The 2050 ambition is the same, but how Southend gets there may be somewhat different. This approach is the basis for ensuring that the outcomes are right, along with an updated roadmap. Therefore, the outcomes and roadmap review has aimed to build on positive aspects of the crises and point the way to rebalance and restore the damage caused in recent months. It is important to note that some aspects of recovery may take a considerable time to fully rebalance. In some cases, things may change completely.

5.2. It is also important to recognise that there are frequent new details concerning Covid-19 and its impact that affect Government decisions and policy makers. Therefore, it is essential that the Recovery plans in Southend are fluid enough to respond to changes and this will mean the 2050 outcomes and roadmap will be closely monitored and updated to ensure the very best for the borough. It is recommended that Cabinet receive a report to each Cabinet meeting which presents recommended changes as they arise in the future in order to remain responsive.

5.3. Each of the 6 political Recovery priorities is set up with Cabinet and CMT leads and under this leadership, in collaboration with Southend 2050 officer theme leads

initiated the review of the current 23 outcomes and associated roadmap milestones. Each of the 2050 outcomes have 2 Outcome Leads who are the advocates and persons responsible for leading the work around the associated area.

5.4. The first stage of the review process involved each of the 2050 outcomes and associated roadmap milestones being reviewed through the lens of the 6 political Recovery priorities. **Appendix 2** illustrates the 2050 outcomes mapped against the political Recovery priorities.

5.5. This identified that **9** of the existing 23 outcomes be reworded and that **3** new outcomes be created and added under the themes of Safe & Well and Opportunity & Prosperity and that none are deleted, taking the total number of outcomes that support the delivery of the Southend 2050 Ambition to **26**. **Appendix 3** details the proposed revisions against each of the outcomes and highlights the 3 new additions.

5.6. Within the 2050 framework, the outcomes have an associated roadmap with milestones highlighting key activity being undertaken in order to deliver and achieve the outcomes on the journey to 2050. The roadmap milestones have been through the same review and refresh process to consider the impact of Covid-19 through the lens of the political Recovery priorities. The draft roadmap is still in development, and therefore not all milestones have been sequenced. The updated roadmap is attached at **Appendix 4** and the table below summarises the updates:

	No changes	Refocused	Re-sequenced	Existing activity, new to roadmap	New	Completed	Deleted	**TOTAL**
Pride & Joy	2	2	6	4	0	1	2	**17**
Safe & Well	2	0	6	9	10	0	2	**29**
Active & Involved	1	3	0	3	2	1	3	**13**
Opportunity & Prosperity	7	2	8	3	0	0	3	**23**
Connected & Smart	8	3	0	1	8	1	0	**21**

5.7. The work from the 2050 review and refresh is addressing the impacts of Covid-19 and our recovery in many ways including those highlighted below:

5.7.1 The introduction of a new outcome within the Safe & Well theme: **Residents *Feel safe and secure in their homes***, which brings a focus on people feeling safe not only in and around the borough, but specifically in their own homes. In particular, children, domestic abuse, older people, people with learning disabilities, isolation, loneliness all of which have been identified as challenges during the lockdown period of the Covid-19 pandemic.

5.7.2 The introduction of new outcomes within the Opportunity & Prosperity theme: ***Southend provides fulfilling careers for our residents, and enough job roles to match the needs of the population***. This is in response to the expectation that unemployment is likely to dramatically increase post C19. The Office of Budget Responsibility predict increases to around 10% which pushes the urgency of specific outcomes.

5.7.3 The second new outcome within the Opportunity & Prosperity theme: **Southend businesses feel supported to respond to economic shock; adapt to evolving global markets; and, have the tools to preserve their businesses by responding effectively and positively to change**. This specifically outlines support to local businesses.

5.7.4 An outcome within Connected & Smart has been developed to address the equity of digital provision - for the young, vulnerable and disadvantaged. Several milestones under this outcome have a focus on widening the reach of digital provision to increase inclusivity: ***Southend is a leading digital city with world class infrastructure that reflects equity of digital provision for the young, vulnerable and disadvantaged***.

5.7.5 The importance and use of our public open spaces has been reflected in a number of outcomes, particularly to support the mental and physical wellbeing of residents and visitors.

5.8. A range of stakeholders have been engaged as part of the initial process of to review the 2050 outcomes and roadmap miles and in wider discussions around the impact of Covid-19 and recovery. These include:

- Economic recovery workshop with the business community
- Coproduction workshops, led by SAVS
- Partnership working with ASELA (the Association of South Essex Local Authorities) to undertaken a region wide engagement on priorities for the local areas
- Ongoing conversations with voluntary and community sector

5.9. The next phase of the review and refresh of the Southend 2050 outcomes and milestones will focus on wider engagement and conversations with stakeholders. In addition, the measures that determine our success and achievements against the outcomes - the outcome success measures – will be updated and developed for the new outcomes.

5.10. Progress against the 2050 outcomes and associated milestones will continued to be measured through the 2050 Outcomes Success Measures Report.

6. Recovery and how the Council plans to transform

6.1. Covid-19 is pushing all organisations to rapidly plan and operate in new ways, with their resilience being tested as never before. This includes reacting and responding with a range of new systems, priorities and challenges, such as business continuity risks, the need for rapid decision-making, changes to workforce wellbeing and productivity, dealing with a vast range of communication channels, and new security risks.

6.2. Beyond the operational adjustments, the council's preparations for 'recovery' and moving to a 'new normal' of operations began in April, with an expectation that the ways of working, processes for decision making, the shape of particular services and the financial resources available to the council could be fundamentally different.

6.3. Transforming together (TT) was set up within the council prior to Covid-19 and was set up as a council-wide group that was responsible to taking the council on its

transformation journey, with a programme of transformation and behaviour change. The primary aim of TT is to enable the council to modernise as part of a commitment to delivering quality services.

6.4. Under the political Recovery priority 6, which focuses on how the council learns and recovers as an organisation, the role of TT is central in managing a programme of work that directly responds to political Recovery priority 6. Therefore, like the update to 2050 outcomes and roadmap, TT has also refreshed the way in which it works and this includes a programme of work that it is responsible for delivering.

6.5. The work programme of TT will be split under 4 areas, which are:

- Skills, Learning and Development
- Behaviours and Culture
- People and Networks
- Managing TT and Corporate

6.6 The governance for TT involves an officer lead in each of the 4 areas, that will oversee the programme of work, which will report up through the Cabinet and CMT leads for political Recovery priority 6. Measures of success will be attached to the work of TT and this will be updated as part of the 2050 Outcomes Success Measures report.

6.7 The detailed programme for TT will be presented as part of the report to Cabinet in September 2020, but the high-level programme can be seen in **Appendix 5**.

7. Other Options

7.1. The council could choose not to review its current ambition and desired outcomes. This would mean failing to set out the huge impact the crises has had on the borough, its people and the council and the council's approach to recovery. A review of the current 2050 ambition and outcomes would most likely be required in any case, given they were agreed in 2018.

8. Reasons for Recommendations

8.1. To ensure the council has an opportunity to review action taken to date to tackle the Covid-19 crises and to consider the appropriate approach to be taken to enable the borough and council to recover.

9. Corporate Implications

9.1. **Contribution to the Southend 2050 Road Map**
The report outlines the council's approach to using the Southend 2050 programme as the primary vehicle for recovery and presents the first stage of the review and refresh of the 2050 outcomes and roadmap milestones in the light of the huge impact the crises has had on the borough, its people, the council and other stakeholders.

9.2. **Financial Implications**
There are no specific financial implications related to this report.

9.3. **Legal Implications –** No specific implications.

9.4. **People Implications**
There are no specific people implications related to this report. The Transforming Together programme of work will directly work with staff and councillors in relation to transformation pieces of work.

9.5. **Property Implications**
There are no property implications as part of this report.

9.6. **Consultation**
The report highlights that the response to the pandemic has been one of community, partners, staff, councillors and other stakeholders continuously working closely to ensure the best possible outcomes in very difficult circumstances. The approach to recovery will look to continue this approach, develop new tools for engaging communities and partners to adapt to circumstances and continue to use co-design and co-production approaches in particular service areas.

9.7. **Equalities and Diversity Implications**
An Equality Impact Assessment has been undertaken to assess the impact Covid-19 has had on equality groups. This will continue to be updated as more information, becomes available. A further Equality Impact Assessment is being undertaken alongside the refresh of the 2050 outcomes and roadmap milestones and will be presented to Cabinet as part of the further report to Cabinet in September.

9.8. **Risk Assessment**
The Council is reviewing the Corporate Risk Register in the light of the impact and implications of the pandemic.

9.9. **Value for Money** – No specific implications.

9.10. **Community Safety Implications**
Safe & Well is one of the 5 2050 themes; A safe Southend is one of the existing 2050 outcomes and in addition to this the new proposed theme within Safe & Well is safe in your home.

9.11. **Environmental Impact**
Green City and climate change is one of the six priorities identified for assessing the council's approach to recovery.

10. Background Papers

10.1. Recovery report and associated Equality Impact Assessment

11. Appendices

11.1. Appendix 1 – Southend 2050 – Our shared ambition
11.2. Appendix 2 – Southend 2050 outcomes mapped against the Political Recovery Priorities
11.3. Appendix 3 – Southend 2050 Outcomes
11.4. Appendix 4 – Southend 2050 Roadmap & Milestones
11.5. Appendix 5 – Transforming Together high-level programme

Appendix 1

Southend 2050 – Our shared ambition
The year is 2050. How does our borough, Southend-on-Sea, look and feel?

Inevitably the place has changed a lot since the early years of the century, but we've always kept sight of what makes Southend-on-Sea special. Prosperous and connected, but with a quality of life to match, Southend-on-Sea has led the way in how to grow a sustainable, inclusive city that has made the most of the life enhancing benefits of new technologies.

It all starts here – where we are known for our creativity, our cheek, our just-get-on-with-it independence and our welcoming sense of community. And so, whilst the growth of London and its transport network has made the capital feel closer than ever, we cherish our estuary identity – a seafront that still entertains and a coastline, from Shoebury garrison to the fishing village of Old Leigh, which always inspires. We believe it's our contrasts that give us our strength and ensures that Southend has a vibrant character of its own.

Pride and Joy: People are proud of where they live – the historic buildings and well-designed new developments, the seafront and the open spaces. The city centre has generated jobs, homes and leisure opportunities, whilst the borough's focal centres all offer something different and distinctive. With its reputation for creativity and culture, as well as the draw of the seaside, Southend-on-Sea is a place that residents and visitors can enjoy in all seasons. Above all we continue to cherish our coastline as a place to come together, be well and enjoy life.

Safe and Well: Public services, voluntary groups, strong community networks and smart technology combine to help people live long and healthy lives. Carefully planned homes and new developments have been designed to support mixed communities and personal independence, whilst access to the great outdoors keeps Southenders physically and mentally well. Effective, joined up enforcement ensures that people feel safe when they're out and high-quality care is there for people when they need it.

Active and Involved: Southend-on-Sea has grown, but our sense of togetherness has grown with it. That means there's a culture of serving the community, getting involved and making a difference, whether you're a native or a newcomer, young or old. This is a place where people know and support their neighbours, and where we all share responsibility for where we live. Southend in 2050 is a place that we're all building together – and that's what makes it work for everyone.

Opportunity and Prosperity: Southend-on-Sea and its residents benefit from being close to London, but with so many options to build a career or grow a business locally, we're much more than a commuting town. Affordability and accessibility have made Southend-on-Sea popular with start-ups, giving us the edge in developing our tech and creative sectors, whilst helping to keep large, established employers investing in the borough. People here feel valued, nurtured and invested in. This means that they have a love of learning, a sense of curiosity and are ready for school, employment and the bright and varied life opportunities ahead of them.

Connected and Smart: Southend is a leading digital city and an accessible place. It is easy to get to and easy to get around and easy for residents, visitors and businesses to park. Everyone can get out to enjoy the borough's thriving city centre, its neighbourhoods and its open spaces. Older people can be independent for longer. Local people also find it easy to get further afield with quick journey times into the capital and elsewhere, and an airport that has continued to open-up business and leisure travel overseas – but in balance with the local environment.

Appendix 2

Southend 2050 Outcomes mapped against the Political Recovery Priorities

Political Recovery Priorities	P&J 1	P&J 2	P&J 3	P&J 4	S&W 1	S&W 2	S&W 3	S&W 4	S&W 5	S&W 6	A&I 1	A&I 2	A&I 3	A&I 4	A&I 5	O&P 1	O&P 2	O&P 3	O&P 4	O&P 5	O&P 6	O&P 7	C&S 1	C&S 2	C&S 3	C&S 4
1) Economic focus on a stronger and safer town		*			*					*						*	*	*	*	*	*	*				*
2) Green city and climate change			*	*					*					*		*									*	*
3) Travel and transport																*							*	*	*	
4) People and communities	*					*		*		*	*	*	*	*	*	*		*			*		*		*	
5) Major projects							*										*									
6) How we learn and recover as an organisation																										*

Appendix 3

Southend 2050 Outcomes

Pride & Joy

Outcome	Change to the wording of the outcome	Rationale
There is a tangible sense of pride in the place and local people are actively, and knowledgeably, talking up Southend.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same and the wording explains what we are trying to achieve.
The variety and quality of our outstanding cultural and leisure offer has increased and we have become the first choice English coastal destination for visitors.	**The variety and quality of our outstanding cultural and leisure offer has increased for our residents and visitors and we have become the region's first choice coastal tourism destination.**	Acknowledges Southend as a cultural & leisure destination for our residents as well as visitors from outside of the Borough.
We have invested in protecting and nurturing our coastline, which continues to be our much loved and best used asset.	There are no changes to the wording of the outcome.	The coast continues to be one of our residents most loved assets and remains a priority to protect.
Our streets and public spaces are clean and inviting.	**Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors.**	Suggest an amendment to the wording to reflect a potentially changed perception as to the role and value of streets and public spaces over the last few months.

Safe & Well

Outcome	Change to the wording of the outcome	Rationale
People in all parts of the borough feel safe and secure at all times.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same and the wording explains what we are trying to achieve.
Southenders are remaining well enough to enjoy fulfilling lives, throughout their lives.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same and the wording explains what we are trying to achieve.
We are well on our way to ensuring that everyone has a home that meets their needs.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same, with an emphasis on securing permanent homes for our homeless. The wording explains what we are trying to achieve.
We are all effective at protecting and improving the quality of life for the most vulnerable in our community.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same and the wording explains what we are trying to achieve.
We act as a Green City with outstanding examples of energy efficient and carbon neutral buildings, streets, transport and recycling.	There are no changes to the wording of the outcome.	The focus of this outcome remains the same and the wording explains what we are trying to achieve.
New outcome	**Residents feel safe and secure in their homes.**	Proposed additional outcome to bring a focus on people feeling safe not only in and around the borough, but specifically in their own homes. In particular children, domestic abuse, older people, people with learning disabilities, isolation, loneliness all of which have been identified as challenges during the lockdown period of the Covid-19 pandemic.

Active & Involved

Outcome	Change to the wording of the outcome	Rationale
Even more Southenders agree that people from different backgrounds are valued and get on well together.	There are no changes to the wording of the outcome.	Explains what we are trying to achieve and is easily understood by residents and others.
The benefits of community connection are evident as more people come together to help, support and spend time with each other.	**Residents feel the benefits of social connection, in building and strengthening their local networks through common interests and volunteering**	There was no mention of individual volunteering in previous outcomes. Recent events have demonstrated that there is an appetite for volunteering locally. This revised outcome also embeds 2-3 of the 5 Ways to Wellbeing Revising community connection to social connection captures one of the 7 metrics for measuring wellbeing using the OECD framework.
Public services are routinely designed, and sometimes delivered, with their users to best meet their needs.	**Residents are routinely involved in the design and delivery of services**	Simplifying language and ability to engage with our communities The previous wording has caused lots of confusion when engaging with the public.
A range of initiatives help communities come together to enhance their neighbourhood and environment.	**A range of initiatives help increase the capacity for communities to come together to enhance their neighbourhood and environment.**	The amended outcome has a new focus on the sustainability of communities through their own doing/skills and initiatives. The amended outcome, adds more focus on providing infrastructure where it may be lacking.
More people have active lifestyles and there are significantly fewer people who do not engage in any physical activity.	**More people have physically active lifestyles, including through the use of open spaces.**	Our revised statement is clearer than the previous. The revised statement encompasses open spaces available to people. Open spaces does not just include parks, beach, woodland, nature areas etc, it also includes general infrastructure, such as pavement, cycle paths, shopping areas, etc. The new wording which focuses on being physically active and the council facilitating this through the use of public open spaces.

Opportunity & Prosperity

Outcome	Change to the wording of the outcome	Rationale
The Local Plan is setting an exciting planning framework for the Borough.	There are no changes to the wording of the outcome.	The Local Plan will consider recovery priorities with a focus on recovery over the first 5 years
We have a fast-evolving, re-imagined and thriving town centre, with an inviting mix of shops, homes, culture and leisure opportunities.	There are no changes to the wording of the outcome.	This outcome will align with the town centre work streams and will encompass all town centre areas across the borough.
Key regeneration schemes, such as Queensway, seafront developments and the Airport Business Park are underway and bringing prosperity and job opportunities to the Borough.	There are no changes to the wording of the outcome.	Still a valid outcome with focus on the key regeneration schemes.
Our children are school and life ready and our workforce is skilled and job ready.	**Our children are school and life ready and young people are ready for further education, training or employment**	To give focus on pre-school and school aged children, separating them from adults.
Southend is a place that is renowned for its creative industries, where new businesses thrive and where established employers and others invest for the long term.	There are no changes to the wording of the outcome.	Lot of work is needed to understand the impact of C19 on creative industries as many people working in this sector are freelance and not eligible for furlough for example.
New outcome	**Southend provides fulfilling careers for our residents, and enough job roles to match the needs of the population.**	Unemployment is likely to dramatically increase post C19. OBR predict increase to around 10% which pushes the urgency of specific outcomes.
New outcome	**Southend businesses feel supported to respond to economic shock; adapt to evolving global markets; and, have the tools to preserve their businesses by responding effectively and positively to change**.	This specifically outlines support to local businesses.

Connected & Smart

Outcome	Change to the wording of the outcome	Rationale
It is easier for residents, visitors and people who work here to get around the borough.	**Working with the public transport providers to enhance and encourage the use of the existing provision moving towards a long-term aspiration to open new routes, enabling a wider accessibility to public transport options**	Due to current C19 guidelines and immediate commercial viability of providing additional public transport routes the current outcome needs modification. People and Communities - NB; links to inequalities focus in terms of creating an accessible and affordable travel infrastructure for residents
People have a wide choice of transport options.	There are no changes to the wording of the outcome.	Explains what we are trying to achieve and is easily understood by residents and others.
We are leading the way in making public and private travel smart, clean and green.	There are no changes to the wording of the outcome.	Explains what we are trying to achieve and is easily understood by residents and others.
Southend is a leading digital city with world class infrastructure	**Southend is a leading digital city with world class infrastructure that reflects equity of digital provision for the young, vulnerable and disadvantaged.**	This outcome has been amended to address the equity of digital provision - for the young, vulnerable and disadvantaged. Several milestones under this outcome have a focus on widening the reach of digital provision to increase inclusivity.

Draft refreshed 2050 Roadmap

Appendix 4

Key: Link to Political Recovery Priorities

Recovery Priority 1 - Economic focus on a stronger and safer town

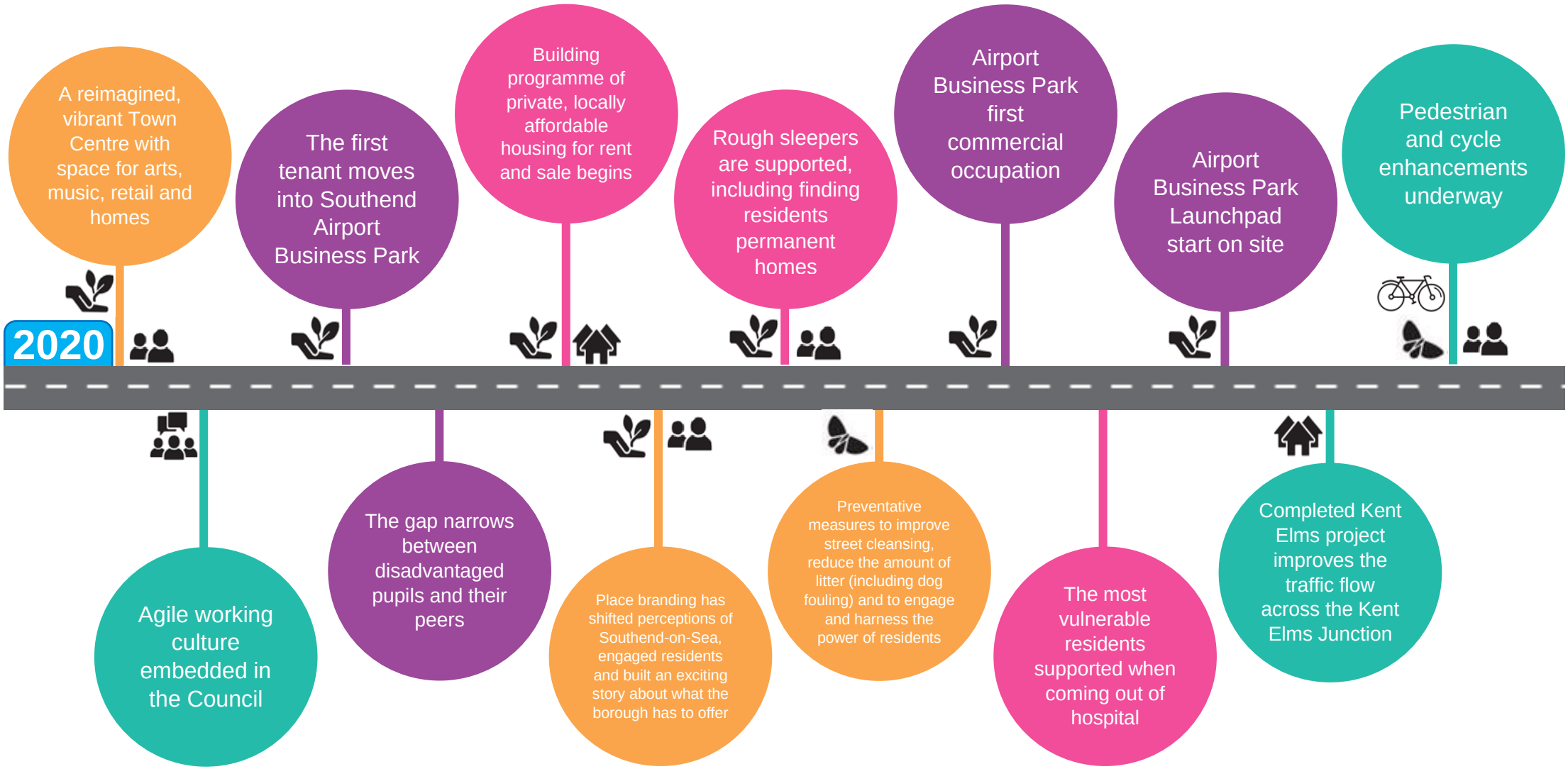
Recovery Priority 2 - Green City and Climate Change

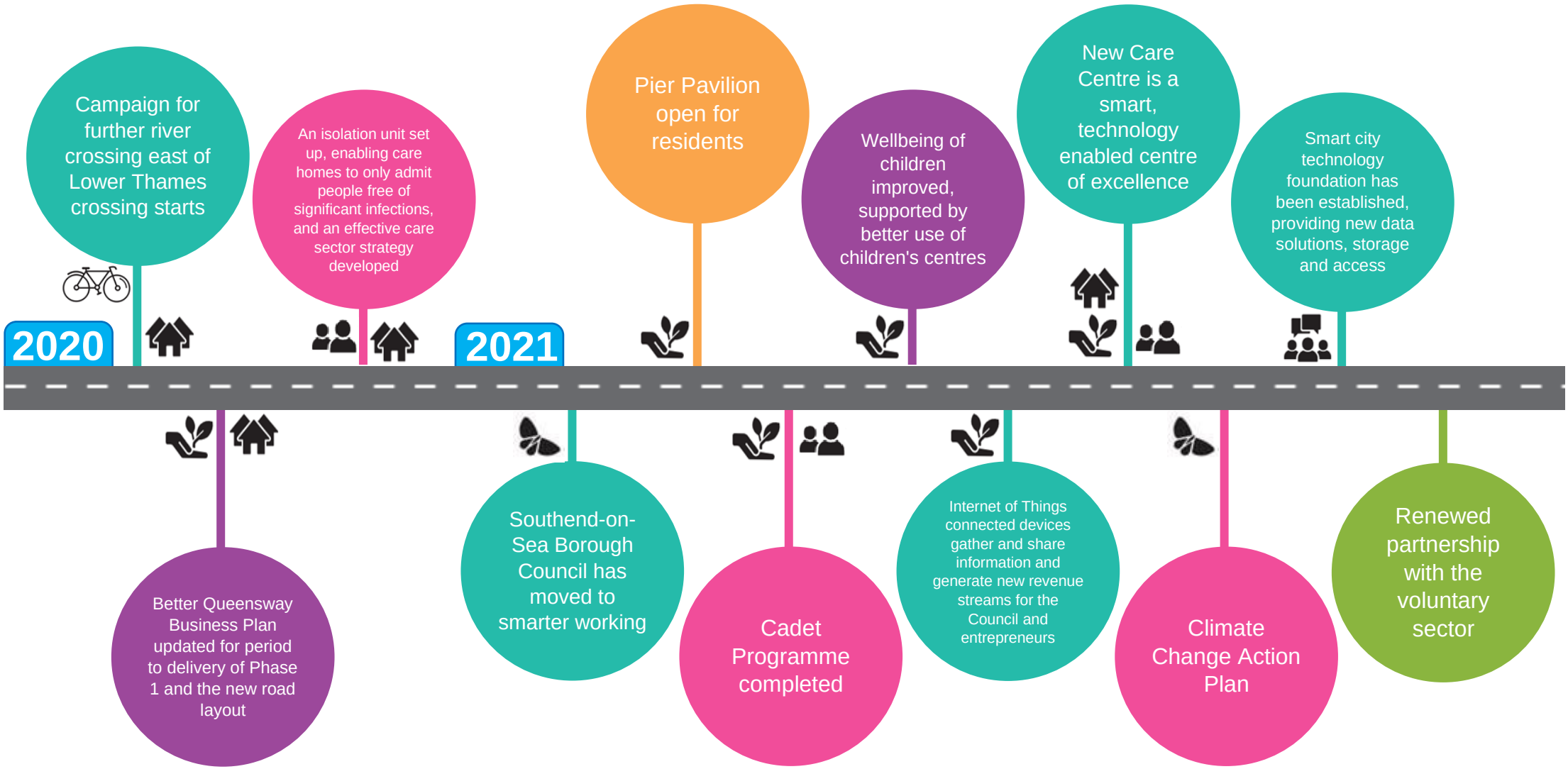
Recovery Priority 3 - Travel and Transport

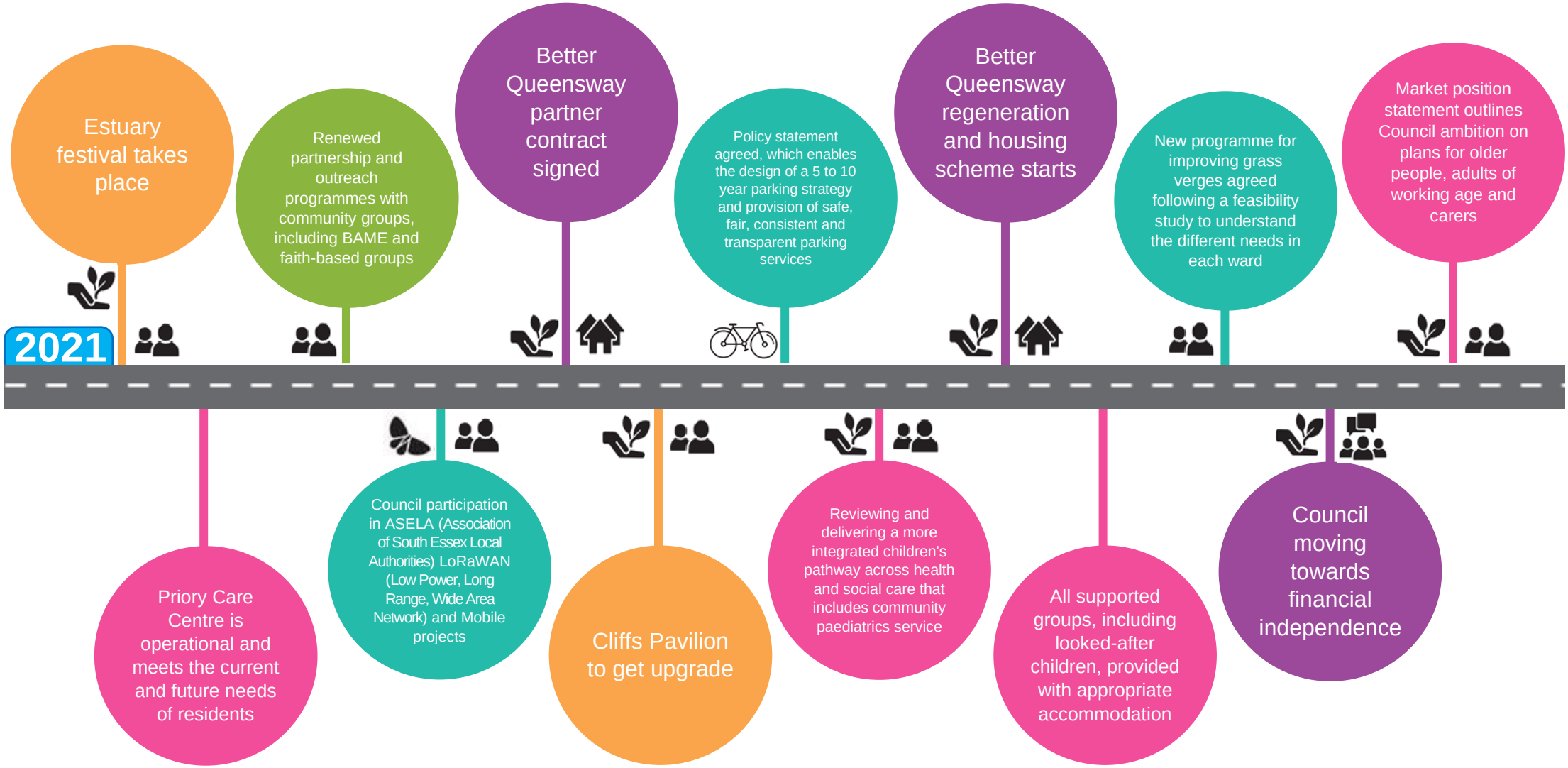
Recovery Priority 4 - People and Communities

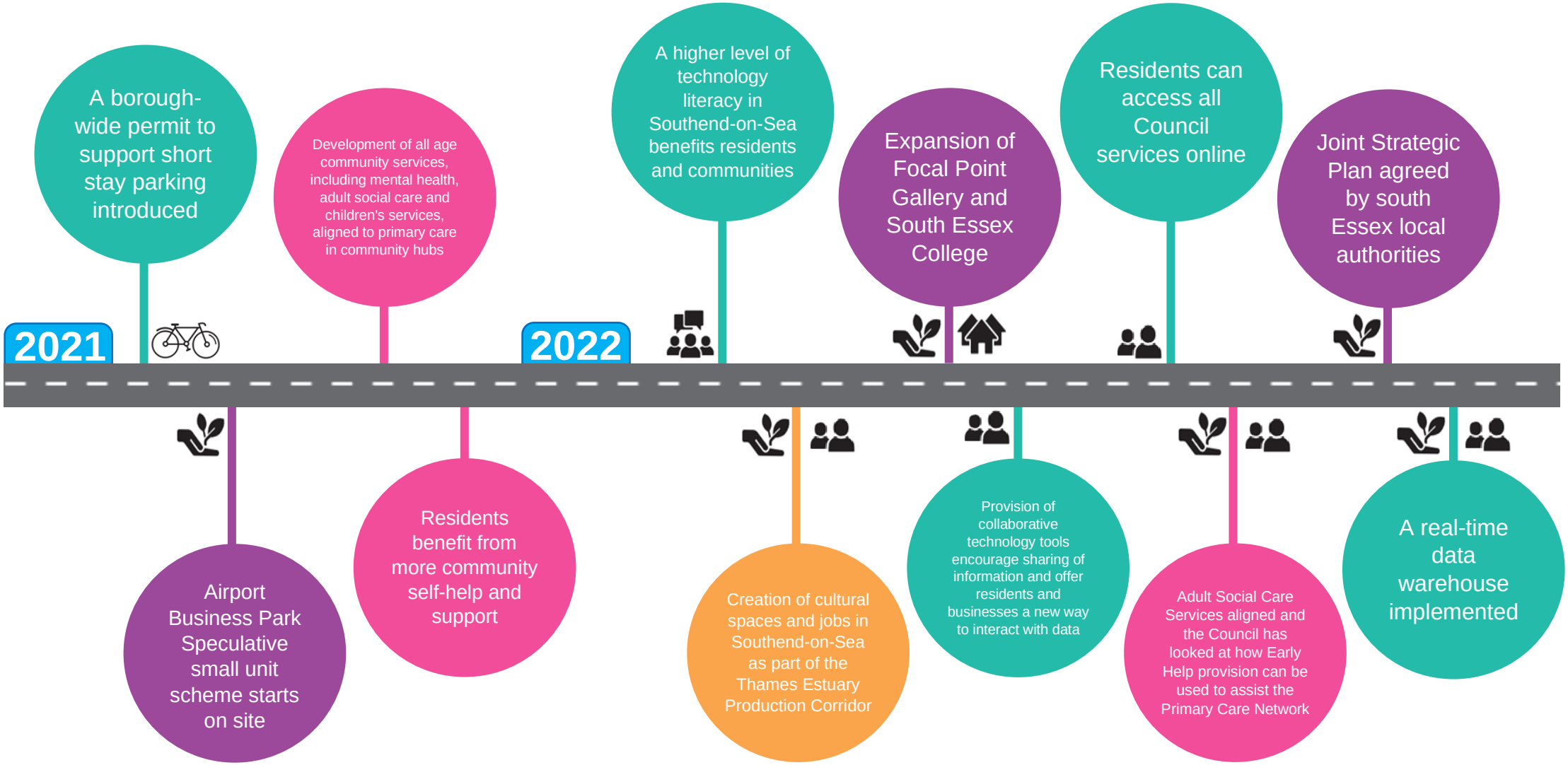
Recovery Priority 5 - Major Projects

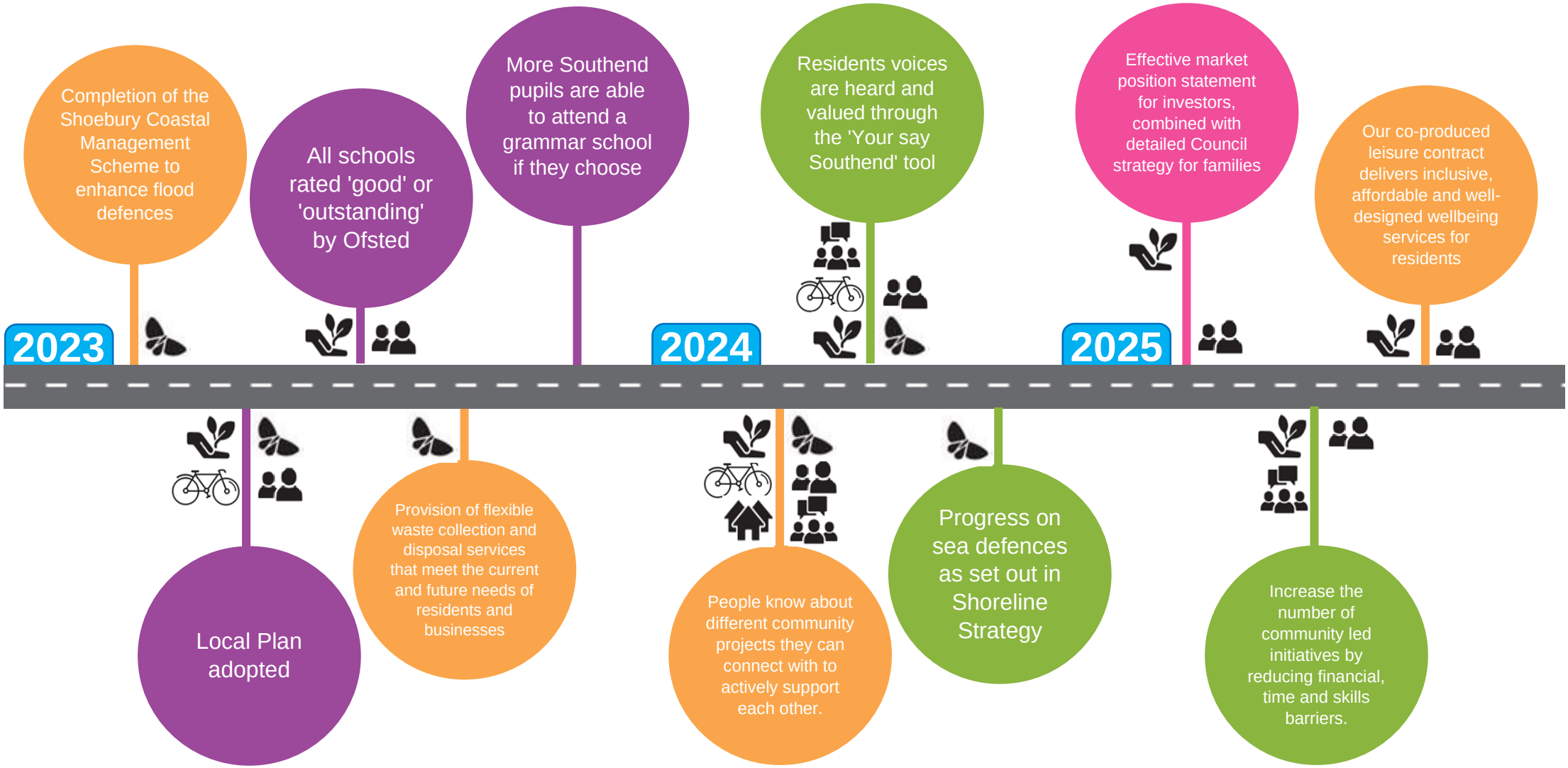
Recovery Priority 6 - How we learn and recover as an organisation

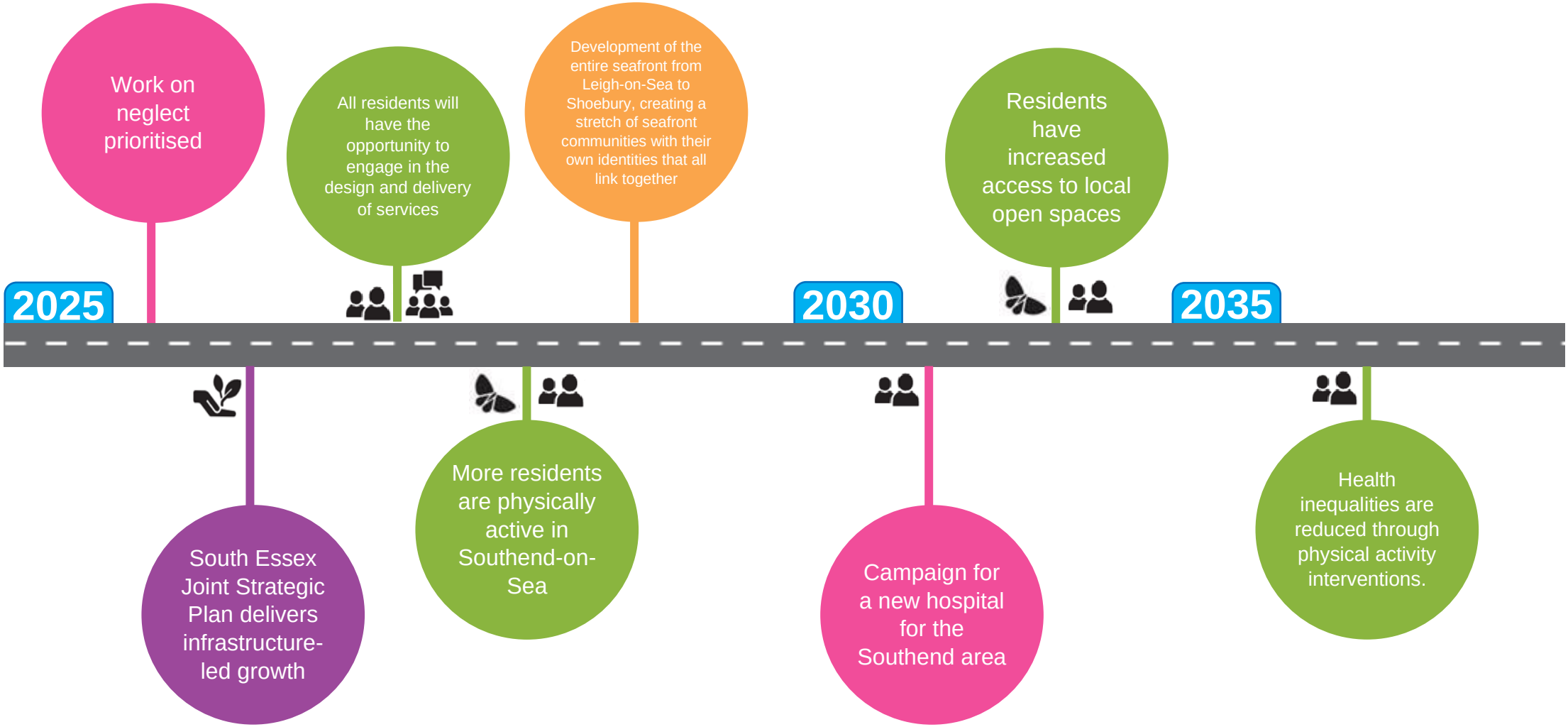

A reimagined, vibrant Town Centre with space for arts, music, retail and homes
The first tenant moves into Southend Airport Business Park
Building programme of private, locally affordable housing for rent and sale begins
Rough sleepers are supported, including finding residents permanent homes
Airport Business Park first commercial occupation
Airport Business Park Launchpad start on site
Pedestrian and cycle enhancements underway
2020
Agile working culture embedded in the Council
The gap narrows between disadvantaged pupils and their peers
Place branding has shifted perceptions of Southend-on-Sea, engaged residents and built an exciting story about what the borough has to offer
Preventative measures to improve street cleansing, reduce the amount of litter (including dog fouling) and to engage and harness the power of residents
The most vulnerable residents supported when coming out of hospital
Completed Kent Elms project improves the traffic flow across the Kent Elms Junction

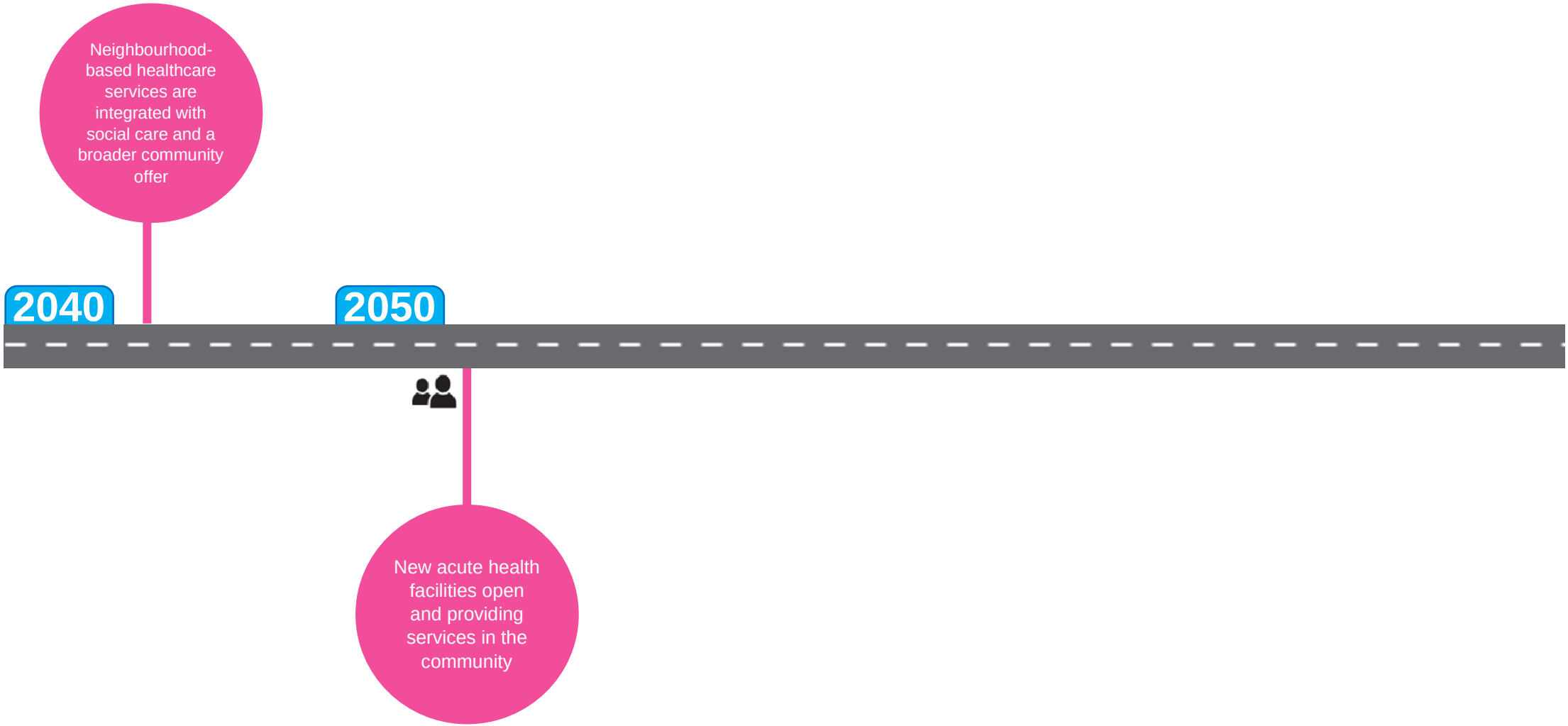

Campaign for further river crossing east of Lower Thames crossing starts
An isolation unit set up, enabling care homes to only admit people free of significant infections, and an effective care sector strategy developed
Pier Pavilion open for residents
Wellbeing of children improved, supported by better use of children's centres
New Care Centre is a smart, technology enabled centre of excellence
Smart city technology foundation has been established, providing new data solutions, storage and access
2020
2021
Better Queensway Business Plan updated for period to delivery of Phase 1 and the new road layout
Southend-on-Sea Borough Council has moved to smarter working
Cadet Programme completed
Internet of Things connected devices gather and share information and generate new revenue streams for the Council and entrepreneurs
Climate Change Action Plan
Renewed partnership with the voluntary sector


2021
Estuary festival takes place
Renewed partnership and outreach programmes with community groups, including BAME and faith-based groups
Better Queensway partner contract signed
Policy statement agreed, which enables the design of a 5 to 10 year parking strategy and provision of safe, fair, consistent and transparent parking services
Better Queensway regeneration and housing scheme starts
New programme for improving grass verges agreed following a feasibility study to understand the different needs in each ward
Market position statement outlines Council ambition on plans for older people, adults of working age and carers
Priory Care Centre is operational and meets the current and future needs of residents
Council participation in ASELA (Association of South Essex Local Authorities) LoRaWAN (Low Power, Long Range, Wide Area Network) and Mobile projects
Cliffs Pavilion to get upgrade
Reviewing and delivering a more integrated children's pathway across health and social care that includes community paediatrics service
All supported groups, including looked-after children, provided with appropriate accommodation
Council moving towards financial independence

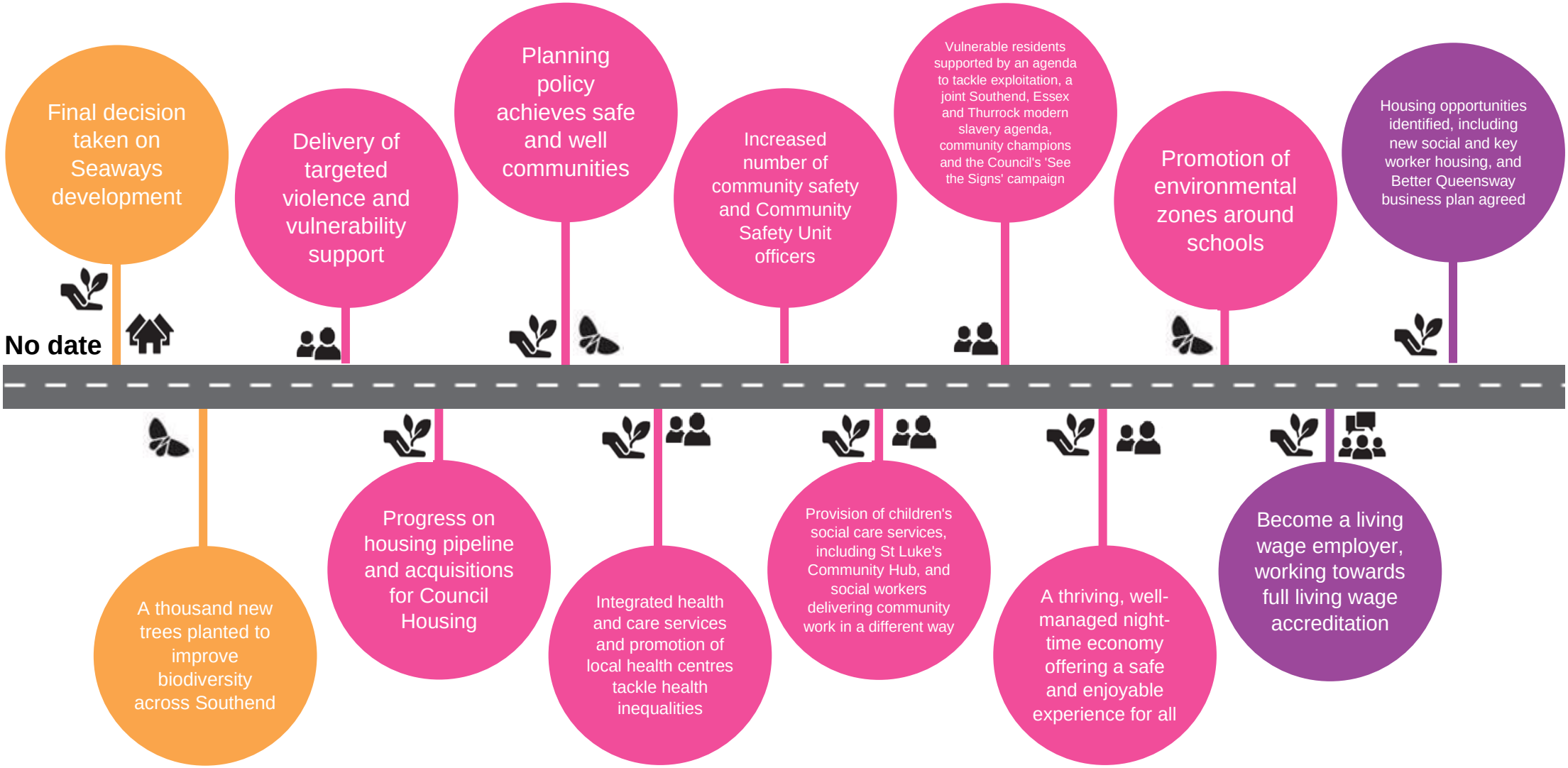

A borough-wide permit to support short stay parking introduced
Development of all age community services, including mental health, adult social care and children's services, aligned to primary care in community hubs
A higher level of technology literacy in Southend-on-Sea benefits residents and communities
Expansion of Focal Point Gallery and South Essex College
Residents can access all Council services online
Joint Strategic Plan agreed by south Essex local authorities
2021
2022
Airport Business Park Speculative small unit scheme starts on site
Residents benefit from more community self-help and support
Creation of cultural spaces and jobs in Southend-on-Sea as part of the Thames Estuary Production Corridor
Provision of collaborative technology tools encourage sharing of information and offer residents and businesses a new way to interact with data
Adult Social Care Services aligned and the Council has looked at how Early Help provision can be used to assist the Primary Care Network
A real-time data warehouse implemented

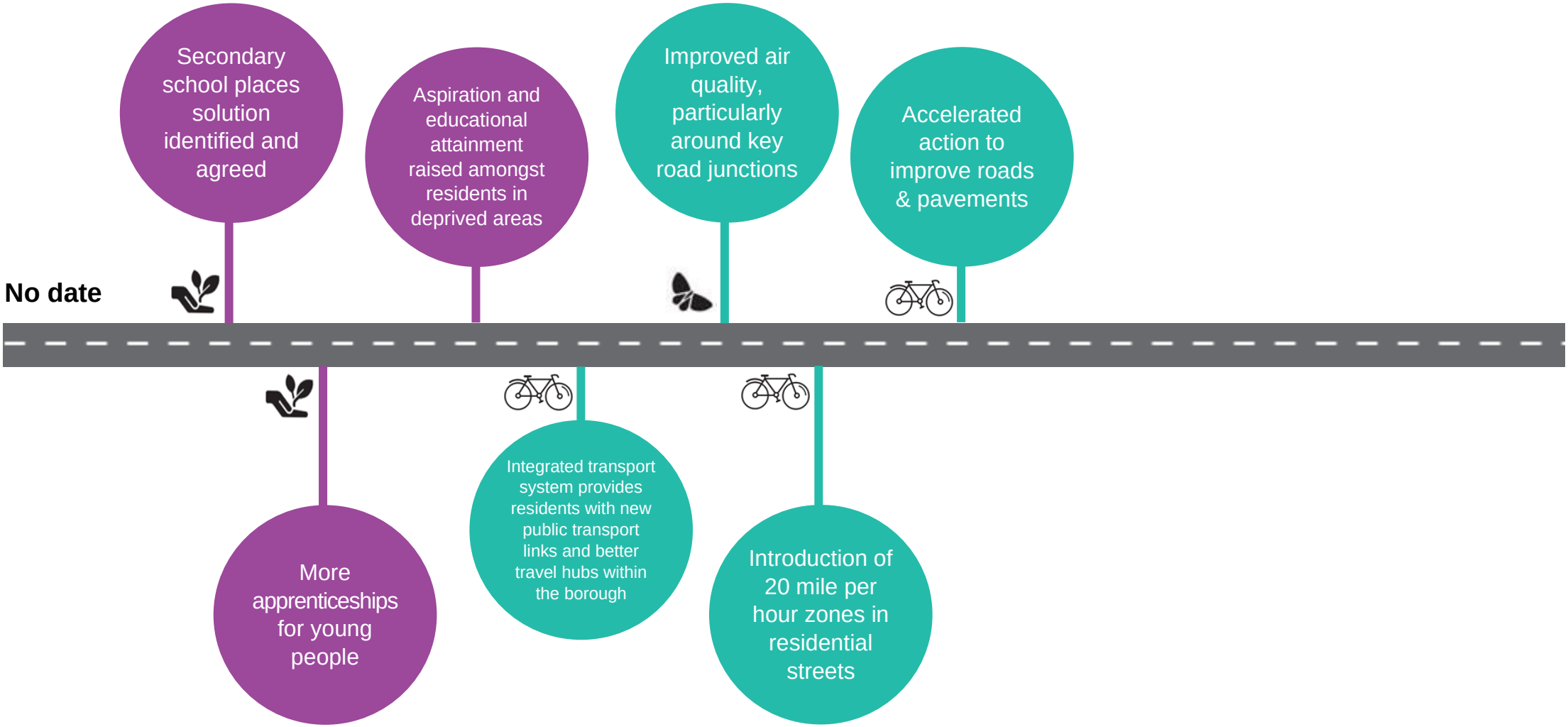

2023
Completion of the Shoebury Coastal Management Scheme to enhance flood defences
All schools rated 'good' or 'outstanding' by Ofsted
More Southend pupils are able to attend a grammar school if they choose
Local Plan adopted
Provision of flexible waste collection and disposal services that meet the current and future needs of residents and businesses
2024
Residents voices are heard and valued through the 'Your say Southend' tool
People know about different community projects they can connect with to actively support each other.
Progress on sea defences as set out in Shoreline Strategy
2025
Effective market position statement for investors, combined with detailed Council strategy for families
Our co-produced leisure contract delivers inclusive, affordable and well-designed wellbeing services for residents
Increase the number of community led initiatives by reducing financial, time and skills barriers.


Work on neglect prioritised
All residents will have the opportunity to engage in the design and delivery of services
Development of the entire seafront from Leigh-on-Sea to Shoebury, creating a stretch of seafront communities with their own identities that all link together
Residents have increased access to local open spaces
2025
2030
2035
South Essex Joint Strategic Plan delivers infrastructure-led growth
More residents are physically active in Southend-on-Sea
Campaign for a new hospital for the Southend area
Health inequalities are reduced through physical activity interventions.


Neighbourhood-based healthcare services are integrated with social care and a broader community offer
2040
2050
New acute health facilities open and providing services in the community

The following roadmap milestones have not yet been sequenced. Further detail will follow to the September Cabinet.




Secondary school places solution identified and agreed
Aspiration and educational attainment raised amongst residents in deprived areas
Improved air quality, particularly around key road junctions
Accelerated action to improve roads & pavements
No date
More apprenticeships for young people
Integrated transport system provides residents with new public transport links and better travel hubs within the borough
Introduction of 20 mile per hour zones in residential streets

Appendix 5

Transforming Together High-Level Programme

Skills, Learning, & Development
To ensure TT has the right skillsets to tackle the right challenges, and leads in upskilling the entire organisation

Outcomes
1. Staff feel valued and are recognised and rewarded appropriately. Staff are able to participate in a range of activities to support their well-being.
2. Leaders who are able to deliver in a changing environment, provide strong and developed skills to support staff, adapt to self-directed learning and can challenge when appropriate.
3. Councillors who are equipped to support the delivery of the Council aims and ambitions alongside officers.
4. Staff are enabled and have the skills and abilities to be utilised effectively across the organisation.
5. Enable service areas to re-design affectively to meet new operational need.

Behaviours & Culture
To promote TT as a model for how we expect Councillors and Officers to act, modelling our Values & Behaviours and championing the best ways of working

Outcomes
1. Our organisation embraces fully an agile method of working, allowing colleagues and projects to work in the way that best suits them for the best outcomes.
2. Our values and behaviours are embraced and role modelled at all levels, by all colleagues, within an environment of positive challenge that influences the way all teams and individuals operate and manage within our organisation.
3. Work Life programme continues to deliver its ambitions and is connected to other TT activity that support it.
4. Risk awareness and horizon scanning are business-as-usual for all teams, as part of a wider Getting To Know Your Business campaign.

People & Networks

To keep TT at the forefront of people's thinking and an accessible network of engagement, support and opportunities

Outcomes
1. Staff feel involved, engaged and knowledgeable in Transforming Together through active communications using various channels.
2. The right people, at the right time, with the right expertise, are engaged for specific pieces of work, promoting and influencing transforming together.
3. An intranet that is up to date and accessible for all, that has been designed around the user.
4. A fully knowledgeable and engaged workforce, at all levels, understand and are able to participate in the Transforming Together culture.
5. Staff are confident and understand the transformation culture we work in and are part of the shaping the future.
6. Staff have effective communication mechanisms with CMT,

Managing TT & Corporate

Overseeing the coordination and governance of Transforming Together, and corporate projects

Outcomes
1. Ensuring an up to date democratic process that supports a 21st Century Councillor and modern council (Constitution update).
2. Quality assuring the work of TT and ensuring a creative space to prioritise, innovate and drive managing the work of TT.
3. Ensuring a clear link between TT and Southend 2050 Refresh that demonstrates the value.
4. The council, with key partners is an effective commissioner and procurer, that results in quality and value for money services.
5. Making sure that there is a clear understanding of TT; the principles of working and the work programme.
6. Transforming ICT to support the TT agenda.
7. Ensuring effective and transparent business planning and decision-making Governance Review.

Southend-on-Sea Borough Council

Report of Executive Director (Adults and Communities)
to
Cabinet
on
28th July 2020

Report prepared by: Sarah Baker, Interim Director of Communities

Agenda Item No.

12

Covid-19: Implementation of Care Act Easements under the Coronavirus Act 2020

Cabinet Member: Councillor Trevor Harp

A Part 1 (Public Agenda Item)

1 Purpose of Report

1.1 To present the framework that sets out how the Council would implement the provision set out within the new Care Act easements, created under the Coronavirus Act 2020. This far reaching legislation has been enacted in response to the challenges arising from COVID -19. The Government has also published a range of guidance to support this unprecedented situation

1.2 To seek approval for delegated authority to the Executive Director of Adults and Communities in consultation with the Lead Member to implement if required the temporary changes to the Council's Care Act duties. Any such decision would also involve engagement the Chief Executive, Leader of the Council and the Chair of People Scrutiny.

1.3 The easements took legal effect on 31 March 2020 and will be in place for a period of two years (reviewed in Parliament every six months); they should only be implemented by local authorities where it is essential in order to maintain the highest possible level of services during the COVID-19 outbreak.

1.4 In line with the government's recommendation our use of the easements would be as a last resort, would be time-limited and used as narrowly as possible to ensure the best possible care for people during this exceptional period. The framework has been produced from the national guidance and Ethical Framework and all decisions made will be in line with this.

2 Recommendations

2.1 That Cabinet approve the Care Act Easements framework that sets out how the Council would implement the provision set out within the new Care Act easements, created under the Coronavirus Act 2020.

2.2 Following engagement with the Chief Executive ,the Leader of the Council and the Chair of People Scrutiny, that authority is delegated to the Executive Director of Adults and Communities in consultation with the Cabinet Member for Adult Social Care and Health to implement the Care Act Easements framework . This would be in line with Government guidance and as referenced in the framework all or any powers provided by the Care Act Easements under the Coronavirus Act 2020 in line with the timescales outlined in the framework.

3. Background

3.1 The role of prevention is a priority for Adult Social Care and intrinsically links to the Safe and Well Southend 2050 theme by supporting the aspiration that people are remaining well enough to enjoy fulfilling lives.

3.2 Adult social care also provides care and support for people who need it because of age, illness, disability or other circumstances. It ranges from help with essential daily activities, such as eating and washing, to participation in all aspects of life, such as work or socialising. Social care can be provided in people's homes, to enable independent living or help with recovery after illness and, care in a person's home is no longer an option, provide a safe space for people to live in supported housing, residential or nursing homes.

3.3 During COVID -19, there are new demands on the existing health and social care system. For example, increasing requirements around swift hospital discharge with a need for the creation of extra capacity in care homes and domiciliary care, and in some situations increased complexity of need for services to manage.

3.4 Necessary requirements around social distancing are leading to social isolation and this is especially challenging for those with dementia, learning disabilities, mental health problems or autism and is also very difficult for their carers. Some services, such as day opportunities, have had to be stopped in their current form, to comply with social distancing. In addition, family carers may become ill, or their loved one may become ill with Covid-19 and require more support.

3.5 There may be challenges to the nursing and social care workforce impacting upon nursing and residential care homes, the provision of domiciliary care and social work capacity due to the impact of the illness itself, as well as the essential need to protect staff and other residents from infection.

3.6 The framework sets out how the Council would implement the provision set out within the new Care Act easements, created under the Coronavirus Act 2020, to ensure the best possible care for people during this exceptional period. The framework has been produced from the national guidance and Ethical Framework and all decisions made will be in line with this.

3.7 The Ethical Framework is there to ensure that ample consideration is given to a series of ethical values and principles when possibly making challenging decisions that could have a significant impact on people's lives.

3.8 Alongside ethical considerations, every decision would require consideration of individual wellbeing, overall public good and the resources that are available. The values and principles would serve as a starting point to guide decision-making, supported by the views of lead professionals, collaboration across disciplines and organisations, and the extent of information available in each particular circumstance.

3.9 The aim of the framework is to streamline present assessment arrangements and prioritise care so that the most urgent and acute needs are met were the demand for support to outstrip the ability to meet all currently identified needs. The powers in the Coronavirus Act enable the Council to prioritise more effectively where necessary than would be possible under the Care Act 2014 prior to its amendment. To not prepare for the possibility of such eventualities could arguably leave people at significant risk, so it is important to plan to carefully use easements if needed.

3.10 The changes fall into four key categories, each applicable for the period the powers are in force:

- The Council would not have to carry out detailed assessments of people's care and support needs in compliance with pre-amendment Care Act requirements and would instead complete a proportionate assessment which includes a statement of Adult Social Care operating under Care Act Easements.

- The Council would not have to carry out financial assessments in compliance with pre-amendment Care Act requirements, but would have powers to charge people retrospectively for the care and support they receive during this period, subject to giving reasonable information in advance about this, and a later financial assessments.

- The Council would not have to prepare or review care and support plans in line with the pre-amendment Care Act provisions. They would however still be expected to carry out proportionate, person-centred care planning which provided sufficient information to all concerned, particularly those providing care and support, often at short notice.

- The duties on Local Authorities to meet eligible care and support needs, or the support needs of a carer, are replaced with a power to meet needs. The Council would still be expected to take all reasonable steps to continue to meet needs as now but in the event that they are unable to do so, the powers would enable them to prioritise the most pressing needs, and to temporarily delay or reduce other care provision.

3.11 The use of the easements would be as a last resort; they would be time-limited and used as narrowly as possible to minimise any long term impact to people's autonomy and choice. Were the enactment of easements to be required, there is the potential that people would be likely to have reduced choice in how their needs would be met e.g. because of reduced market capacity/staff availability/reduced choice of accommodation for people. Less detailed assessments may result in less clear care planning information for support providers, and consequently for potentially poor support provision. Increased pressure on carers, as staff would not be carrying out carer assessments. A delay in completing financial assessments could lead to a build-up of client contributions which some clients might find difficult to repay or negatively impact benefit awards, which could have long-term consequences for entitlement to benefits such as Housing Benefit, etc.

3.12 The framework explains that the main areas that might trigger requirements for temporary changes to statutory duties under the Care Act 2014 include new or increased social care demand, inadequate numbers of social workers, inadequate numbers of direct care staff and/ or inadequate nursing or residential care capacity.

3 13 The Council would only consider the use of easements as a last resort and a number of measures are already in place in the relevant areas to mitigate the necessity to enact them, including:

- Making regular calls to people in the shielded categories and providing advice and support as well as ensuring they have access to food, medication and other essentials so that they do not need to leave their homes.

- Creating the conditions so that the majority of social care staff can work from home and carry out assessments virtually.

- Close monitoring of social care demand and financial and practical support to support providers with managing capacity.

- Robust support for care providers around infection control by supporting with the provision of relevant PPE, offering robust infection

protection control advice and maintaining regular contact and communication channels.

3.14 If there was no alternative than to use the easements, it would not be a blanket implementation. The Council would adopt a tiered approach with reference to the guidance and escalation would be as part of a robust care governance process. It would only be in place for the minimum time necessary with the continued aim of returning to Care Act 2014 compliance as soon as possible.

3.15 Guidance issued by the Department of Health and Social Care sets out actions that should be taken before considering and when using the easements. In particular it is clear that use of the easements should be carefully considered and that Care Act 2014 duties should continue to be met for as long as possible.

4. Other Options

4.1 The other option is to do nothing, however if any of the trigger points were reached and the decision was not to enact the necessary easements then it is likely to result in urgent or acute needs not being met, potentially risking life.

5. Reasons for Recommendations

5.1 To ensure that the Council have an agreed framework that can be implemented if challenges resulting from covid-19 reach a critical level. Having a transparent process, that is underpinned by the Ethical Framework, with a clear rationale for any recommended actions will enable us to continue to safeguard vulnerable adults.

6. Corporate Implications

6.1 Contribution to the Southend 2050 Road Map

Our focus is on continuing to support people and to be effective at delivering the Southend 2050 ambitions detailed in the table below:

Pride & Joy	• Local provision for local people • A care sector that makes a difference for Southenders
Safe & Well	• People in all parts of the borough feel safe and secure at all times • We are all effective at protecting and improving the quality of life for the most vulnerable in our community.
Active & Involved	• The benefits of community connection are evident as more people come together to help support each other. • People from different backgrounds are valued and get on well together.

Opportunity & Prosperity	• A trained and supported social care workforce • Southend is a place that is renowned for its creative industries
Connected & Smart	• The use of data to support decision making and planning in social care • The use of technology to increase independence and reduce the need for care and support

6.2 Financial Implications

On 19 March 2020, the Government announced £1.6 billion of additional funding for local government to help them respond to Coronavirus pressures across all the services they deliver. This includes increasing support for the adult social care workforce and for services helping the most vulnerable, including homeless people. The Council's allocation of this funding (across all its services) was £5.4m. A further £1.6 billion was announced on 18 April, taking the total for the sector to £3.2 billion. The Council's share of this second tranche of funding has now been confirmed as £5m. This funding is being used to cover the additional costs incurred by the Council due to Coronavirus.

The Care Act Easements guidance is to be read alongside the COVID-19 Hospital Discharge Service Requirements. This makes it clear that Local Authorities do not have to undertake financial and eligibility assessments for people who are being discharged as part of the enhanced hospital discharge service.

The Government is fully funding the cost of new or extended out-of-hospital health and social care support packages for people being discharged from hospital or who would otherwise be admitted into it for a limited time, to enable quick and safe discharge and more generally reduce pressure on acute services.

If the Council were to implement the easements, a delay in completing financial assessments could lead to a build-up of client contributions which some people might find difficult to repay or significantly affect the award and receipt of a range of means-tested benefits

6.3 Legal Implications

The provisions of the Coronavirus Act 2020 relating to adult social care as set out in Schedule 12 of this Act give local authorities power to decide not to comply with certain legal duties under the Care Act 2014 for the period in which the relevant new provisions are in force. For example, local authorities can therefore decide not to carry out the usual assessments, not to determine

usual eligibility, not to make usual provision to meet eligible needs, not to prepare care and support plans and not to agree to arrangements for top up payments.

The Council will strive to meet its existing Care Act duties for as long as it can and by so doing will be following government guidance. Any decision to exercise the Care Act easements in the Coronavirus Act 2020 will also be in line with government guidance.

6.4 People Implications

The Council's overall, and individual service, business continuity plans were put into effect and adapted to circumstances, with staff encouraged to work from home, following Government guidance from 16 March.

The Council's social work teams have continued to work remotely, supporting existing and new people requiring support and proactively contacting people known to have high levels of vulnerability including shielded groups. Locality teams are responding to urgent need, maintaining all statutory functions such as Mental Health Act assessments and safeguarding work, carrying out functions remotely wherever possible.

6.5 Property Implications

None

6.6 Consultation

For reasons of urgency, formal consultation has not taken place to date. However, should it become necessary for the Care Act easements to be used, the Executive Director of Adult Social Care and Communities would engage with relevant senior members, officers, partners and (where possible) user/carer groups. Communication would take place as appropriate to inform any affected service users and carers, providers, partners. A Communications Plan is attached (Appendix 1).

6.7 Equalities and Diversity Implications

The equality and diversity implications are implicitly addressed in the Ethical Framework, (Appendix 2). We have linked into the Equality Impact Assessment which has been undertaken as part of the Council's response to Covid-19

6.8 Risk Assessment

Appropriate risk assessments would be carried out if there was a necessity to enact any of the easements.

6.9 Value for Money

None specific

6.10 Community Safety Implications

Safeguarding adults remains a statutory duty of local authorities to keep everyone safe from abuse or neglect. The Coronavirus Act 2020 does not affect the safeguarding protections in the Care Act.

6.11 Environmental Impact

None

7. Background Papers

Framework for implementation of Care Act Easements

8. Appendices

Appendix 1 – Communications Plan
Appendix 2 – Ethical Framework

Appendix 1

Communications Plan: Adult social care easement

Strategy

Due to demand on social services during the Coronavirus pandemic and social care becoming the new frontline of care, we have to protect our staff and service to ensure the ongoing quality of care we provide. This document outlines the communications plan should we implement 'Care Act easements', designed to ease pressure by reducing and streamlining aspects of the service. The easements will only be introduced should the service come under severe and critical pressure and specific baseline points have been met, as determined by senior management.

Communications objectives:

a. To inform stakeholders of changes to processes and procedures, only if and when, easement is introduced.

2. Audiences:

- **a.** Care providers, carers and clients
- **b.** Internal - Councillors and social workers
- **c.** Stakeholders - NHS, voluntary sector, advocacy etc.
- **d.** Wider public, media etc.

Key messages:
Message funnel – all audiences:

a. What is easement?
b. Why are we introducing it?
c. Who does it apply to?
d. How will it affect our work/my loved one/residents?
e. When is it happening?
f. Where does it apply?
g. When can we expect it to be lifted?
h. Reassurance of continuing duty of care
i. Emphasis that this is to ultimately improve and speed up the service we provide to those most in need.

3. Channels:

Email, letter, councillor briefing, press release, social media, website.

Target Market	Channel	Detail	Date
A	Email / letter	Wording sign off required and agreement of who the letter should come from (Ali, Tandra, Sarah, Cllr Harp or Cllr Gilbert)	Once easement date is confirmed
B	Councillor briefing (email), email to key staff, manager briefings	Wording based on comms to audience A.	Day before easement begins
C	Email	As above	As above
D	Press release	Based on above with quote from Cllr Harp	Day easement begins
	Update website		Day easement begins
	Social media posts		When press release is issued.

Appendix 2

GOV.UK

1. Home (https://www.gov.uk/)
2. COVID-19: ethical framework for adult social care (https://www.gov.uk/government/publications/covid-19-ethical-framework-for-adult-social-care)
1. Department of Health & Social Care (https://www.gov.uk/government/organisations/department-of-health-and-social-care)

Guidance

Responding to COVID-19: the ethical framework for adult social care

Published 19 March 2020

Contents

Introduction
How to use the framework
The values and principles
1. Respect
2. Reasonableness
3. Minimising harm
4. Inclusiveness
5. Accountability
6. Flexibility
7. Proportionality
8. Community

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Introduction

The current novel coronavirus (COVID-19) outbreak, which began in December 2019, will have major implications for health and care services in the UK.

As set out in the coronavirus action plan (https://www.gov.uk/government/publications/coronavirus-action-plan), published on 3 March 2020, the UK's health and social care systems have planned extensively over the years for a pandemic and are well prepared to offer substantial protection to the public. Of course, the exact response to COVID-19 will be tailored to the nature, scale and location of the threat as our understanding of this develops.

Local authorities and the wider health and care workforce are faced with difficult decisions every day. However, planning for and responding to COVID-19 as it develops will undoubtedly require making difficult decisions under new and exceptional pressures with limited time, resources or information.

These decisions could be personal, relating to our families, carers and communities, or have wider impacts on the organisation and delivery of our health and care services. Decisions will need to be made in accordance with the law and official guidance issued and applicable at the time, and while meeting statutory duties and professional responsibilities.

This framework intends to provide support to ongoing response planning and decision-making to ensure that ample consideration is given to a series of ethical values and principles when organising and delivering social care for adults.

Recognising increasing pressures and expected demand, it might become necessary to make challenging decisions on how to redirect resources where they are most needed and to prioritise individual care needs. This framework intends to serve as a guide for these types of decisions and reinforce that consideration of any potential harm that might be suffered, and the needs of all individuals, are always central to decision-making.

Equal concern and respect should be given to all individuals, their families and carers, and communities, as well as the professionals and volunteers that we will be relying on to ensure the delivery of our services and ambitions.

As the outbreak affects society as a whole, everyone will have their role to play to support the ongoing and future response. It is vital that professionals, organisations and public agencies work together at local and national level, and that planning and response activities at national, regional and local level are well-coordinated. Appropriate records must be kept of which decisions are taken and their justifications to both ensure accountability and to share learning with others during and as the outbreak develops.

This document has been adapted and refreshed from the ethical framework first developed by the Committee on Ethical Aspects of Pandemic Influenza in 2007, which was later revised by the Department of Health and Social Care (DHSC) in 2017.

How to use the framework

This framework is aimed at planners and strategic policy makers at local, regional and national level to support response planning and organisation of adult social care during and as COVID-19 develops. It also aims to support the work of professionals and others in the health and social care workforce who are developing policies and responding to the outbreak, in line with their own professional codes of conduct and regulations.

These principles can also be applied more widely in the social care sector.

Social care is a locally led and delivered service built on a detailed understanding of individuals and their families, communities and cultures. Social workers, occupational therapists and nurses form the core professional group and have clear responsibilities and accountabilities to their own professional codes and guidelines.

Local professional leaders, such as principal social workers and principal occupational therapists, will be key in ensuring this framework is applied and understood. As such, the skills of these professionals should be used to help develop and review locally agreed processes.

Alongside ethical considerations, every decision will require consideration of individual wellbeing, overall public good and the resources that are available. The values and principles should serve as a starting point to guide decision-making, supported by the views of lead professionals, collaboration across disciplines and organisations, and the extent of information available in each particular circumstance.

The ethical values and principles are equally relevant to those in need of social care who may face increased vulnerability, those who may become in need of social care, and the health and social care workforce who may face new and unexpected burdens when making difficult decisions and providing care and support during and as COVID-19 develops.

It might be useful to use the framework as a checklist to ensure ethical considerations are taken in to account, however, the values and principles described in this document are not exhaustive. When implementing the ethical values and principles in urgent and uncertain circumstances, you may encounter tension between them which will require a judgement to be made on the extent that a particular value or principle can be applied in the context of each particular decision.

In all instances, respect and reasonableness should be used as the fundamental, underpinning principles which guide planning and support judgements.

The values and principles

This section outlines each ethical value and principle and associated actions and best practice when considering and applying them. These should be considered alongside professional codes of conduct and the most recent official guidance and legislation where these apply.

The principles are numbered for ease of reference but are not ranked in order of significance or exhaustive. There are no absolute answers to making the correct or most ethical decisions.

Where resources are constrained and there are surges in demand, it may not be feasible to consider all the principles or the actions below them. Each principle must be considered to the extent possible in the context of each circumstance with appropriate risk management and considerations of individual wellbeing, overall public good and available information and resources.

1. **Respect**

This principle is defined as recognising that every person and their human rights, personal choices, safety and dignity matters.

- To ensure people are treated with respect, those making decisions should:
- provide people with the opportunity to express their views on matters that affect their care, support and treatment
- respect people's personal choices as much as possible, while considering and communicating implications for the present and future
- keep people as informed as possible of what is happening or what is expected to happen in any given circumstance
- where a person may lack capacity (as defined in the Mental Capacity Act), ensure that a person's best interests and support needs are considered by those who are responsible or have relevant legal authority to decide on their behalf
- strive to support people to get what they are entitled to, subject to available resources, ensuring that there is a fair judgement and clear justification for any decisions made on prioritisation

2. **Reasonableness**

This principle is defined as ensuring that decisions are rational, fair, practical, and grounded in appropriate processes, available evidence and a clear justification.

When considering how reasonable a decision is, those making decisions should:

- ensure the decision made is practical with a reasonable chance of working
- base decisions on the evidence and information that is available at the time, being conscious of known risks and benefits that might be experienced
- consider alternative options and ways of thinking, being conscious of diverse views from cultures and communities
- use a clear, fair decision-making process which is appropriate for the time and context a decision must be made in, and allows for contributions to be considered seriously

This principle should be considered alongside relevant equalities-related legal and policy frameworks. Although resources may become stretched, it should be upheld that people with comparable needs should have the same opportunity to have those needs met.

3. **Minimising harm**

This principle is defined as striving to reduce the amount of physical, psychological, social and economic harm that the outbreak might cause to individuals and communities. In turn, this involves ensuring that individual organisations and society as a whole cope with and recover from it to their best ability.

It's important that those responsible strive to:

- acknowledge and communicate that everyone has a role to play in minimising spread, for example by practising thorough hand-washing or social distancing
- minimise the risk of complications in the event that someone is unwell
- provide regular and accurate updates within communities and organisations
- share learning from local, national and global experiences about the best way to treat and respond to the outbreak as understanding of COVID-19 develops
- enable care workers and volunteers to make informed decisions which support vulnerable people

4. Inclusiveness

This principle is defined as ensuring that people are given a fair opportunity to understand situations, be included in decisions that affect them, and offer their views and challenge. In turn, decisions and actions should aim to minimise inequalities as much as possible.

To ensure inclusiveness to the extent possible, those making decisions should:

- involve people in aspects of planning that affect them, their care and treatment, and their communities
- involve families and carers in aspects of planning that affect them and the individual who they care for
- ensure that no particular person or group is excluded from becoming involved
- consider any disproportionate impacts of a decision on particular people or groups
- provide appropriate communications to all involved, using the range of communication methods and formats needed to reach different people and communities
- be transparent and have a clear justification when it is decided to treat a person or group in a different manner than others, that which shows why it is fair to do so

Where appropriate, the above should be considered alongside relevant equalities-related legal and policy frameworks that will inform inclusive decision-making by ensuring that specific barriers to service use are minimised for those who may be or become disadvantaged as the outbreak develops.

5. Accountability

This principle is defined as holding people, and ourselves, to account for how and which decisions are made. In turn, this requires being transparent about

why decisions are made and who is responsible for making and communicating them.

Those responsible must be accountable for their decisions and actions by:

- acting on and delivering the outcomes required by their responsibilities and duties to individuals, their families and carers, and staff
- adhering to official guidance, statutory duties, and professional regulations at the time
- being transparent about how and which decisions need to be made and on what basis
- being prepared to justify which decisions are made and why, ensuring that appropriate records are being kept
- supporting others to take responsibility for their decisions and actions

Within organisations, this will also entail:

- continuing to carry out professional roles and responsibilities unless it is deemed reasonable not to do so
- providing an environment in which staff can work safely, effectively and collaboratively, which protects their health and wellbeing as the outbreak develops
- providing appropriate guidance and support to staff who may be asked to work outside of their normal area of expertise or be unable to carry out some of their daily activities
- having locally-agreed processes in place to handle ethical challenges during and in the aftermath of the outbreak

6. Flexibility

This principle is defined as being responsive, able, and willing to adapt when faced with changed or new circumstances. It is vital that this principle is applied to the health and care workforce and wider sector, to facilitate agile and collaborative working.

To ensure flexibility, those making decisions should be prepared to:

- respond and adapt to changes as and when they occur, for example in the event of new information arising or changed levels of demand
- ensure that plans and policy have room for flexibility and innovation where necessary
- provide people with as much opportunity as possible to challenge decisions that affect them in the time that is available
- ensure that the health and care workforce is supported to work collaboratively across disciplines and organisations, as agile and resilient as possible
- review organisational practices, standard approaches and contractual arrangements that may obstruct these ambitions

7. Proportionality

This principle is defined as providing support that is proportional to needs and abilities of people, communities and staff, and the benefits and risks that are identified through decision-making processes.

When considering proportionality, those responsible should:

- assist people with care and support needs to the extent possible
- act on statutory or special responsibilities, while noting any duties that might be amended as the outbreak develops
- provide support for those who have extra or new responsibilities to care for others
- provide support for those who are asked to take increased risks or face increased burdens, while attempting to minimise these as far as possible
- provide appropriate support and communications to staff who may experience unexpected or new pressures

8. Community

This principle is defined as a commitment to get through the outbreak together by supporting one another and strengthening our communities to the best of our ability.

Everyone involved will have a role to play in the response to the outbreak and will be affected in one way or another, and therefore should:

- work with and support one another to plan for, respond to, and cope with the outbreak
- support our networks and communities to strengthen their response and meet needs that arise, for example by helping and caring for neighbours, friends and family
- be conscious of own behaviour and decisions, and how this may impact on others
- share learning from own experiences that may help others