

Cabinet

Tuesday 7 March 2023

11.00 am

Jack Hobbs Hall, Brandon Estate, Maddock Way SE17 3NH

Supplemental Agenda No. 1

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Contact

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Date: 2 March 2023

Item No. 7.	Classification: Open	Date: 7 March 2023	Meeting Name: Cabinet
Report title:		Deputation requests	
Ward(s) or groups affected:		All	
From:		Proper Constitutional Officer	

RECOMMENDATION

1. That cabinet considers whether or not to hear deputation requests from:
 - Sceaux Gardens Tenants representatives and
 - Brandon Tenants and Residents Associations 1 and 3.

BACKGROUND INFORMATION

2. When considering whether to hear deputation requests, cabinet can decide:
 - To receive the deputation at this meeting or a future meeting; or
 - That the deputation not be received (if the matter is not dealt with by cabinet, the matter shall be referred without debate to the relevant cabinet member who shall after consideration, respond with an open reply to the sender); or
 - To refer the deputation to the most appropriate committee/sub-committee.
3. A deputation shall consist of no more than six people, including its spokesperson. Only one member of the deputation shall be allowed to address the meeting for no longer than five minutes. After this time cabinet members may ask questions of the deputation for up to five minutes. At the conclusion of the questions, the deputation will be shown to the public area where they may listen to the remainder of the open section of the meeting.

KEY ISSUES FOR CONSIDERATION

4. The deadline for receipt of deputation requests for this cabinet meeting was midnight 1 March 2023. These requests were received before this constitutional deadline.

Deputation requests

Sceaux Gardens tenant representatives

- The deputation would like to address cabinet in respect of item 10: Marie Curie update and to query why the Marie Curie block was not considered for remedial works at the same time that works were agreed for Lakanal House. The deputation suggest that both blocks shared the same design and residents have expressed concerns that tenants were left exposed to a risk for a number of years.

Brandon Tenants and Residents Association 1 and 3

- The deputation would like to address cabinet to provide feedback from residents and insight to the Great Estates programme. The deputation have provided evidence which they feel demonstrate the success of the programme and details of the positive outcomes for the community. The community were made to feel they had an input into the design and delivery of the Great Estates programme, which in turn created pride in what was delivered. The programme included improving recycling on the estate, creating new community gardening plots (including junior gardening) and help for the immediate area.
- The resident consultation was commended and the way different council departments worked together to deliver on the ideas proposed by the residents.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet procedure rule 2.12 on deputations:	160 Tooley Street London SE1 2QH	Paula.thornton@southwark.gov.uk
Link (copy and paste into browser): http://moderngov.southwark.gov.uk/documents/s80630/Cabinet%20procedure%20rules%20November%202016.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Lead Officer	Chidilim Agada, Head of Constitutional and Members Services	
Report Author	Paula Thornton, Constitutional Officer	
Version	Final	
Dated	2 March 2023	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Assistant Chief Executive - Governance and Assurance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	2 March 2023	

Item No. 9.	Classification: Open	Date: 7 March 2023	Meeting Name: Cabinet
Report title:		Southwark Construction Strategic Plan	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Darren Merrill, Council Homes and Homelessness	

FOREWORD – COUNCILLOR DARREN MERRILL, CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS

Within London we are the biggest direct delivery council home builder with an enormous programme successful in providing desperately-needed homes for our residents, having already invested over £700m. We started construction on 2,500 new council homes by May 2022, and around 1,000 of these are finished with residents moved in. The delivery of high quality council homes is well recognised across the country with many schemes winning awards. The positive impact on our residents’ lives is something we are all extremely proud of. The balance of these homes remains on site and are progressing well.

We know that homes are the foundation of our communities, providing stability and security for our residents. Sadly, we also know just how much in need they are, with over 16,500 households currently on our housing waiting list. We want, and need, to keep providing new council homes for our residents.

Since May we have been working hard to bring forward more home’s. The approval of the Tustin scheme, including 345 new council homes, will transform the estate and the life of those that live there. After many years’ we have also approved the Ledbury scheme creating 260 new homes, after a bumpy start this has become an exemplar on how to involve and bring a resident led project.

It cannot be under-estimated what a high-quality home can bring to the individual family that will live there by raising their children, becoming part of the community and changing their life chances. What from the outside looks like brick and mortar are truly life changing projects, not only to the individual but also for our community.

I have heard this first hand from residents that have moved into these properties, how it has meant that they are able to stay in Southwark, give their children stability and space to study. Just the smile that beams from them of how proud they are is incredible. In some cases it is their first stable home that they are not worried they may need to move from in a couple of years, giving them the chance to lay down roots.

We want and need to keep on providing new council homes for our residents. However, the manner in which we have been funding our development programme is no longer sustainable given the current financial climate and the instability of the same.

Like all local authorities trying to build new Council homes we have been hit by the perfect storm of dramatic increases in construction costs, major new fire safety regulatory standards and a surge in inflation. As a council, we are facing enormous financial demands and we need to uphold our commitments to maintaining and improving our existing housing stock. In doing so we need to ensure that we are complying with a whole raft of improvements, which include fire safety, building improvements and thermal efficiency.

As we wish to keep building new council homes and tackling the housing crisis locally, we must change our approach. We can no longer totally rely on borrowing to fund new council homes and we must carefully consider all of the options we have available to us to keep building as many new council homes as we can. We must ensure that the next round of new council homes remain good value for money.

In these challenging times we need to adapt and respond to continue providing the service we want to and for our residents. We must keep our ultimate goals in mind and be flexible in how we achieve them. Our new developments need to be self-funding, protecting the HRA account and future generations from the debt so that the existing and new homes are maintained into the future. We will need to make the most efficient use of council resources, have the lowest possible burden on our residents and ultimately enable us to build as many new council homes as we can afford. An efficient, agile and commercially minded approach to development will not divert our focus from building social rent homes.

This will mean that we will need to work with partners, residents and expertise in the field to bring forward a well thought out program. To do this we will be bringing forward a comprehensive consultation process to look at what we can do to increase our council housing stock.

Clearly there are challenges, and clearly there will be difficult choices but if we work together we will do this and families will continue to have the opportunity to live in a high quality home. I know, as a council, we will continue our success and provide a legacy of new council homes for future generations, we can be proud of.

RECOMMENDATIONS

That Cabinet:

1. Approves the undertaking of a comprehensive review that considers the pipeline of affordable housing supply in the Southwark Construction Programme, exploring a range of options that reflects the priorities of local people, creates inclusive neighbourhoods and set the foundations for a

financially sustainable housing supply in future years. 'Routes to 11,000 – a new council homes strategy for Southwark'

2. Approves the undertaking of a range of significant resident engagement, as outlined in sections 24-27, which will help to inform the council's approach to affordable housing supply up to 2026, subject to obtaining any necessary approval for the appointment of suitably experienced organisations to assist where relevant in that.
3. Notes that the findings and recommendations from such engagement and programme review will be brought forward, in a separate report, for cabinet approval by early 2024.
4. Notes the continued delivery of a number of schemes within the Southwark Construction Programme, subject to obtaining any necessary approval for procurement for the appointment of developers/contractors to deliver individual schemes within the programme and in accordance with Southwark's scheme of management, Resident Engagement and Charter of Principles.
5. Notes that Southwark Construction will remain agile and responsive to market conditions and utilise all tools at their disposal to make the most efficient use of council resources to maximise the number of new homes delivered.

BACKGROUND INFORMATION –NEW COUNCIL HOME DELIVERY

6. The 'Routes to 11,000 – a new council homes strategy for Southwark' was approved in March 2020, it sets out the Southwark Construction mission statement and the council's aspiration to deliver 11,000 new homes by 2043.
7. Despite significant financial challenges Southwark has much to celebrate. The new build programme at Southwark has been very successful in developing new homes and the council has solid track record from which to adapt its delivery approach. To date 925 new homes have been delivered and a further 2095 homes are on site. The programme has secured approximately £250 million external GLA funding to support delivery of new affordable homes and the programme has also re-provided homes meaning more families in Southwark living in high quality accommodation.
8. Southwark Council's in house development team, Southwark Construction, are excelling in their ambition to deliver desperately-needed new homes for Southwark residents and strengthen resident involvement in the design and delivery of new homes. This success was recognised and celebrated across the sector in November 2021 when the council won the Best Development Team in London at Inside Housing's Development awards. The council has also received accolade for individual schemes, with William Cuffay House and the designs for Astley Estate winning Inside Housing's Best Affordable Housing Development awards in 2021 and 2022.

9. Southwark Construction (SC) has been in place since May 2022 following a significant organisational transformation that sought to galvanise expertise from across four teams in the Council involved in the delivery of new homes. The team now comprises over 40 industry professionals divided over three key areas; firstly pre-delivery and enabling where schemes are developed by way of resident consultation, feasibility and viability to take forward. Secondly, delivery being the main construction and completion of new homes to exacting high quality standards and meeting local needs and thirdly, the programme office that adds rigour and governance to ensure that longer term aspirations are met and that all deliverables are carefully monitored and controlled. This function also includes a design and technical lead to maximise the quality of the homes built and seeks to ensure the council is constantly seeking to learn from experience and embed best practice into new schemes as they are built and handed over.
10. In February 2023, Southwark Construction completed 21 new council homes at Ivy Church Lane in the Faraday ward. The development also features a new community facility, commercial units and landscaping to outside communal areas. The site was previously occupied by garages.
11. In November 2022, Southwark Construction completed 25 new council homes in Newington. The site was previously occupied by an old bungalow block and a disused podium car park. The building is made up of four one-bedroom, 16 two-bedroom and five three-bedroom flats, as well as a new communal garden, growing area and playground. In November 2022, Southwark Council and Leathermarket JMB opened 40 new council homes for local people, made up of 34 flats and six three-bedroom townhouses at the Lawson Estate in Bermondsey. The development also provided a new playground and a community garden at the heart of Lawson Estate, both of which were designed and planted by local residents.
12. In August 2022, Southwark Construction completed 19 new council homes at Daniels Road in Nunhead. The council built five three-bedroom houses and a block of 14 flats, as well as a communal garden for local people. The site was previously occupied by garages and a car park. In August 2022, Southwark Construction completed 17 new council homes at Goschen Estate in Camberwell Green. The council built the 17 new council flats across a four and five-storey block, as well as providing a playground and a new garden in the outside communal area of the estate. The council built nine flats in the block towards the north of the estate, which has been named Prout House, and eight flats in the south block, which has been named Harold Moody Court. The two areas of the estate were originally underused spaces occupied by garages, old storerooms and pramsheds.
13. In March 2022, Southwark Construction completed Lilac House in Peckham. The council redeveloped the former housing office to provide 29

new council flats, made up of nine one-bedroom, 14 two-bedroom and six three-bedroom homes. The council also built a new community centre in the block which is open to local residents.

14. The range of homes built as part of the programme is wide and varied with an array of flatted developments and a volume of town houses such that all needs are catered for wherever possible. The mix includes infill homes on existing estates, on underutilised land as well as on previously developed land where a change of use adds more homes into the portfolio. SC also manages the delivery of S106 developments and existing estate redevelopments where the existing homes have naturally come to their end of life. The range of opportunities open to the council, as a result of the formation of SC, remains healthy and very real, balancing those in an ever changing market remains the challenge that must be overcome and the flexibility and agility of the team allows for that to happen.

BACKGROUND INFORMATION – FINANCIAL AND MARKET CONDITIONS

15. The implementation of self-financing to the HRA in April 2012 was intended to give more autonomy to landlord local authorities to let them retain the rental income so that strategic decisions could be made with regard to local circumstances and needs, including investment in new homes. However, there were a number of changes implemented by government subsequent to self-financing that have impacted on the council's business plan. For example, the Welfare Reform & Work Act 2016 required social housing landlords to reduce rents by 1% a year for four years from April 2016. This policy equated to a loss in rental income to the HRA when compared with the previous rental assumption of CPI+1% of £820m over the thirty years of the HRA business plan.
16. The recent pace of change in financial markets has compounded this challenging financial context in which the council operates. The impact of rising interest rates and inflation combined with the increasing build costs, supply chain issues and energy prices has significantly damaged affordability of Southwark's new homes programme and has prompted a review to ensure a sustainable programme of delivery in the coming years.
17. The current economic uncertainty makes accurate financial forecasting less certain. The cost of living crisis, the rise in energy prices and the Russia/Ukraine conflict has increased political and economic volatility and made financial projections extremely difficult to determine. For example, the government target for CPI is 2% but CPI rose by 10.7% in the 12 months to November 2022 which is obviously significantly higher than the government target. Social housing rents have been capped at 7%, much lower than CPI+1% which is normally the calculation mechanism and which would otherwise have resulted in a rent increase of 11.1% for 2023-24.
18. Build and repair costs have increased even more significantly and have impacted on the monies available to finance the housing capital programme. For example, the 10 year Quality Homes Investment

Programme was estimated to be £800m in 2016 but the funding available to support the programme has not increased in line with inflation, leading to a significant funding gap.

19. Furthermore, the Building Safety Act 2022 and Fire Safety Act 2021 has brought about legally compliant costs which have to be funded from within existing council resources, with an estimated cost of £30m per year for three years.
20. The council's move to carbon neutrality by 2030 will also incur costs not previously accounted for, such as £95m to get the stock to an Energy Performance Certificate rating of 'C', which is now a minimum requirement in the private sector and will soon become so in the social housing sector too and also £600-800m to get to net zero through heat pumps and renewables.
21. The principle of New Homes Development was agreed by cabinet in July 2012 and the strategy sets out council's commitment to build 11,000 new homes by 2043. The target is increasingly challenging due to lack of financial resources; increased build costs and the increase in interest costs on additional borrowing, where the base interest rate has increased from 0.1% in March 2020 to 3.5% in December 2022. This report seeks to set the foundations for taking a fresh look at the council's business model in response to these challenges.
22. All in all, the circumstances facing housing local authorities now are very different from those faced two years ago and the council has to adapt to meet the challenges, of increased capital spend priorities but insufficient resources to meet those needs.
23. Southwark is not alone in facing these challenges, the strength of the in-house team means the council is well placed to respond to these challenges. The reasons for providing this report and the recommendations set out within it are therefore to;
 - Provide cabinet with an overview of progress to date in delivering the first tranche of new affordable homes within the Southwark Construction Programme;
 - Outline plans to undertake an in-depth community consultation to consider the options for future housing supply and;
 - Ensure the continued delivery of the Southwark Construction new homes Programme.

NEW HOMES STRATEGY

24. The Southwark Construction mission statement is to; *provide a fairer future for all by creating new high quality council homes and providing, affordable housing that addresses the deficit in truly affordable housing being delivered in the private sector through a financially sustainable programme that demonstrates excellent value for money.*

25. To deliver on the council's strategy the council undertook a significant organisational transformation in May 2022. This included four of the council's departments, responsible for the delivery of new homes, being consolidated so that all new build and estate redevelopment could be brought together, under the one leadership and branding of Southwark Construction. The purpose was to address the following business improvements and concerns across the staff teams:

- The development of one progressive structure that actively promotes the ethos of Southwark Stands Together and ensures that all people from all backgrounds are fully supported in becoming the best that they can be
- To establish clear roles and responsibilities with outline work-plans for all staff to eradicate cases of duplication and increase engagement of staff
- Ensure that the right resources are in the right places to ensure effective service delivery
- Creating a combined activity that addresses carbon neutrality across the council priorities will ensure a consistent approach and best use of amalgamated resources
- Improve professional enhancement and succession planning because a larger professional team creates the environment for skills sharing, team, and individual growth and development
- Improving scheme funding, monitoring and reporting is critical to ensure a future pipeline and with evolving priorities, a strategic programme office with robust programming, financial and reporting skills
- Building the capacity to consider and respond to new and emerging policy – notably building in the ability to respond to building safety regulations and council targets around carbon neutrality
- Create and progress an apprenticeship programme to enrich the council with high quality professionals, currently outsourced by way of external service providers

26. The 'Routes to 11,000 – a new council homes strategy for Southwark' also seeks to meet additional key deliverables:

- a) Maximise and enhance the utility, value and quality of council-owned land and buildings to deliver high quality homes for rent, improved streetscapes and permeability and employment and training opportunities
- b) Deliver high quality and fit-for purpose public buildings at good value.

KEY ISSUES FOR CONSIDERATION

Costs of construction and programme affordability

27. As a direct result of the significant downturn in the economy and pressure on local authority finances, as detailed in the previous sections, the council

has undertaken a comprehensive re-profile of forecast costs across all new housing development schemes to assess affordability within the current funding envelope.

28. This exercise confirmed that all schemes within the new homes programme, with a contractual commitment, remain affordable at present, and will continue to be delivered as planned, albeit subject to an internal cost review exercise to better help control costs that remain under significant pressure.
29. However, in considering where best to allocate resources to develop the next tranche of new affordable homes the council is seeking the views and priorities of local people that could include a broader range of approaches to boost supply of new affordable homes for Southwark residents.

People powered housing pipeline

30. Southwark council is seeking to balance the increasing demand for genuinely affordable homes with the challenging financial landscape. The council believes that as these decisions have such importance for so many of our residents, it is important that our residents are part of the decision making process, and work alongside us to develop solutions to the challenges. The issues are complex, the solutions will not have straightforward answers, and many will be a trade-off between competing priorities.
31. The council intends to have a focused consultation with residents going forward. In order to seek and listen to the views of our Residents, to understand which priorities are consider the most important and what approach residents would like to see come forward
32. The consultation exercise will assemble a wide range of diverse residents to go through the issues, test ideas and assumptions, Looking in depth as to how we can maximise the opportunities we have to bring forward the maximum number of council homes and maintain the existing stock.
33. The makeup of this consultation process will be brought forward, learning from other council consultation processes and best practices to provide clear recommendations to present to cabinet on the way to maintain our ambitious targets but also a tight rein on the finances.

Adopting a portfolio approach to deliver homes in Southwark

34. As set out in the Routes to 11,000 – a new council homes strategy for Southwark', the council is committed to creating new affordable housing supply, this could include, but is not limited to;
 - Increasing the number of intermediate tenures or homes for sale to help pay for new affordable homes
 - Use development agreements to work in partnership to deliver more affordable homes

- Look at a range of partnering option where the council could leverage its assets to deliver more affordable homes
 - Best utilising land or assets to help pay for new affordable homes
 - Acquire new affordable homes rather than building them ourselves where it is more cost effective to do so.
35. The first tranche of new affordable housing supply that has delivered 2,500 new homes across the borough, is mostly characterised by site specific solutions – either in the form of direct delivery or by means of a joint venture. Many of the schemes, on their own, proved financially unviable, mainly because of the upfront cost of acquiring land or right-to-buy properties to allow vacant possession as well as the commitment to deliver schemes that are 100% social rent tenure. The next tranche of new affordable homes will likely draw a range of delivery approaches and the considerations from resident engagement will be used, in part, to determine the programme up to 2026.
36. One option for the council moving forward is to adopt a broader ‘portfolio approach’ to its affordable housing supply, as outlined in the ‘Routes to 11,000 – a new council homes strategy for Southwark’. This could provide the opportunity to combine development of the schemes that have the potential to generate a surplus with those that require a net investment. This is an approach that could help develop a self-funding programme in future which moves away from an over reliance on HRA borrowing and ensures Southwark remains ready to take advantage of other possible emerging funding opportunities.

Programme review

37. Southwark council has a well-developed direct delivery programme with a track record of delivering quality council homes for its residents. Alongside the community consultation in over the next few months, a programme review will be undertaken in tandem.
38. The programme review is primarily a desk top exercise that combines in-house resources and external viability consultants, Red Loft, to provide market based expertise. The review seeks to adopt a consistent and standardised approach to scheme appraisals and models the potential of each site to deliver new homes, whilst drawing upon local knowledge from Councillors, officers and the local communities.
39. The assessments undertaken as part of the programme review will look at factors such as the potential deliverability of a scheme, that is how easily the site could be developed taking into consideration site constraints such as access, contamination or utilities on site, the strategic fit of a scheme in terms of the councils wider place shaping objectives such as permeability, inclusivity or community benefit alongside the financial business case which considers development costs and viability. Individual site analysis could then combined at a programme level to explore what combination of sites and investment could offer Southwark the best option to meet its strategic

and financial aims. The combination of the programme review and recommendations local engagement will form the basis of the future delivery pipeline to be presented to cabinet later this year.

Policy Framework Implications

40. The new homes delivered through Southwark Construction are in line with the council's principles and vision for a new housing strategy which is aimed at increasing the availability, affordability and quality of homes in the borough.
41. The long term housing vision for the borough sets a clear policy direction for the council that directly impacts the delivery of the new homes set out in this report. The vision comprises four overall principles:
 - a. The council will use every tool at our disposal to increase the supply of all kinds of homes across Southwark.
 - b. The council will demand the highest standards of quality, making Southwark a place where you will not know whether you are visiting homes in private, housing association or council ownership.
 - c. The council will support and encourage all residents to take pride and responsibility in their homes and local areas.
 - d. The council will help vulnerable individuals and families to meet their housing needs and live as independently as possible.

Community, equalities (including socio-economic) and health impacts

42. **Community Impact Statement:** We do not anticipate any impact on physical or mental health from the production of this report as it seeks to establish the principles for what a future new homes programme could look like. Ensuring meaningful community consultation and engagement for potential housing developments as they are identified is a central part of the development process. Southwark Construction remains committed to its Resident Engagement Charter of Principles as approved by cabinet, this will be reinforced through the citizen jury as outlined.
43. **Equalities (including socio-economic):** The principles in this paper will enable the council to deliver a future pipeline of new genuinely affordable homes that will be available to people on the council's housing needs register. The council's equality and diversity policies will be adhered to during each stage of the process from design consultation to the letting process.
44. **Health Impacts:** The council's commitment to the future delivery of new quality affordable homes supports improved health outcomes for residents in housing need.

Climate Change Implications

45. On 18 June 2019, the council's cabinet agreed the resolution passed by the council assembly on 27 March 2019 to "declare a Climate Emergency and do all it can to make the borough carbon neutral by 2030." In establishing the principles for a future new homes programme it is recognise that residential buildings have a key role to play in reducing carbon emissions during development and post occupation.
46. In line with this, future developments will seek to meet the highest energy and sustainability targets in line with both the council's and GLA policies. The energy strategy will follow the four step Energy Hierarchy outlined in the London Plan:
- Be Lean: fabric first approach with low u-values and air permeability, high efficient lighting and mechanical ventilation to reduce energy demand
 - Be Clean: connection to the local South East London Combined Heat & Power (SELCHP) district heating network for low carbon heating and hot water supply to all uses in the development
 - Be Green: solar PV will be maximised in all available roof space
 - Be Seen: the development will incorporate a monitoring strategy to reduce the performance gap.

Resource implications

47. Adequate resource has been allocated to plan, manage and undertake the programme review and resourcing will be considered as part of future proposals recommended to cabinet.
48. There is no recommendation to procure as part of this report. However, all future procurement led by Southwark Construction supports the council's Fairer Futures Commitment – A place to belong to, in order to ensure the council is receiving value for money and delivering added social value.

Legal implications

49. This report is seeking approval for a revised approach to Southwark's new homes delivery model, which does not in itself give rise to any direct legal implications. Any recommendations resulting from the programme review will be subject to obtaining any necessary approval from Cabinet and in line with the council's scheme of management.

Financial implications

50. This report is requesting approval for a revised approach to Southwark's new homes delivery model, which does not in itself give rise to any financial implications. However, pending the outcome of the review and subject to consultation a revised new homes strategy and delivery plan will be presented to cabinet with a financial business plan and implications.

Consultation

51. This report has been produced with input from relevant officers leading on the development and delivery on new homes.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive – Governance and Assurance

52. This report asks the cabinet to note a number of recommendations in relation to the Southwark Construction strategic plan, and in particular to approve that a comprehensive review and significant resident engagement is undertaken to inform the council's approach in relation to the future construction programme, as further detailed in paragraphs 1-5 of this report. Pursuant to Part B of the council constitution, the cabinet is responsible for formulating the council's overall policy objectives and priorities, and therefore the decisions to be made under this report can be made by cabinet.
53. There are no significant legal implications arising from the recommendations in this report. However in considering these recommendations, the cabinet should have regard to the council's obligations to carry out its duties in accordance with the principles of best value, and to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. This report outlines how approval of these recommendations will help to ensure the continued delivery of the Southwark Construction new homes programme. The Assistant Chief Executive of Governance & Assurance, and her staff will provide advice to officers on any legal and governance issues arising from this report and the findings of the comprehensive review/resident engagement.
54. The cabinet's attention is drawn to the Public Sector Equality Duty (PSED General Duty) under the Equality Act 2010, which requires public bodies to have regard, when making decisions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. The cabinet is specifically referred to the community, equalities (including socio-economic) and health impacts statement at paragraphs 36-38, setting out the consideration that has been given to equalities issues, which the cabinet should give careful consideration to when approving the recommendations in this report. The PSED General duty is a continuing duty and will need to be further considered when later reports are brought to cabinet regarding this strategic plan. Reference is also made in the report to resident consultation that is due to take place. Cabinet will be required to conscientiously take into account the results of this consultation when future reports on the outcome are brought forward.

Strategic Director of Finance and Governance (H&M)

55. This report seeks cabinet approval for officers to undertake a comprehensive review of Southwark Construction's strategic plan and the undertaking of a range of resident engagement exercises to help inform the council's approach to affordable housing supply up to 2026. It is important that Southwark Construction is able to operate during a time of great economic uncertainty as outlined in the report whilst ensuring the new build programme remains affordable and sustainable. Approval of the recommendations made in this report is intended to help maintain the delivery of new homes during these challenging times. While the report itself does not give rise to any financial implications, any revised new homes strategy and delivery plan arising from the proposed review will be presented to cabinet with a financial business plan and implications.

REASON FOR URGENCY

56. This report sets out the proposed strategy and options for the development of housing in Southwark. A decision on the strategy for guaranteeing a financially sustainable housing supply and extensive resident engagement on housing schemes is key to delivering the commitments laid out in the Council Delivery Plan. The urgent approval of this report is required to avoid delays to the undertaking of a range of resident engagement. This will inform the council's approach to affordable housing supply up to 2026, these recommendations are to be reported to cabinet in 2024. The current economic environment requires a dynamic and agile approach from Southwark Construction to deliver on both future and current developments that are already underway. This will reduce the incurrence of costs to the council moving forward by enabling Southwark Construction to remain responsive to the economic situation in its financing and planning.

REASON FOR LATENESS

57. It has not been possible to circulate this report five clear days in advance of the meeting in order to obtain the adequate detail and context required to present the proposals in the above report. These were not completed at the time the agenda was despatched.

BACKGROUND DOCUMENTS

Background Documents	Held At	Contact
'Route to 11,000 new council homes for Southwark' – New Homes Strategy	Link: How we're going to create 11,000 new council homes (southwark.gov.uk)	

APPENDICES

No	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Darren Merrill, Council Homes and Homelessness	
Lead Officer	Stuart Davis, Managing Director Southwark Construction	
Report Author	Zoe Davies, Strategic Lead Programme Management Office	
Version	Final	
Dated	2 March 2023	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
List other officers here		
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		2 March 2023

Item No: 10.	Classification: Open	Date: 7 March 2023	Meeting Name: Cabinet
Report title:		Addendum report Marie Curie Update	
Ward(s) or groups affected:		All	
From:		Councillor Darren Merrill, Council Homes and Homelessness	

PURPOSE

1. To advise members of further information.

RECOMMENDATION

2. That members note and consider further information set out at Appendix 1.

FACTORS FOR CONSIDERATION

3. Appendix 1 (Marie Curie action plan) has been added to this addendum report. This action plan is referenced in paragraph 26 of the main report.

REASON FOR URGENCY

4. The report updates on the important fire safety works that are ongoing at the Marie Curie Housing block. The update is urgent as it informs cabinet of the progress of works and the steps being taken to deliver on the independent review previously taken to cabinet. This update also sets out another update in September 2023 and it is vital to ensure these updates are heard.

REASON FOR LATENESS

5. The new information added to the main report and recommendation has been received since the committee agenda was printed. They all relate to an item on the agenda and members should be aware of them. The action plan is important contextual information that demonstrates the next steps referred to in this report for meeting the recommendations of the independent review.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
As set out in the main report.		

APPENDICES

No.	Title
Appendix 1	Marie Curie Action plan

Marie Curie Action Plan**APPENDIX 1**

Last updated: Weekly Marie Curie Meeting - 27 February

Progress Rating	Description
Off Track	The action has not been completed by its due date a revised date have not been agreed.
At Risk	These actions may miss or have missed their due date. However, revised completion dates have been agreed.
On Track	These actions will be completed by their assigned due date
Completed	This is an action which has been Completed.

Marie Curie Recommendations**Status:**

- **14 Actions**
- **5 are Complete**
- **6 are On Track**
- **3 are at Risk**
- **0 are Off Track**

Recommendation 1: A suitably competent person should review the fire risk assessments and compartmentation surveys for Marie Curie and write a fire strategy for the building.

Council Response (September 2022)				
The Council is currently undertaking a Qualitative Design Review (QDR) for Marie Curie. A QDR brings together a range of different stakeholders (such as fire engineers, contractors, consultants and clients) to determine the works that may be needed to bring the fire risk for the building at an acceptable level.				
Action Plan				
Action	Description	Responsible	Due Date	Status
1.1	QDR to review the Fire Risk Assessment	Investment Service	28 February 2023	Complete
1.2	QDR to review the compartmentation surveys	Investment Service	28 February 2023	Complete
1.3	QDR to write Fire Strategy for the building	Investment Service	28 February 2023	At Risk (Revised date - April 2023)

Recommendation 2: Fire safety works to Marie Curie should be undertaken in line with the fire strategy written.

Council Response (September 2022)				
As discussed above, the QDR will determine the fire safety works that need to be undertaken, these will be in line with the Fire Strategy, which will also be an output of the QDR. An output of the QDR will result in an appropriate Fire Strategy for Marie Curie being in place.				
Action Plan				
Action	Description	Responsible	Due Date	Status
2.1	QDR to determine works that need to be undertaken (to reflect the Fire Strategy).	Investment Service	28 February 2023	At Risk (Revised date - April 2023)
2.2	Conduct Phase 1 works	Investment Service	Commence during 2023	On Track
2.3	Conduct Phase 2 works	Investment Service	Commence when the building is empty	At Risk (Dependent on the QDR, estimated September 2023)

Recommendation 3: Third-party accredited contractors should be used to carry out the fire safety works at Marie Curie noted in the fire strategy.

Council Response (September 2022)				
Formally appointed and competent third-party accredited contractors will conduct the relevant works. The Employers Requirements (which outline what the Council requires of the consultants and contractors) will stipulate this.				
Action Plan				
Action	Description	Responsible	Due Date	Status
3.1	Review competencies of contractor who will be conducting these works	Investment Service	During 2023 (before works begin)	On Track
3.2	Share the contractors who will be conducting the works.	Investment Service	During 2023 (before works begin)	On Track

Recommendation 4: Adequate oversight of the fire safety works at Marie Curie should be in place.

Council Response (September 2022)				
The Council will assign a Clerk of Works to add an additional level of supervision for these works, which will give assurance that the specification and best practice are being followed.				
Action Plan				
Action	Description	Responsible	Due Date	Status
4.1	Consultant to assign a Clerk of Works for the works at Marie Curie.	Investment Service	2023 (when works begin)	On Track

Recommendation 5: Going forward, the fire strategy should be available to anyone undertaking works to Marie Curie that may affect fire safety measures.

Council Response (September 2022)				
This is needed to ensure no material change will affect fire strategy and will be managed as part of our Building Safety Team, and the implementation of 'Authority to Proceed' process				
Action Plan				
Action	Description	Responsible	Due Date	Status
5.1	Develop a register of relevant contractors	Building Safety Service	November 2022	Complete
5.2	Conduct audits of the Council's management of relevant contractors	Building Safety Service	January 2023 – December 2023	On Track
<p>The Building Safety Service has developed a register of relevant contractors and it conducts audits of the management of these contractors. This will include checking that the appropriate documents, including fire strategies, are given to anyone undertaking works at Marie Curie and other buildings. Where documents are not given to contractors, that contractor's authority to proceed for that building may be withdrawn.</p> <p>This will also be supported by the documents within the BSMS. This will allow for the audits to be undertaken during the future. The documents are discussed by the BSMS briefing.</p>				

Recommendation 6: Future works at Marie Curie House should include fire safety considerations, provided by a suitably competent person and informed by the fire strategy.

Council Response (September 2022)
The project team is evaluated at the point of the feasibility (scope of works) to ensure the relevant engagement of competent persons are employed to deliver the works.

Action Plan				
Action	Description	Responsible	Due Date	Status
There are no actions for this at the moment, as this applies to future works at Marie Curie (rather than the works planned for 2023).				

Recommendation 7: Future fire risk assessments at Marie Curie House should be undertaken by a suitably competent individual and informed by the fire strategy. The scope of the fire risk assessments should include fire safety measures within flats where they can be expected to affect occupants of other flats. Future fire risk assessments should also include inspection of all communal areas of the building, including ceiling voids.

Council Response (September 2022)				
FRAs are undertaken by suitably qualified/competent Fire Safety Surveyors. The Council is currently upskilling surveyors as part of its competency programme around new legislation.				
As part of the Building & Fire Safety Process, a monthly Interdepartmental Meeting is undertaken with key stakeholders (Resident Services, Building Safety Managers, Repairs Surveyors and Major Works Project Managers) to review FRA Tasks and HHSRS reporting to ensure any potential issues identified within a property are raised.				
For the assessment of risk within the flats, the Council will be using HHSRS (Housing Health and Safety Rating System). HHSRS is a scoring system used to measure hazards within a flat. It looks at 29 different hazards, including fire. The Council has set up a new Fire Safety meeting which is attended by officers from the across Housing and Modernisation Department. When Council officers go within flats (this could be for a range of reasons, including conducting a repair or a tenancy visit), they may find an HHSRS hazard. The new Fire Safety meeting will allow officers to report these hazards, so that the appropriate actions can be taken to address them.				
Future FRAs at Marie Curie will consider the fire strategy and they will look at all the communal areas of the building, including ceiling voids.				
Action Plan				
Action	Description	Responsible	Due Date	Status
The actions relating to the upskilling of the Fire Safety Surveyors are discussed below (see recommendation 11 and actions 11.1 to 11.3).				
7.1	Review the approach to the Interdepartmental Meetings	Building Safety Service and Engineering Service	December 2022	Complete

7.2	Relevant officers to undertake HHSRS Training	Building Safety Service, Engineering Service, Repairs Service	January 2023 to June 2023	On Track
7.3	Future FRA at Marie Curie to consider Fire Strategy and to look at all the communal areas of the building, including ceiling voids.	Engineering Service	January 2023	Complete

Council Recommendations

Status

- **24 actions**
- **5 are Complete**
- **16 are on Track**
- **3 are At Risk**
- **0 are Off Track**

Recommendation 8: Implement the requirements of the Fire Safety Policy, including a strategy for the department, protocols for the tasks carried out and an audit system.

Council Response (September 2022)				
<p>The Council is currently reviewing its Fire Safety Policy to incorporate new legislation guidance in response to the new requirements to include PAP (Principle Accountable Person), AP (Accountable Person) and RP (Responsible Person), which are the named person(s) that will be accountable for Building and Fire Safety. Lawyers Trowers and Hamlins are currently reviewing an amended Building and Fire Safety Policy which will form a new Building & Fire Safety Policy.</p> <p>Frankham's have recommended that the Council incorporates the Fire Management System BS9997 (A Fire Management System allows an organisation to manage its processes and procedures relating to the reducing fire risks). The Council's Building Safety Management System will follow BS9997 and other statutory requirements. This management system will be applied across the Council's stock and it will include protocols for tasks carried out, an audit system, and management review process.</p>				
Action Plan				
Action	Description	Responsible	Due Date	Status

8.1	Agree the new Building and Fire Safety Policy	Building Safety Service	31 March 2023	On Track
8.2	Review the existing Fire Safety Policy	Engineering Service	31 March 2023	On Track
8.3	Implement a Building and Fire Safety Management System	Building Safety Service	1 April 2024	On Track

Recommendation 9: Implement a fire risk management system within the Council; consider BS 9997 or a similar system

Council Response (September 2022)				
<p>The Council's Building Safety Management System will follow BS9997 and other statutory requirements. This management system will be applied across the Council's stock and it will include protocols for tasks carried out, an audit system, and management review process.</p> <p>APEX (the Council's database for managing its assets, including housing stock) is also being upgraded. This should also help the Council to implement the new management system.</p>				
Action Plan				
Action	Description	Responsible	Due Date	Status
The actions and update relating to the Management System are discussed above (see Action 8.3).				
9.1	Upgrade APEX - Phase 1	Building Safety Service	31 December 2022	The Council will not be upgrading APEX. It will deliver a replacement system for statutory compliance and a replacement system for its stock data. The compliance system is relevant to
9.2	Upgrade APEX - Phase 2	Building Safety Service	31 March 2023	

				this, so it has been added as a new action below.
9.3	Implement Replacement Data System for Statutory Compliance	Building Safety Service	30 April 2023	On Track

Recommendation 10: Review the fire risk assessment template, with a view to having a central document which contains building information, thereby simplifying the fire risk assessment report. The template should be relevant to the type of premises being assessed.

Council Response (September 2022)				
A review of the template has been conducted and the template is currently being re-written, it will meet the requirements of the Fire Safety Act and the recommendations from the report.				
Action Plan				
Action	Description	Responsible	Due Date	Status
10.1	Re-write the new FRA template	Engineering Service	30 November 2022	Complete
10.2	Implement the new FRA template	Building Safety Service and Engineering Service	Dependent on action 9.3 (when the new system is implemented, the new template can be added)	On Track

Recommendation 11: Complete the skills matrix for the Fire Safety Team and ensure that there is a clear skills gap analysis undertaken by someone suitably competent to do so – this should then be used to create a training plan.

Council Response (September 2022)
The Council has used a competent and qualified consultant to write a competency framework for the Fire Safety Surveyors. This framework uses a skills matrix to

outline and measure the skills needed and levels of competence required by individuals to conduct Fire Risk Assessments for different buildings types. This framework follows the industry best guidance and has been agreed by the Council.

Each Fire Safety Surveyor will complete questionnaires and interviews with an independent fire safety specialist. The results from these reviews will determine the skills and competence level of each member of the team. It will also determine where the team has skills gaps. These gaps will be addressed by personalised training plans for each member of the team.

The consultant is also developing training for the members of the Fire Safety Team who are not surveyors.

Additional competency and training being developed with Chartered Association of Building Engineers (CABE).

Action Plan				
Action	Description	Responsible	Due Date	Status
11.1	Fire Safety Surveyors to complete questionnaires & interviews	Engineering Service	December 2022	Complete
11.2	Fire Safety Surveyors to be assessed against the competence framework	Engineering Service	December 2022	At Risk (Revised date - April 2023)
11.3	Develop training plans for each Fire Safety Surveyor	Engineering Service	December 2022	At Risk (Revised date - April 2023)
11.4	Develop training for the other members of the Fire Safety Team (those who are not surveyors).	Engineering Service	January 2023	At Risk (Revised date - April 2023)
11.5	Develop training with the Chartered Association of Building Engineers (CABE).	Building Safety Service	March 2023	On Track
11.6	Develop a competency framework for the Building Safety Service	Building Safety Service	January 2023	Complete

As an additional action from September 2022, the Council has developed a bespoke competence framework for the Building Safety Service.

Recommendation 12: Fire risk assessors should have access to more expert advice from a fire engineer. Identify how the Fire Safety Team will access sufficiently

competent advice to assist them with queries and to review assessments. Given the current levels of competence (recommendation is for 100% of assessments).

Council Response (September 2022)				
The Fire Safety Surveyors have access to a database BSI (British Standards Institute) which provides them with the technical guidance.				
The Fire Safety Surveyors have an internal peer review before Fire Risk Assessments are released.				
The Fire Safety Team have access to an external and independent Fire Engineer as and when required.				
Under the Council's Building Safety Management system, appropriate and risk-based audits will be conducted, this will include reviews of Fire Risk Assessments and competencies.				
Action Plan				
Action	Description	Responsible	Due Date	Status
The actions for this are discussed elsewhere. For the FRA quality checks, see action 14.1 and 14.2. For the Building Safety Management system see action 8.3.				

Recommendation 13: Review the job specification for the roles of Fire Safety Surveyor, Senior Fire Safety Surveyor and Fire Safety Manager, particularly in terms of skill levels, qualifications and third party accreditations. Our recommendation is that a Level 4 qualification would be a minimum for surveyors, with additional specific knowledge required dependent on the type of building (e.g., purpose-built block of flats, converted house etc).

Council Response (September 2022)				
The level of qualifications and experience for these roles will be included within the competency framework review, produced by the external consultant.				
Action Plan				
Action	Description	Responsible	Due Date	Status
See above for an update on the actions relating to the competency framework review				
13.1	Review the Job Specification for Fire Safety Surveyor	Engineering Service	28 February 2023	On Track
13.2	Review the Job Specification for Senior Fire Safety Surveyor	Engineering Service	30 April 2023	On Track
13.3	Review the Job Specification for Fire Safety Manager	Engineering Service	30 June 2023	On Track

Recommendation 14: Refocus the management KPIs away from throughput towards skills levels of staff, quality of assessments and adherence to Fire Safety policy. Audits will need to be undertaken by someone with suitable technical competencies.

Council Response (September 2022)				
<p>London Borough of Southwark currently have two KPIs relating the performance outputs of FRAs undertaken: -</p> <ol style="list-style-type: none"> 1. Based on volume of FRAs completed against Target 2. FRA Tasks Allocations <p>The implementation of additional quality control reviews of Fire Safety Surveyors Reports and increased competency training within the FRA Team will further support the Council commitment to excellence.</p> <p>The newly appointed Fire Safety Manager (August 2022) is delivering these recommendations throughout the FRA team.</p>				
Action Plan				
Action	Description	Responsible	Due Date	Status
14.1	External Quality Assurance of FRAs (review of 10% sample of FRAs conducted for High Rises)	Engineering Service	December 2022	Complete
14.2	Implement Additional Quality Controls (Internal – Fire Safety Manager)	Engineering Service	September 2022	Complete

Recommendation 15: Ensure that competent technical advice is involved in assessing whether contractors are competent to undertake particular types of fire safety work.

Council Response (September 2022)				
<p>The Council uses contractors from various conforming bodies: Timber Research & Development Association (TRADA) International Fire Consultant (IFC) British Approval Fire Equipment (BAFE) Therefore, the Council can be assured that these contractors are competent.</p>				
Action Plan				
Action	Description	Responsible	Due Date	Status
No actions for this, as the Council uses competent contractors.				

Recommendation 16: Ensure that a suitably competent Engineer has technical strategic oversight over fire safety within the buildings assessed by the Fire Safety Team. Ensure that there is similar in-house engineer involvement in Major Work's projects and with the new Building Safety Team. Review where this individual sits within the organisation and to whom they should report.

Council Response (September 2022)				
The Council uses an external fire engineer to advise the Fire Safety Team, Investment Team (which delivers Major Works), and the Building Safety Team.				
The Council has a Building Safety Manager who manages the relationship with the external Fire Engineer. The work that is reviewed by the Fire Engineer is determined by risked priorities for the services discussed above. The outputs from the Fire Engineer are reviewed and approved by the Head of Engineering, the Head of Investment, the Head of Building Safety, and Assistant Director for Building Safety.				
Action Plan				
Action	Description	Responsible	Due Date	Status
As explained above, the Council does have the advice of a competent engineer (both external and within the Council). Therefore, an action plan was not needed for this recommendation.				

Recommendation 17: Create a more robust platform for the Council and tenants and residents to communicate more effectively.

Council Response (September 2022)				
The Council will achieve this through the following:				
<ul style="list-style-type: none"> • Estate Days to engage with residents around fire safety, repairs and other matters. The Council will work with the LFB to deliver these. • The new Building Safety Team has dedicated resources for this (Building Safety Relations Manager, Senior Resident Liaison Officer, Resident Liaison Officers). This will add to the existing resource and teams across the Council that deliver communications to residents. • The Council will deliver significant communication and engagement for the Priority Surveying Programme. This will include letters, FAQs, Q&A events, a video to explain more about the surveys, phone calls to arrange survey appointments. The Council will work with TMOs (Tenant Management Organisations) and TRAs (Tenant and Resident Associations). • Set up a new panel for Council tenants and leaseholders, which is dedicated to discussing Building and Fire Safety matters. This will include a review of whether the Council can provide training to residents. • Review the Council's complaints systems and processes, so that these are compliant with the requirements of the Building Safety Act. • With Marie Curie, the Director of the Ledbury Estate is delivering communications to residents to explain the steps being taken for this building and will continue to do this when the Council has further updates, including those from the QDR discussed above. 				
Action Plan				

Action	Description	Responsible	Due Date	Status
17.1	Hold Estate Days with the LFB	Building Safety Service	Throughout Spring/Summer 2023	On Track
17.2	Develop bespoke engagement strategies for each High Rise Block	Building Safety Service	Resident Profiles for each block to be compiled by October 2023. Following this, strategies can be written by March 2024.	On Track
17.3	Deliver communications for the Priority Surveying Programme, including resident voice questionnaire	Building Safety Service	During the Priority Programme (likely to be December 2022 to October 2023)	On Track
17.4	Set up a dedicated resident panel for Building and Fire Safety	Building Safety Service	March 2023	On Track
17.5	Review the training that the Council will need to provide for residents	Building Safety Service	March 2023	On Track

17.6	Review the Council's complaints systems and processes.	Building Safety Service	April 2024	On Track
17.7	Deliver communications to the residents of Marie Curie	Ledbury Estate Team	Continuous	On Track

Recommendation 18: The Council's Fire Safety Policy was independently reviewed by FRMS in February 2022. Going forward, Southwark Council are reminded to continue to undertake this process on a regular, ongoing basis. (Note: Included here as a reminder only).

Council Response (September 2022)				
In addition the building and fire safety policy has been issued to our lawyers (Trowers & Hamblins LLP) and is currently in review in respect to accountable person AP/ principle accountable person PAP- and responsible person RP.				
Action Plan				
Action	Description	Responsible	Due Date	Status
The actions for the review of the Fire Safety Policy and the actions for the Building Safety Policy are discussed above.				

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