

Housing and Community Engagement Scrutiny Commission

Tuesday 5 October 2021
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Gavin Edwards (Chair)
Councillor Damian O'Brien
Councillor Jon Hartley
Councillor Sunny Lambe
Councillor Lorraine Lauder MBE
Councillor Richard Livingstone
Councillor Jane Salmon
Bassey Bassey (Co-opted member)
Cris Claridge (Co-opted member)
Ina Negoita (Co-opted member)

Reserves

Councillor Victor Chamberlain Councillor Dora Dixon-Fyle MBE Councillor Nick Dolezal Councillor Karl Eastham Councillor Hamish McCallum Councillor Victoria Olisa Councillor Andy Simmons Councillor Bill Williams

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Contact

Amit Alva on email: amit.alva@southwark.gov.uk



Members of the committee are summoned to attend this meeting **Eleanor Kelly**Chief Executive

Date: 27 September 2021





Housing and Community Engagement Scrutiny Commission

Tuesday 5 October 2021
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No. Title Page No.

PART A - OPEN BUSINESS

1. APOLOGIES

To receive any apologies for absence.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT.

In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS.

Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.

4. MINUTES 1 - 4

To approve as a correct record the Minutes of the meeting held on 12 July 2021.

5. NEW COUNCIL HOMES ON EXISTING ESTATES - CASE STUDY 5 - 15 1- BRENCHLEY GARDENS

To receive a report from Stuart Davis, Director of New Homes, Housing and Modernisation and Owen Thompson, Development Manager, Housing and Modernisation on New council homes on existing estates, as a case study on Brenchley Gardens Estate.

To hear from representatives of the Tenancy Management Organisation (TMO) and Tenant and Resident Association (TRA).

To hear from Peckham Rye Ward Councillors. Councillor Victoria Mills and Councillor Renata Hamvas.

6. COUNCIL PLAN ON BUILDING ZERO CARBON HOUSES

To receive a report from officers Juliet Seymour, Planning Policy Manager and Tom Buttrick, Planning Policy Team Leader on Council Plan on Building Zero Carbon Houses.

To hear from Councillor Helen Dennis, Cabinet Member for the Climate Emergency and Sustainable Development on Zero Carbon Housing.

7. WORK PROGRAMME 2021/22

25 - 31

16 - 24

To discuss and agree the commission's work programme for 2021/22.

DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING.

Date: 27 September 2021



HOUSING AND COMMUNITY ENGAGEMENT SCRUTINY COMMISSION

MINUTES of the Housing and Community Engagement Scrutiny Commission held on Monday 12 July 2021 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Gavin Edwards (Chair)

Councillor Jon Hartley
Councillor Sunny Lambe

Councillor Richard Livingstone

Councillor Jane Salmon

Bassey Bassey (co-opted member) Cris Claridge (co-opted member) Ina Negoita (co-opted member)

OTHER

MEMBERS Councillor Stephanie Cryan, Cabinet Member for Council

PRESENT: Homes and Homelessness

OFFICER Amit

SUPPORT:

Amit Alva, Scrutiny Officer

1. APOLOGIES

Apologies absence were received from Councillor Anood Al-Samerai (Vice-Chair) and Councillor Lorraine Lauder MBE.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were no urgent items of business which the Chair deemed urgent

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

There were no disclosures of interests or dispensations.

4. MINUTES

That the minutes of the meeting held on 26 April 2021 be approved as a correct record.

5. INTERVIEW WITH CABINET MEMBER FOR COUNCIL HOMES AND HOMELESSNESS [NEW COUNCIL HOMES]

Councillor Stephanie Cryan Cabinet Member for Council Homes and homelessness introduced the briefing paper in relation to the progress made on building new council homes, following the agreed council commitment to build 11,000 new council homes by 2043. Councillor Cryan informed the commission that progress made so far is on track to reach 2500 new council homes by May 2022.

Councillor Cryan highlighted the housing crisis in Southwark and nationally which depicts the lack of truly affordable housing. Councillor Cryan felt another factor that exacerbated the social housing crises was the loss of available social housing through Right to Buy – there were currently 17,000 right to buy homes in Southwark.

Councillor Cryan also spoke about the human cost of over 15,000 households on the council's housing waiting list living in inadequate accommodation, especially with almost half of these households including children with no separate bedrooms and overcrowded families, leading to issues with health and well-being. Councillor Cryan emphasised the approach taken by the council's home building programme with regards to meeting the needs of families and local communities in matters of housing capacity, education and health.

Councillor Cryan briefed the commission on the council's wide range of building programmes where they had acquired sites from PC world and B&M, in addition, Ledbury and Tustin estates are undergoing regeneration where parts of the estates are being refurbished and some areas are being demolished to build new homes, 50 percent of these new homes would be council homes.

Following the presentation, Councillor Cryan answered questions of the commission. Questions and discussion were held around the following:

- Definition of viability in the context of the housing briefing paper
- Community engagement issues and challenges facing the development at Brenchley Gardens
- What factors are considered to determine the types of houses and flats being built? Is the Council Housing waiting list a factor?

In responding to some of the questions Councillor Cryan informed the commission that viability in this context meant the impact of the delivery of houses in developments like Ledbury and Tustin would have on the Housing Revenue Account internally in terms of rental income. The consultation process was followed for the development at Brenchley Gardens, however roof-top developments which was the cause for issues has now been removed and learnings from the consultation process would be revised and incorporated into future processes. The Chair expressed an interest in looking at such examples as a part of this commission's work programme

Councillor Cryan informed the commission that factors such as family sizes and individual family needs were being considered as part of the consultation to match local housing needs. Larger houses were also being built in certain areas which would mean families moving from flats which in turn would free up flats and smaller houses to be opened up for others on the waiting list.

- Loss of green spaces at Bourbon and Folkestone developments
- Impact of 'right to buy' legislation on council housing
- · Zero-Carbon Housing progress

Councillor Cryan reported that she would be meeting residents of Bourbon and Folkestone on these matters at upcoming development meetings to hear their views and engage with them to find solutions to some of the issues raised.

Councillor Cryan explained that the Council faces challenges with the building of houses which are carbon neutral but there are models from some other developments that can be used as a framework for Zero Carbon Housing which has been included in housing strategy papers presented to the Cabinet.

- Community Infrastructure (Green Spaces) for resident tenants and market tenants
- Building and maintaining properties under Fire Safety Act 2021

Officers will continue to ensure that such community infrastructure areas would be for the whole community and not just for private

developments and their tenants as these projects make their way through the planning system. Current funding would ensure Fire Safety Act 2021 is followed and keep the projects going till 2025 beyond which further funding applications will have to be made to Greater London Authority, one of the other challenges is the lack of expertise within the building safety managers to undertake this work.

The Chair relayed a request for information from the Vice-Chair Councillor Anood Al-Samerai on empty homes statistics.

6. WORK PROGRAMME 2021/22

The Chair in relaying this year's work programme felt that it was important that agendas are not too extensive and that the objective should always remain to get clear and concise recommendations from Scrutiny to Cabinet backed up by evidence in reports. The Chair's suggestions below:

- Case study/report on Brenchley Gardens development's consultation process.
- · Private Sector housing and costs of renting.
- Policy & Practice on mutual exchange, housing options.

The Commission made the following suggestions:

- Community engagement structures.
- Establishment of new Tenancy Management Organisations (TMO).
- Strategy and Implementation of the Fire Safety Act 2021.
- Council plan on building Zero Carbon houses.
- Impact of the pandemic on Southwark Housing and measures needed.

Meeting ended at 8.	38 pm		
	CHAIR:		
	DATED:		

Ward: Peckham Rye

Item No.	Classification:	Date: 27	Meeting Name: Housing
	0.000	September 2021	and Community Engagement
	Open		Scrutiny Commission
Report title	:	New council hom	nes on existing estates – Case
		Study 1 – Brenchl	ey Gardens
Ward(s) or groups affected:		Peckham Rye	
From:		Stuart Davis, Dire	ector of New Homes, Housing
		and Modernisat	ion and Owen Thompson,
			Manager, Housing and
		Modernisation	

- 1. The New Homes programme was originally established in January 2015 when the council agreed its new long-term housing strategy for the borough including specific commitments to increase housing supply, this included building 11,000 new council homes for social rent by 2043. Appendix 1 (link in Appendix Table below).
- 2. In September 2019 cabinet received a report, Appendix 2 (link in Appendix Table below), for considering rooftop developments on the Council's existing housing blocks. This noted that RTDs should be:
 - Seeking to build rooftop homes with high levels of modern methods of manufacturing in order to minimise the on-site time and potential disruption to existing residents.
 - Offering first letting option on those new homes to existing residents living immediately underneath them, with the vacated homes being made available to the wider housing waiting list.
 - Accompanying the development with improvements to the existing block, with a new roof, lift and landscaping non-rechargeable to leaseholders.
 - Enhancing the existing block as well to maximise internal living and amenity space and provide solutions for connecting new homes to existing services.

Rooftop Housing (RTD)

3. Rooftop housing is a way of adding to the housing stock and has the potential to extend upwards creating additional high quality new council homes. The Rooftop homes programme is mindful of the potential impact on local people and so the build methodology seeks to maximise the use of off-site, modular construction to minimise time on site and thus greatly reduce disruption to existing residents. As such every individual scheme will use the most appropriate, cost-efficient method of construction to provide the best quality homes in the fastest period possible.

- 4. The LB Southwark's rooftop homes "offer" to residents is that the council will deliver the major repair works and great estate improvements whilst also undertaking the RTD works. This is a cost-effective approach for all parties, and it offers the least disruption to residents.
- 5. In June 2020 cabinet members approved the review of the Charter of Principles of Consultation for Social Generation, Great Estates and New Homes. The RTH programme works to enhance level of these principles. Appendix 3 (link in Appendix Table below)
- 6. An initial assessment was undertaken of the council's flat roof estates to determine the suitability of these for inclusion in a possible programme. Factors assessed included:
 - Any known views of existing residents and the impact on leaseholders
 - The structural integrity of the blocks and their ability to accommodate additional stories
 - Fire safety
 - Development accessibility
 - Condition of the existing block and its investment needs
 - The capacity to deliver new homes
 - Ability to enhance the public realm and provide a strong local offer to existing residents
 - Density levels of the area, pre and post development
 - Ability to deliver high levels of modern methods of Construction (MMC)
 - The potential to deliver infill opportunities
- 7. Two key factors drives the delivery options on each estate; the employment of structural engineers and then fire consultants separately and before engaging each scheme architect, this will enable us to determine the structural capacity of each block, testing the assumptions made regarding their ability to contain the weight of proposed upward extensions, manage the risk of disproportionate collapse as well as the wind pressures on the proposed buildings.

Consultation (Programme Consultation and Engagement)

- 8. In all RTD initial consultation was undertaken with the lead member for Housing, this was further extended to internal stakeholders in validating a list of potential sites that could be taken forward for initial consultation with Ward Councillors and T&RA's and residents.
- 9. The RTD general resident consultation process was that a zoom meeting was held in with Tenants and Residents Associations (T&RA) in the absence of an opportunity to undertake an estate walkabout, because of Covid19 restrictions.
- 10. In all cases, letters and specifically a designed newsletter setting out the principles supporting the council's approach to roof top homes was also distributed to residents on the wider estates. The letters asked residents about the potential for improvements to

their estates and their thoughts about the roof top development scheme principles and if they were interested in working with the council in developing an estate project group.

- 11. The letters also provided a link to a survey on the Commonplace where residents can record their responses. During Covid19 restrictions the consultation period was extended to ensure residents were given a full opportunity to respond.
- 12. Further, all residents in blocks where RTD are proposed and who were identified as vulnerable, received phone calls to ensure they had received and were able to understand the proposals. They were also offered assistance with the completion of the Commonplace surveys.
- 13. The initial feedback from residents on the Commonplace estates is usually fully captured along with the responses from residents on the planned improvements on each estate. The programme has the potential, through the inclusion of, and alignment with, the Major Work's, Quality Home Improvement Programme (QHIP) and the Great Estates programme, to co-ordinate and provide a comprehensive range of locally valued improvements.
- 14. The combined budgets and procurement of services also provide an opportunity to obtain better efficiencies and value for money in the delivery of block improvements. The Council will also be able to provide improvements to residents earlier than originally scheduled, thus improving satisfaction levels in updating the existing housing stock.
- 15. The rooftop homes "resident offer" will not only include QHIP works, but it will also provide improvements to communal areas, i.e. the addition of door entry systems, the inclusion of updated fire safety measures to the existing building, new block services and public realm improvements. The extent of these will be determined through the formation of Resident Project Groups to inform the schemes design/development processes.
- 16. In documenting the individual scheme responses, we can demonstrate that we are able to confidently mitigate resident concerns and utilise their observations to provide fully localised housing solutions. Further, the programme is committed to working with Resident Project Groups in the designing and delivery of new homes and the improvements in the public realm on the proposed estates.

Brenchley Gardens RTD and Consultation

17. The Brenchley Gardens scheme can be described as set in open ground, with a good distance from any neighbours. Four (4) blocks of housing were deemed capable of taking a significant rooftop extension. In addition, there was a large area of unused green space at the north of the site facing onto Brockley Way which created the opportunity for a significant sized infill block addressing the street.

- 18. With the scheme's commitment to deliver significant improvements to the existing blocks and public realm, as well as the possibility of creating new social rented homes as noted below, there was a need to generate income to cross-subsidise these costs, with an infill sales block.
- 19. Proposed RTH blocks addresses:

17-47 Brenchley Gardens, SE23 3RD (ODDS ONLY)
65-95 Brenchley Gardens, SE23 3RE
113-143 Brenchley Gardens, SE23 3RF
161-191 Brenchley Gardens, SE23 3RF

- 20. Brenchley Gardens remained within the initial stage of the agreed consultation process where residents were introduced to the project proposal and feedback was sought via the Commonplace website.
- 21. The first presentation of the potential rooftop scheme on Brenchley Gardens was given to Ward Councillors on the 18th May 2020. Appendix 4 (link in Appendix Table below). A summary of that discussion was also provided to Ward Councillors confirming the discussion and points made soon after. Appendix 5 (link in Appendix Table below).
- 22. The development team engaged the Brenchley Gardens Tenant Management Organisation (TMO) based on the agreed consent of Ward Councillors.
- 23. The development team attended Zoom TMO meetings on the 20th August 2020 and on the 21st September to explain the principles of the project and how we intended to work with the TMO and eventually establishing a scheme Project Group. This included clarifying the RTD principles, the commitment to meeting housing needs locally and the critical block and environmental improvements that could be gained from a RTD project. The meeting with the TMO reflected the most up to date capacity study undertaken by the VOP Group obtained in August 2020. This also demonstrated the capacity of an infill site.
- 24. We understand that some local residents became nervous of the rooftop development proposals and invited Ward Councillors to a TMO meeting on the 23rd November to discuss the RTH proposals. As the authority on the Brenchley Gardens proposals, the development team requested an invite to this meeting, but were discouraged from attending and in doing so were not able to attend.
- 25. At the meeting of the 23rd November the development team were subsequently informed that Ward Councillors claimed that they were not informed about an infill opportunity at Brenchley Gardens and some TMO members also claimed this had not been raised with them as part of the development team's previous discussions. This led to a loss of resident confidence in the process.
- 26. A review of the presentation and further discussion with the TMO's secretary confirmed that an infill site had indeed been discussed.

- 27. A copy of the Zoom recording was requested of the TMO with Ward Councillors meetings so officers could clarify and address any misunderstandings or mis representation of the issues and process, but the development teams request was denied. An abridged version of the recording was eventually received however this did not address issues of specific resident concerns.
- 28. A newsletter was issued by the development team to estate residents on the 18th December that highlighted the RTHs key principles. Appendix 6 (link in Appendix Table below). The schemes Commonplace was launched on the 20th December.
- 29. The newsletter did not highlight the more specific proposals for Brenchley Gardens including that of an infill site, that had been discussed with the TMO, and which had been shown in the Commonplace. This created concern from some TMO members who felt specific details were being withheld from the wider resident group.

Commonplace (estate websites)

- 30. Information regarding the Brenchley Gardens project, including the details of an architectural capacity study undertaken by VOP Group were included in the Brenchley Gardens Commonplace with the website launching on 22nd December 2020.
- 31. Also available was a questionnaire seeking feedback to the VOP Group proposals and inviting residents to share their views and concerns about how the council could make improvements to their homes and surrounding areas of the estate.
- 32. Residents were specifically asked to respond to the rooftop homes mini survey which stated:
 - Do you think it's important that we build new homes for people in need of housing?
 - Do you support the idea of new homes for residents on your estate?
 - Is your existing home suitable for your current needs?
 - Are there important works and improvements that are needed for your existing block?
 - How do you think your estate could be further improved? Tell us how you think your estate could be further improved?
 - Would you like to be involved in how we develop the detail plans for your block and estate? - methods of meeting - which methods of contact do you have
 - Are the leaflets on roof top developments helpful in providing answers to some of your questions?
- 33. The resident feedback responses gathered from the Commonplace, would normally have helped the development of the architect's design brief. The design brief is a key document that provides design requirements and improvements to the existing blocks and new homes in the scheme. Resident issues highlighted from the Commonplace included the need to address: Damp; fire safety improvements; a request to consider building on adjacent land; maintaining local parking levels; clarify the heights of the proposed extended blocks and other local repairs including block windows.

- 34. On the 25th January the development team attended the TMO meeting during which it became clear that a misunderstanding had arisen regarding the consultation material and scheme proposals. This included concerns that:
 - The newsletter that launched the Commonplace did not make significant mention of the infill project.
 - Some of the consultation questions were not "specific to Brenchley Gardens" and there was a sense they were not targeted at the homeowners/leaseholders who make up approx. 50% of the estate but were instead being directed toward tenants. Therefore, any results gathered would not be fully reflective of Brenchley Gardens.
 - The wider improvements and perceived benefits connected to the project would not be realised because the garden areas are well maintained, and residents were therefore not convinced of the need for estate improvements.

35. In response, it was agreed that:

- the development team agreed to work alongside two TMO representatives to ensure the website addressed resident concerns.
- a revised Commonplace would be launched with a clear reference to the infill location and providing clarity and more details the proposed new homes.
- 36. The TMO representatives requested a more specific question as to whether residents were supportive of a RTD scheme or not. Apart from this no significant changes to the previously launched Commonplace were suggested.
- 37. However, in reviewing the feedback from local residents, stakeholders and Ward Councillors obtained after the closure of the Commonplace website, it was decided to pause the project to review the overall proposal.
- 38. This would allow the team to repeat the consultation and to ensure that residents had every opportunity to express their views, ask questions and make comments. It was acknowledged that this was vital to restore the Council's reputation of effective engagement with residents and carrying out a collaborative design process.
- 39. This included the early establishment of a Resident Project Group, representative of both leaseholders and tenants from across the estate which would benefit the design development process.
- 40. The pause also allowed the development team to assess the critical repairs and improvements needed to the block in clarifying the local offer.
- 41. The pause further allowed the development team opportunities to review the deliverability of the infill site, and establish if this was possible, assess the financial viability of a RTD at Brenchley Gardens with and without it as an alternative tenure. As a Phase 2 project, the schemes successful delivery accompanied with the significant improvements to the existing blocks is unlikely to be viable or afforded without the ability to generate cross subsidy from a sales home as part of the development.

42. By exploring the opportunity to generate cross subsidy through the development of an infill site, the development team could ensure that the scheme was able contribute the council's ability to deliver a balanced and viable programme. It is recognised that the delivery of new social rented homes solely is unsustainable and unlikely to meet the councils' new homes targets.

Current Position

- 43. In February 2021 the Lead Cabinet member for Housing agreed the project team should explore the adding of a single storey of housing to the four blocks at Brenchley Gardens thereby creating 16 rooftop homes only.
- 44. At Brenchley Gardens the project was and remains at feasibility stage whereby architects have not been appointed to design a scheme and the proposal is simply a "possibility".
- 45. Prior to seeking approval to take rooftop schemes forward to residents, given the cost and sensitivity of building homes on top of existing buildings, the stock condition information needs to be considered and the impact delivering these projects on the housing investment programme.

Lessons Learned

- 46. With more people confined to their homes during lockdown and increasing numbers of people working from home during the pandemic, value of locally accessible outdoor spaces has risen. Therefore, any proposal seeking the withdrawal of a community asset such as outdoor amenity space is subject to additional scrutiny.
- 47. The development team should lead and be at the centre of the scheme engagement processes.
- 48. Residents from neighbouring areas (Athenlay Road) raised wider concerns about the area and impact new housing and residents would have on their properties including parking, increased traffic, and losses of nearby greenspaces.
- 49. Given the volume of development activity taking place across the borough, the development team recognises that there needs to be an improvement in the communication between officers, Ward Councillors. The New Homes Development Team are therefore seeking to introduce periodic Ward Councillors' briefings to keep Councillors informed and aware of the resident challenges and concerns of projects being developed in their wards.
- 50. Prior to seeking approval to take rooftop schemes forward to residents, given the sensitivity of building homes on top of existing buildings, stock condition and the structural capacity of the existing blocks needs to be presented to residents at the earliest opportunity.

Appendix Table

Appendix No.	Title	Date
Appendix 1	Borough wide capacity study of Housing land Cabinet Report Item 22 (Strategy for the 11,000 homes) G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens - Wrayburn Estate\1 Key Documents\Scrutiny Report\APPENDIX 1 - Report New Homes strategy.pdf	24 th March 2020
Appendix 2	Addition of Rooftop Homes to new Homes Report Cabinet report Sept 19 Cabinet item 13: outlines rooftop principles and programme update. http://moderngov.southwark.gov.uk/ieListDocuments.aspx?Cld=302&Mld=6415&Ver=4	17 th September 2019
Appendix 3	Report Review of Charter of Principles G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens - Wrayburn Estate\1 Key Documents\Scrutiny Report\APPENDIX 3 - Report Review of Charter of Principles.pdf	June 2020
Appendix 4	Ward Councillor Zoom presentation 1 G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens - Wrayburn Estate\1 Key Documents\Scrutiny Report\APPENDIX 4 - Brenchley Gardens RTD TMO Presentation.pdf	18 th May 2020
Appendix 5	G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens - Wrayburn Estate\1 Key Documents\Scrutiny Report\APPENDIX 5 - Brenchley Gardens Torridge Gardens Rooftop Development.msg	18 th May 2020
Appendix 6	Resident Newsletter	18 th December 2020

APPENDIX 6 - 2020 12 15 Brenchley Gdns letter for
commonplace v1.pdf

Timeline

Item	Activity	Date
	Brenchley Gardens –Tenant Management Organisation (BGMA) Presentation 1	20 th August 2020
	VOP GROUP Group Capacity Study – rooftop homes and infill G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\1 Key Documents\VOP Feasibility Reports\2020-08-28 - VOP - LB Southwark Complete Study.pdf	August 2020
	Brenchley Gardens –Tenant Management Organisation (BGMA) AGM – Project Team attendance G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens -Wrayburn Estate\10 Residents and Stakeholders\TMO\1. BGMA Agenda Commitee Meeting 10 August 2020.pdf	21 st September 2020
	Ward Councillor and BGMA meeting (ONLY)	23 rd November 2020
	Commonplace website letter sent to Ward Councillors G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens -Wrayburn Estate\10 Residents and Stakeholders\Cllr\Cllr Notification Commonplace launch Brenchley Gardens.msg	15 th December 2020
	Commonplace website letter sent to residents	18 th December 2020
	Commonplace website launched https://brenchleygardens.commonplace.is/	20 th December 2020
	Brenchley Gardens –Tenant Management Organisation (BGMA) AGM – Project Team attendance	25 th January 2021
	Ward Councillor's (and former Lead Member for Housing) and Project Team meeting	4 th February 2021
	Commonplace website – Temporary closure letter	8 th February 2021

Item	Activity	Date
	G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens -Wrayburn Estate\10 Residents and Stakeholders\Common Place\2021-02-08 Brenchley Gdns letter for Commonplace shutdown v2.pdf	
	Project Manager and BGMA representative meeting – review Commonplace G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\Brenchley Gardens -Wrayburn Estate\10 Residents and Stakeholders\TMO\RE Brenchley Garden's TMO - Resident reps 23rd Feb 2021.msg	25 th February 2021
	Commonplace website –updated news item	17 th March 2021
	Ward Councillor's and current Lead Member for Housing and Project Team meeting – review proposal options G:\Asset Management\New Homes Delivery Team\Programme\Phase 6\Rooftop Developments Pre IDM\1 Key Documents\VOP Feasibility Reports\2021-03-21 20031 A32 Brenchley Gardens Estate 210319 email.pdf	24 th March 2021
	Brenchley Garden's Zoom meeting	13 th May 2021
	Commonplace website –update notifying the project has been paused and will be revisited.	17 th June 2021

AUDIT TRAIL

Lead Officer	Stuart Davis, Director of New Homes, Housing and Modernisation		
Report Authors	Development Team	Officers, Housing & Mo	dernisation
Version	Final		
 Dated 	21/09/2021		
• Key	NA		
Decision?			
• CON	CONSULTATION WITH OTHER OFFICERS / DIRECTORATES /		
CABINET MEMBER			
Officer Title		Comments Sought	 Comments
			Included
Director of Law and Governance NA			NA
Strategic Director of Finance		NA	NA
and Governance	and Governance		

Development Manager	Yes	NA
Housing & Modernisation		
Cabinet Member	NA	NA
Date final report sent to Constitutional Team / 21/09/2021		
Scrutiny Team		

Item No.	Classification: Open	Date: 22 September 2021	Meeting Name: Housing and Community Engagement Scrutiny Commission
Report title:		Scrutiny Request - Council's plans on building Zero Carbon Houses	
Ward(s) or groups affected:		All	
From:		Juliet Seymour, Head of Planning Policy, Building Control and the Built Environment	

BACKGROUND INFORMATION

- 1. The Chair of the Housing and Community Engagement Scrutiny commission has requested information on the Council's plan for building zero carbon homes.
- 2. In response, this report will cover the following areas:
 - Background and policy context, including how Southwark complies with the Mayor of London's Zero Carbon Homes policy
 - The council's own approach to building zero carbon / low carbon homes
 - The enforcement of high environmental standards in the building of new homes generally
 - The Council's Carbon Offset Fund, and how the funds secured by the council will be spent

KEY ISSUES FOR CONSIDERATION

National context

3. The UK Government statutory commitment is to achieve net zero carbon emissions by 2050 as required by the Climate Change Act (2008) (as amended). This national legislation that applies to governance and institutions to ensure that they are addressing Climate Change. Point 1 of the Climate Change Act (2008) as amended states: "It is the duty of the

Secretary of State to ensure that the net UK carbon account for the year 2050 is at least [100%] lower than the 1990 baseline."

- 4. Several recent national reports and targets define new considerations for a quicker response to the Climate Emergency and carbon emission reductions. These are relevant in the policy context of attaining zero carbon homes as they set out the need to respond quicker to reduce carbon emissions.
 - The Carbon Budget Order (2021) sets out the carbon budget of 965,000,000 tonnes of carbon dioxide equivalent for the next budgetary period 2033-2037. This is a legally binding reduction target.
 - The 6th Carbon Budget (2021) enshrines a new interim carbon target for the UK. The 6th carbon budget sets out a target of a 78% reduction in carbon emissions against 1990 level baseline carbon levels by 2035. This brings forward previous carbon targets.
 - The recently published IPCC report (2021) was published in response to the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways' contained in the Decision of the 21st Conference of Parties of the United Nations Framework Convention on Climate Change to adopt the Paris Agreement. The report sets out projected impacts and risks of climate change, and emissions pathways. The report demonstrates why both individuals and organisations need to act quickly to respond to Climate Change.
- 5. These publications and revised targets are part of the UK's pathway to the UN Climate Change Conference (COP26) in Glasgow in October-November 2021. COP26 is a conference where heads of state, climate experts and campaigners agree coordinated action to tackle climate change going forward.

London Plan (2021)

6. This 2050 net zero carbon target, as required by the Climate Change Act (2008), is echoed in policy in the published London Plan (2021) which is committed to making London a net zero carbon city by 2050. London Plan Policy SI2 'Minimising greenhouse gas emissions' requires major development to be net zero-carbon. This means that major residential and non-residential development should reduce greenhouse gas emissions in operation and minimising both annual and peak energy demand. Any shortfall of onsite emissions must be offset by making a financial contribution for each tonne of carbon for a 30-year period.

New Southwark Plan

- 7. Going beyond London Plan policy, the new energy policy 'P69 Energy' of the New Southwark Plan requires all major residential development to reduce carbon emissions by 100% on 2013 Building Regulations Part L standards. Any shortfall in onsite carbon reductions must be offset through planning obligations or a financial contribution of £95 per tonne of carbon to the council. These financial contributions make up the Carbon Offset Fund, which will be used by the council to fund appropriate carbon offsetting projects. This policy ensures that development in Southwark complies with the London Plan and the Mayor's commitment to zero carbon homes in London. The New Southwark Plan will be adopted by the council in winter 2021/22.
- 8. Southwark's planning policies have been prepared to attain the highest possible onsite carbon reductions, and as such focus on the largest carbon emitters associated with residential buildings: heating, cooling and power. All development, including residential, should approach achieving carbon reductions using the energy hierarchy framework outlined in the London Plan (2021):
 - Be lean: energy efficient design and construction, including building fabric and materials, orientation, aspect and passive cooling
 - Be clean: Further carbon savings should then be sought using a low carbon energy supply such as decentralised energy networks.
 - Be green: once savings have been maximised at the previous two stages, the use of renewable energy generation such as photovoltaic panels should be incorporated.
- 9. The New Southwark Plan was prepared against the statutory and legal net zero 2050 target. To meet the council's 2030 net zero target, a review of planning policy will need to take place to develop innovative new policy. The early review of the New Southwark Plan is this opportunity and is scheduled to cover a broad range of policy areas. Alongside this early review, higher carbon price options, including tiered options, will be assessed for viability and feasibility to incentivise greater carbon reduction onsite and reduce the need for offsetting.

LBS Climate Change Strategy

10. On 27 March 2019 Southwark's Council Assembly resolved to call on cabinet to declare a Climate Emergency and to do all it can to make the borough carbon neutral by 2030. In response to this declaration, the Planning Division is reviewing its planning policies and practice to try and meet this target in line with the council's new Climate Change Strategy. The council work to date has seen a 37% reduction in carbon from 2008.

The enforcement of high environmental standards in the building of new homes generally

- 11. In response to the Climate Emergency and emerging policy and guidance from the GLA, Southwark is preparing processes to ensure the consistent monitoring of energy performance of new buildings at various stages of the development process i.e., on approval, as built and operational building performance. This will ensure that monitoring is more accurate and will ensure that what is built is consistent with what is consented to ensure that carbon emissions are reduced to ensure that net carbon zero is met in the borough.
- 12. The main areas of focus for monitoring energy performance and carbon reduction in new buildings are:
 - The carbon reduction achieved on site against Part L 2013 Building regulations at the submission stage, and the operational stage in order to address potential performance gaps
 - Heating and energy sources that are being consented
 - Development proposing to connect to District Heat Networks (e.g. SELCHP), and
 - Whole lifecycle carbon of new development
- 13. In addition to improved monitoring, additional training and guidance are being prepared for planning officers to train them in pushing for greater onsite carbon savings and deliver climate emergency priorities through the development process.
- 14. The emerging New Southwark Plan monitoring framework is now being prepared to capture and standardise the monitoring of energy and sustainability information in new development. It includes data from Energy Statements, monitoring of actual carbon reduction, types of technology used in construction, retrofitting, performance bonds, etc.
- 15. The current Building Regulations that relate to a building's carbon impact are set out in Approved Document Part L which deals with the conservation

of fuel and power. This document sets out a formula to establish both a target emission rate, and a target fabric energy efficiency rate for new buildings that cannot be exceeded. The standards set by this formula vary based on the type of fuel used in each development.

- 16. It has been recognised that the current Building Regulation Standards do not go far enough to ensure that all new developments are net-zero carbon by 2050, in line with current government targets. The government is therefore planning to introduce a new Future Homes Standard in 2025 that will require all new developments produce 75-80% less carbon emissions than homes delivered under current regulations and bans the use of heating that relies on fossil fuels.
- 17. As an interim measure between now and 2025, the government is currently consulting on an update to Approved Document L, which is intended to take effect from 2022, that will require all new developments to reduce carbon emissions by at least 31% more than current regulations require. This reduction is less than is currently required by planning rules.

The Council's own approach to building zero carbon / low carbon homes

18. The New Homes Development Team is responsible for delivering and meeting our target of 11,000 new council homes by 2043. 2,500 of these homes will be built or started on site by May 2022. Southwark Council are committed to making sure our homes meet the highest possible standards for sustainable design and construction to contribute towards making us carbon neutral by 2030.

Current position

19. A review of existing New Homes schemes being delivered was carried out by Anthesis consultants in 2021. The review highlighted the existence of a performance gap, between projects as designed and as operated, as well as there being no current monitoring of embodied carbon emissions. The greatest initial impact on operational carbon may be achieved by reducing or eliminating the performance gap. However, the operational carbon element over a 60-year lifetime of new build development is relatively small (estimated circa 20% for energy use, operations and maintenance) in comparison to the embodied carbon of construction, particularly where extensive use of concrete and steel is made. Where embodied carbon has been assessed the Council's schemes are performing in line with current industry benchmarks, potentially worse where high rise development is

proposed, owing to the increased likelihood of the use of concrete or steel superstructures.

Future Potential

- 20. At the early stages of a single small-scale, low-rise pilot project it is estimated that a circa 70% improvement may be possible in whole life carbon emissions (operational and embodied) by deploying the best technically and commercially available technologies. This assumes (amongst other factors): the use of passive house operational standards and extensive use of timber structures to replace concrete and steel. The normalised whole life carbon for the new development is comparable to a refurbished development in this case, owing in part to additional deconstruction required to adhere to funding criteria and the increased density of new build development.
- 21. In this study, operational carbon emissions were substantially reduced, but not reduced to Net Zero Carbon (operationally) through on-site measures. Embodied carbon emissions were substantially reduced, but not reduced to Net Zero Carbon (Whole Life Carbon) through on-site measures. Performance comparable to RIBA 2030 Whole Life Carbon targets was forecast to be achieved for retrofit and redevelopment options. It is therefore implied that some form of off-site carbon emission mitigation will be required for both the operational and embodied carbon elements of new development by the Council.

Our vision

- 22. The council's approach to minimising the carbon emissions of our new homes will be achieved using the following methods:
 - minimising the amount of on-site carbon production
 - offsetting any carbon that is produced in the building process in line with the council's carbon offsetting schemes, and
 - minimising the amount of operation carbon in buildings.
- 23. This will be achieved by:
 - Acting now on Whole Life Carbon Assessment on all large scale (greater than 150 units) addresses both operational and embodied

- carbon performance. The estimated cost of this action is a 20% uplift in construction costs and a 0.5% uplift in professional fees.
- Schemes: Red Lions Boys Club, PC World/B&M site, Folegate Estates, Old Kent Road Gas Works, All projects from 2025.
- Adopting BSRIA soft landings for a 3-year period (with matching warranties and defects) to begin addressing the performance gap. This is the biggest operational carbon opportunity for new build properties. The estimated additional cost of this measure is £30,000 -£60,000 per development.
- Developing a Policy for carbon offsetting to ensure pathway to delivering Net Zero Carbon developments. We will carry out due diligence and monitoring of offsetting results.
- Current cost is £95 tonne per tonne CO2, but this is likely to increase
- Ensuring all relevant new homes officers are trained on Whole Life Carbon approaches and performance monitoring
- Seeking partnerships and collaboration to grow supply chain and ensure best value for money.
- Revising our Employers Requirements and Design Standards to reflect changes in achieving Net Zero Carbon.

The carbon offset fund, and how the funds secured by the council are being spent

The carbon offset fund

- 24. The Carbon Offset Fund is a collection of financial contributions secured through s106 agreements, where new development has not achieved net carbon zero onsite and an offsetting payment is collected by the council to make up the shortfall to net zero. The current carbon offset price is £95 per tonne of operational carbon (C02/t) per annum. It was previously £60 per C02/t per annum and increased in November 2020.
- 25. The governance and management of the Fund is crucial to ensuring funds are efficiently spent to offset the total tonnage of carbon that has and/or will be generated by new development. This will be achieved by funding carbon offsetting projects that reduce carbon emissions from existing sources such as existing buildings or service.
- 26. A Carbon Offset Fund report will be considered by Cabinet on 19 October 2021 where agreement on the scope and governance of the Fund will be agreed.

- 27. As of August 2021, the current received funds total is £2,398,421.46. This must be solely spent on carbon reduction as established by GLA guidance and s106 regulations. Spending should be at the highest carbon ratio over the lifetime of the offsetting project (30 years). There is the potential for match funding from other funding pots and seeking additional internal and external funding streams.
- 28. Officers will seek to utilise existing processes to minimise administrative costs, however new internal processes will be set up to allow officers to administer the Fund. Officers will have technical support to evaluate and monitor the effectiveness of offsetting projects.

How the fund will be spent

- 29. The Fund decision-making process will be flexible to consider a range of projects in terms of scope, scale and deliverability that will reduce the most carbon emissions. The co-benefits of projects that deliver higher carbon reductions and carbon offset ratios will be considered when deciding spending. Projects should make greater reductions/reduce offset costs using economies of scale where possible.
- 30. One of the focuses of the Carbon Offset Fund will be to fund offsetting projects that enable the retrofitting and decarbonisation of existing building stock as this is where the biggest carbon reductions can be made and can utilise existing in-house structures to reduce administration costs.
- 31. For an offsetting project to be funded using the Carbon Offset Fund, it will need to comply with Fund's funding criteria. The criteria is currently being prepared but will likely require:
 - Projects to meet at least a carbon offset ratio of 1:1 or higher. This
 means that for each £60 or £95 spent one tonne of existing carbon
 emissions must be reduced
 - Not be proposed by an individual or an individual business for individual benefit
 - Provide details of carbon reduction potential and proposed monitoring
 - Be legally entitled to receive funding from the council and observe applicable limitations that apply to funds raised through S106; and
 - Comply with GLA Carbon Offset Fund Guidance and all applicable legislation.

32. Further scope and governance considerations for the 19 October cabinet report include the use of funds throughout the borough, and how community-led projects or collective funding projects will need to ensuring funding criteria are met.

AUDIT TRAIL

Lead Officer	Juliet Seymour		
Report	Tom Buttrick, Lynne Sacale		
Authors			
Version	Final		
Dated	22 Sept 2021		
Key Decision?	No		
CONSULTATION	WITH OTHER OF	FICERS / DIRECTOR	ATES /
CABINET MEMB	ER		
Officer Title Comments Sough		Comments Sought	Comments Included
Director of Law and Governance n/a		n/a	n/a
Strategic Director	Strategic Director of		n/a
Finance and Governance			
List other officers here n/a		n/a	
Cabinet Membern/an/a			n/a
Date final report sent to Constitutional Team / 22 Sept 2021 Scrutiny Team			22 Sept 2021

Item No. 7.	Classification: Open	Date: 26 April 2021	Meeting Name: Housing and Community Engagement Scrutiny Commission
Report title):	Work Programme 2020-21 (2021-22)	
Ward(s) or groups affected:		N/a	
From:		Head of Scrutiny	

RECOMMENDATIONS

- 1. That the housing and community engagement scrutiny commission note the work programme as at 26 April 2021 attached as Appendix 1.
- 2. That the housing and community engagement scrutiny commission consider the addition of new items or allocation of previously identified items to specific meeting dates of the commission.

BACKGROUND INFORMATION

3. The general terms of reference of the scrutiny commissions are set out in the council's constitution (overview and scrutiny procedure rules - paragraph 5). The constitution states that:

Within their terms of reference, all scrutiny committees/commissions will:

- a) review and scrutinise decisions made or actions taken in connection with the discharge of any of the council's functions
- review and scrutinise the decisions made by and performance of the cabinet and council officers both in relation to individual decisions and over time in areas covered by its terms of reference
- c) review and scrutinise the performance of the council in relation to its policy objectives, performance targets and/or particular service areas
- d) question members of the cabinet and officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects and about their views on issues and proposals affecting the area
- e) assist council assembly and the cabinet in the development of its budget and policy framework by in-depth analysis of policy issues
- f) make reports and recommendations to the cabinet and or council assembly arising from the outcome of the scrutiny process
- g) consider any matter affecting the area or its inhabitants

- h) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
- review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the scrutiny committee and local people about their activities and performance
- j) conduct research and consultation on the analysis of policy issues and possible options
- k) question and gather evidence from any other person (with their consent)
- I) consider and implement mechanisms to encourage and enhance community participation in the scrutiny process and in the development of policy options
- m) conclude inquiries promptly and normally within six months
- 4. The work programme document lists those items which have been or are to be considered in line with the committee's terms of reference.

KEY ISSUES FOR CONSIDERATION

- 5. The Housing service areas that fall within the scope of the Housing and Community Engagement Scrutiny Commission are:
 - Resident Services (which includes area management, strategy and business support, strategic business and support housing services).
 - Customer Experience Division (which includes the Contact Centre; Customer Resolution and Specialist Services, My Southwark Home Owners and the Housing Solutions Services).
 - Asset Management Division (which includes New Homes; Investment, Repairs & Maintenance and Engineering).
- 6. As of 16 September the commission also now has within in its remit the area of community engagement.
- 7. The cabinet portfolio elements relating to this commission are listed below:

Housing (Councillor Stephanie Cryan)

- Housing Strategy
- New council homes
- Housing allocations and lettings
- Council housing asset management strategy and investment programmes
- Housing repairs and major works
- Homeowners services
- Private rented housing
- Empty homes and under occupation
- Short term-lets
- Relationship with housing associations

<u>Leisure, Environment and Roads - Councillor Catherine Rose</u> (Housing related portfolio areas)

Estate cleaning

<u>Communities, Equalities and Neighbourhoods – Councillor Alice Macdonald</u> (Community related portfolio areas)

- Community engagement, participation and development
- Community and tenants and residents halls and centres
- Faith communities

Social Support and Homelessness – Councillor Helen Dennis

- Establishing a Southwark Community Support Alliance (building on the success of the community hub)
- Homelessness services
- 8. Set out in Appendix 1 (Work Programme) are the issues the housing scrutiny commission is due to consider in the 2020-21 municipal year.
- 9. The work programme is a standing item on the housing scrutiny commission agenda and enables the commission to consider, monitor and plan issues for consideration at each meeting.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact	
Housing and Community Engagement Scrutiny Commission	Southwark Council Website	Everton Roberts 020 7525 7221	
Link: https://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=551			

APPENDICES

No.	Title
Appendix 1	Work Programme 2020-21

AUDIT TRAIL

Lead Officer	Everton Roberts, Head of Scrutiny			
Report Author	Everton Roberts, Head of Scrutiny			
Version	Final			
Dated	18 April 2021			
Key Decision?	No			
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES /				
	CABINET	MEMBER		
Officer Title Comments Sought Comments Include			Comments Included	
Director of Law and	d Governance	No	No	
Strategic Director of Finance		No	No	
and Governance				
Cabinet Member No		No		
Date final report sent to Scrutiny Team		18 April 2021		

Housing and Community Engagement Scrutiny Commission Work Programme – 2021/22

Meeting	Agenda items	Comment
12 July 2021	Building New Council Homes (Interview with Cabinet Member)	Commission interviewed Cabinet Member for Homes and Homelessness and received an overview report on building new Council homes.
	Work Programme	Considered at each meeting.
5 October 2021	New council homes on existing estates – Case Study 1- Brenchley Gardens • Chronology of events/ progress of this project. • Issues faced. • Proposal changes and the reasoning behind it. • Effects of changes on residents and the consultation process for these changes.	To receive a comprehensive report from officers in the form of a case study with detailed site specific information. The scrutiny review will focus on learnings from the issues faced which would help improve other projects and their respective public consultation processes.

Meeting	Agenda items	Comment
	Council Plan on Building Zero Carbon Houses	To receive a report from Officers/ Cabinet member on the council's plan on building zero carbon homes. The report to present details on the approach to building Zero/Low carbon homes, enforcement of environmental standards with regards to building council houses, carbon offset fund levels set, Southwark's compliance with the Mayor's 'Zero Carbon Homes' policy and spending of funds secured from offsetting.
Meeting 3 (date TBC) (likely end of Oct/ Beginning Nov)	 Discussion on results from the survey of residents of the private rented sector Interview with Councillor Darren Merrill, on private rented housing, including licencing and the renter's union Recommendations to cabinet on repairs and fire safety bills. Policy & Practice on mutual exchange housing options 	Further details of reports/presentations and officers/cabinet member addresses to be confirmed.
30 November 2021	 Impact of the pandemic on the repairs service Impact of Fire Safety Bills on the HRA and leaseholders 	Further details of reports/presentations and officers/cabinet member addresses to be confirmed

Meeting	Agenda items	Comment
	Recommendations to cabinet on new council homes on existing estates	
	Impact of the pandemic on Southwark Housing and measures needed	
7 February 2022	 Empty homes in Southwark New Tenancy Management Organisations Recommendations to Cabinet on the private rented sector 	Further details of reports/presentations and officers/cabinet member addresses to be confirmed
5 March 2022	 New tenant/resident community engagement structures Temporary accommodation Recommendations to Cabinet 	Further details of reports/presentations and officers/cabinet member addresses to be confirmed

Other areas requiring meeting scheduling

Cabinet Member interviews	
 Cabinet member for a Safer, Cleaner Borough, Councillor Darren Merrill 	Attendance date to be confirmed

Housing and Community Engagement Scrutiny Commission

MUNICIPAL YEAR 2021-22

AGENDA DISTRIBUTION LIST (OPEN)

NOTE: Original held by Scrutiny Team; all amendments/queries to Fitzroy Williams Tel: 020 7525 7102

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Councillor Gavin Edwards		Office	
Councillor Damien O'Brien			
Councillor Lorraine Lauder Councillor Sunny Lambe		Pavle Popovic – Liberal Democrat Group Office	
Councillor Richard Livingstone		- Ollide	
Councillor John Hartley			
Councillor Jane Salmon			
Reserves Members			
O a salita Marka Olasaka dala			
Councillor Victor Chamberlain Councillor Nick Dolezal			
Councillor Karl Eastham			
Councillor Dora Dixon-Fyle MBE Councillor Hamish McCallum			
Councillor Victoria Olisa			
Councillor Andy Simmons			
Councillor Bill Williams			
Co-Opted Members			
Bassey Bassey (Southwark TMO)			
Cris Claridge (Tenants Forum)			
Ina Negoita (Southwark Homeowners Forum)			
		Dated: September 2021	