

## Cabinet

Tuesday 11 March 2025

11.00 am

Kingswood House, Seeley Drive, Dulwich, SE21 8QN

### Membership

Councillor Kieron Williams (Chair)  
Councillor Jasmine Ali

Councillor Evelyn Akoto  
Councillor John Batteson

Councillor Stephanie Cryan

Councillor Helen Dennis

Councillor Natasha Ennin

Councillor Sarah King  
Councillor James McAsh

Councillor Portia Mwangangye

### Portfolio

Leader of the Council  
Deputy Leader and Cabinet Member for  
Children, Education and Refugees  
Cabinet Member for Health and Wellbeing  
Cabinet Member for Climate Emergency, Jobs  
and Business  
Cabinet Member for Equalities, Democracy  
and Finance  
Cabinet Member for New Homes and  
Sustainable Development  
Cabinet Member for Community Safety and  
Neighbourhoods  
Cabinet Member for Council Homes  
Cabinet Member for Clean Air, Streets and  
Waste  
Cabinet Member for Leisure, Parks and Young  
People

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### INFORMATION FOR MEMBERS OF THE PUBLIC

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#### Access to information

You have the right to request to inspect copies of minutes and reports on this agenda as well as the background documents used in the preparation of these reports.

#### Babysitting/Carers allowances

If you are a resident of the borough and have paid someone to look after your children, an elderly dependant or a dependant with disabilities so that you could attend this meeting, you may claim an allowance from the council. Please collect a claim form at the meeting.

#### Access

The council is committed to making its meetings accessible. Further details on building access, translation, provision of signers etc for this meeting are on the council's web site: [www.southwark.gov.uk](http://www.southwark.gov.uk) or please contact the person below.

#### Contact

Email: [paula.thornton@southwark.gov.uk](mailto:paula.thornton@southwark.gov.uk); [constitutional.team@southwark.gov.uk](mailto:constitutional.team@southwark.gov.uk)

Members of the committee are summoned to attend this meeting

**Althea Loderick**

Chief Executive

Date: 3 March 2025



## Cabinet

Tuesday 11 March 2025

11.00 am

Kingswood House, Seeley Drive, Dulwich, SE21 8QN

## Order of Business

Item No.	Title	Page No.
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### **PART A - OPEN BUSINESS**

#### **MOBILE PHONES**

Mobile phones should be turned off or put on silent during the course of the meeting.

#### **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. NOTICE OF INTENTION TO CONDUCT BUSINESS IN A CLOSED MEETING, AND ANY REPRESENTATIONS RECEIVED**

1 - 7

To note the items specified which will be considered in a closed meeting.

#### **4. 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.

Item No.	Title	Page No.
<b>5.</b>	<b>PUBLIC QUESTION TIME (15 MINUTES)</b>	
	To receive any questions from members of the public which have been submitted in advance of the meeting in accordance with the cabinet procedure rules. The deadline for the receipt of public questions is midnight Wednesday 5 March 2025.	
<b>6.</b>	<b>DEPUTATION REQUESTS</b>	
	To consider any deputation requests. The deadline for the receipt of deputation requests is midnight Wednesday 5 March 2025.	
<b>7.</b>	<b>MINUTES</b>	8 - 13
	To approve as a correct record the minutes of the open section of the meeting held on 4 February 2025.	
<b>8.</b>	<b>PETITION: REQUEST FOR DETAILED BREAKDOWN OF SERVICE CHARGES TO BE INCLUDED BY DEFAULT IN FINAL INVOICE</b>	14 - 21
	To consider a petition relating to leasehold service charges requesting that a detailed breakdown of service charges be included by default in the final invoice.	
<b>9.</b>	<b>THE PROVISION OF NEW COUNCIL HOMES AT JOAN STREET, SE1</b>	22 - 30
	To vary the land agreement and agree proposals for the acquisition of the affordable homes and provision of new council homes.	
<b>10.</b>	<b>TOWN CENTRE ACTION PLANS</b>	31 - 67
	To approve the adoption of town centre action plans, to be used to communicate activity and planned improvement measures in town centres with key stakeholders and facilitate meaningful engagement with businesses and residents.	

<b>Item No.</b>	<b>Title</b>	<b>Page No.</b>
<b>11.</b>	<b>ENDORSEMENT OF THE SELECTED MULTI-ARTS CENTRE OPERATOR FOR BERMONDSEY BLUE</b>	<b>68 - 109</b>
	To approve an operator who will manage a new multi-arts centre located Bermondsey Blue Market.	
<b>12.</b>	<b>ENDORSEMENT OF THE SELECTED LGBTQ+ CULTURAL CENTRE OPERATOR</b>	<b>110 - 155</b>
	To approve an operator to manage an ambitious new pan-London LGBTQ+ cultural centre located on the Lowline at Bankside Yards.	
<b>13.</b>	<b>GATEWAY 1 - PROCUREMENT STRATEGY FOR ADULTS' HOME CARE, CHILDREN'S HOME CARE AND REABLEMENT</b>	<b>156 - 217</b>
	To approve the procurement strategy for adults' home care, children's home care and reablement.	
<b>14.</b>	<b>GATEWAY 2 - FLEXI-CARE SERVICES</b>	<b>218 - 269</b>
	To approve the contract award for four contracts for the provision of care services in flexi care housing in Southwark.	
<b>15.</b>	<b>LEDBURY ESTATE COMPULSORY PURCHASE ORDER - FINAL APPROVAL</b>	<b>270 - 300</b>
	To approve the Compulsory Purchase Order strategy for the Ledbury Estate Regeneration.	
<b>16.</b>	<b>REPORT OF THE OVERVIEW AND SCRUTINY COMMITTEE: RECOMMENDATIONS ARISING FROM SCRUTINY OF CONSORT ESTATE MAJOR WORKS, SE15, CHARGES TO LEASEHOLDERS</b>	<b>301 - 304</b>
	To consider recommendations from the overview and scrutiny committee commission in respect of Consort Estate Major works, SE15, charges to leaseholders.	



**DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING****EXCLUSION OF PRESS AND PUBLIC**

The following items are included on the closed section of the agenda. The Proper Officer has decided that the papers should not be circulated to the press and public since they reveal confidential or exempt information as specified in paragraphs 1-7, Access to Information Procedure Rules of the Constitution. The specific paragraph is indicated in the case of exempt information.

The following motion should be moved, seconded and approved if the cabinet wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure Rules of the Constitution.”

**PART B - CLOSED BUSINESS**

17. **MINUTES**
18. **ENDORSEMENT OF THE SELECTED MULTI-ARTS CENTRE OPERATOR FOR BERMONDSEY BLUE**
19. **ENDORSEMENT OF THE SELECTED LGBTQ+ CULTURAL CENTRE OPERATOR**
20. **GATEWAY 1 - ADULTS' HOME CARE, CHILDREN'S HOME CARE AND REABLEMENT**
21. **GATEWAY 2 - FLEXI-CARE SERVICES**

**Item No.**

**Title**

**Page No.**

- 22. LEDBURY ESTATE COMPULSORY PURCHASE ORDER - FINAL APPROVAL**

**DISCUSSION OF ANY OTHER CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT**

Date: 3 March 2025



**Notice of Intention to conduct business in a closed meeting, and any representations received**

**Cabinet 11 March 2025**

The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 require that the council give a 28 notice period for items to be considered in private/closed session. This has been implemented through the publication of the council's forward plan.

The council is also required under these arrangements to give a further five days notice of its intention to hold the meeting or part of the meeting in private/closed session and give details of any representations received in respect of the private meeting.

This notice issued in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 is to confirm that the cabinet meeting to be held on 11 March 2025 at 11.00am at Kingswood House, Seeley Drive, Dulwich, SE21 8QN will be held partly in closed session for consideration of the following items listed on the agenda:

**Item 21:** Gateway 2 Flexi-care services

The proper officer has decided that the agenda papers should not be made available to the press and public on the grounds that they involve the likely disclosure of confidential or exempt information as specified in categories 1 -7, of the Access to Information Procedure Rules of the Constitution. The reason for both reports is that they contain information falling within category 3: information relating to the financial affairs of any particular person (including the authority holding that information).

In most cases an open version of a closed report is produced and included on the agenda.

No representations have been received in respect of the items listed for consideration in closed session. Any representations received after the issuing of this notice will be reported at the meeting.

Paula Thornton  
For Proper Constitutional Officer

**Dated:** 3 March 2025



## NOTIFICATION OF CLOSED BUSINESS FOR URGENT CONSIDERATION BY AN EXECUTIVE DECISION MAKING BODY

The required 28 days notice relating to a decision likely to be considered in closed session has not been given on the forward plan in respect of the decision detailed in this document. The matter is considered to be urgent and cannot be reasonably deferred for a further 28 days to enable the required notice to be given. Details of the issue are set out below.

Note: This notice applies to meetings of the cabinet, cabinet committee or multi-ward area forums considering an executive function.

### DECISION MAKER

**Name of decision maker:** Cabinet

**Date of meeting:** 11 March 2025

### LEAD OFFICER DETAILS

**Name and contact details:** [catherine.brownell@southwark.gov.uk](mailto:catherine.brownell@southwark.gov.uk)  
Head of Sustainable Growth - North

### DETAILS OF THE REPORT

*Title and brief description of the nature of the business to be considered:*

#### **Endorsement of the selected Multi-Arts Centre operator for Bermondsey Blue**

To confirm the panel's selection of the prospective lessee, Bermondsey Photospace to operate the multi-arts space at the Blue Market, Bermondsey, property address 223 Southwark Park Road.

*What is the potential cost to the council if the decision is delayed?*

If the approval is delayed, the council would incur reputational cost; this is a Council Delivery Plan project which Members wish to announce no later than March (the panel selection having been made in December 2024).

*How long has the department known the decision required a closed report?*  
Since December 2024.

**Paula Thornton**  
**For Proper Constitutional Officer**  
**Dated:** 3 March 2025



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**Name of decision maker:** Cabinet

**Date of meeting:** 11 March 2025

### LEAD OFFICER DETAILS

**Name and contact details:** [catherine.brownell@southwark.gov.uk](mailto:catherine.brownell@southwark.gov.uk)  
Head of Sustainable Growth - North

### DETAILS OF THE REPORT

*Title and brief description of the nature of the business to be considered:*

#### **Endorsement of the selected LGBTQ+ Cultural Space operator**

To confirm the panel's selection of the prospective tenant, Chroma to operate the LGBTQ+ Cultural Space, Bankside Yards.

*What is the potential cost to the council if the decision is delayed?*

If the approval is delayed, the council would incur reputational cost; this is a Council Delivery Plan project which Members wish to announce no later than March (the panel selection having been made in December 2024).

*How long has the department known the decision required a closed report?*

Since December 2024.

**Paula Thornton**  
**For Proper Constitutional Officer**  
**Dated:** 3 March 2025



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### DECISION MAKER

**Name of decision maker:** Cabinet

**Date of meeting:** 11 March 2025

### LEAD OFFICER DETAILS

**Name and contact details:** Elizabeth Skelton (NHS South East London ICB) [Elizabeth.Skelton@selondonics.nhs.uk](mailto:Elizabeth.Skelton@selondonics.nhs.uk)

### DETAILS OF THE REPORT

*Title and brief description of the nature of the business to be considered:*

#### **GW1 for Adults' Home Care, Children's Home Care and Reablement**

The open report seeks approval of the procurement strategy for Adults' Home Care, Children's Home Care and Reablement.

The closed report contains details of the proposed 'ceiling' and 'floor' hourly rates for each lot, including information regarding other boroughs; hourly rates. Providers will be invited to submit a bid with an hourly rate within this range.

*What is the potential cost to the council if the decision is delayed?*

If the approval of the procurement strategy for Adults' Home Care, Children's Home Care and Reablement is delayed, the council will be unable to undertake a competitive tender and award contracts to providers within the required timeframe. Existing contracts expire 31 March 2026 and in order to have new contracts in place for 1 April 2026, this procurement strategy must be approved in March 2025.

*How long has the department known the decision required a closed report?*

The report was considered by the council's corporate contract review board on 23 January 2025, who recommended that hourly rate information was moved from an open report to a closed report.

**Paula Thornton**  
**For Proper Constitutional Officer**  
**Dated:** 3 March 2025



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Note: This notice applies to meetings of the cabinet, cabinet committee or multi-ward area forums considering an executive function.

### DECISION MAKER

**Name of decision maker:** Cabinet

**Date of meeting:** 11 March 2025

### LEAD OFFICER DETAILS

**Name and contact details:** [stuart.davis@southwark.gov.uk](mailto:stuart.davis@southwark.gov.uk)

**Author:** ([alex.talbot@southwark.gov.uk](mailto:alex.talbot@southwark.gov.uk))

### DETAILS OF THE REPORT

*Title and brief description of the nature of the business to be considered:*

#### **Ledbury Compulsory Purchase Order - Final Approval**

Final approval of the Compulsory Purchase Order (CPO) strategy for the Ledbury Estate Regeneration.

*What is the potential cost to the council if the decision is delayed?*

The CPO of Ledbury Towers is business critical for the council. The towers are end of life and a CPO is only realistic backstop to remove leaseholders who are refusing to go. CPO's have very long lead in times (around 18 months) so additional delay at this stage will add on to what is already a very long process. Furthermore, the council is in a contract with Higgins and has a condition precedent to secure vacant possession, without the CPO being undertaken in a timely fashion this is at risk if we can't get voluntary acquisition – this risks millions of pounds in extension of time claims.

*How long has the department known the decision required a closed report?*

This information was confirmed to be closed in March 2025. Statement of reasons, Appendix 4. Reporting this in the public domain would run counter to



the best commercial interests of the council, hence the request for the closed report.
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**Paula Thornton**  
**For Proper Constitutional Officer**  
**Dated:** 3 March 2025



## Cabinet

MINUTES of the OPEN section of the Cabinet held on Tuesday 4 February 2025 at 11.00 am at LEX2 Livesey Exchange, 567 Old Kent Road, SE1 5EW

**PRESENT:** Councillor Kieron Williams (Chair)  
Councillor Jasmine Ali  
Councillor Evelyn Akoto  
Councillor John Batteson  
Councillor Stephanie Cryan  
Councillor Helen Dennis  
Councillor Natasha Ennin  
Councillor Sarah King  
Councillor James McAsh  
Councillor Portia Mwangangye

### ANNOUNCEMENTS

The leader of the council highlighted a number of key events:

- The beginning of race equality week
- LGBTQ+ month for February.

He also commented on the work and practical action that Southwark is undertaking alongside the community to stand up against all forms of prejudice.

Councillor Jasmine Ali, deputy leader and cabinet member for children, education and refugees also highlighted children's mental health week.

#### 1. APOLOGIES

All members were present.

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

The chair gave notice of the following late items:

Item 8: Delivering Southwark 2030

Item 9: Policy and Resources Strategy report: Medium Term Financial Strategy Update and 2025-26 General fund budget proposals

Reasons for lateness and urgency have been included in the reports.

**3. NOTICE OF INTENTION TO CONDUCT BUSINESS IN A CLOSED MEETING, AND ANY REPRESENTATIONS RECEIVED**

None received.

**4. DISCLOSURE OF INTERESTS AND DISPENSATIONS**

There were none.

**5. PUBLIC QUESTION TIME (15 MINUTES)**

None were received.

**6. DEPUTATION REQUESTS**

The report had not been circulated five clear days in advance of the meeting. The chair agreed to accept this item as urgent.

**RESOLVED:**

1. That the following deputation requests be heard:

- PemPeople (People Empowering People) about the impact of regeneration on the Old Kent Road and
- Hajia Saidat Oketunde to highlight the positive impact of key initiatives from Southwark Council.

2. A spokesperson for the deputations addressed cabinet for five minutes and questions were asked of the deputations for a period of five minutes.

**7. MINUTES**

**RESOLVED:**

That the minutes of the meeting held on 7 January 2025 be approved as a correct record and signed by the chair.

## 8. DELIVERING SOUTHWARK 2030

It was not possible to circulate this report five clear days in advance of the meeting. The chair agreed to accept this item as urgent as the delivery plan provides the clear framework for driving strategic delivery of the Southwark 2030 strategy and the overarching ambition to create good lives in our borough together with residents and communities.

### **RESOLVED:**

1. That the Creating Good Lives Together: Our Southwark 2030 Delivery Plan (Appendix 1 of the report) be approved.
2. That the ongoing work to initiate delivery of Southwark 2030 be noted.
3. That an accessible toilet plan be added to the delivery plan.

## 9. POLICY AND RESOURCES STRATEGY REPORT: MEDIUM TERM FINANCIAL STRATEGY UPDATE AND 2025-26 GENERAL FUND BUDGET PROPOSALS

It was not possible to circulate this report five clear days in advance of the meeting. The chair agreed to accept this item as urgent as the cabinet was required to prepare a budget proposal for submission to council assembly. This is the last cabinet meeting before council assembly on 26 February. The Local Government Act 1992 requires that billing authorities complete and approve their budgets and set a council tax before 11 March immediately prior to the start of the financial year on 1 April 2025.

Councillor Ian Wingfield, chair of the overview and scrutiny committee presented a summary of the committee's recommendations to cabinet.

### **RESOLVED:**

1. That the following recommendations be agreed to forward to council assembly:
  - a. the balanced general fund budget proposals for 2025-26.
  - b. in accordance with Sections 30 and 36 of the Local Government Finance Act 1992, the local council tax amounts shown in Table 3 of the report.
2. That the following be approved:
  - a. the housing revenue account budget for 2025-26 (paragraphs 64-83 of the report).

- b. the final fees and charges schedule at Appendix B of the report.
3. That the following be noted:
- a. that the final Local Government Finance Settlement has not been published at the time of writing, any changes from the provisional settlement published on the 18 December 2024, will be set out in the 2025-26 budget report to council assembly on 26 February 2025.
  - b. the update to the medium-term financial strategy (MTFS).
  - c. that the MTFS, the transformation programme, ongoing budget demand and cost pressures, the capital programme and HRA budget and were considered by the overview and scrutiny committee in January 2025 and that the recommendations arising, and officer responses are included at Appendix E of the report.
  - d. the budget challenge schedule at Appendix A of the report.
  - e. the climate report and the budget equality analysis report 2025-26 (Appendices C and D) of the report.
  - f. that the Mayor of London draft budget for 2025-26 includes a proposal to increase the GLA council tax precept by 4%, equivalent to a £18.98 increase for a band D property.
  - g. the GLA council tax precept is due to be set on the 25 February, one day before council assembly sets the budget for Southwark.
  - h. the content of the Section 25 statement by the strategic director of resources.

**NOTE:** In accordance with overview and scrutiny procedure rule 16.2, (a) (budget and policy framework) these decisions are not subject to call-in.

#### **10. ADMISSION ARRANGEMENTS FOR COMMUNITY PRIMARY SCHOOLS – SEPTEMBER 2026**

##### **RESOLVED:**

1. That the Southwark Community Primary Schools Admission Arrangements (“the Arrangements”) for September 2026 onwards as set out in Appendix 1 of the report be agreed.
2. That the published admissions numbers (PANs) for primary community schools for September 2026 onwards as set out in Appendix 2 of the report be agreed, including the following changes:

- Iyydale Primary School – reduction in PAN from 90 to 60
- Goodrich Primary School – reduction in PAN from 90 to 60
- Crawford Primary School– reduction in PAN from 60 to 30.

## **11. FORMER FOLGATE ESTATE REDEVELOPMENT**

### **RESOLVED:**

1. That delegated authority be given to the director of planning and growth to negotiate and complete the sale agreement of the Folgate Site to Weston Homes based on the heads of terms set out in the report and in the closed report.
2. That delegated authority be given to the director of planning and growth to negotiate with any remaining occupiers to secure vacant possession and complete the sale agreement.
3. That delegated authority be given to the director of planning and growth to proceed with negotiations with the NHS to use the commercial building as a new health centre for the Old Kent Road.

### **MOTION TO EXCLUDE THE PRESS AND PUBLIC**

That the press and public be excluded from the meeting for the following item of business on the grounds that they involve the likely disclosure of exempt information as defined in category 3 of paragraph 10.4 of the access to information procedure rules of the Southwark Constitution.

The following is a summary of the decisions taken in the closed part of the meeting.

## **12. FORMER FOLGATE ESTATE REDEVELOPMENT**

The cabinet considered the closed information relating to this item. Please see item 11 for the decision.

The meeting ended at 12.50pm.

**CHAIR:**

**DATED:**

**DEADLINE FOR NOTIFICATION OF CALL-IN UNDER SECTION 17 OF THE OVERVIEW AND SCRUTINY PROCEDURE RULES IS MIDNIGHT, WEDNESDAY 12 FEBRUARY 2025.**

**THE ABOVE DECISIONS WILL NOT BE IMPLEMENTABLE UNTIL AFTER THAT DATE. SHOULD A DECISION OF THE CABINET BE CALLED-IN FOR SCRUTINY, THEN THE RELEVANT DECISION WILL BE HELD IN ABEYANCE PENDING THE OUTCOME OF SCRUTINY CONSIDERATION.**

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Petition: Request for detailed breakdown of service charges to be included by default in the final invoice
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a
<b>From:</b>	Proper Constitutional Officer

## RECOMMENDATION

1. That the cabinet consider a petition submitted by Gary Blackwood with regard leasehold service charges, requesting that a detailed breakdown of service charges be included by default in the final invoice.

## BACKGROUND INFORMATION

2. A petition containing 500 signatures or more may be presented to the cabinet. A petition can be submitted by a person of any age who lives, works or studies in Southwark. Petitions must relate to matters which the council has powers or duties, or which affects Southwark.
3. At the meeting, the spokesperson for the petition will be invited to speak up to five minutes on the subject matter. The cabinet will debate the petition for a period of up to 15 minutes and may decide how to respond to the petition at the meeting.

## KEY ISSUES FOR CONSIDERATION

4. A petition containing 578 signatures (as of 25 February) has been received from residents. A separate petition is also available online at [change.org](https://change.org) in excess of 1461 signatures on the same issue (web link to petition in background documents section of the report).
5. The petition states:  
  
“As a local leaseholder and concerned citizen within the borough of Southwark, I find the current method of acquiring a detailed breakdown of service charges from Southwark Council tedious and time-consuming. Currently, the process requires us leaseholders to personally request this information, which can take at least 28 days if not longer.



The ever-increasing service charges, which significantly overrun the initial estimates, further amplify this problem, as it is only logical that when charges are much greater than expected, every leaseholder would want to know why and request a detailed breakdown. This situation demands a change.

This petition proposes a solution to Southwark Council. By providing a detailed breakdown of charges included in the final service charge invoice by default, the council will enhance its transparency and efficiency while reducing unnecessary delays in providing appropriate details to its leaseholders. This simple adjustment will greatly benefit leaseholders, fostering trust and promoting a sense of community within Southwark.

Let us call upon Southwark Council to adopt this proposal for the good of all its leaseholders. The right to understand where our money is going shouldn't be an afterthought—it should be standard practice. Stand with your fellow leaseholders—sign this petition urging Southwark Council to provide this crucial service. Sign to enhance transparency and efficiency in Southwark.”

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

### **Community impact statement**

6. The Southwark constitution allows petitions to be presented by members of the public and can be submitted by a person of any age who lives, works or studies in Southwark.

### **Equalities (including socio-economic) impact statement**

7. Any relevant implications will be addressed in the comments from the strategic director.

### **Health impact statement**

8. Any relevant implications will be addressed in the comments from the strategic director.

## **Climate change implications**

9. Any relevant implications will be addressed in the comments from the strategic director.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Resources**

10. The council recognises its need to engage fully with leaseholders regarding service charges. The council has an ongoing commitment to transparency utilising digital solutions where feasible. The Appendix to this report provides more detail on what improvements residents can expect to see.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet procedure rule 2.13 on petitions	160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link (copy and paste into browser):</b> <a href="#">Executive procedure rules (southwark.gov.uk)</a>		
<b>Link for petition:</b> <a href="https://urldefense.com/v3/_https://www.change.org/detailed_breakdown_charge_s_please_!!Ou-zFulSALS7ubxZ2oj45Dg!VmEqUwhBtJJDnetOMkn3YpgKnw8GbHW9qAHp0CG6Q7ehg1WQ8GVeC_1QvBZx2c1bEdUDvldj2hY9aflyw41DHTaQAc-Lvm_tephX3bLwT4E\$">https://urldefense.com/v3/_https://www.change.org/detailed_breakdown_charge_s_please_!!Ou-zFulSALS7ubxZ2oj45Dg!VmEqUwhBtJJDnetOMkn3YpgKnw8GbHW9qAHp0CG6Q7ehg1WQ8GVeC_1QvBZx2c1bEdUDvldj2hY9aflyw41DHTaQAc-Lvm_tephX3bLwT4E\$</a>		

## APPENDICES

No.	Title
Appendix 1	Petition: Leasehold Services Charges - Response

## AUDIT TRAIL

Lead Officer	Chidilim Agada, Head of Constitutional and Members Services		
Report Author	Paula Thornton, Constitutional Officer		
Version	Final		
Dated	3 March 2025		
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 Resources	Yes	Yes	
Date final report sent to Constitutional Team		3 March 2025	

## APPENDIX 1

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Petition: Leasehold Services Charges - Response
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a
<b>From:</b>	Councillor Sarah, King, Cabinet Member for Council Homes

### RECOMMENDATION

1. That the cabinet note the intention to publish individual itemised service charge breakdowns through the MySouthwark platform for the 2024/25 actual service charges as set out in paragraphs 11 to 14.
2. That the Cabinet note the intention for Homeownership Services to offer face to face post billing surgeries and on-line appointments as set out in paragraphs 15 and 16.

### BACKGROUND INFORMATION

3. A petition containing 1,442 signatures was received on 25<sup>th</sup> February, requesting that in future Southwark supply an itemised breakdown of costs with each actual service charge.
4. Currently homeowners can apply for a breakdown of their actual service charge for the preceding year by either completing a form on the website, or by sending in a request through the post. Details of how to request an itemised breakdown are included in the "Service Charge Explained" leaflet issued with the actual service charge, and also on the website.
5. In normal circumstances the itemised breakdown will be issued within 10 days, in line with the Council's standard correspondence target. During busier periods, when the actual charges are issued, it may take longer to issue the breakdowns due to the number of requests. This is noted on the automated response to the form.
6. The 2023/24 actual service charge debit was far higher than usual, due to a number of factors. As a result a higher than usual number of breakdowns were requested. 368 requests for itemised breakdowns were received between September and December 2022. 513 requests were received for the same period in 2023, while 912 requests were received in 2024. These

figures do include some duplicated requests, but following the issue of the actual charges for 2023/24 approximately 6% of the portfolio requested an itemised breakdown.

## **KEY ISSUES FOR CONSIDERATION**

7. Variable service charges are governed by statute and contract. The statute is s18-30 of the Landlord and Tenant Act 1985, while the contract is the lease.
8. A variable service charge is a single figure encompassing the homeowner's contribution towards all costs incurred in providing communal services for the year. Under s21 of the Act a homeowner then has the right to request a summary breakdown of the service charge within six months of receiving it. This is the cost to the homeowner for each head of service, and Southwark provides this automatically with the service charge demand.
9. Under s22 of the Act the homeowner then has the right to request an appointment to view the books and records on which the service charge is based. Southwark provides an intermediate step of issuing an itemised breakdown of each head of service upon request.
10. The length of the itemised breakdowns depends on both the number of services received, and the number of repairs carried out. For example, the average number of pages for an itemised breakdown of heating costs is 18, while only a single page is required for care and upkeep services.
11. To issue the itemised breakdowns automatically with the service charge demands would require the printing and postage of approximately 337,000 additional pages of information annually. This is simply unfeasible, and unnecessary considering the small proportion of the portfolio that requests a breakdown each year.
12. The council has been investigating the possibility of providing individual itemised breakdowns on line, via the MySouthwark service for those who have opened a Housing-On-Line account. There are complexities to this, as the information is currently loaded onto Access databases that are no longer supported within Southwark. The information is not held in a single, simple, format elsewhere on Council systems, and cannot be published within MySouthwark from the Access databases.
13. The Homeownership Service is currently working with Technology & Digital Services with a view to moving the information onto a different platform which would then allow publication through MySouthwark. The aim is to be able to publish the itemised breakdowns for the 2024/25 actual service charges through the MySouthwark portal in September this year.
14. Homeowners will need to have signed up to Housing-On-Line through a MySouthwark account in order to access the breakdowns directly. However, they will also still have the option of submitting an e-form or postal request.

15. In addition the Homeownership Service is proposing to hold post-billing surgeries in both the north and south of the borough. Locations will be booked for the weeks commencing 6<sup>th</sup> and 13<sup>th</sup> October, and resourced with Homeownership Officers who will be able to discuss the homeowner's individual actual charges and service charge account. Homeowners will also be able to scrutinise the itemised breakdown directly with an officer. Pilot post billing surgeries for the estimated charges have been arranged at Tooley Street for 24, 26 and 28 March.
16. The Homeownership Service is also working with Technology & Digital Services to set up on-line face to face appointments for homeowners to discuss their service charge accounts. The platform is time-tabled to be on-line by the end of March. Again, this will allow homeowners to directly scrutinise the itemised breakdown.
17. The current time-table is therefore as follows:

Action	Timetable
Itemised breakdown publication	30 September 2025
On-line appointment platform	31 March 2025
Post billing surgeries North or South	w/c 6 October 2025
Post billing surgeries North or South	w/c 13 October 2025
Post estimate billing surgeries	24, 26 & 28 March 2025

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

### Community impact statement

18. The proposals will have a positive impact for Southwark's 15,500 homeowners, providing direct access to information and officers at their own discretion.

### Equalities (including socio-economic) impact statement

19. By putting into practice Southwark's Fairer Future commitments, which includes the pledge to embed equality into all aspects of council operations, the proposals will improve the ability of homeowners' to access the service, taking into consideration the culture, ethnicity, age, sexual orientation, gender identity, individual ability and many other characteristics of its customers.

### Health impact statement

20. The council recognises the findings of the *Build Back Fairer: COVID-19 Marmot Review* (2020) by the UCL institute of Health Equity and the Health Foundation. The proposals outlined are not believed to have a direct impact on homeowners' health but council will nevertheless work to ensure that they do not contribute to or exacerbate any existing health inequalities.

## Climate change implications

21. The council has set out a strategy to become carbon neutral by 2030. While the proposals are not believed to have any direct impact on climate change, they will feed into the strategy by reducing paper based communications.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet procedure rule 2.13 on petitions	160 Tooley Street, London SE1 2QH	Paula Thornton 020 7525 4395
<b>Link (copy and paste into browser):</b> <a href="#">Executive procedure rules (southwark.gov.uk)</a>		
<b>Link for petition:</b> <a href="https://urldefense.com/v3/https://www.change.org/detailed_breakdown_charge_s_please_!!Ou-zFuISALS7ubxZ2oj45Dg!VmEqUwhBtJJDnetOMkn3YpgKnw8GbHW9qAHp0CG6Q7ehg1WQ8GVeC_1QvBZx2c1bEdUDvldj2hY9aflyw41DHTaQAc-Lvm_tephX3bLwT4E\$">https://urldefense.com/v3/https://www.change.org/detailed_breakdown_charge_s_please_!!Ou-zFuISALS7ubxZ2oj45Dg!VmEqUwhBtJJDnetOMkn3YpgKnw8GbHW9qAHp0CG6Q7ehg1WQ8GVeC_1QvBZx2c1bEdUDvldj2hY9aflyw41DHTaQAc-Lvm_tephX3bLwT4E\$</a>		

**APPENDICES**

<b>No.</b>	<b>Title</b>
None	

**AUDIT TRAIL**

Lead Officer	Dominic Cain, Director of Customer and Exchequer		
Report Author	Louise Turff, Head of Homeownership Services		
Version	Final		
Dated	28 February 2025		
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 Resources		No	No
Date final report sent to Constitutional Team			3 March 2025

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	The provision of new Council Homes at Joan Street, SE1
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	Borough and Bankside
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

## **FOREWORD – COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR NEW HOMES AND SUSTAINABILITY**

I am delighted to be bringing forward this report which proposes the council's in principle purchase of 44 new social rent homes (to be council homes) that will be available to Southwark residents in housing need. Having had to pause the previous council house-building scheme in 2023, an opportunity has arisen for us to enter into an agreement with Places for London (TfL), which will deliver 19 additional social rent homes beyond the original scheme, to be acquired at no direct cost to the Housing Revenue Account (HRA) because of the planning obligations relating to this proposal.

From what was a very disappointing situation for all involved, we now have an exciting and improved proposition which will also deliver wider benefits including landscaping, a new play area, a new hall for the Tenants and Residents Association, all built to the council's standards. I want to thank everyone who has worked so hard to deliver this solution, including the Styles House Tenant Management Organisation (TMO) who have been so integral to efforts over the years to bring this site forward in order to build new council homes. Despite challenging economic conditions, the council remains committed to finding innovative ways to respond to the housing crisis, adding to the 3,000 new council homes already built or on site. Alongside the social rent homes which have also been secured through development at Bankside Yards and at 18 Blackfriars, this purchase will significantly increase the number of social rent homes available in Bankside, demonstrating the council's commitment to deliver genuinely affordable homes across the whole of the borough.

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

That Cabinet:

1. Pursuant to s120 of the Local Government Act 1972 and s9 of the Housing



Act 1985 agrees in principle to take a long lease of 44 social rented homes on Joan Street (the approximate position of which is shown on the plan at appendix 1) on the basis outlined in the report.

2. Delegates to the Strategic Director Resources and the Director of Planning and Growth authority to conclude detailed terms for the agreement to lease on the proviso it creates no additional net capital or revenue obligations for the HRA and can be shown to satisfy the Council's fiduciary duty.
3. Confirms that the previously proposed infill development for Styles House Estate is to not proceed.
4. Notes with thanks the involvement of the Styles House TMO and residents in supporting the infill project and that they will continue to be consulted with on the alternative approach outlined in this report to the development of the area around the Estate.

## **REASONS FOR RECOMMENDATIONS**

5. The actions recommended will deliver 44 much needed new Council homes for Southwark residents at no additional capital or revenue cost to the HRA.

## **ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

6. To not take up the opportunity of ownership of the new homes.

## **POST DECISION IMPLEMENTATION**

7. Officers will implement the decisions as follows:

<b>Key Activity</b>	<b>Target completion date</b>
Agree detailed terms for an agreement to lease the new homes.	Summer 2025
Start on site	October 2025
Completion and occupation of new homes.	Summer 2028

## **BACKGROUND INFORMATION**

8. In April 2019, Cabinet agreed to a land swap with Transport for London (TfL) that would consolidate ownerships and create two development opportunities on land around the Styles House Estate, sites along Joan Street, and the airspace above Southwark Station:
  - The Council would carry out an infill develop on part of the augmented Styles House Estate to deliver 25 new homes, landscaping and a replacement tenants' hall.
  - TfL would consolidate ownerships along Joan Street and the airspace above Southwark Station to deliver a new office development.
9. With TMO and resident support the project progressed; both parties achieving

planning consents for their respective schemes, relevant tenants were relocated, and some limited demolition and ground works were completed. However, the projects ran into headwinds associated with changes to fire safety regulations and increasing costs following the COVID crisis, the ensuing supply chain challenges and construction cost inflation.

10. Having received advice that the infill development could not proceed with just one staircase, and with no option to add a second stair core, the decision was taken to pause delivery. At around the same time TfL advised the Council that their office development was no longer commercially deliverable and that they were considering other options for the site.
11. Subsequently, TfL under the banner Places For London entered into a partnership with Helical to bring forward a new scheme. The partnership vehicle is called Platinum Southwark Limited (Platinum) and it is far advanced through planning with an application (planning reference 24/AP/2770) for 429 student beds to be built on the east side of Joan Street, above and around Southwark Station.
12. The associated affordable provision of 44 social rented homes, required by planning policy, is to be built on the west side of Joan Street, on a site adjoining Styles House Estate. The affordable block includes a community facility that could operate as a replacement for the demolished Styles House tenants' room. The 44 proposed affordable units consist of:

15 x one bed units  
13 x two bed units  
15 x three bed units  
1 x four bed unit

44 units

13. Terms have been provisionally agreed with Platinum to enter into an agreement for lease with the Council of the 44 affordable units on the following principal terms and conditions:
  - The lease will terminate on 30 June 2175 (approximately 150 years).
  - The purchase is subject to the development achieving planning consent.
  - The site boundary and consideration are the subject of further detailed discussion.
  - Completion of the agreement to lease; the s106 agreement associated with planning application 24/AP/2770, and resolution of any outstanding matters under the original land swap agreement are to take place at the same time.
  - The building will comply with Southwark Design Standards, save for any reasonable deviations to be agreed between the parties.
  - Other standard commercial terms and conditions including various longstops linked to the delivery programme.
14. For the avoidance of doubt, Cabinet is being asked as landowner and Housing Authority to authorise the principle of purchase of these new Council homes. Decisions around the planning application are separate and will be made by

Planning Committee.

15. For commercial reasons Platinum requires the Council to enter into the agreement for lease in the summer 2025 and this is driving the timetable for decision making.
16. The exact boundary of the site to be leased by the council has not yet been fixed and is the subject of detailed technical work by Platinum. Similarly, detailed discussions are continuing with Platinum on the financial aspects of entering into the agreement for lease.
17. If Cabinet agrees the principle of the purchase it is intended to instruct external specialist valuers to assist in making the business case in support of the purchase.

### **KEY ISSUES FOR CONSIDERATION**

18. The opportunity to purchase the affordable homes associated with planning application 24/AP/2770 has arisen and officers are in negotiation with the developer on detailed terms for an agreement for lease. To meet the vendors commercial timetable, Cabinet is asked to confirm the principle of entering into the agreement and to instruct officers to complete all due diligence before committing to legal completion.
19. This further work will be carried out under the direction of the Strategic Director Resources and the Director of Planning and Growth. As part of the due diligence work, to confirm the financial aspects of the purchase satisfies the Council's fiduciary duty, the lease on offer will be valued by an external specialist.

### **Policy framework implications**

20. The long term housing vision for the borough (agreed by cabinet in January 2014) 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:
  - The Council will use every tool at its disposal to increase the supply of all kinds of homes across Southwark;
  - 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;
  - The Council will support and encourage all residents to take pride and responsibility in their homes and local areas; and
  - 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**

#### **Community impact statement**

21. Extensive consultation has been carried out with Styles House TMO. This

development will benefit the resident community by providing additional social infrastructure. This includes a new TMO hall to be made available and managed by the TMO for a wider range of community uses/rentals.

22. The Public Sector Equality Duty requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. The Council's consultation with residents on the 11,000 council homes programme has been specifically designed to be inclusive of all the borough's communities and provide a range of mechanisms to provide residents with the opportunity to engage.
23. Southwark is a borough with high levels of deprivation, low income levels and high levels of housing need. Southwark's Housing Strategy to 2043 identifies that the supply of affordable housing in the borough outstrips demand. There is a demand for larger properties for younger families, many of whom are experiencing overcrowding.
24. The proposal is to increase the supply of affordable, good quality homes will benefit households in need from all Southwark communities, and will increase the housing options available for older people and people with disabilities.
25. Those households in the vicinity of the new developments may experience inconvenience and disruption in the short term whilst works are taking place but such communities will benefit in the longer term from the provision of new homes.
26. There are no negative equalities issues arising from the construction of the new council homes, the provision of a new community hall, and improvements to the public realm. Providing a new community hall and public realm improvements will provide positive equalities and social outcomes by providing high quality space where communities can meet, interact, and build trust.

## **Equalities (including socio-economic) impact statement**

### **Health impact statement**

27. The new council homes are of a high-quality design, Southwark Construction have been working with TfL's design team to ensure the homes are built to the Southwark Employers Requirements and standards. The new community meeting hall will provide a high-quality meeting space, and for events and cultural projects. The opportunity for residents to get involved in gardening and community activities offers a wide range of well-being benefits.

### **Climate change implications**

28. The new homes are car free with residents prevented from obtaining an on-street parking permit, as the development is in close proximity to Southwark tube station to minimise transport emissions and improve air quality.

## **Resource implications**

29. The development will be overseen by Southwark Construction to ensure the terms of the agreement for lease, in particular the specification and quality of build, are complied with. To this end a Project Manager will be allocated to liaise with TfL, the developer and the residents.

## **Legal/Financial implications**

30. Please see the report of the Assistant Chief Executive, Governance and Assurance.
31. There are no financial implications arising directly from the recommendations made in this report. Approval is being sought for an in principle agreement to take a long lease of 44 social rented homes on Joan Street, which by itself does not commit the council to the acquisition, and to delegate authority to Strategic Director Resources and the Director of Planning and Growth authority to conclude detailed terms for the agreement to lease on the proviso it creates no additional net capital or revenue obligations for the HRA and can be shown to satisfy the Council's fiduciary duty.
32. Should the council decide to proceed with the acquisition, it is likely that it will be financed from resources supporting the Housing Investment Programme, namely GLA grant and capital receipts with no recourse to borrowing. The application of GLA grant is expected to exempt the purchase from Stamp Duty Land Tax, as the transaction will be funded with the assistance of a public subsidy (the GLA grant).

## **Consultation**

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Head of Procurement**

33. This report deals with a property transaction which gives rise to no procurement issues.

#### **Assistant Chief Executive, Governance and Assurance (HG681/6/KR)**

34. The report recommends that pursuant to s120 of the Local Government Act 1972 and s9 of the Housing Act 1985 the cabinet agrees in principle to take a long lease of 44 social rented homes on Joan Street on the basis outlined in the report.
35. Section 120 of the Local Government Act 1972 provides that a council may acquire any land by agreement for the purposes of a) any of its functions under the 1972 Act or any other enactment; or b) the benefit, improvement or development of their area. The report makes clear that the property to be acquired will be for social rented homes.
36. Section 9 of the Housing Act 1985 provides that a local housing authority may

provide housing accommodation a) by erecting houses or converting buildings into houses on land acquired by them, or b) by acquiring houses.

37. The negotiation of the terms of the acquisition is delegated to the Director of Planning and Growth and the Strategic Director of Resources on the proviso it creates no additional net capital or revenue obligations for the HRA and can be shown to satisfy the Council's fiduciary duty, and the report points out that the lease being acquired will be valued by an external specialist valuer.
38. The report points out that the decision maker must have due regard to the obligations set out in the Equality Act 2010 to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others when exercising its functions.

### **Strategic Director, Resources (H&M24/122)**

39. This report recommends an agreement in principle to take a long lease of 44 new council homes on Joan Street, as outlined in the report. It also delegates authority to the Strategic Director of Resources and the Director of Planning and Growth to finalise the detailed terms of the lease agreement.
40. Although there are no direct financial implications from the recommendations in this report, the agreement to acquire the new council homes will be contingent on ensuring no additional net capital or revenue obligations for the HRA. It must also satisfy the Council's fiduciary duty. As outlined in the financial implications section of the report, if the acquisition proceeds, it will be funded from resources supporting the Council's Housing Investment Programme.

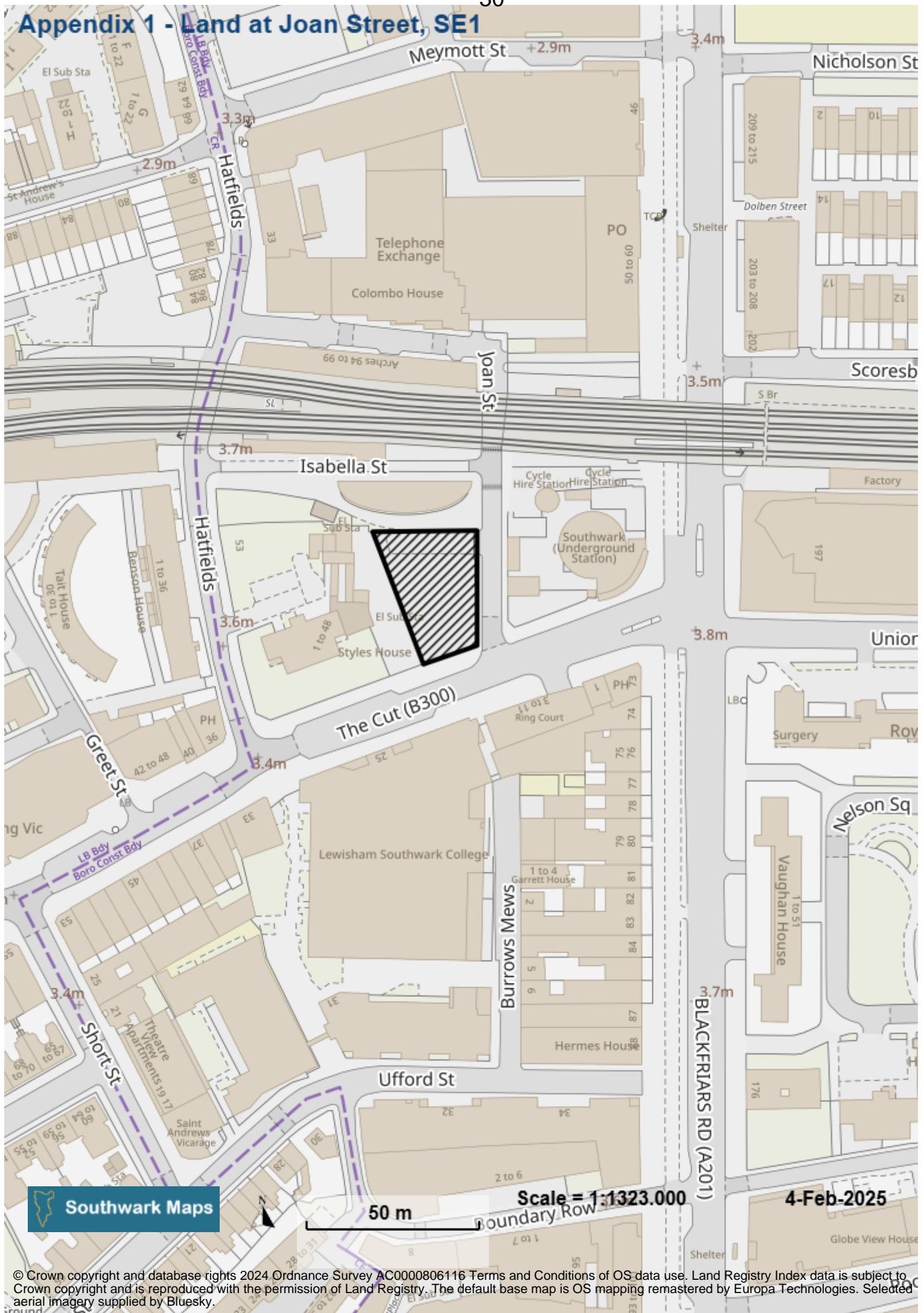
## **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Site plan

**AUDIT TRAIL**

Cabinet Member	Councillor Helen Dennis, New Homes and Sustainable Growth		
Lead Officer	Neil Kirby, Head of Sustainable Growth		
Report Author	James Oates, Principal Surveyor		
Version	Final		
Dated	27 February 2025		
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, Resources	Yes	Yes	
Strategic Director Housing	Yes	Yes	
Cabinet Member	Yes	Yes	
Date final report sent to Constitutional Team		27 February 2025	

# Appendix 1 - Land at Joan Street, SE1





<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Town Centre Action Plans
<b>Cabinet Member:</b>	Councillor John Batteson, Climate Emergency, Jobs and Business
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

### **FOREWORD – COUNCILLOR JOHN BATTESON, CABINET MEMBER FOR CLIMATE EMERGENCY, JOBS AND BUSINESS**

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. Our town centres are also home to our diverse business community, and the council has an important role to deliver the right physical and economic environment for them to succeed. These action plans have been developed for businesses, local people and those who use the high street to outline how we will make our town centres cleaner, safer and more vibrant places to visit and shop.

The last 15 years has seen a gradual decline in high streets, not just in Southwark and London, but across the county. As shopping trends shift online, businesses have continued to close or pulled back from having a physical presence in town centre locations. This trend was only exacerbated during the Covid-19 pandemic which left many businesses struggling and saw an increase of void high street properties across the county. While some of that threat has subsided, our town centres still face considerable challenges including the cost-of-living crisis and the continued rise of online shopping which particularly threaten small and independent businesses. Ensuring our town centres thrive and serve the whole community is a key theme within our Southwark 2030 strategy. While our major town centres share some similarities, we also know how unique they are and that the challenges and opportunities they face are very different.

Bermondsey possesses such a strong sense of community and is home to The Blue Market which has been serving the local area for over 150 years. This will be home to a new multi-arts space, but we know how important it is that it connects to the nearby Biscuit Factory development. Camberwell is thriving area which benefits from strong transport links and is home to diverse and independent businesses from every part of the world. It also has prominent health, arts and creative institutions which provide great opportunities to boost the local economy. Canada Water is an emerging town centre bringing a new leisure centre, shopping opportunities, places to eat and drink, and daytime and evening events and activities. Ensuring these are genuinely affordable and that nearby shopping parades on Albion Street and Lower Road also

benefit is vitally important.

In Elephant and Castle, a new town centre will deliver a modern shopping area with cultural and entertainment spaces. The economic benefits need to extend along Walworth Road, including East Street Market, which has received substantial council investment to ensure it remains well-maintained and becomes one of the top markets to visit and shop. Peckham is one of London's most diverse and vibrant areas, with high footfall on Rye Lane from morning until night. Planned improvements over the coming years include upgrades to Peckham Rye Station and a revamp of Peckham Square. It's crucial that these enhancements are joined up to make sure Peckham's unique cultural identity is preserved.

Our action plans are based on what businesses and local people have told us they want to see and are tailored to address the specific needs of each area, while also aligning with broader borough-wide objectives. This targeted approach allows us to leverage the strengths of each town centre and address their individual challenges effectively. They have been developed with input from every department across the council and Town Centre Leads within our Local Economy Team will oversee the delivery and carry out community engagement, so they continue to speak to the right priorities.

While developing and publishing these action plans is an important milestone, it represents the first step of the journey rather than the end. We look forward to working closely with the business community and other partners in each of our major town centres so we can make them more enjoyable places to spend time, improving the overall well-being of our residents and the economic health of our borough.

## **RECOMMENDATIONS**

### **Recommendation for the Cabinet**

1. That Cabinet approves the adoption of town centre action plans, to be used to communicate activity and planned improvement measures in town centres with key stakeholders and facilitate meaningful engagement with businesses and residents.

## **REASONS FOR RECOMMENDATIONS**

2. In line with our Council Delivery Plan commitments on Thriving Town Centres and High Streets, detailed Town Centre Action Plans (TCAPS) have been produced for five of our key town centres – Peckham, Camberwell, Elephant & Walworth, Bermondsey and Canada Water.
3. The TCAPs bring together all work in relation to town centres into a single, professionally designed, accessible document. Each action plan includes information about town centre developments, key challenges such as issues around community safety and town centre cleanliness, support available to high street businesses, and details of events and activities planned to attract visitors to the high street. They include actions led by both the council and external stakeholders such as BIDs, business forums, developers and community groups.

4. The TCAPs will enable the council to more readily engage communities, businesses and ward members on activity and key areas of concern specific to each town centre, and provide a framework for:
  - Listening and responding to the issues raised by stakeholders
  - Planning to ensure our town centres benefit from opportunities that are identified
  - Anticipating challenges that will arise and setting out mitigating actions
5. Each action plan will:
  - Tell the story of each town centre and give the reader a sense of place.
  - Be reflective of Southwark 2030 ambitions and aligned with our broader approach to neighbourhoods.
  - Communicate the key issues being addressed to improve our town centres.
  - Offer accountability through a “you said, we did” style to report progress.
  - Direct the reader to other ways they can engage with the council on town centre related issues (upcoming events, newsletters).
  - Be succinct and accessible in language, and link to more detailed information for those that want it.
  - Be visually appealing.
  - Be easy to update and share, and available to present at in person events.
  - Be updated every 6 months to reflect progress and the latest developments respective of each town centre.
6. The TCAPs complement the neighbourhoods programme. They are concise, accessible documents that focus on issues which impact businesses and people who use the town centre. They will be updated regularly to reflect how we are responding to the priorities and concerns of residents and businesses, as part of our ongoing engagement with the community. They aim to provide a framework for dialogue with the community that will enable us to continuously improve and report back on progress. This helps to ensure that the views of local people guide their local areas, in support of the Southwark 2030 goal of ensuring our town centres thrive and serve our local community.

## **ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

### **Do not produce TCAPs; continue with existing communication channels**

7. The development and adoption of TCAPs responds to a specific Council Delivery Plan commitment to deliver major improvements to Camberwell, Canada Water, Peckham, and Walworth town centres and The Blue in Bermondsey. In support of Southwark 2030 goals, it aims to improve engagement with businesses and the community on town centre related activity.
8. If the TCAPs were not adopted, the council would continue using existing communication channels to promote activity such as the business e-newsletter, public consultations or Southwark Life. However, these channels are all used for wider purposes and there would be no singular document

which brings together all town centre work into one place. This would make community engagement in relation to the town centres programme challenging.

9. Recent community engagement has shown that many residents and businesses are very passionate about their town centre. They want to know that there is a joined up approach to improving their local area and they want to engage. Without the TCAPs, there would be no mechanism to share the council's overall plans for the town centres in an accessible format. This in turn would impact on the ability of residents and businesses to share their views.

## POST DECISION IMPLEMENTATION

10. Should Cabinet approve the development of the TCAPs, the following plan will be implemented:

Key Activity	Target completion date
Update TCAPs with any essential updates from delivery teams and incorporate any feedback from Cabinet	28 March 2025
Publish TCAPs on the council website	11 April 2025
Begin implementation of communication and engagement plans bespoke to each town centre, e.g. town centre walkabouts, meetings with business forums and / or community groups	11 April 2025
Continue progressing with delivery of town centre actions	Ongoing
Update each TCAP every 6 months or as required	Ongoing

## BACKGROUND INFORMATION

### Strategic and service alignment

11. The TCAPs are aligned to the Southwark 2030 deliverables set out under the goal of a strong and fair economy to ensure that town centres meet the needs of our diverse communities. They should also be viewed in the context of the Southwark Plan, adopted in 2022, which sets out the strategic vision for the future of Southwark's distinct places and neighbourhoods through a series of Area Visions. The TCAPs bring together relevant guidance from the Southwark Plan with wider information, stakeholder feedback and relevant strategies in order to set out a cohesive, joined up approach to improving the town centres in areas where there is no Action Area Plan.
12. The Local Economy and Neighbourhoods teams have worked closely to ensure that the TCAPs fully align with and complement the broader work on neighbourhoods. For example, where relevant, neighbourhood summary public health data has informed the development of the TCAPs. Whilst the

neighbourhoods programme considers all aspects of a neighbourhood such as housing, public health, and community safety; the TCAPs are more targeted towards the needs of local businesses and users of the high street.

13. Alongside Neighbourhoods, the TCAPs have been developed in close collaboration with a wide range of council delivery teams including:
  - Sustainable Growth, Planning and Conservation
  - Community Safety and Protection
  - Waste and Cleansing
  - Transport and Highways
  - Regulatory Services and Enforcement
  - Parking and Network Management
  - Traded Services
  - Public Health
  - Culture
14. The TCAPs aim to help streamline internal service delivery. Each town centre has a dedicated lead officer who has coordination responsibility of the TCAP. Delivery responsibility for individual actions within each plan remains in each service area, however the TCAPs support the lead to take a place-based approach and coordinate activity. For example, where two consultations are running concurrently, the lead can streamline engagement work. Similarly, the lead is well-placed to spot synergies between programmes and broker relationships with stakeholders to encourage more joined up ways of working.
15. To ensure that the town centre lead can work across the council and with external stakeholders effectively, regular, periodic meetings have been set up to facilitate continuous communication. Where necessary, officers can meet more regularly or working groups can be set up to manage the delivery of specific projects.
16. The TCAPs will also help direct the priorities for the wider town centres programme. For example, concerns about waste on Walworth Road fed into the selection process for the pilot locations for the fly-tipping pilot. Likewise, priorities highlighted in the TCAPs are also feeding into how the CIL money is allocated.

### **Community engagement and co-delivery**

17. The TCAPs have been informed by engagement with residents and businesses such as through town centre walkabouts, resident groups and business forums. The feedback received has driven the priorities for each action plan.
18. The published TCAPs will reflect community members' feedback and provide a platform for further engagement. Business networks and other stakeholders will be invited to participate in the ongoing development of action plans. We aim to use the TCAPs to support the development of business networks and encourage co-ownership of projects and activity. For example, the Elephant and Castle and Walworth TCAP is being used to drive discussion as to what services the proposed BID could provide to complement council services and

enhance the town centre.

19. It is anticipated that further funding will be made available via the UK Shared Prosperity Fund which could fund a third round of the Thriving High Streets Fund. The TCAPs will be key to shaping the priorities of the fund. They will support the application process by encouraging applications to align with local priorities. In doing so they could help foster co-design and co-delivery amongst community groups.
20. Taking forward the feedback received from the Education and Local Economy Scrutiny Commission and Political Cabinet, bespoke engagement plans for each town centre are being developed to ensure that more vulnerable stakeholders are able to fully participate in the engagement process. Any engagement and consultation will be coordinated with the broader neighbourhoods work, and other key programmes (e.g. transport infrastructure and sustainable development) to ensure cross council alignment.

## **KEY ISSUES FOR CONSIDERATION**

### **Policy framework implications**

21. Thriving highstreets are essential to the Southwark 2030 vision of a fairer, greener, more resilient economy, and a key theme of the Southwark Economic Strategy 2023-30. The TCAPs directly support the Southwark 2030 goal of ensuring that our town centres thrive and serve our local community and that the views of local people guide their local areas. They address the themes of improving the appearance, accessibility and quality of high streets, alongside supporting business owners and entrepreneurs from diverse backgrounds.
22. The TCAPs directly support delivery of the Council Delivery Plan commitment of investing in our town centres and high streets and delivering major improvements to the town centres of focus.
23. The TCAPs complement the broader work on neighbourhoods. They also align with the Southwark Plan, adopted in 2022.

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

#### **Community impact statement**

24. The purpose of the TCAPs is to enable meaningful engagement with residents and business owners. Our town centres and high streets need to effectively serve all members of our communities irrespective of their age, gender, sex, race or ethnic background. For this reason, the TCAPs need to be accessible to all people. This will help ensure that the TCAPs reflect the needs and priorities of people with different protected characteristics and help mitigate against any potential negative impacts that could arise from parts of the wider town centres programme. It will also help promote good community relations and highlight opportunities to tackle inequality.

25. The TCAPs are designed in an accessible format that will be published online and can be printed if needed. Bespoke communication and engagement plans are being developed for each town centre to ensure that they reach people from diverse backgrounds and minority groups that reflect the population of the local area. To ensure that as wide a range of people can engage with the plans, the following engagement channels will be utilised where appropriate:
- Hyper-local business forums and networks
  - Local community and resident groups
  - Face-to-face business engagement e.g. via high street walkabouts, town centre wardens
  - Networks through existing council programmes e.g. Southwark Pioneers Fund participants
  - Resident / member engagement e.g. via ward meetings
  - Council business e-newsletter
  - Council website, social media and publications
26. Where the TCAPs highlight a particular activity or programme that could impact positively or negatively on a group of people with a particular characteristic, more targeted engagement can be undertaken. For example, engagement with Latin Elephant and the Elephant and Castle Business Forum on plans to relocate the traders from the Latin American community.
27. A full equality impact and needs analysis (EINA) is being undertaken for the wider town centres programme. This considers the potential positive and negative impacts of the town centres programme on people with different protected characteristics.

### **Equalities (including socio-economic) impact statement**

28. To ensure a fairer, stronger economy the TCAPs also need to reflect the needs and priorities of people from low socio-economic backgrounds. The engagement plans for each town centre aim to reach this cohort. In particular, engagement via local community and resident groups, high street walkabouts and utilising existing networks which target people from low socio-economic backgrounds will be key to making the TCAPs accessible.
29. A full equality impact and needs analysis (EINA) is being undertaken for the wider town centres programme. This considers the potential positive and negative impacts of the town centres programme on people with different protected characteristics. The EINA considers the wider impacts of the town centres programme on people who are socio-economically disadvantaged.

### **Health impact statement**

30. To ensure that the needs and priorities of people with health conditions are reflected in the TCAPs, all engagement channels outlined above will be utilised. Where the TCAPs highlight a particular activity or programme that

could have more significant impact on people with health conditions, more targeted engagement can be undertaken. For example, where there are proposed changes to highways which could affect access to public transport or sections of the high street, more targeted engagement could be undertaken to reach people with mobility issues. For example via the health and wellbeing roadshow or community health ambassadors.

31. The EINA considers the wider impacts of the town centres programme on people with health conditions.

### **Climate change implications**

32. The TCAPs will be published online to reduce paper generated by printing. However, the documents will be printable on request to ensure full accessibility.
33. It is anticipated that the TCAPs will help raise awareness about activity and projects that positively impact on the environment. For example, e-cargo bike programmes or carbon reduction programmes such as the Southwark Climate Collective could be promoted to businesses to increase uptake.
34. Similarly, the TCAPs will also inform stakeholders about adaptation measures planned to help improve the sustainability of the high street, for example the sustainable urban drainage systems installed in Camberwell. The TCAPs provide a mechanism for residents and business owners to feed back their concerns or suggestions in relation to climate change and its impact on the high street.

### **Resource implications**

35. The development of the TCAPs will be managed by dedicated resource from the Local Economy Team. Resource from delivery teams will be required to secure updates for the TCAPs. This is coordinated by the town centre programme lead and built into the structure of the wider town centres programme.
36. Costs associated with the development of the TCAPs themselves will be contained within Local Economy budgets.
37. There is currently no additional budget for the delivery of the actions within the TCAPs. All actions have either already been committed to, and so already have resource allocated; or would require additional funding, in which case resource would be sought through the relevant governance process. For the majority of the actions within the TCAPs, resource has already been committed, however where additional resource is required, this is made clear within the TCAPs.

### **Note: Legal/Financial implications (and when to seek supplementary advice)**

38. None.



## Consultation

39. The TCAPs have been informed by engagement with residents and businesses such as through town centre walkabouts, resident groups and business forums. The feedback received has driven the priorities for each action plan.
40. The TCAPs have also been informed by engagement with key delivery teams including:
  - Sustainable Growth, Planning and Conservation
  - Community Safety and Protection
  - Waste and Cleansing
  - Transport and Highways
  - Regulatory Services and Enforcement
  - Parking and Network Management
  - Traded Services
  - Public Health
  - Culture
41. The published TCAPs will reflect community members' feedback and provide a platform for further engagement. Business networks and other stakeholders will be invited to participate in the ongoing development of action plans. Community engagement will be continuous throughout the town centres programme and the TCAPs will be updated every six months to reflect progress and respond to stakeholder priorities.
42. Where the TCAPs highlight issues or propose improvements which could be taken forward as a distinct project, further consultation will be undertaken as appropriate.
43. The proposal for the development of the TCAPs has been positively received by community groups. For more information on how community engagement and consultation will be embedded within the town centres programme, please see pp. 18-21.

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive, Governance and Assurance NBC/20250205

44. This report asks Cabinet to approve the adoption of town centre action plans, intended to be used to communicate activity in relation to town centres and facilitate meaningful engagement with businesses and residents.
45. Part 3D of the constitution reserves to individual cabinet members the agreement of service plans, in relation to their areas of responsibility. However, when matters affect more than one portfolio; on such occasions the decision will be referred to a meeting of the full cabinet.
46. The cabinet will need to have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others in accordance with

the public sector equality duty in section 149 Equality Act 2010. Reference is made to this in paragraph 28.

### Strategic Director of Resources (PFS-47)

47. The strategic director of resources notes that adopting town centre action plans will not increase the pressure on the department's budget.
48. It is also noted that costs incurred to date have been funded from existing approved revenue budgets and that any resources that may be required in the future will be subject to the relevant governance process.
49. Staffing and any other costs associated with this recommendation are to be contained within existing departmental revenue budgets.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None.		

### APPENDICES

No.	Title
Appendix 1	Bermondsey Town Centre Action Plan
Appendix 2	Camberwell Town Centre Action Plan
Appendix 3	Canada Water Town Centre Action Plan
Appendix 4	Elephant and Castle and Walworth Town Centre Action Plan
Appendix 5	Peckham Town Centre Action Plan

### AUDIT TRAIL

Cabinet Member	Councillor John Batteson, Cabinet Member for Climate Emergency, Jobs and Business		
Lead Officer	Clive Palfreyman, Strategic Director of Resources		
Report Author	Libby Dunstan, Principal Strategy Officer		
Version	Final		
Dated	27 February 2025		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Assistant Chief Executive, Governance and Assurance		Yes	Yes
Strategic Director, Resources		Yes	Yes
Cabinet Member		Yes	Yes
Date final report sent to Constitutional Team			27 February 2025





# Bermondsey Town Centre Action Plan



# Bermondsey Town Centre

## Action Plan

The Bermondsey Town Centre Action Plan sets out key areas that businesses, residents and other local stakeholders want to see improved in Bermondsey Town Centre.

## What do we know about Bermondsey?

Once known for being an industrial centre in the 18th and 19th centuries, Bermondsey is now home to a host of local shops located within The Blue, Jamaica Road, Bermondsey Street and Tower Bridge Road. In and around the railway viaducts you can find artisanal food and beverage producers and other light and creative industries.

Around 31,300 people live in North and South Bermondsey. Opportunities for entertainment and leisure are plentiful with Millwall Football Club located a few minutes from South Bermondsey Station and open public spaces such as Bermondsey Spa, St James's Churchyard and The Thames Path.

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. As part of our five-year borough plan, Southwark 2030, town centres play a crucial role. They are essential to delivering our goal of a strong and fair economy where everyone benefits from the borough's economic strength and growth.

Along with opportunities for entertainment and leisure, Bermondsey is also a hub for training and employment support with both Big Local Works and Bermondsey Community Kitchen supporting local people to access job opportunities and skills for work.

Bermondsey is also home to The Blue Market which has been serving the local community for over 150 years. Surrounded by a variety of shops including butchers, bakeries, and cafés, as well as a public library, the market is a pillar for the local community.

Since it's heyday, The Blue has seen a decline in footfall and local industry. However, in

High streets and town centres face considerable challenges including the cost-of-living crisis and the rise of online shopping which threaten small and independent businesses. This action plan outlines how we will make our town centres cleaner, safer and more vibrant places for people to visit and shop, and where businesses can rely on consistent and sufficient footfall to be successful.

**Councillor John Batteson**, Cabinet Member for Climate Emergency, Jobs & Business

recent years, the area received a £2m investment from the Mayor of London's Good Growth Fund which enabled a community-led regeneration programme investing in The Blue town centre's infrastructure. Alongside improving the appearance and accessibility of the market, other benefits can also be seen with the area seeing a 6% increase in footfall from 2023-2024.

Home to many small, local enterprises and traders, it is vital that this local town centre continues to attract more local people and visitors to help sustain the local economy. For this reason, this town centre action plan focuses on The Blue, with the aim of supporting the area to become a place in which businesses can thrive and grow.

## What is the vision for the town centre?

Development in Bermondsey aims to provide more homes and new employment workspaces. It will invest in the creative industry, particularly focusing on small and medium sized enterprises to strengthen Bermondsey's reputation as an exciting, vibrant and creative place to work.

There are major developments taking place in Bermondsey such as a new multi-arts space and the redevelopment of the Biscuit Factory. The development will provide new housing, whilst seeking to attract visitors, diversify the local arts offering and improve access to the retail spaces in The Blue as a key priority.

The council will support and invest in the community to run activities and events to help attract visitors and local people to the town centre.

Improving safety and people's perception of the area is also vital to attracting visitors and sustaining the local economy. The council works closely with the police and other partners and organisations to reduce crime and anti-social behaviour (ASB) and ensure that people and business-owners feel safer. This town centre action plan sets out the work being undertaken to address these challenges and to ensure that the existing town centre thrives and serves its local community.





Town centre actions

Action	Description	Delivery Team	Timeframe
Short-term			
Developing a new Bermondsey website	The Blue Bermondsey BID is developing a new Bermondsey website to promote the people and services of local businesses. The website will also include an events and jobs board which will serve as opportunity for local business to share upcoming opportunities.	Blue Bermondsey BID	Ongoing
Medium-term			
Deliver a new multi-arts space in the former Thorowgoods furniture store building	The council is refurbishing the existing vacant building to create a multi-use, arts, cultural and employment space. The arts offering aims to complement existing arts spaces within Bermondsey and provide a diverse offer for local people. The redevelopment aims to attract more people to visit and spend longer periods of time in the Blue, therefore benefitting local shops and services from the increased footfall.	Southwark Council	Venue opening by Spring 2026
Alexis Street Park Improvements	Works on Alexis Street playground and park improvements will include an adventure playground, outdoor gym, seating, picnic area, a social space for young people, a nature area and place for fruit & veg growing.	Southwark Council	Complete by mid 2026
Community Safety	<p>The council works in partnership with the police, probation service, fire service and health partners to reduce crime and ASB and make the borough safer. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol the town centre, along with the police, to offer a visible and reassuring presence and keep people safe.</li><li>• <u>Southwark Young Advisors</u> who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Monitoring CCTV in public spaces 24/7.</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the <u>Women’s Night Safety Charter</u>.</li></ul> <p>It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</p>	Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners	Ongoing

Action	Description	Delivery Team	Timeframe
Long term			
Developing the local business offer	The council owns a number of properties in Bermondsey which may create opportunities to diversify the activities, shops and services in the town centre. There are vacant properties, both private and council-owned, within Bermondsey which can detract from the appearance of the high street. The council is considering how to support the diversification of the local offering of businesses, whilst also ensuring both current and new tenants are sustainable enterprises. The council will explore opportunities to develop partnerships and a wider strategy with third party landlords to ensure that the high street offer meets community needs, leading to a vibrant town centre.	Southwark Council	Ongoing
Redevelopment of The Biscuit Factory	<p>The development will deliver 1,548 homes and create public spaces, including a large public roof terrace and a pedestrian walkway to the Blue, with the first lot of homes set to become available for occupancy in 2026.</p> <p>There are plans for the Biscuit Factory to include a cultural attraction to bring visitors to the area and increase footfall.</p> <p>The developer is also committed to working closely with and supporting Big Local Works to deliver core training initiatives which support work experience, training and employment opportunities through this project.</p>	Greystar	Complete by 2027
Opening a pedestrian through-route via the viaduct arches into The Blue	The council is working with Greystar and Arch Co to create a new pedestrian route which will link the new retail and public square spaces from The Biscuit Factory into The Blue. This will increase footfall into key areas of the town centre and improve access to surrounding businesses.	Greystar	Complete by 2028



# How we’re listening to your feedback

You Told Us	What we are doing
<b>A strong and fair economy:</b> New and existing small businesses need support and investment.	<ul style="list-style-type: none"><li>• We have allocated £25k worth of funding from The Thriving High Streets Fund to Big Local Works who will run free business skills workshops for local businesses and support them to test their ideas with a market stall on The Blue.</li><li>• The Fund also supported In Good Company, an organisation which supports businesses in Peckham, Elephant and Castle and Bermondsey to become more ethical and adopt sustainable practices.</li></ul>
<b>Staying well:</b> You want to make healthy choices for yourself and those you care for	<ul style="list-style-type: none"><li>• The Alexandra Rose Charity received a grant from the council to offer families from low-income household’s vouchers to buy healthy food such as fresh fruit and veg. Vouchers can be used on stalls trading on The Blue Market and will support children with having a healthy start to life.</li><li>• The Southwark Health Outreach Programme offers free advice and health checks to residents over 18. You can get advice on stopping smoking, preventing long-term health conditions and how to access local screening for different types of cancer. Health roadshows take place across the borough. More information can be found at <a href="#">Health and wellbeing roadshows   Southwark Council</a></li></ul>
<b>A healthy environment:</b> You want to improve the local environment including parks and open spaces	<p>Clean, open and accessible spaces can have a significant impact on driving more people to the town centre and creating an environment in which people want to spend time. In 2023, Southwark Council and the Mayor of London funded Trees for Bermondsey to deliver improvement works to Shuttleworth Park. In partnership with the Blue Bermondsey BID, Bankside Open Spaces Trust and with support from Highways contractor, FM Conway, the playground has been refurbished and improved, along with other improvements to the park including:</p> <ul style="list-style-type: none"><li>• Two raingardens have been created, and a native species hedge has been planted over several years</li><li>• Thousands of bulbs, herbaceous native and non-native plants and shrubs have been added, as well as a new wildflower meadow edge</li><li>• Two areas of path have been de-paved to create large tree-pits at the centre of the park</li><li>• Trees for Bermondsey also hold volunteer planting days, workshops and events for local adult and children</li></ul> <p>Shuttleworth Park will continue to see improvements alongside other areas such as the Blue, Blue Anchor Lane, Rouel Estate Community Garden and Orchard and Nature Play projects.</p>

You Told Us	What we are doing
<b>Investing in communities:</b> You want to celebrate the diversity and heritage of our borough	<ul style="list-style-type: none"><li>• We have funded The Bermondsey Carnival from the Cultural Celebrations Fund which delivers an opportunity for people to come together and take part in a host of games and fun activities whilst showcasing the diversity of the local community.</li></ul>





# Useful Contacts and Information

The Bermondsey Town Centre Action Plan is updated every six months. We want to hear your ideas and feedback, such as services you'd like in your town centre, or issues the town centre action plan should prioritise. [Share your views](#).

## Safety

- Report a crime
  - If someone is in immediate danger call 999
  - If it's in the past [report online](#)
- Report ASB and noise nuisance
  - Call Southwark Council 020 7525 5777
- Sign up to the council's [community safety newsletter](#) or email [CommunitySafety@southwark.gov.uk](mailto:CommunitySafety@southwark.gov.uk)

## Town Centre and Environment

- [Report a problem in the town centre](#) (like graffiti, fly tipping, broken paving slabs, or street lighting)
- A free [graffiti removal service](#) is available for private residents and businesses.

## Support for Businesses

- [Find out about support and advice for businesses](#)
- [Apply for a street furniture or pavement license](#) (for shop displays, advertising boards or tables outside your premises)
- Sign up to the council's [business newsletter](#)

Updated March 2025







# Camberwell Town Centre Action Plan



# Camberwell Town Centre

## Action Plan

The Camberwell Town Centre Action Plan sets out key areas that local people, businesses, community groups and other local organisations want to see improved in Camberwell town centre.

## What do we know about Camberwell?

Once a medieval village, Camberwell is now a thriving modern town centre surrounded by a mix of residential streets and is centred around a communal green located at the heart of the area. Its historic urban layout is important to its physical identity and contributes to the character of the area. Camberwell has a successful and busy town centre which has an established community of small businesses and a range of shops and activities for both day and nighttime. Around 31,500 residents live in the Camberwell neighbourhood. Camberwell has a more diverse population than the Southwark average, with residents and business

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. As part of our five-year borough plan, Southwark 2030, town centres play a crucial role. They are essential to delivering our goal of a strong and fair economy where everyone benefits from the borough's economic strength and growth.

owners having roots across the world, including from West Africa, the Caribbean, South America, Poland, Turkey, and Bangladesh to name a few.

Camberwell is home to prominent health, arts and creative institutions including the Maudsley Hospital, the Camberwell College of Arts (UAL) and the South London Gallery. Leisure and open spaces are plentiful, whether you're visiting the 400-metre BMX track at Burgess Park, stopping by Camberwell Leisure Centre, using the popular Camberwell library or passing through Camberwell Green. Camberwell is a transport hub and is well-connected to other areas within Southwark

High streets and town centres face considerable challenges including the cost-of-living crisis and the rise of online shopping which threaten small and independent businesses. This action plan outlines how we will make our town centres cleaner, safer and more vibrant places for people to visit and shop, and where businesses can rely on consistent and sufficient footfall to be successful.

**Councillor John Batteson**, Cabinet Member for Climate Emergency, Jobs & Business

by major bus routes, as well as accessible by train through Denmark Hill station.

The town centre also faces challenges. Crime and anti-social behaviour (ASB) can affect how safe people feel, besides creating challenges for local businesses. Camberwell Church Street is a hotspot for graffiti, flyposting and litter which impacts on people's enjoyment and experience of the town centre. The council is working closely with the Police, the London Borough of Lambeth and other organisations to address issues in the area and ensure that the town centre thrives and serves its local community.

## What is the vision for the town centre?

Development in Camberwell aims to improve the streets and environment whilst respecting the local character of the area. Improvements to the town centre include creating spaces for more large and small shops, workspaces for smaller enterprises, particularly creative industries, and spaces for entertainment, leisure and cultural activities.

Encouraging cycling and walking are priorities, alongside improving public transport, with the aim of improving accessibility and encouraging footfall. The council aims to improve bus journey times and improve safety, particularly at the junction of Camberwell Road, Camberwell Church Street, and Denmark Hill. It also aims to reduce the risk of surface water flooding.

A top priority for the council, the police and other public sector organisations is tackling the challenges of crime and anti-social behaviour and ensuring that local people and business-owners feel safe. Improving safety and people's perception of the area is vital to attracting visitors and sustaining the local economy. Likewise, graffiti, flyposting, fly-tipping and litter create an unwelcoming, unclean environment so tackling these issues is also essential. This town centre action plan sets out how we are working to create a safer, cleaner town centre.





Town centre actions

Action	Description	Delivery Team	Timeframe
Short-term			
Install Sustainable Urban Drainage Systems	Sustainable Urban Drainage Systems have been installed on both sides of Camberwell Station Road to alleviate flooding risk to local businesses and residents. The rainwater runs off the street and into an underground water table that waters the plants.	Southwark Council	Complete
Tree Planting	8 new trees have been planted on Camberwell Station Road to create a welcoming environment and to cool the street in the summer.	Southwark Council	Complete
Camberwell Station Road public realm improvements	<p>The council and the Greater London Authority have invested in a public realm scheme focussing in two key areas on Camberwell Station Road to create a greener, safer, and a more welcoming environment. This includes traffic calming measures, a segregated cycle lane, reducing opportunities to abandon vehicles, introducing Sustainable Urban Drainage Systems with planting and creating a plaza outside the old station building which will display artwork.</p> <p>These improvements complement the recently renovated arches which provides more space for businesses. Two new businesses have moved in and are utilising the space.</p>	Southwark Council and TfL	To be completed by 2026.

Action	Description	Delivery Team	Timeframe
Medium-term			
Community Safety	<p>The council works in partnership with the police, probation service, fire service and health partners to reduce crime and anti-social behaviour (ASB) and make the borough safer. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol the town centre, along with the police, to offer a visible and reassuring presence and keep people safe.</li><li>• <u>Southwark Young Advisors</u> who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Monitoring CCTV in town centres 24/7.</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the <u>Women's Night Safety Charter</u>.</li></ul> <p>It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</p>	Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners	Ongoing
Town centre cleanliness: waste, fly-tipping, flyposting, litter and graffiti	<p>The council is piloting a new approach to improve the cleanliness of town centres, targeting fly-tipping, graffiti, fly posting and litter issues. The pilot aims to work collaboratively with businesses and residents to trial new measures that deter and prevent incidents from reoccurring. Focusing on awareness raising, education and enforcement, the council aims to drive the required long-term behaviour changes to effectively address these issues.</p> <p>Vicarage Grove is a trial location for tackling fly-tipping, while. Camberwell Church Street has been chosen as the trial area for tackling graffiti and flyposting. The Council would like to hear from local shop owners on Camberwell Church Street who suffer from graffiti and flyposting to explore what can be done together to tackle it. To find out more about the Camberwell Church Street graffiti action plan work, please email: <a href="mailto:southwark.cleaning@southwark.gov.uk">southwark.cleaning@southwark.gov.uk</a></p>	Southwark Council	<p>Initial pilot work to be completed summer 2025. Approach and key learning expected to be rolled out following the initial pilots.</p> <p>Regular street cleaning and graffiti removal ongoing.</p>

Action	Description	Delivery Team	Timeframe
<b>Traffic calming measures on Camberwell Station Road</b>	Traffic calming measures are being installed in two key locations on Camberwell Station Road, alongside a bike lane. This aims to improve safety and enable active travel.	<b>Southwark Council</b>	To be completed by Spring 2025
<b>Re-development of Camberwell Green Magistrates’ Court</b>	There are plans to re-develop the Magistrates’ Court which would deliver a mixed-use scheme offering residential use, a hotel, recording studios and a community space. The development aims to positively impact on both the local economy and community.	<b>Camberwell Developments Limited</b>	Planning Committee Spring 2025
<b>Long-term</b>			
<b>Improving bus journey times</b>	The council is exploring options to make highways improvements along Walworth Road to improve bus journey times which will impact on transport to Camberwell. As part of this, the council has applied for funding through Transport for London (TFL).	<b>Southwark Council</b>	Funding decision by summer 2025. Works to be completed by 2030
<b>SC1 London</b>	The SC1 London is a health and life science innovation district in South Central London. It brings public sector partners together with start-ups and innovative business with the goal of optimising health equity. It aims to locate health start-ups and businesses in town centres with a goal to create more jobs locally.	<b>South London Maudsley Hospital, King’s College Hospital, NHS Foundation Trust, Guys and St Thomas’ NHS Foundation Trust, King’s College London, Guys and St Thomas’ Foundation, King’s Health Partners and Lambeth Council and Southwark Council</b>	Ongoing

How we’re listening to your feedback

You Told Us	What we are doing
<b>Support for businesses in Camberwell:</b> you want to see new and existing small businesses in Camberwell thrive.	<ul style="list-style-type: none"><li>• 4 Camberwell-based small businesses have been awarded grant funding from the Southwark Pioneers Fund, a council-funded programme to support Southwark businesses to start-up and grow.</li><li>• We’ve funded two Camberwell-based projects through our Thriving High Streets Fund, which provides funding for projects and activities that support the high street. Both projects worked with local businesses to increase footfall in the town centre.</li></ul>
<b>Air pollution:</b> you’re concerned about levels of air pollution in the area.	<ul style="list-style-type: none"><li>• In developments around Camberwell, we’re integrating features that will help reduce or mitigate air pollution.</li><li>• We are improving the way we manage air pollution from construction sites by increasing the number of site inspections and by requiring deployment of monitoring equipment.</li><li>• We measure three air pollutants in the area; nitrogen dioxide (NO2), Particulate Matter (PM10), and fine Particulate Matter (PM2.5). Measurements show that NO2 emissions halved on Camberwell Church Street between 2012-2022.</li></ul>
<b>Staying well:</b> You want to make healthy choices for yourself and those you care for	<ul style="list-style-type: none"><li>• The Southwark Health Outreach Programme offers free advice and health checks to residents over 18. You can get advice on stopping smoking, preventing long-term health conditions and how to access local screening for different types of cancer. Health roadshows take place across the borough. More information can be found at <a href="#">Health and wellbeing roadshows   Southwark Council</a></li></ul>
<b>Other developments in Camberwell:</b> You’re concerned that developments that are slow to progress can attract ASB and create uncertainty for businesses.	<ul style="list-style-type: none"><li>• Some developments in the area have not progressed, despite being given planning permission, for example the Valmar Trading Estate and Butterfly Walk Shopping Centre.</li><li>• Both schemes were granted permission between 2021- and 2023, with the former proposed for new homes, a hotel and a cinema, whereas the latter was proposed as a hotel, a cafe, and some residential units.</li><li>• Developments, including those that are still at the planning stage can have an impact on town centres, for example, attracting ASB and can create high turnover of businesses because of feelings of uncertainty.</li><li>• We will seek to update residents and the wider community on plans for the developments in the area, including the opportunities they present.</li></ul>

# Useful Contacts and Information

The Camberwell Town Centre Action Plan is updated every six months. We want to hear your ideas and feedback, such as services you'd like in your town centre, or issues the town centre action plan should prioritise. [Share your views](#).

## Safety

- Report a crime
  - If someone is in immediate danger call 999
  - If it's in the past [report online](#)
- Report ASB and noise nuisance
  - Call Southwark Council 020 7525 5777
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## Town Centre and Environment

- [Report a problem in the town centre](#) (like graffiti, fly tipping, broken paving slabs, or street lighting)
- A free [graffiti removal service](#) is available for private residents and businesses.

## Support for Businesses

- [Find out about support and advice for businesses](#)
- [Apply for a street furniture or pavement license](#) (for shop displays, advertising boards or tables outside your premises)
- Sign up to the council's [business newsletter](#)

Updated March 2025







# Canada Water Town Centre **Action Plan**



# Canada Water Town Centre

## Action Plan

The Canada Water Town Centre Action Plan sets out key areas that local people, businesses, community groups and other local organisations want to see improved in Canada Water town centre.

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. As part of our five-year borough plan, Southwark 2030, town centres play a crucial role. They are essential to delivering our goal of a strong and fair economy where everyone benefits from the borough's economic strength and growth.

High streets and town centres face considerable challenges including the cost-of-living crisis and the rise of online shopping which threaten small and independent businesses. This action plan outlines how we will make our town centres cleaner, safer and more vibrant places for people to visit and shop, and where businesses can rely on consistent and sufficient footfall to be successful.

**Councillor John Batteson**, Cabinet Member for Climate Emergency, Jobs & Business

## What do we know about Canada Water?

Canada Water is an area of the Docklands. It is named after a freshwater lake and wildlife refuge, but the name is also commonly used to refer to the surrounding areas including the old Surrey Docks (now known as Surrey Quays) and Rotherhithe, a relatively new residential neighbourhood and surrounded by historic riverside development. Around 28,600 people live in the neighbourhood. Canada Water is home to the Surrey Quays shopping centre, a busy destination for shopping and entertainment, with shopping parades also at Albion Street and Lower Road.

The area is being developed to create a new destination around the Canada Water basin. Its new chapter will include affordable housing including new council homes, a new high street and town square offering affordable shopping and new places to eat and drink, flexible workspace, 12 acres of new public realm and a new 3.5 acre park. The first buildings are complete and include 79 council homes near Russia Dock Woodland, The Founding residential apartments, and the Three Deal Porters workspace centre.

## What is the vision for Canada Water?

The new town centre will be delivered over the next twelve years on 53 acres. It will offer a new leisure centre, affordable shopping opportunities including independent shops, places to eat and drink, and opportunities for daytime and evening events and activities. It will also provide new education opportunities and health services. The plans are set out in the [Masterplan](#) which sets out the vision for the area.

Throughout the development and beyond, it is important that the existing businesses along Lower Road and Albion Street are supported. We know that a key concern for local people and businesses is the significant congestion in the area and we are working hard to find a solution. We're also aware that people are concerned about safety and incidents of phone theft, particularly in the shopping centre. Issues arising from the development move quickly, however this town centre action plan brings together the work being undertaken across the local area more broadly to address the challenges facing the town centre and to ensure that the existing town centre thrives and serves its local community.



Town centre actions

Action	Description	Delivery Team	Timeframe
Short-term			
New leisure centre	<p>This bigger, modern facility will proudly replace the existing Seven Islands Leisure Centre, which has served the community for nearly six decades.</p> <p>The new Leisure Centre will feature:</p> <ul style="list-style-type: none"><li>• A World Class Gym</li><li>• Two Swimming Pools</li><li>• Three Fitness Studios</li><li>• A Sports Hall for basketball, badminton, football and more</li></ul>	Southwark Council and British Land	Opening Spring 2025
New music venue and food hall	Corner Corner is a vibrant hub for food, culture, community and sustainable farming. The music venue will showcase live jazz performances and a selection of DJs playing a blend of disco, funk, and soul. It will also boast London’s largest vertical farm which will provide locally-grown produce directly to the food hall, with a mission to build a sustainable, hyper-local food system.	British Land in partnership with Broadwick, Kerb and Harvest London	Expected to open Summer 2025

Action	Description	Delivery Team	Timeframe
Medium-term			
Lower Road congestion and Cycleway Scheme	<p>The council works in partnership with the police, probation service, fire service and health partners to reduce crime and anti-social behaviour (ASB) and make the borough safer. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol the town centre, along with the police, to offer a visible and reassuring presence and keep people safe.</li><li>• Southwark Young Advisors who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Monitoring CCTV in town centres 24/7.</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the Women’s Night Safety Charter.</li></ul> <p>It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</p>	Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners	Ongoing
Lower Road Gyratory scheme	Traffic calming measures are being installed in two key locations on Camberwell Station Road, alongside a bike lane. This aims to improve safety and enable active travel.	Southwark Council	To be completed by Spring 2025
Second station entrance at Surrey Quays	There are plans to re-develop the Magistrates’ Court which would deliver a mixed-use scheme offering residential use, a hotel, recording studios and a community space. The development aims to positively impact on both the local economy and community.	Camberwell Developments Limited	Planning Committee Spring 2025



Action	Description	Delivery Team	Timeframe
<b>Community Safety</b>	<p>The council works in partnership with the police, probation service, fire service and health partners to reduce crime and anti-social behaviour (ASB) and make the borough safer. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol the town centre to offer a visible and reassuring presence and raise awareness about phone theft.</li><li>• <a href="#">Southwark Young Advisors</a> who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Monitoring CCTV in town centres 24/7.</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the <a href="#">Women's Night Safety Charter</a>.</li><li>• It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</li></ul>	<b>Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners</b>	Ongoing
<b>Long term</b>			
<b>Canada Water town centre development</b>	British Land will submit plans to Southwark Council to make changes to the original planning permission granted in 2020. The adjustments will ensure the project complies with the new building safety regulations and adapts to rising construction costs. The proposed changes were shared publicly and open for feedback between 25 November and 8 December 2024.	<b>British Land and Art Invest</b>	Application anticipated in 2025
<b>Health Centre</b>	The council is working with British Land to deliver a new health centre on the old police station site on Lower Road. It will include GP services and a branch of Guys & St Thomas' and have capacity to accommodate a much greater number of people.	<b>Southwark Council and British Land</b>	Expected to open 2030

## How we’re listening to your feedback

You Told Us	What we are doing
<b>Road Safety Audit:</b> Residents are concerned about road safety on Lower Road	<ul style="list-style-type: none"><li>• A road safety audit was conducted and a number of actions taken such as amending the markings of the cycleway to increase the distance of the cyclists from the carriageway, and installing blue surfacing on all junctions to warn drivers of the cycle lane.</li></ul>
<b>Support for businesses in Canada Water:</b> You want to see new and existing small businesses in Canada Water thrive.	<ul style="list-style-type: none"><li>• A Business Advisory Group has been set up to support businesses that may be affected by the Masterplan development, either due to the need for the business to relocate or due to any other disruption which may be caused by the development.</li><li>• Affordable retail and workspace opportunities will be promoted through the group to ensure that local businesses, charities and businesses displaced from the Surrey Quays shopping centre can benefit.</li><li>• An organisation known as <a href="#">Thrive</a> is located in Surrey Quays Shopping Centre and specialises in working with entrepreneurs from low income families from the SE16 area.</li></ul>
<b>Affordable Workspace:</b> Workspace in the area can be expensive	<ul style="list-style-type: none"><li>• The new development is required to include workspace discounted from the market rate. The workspace planned for Canada Water will include approximately 10% of the total space as affordable workspace.</li></ul>
<b>Staying well:</b> You want to make healthy choices for yourself and those you care for	<ul style="list-style-type: none"><li>• The Southwark Health Outreach Programme has a regular Southwark Hub for Health site at Surrey Quays Shopping Centre, offering free advice and health checks to residents over 18. You can get advice on stopping smoking, preventing long-term health conditions and how to access local screening for different types of cancer. Health roadshows take place across the borough. More information can be found at <a href="#">Health and wellbeing roadshows   Southwark Council</a></li></ul>



# Useful Contacts and Information

The Canada Water Town Centre Action Plan is updated every six months. We want to hear your ideas and feedback, such as services you'd like in your town centre, or issues the town centre action plan should prioritise. [Share your views](#).

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Updated March 2025







# Elephant and Castle and Walworth Town Centre **Action Plan**



# Elephant and Castle and Walworth Town Centre

## Action Plan

The Elephant and Castle and Walworth Town Centre Action Plan sets out key areas that local people, businesses, community groups and other local organisations want to see improved in the town centre.

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. As part of our five-year borough plan, Southwark 2030, town centres play a crucial role. They are essential to delivering our goal of a strong and fair economy where everyone benefits from the borough's economic strength and growth.

High streets and town centres face considerable challenges including the cost-of-living crisis and the rise of online shopping which threaten small and independent businesses. This action plan outlines how we will make our town centres cleaner, safer and more vibrant places for people to visit and shop, and where businesses can rely on consistent and sufficient footfall to be successful.

**Councillor John Batteson**, Cabinet Member for Climate Emergency, Jobs & Business

## What do we know about Elephant and Castle and Walworth?

Elephant and Castle is an important and historic town centre with a wide range of large offices, small businesses, shops and cultural and community facilities. It is an attractive destination for visitors with a strong daytime and night-time economy. A new town centre is under construction which will deliver modern retail, affordable workspaces and high-quality public realm. It will provide a range of cultural and entertainment spaces, alongside a lively and diverse retail environment for residents, particularly for the area's Latin American community. Elephant and Castle is also home to

Southwark's university quarter, providing excellent opportunities for learning and innovation. Around 41,800 people live in the area.

Venturing south along Walworth Road, a more residential part of central London, you'll find a diverse range of independent shops and services, including the vibrant East Street Market. The area hosts a Georgian high street that's value has been recognised with its designation as a Conservation Area, as well as listed buildings such as the Walworth Town Hall and the Grade I listed St Peter's Church.

The town centre also faces significant challenges. Crime and anti-social behaviour (ASB) can affect how safe people feel, besides creating challenges for local businesses. Walworth Road is a hotspot for graffiti, flyposting and litter which impacts on people's enjoyment and experience of the town centre. A major transport hub, the area also struggles with congestion and road safety. The council is working closely with the police, Transport for London (TfL) and other partners and organisations to address these issues in order to ensure that the town centre thrives and serves its local community.

## What is the vision for the town centres?

Development of Elephant and Castle aims to attract global business, shopping, research and cultural activities. Ensuring that there are opportunities for existing small businesses and traders, particularly those from minority ethnic groups, to continue trading is a top priority. Maintaining the area's rich Latin American culture and identity is also key. By harnessing the expertise and infrastructure from the universities there is the potential for the development of a strong, dynamic and specialised local economy that will attract new services and research.

It is important that the economic benefits from the development are felt along the Walworth Road, benefiting local residents and businesses. Reducing congestion, improving road safety and encouraging cycling and walking are priorities, with the aim of improving accessibility and encouraging footfall. Development in Walworth aims to maintain the heritage of the area, while also improving the retail and service offer for Walworth Road including East Street Market.

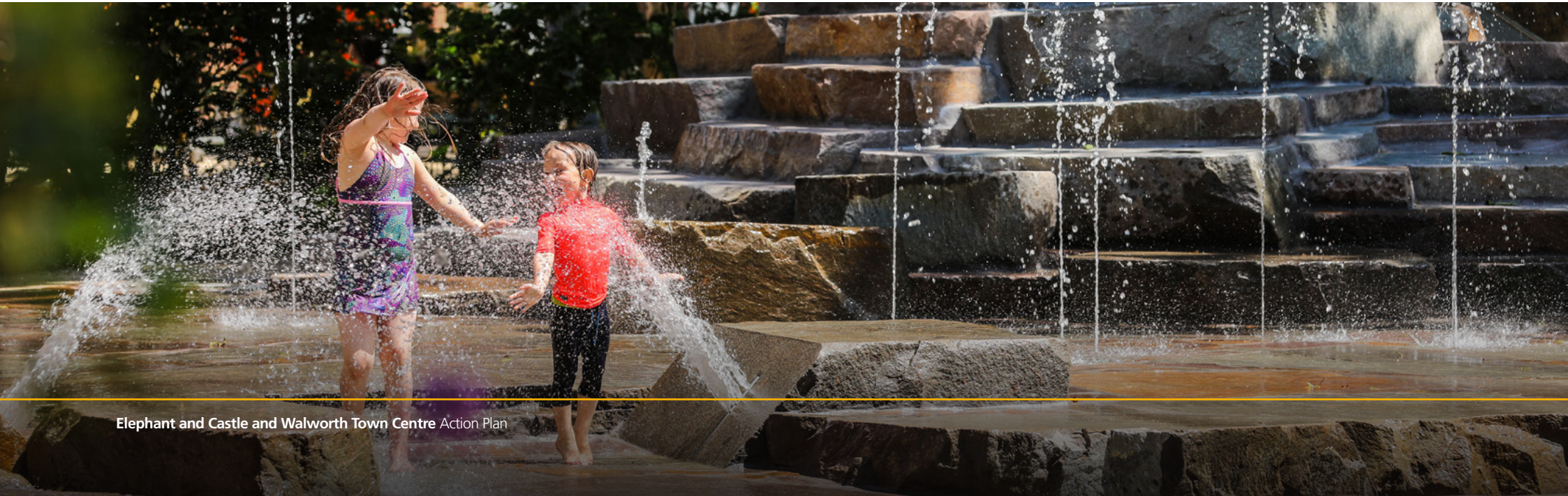
Across Elephant and Castle and Walworth, a top priority for the council, the police and other partners and organisations is tackling the challenges of crime and ASB and ensuring that people and business-owners feel safe. Improving safety and people's perception of the area is vital to attracting visitors and sustaining the local economy. Likewise, graffiti, flyposting and litter create an unwelcoming, unclean environment, so tackling these issues is also essential. This town centre action plan sets out how we are working to create a safer, cleaner town centre.





Town centre actions

Action	Description	Delivery Team	Timeframe
Short-term			
Walworth Town Hall	Walworth Town Hall has been refurbished and now includes a new community space for use by groups in the local area. There is a 50% concessionary rate for charities, CICs and a reduced rate for businesses in the area.	Southwark Council, delivered by General People	Complete
Bookable Loading Bays	There are now 5 bookable loading bays in Walworth to manage freight, and deliveries. This aims to reduce congestion, improve safety through reducing delivery times and reduce carbon emissions. The bays have been successful, and we are exploring expanding the scheme to other areas.	Southwark Council, delivered by Grid Smarter Cities	Complete
Improving accessibility to Elephant and Castle	In the short-term, TfL are consulting on a new “Bakerloop” express bus that will connect Elephant & Castle to Lewisham, replicating the proposed route of the Bakerloo Line Extension. This will support economic growth now but also help make the case for investment in the Bakerloo extension.	Southwark Council and TfL	To be completed by 2026.



Action	Description	Delivery Team	Timeframe
Medium-term			
Community Safety	<p>The council works in partnership with the police, probation service, fire service, developers and health partners to reduce crime and ASB and make the borough safer. The partnership shares information and takes a joined-up approach to reducing violence, including serious youth violence, knife crime and violence against women and girls, robbery, street drug dealing, and retail theft. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol Elephant and Castle and Walworth town centre, along with the police, to offer a visible and reassuring presence and to keep people safe.</li><li>• <a href="#">Southwark Young Advisors</a> who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Tackling rough sleeping and working with key partners such as health providers to resolve concerns for welfare and safeguarding.</li><li>• Monitoring CCTV 24/7, including East Street which is monitored by 11 cameras</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the <a href="#">Women’s Night Safety Charter</a></li></ul> <p>It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</p> <p>In emergencies such as violent incidents, for example the recent incident in East Street Market the council follows a critical incident process to support affected people and ensure ongoing safety in the area by working in partnership with the police and other key partners. In this case, we have increased town centre warden patrols as well as provided pop up and outreach trauma support.</p>	Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners	Ongoing



Action	Description	Delivery Team	Timeframe
<b>Town centre cleanliness: waste, fly-tipping, flyposting, litter and graffiti</b>	<p>The council is piloting a new approach to improve the cleanliness of town centres, targeting fly-tipping, graffiti, fly posting and litter issues. The pilot aims to work collaboratively with businesses and residents to trial new measures that deter and prevent incidents from reoccurring. Focusing on awareness raising, education and enforcement, the council aims to drive the required long-term behaviour changes to effectively address these issues. Carter Place and East Street are two of the trial locations for tackling local waste management issues such as fly-tipping.</p> <p>In the meantime, the council has introduced a formal timed waste collection scheme on Walworth Road. To support ongoing compliance, regular enforcement patrols are now being undertaken.</p>	<b>Southwark Council</b>	<p>Initial pilot work to be completed summer 2025. Approach and key learning expected to be rolled out following the initial pilots.</p> <p>Walworth Road timed waste collection and regular street cleaning and graffiti removal ongoing.</p>
<b>Chatelain House</b>	Chatelain House is being redeveloped as a mixed-use development. A proposal from a private developer has been received which the council is reviewing. The proposal includes new affordable, energy efficient homes and a dedicated space for the local community, incorporating a community kitchen, retail space, and a new pedestrian route, improving access to the high street.	<b>Fabrix</b>	To be completed by Spring 2026
<b>Manor Place Baths</b>	Manor Place Baths, a Grade-II listed building, has undergone a range of planning activity over the years. The baths will now become home to Palace, a skateboarding and clothing company, offering activities for young people in the town centre.	<b>Palace, Newmark Properties and Whitepaper.</b>	Timeframe to be confirmed
<b>Latin American Cultural Hub</b>	The council is working with the Latin American Network to establish a Latin American Cultural Hub in Elephant and Castle. This aims to support the area's thriving Latin American community.	<b>Southwark Council</b>	To open by Spring 2026
<b>Elephant and Castle BID</b>	Elephant and Castle Business Forum exists to support Elephant and Castle and Walworth businesses. It is currently exploring the feasibility of a Business Improvement District (BID). If a BID were to be established this could enhance services in the local area chosen by local businesses such as additional street cleaning, safety or environmental services.	<b>Elephant and Castle Business Forum</b>	Feasibility study outcome expected by Spring 2026.

Action	Description	Delivery Team	Timeframe
<b>Long-term</b>			
<b>Active Travel</b>	Our <a href="#">Streets for People strategy</a> sets out a bold vision and a firm commitment to improve our residents' quality of life, by changing how we all travel and use streets. We aim to improve the environment for walking and cycling and reduce through-traffic and use of side roads.	<b>Southwark Council</b>	Ongoing
<b>Improving bus journey times</b>	The council is exploring options to make highways improvements along Walworth Road to improve bus journey times. As part of this, the council has applied for funding through Transport for London (TFL).	<b>Southwark Council</b>	Funding decision by summer 2025. Works to be completed by 2030
<b>Elephant and Castle Town Centre and wider redevelopment of the area</b>	Elephant and Castle town centre is being developed which will be a mixed used development including retail space, hospitality and community spaces as well as a new London of College of Communications building. The town centre is expected to generate significant economic growth and improve the local area. This is part of a wider redevelopment of the area which has already seen a wide-ranging retail offer as part of Elephant Park. Plans include opening up the arches to provide a cut through from Elephant Park to the retail space and delivering a new state of the art health centre for residents.	<b>GetLiving and Lendlease</b>	To be completed by 2026
<b>Transport improvements</b>	To improve the transportation in Elephant and Castle, there is new infrastructure being built for the northern line. This infrastructure includes a new entrance and ticket hall with tunnelling work which accommodates the future extension of the Bakerloo Line. This is expected to improve congestion, particularly around peak times, as well as improving accessibility. The council is also working with Network Rail on improvements to Elephant and Castle overground railway station to make it fully accessible and connected to the new town centre.	Southwark Council and GetLiving	To be completed by Autumn 2026

# How we’re listening to your feedback

You Told Us	What we are doing
<b>Maintaining the cultural heritage:</b> you want to preserve and maintain the rich cultural heritage of the area.	<ul style="list-style-type: none"><li>• In partnership with Historic England, the council developed the Walworth Heritage Action Zone, a programme which invested in historic buildings to value and preserve their heritage. Kennedy’s, 305 Walworth Road and 83 Camberwell Road benefited from repairs, conservation works and new traditional shop fronts.</li><li>• The programme has also established heritage trails and heritage training programs in schools, including the establishment of a new Young Archaeologists Club.</li><li>• The investment was able to support the Walworth Society in developing a book which documents the heritage and history of Walworth which will be published later this year.</li></ul>
<b>Making Southwark safer:</b> Crime and anti-social behaviour make the town centre feel unsafe and unwelcoming.	<ul style="list-style-type: none"><li>• In 2021 Southwark Council conducted a Women’s Safety Consultation. The survey, alongside police data, identified Elephant and Castle as disproportionately impacted by violence against women and girls. As a result, environmental visual audits were conducted to identify and deliver measures to help reduce crime and improve women’s safety. The work so far has focused on:<ul style="list-style-type: none"><li>- Removing graffiti and detritus from footpaths and roads.</li><li>- Reviewing current street lighting to ensure it is operational.</li><li>- Closure of Elephant and Castle train station at night in response to concerns about ASB and crime.</li></ul></li></ul>
<b>Street clutter and congestion:</b> you want the pathways to be free from clutter with sufficient space for people to walk easily, particularly around the bus stop outside Boots on Walworth Road.	<ul style="list-style-type: none"><li>• Sections of the pavements have been widened where possible. The council has also requested to remove one of the telephone boxes along Walworth Road, however, the decision is subject to the provider who needs to meet their legal obligations.</li><li>• The aim of the wider traffic improvements, being discussed with TFL, also aim to result in the added benefit of easing congestion on the pavements.</li></ul>
<b>Pavement repairs:</b> you want the pavements to be replaced.	<ul style="list-style-type: none"><li>• The council’s approach to repairing pavements means that we do not carry out repair of pavements unless they are unsafe, not structurally sound, or have reached the end of their life. This is to minimise carbon intensive practices.</li><li>• Currently the pavements along the Walworth Road do not meet our criteria. However, if you are concerned, you can report a pavement issue using <a href="#">Fix My Streets</a>.</li></ul>

You Told Us	What we are doing
<b>Arts and Culture:</b> you want Walworth and Elephant and Castle to be an arts and culture destination.	<ul style="list-style-type: none"><li>• The council works with the community to encourage cultural events to attract visitors to the town centre. For example, the Urban Elephant Festival, delivered by the Elephant and Castle Business Forum, attracted 4,000 visitors to Castle Square to enjoy arts, culture, and food.</li><li>• The <a href="#">Una Marson Library</a> has recently opened and was named after Una Marson, a poet, playwright, and the BBC’s first black radio producer through consultation with the local community. The library offers activities such as a crochet and knitting club and a voices of Latin America book club.</li></ul>
<b>Support for businesses:</b> you want support for businesses and traders.	<ul style="list-style-type: none"><li>• London College of Communication was awarded a Thriving High Streets Grant from the council which provided local businesses with access to no-cost expert digital support.</li><li>• East Street CIC received a grant to revitalise the market and provide training for traders. In addition, the council is installing Wi-Fi and investing in gazebos and street lighting to support the market.</li></ul>
<b>Relocation of traders:</b> you want traders from the old shopping centre to be relocated and to be provided with affordable retail space.	<ul style="list-style-type: none"><li>• All previous traders based at the old Elephant and Castle Shopping centre received financial support with over 50 relocated to alternative premises. 10% of retail space in the new centre will be set aside on affordable rents for these former tenants.</li><li>• The exact criteria for return are being considered by the Council and the Developer, and those traders who wish to set up in the new centre will be considered for the space with a fair system.</li></ul>
<b>Staying well:</b> You want to make healthy choices for yourself and those you care for.	<ul style="list-style-type: none"><li>• The Alexandra Rose Charity received a grant from the council to offer families from low-income households vouchers to buy healthy food such as fresh fruit and veg. Vouchers can be used on stalls trading on East Street Market.</li><li>• The Southwark Health Outreach Programme has a regular Southwark Hub for Health site at Latin Hub (Elephant Arcade) and in Castle Square, offering free advice and health checks to residents over 18. You can get advice on stopping smoking, preventing long-term health conditions and how to access local screening for different types of cancer. Other health roadshows take place across the borough. More information can be found at <a href="#">Health and wellbeing roadshows   Southwark Council</a></li></ul>

# Useful Contacts and Information

The Elephant and Castle and Walworth Town Centre Action Plan is updated every six months. We want to hear your ideas and feedback, such as services you'd like in your town centre, or issues the town centre action plan should prioritise. [Share your views](#).

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Updated March 2025







# Peckham Town Centre Action Plan



# Peckham Town Centre

## Action Plan

The Peckham Town Centre Action Plan sets out key areas that businesses, residents and other local stakeholders want to see improved in Peckham Town Centre.

Town centres across Southwark are unique and essential pillars of our community and their appearance is central to the way people feel about where they live. As part of our five-year borough plan, Southwark 2030, town centres play a crucial role. They are essential to delivering our goal of a strong and fair economy where everyone benefits from the borough's economic strength and growth.

## What do we know about Peckham?

Peckham has a lively town centre with a range of daytime and nighttime activities on Rye Lane including a library, a leisure centre, cinema and many shopping opportunities from market traders and independent retailers. It has a thriving sector of small and medium enterprises, many of which are in the creative industries, based in Copeland Park and the Bussey Building, the railway arches, Peckham Rye Station and Peckham Levels.

Peckham's neighbourhood has around 29,300 residents, many of whom have roots worldwide, including West Africa, the Caribbean, Poland, South America, Turkey, and Bangladesh. With 47% of residents identifying as Black British, African, or Caribbean, the area is vibrant and diverse. Languages spoken include Yoruba, Spanish, Portuguese, Polish, Somali, and Sylheti. This creates a cultural mosaic that is at the heart of what makes Peckham special.

High streets and town centres face considerable challenges including the cost-of-living crisis and the rise of online shopping which threaten small and independent businesses. This action plan outlines how we will make our town centres cleaner, safer and more vibrant places for people to visit and shop, and where businesses can rely on consistent and sufficient footfall to be successful.

**Councillor John Batteson**, Cabinet Member for Climate Emergency, Jobs & Business

The town centre also faces significant challenges. Crime and anti-social behaviour (ASB) can affect how safe people feel, besides creating challenges for local businesses. Rye Lane is a hotspot for graffiti, flyposting and litter which impacts on people's enjoyment and experience of the town centre. The council is working closely with the police and other organisations to address these issues in order to ensure that the town centre thrives and serves its local community.

## What is the vision for the town centre?

Development in Peckham aims to complement and improve the town centre with more shops and market stalls, alongside new employment space for small and medium enterprises including start-ups. It aims to celebrate and protect Peckham's unique, cultural heritage whilst creating new homes, education centres and cultural, entertainment and community spaces to bring new footfall to the town centre.

A top priority for the council, the police and other public sector organisations is tackling the challenges of crime and ASB and ensuring that local people and business-owners feel safe. This town centre action plan sets out how we are working together to create a safer town centre. It also sets out what we are doing to tackle the challenges of waste and graffiti and make Peckham cleaner, healthier and more welcoming. The council is committed to a joined-up approach to supporting our town centres and works in partnership with residents and businesses to ensure Peckham remains a place we are all proud of.





Town centre actions

Action	Description	Delivery Team	Timeframe
Short-term			
Rye Lane Murals	<p>This is an exciting project that will celebrate Peckham as a cultural and creative destination, in line with Southwark’s <a href="#">Public Art Policy</a> (an inclusive, anti-racist and community driven approach to public art commissioning).</p> <p>Following public consultation, three murals created by local artists will be installed along Rye Lane. An additional mural will also be funded by the council’s Cleaner, Greener, Safer grant scheme. The project will act as a case study for creative responses to graffiti issues across the borough.</p>	Southwark Council and Get It Done	Three murals to be completed by Spring 2025 with a further mural installed by Summer 2025.
Town centre cleanliness: waste, fly-tipping, flyposting, litter and graffiti	<p>The council has introduced a formal timed waste collection scheme on Rye Lane. To support ongoing compliance, regular enforcement patrols are now being undertaken. We are also investing in additional enforcement capacity to tackle waste and fly-tipping. The council offers a free graffiti removal service for any graffiti that is street-facing, below 2 meters in height, or is offensive.</p> <p>The council is piloting a new approach to improve the cleanliness of town centres, targeting fly-tipping, graffiti, fly posting and litter issues. The pilot aims to work collaboratively with businesses and residents to trial new measures that deter and prevent incidents from reoccurring. Focusing on awareness raising, education and enforcement, the council aims to drive the required long-term behaviour changes to effectively address these issues. Lessons from the pilot work will be rolled out across the borough.</p>	Southwark Council	<p>Rye Lane timed waste collections and regular street cleaning and graffiti removal ongoing.</p> <p>Initial pilot work to be completed summer 2025. Approach and key learning expected to be rolled out following the initial pilots.</p>
Peckham Business Forum	The Peckham Business Forum aims to support the local business community to thrive by uniting the voices of businesses and championing change and transformation. It offers small business owners a supportive system that promotes growth, collaboration and shared success. Find out more and get involved: Peckham Business Forum	Peckham Business Forum, supported by Tree Shepherd	Ongoing

Action	Description	Delivery Team	Timeframe
Medium-term			
Rye Lane Street Plan -phase one	<p>Our <a href="#">Streets for People strategy</a> sets out a bold vision and a firm commitment to improve our residents’ quality of life, by changing how we all travel and use streets. Following public consultation, improvements are planned to make Rye Lane safer for pedestrians and road users.</p> <p>Phase one will focus on making the cycle lane safer for pedestrians and cyclists. Phase two is still being designed, and consultation is expected later in 2025. This phase will focus on improving pavements and bus routes.</p>	Southwark Council	<p>Construction of phase one due to take place in Autumn 2025</p> <p>Phase two consultation expected in 2025</p>
Peckham Rye Gyratory Improvement Scheme	<p>The council is proposing making changes to the Peckham Rye Gyratory to improve the area for all methods of transport, with a strong emphasis on enhancing cycling and walking routes. We would like to hear from directly affected residents and businesses on the proposed design. The scheme has funding to deliver:</p> <ul style="list-style-type: none"><li>Improved bus journey reliability</li><li>Improved cycling and walking routes</li><li>Reduce traffic on Peckham Rye (east) &amp; on nearby school streets</li><li>Improved road safety</li><li>Provide public realm improvements</li></ul> <p><a href="#">Find out more and share your views.</a></p>	Southwark Council and TfL	Consultation between 3rd February and 17th March 2025

Action	Description	Delivery Team	Timeframe
Peckham Library Square	<p>We're working on a major revamp of the existing Peckham Square following extensive public consultation. The designs will be shared in full in 2025, as well as proposals for the arch at the entrance to the square.</p> <p>The first stage of this project is the redevelopment of 91-93 Peckham High Street to provide a new home for the arts charity Peckham Platform.</p>	Southwark Council	<p>91-93 to be completed by 2026.</p> <p>Consultation of detailed deigns for phase two in Spring 2025</p>
Community Safety	<p>The council works in partnership with the police, probation service, fire service, developers and health partners to reduce crime and ASB and make the borough safer. The partnership shares information and takes a joined-up approach to reducing violence, including serious youth violence, knife crime and violence against women and girls, robbery, street drug dealing, and retail theft. This includes crime prevention initiatives such as:</p> <ul style="list-style-type: none"><li>• Wardens that regularly patrol Rye Lane and Peckham Square, along with the police, to offer a visible and reassuring presence and keep people safe.</li><li>• <a href="#">Southwark Young Advisors</a> who are specially trained to work with young people at risk of crime and can signpost them to specialist services.</li><li>• Tackling rough sleeping with support from partner charities such as Thames Reach.</li><li>• CCTV monitoring from at least 11 cameras along Rye Lane.</li><li>• Working with businesses to deliver training to help prevent violence against women and girls and promote the <a href="#">Women's Night Safety Charter</a>.</li></ul> <p>It is important for everyone, including businesses, to report crime so that we allocate resources to the places that need it the most.</p> <p>In emergencies such as violent incidents, the council follows a critical incident process to support affected people and ensure ongoing safety in the area by working in partnership with the police and other key partners.</p>	Community Safety Partnership: Southwark Council, police, probation service, fire service and health partners	Ongoing

Action	Description	Delivery Team	Timeframe
Long term			
Peckham Rye Station	<p>The station will undergo an upgrade to improve accessibility. Key improvements include:</p> <ul style="list-style-type: none"><li>• New lifts to all platforms and accessible toilets.</li><li>• Wider platforms, larger passageways, new lifts and staircases</li><li>• Larger gate lines and entrances</li><li>• Improved integration with the surrounding public realm, including better access to the station through the addition of a second station entrance by the arches that lead to Blenheim Grove.</li></ul> <p>Further to this, the council is developing a brand-new public square in front of the station which will create a new landing platform for visitors</p>	<p>Station upgrade led by Network Rail</p> <p>Station square led by Southwark Council</p>	<p>Enabling works to begin Autumn 2026</p> <p>Main works throughout 2027</p> <p>Scheme completion 2029</p>
Aylesham redevelopment	<p>The proposed redevelopment of the Aylesham site aims to provide new housing, retail units and a new Morrisons. A proposal from a private developer has been received which the council is currently assessing for policy compliance. A decision on the scheme will be made by Southwark's Planning Committee.</p> <p>For more information about what the council wants to achieve from this development, please see the Southwark Plan 2022, pages 449-451.</p>	Southwark Council Berkeley Homes	Scheme to be determined by Southwark's Planning Committee in Summer 2025.



How we’re listening to your feedback

You Told Us	What we are doing
<b>Empowering people:</b> you want to be involved and consulted on changes proposed for Peckham	<ul style="list-style-type: none"><li>• The council is producing an Area Character Study for Peckham which will be used to help inform decisions about the design, scale and style of new developments proposed for the area. The study is informed by extensive consultation with residents during 2024. It captures the story and character of Peckham, consolidating physical and socio-economic data, historic context and the character of areas from street to street. This will be published in Sumer/Autumn of 2025.</li></ul>
<b>A safer Southwark:</b> Crime and ASB are significant concerns	<ul style="list-style-type: none"><li>• Community wardens and the police have increased patrols around Peckham Square.</li><li>• The council is working with the police to identify changes that can be made to our public spaces to deter crime and ASB, including lighting and CCTV coverage inspections.</li><li>• The Safer Business Network worked with the Peckham Business Forum to deliver advice and training to businesses around identifying counterfeit notes and ASB prevention.</li><li>• The Safer Business Network also delivered free violence against women and girls awareness sessions available to all businesses and organisations in Southwark.</li><li>• The council works with charity, Change, Grow, Live, to reach out to and support people with substance misuse problems or who are homeless.</li></ul>
<b>A strong and fair economy:</b> New and existing small businesses need support and investment.	<ul style="list-style-type: none"><li>• The Peckham Business Forum elected its first Chair and launched in Spring 2024. If you’re keen to find out more or a local business interested in joining the forum, you can find out more here.</li><li>• Eight small Peckham-based businesses received grants from the Southwark Pioneers Fund - a council funded programme of support and grants for entrepreneurs at various stages.</li><li>• Four Peckham focused projects have received funding through the Thriving High Streets Fund. The projects provide direct support to local businesses or aim to attract visitors to the town centre through cultural events. For example, the Peckham Business Forum organised a festive market to showcase Peckham businesses. The event was a great success, attracting around 1,000 attendees.</li></ul>

You Told Us	What we are doing
<b>Staying well:</b> You want to make healthy choices for yourself and those you care for	<p>Health and wellbeing roadshows offer free advice and health checks to residents over 18 across Southwark.</p> <p>You can get advice on stopping smoking, preventing long-term health conditions and how to access local screening for different types of cancer. The roadshow regularly visits Peckham, and you can request Roadshow attendance to any community-led event. <a href="#">Find out more.</a></p>





# Useful Contacts and Information

The Peckham Town Centre Action Plan is updated every six months. We want to hear your ideas and feedback, such as services you'd like in your town centre, or issues the town centre action plan should prioritise. [Share your views](#).

## Safety

- Report a crime
  - If someone is in immediate danger call 999
  - If it's in the past [report online](#)
- Report ASB and noise nuisance
  - Call Southwark Council 020 7525 5777
- Sign up to the council's [community safety newsletter](#) or email [CommunitySafety@southwark.gov.uk](mailto:CommunitySafety@southwark.gov.uk)

## Town Centre and Environment

- [Report a problem in the town centre](#) (like graffiti, fly tipping, broken paving slabs, or street lighting)
- A free [graffiti removal service](#) is available for private residents and businesses.

## Support for Businesses

- [Find out about support and advice for businesses](#)
- [Apply for a street furniture or pavement license](#) (for shop displays, advertising boards or tables outside your premises)
- Sign up to the council's [business newsletter](#)

Updated March 2025



<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Endorsement of the selected Multi-Arts Centre operator for Bermondsey Blue
<b>Cabinet Member:</b>	Councillor John Batteson, Lead Member for Climate Emergency, Jobs & Business
<b>Ward(s) or groups affected:</b>	South Bermondsey
<b>Classification:</b>	Open

## **FOREWORD - COUNCILLOR JOHN BATTESON, CABINET MEMBER FOR CLIMATE EMERGENCY, JOBS AND BUSINESS**

We are excited to announce Bermondsey 223 as the successful operator who will deliver a new multi-arts centre right in the heart of Bermondsey, one of our borough's most exciting and vibrant areas. Bermondsey has always been a place of community, and few areas symbolise that more than The Blue. A place where market traders, shops, voluntary organisations and local people come together to make it a unique and cherished part of the borough. The area has seen significant improvements in recent years with £2m investment towards key improvements to the market and a community-led regeneration strategy which built on The Blue's identity. We made a commitment to deliver an arts centre to the area and we are confident it will provide a cultural hub for people who live locally and further afield to experience and enjoy.

The new centre will use the medium of photography, one of the most accessible artforms, to provide a vibrant and cultural presence on the high-street and in the marketplace. It will provide free community-facing offers and exhibition entry along with affordable studio lets and hire space making this a hub of creative activity, not just for members of the local community but emerging photographers and industry professionals as well.

We look forward to working closely with Bermondsey 223 to develop and deliver a programme of activity which appeal to the community and create opportunities for young people from diverse backgrounds to learn about and access the creative sector. This report sets out the process we have gone through to find an operator who we are confident will bolster footfall and bring added social value to the community. I therefore ask cabinet to approve the recommendations below.

## **RECOMMENDATIONS**

### **Recommendation(s) for the Cabinet**

That the Cabinet:

1. confirm the panel's selection of the prospective lessee, Bermondsey 223, to operate the multi-arts space at the Blue Market, Bermondsey, property

address 223 Southwark Park Road

2. agree the council entering into an Agreement for Lease (AfL) and Lease for a seven-year period with Bermondsey 223, the principal details of which are set out substantially in Appendix 4 to this open version of the report and fully in the closed version
3. note the service-level outputs of Bermondsey 223 will be set out in the Service Level Agreement (SLA) appended to the AfL
4. note that the design services and the building refurbishment works will be procured directly by the council with funds already allocated in the capital monitor, each subject to separate gateway approvals
5. approve the appropriation of the site from housing to planning purposes, on the basis that the property is no longer required for housing purposes and should instead be held for planning purposes, for the reasons set out in this report
6. delegate authority to the Director of Planning and Growth to finalise the terms of the AfL, Lease and SLA, substantially in the form of the terms set out in the appendices to this report and in the closed report.

## **REASONS FOR RECOMMENDATIONS**

7. The recommendations address the Council Delivery Plan (CDP) 2022-2026 commitment, to deliver a multi-arts space at Bermondsey Blue, reference item 6g.2: provision of multi-arts space at 223 Southwark Park Road.

## **ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

8. None considered because this recommendation delivers against council's commitment as set out in the CDP 2022 - 2026.

## **POST DECISION IMPLEMENTATION**

9. The approval of this decision is not expected to be further reviewed, nor does it require further approval.
10. Post decision, the implementation will include the following activities:
  - i. The appropriation of the site from housing to planning
  - ii. the finalisation of the AfL and the associated SLA, which will be signed by the lessee and the council
  - iii. the commencement of community outreach and interim events by Bermondsey 223
  - iv. the council's procurement, subject to separate gateway approvals, of the design team and, subject to successful Planning consent, the contractor for the renovation and fit-out works
  - v. following completion of the works, the grant of the Lease.
11. the success of this decision will be measured against the timely delivery of the project, with the target opening date of the new multi-arts space in Spring

2026, in line with the council's CDP commitment. Regular update reports will be made to the two Lead Members at their regular briefings.

12. The target timeline for implementation is as follows:

Key Activity	Target completion date
Scrutiny call-in period	18 March 2025
Appropriation of site	March 2025
Finalisation of the AfL and the SLA	March 2025
Procurement of design services	March 2025
Design to Planning (4-months)	March – July 2025
Planning submission	July 2025
Planning determination	September 2025
Procurement of contractor/ tender period	August /September 2025
Construction of works complete	Q1 2026
Opening of the multi-arts space and commencement of seven-year lease period	Q1 2026

## BACKGROUND INFORMATION

13. The Blue Marketplace, in South Bermondsey, is a council priority area and has already seen investment to encourage footfall and promote trade in the locality. This includes the improvement works to the Blue Anchor Library back in 2014 and the council working with the Business Improvement District (BID), Community Opportunity and Big Local Works to secure funding of £2M from the Mayor of London's Good Growth Fund. This funding went toward: enhancements to the marketplace, including arts works, improving connections to The Blue, access to community buildings and upgrading shop fronts. A community steering group was set up to oversee these projects, including Bede House, Millwall for All and Bermondsey Community Kitchen.
14. The building identified for the multi-arts space is a council freehold property at 223 Southwark Park Road adjacent to the Blue Marketplace in South Bermondsey (ref. Appendix 1). The multi-arts space is intended to further bolster footfall to the area, creating a vibrant presence to the high-street and the marketplace and to provide a local draw.
15. The building dates from circa 1960s and was formerly let as the Thorowgoods Furniture Store; the store closed down in 2018 and, since then, the building has been empty. It comprises 6023 sq ft of space set over two levels. The current condition of the building is poor and major works are required to bring it back to serviceable use and to bring it in line with current building regulations. The council has recently undertaken urgent works to protect the fabric of the building, including asbestos removal throughout and patch-repair the rear roof in order to stem further damage. The large area of glazed frontage at ground floor is cracked and the ground floor of the building has been entirely secured with hoarding, presenting a blank façade both onto the Blue Marketplace and onto Southwark Park Road. These urgent works undertaken amount to a total expenditure of £66,000. Further works to address the leaking roof have been costed (at circa £130,000) but these



works will now be wrapped into the wider renovation works to the building, as set out at paragraph 27.

16. The building had previously been let, under AfL, to another arts organisation in 2020. Unfortunately, due to the pandemic and other factors, that lessee proved unable to satisfactorily develop the design to planning. Progress stalled and eventually, under mutual agreement, that AfL was terminated in 2023. (Please refer to Background papers, below.)
17. A new open-bidding opportunity for a seven-year tenancy of a multi-arts offer was launched in June 2024. This was advertised in local press; the bid requirements, selection criteria and methodology, and key dates were all set out in the marketing and guidance pack; the present condition of the premises was fully set out, with photographs, in the marketing brochure. Bids were to be assessed on the bidder's offer in terms of: multi-arts space proposal, social value; business model, including a rent offer; and capability to undertake the design to Planning and the Landlord's Works. Seven bids were received; these were ranked and four were shortlisted for interview.
18. Four interviews were held, with the panel comprising: the Cabinet Member for Climate Emergency, Jobs & Business; a ward councillor; a representative from Big Local Works; a community representative; and a council officer. The Bermondsey Business Improvement District (BID) has also had sight of the panel's recommendations. Following interview, one bidder withdrew from the process and that bid was therefore set aside and discounted.
19. Of the remaining three interviewed bidders, Bermondsey 223 (submitted as 'P24 Photo space Bermondsey' at bid-stage) was identified as the preferred on the basis of its multi-arts proposal offer, community and social value offer; a robust business model; a realistic rental offer that recognises the pressures on the business model in the first few years; and evidence of suitable expertise to manage the necessary design and renovation and construction works. The other two contending tenants remaining presented a less strong cultural offer, less clarity on benefit to the local community, and/or a less solid business model.
20. Bermondsey 223 lease will be to operate a multi-arts offer based on the medium of photography and film, which it promotes as one of the most accessible arts forms, particularly for young people. The offer includes holding photographic installations and immersive arts events, engaging other arts forms such as dance and theatre, in the market square itself. This lessee has committed to working extensively with local residents, offering [weekly] community events, talks and workshops as well as regular exhibitions. The adaptations proposed to the building will enable the opening up of the ground floor to the general public for exhibitions, screenings and events, with multiple doors opening out onto the Blue Market square. On the first floor Bermondsey 223 proposes will let a number of studios at affordable rates to young emerging photographers; another studio space on the ground floor will be available for hire at market rate to the photographic industry.
21. 223 Southwark Park Road is held in the council's housing revenue account. The Housing Act 1985 does envisage non housing properties (e.g. shops and other commercial properties) being held by local authorities in the HRA, provided that they are provided and maintained in connection with housing accommodation provided by the authority. The property is situated in an area

which is largely, but not exclusively, local authority housing. The report points out that it is hoped, and indeed expected, that the benefits provided by the use of the property will extend beyond the immediate local area and attract visitors and therefore revenue from a wider area.

22. For that reason, officers are of the view that the property should no longer be held for housing purposes since its future use is intended to benefit the wider community and not just the immediately adjacent HRA housing. The report therefore recommends that the property is appropriated for planning purposes. Further details of the appropriation process are set out in the Legal Implications section of this report.
23. The building has been subject to an 'option to tax,' which means that rental income from the property will be subject to VAT at the standard rate. The tenant Bermondsey 223 has confirmed that it will be VAT registered.
24. The building will be leased on a full repairing and insuring lease to Bermondsey 223

### **KEY ISSUES FOR CONSIDERATION**

25. The Bermondsey 223 as lessee fulfils the council's objective sought for a multi-arts offer in this locality. Using the medium of photography and film alongside other art forms, as well as affordable studio space, the intention is to make this a hub of creative activity for all: the community, emerging photographers and industry professionals.
26. The Bermondsey 223 business model is based on free community-facing offers and free exhibition entry; this, and all staffing costs, will be cross-subsidised from a range of revenue streams, including studio lets (at affordable rates), studio hire, and space hire (circa 75%) as well as grant subsidy (circa 25%). Bermondsey 223 has demonstrated its contacts in the industry and its contacts with Arts Council and other funding bodies to give credence to this revenue-stream model. The target 75/25% apportionment is considered positive, demonstrating the lesser % portion of income being reliant on grant funding.
27. Having made its bidder selection, the council has reviewed the design and construction works delivery. Whilst Bermondsey 223 has the capability to undertake this, the preference now is for the council to undertake directly the design and construction works as this presents greater control over the process and therefore better ensures delivery to the current timescales. Under this arrangement, Bermondsey 223 will be invited to input into the design on operational aspects from the operational perspective.
28. The adaptations to the building will be such as to render the building into serviceable use to current building standards to a service life of circa 30 years, well beyond the life of this seven-year tenancy. The proposed design for the refurbishment works will be managed by the council and this will ensure that the design layouts will serve a range of uses, both for the incoming tenant and any future tenants.
29. In the period prior to uptake of the Lease (and in parallel to the design and construction works timeline), Bermondsey 223 will undertake a programme of outreach work and activities and events in The Blue market. Once in contract

as lessee, Bermondsey 223 will be held to service level outputs under the SLA, which will be appended to the Lease for the 10-year period. The community offer obligations will be monitored through key performance indicators (KPIs).

30. The lessee has committed to develop its branding; the newly established name and supporting line, '*Bermondsey 223: Photo Space / Studios / Community*' is intended to establish its location at The Blue, Bermondsey.

### **Policy framework implications**

31. Southwark 2030 promotes, at Goal 4, a strong and healthy economy, which includes the commitment to 'ensure our town centres thrive and serve our whole community'. Goal 6 promotes A healthy environment, which includes Southwark's Climate Change Citizens' Jury has helped to guide action in the borough.
32. Southwark's Economic Strategy 2023 - 2030, sets out a number of targets, notably section 3: Towards an economy that works for everyone, and includes Southwark's Youth Deal, Extending Local Ownership, Inclusive Neighbourhoods, and Thriving Highstreets.
33. The Council Delivery Plan sets out a commitment, under 'A thriving & inclusive economy' to 'Invest in our town centres and high streets: Delivering major improvements to Camberwell, Canada Water, Peckham, Old Kent Road and Walworth town centres and The Blue in Bermondsey'; the Council Delivery Plan monitor sets out the multi-arts space at item 6g.2.
34. The council's Fairer Futures policy 2014 is addressed under Promise 9 'Revitalised Neighbourhoods' with Bermondsey 223 multi-arts offer to complement the existing retail and community uses in the locality and its commitment to London Living Wage (LLW) for its own staff and, where possible, its supply chain.
35. The Blue Bermondsey, features in Planning policy under the Southwark Plan 2022, at the area vision for Bermondsey at AV.03, which is for the wider area but cites the Blue as an employment cluster. NSP 13, Biscuit Factory and Campus site allocation identifies the important two key new routes via the rail viaduct, as part of the Low Line, to connect that extensive development to the Blue Marketplace. Other relevant planning policy includes: P31 Affordable workspace; and P35 Town and Local Centres, where The Blue is identified on the Town Centre Hierarch map as a Local Town Centre.

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

#### **Community impact statement**

36. The take-up of the lease by Bermondsey 223, at 223 Southwark Park Road, to deliver a multi-arts offer will bring direct community benefit in the locality, providing an upturn of footfall and further vibrancy in the area, which, in turn, will support neighbouring shops and businesses. The proposed use of an open-plan ground floor that opens onto the Blue Market will present a positive and active frontage – with clear visibility into the space and the photography and film exhibitions. Bermondsey 223's proposal to hold events in the Blue Market itself will further activate the area. Bermondsey 223's proposal to provide studios for hire will encourage generate ingress and egress of

movement to the premises. It is expected that, in time, Bermondsey 223 will be a major arts venue that adds a strong cultural offer to the area.

37. Bermondsey 223 proposes a robust community offer, working with local residents and reaching out in particular to young people. The immediacy and accessibility of the photographic medium will be used to draw in people who might otherwise not consider the creative industries. Further, Bermondsey 223 will staff the premises, enabling an open-door approach encouraging anyone to come in, look around and hear about the community programme.
38. The restoration and improvements to the building, 223 Southwark Park Road, which has such prominence on both Southwark Park Road and the Blue Marketplace, will signal the investment in the area and present a positive aspect to the locality.

### **Equalities (including socio-economic) impact statement**

39. Section 149 of the Equality Act 2010 (the Act), sets out the Public Sector Equality Duty (PSED), which requires public bodies to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. The council's approach to equality commits the council to ensuring that equality is an integral part of our day to day business.
40. Accordingly, the council has commissioned an Equalities Impact and Needs Assessment (EQINA) (ref. Appendix 2). In order to understand the potential impact of, and the need for, the multi-arts space with respect to people with the protected characteristics as defined under the Act. The report highlights that the multi-arts space will bring positive impacts with respect to people with the protected characteristics of: age, disability, sex; and that there will be a neutral effect with respect to people with the other protected characteristics: gender reassignment, sexual orientation; marriage and civil partnership, pregnancy and maternity; race; religion or belief.
41. Points from the report include:
  - Bermondsey 223 addresses equalities and socio-economic considerations by enabling their arts offer to be accessible to all. They have committed to deliver free talks, workshops (including a 12-week summer workshop for schools) and training sessions to the community; similarly, the exhibitions will be free to anyone. The lessee's studio space hire will be at affordable rates, considerably lower than central London market rates and lower than local market rates and intended to be at a price point that local people can afford. The lessee's business model enables this, in part through cross-subsidy of the market-hire level professional studio space to the rear, and in part through the arts subsidy.
  - Bermondsey 223's offer is generally expected to complement existing provision and is unlikely to duplicate or compete for resources.
42. The council has reviewed the findings of the EQINA and, in the recommendations of this report, has had due regard for the equalities considerations set out. In this way, it is fulfilling its duty in accordance with the

Act.

### **Health impact statement**

43. The new multi-arts venue at 223 Southwark Park Road will provide a local cultural amenity to the area, within walkable distance to the local businesses and shops.
44. The wellbeing benefit of creative activity is well documented generally. In offering this in the locality, it is intended that many local residents, especially young people, will directly benefit.

### **Climate change implications**

45. The council assembly of 14 July 2021 committed to consider climate change considerations in any council decisions. In line with this, the bringing back into use of an existing building adheres directly to the principles of that climate change agenda.
46. The adaptation and renovations to be undertaken to this 1960s building at 223 Southwark Park Road will be in line with current building regulations, including current environmental sustainability considerations such as improvements to thermal performance of the building envelope, efficient services installations and a renewable energy solution by means of photovoltaics on the flat roof.
47. The extent of adaptations and renovations to the building ensures that a wholesale approach can be taken in the development of designs with respect to carbon efficiencies.

### **Resource implications**

48. The project management of the Landlords Works and the Lease negotiations (including the SLA) will be staffed by the Sustainable Growth North (SG North) team from resources already existing in the team and budgeted for. This resourcing is anticipated to comprise an Assistant Project Manager, with oversight from the Head of SG North. The SG North team will also lend support in the community engagement by Bermondsey 223.
49. Separate gateway reports will be prepared for the various elements of the works.
50. The project will draw upon internal appointments for legal and property services for the drafting of the AfL and the SLA; funding for this staffing resource will be from the capital monitor funds allocated to this project in the capital monitor R-4020-0353.
51. There are no Human Resources (HR) issues.

### **Legal implications**

52. The appropriation of land refers to the process whereby a council alters the purpose for which it holds land. In this case it is proposed that the land is appropriated from housing to planning purposes. As stated elsewhere in this report it is intended that the benefits accruing from this project at this property will extend beyond the immediate HRA-held housing in the vicinity and for that reason the property should be appropriated for planning purposes. In order to satisfy the requirements for appropriation the council must be satisfied that

this will facilitate the carrying out of development, re-development or improvement on or in relation to the land, and that this will contribute to achieving the promotion or improvement of the economic, social or environmental well-being of the area. The report sets out how the project will promote such well-being benefits

53. The property does not constitute “open space” so there is no requirement to advertise the appropriation beforehand.

### **Financial implications**

54. As previously set out in the marketing and guidance pack, it is expected that the expenditure associated with the Landlords works will be circa £1.5m. The asset is currently in poor condition and those works will serve to bring it back into use, and in line with current building regulations, with a service life that extends well beyond the Lease period of seven years. The council therefore benefits in the immediate and the long term. The monies for that expenditure, and the consultant services associated, are already secured in Planning and Growth capital monitor. The expenditure will be cash-flowed over circa 12-18 months.

### **Consultation**

55. An open consultation event was held in May 2024, which was publicly advertised in the local press. The event was held at Community Southwark venue, in the Blue, 11 Market Place.
56. Another open event was held in July 2024, this time outdoor in the Blue Marketplace with a break-out space in the Community Southwark venue. The purpose of the event was to explore ideas about what local people wanted of the multi-arts space at the former Thorowgoods furniture store. The findings of that event were collated into a report by a member of the community.
57. In line with the bidding pack information, a community representative was included in the selection panel to interview the shortlisted lessee bidders and to input into the consensus scoring.
58. Ward councillors have been kept updated of all stages of the process and with one ward councillor was also included on the selection panel. The officer team will continue to update ward councillors throughout.
59. Further community engagement and consultation events will form part of the statutory Planning process. In parallel, the council will continue to update on progress as part of its wider engagement with local people and in discussion with the BID.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance and Assurance (RS055/140623/KR)**

60. The report recommends that Cabinet approves the appropriation of the property from Housing to Planning purposes. Under s122(1) of the Local Government Act 1972 (“the 1972 Act”) the council may appropriate land in its ownership for any purpose for which it is authorised to acquire land when the land is no longer required for the purposes for which it is held. The report confirms that the property is no longer required to be held for housing

purposes.

61. The purpose for which the council is appropriating the land must be authorised by statute. It is proposed that the land is held for planning purposes, which is a purpose authorised by statute. Section 246 of the Town and Country Planning Act 1990 ("TCPA 1990") defines such purposes as, inter alia, those for which land can be acquired under ss226 or 227 of that Act. Section 227 provides that a council may acquire land by agreement for any purposes for which it is authorised to acquire land compulsorily by s226 TCPA 1990.
62. The purposes for which a council can acquire land pursuant to s226 TCPA 1990 include purposes "which it is necessary to achieve in the interests of the proper planning of the area in which the land is situated". S226 also authorises the acquisition of land "if the authority think that the acquisition will facilitate the carrying out of development, re-development or improvement of or in relation to the land". In the case of either s226 or s227 the acquiring authority must be satisfied that whatever development proposals it has for the land in question, these are likely to "contribute to the achievement of any one or more of the following objects – a) the promotion or improvement of the economic well-being of their area; b) the promotion or improvement of the social well-being of their area; c) the promotion or improvement of the environmental well-being of their area". The proposed use put forward by this report should contribute to all three of these categories.
63. The report also recommends the grant of an Agreement for Lease and subsequently a Lease for a term of seven years, together with a service level agreement.
64. The disposal of the land by way of lease is authorised by s123 of the 1972 Act. As the lease will be for a term of seven years, the best consideration requirements of s123 will not apply to the disposal.
65. S149 of the Equality Act 2010 imposes a duty on public authorities such that they must, in the exercise of their functions, have due regard to the need to a) eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act; b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. Protected characteristics as set out in the Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The report sets out how the council has undertaken an Equalities and Needs Assessment in order to be able to comply with the public sector equality duty.

### **Strategic Director, Resources (PFS-38)**

66. The strategic director of resources notes the recommendations to cabinet contained in this report.
67. The strategic director of resources also notes the post decision implementation plan to conclude both the refurbishment works, the Agreement for Lease and the Service Level Agreement with the chosen lessee.
68. It is noted that there are no immediate financial implications arising due to the implementation of the recommendations of this report. However, it is noted that further gateway reports in relation to the planned works (and fees) will be



submitted in due course for consideration and approval.

69. Officers' time and any other costs associated with this recommendation will be contained within existing departmental budgets.

#### **Assistant Director, Property**

70. Following a marketing period, bids were sought for letting the property leading to the agreement to lease the building on the terms set out in this report.
71. The council will invest in the building bringing the property into an appropriate condition to both be capable of being let and also to safeguard the structure of the building.
72. The proposed tenant will be granted a period of rent free by way of a stepped rent rising to market value to enter into the lease. Additionally, the tenant will enter into an SLA which will document the social value elements that will be provided as part of the terms of letting.
73. The arrangements are appropriate reflecting market conditions and standard landlord and tenant arrangements.

#### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
None		

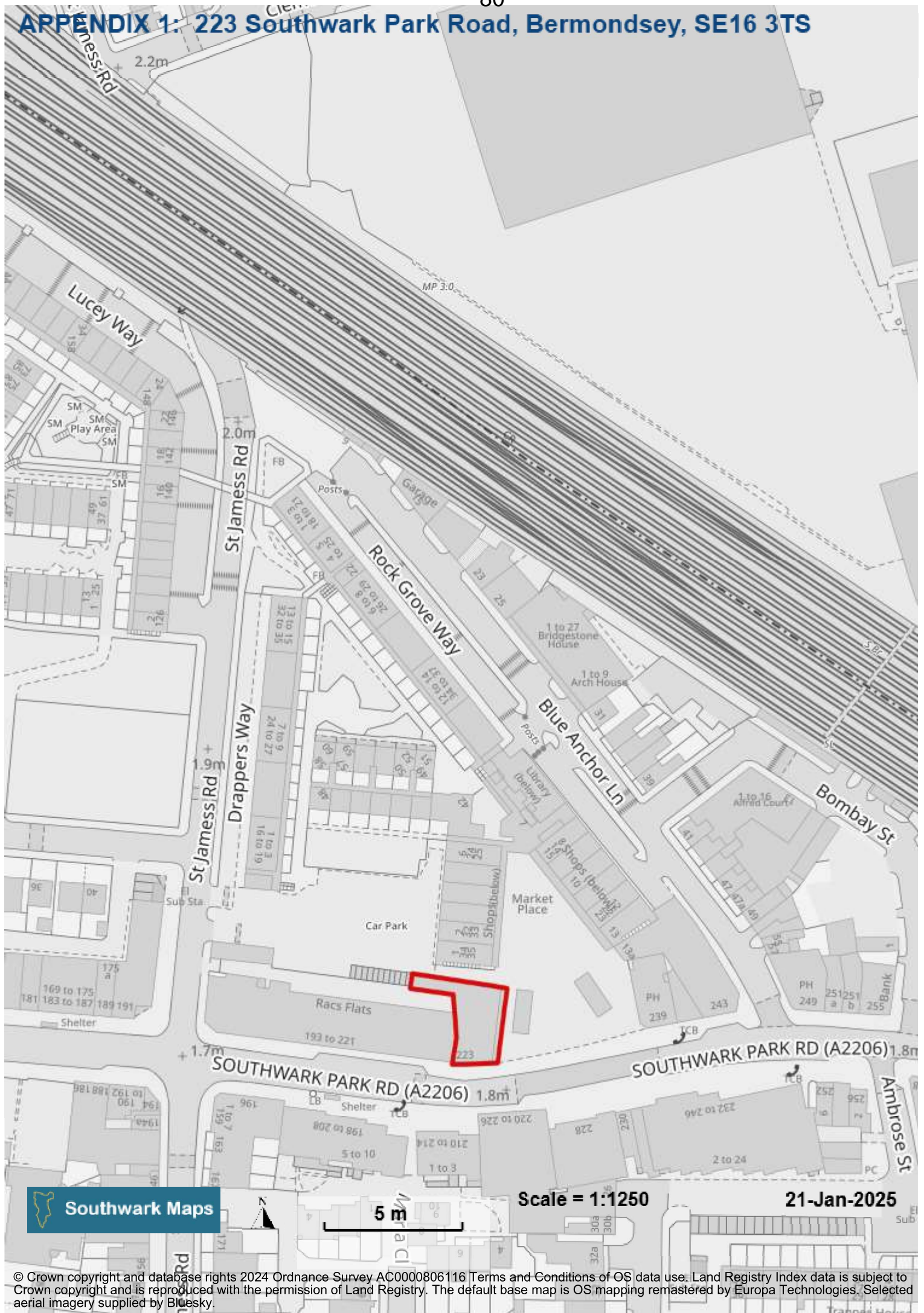
#### **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Site location plan
Appendix 2	EQINA
Appendix 3	Principal terms of Agreement for Lease
Appendix 4	Principal terms of Lease grant

**AUDIT TRAIL**

Cabinet Member	Councillor John Batteson, Climate Emergency, Jobs & Business	
Lead Officer	Stephen Platts, Director Planning and Growth	
Report Author	Catherine Brownell, Head of Sustainable Growth - North	
Version	Final	
Dated	27 February 2025	
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, Resources	Yes	Yes
Assistant Director, Property	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		27 February 2025

# APPENDIX 1: 223 Southwark Park Road, Bermondsey, SE16 3TS





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# Equality Impact and Needs Assessment

Multi-arts space at  
Bermondsey Blue Market

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FEBRUARY 2025

Q250029



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# 1 Introduction

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## Context

- 1.1 This Equality Impact and Needs Assessment (EqINA) sets out relevant considerations to take into account in relation to a new multi-arts space at 223 Southwark Park Road, South Bermondsey, London SE16. The venue is referred to throughout this report as 'Bermondsey 223'.
- 1.2 Bermondsey 223 is intended to contribute towards the reinvigoration of the South Bermondsey town centre with complementary offer to the other retail and community spaces adjacent and to boost footfall to the Blue Market. Bermondsey 223, as operator of the multi-arts space, proposes to use the venue to deliver a photographic-based arts offer for local people in the community, emerging new photographers and people in the photographic industry.
- 1.3 The purpose of this EqINA is to provide relevant information to support the London Borough of Southwark (the council) in its Public Sector Equalities Duty (PSED), which is to have due regard for equalities and needs considerations in its decision-making process regarding decisions that affect the community. For the avoidance of doubt, this report does not in itself discharge the council's PSED duty as that duty cannot be delegated.

## Scope and Objectives of this EqINA report

- 1.4 The Equality Act 2010 requires public authorities to have due regard to equality considerations when exercising their public functions. These considerations include, to:
  - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - Advance equality of opportunity between persons who share a relevant protected characteristic (explained in detail below) and persons who do not share it;
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 1.5 These are sometimes referred to as the three aims or arms of the PSED. The Act explains that "having due regard" for advancing equality involves:
  - Removing or minimising disadvantages suffered by people due to their protected characteristics;
  - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
  - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- 1.6 The Act states that "meeting different needs" involves taking measures to take account of disabled people's disabilities. It describes "fostering good relations" as tackling prejudice and

promoting understanding between people from different groups. It states that compliance with the PSED may involve treating some people more favourably than others (referred to in some contexts as “positive discrimination”).

1.7 The main objective of the PSED is to ensure public policies and programmes are implemented fairly, in particular with regard to their impact on the protected characteristics identified below:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership<sup>1</sup>
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation.

1.8 There are no statutory or regulatory requirements for the form, methodology or content of an EqINA. A growing body of recent practice applies the approach of categorising potential equality impacts into two types: *disproportionate* and *differential*. This is a helpful categorisation to distinguish the effects of a decision on people, in general, from effects that should be considered as part of the PSED.

1.9 Some aspects of a decision may affect many users – residents, visitors, employees for example – including those with protected characteristics. Every person has multiple protected characteristics – such as age and sex. This is not necessarily an equality issue, but it may become one when an effect on those with protected characteristics is either *disproportionate* or *differential*, as explained below:

- **Disproportionate:** there may be a disproportionate equality effect where people with a particular protected characteristic make up a greater proportion of those affected than in the wider population.
- **Differential:** there may be a differential equality effect where people with a protected characteristic are affected differently to the general population as a result

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<sup>1</sup> Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status. This means that the first arm of the duty applies to this characteristic, but that the other arms (advancing equality and fostering good relations) do not apply.

of circumstances, vulnerabilities or restrictions they face because of that protected characteristic.

- 1.10 When exercising decision-making functions, authorities should consider the potential effects of those decisions on those protected characteristics, as defined under the Act. They should give due regard to equality considerations and attribute appropriate weight to such considerations in decision making.
- 1.11 Public bodies can give consideration as to whether there are alternative approaches or additional steps that could alleviate or mitigate the impact of a decision. They should consider equality impacts in the balance, alongside the benefits of a decision.
- 1.12 Mitigation measures can eliminate or reduce some equality impacts, but some impacts may be unavoidable. Under legislation, identification of an impact does not mean a decision should not be taken. In these cases, the authorities should make it clear that they have considered these potential impacts in decision making (due process) and considered whether other considerations, including the public benefit, will outweigh the potential adverse effects.
- 1.13 For the purposes of this report, the 'need' element is being assessed through consideration of existing facilities and/or organisations that serve a similar function or contribute to a similar network of infrastructure, and by reviewing local (and where relevant regional) policy objectives to identify where a specified need or aspiration is being met.



## 2 Background

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### Site and Area Context

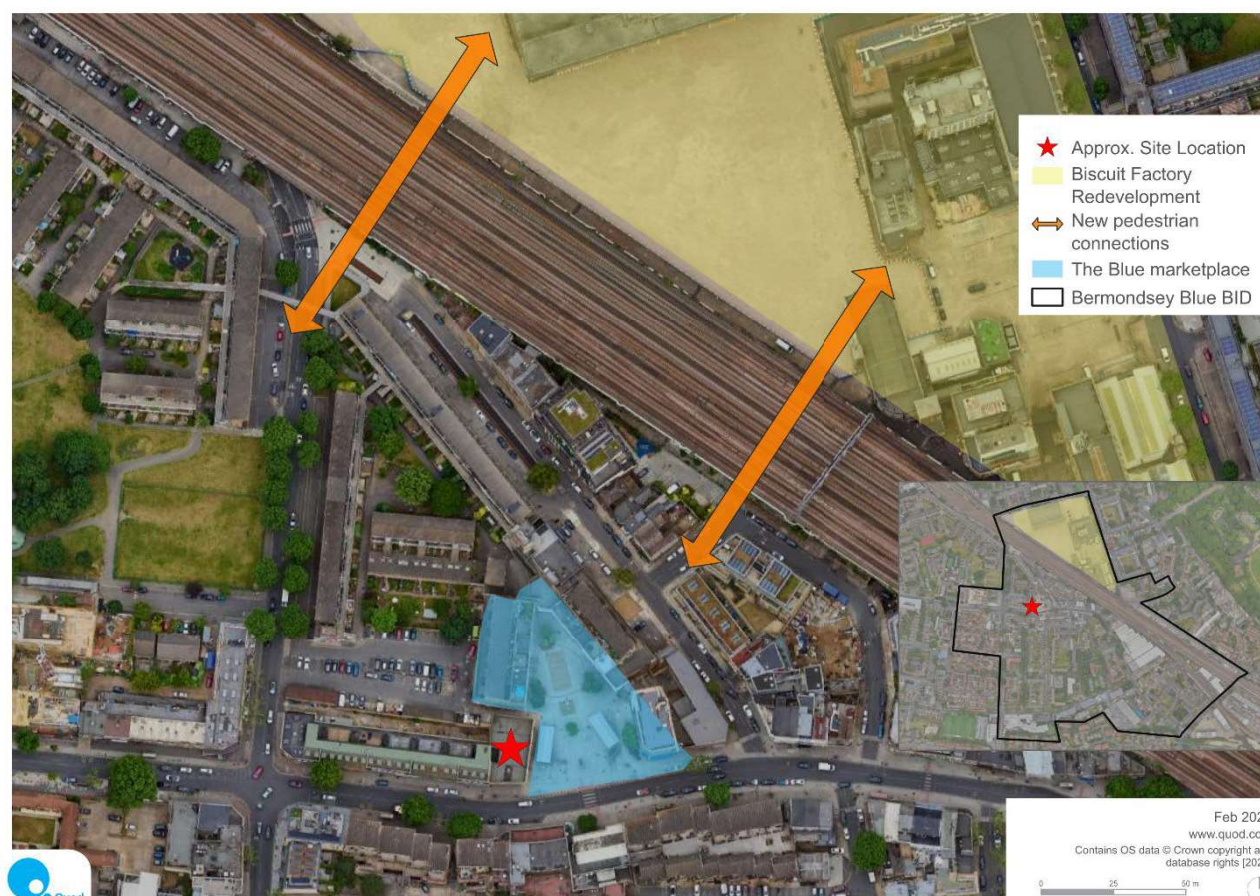
- 2.1 South Bermondsey has long-standing roots in manufacture and food productions and was once known as the 'Larder of London'. It was once home to numerous factories and warehouses including tanneries, vinegar manufacturers, the Peek Frean & Co biscuit factory, Shuttleworth's chocolate factory, and Pearce and Duff custard factory. The area is also well known for Millwall Football Club.
- 2.2 The Blue is a historic marketplace and high street at the heart of South Bermondsey. It has been known as the Blue Market for several hundred years. It is thought the name derives from the Blue Anchor Public House which still exists at the south-eastern corner of the marketplace and Blue Anchor Lane which bounds the eastern boundary of the market and leads north off Southwark Park Road towards the railway viaducts to the north-east of the Site.
- 2.3 The Blue Market is a priority area for the council. In recent years, the Blue Marketplace has suffered from low footfall and increasing store vacancies. Recent initiatives to reinvigorate the area have been driven by the community, which highlights the importance of the area for local people.
- 2.4 Blue Bermondsey Business Improvement District (BID) was established in 2014 by local business owners with the aim of redressing this trend, reinstating footfall and the area as a thriving market hub.
- 2.5 In July 2019, a community campaign led by Blue Bermondsey BID and Big Local Works (and supported by the council) was successful in securing £2m of funding from the GLA for the 'Made in Bermondsey' regeneration project which was centred on making key improvements to The Blue Market.
- 2.6 Alongside this, the council identified the building at 223 Southwark Park Road, the former Thorowgoods building (vacated in 2018), for letting as a multi-arts space. The building has a prominent frontage onto both on Southwark Park Road and the Blue Market. Currently, the vacant building the shop windows have been boarded up for safety reasons and therefore presents a blank façade. It has been described as a 'symbol of the area's economic stagnation' according to some locals<sup>2</sup>.
- 2.7 South Bermondsey is also seeing substantial redevelopment across the wider area. Most prominently is the large-scale redevelopment at the site of the former Peek Frean & Co biscuit factory by developer Greystar (see Figure 2-1). This is anticipated to deliver 1,624 new homes, c.15,700sqm of flexible employment space and 6,264sqm of retail, leisure and community space. There was recognition during the pre-application stage of the need to ensure any new cultural and community uses do not compete with nearby offers. A Cultural Strategy is required to be prepared (via the S106 Agreement) to set out the cultural-related activities that might be

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<sup>2</sup> <https://southwarknews.co.uk/area/bermondsey/public-discussion-of-the-future-of-bermondseys-thorowgoods-furniture-store-taking-place-tomorrow/> (accessed February 2025)

based there – this will need to be approved by the council<sup>3</sup>. Also, of particular importance to the Made In Bermondsey programme (as referred to above), is two proposed pedestrian routes through the railway viaduct which will encourage footfall from this redevelopment site to the Blue Market and Southwark Park Road generally. Improved linkages between the Blue Market and the wider area is a significant objective of the wider vision for the area.

Figure 2-1: Site Context



## Bermondsey 223

- 2.8 Bermondsey 223's multi-arts venue is intended to provide a complementary use to the retail outlets nearby and to generate footfall to The Blue Market. It will deliver a community venue as well as providing affordable workspace and studio space for emerging talent in lens-based arts and artistic sectors more generally.
- 2.9 The existing building will be reconfigured as an arts and community space. The ground floor will be designed to be fully permeable as a gallery space, with views in and out through the former shop-front glazing and wide doors onto the Blue Market. The gallery will be open during the day and open plan space will be used for community events, talks and screenings. Other spaces in the premises will include studios on the first floor, which will be let at affordable rates (below market rate and rented on a 12-month basis) and subsidised day-rates for hire of the

<sup>3</sup> London Borough of Southwark, 2024. Officer Report – 12<sup>th</sup> March 2024 Application Ref: 23/AP/2124.

photographic studio for artists, students and those on low incomes. The rear of the ground floor will be a studio for industry hire at market rate.

- 2.10 The Bermondsey 223 business plan relies on a blend of rental income from the affordable studios, the industry-hire studio and arts grants. The gallery space will be free entry. As a not-for-profit organisation, any profit made will be put back into the venture to enhance the social value offer to the local area.
- 2.11 There will be a year-round educational and community outreach programme based at the site, supporting young Southwark residents aged 11 to 20 years to gain creative skills and experience. The community programme will also include talks, discussions, workshops, book fairs and print fairs alongside four major contemporary curated photography exhibitions per year, which will be open to the public free-of-charge. In addition to this, a programme to activate the Blue Market square is proposed with outdoor exhibitions and events, thus improving access to photography for all.
- 2.12 Bermondsey 223 is expected to open in mid-2026. Prior to occupation of the building, Bermondsey 223 has committed to undertake extensive outreach work in the community to build relations locally.

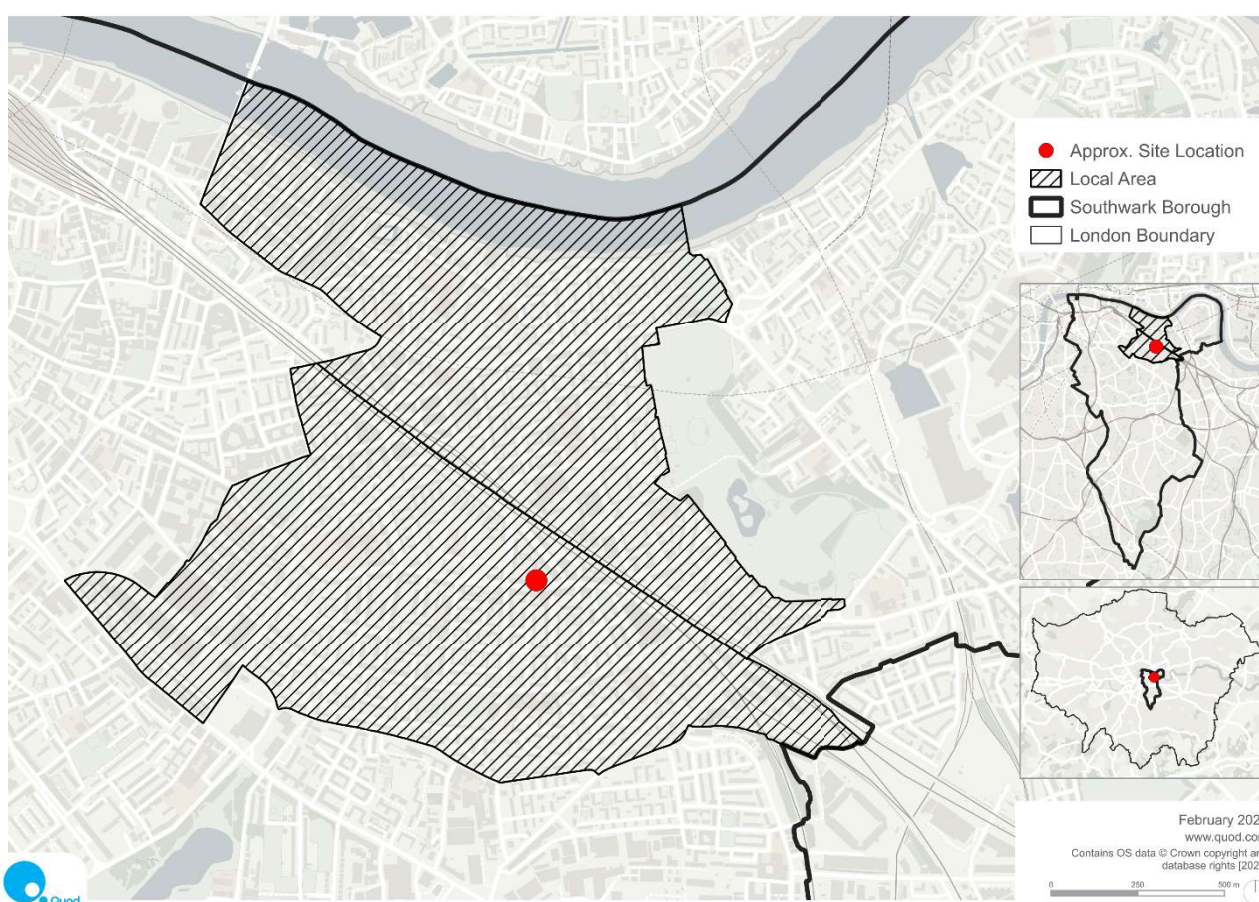


### 3 Area profile

3.1 This section of the EqINA provides relevant baseline information on Protected Characteristics (as defined by the Act (see Section 1 of this report) of the resident population at the following geographic levels:

- North Bermondsey ward and South Bermondsey ward – local area level;
- London Borough of Southwark – borough level; and
- London – regional level.

Figure 3-1: Local Geographic Context



3.2 For each Protected Characteristic, the potential equality pathway(s) has been identified. Equality pathways, for the purposes of this report, are the ways in which the decision on the operator of the multi-arts space at 223 Southwark Park Road could affect people differentially or disproportionately because of their protected characteristics.

3.3 The baseline analysis has been informed using nationally recognised demographic datasets from the Office of National Statistics (ONS), including:



- Census (2021)<sup>4</sup>;
- Business Register and Employment Survey (BRES) (2023)<sup>5</sup>;
- Index of Multiple Deprivation (2019)<sup>6</sup>;

3.4 Quod has also used the council's own resources including:

- Southwark Joint Health and Wellbeing Strategy (2022)<sup>7</sup>;
- Southwark JSNA Annual Report (2024)<sup>8</sup>
- Southwark Economic Strategy 2023-2030<sup>9</sup>

3.5 Not all the information provided is available for the local area (as defined above), but local area data has been provided wherever possible.

3.6 Socio-economic characteristics are not protected characteristics under the Equality Act 2010. There is no legal duty under the Act for the council to consider socio-economic characteristics in discharging their PSED, although the authority does have policies that relate to socio-economic inequality and their commitment to reduce it.

3.7 We recognise that socio-economic conditions could intersect with protected characteristics to magnify an effect such that it would be differential. For example, economic deprivation could intersect with age to increase vulnerability and thereby magnify differential outcomes for young people who are unemployed.

3.8 In its own corporate Equality Framework, the council states:

*"We want to understand the way in which characteristics such as sex, gender re-assignment, race, disability, age, sexual orientation or class, can interact and produce unique and often multiple experiences and disadvantage in a specific situation. It is also about other areas such as being a single parent or carer of an older or disabled person, for example<sup>10</sup>."*

3.9 Given the complexity of such intersections, it is not possible to predict them specifically or quantify them at a site-specific level (e.g. in the case of specific impacts of a planning decision or development) but it is possible to refer to them generally and this has been done in this report.

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<sup>4</sup> Office for National Statistics, 2021. Census.

<sup>5</sup> Office for National Statistics, 2023. Business Register and Employment Survey.

<sup>6</sup> DCLG, 2019. Indices of Multiple Deprivation.

<sup>7</sup> London Borough of Southwark (2022). Southwark's Joint Health and Wellbeing Strategy 2022-2027 – Full Report and Action Plan.

<sup>8</sup> London Borough of Southwark (2024). JSNA Annual Report 2024 – Southwark's Joint Strategic Needs Assessment.

<sup>9</sup> London Borough of Southwark (2023). Southwark Economic Strategy 2023 to 2030.

<sup>10</sup> LBS, 2021, A Fairer, More Equal Southwark: Valuing Diversity and Promoting Equality and Inclusion

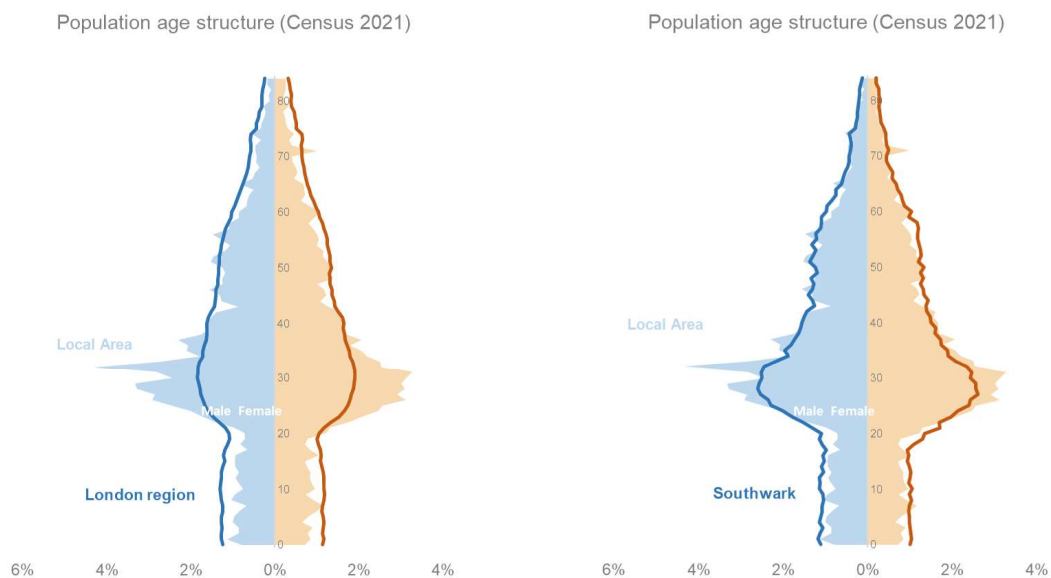
## Protected Characteristics and equality pathways

### Age

#### Baseline

- 3.10 The local area has a higher proportion of people aged 25 to 34 (26%) than the London average (18%) but only slightly higher than the Southwark rate (24%).
- 3.11 The proportion of residents in the local area who are aged under 15 is 15%. This is slightly lower than the rates for the borough (17%) and London (19%).
- 3.12 The proportion of residents who are of working age (16 to 74) is 81%, broadly in line with the borough average of 80% but above the London rate (75%). The proportion of residents aged over 75 in the local area (3%) are in line with the proportion for Southwark (3%) but lower than London (5%).

Figure 3.1: Population age structure – local area vs London (left) and Southwark (right)



#### Potential Equality Pathways

- 3.13 Age affects equality by creating the potential for discrimination based on a person's age – often referred to as 'ageism'.
- 3.14 Across most metrics of vulnerability (such as propensity to have a life-limiting illness or disability) people aged 20 to 35 would be the least vulnerable age group. However, when

considering intersectionality between age and socio-economics, this age group is more vulnerable to unemployment and low income<sup>11</sup>.

- 3.15 Given the elevated proportion of people in their 20s and early 30s in the local area and in the context of the subsidised studio space at Bermondsey 223 and a community programme including free and subsidised events, it is possible that the decision on the operator of the space could generate differential and disproportionate impacts relevant to the protected characteristic of age – and that these would be positive. The apprenticeship scheme is also more likely to benefit younger people.
- 3.16 There is nothing about the proposed use of the space or the Business Plan from Bermondsey 223 that indicates that any people would be excluded from enjoying or benefiting from the space as a result of their age. Subsidised day rates for hire of the photographic studio for artists, students and those on low incomes could also benefit young residents. There will be a dedicated outreach programmes for 11 to 20 year olds which will positively impact that age group.
- 3.17 It is anticipated that the council will secure suitable provisions of Bermondsey 223, with respect to working proactively to encourage children to access the community and arts offer.

## Disability

### Baseline

- 3.18 The 2021 Census asked residents to conduct a self-assessment of the general state of their health. A significant proportion of the residents of the local area reported 'very good' and 'good' health (85%). Only a small proportion of residents reported 'bad' or 'very bad' health (5%). The proportion reported for 'very good' and 'good' health is broadly in line with the rates reported across Southwark and London, where rates were 86% and 85%, respectively.
- 3.19 According to the 2021 Census data, the proportion of residents in the local area who reported a disability was 14%, in line with the rate for the borough (14%) but slightly higher than the rate for London as a whole (13%).
- 3.20 Census data also shows that, in the local area, just over two-thirds (69%) of working age residents with no limiting disability are economically active. For those who have a very limiting disability, this rate falls to 11%. This is lower than the averages for Southwark (14%) and London (13%).

### Potential Equality Pathways

- 3.21 People with long-term limiting health conditions and disabilities are more likely to be spend time at home during the day. Impairments in mobility can affect a person's ability to access facilities and services and events.
- 3.22 Socio-economic characteristics (in particular, household income) can exacerbate differential effects arising due to disability. For example, low household income could exacerbate

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<sup>11</sup> Office for National Statistics, Census 2021.

vulnerabilities or restrictions faced by disabled people and their ability to take part in public life. People with limiting disabilities are more likely to be economically inactive than the average for the population and people in Bermondsey are more likely to be economically inactive than the Southwark or London averages.

- 3.23 Therefore, decisions by the operator Bermondsey 223 have the potential to generate disproportionate and differential impacts on the basis of disability Ensuring events are affordable and accessible to all regardless of ability will be important.
- 3.24 To respond to this, the building will be fully accessible. Subsidised day rates for hire of the photographic studio for artists, students and those on low incomes could also benefit those with disabilities.
- 3.25 It is anticipated that the council will secure suitable provisions of Bermondsey 223, with respect to suitable access, and that these be kept up to date, including appropriate procedures to raise complaints or concerns.

## Sex

### Baseline

- 3.26 The 2021 Census data shows that the split between self-reported female and male residents in the local area is 50.5% female and 49.5% male.

### Potential Equality Pathways

- 3.27 Inequality on the basis of sex can include discrimination, violence, and unequal access to opportunities. Where inequality on the basis of sex exists in modern western societies, it is generally women who are excluded or disadvantaged.
- 3.28 Socio-economic characteristics could exacerbate differential effects arising due to the sex of impacted people. These can relate to, for example, treatment in the employment market, access to employment opportunities and access to suitable housing.
- 3.29 Neighbourhood safety perception is generally lower for women<sup>12</sup> so differential impacts that increase (or decrease) crime (or perceived risk of crime) are possible.
- 3.30 The ratios of female to male in this location means that disproportionate impacts are unlikely. However, the overarching objective of operating the building at Bermondsey 223 is to contribute to the vitality and animation of the Blue Market square at different times of the day which, if successful, will likely bring more people to the area. This in turn may make the environment more welcoming to women particularly on the basis of their perception of safety and fear/perceived risk of crime. On that basis, the decision on operator has the potential to have a differential impact on equality with regards to sex.

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<sup>12</sup> Navarrete-Hernandez et al, 2023. Planning for fear of crime reduction: Assessing the impact of public space regeneration on safety perceptions in deprived neighbourhoods.



- 3.31 It is anticipated that the council will secure suitable provisions of Bermondsey 223, with respect to tackling discrimination and the safety of women as employees, volunteers or users, including appropriate procedures to raise complaints or concerns.

## Gender Reassignment

### Baseline

- 3.32 A person has the protected characteristic of gender reassignment if the person is proposing to undergo, is undergoing, or has undergone a process (or part of a process) for the purpose of reassigning the person's sex by changing physiological or other attributes of sex (2010 Act, Section 7).
- 3.33 To be protected from gender reassignment discrimination, one does not need to have undergone any specific treatment or surgery to change from one's birth sex to one's preferred gender. This is because changing your physiological or other gender attributes is a personal process rather than a medical one. You can be at any stage in the transition process – from proposing to reassign your gender, to undergoing a process to reassigning your gender, or having completed it (as per the Equality and Human Rights Commission).
- 3.34 According to the 2021 Census data, residents in Southwark whose gender identity was different from the sex registered at birth was 0.6%. This compares to the rate for London as a whole at 0.5%. Indeed, Southwark has the 5<sup>th</sup> largest trans population of any English local authority<sup>13</sup>.
- 3.35 Ward-level data on gender reassignment from the 2021 Census is not available.

### Potential Equality Pathways

- 3.36 People who have undergone or are undergoing a gender reassignment may experience greater risk or fear of crime or harassment. Socio-economic characteristics could exacerbate differential effects arising due to the gender reassignment of affected people. These can relate to employment opportunities and access to housing<sup>14</sup>.
- 3.37 Given the nature of the space and its proposed use, it is unlikely that Bermondsey 223 will give rise to differential and disproportionate impacts on the basis of gender reassignment.
- 3.38 It is anticipated that the council will secure suitable provisions of Bermondsey 223, with respect to tackling discrimination and the safety of people who have or will undergo gender reassignment as employees, volunteers or users, including appropriate procedures to raise complaints or concerns.

<sup>13</sup> London Borough of Southwark, 2024. JSNA Annual Report 2024 – Southwark's Joint Strategic Needs Assessment.

<sup>14</sup> See Government Equalities Office, 2018, National LGBT Survey

## Sexual Orientation

### Baseline

- 3.39 A person's sexual orientation includes their sexual behaviour, sexual attraction, and sexual identity. Sexual orientation is a protected characteristic to allow individuals to choose how to express their sexual orientation without discrimination. This includes discrimination in the provision of goods, facilities, and services on grounds of sexual orientation.
- 3.40 Discrimination based on sexual orientation is possible in various forms including discrimination arising from one's self-perceived sexual identity; one's perceived sexual orientation (discrimination by perception); or one's links to other individuals and their sexual orientation (discrimination by association).
- 3.41 According to the 2021 Census, the proportion of Southwark residents who identify as non-heterosexual is 8% (compared to 4% across London as a whole). This is the fourth largest LGBT+ population of any English local authority.
- 3.42 Ward-level data on sexual orientation from the 2021 Census is not available.

### Potential Equality Pathways

- 3.43 Neighbourhood safety perception can also be lower for some people because of their sexual identity (risk of harassment for example) so differential impacts that increase (or decrease) crime (or perceived risk of crime) are possible.
- 3.44 Given the nature of the space and its proposed use, it is unlikely that Bermondsey 223 will give rise to differential and disproportionate impacts on the basis of sexual orientation.
- 3.45 It is anticipated that the council will secure provisions of Bermondsey 223, with respect to equalities, including appropriate procedures to raise complaints or concerns.

## Marriage and Civil Partnership

### Baseline

- 3.46 A person has the protected characteristic of marriage and civil partnership if the person is married or is a civil partner.
- 3.47 According to the 2021 Census, 60% of residents in Southwark are single (i.e. have never married or registered a civil partnership). This compares to the average rate for London of 46%. Conversely, the proportion of residents who are married in Southwark at 27% is much lower than the rate for London as a whole (40%).
- 3.48 Ward-level data on legal partnership status from the 2021 Census is not available.

### Potential Equality Pathways

- 3.49 Given this baseline, it is unlikely that Bermondsey 223 will give rise to disproportionate or differential impacts on people because of their marriage or civil partnership status.

## Pregnancy and Maternity

### Baseline

- 3.50 The ONS does not provide statistics on the number of people who are pregnant. Therefore, this baseline analysis presents live birth data<sup>15</sup> as a proxy. The latest available data from 2023 indicates that the general fertility rate (as the number of live births in a year per 1,000 women aged 15 to 44 years) is lower in Southwark (37.6 per 1,000 female population aged 15 to 44) in comparison to London as a whole (48.8 per 1,000 female population aged 15 to 44).
- 3.51 The latest Joint Strategic Needs Assessment states that ‘the total number of babies born in Southwark has been decreasing year on year over the past 10 years’<sup>16</sup>. The JSNA also highlights that ‘across the Borough, there is a substantial variation in the birth rate’ – the rate was almost three-times higher in Dulwich Hill (62.9 births per 1,000) compared to Borough and Bankside (22.5 births per 1,000).

### Potential Equality Pathways

- 3.52 A person (A) discriminates against a woman if A treats her unfavourably because of a pregnancy of hers. A person (A) discriminates against a woman if, in the period of 26 weeks beginning with the day on which she gives birth, A treats her unfavourably because she has given birth.
- 3.53 Pregnancy and maternity can also affect a woman’s ability to take part in everyday life particularly if there are physical barriers that prevent them from doing so.
- 3.54 In the context of this report, it is not likely that there will be any equalities affects in relation to pregnancy and maternity. Bermondsey 223 will be expected to abide by this law especially with respect to employment of women.

## Race

- 3.55 A person’s race can be influenced by several personal characteristics. As defined in the 2010 Act, race includes colour, nationality and ethnic or national origins. Therefore, this baseline assessment has considered a range of data sources including ethnicity, place of birth and language spoken to provide a baseline analysis of the study area with respect to race.

### Ethnicity

- 3.56 2021 Census data shows that 58% of residents in the Local Area are of White ethnicity. This is higher than the rates for Southwark (51%) and London (54%).
- 3.57 The largest minority ethnic group in the local area comprises those of Black ethnicity – accounting for 20% of all residents. This is lower than the proportion for Southwark (25%) for the same ethnic group but higher than the proportion for London (14%).

<sup>15</sup> Office for National Statistics, 2023. Live Births in England and Wales: birth rates down to local authority areas

<sup>16</sup> London Borough of Southwark, 2024. JSNA Annual Report 2024 – Southwark’s Joint Strategic Needs Assessment.

- 3.58 Socio-economic characteristics could exacerbate differential effects arising due to the race of impacted people. These can relate to, for example, access to information and services, employment opportunities, and access to housing.
- 3.59 As the local area and Southwark as a whole have higher proportions of residents of Black ethnicity than the London average, both differential and disproportionate equality impacts are possible.

#### *Country of birth*

- 3.60 Across all the spatial levels considered as part of this analysis, the majority of residents were born in Europe.
- 3.61 The proportion of local area residents who were born in the United Kingdom, at 57%, is lower than for Southwark and London as a whole (both at 59%). At the local area level, those born in Africa account for the next group in terms of location of birth (at 10%). This compares to 11% across Southwark and 7% across London.

#### *Language*

- 3.62 The latest Census data (2021) shows that the proportion of households in the local area with English as the main language is 76%. This is broadly in line with Southwark (77%) and slightly above the London rate (73%).
- 3.63 The proportion of households where no one has English as a main language is 12% in the local area. This compares to 11% at the borough level and 12% across London as a whole.
- 3.64 Language barriers are recognised as having the potential to affect equality by limiting access to opportunities and creating disadvantages for individuals who cannot communicate fluently in the dominant language – leading to unequal treatment and social exclusion.

#### *Race overall*

- 3.65 Overall, in the context of the baseline information presented above and in the context of Bermondsey 223, there is limited potential for the new multi-arts centre at this location, to have differential or disproportionate effects on equality in relation to race.
- 3.66 It is anticipated the council will secure suitable provisions, from Bermondsey 223, with respect to a diverse programme of events that is attractive to and reflective of Southwark's racial diversity along with the rich manufacturing and trading history of the neighbourhood.

### **Religion or Belief**

#### *Baseline*

- 3.67 According to the 2021 Census, the proportion of residents in the local area who report as belonging to a religion is 58%. This is broadly in line with the rate for Southwark (57%) but lower than the average for London at 66%.



- 3.68 In the local area, the proportion of the population who identify as being Christian is 46%, a higher rate than Southwark (43%) and London as a whole (41%). 9% of residents identify as Muslim, a smaller proportion in comparison to the whole borough (10%) and London (15%).
- 3.69 1% of residents to the local area are Hindu which is in line with the rate for the borough (1%) but lower than the rate for London (5%).
- 3.70 Given this data, it is unlikely that Bermondsey 223 will give rise to differential or disproportionate equalities effects in respect of religion.

## 4 Needs assessment

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- 4.1 The Bermondsey 223 offer will see the building brought into use as a multi-arts space with a focus on lens-based art but with a broader appeal to artist communities more generally. The education and community programmes proposed will help to ensure that local people feel engaged with the activities taking place on-site. The gallery space will provide a venue for the community and a location from which emerging photographers can work. It will also provide a destination that draws people from a wider area to visit the site and the surrounding area – adding to the vitality and vibrancy of the marketplace.
- 4.2 As a multi-arts space, Bermondsey 223 will provide a complementary offer to the surrounding retail uses, this in turn will contribute to the footfall of the Blue marketplace and the objectives of the Made in Bermondsey initiative. The building is currently a symbol of stagnation of the town centre so there is a clear need for the building to represent positive change for the future.
- 4.3 On that basis, and for the purposes of this report, need here is considered in the context of policy objectives and aspirations; and by looking at existing artistic and cultural spaces and education providers offering art-focused courses and qualifications in the surrounding area.

### Policy objectives

- 4.4 Across different policy tiers (national, regional and local), there is an ambition to create strong and inclusive communities that meet the needs of a wide range of people and groups and ultimately ensure that buildings and the spaces around them allow everyone to participate equally, confidently and independently in everyday activities.
- 4.5 The National Planning Policy Framework (NPPF) sets out how the government intends to achieve sustainable development through the planning system. This includes three objectives, one of which is a “social objective” which specifically references “social and cultural well-being”<sup>17</sup>.
- 4.6 Key to this is ensuring that town centres, in particular, continue to play a role in the social, civic, cultural and economic lives of Londoners. Town centres are seen as appropriate locations for cultural uses and activities<sup>18</sup>. South Bermondsey, specifically, is identified in local policy as being a location suitable for a focus of flexible workspaces for SMEs and creative industries<sup>19</sup>.
- 4.7 Policy highlights the potential benefits of using vacant buildings to accommodate cultural and creative activities which stimulate vibrancy in the areas in which they are located. There is also recognition of the importance of community-led initiatives in ensuring town centres continue to serve and meet the needs of the people they serve. Generally, proposals that deliver social infrastructure (which includes cultural facilities) are encouraged especially where the facility in question meets a local need or objective.

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<sup>17</sup> MHCLG, 2024. National Planning Policy Framework (NPPF) - para 8.

<sup>18</sup> Mayor of London, 2021. London Plan – The Spatial Development Strategy for Greater London.

<sup>19</sup> London Borough of Southwark, 2022. The Southwark Plan 2019-2036.

4.8 The supporting text to policy P46 of the Southwark Local Plan 2022<sup>20</sup> states:

*Southwark is a creative place to live, work and learn because there is such a thriving leisure, arts and cultural sector. This is why people come to Southwark and contributes to why it is a successful and desirable place to live, work and visit. The borough is host to over 10 unique, internationally renowned cultural venues which are firmly rooted in, and sprung from the borough's resident and business populations. The people of Southwark value what their neighbourhoods have to offer and venues like these enable individuals, and communities to come together and participate in our rich, historic and contemporary cultural offer. Building on these strengths, a vibrant arts, leisure and cultural scene will bring employment, engage local people and visitors, and create opportunities for training and learning.*

4.9 Related to this, the supporting text to Policy P47 states that:

*Community facilities encompass a wide range of uses essential to meet diverse local needs. We will ensure that everyone has access to a variety of good quality community facilities that promote healthier lifestyles and enable people to meet their needs for health, leisure, training, youth, voluntary and general community provision. Community facilities should be designed and operated to facilitate access by people from all backgrounds to ensure that their needs are met.*

4.10 Policy HC5 (Supporting London's Culture and Creative Industries) of the London Plan<sup>21</sup> states:

*The continued growth and evolution of London's diverse cultural facilities and creative industries is supported. Development Plans and development proposals should (inter alia):*

*2) identify and promote new, or enhance existing, locally-distinct clusters of cultural facilities, venues and related uses defined as Cultural Quarters, especially where they can provide an anchor for local regeneration and town centre renewal*

*4) consider the use of vacant properties and land for pop-ups or meanwhile uses for cultural and creative activities during the day and at night-time to stimulate vibrancy and viability and promote diversity in town centres, Cultural Quarters and other areas*

4.11 The Mayor's Cultural Infrastructure Plan states: "We need to retain and grow cultural infrastructure so we can reap the full economic and employment benefits of the activities they support<sup>22</sup>". The Mayor's Social Integration Strategy explains that to improve social integration we need an environment where more Londoners can make new connections. This can help to break down the barriers of social class and economic inequality. It can bring people of different ages and backgrounds together in shared experiences helping communities to flourish<sup>23</sup>.

4.12 In this context, the Bermondsey 223 offer directly addresses these policies and objectives. In the first instance, Bermondsey 223 will ensure the space becomes a new cultural facility for South Bermondsey which provides resources for the community and for lens-based artists practitioners – in the form of studio and exhibition space - and delivers community and outreach

<sup>20</sup> See Footnote 20.

<sup>21</sup> See Footnote 19.

<sup>22</sup> GLA, 2019, London Cultural Infrastructure Plan

<sup>23</sup> See Footnote 23.

programmes. In addition, the effect of animating the space, and the adjacent Blue Maret square, has the potential to contribute to wider objectives of the Made in Bermondsey programme which aims to secure improvements to physical and non-material aspects of the marketplace in order to secure benefits for residents and businesses alike.

## Existing provision

- 4.13 As has been noted in Section 2 of this report, Bermondsey 223 proposals are based on mixed offer including: community outreach programmes, affordable photographic studios and gallery/exhibition space.

### Arts and cultural facilities

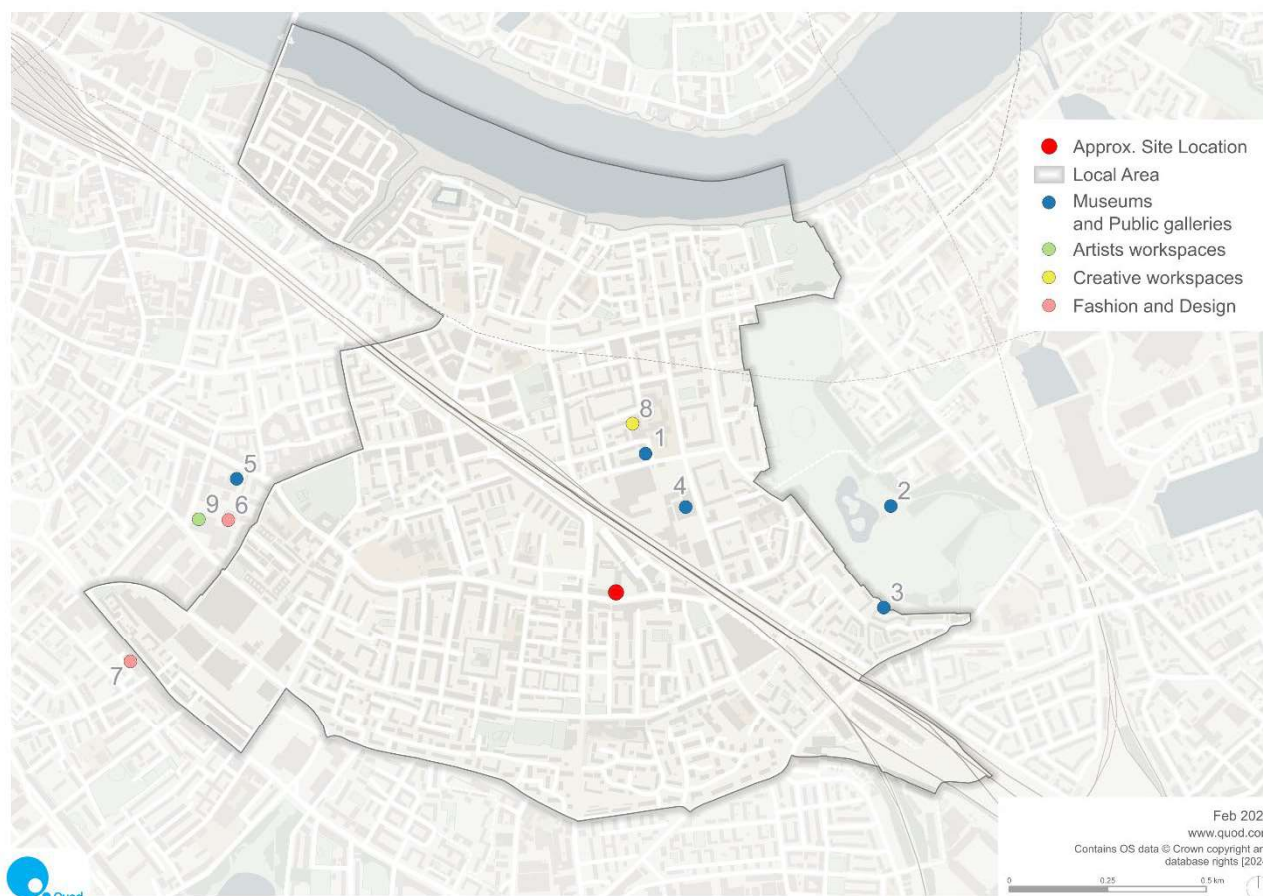
- 4.14 Existing provision of art and cultural facilities has been identified by mapping data published by the GLA in 2023<sup>24</sup> and cross-checked using a desktop search to remove venues/facilities that are no longer in operation and to include those that have opened since the dataset was created. As there is no central register of these spaces, the information shown in Figure 4-1 may not be exhaustive but is considered representative.
- 4.15 For the purposes of this report, the search boundary for existing provision of arts and cultural facilities has been limited to the 'local area' as defined in Section 3 of this report. This search area is considered appropriate for this use, because, while Bermondsey 223's proposals may serve the wider area, its primary objective is to serve the local community.
- 4.16 As can be seen in Figure 4-1, there are five museums and public galleries within the local area (a full breakdown of these can be found in Appendix 1). These are comprised of four art galleries and one museum; these are all relatively small facilities which typically display fine and modern art. None of these facilities specifically exhibit photography.
- 4.17 Figure 4-1 also indicates that there are two fashion and design facilities, one creative workspace and one artist workspace within the local area (information on these is provided at Appendix 1). Sugarhouse Studios (map ref. 8) is an affordable workspace for designers, fabricators and artists, from the website, it appears that there are no vacant spaces. Similarly, Tannery Arts (map ref. 9) provides affordable art studios, the space is currently at capacity and there is a waiting list for studio rental, suggesting demand for art studios in the local area is high.
- 4.18 It should also be noted that the proposals for the Biscuit Factory site to the north-east of the Site includes proposals for significant areas of leisure, community and cultural floorspace (as noted in Section 2 of this report).
- 4.19 Overall, Figure 4-1 shows that the opening of Bermondsey 223 as a multi-arts space will provide a complementary offer to the existing network of cultural and artist facilities and venues across the surrounding local area. It would not duplicate existing local facilities.

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<sup>24</sup> Greater London Authority Cultural Infrastructure Map (2023 Update). Available at: <https://data.london.gov.uk/dataset/cultural-infrastructure-map>



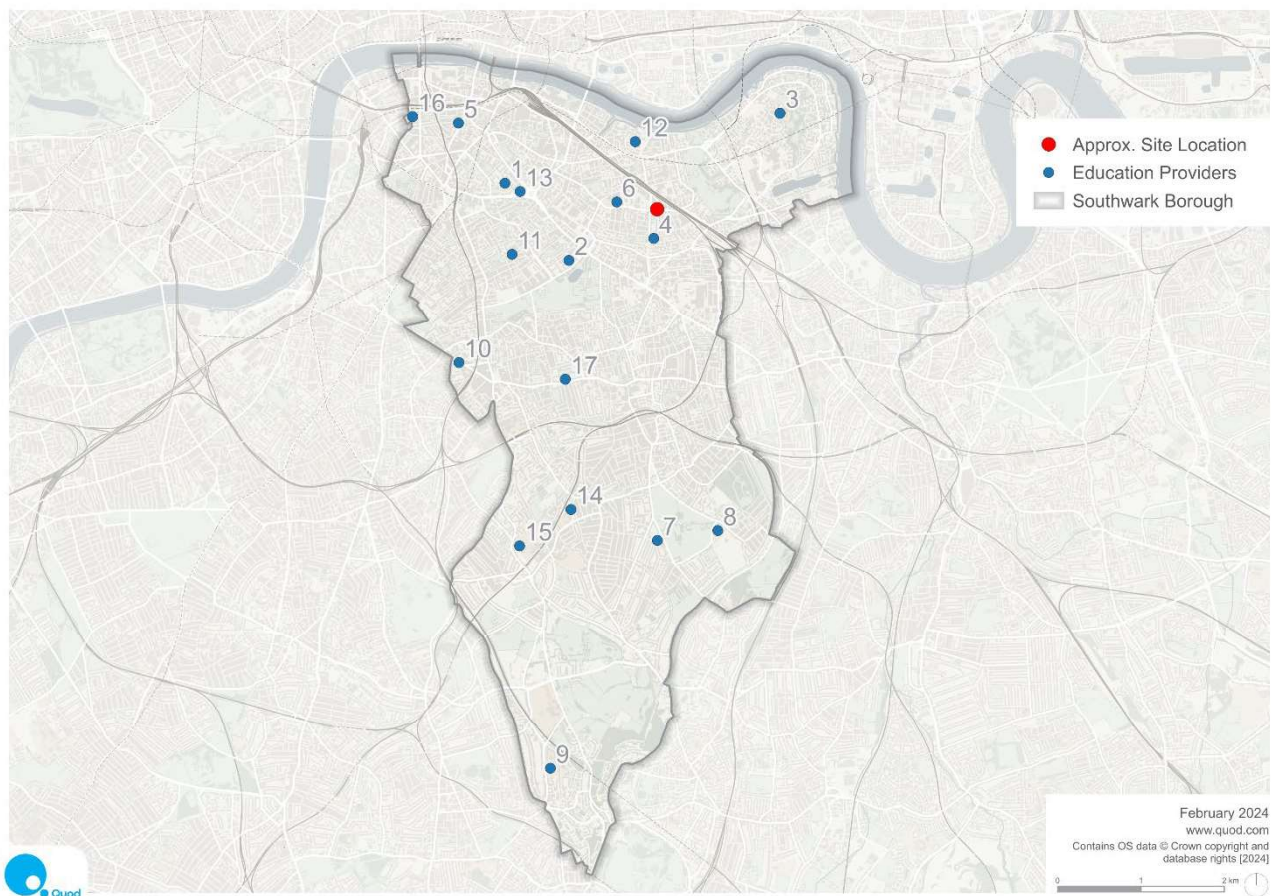
Figure 4-1: Existing arts and cultural facilities in the local area



### Art-focused education providers

- 4.20 The Bermondsey 223 offer has also been considered in the context of existing art-focused education provision in the area surrounding the site. London is home to a number of high-profile higher and further education institutions offering art-focused courses and qualifications which in turn could drive demand for studio/creative spaces from graduates and students. For the purposes of this report, relevant providers across the borough have been mapped and are shown in Figure 4-2.
- 4.21 As can be seen in Figure 4-2, there are a total of seventeen education providers offering art-related courses within Southwark, of these, a total of eight offer specific photography courses (further information on these can be found in Appendix 2).

Figure 4-2: Existing education providers offering art-focused courses and qualifications



## Conclusion to the needs assessment

4.22 Overall, Bermondsey 223's offer is in line with policies for cultural, creative and community uses at a Southwark and London level. Whilst there are some related uses in the local area, Bermondsey 223 is expected to complement existing provision and is unlikely to duplicate or compete for resources.

## 5 Impact assessment

- 5.1 Table 5.1 provides an overview of the potential equality impacts on protected characteristics resulting from the implementation of Bermondsey 223. This is based on information on the proposed approach of Bermondsey 223 (see Section 2 of this report) as well as the baseline analysis set out in Section 3 of this report. Where no positive or negative effects are identified, the impact is reported as 'neutral'.

Table 5:1 – Equality Impact Summary

Protected group	Potential positive effects	Potential negative effects
Age	<p>The local area is home to a higher proportion of young people than the Borough and Regional average. On that basis, Bermondsey 223 has the potential to disproportionately effect this age group. Bermondsey 223 intends to run outreach programmes specifically targeted at young people. They also propose to run community programmes which appeal to a broad range of people regardless of age. Bermondsey 223 is likely to be a positive effect in respect of Age.</p> <p>We recommend that the council works with Bermondsey 223 to secure and monitor suitable provisions.</p>	No likely negative equality impact in relation to age identified.
Disability	<p>The baseline analysis showed that individuals with disabilities were not disproportionately represented in the local area. However, research has shown that those with disabilities typically experience more difficulty accessing facilities and services which includes both employment, volunteering experiences and work. Bermondsey 223 will be accessible for people with disabilities. As such, Bermondsey 223 is expected to result in a differential positive equality effect in relation to disability.</p> <p>We recommend that the council works with Bermondsey 223 to secure and monitor suitable provisions.</p>	No likely negative equality impact in relation to disability identified.

Protected group	Potential positive effects	Potential negative effects
Sex	<p>There is a fairly equal split between males and females across the geographic areas considered in the baseline. Therefore, disproportionate effects are not likely. However, females typically experience greater levels of fear and risk of crime than males and can experience social and economic disadvantage. Bermondsey 223's activities and programme of events are expected to contribute to the regeneration of the Blue market-place as a whole, making the location more animated throughout the day and more welcoming to users generally. This should help to improve feelings of safety. On that basis, Bermondsey 223 could have a positive differential effect in respect of sex.</p> <p>We recommend that the council works with Bermondsey 223 to ensure it has suitable provisions in place with respect to the safety of employees, volunteers and service users who are women, including having clear policies on raising concerns or complaints.</p>	No likely negative equality impact in relation to sex identified.
Gender Reassignment	<p>Neutral effect</p> <p>We recommend that the council works with Bermondsey 223 to ensure it has suitable provisions in place with respect to the safety of employees, volunteers and service users including having clear policies on raising concerns or complaints.</p>	
Sexual orientation		
Marriage and civil partnership		
Pregnancy and maternity		
Race		
Religion and belief		



## Appendix 1: Existing Arts and Cultural Facilities

Map Ref.	Name of facility	Description
1	Coleman Projects (formerly Matt's Gallery)	Public Gallery
2	Lake Gallery (Southwark Park Galleries)	Public Gallery
3	Dilston Gallery (Southwark Park Gallery)	Public Gallery
4	Peek Frean Museum	Museum
5	Drawing Rooms	Public Gallery
6	Antithesis	Fashion Designer
7	Phil Garment Design	Tailors
8	Sugarhouse Studios	Creative Workspace
9	Tannery Arts	Artist Studios

## Appendix 2: Education providers offering art-focused courses and qualifications

Map ref.	Name of provider	Information
1	Ark Globe Academy	Media Studies (A-level)
2	Ark Walworth Academy	Art (A-level), Photography (A-level)
3	Bacon's College	Art and Design – Fine Art (A-level), Graphic Design, Media Studies (Level 3)
4	City of London Academy (Southwark)	Art (A-level), Art and Design (A-level), Art and Design – Textiles (A-level), Media Studies (A-level), Photography (A-level)
5	Haberdashers Academy	Art and Design – Fine Art (A-level), Art (Level 3)
6	Harris Academy Bermondsey	Art (A-level)
7	Harris Boys' Academy East Dulwich	Art and Design – Fine Art (A-level)
8	Harris Girls' Academy East Dulwich	Art and Design – Fine Art (A-level)
9	Kingsdale Foundation School	Art (A-level), Art and Design – Photography (A-level), Art and Design – Textiles (A-level)
10	Sacred Heart Catholic School	Art and Design - Fine Art (A-level), Graphic Design (A-level), Photography (A-level)
11	South Bank University Academy	Art (A-level)
12	St Michael's Catholic College	Art (A-level), Media Studies (A-level)
13	St Saviour's and St Olave's Church of England School	Art and Design (A-level), Media Studies (A-level), Photography (A-level)
14	The Charter School East Dulwich	Art and Design – Fine Art (A-level), Art and Design – Photography (A-level), Media Studies (A-level)
15	The Charter School North Dulwich	Art and Design – Fine Art (A-level), Media Studies (A-level), Photography (A-level)
16	Southwark College	UAL Applied General Diploma in Art and Design (Level 3), UAL Extended Diploma in Fine Art & Design (Level 2), UAL Subsidiary Diploma in Visual Arts, Diploma in Art Design and Media (Level 1), Diploma in Art Design and Media (Level 2)
17	Camberwell School of Arts (UAL)	UAL Foundation Diploma in Art and Design (Level 3), BA (Hons) Fine Art: Drawing, BA (Hons) Fine Art: Painting, BA (Hons) Fine Art: Photography, BA (Hons) Graphic Design, MA Fine Art: Drawing, MA Fine Art: Painting, MA Fine Art: Photography, MA Graphic Design Communication



## Multi-Arts Centre operator for Bermondsey Blue Principal Terms of Agreement for Lease

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- (i) The Council will be obliged to fully carry out the agreed refurbishment works before the expiry of the agreement term.
- (ii) The Council will be responsible for the repair, maintenance, building insurance and security of the building throughout the agreement term.
- (iii) The Council will be responsible for any business rates payable during the agreement term.
- (iv) The Council will be responsible for all utility costs throughout the agreement term.
- (v) The agreement will be personal to the lessee or another company within the \_\_\_\_\_ corporate envelope and not capable of assignment to a third party.
- (vi) During the term of the agreement the \_\_\_\_\_ to secure funding to the Council's reasonable confidence that it can fulfil the terms of the proposed lease
- (vi) On completion of the refurbishment works to the reasonable satisfaction of the Council will grant the agreed lease to who will be obliged to take the said lease.
- (vii) The agreement will terminate the earlier:
  - The grant of the lease referred to at (vii) above
  - The lessee being unable to secure (Arts) funding
  - The Council being unable to complete the refurbishment works
  - Two years from the completion of the agreement

### *Rationale for principal terms*

- Ref (i) This is discussed in the main body of the report and enables the Council to maintain control over design and refurbishment
- Ref (ii)-(iv) The Council will be responsible for the property over the refurbishment period so it is appropriate for it to meet the property holding costs
- Ref (v) This means the lease cannot be transferred to another lessee. The rent concessions proposed are specific to the proposed lessee and it is inappropriate for another lessee that has not been through the selection process and may not be providing a multi-arts offer to benefit from the concessions.
- Ref (v) This confirms that on completion of the works will be granted the lease and having carried out the refurbishment works the Council will have an occupier for the property.
- Ref (vi) This provides for the agreement having a termination.



## Multi-Arts Centre operator for Bermondsey Blue Principal Terms of Lease grant

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- a) The lease to be for a term of 10 years
- b) The security of tenure provisions of the Landlord and Tenant Act 1954 to apply
- c) The lessee is to be
- d) The premises will be permitted to be used for classes A1, A3, A4, B1 and D2 of The Town and Country Planning (Use Classes) Order 1987 (as amended)
- e) Underletting of part or the whole of the building to be prohibited; lessee to be permitted to licence out parts of the premises to other traders subject to such lettings not creating a landlord and tenant relationship.
- f) Assignment (transfer) of the premises to be prohibited
- g) The lessee to keep the entire property in good tenable repair and condition.
- h) The council to insure the premises against all usual building perils including fire
- i) The lessee to meet the cost of all taxes levied on the occupation of the property including business rates.
- j) The lessee to be permitted to make non-structural alterations without landlord's consent; structural alterations to require council consent
- k) Any alterations made must satisfy all statutory requirements including planning, health and safety and not overload any services.
- l) The lessee in using the premises to comply with the council's equal opportunities policies.
- m) The rent payable is set out in the closed version of the report.

### *Rationale for principal terms*

- Ref. a) This duration strikes a balance for a reasonable balance between the Council and proposed lessee.
- Ref. b) Provided the proposed lessee adheres to the terms of the lease it will have the ability to require the Council to renew the lease save for very limited circumstances
- Ref. c) See body of report
- Ref. d) The appropriate use to enable the envisaged use to deliver the anticipated service
- Ref. e) - f) This prevents the lessee from under-letting or transferring the property and is considered appropriate in the light of the rental terms
- Ref. g) – l) Standard terms for Council commercial lettings
- Ref. m) Refer to closed version of the Cabinet report.



<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Endorsement of the selected LGBTQ+ Cultural Space operator
<b>Cabinet Members:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	Borough and Bankside
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

## **FOREWORD - COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR NEW HOMES AND SUSTAINABLE DEVELOPMENT**

Following a rigorous selection process, this report recommends the appointment of Chroma, a subsidiary of Tramperry Foundation, as our preferred partner to develop the designated LGBTQ+ Cultural Centre at Bankside Yards. The council is committed to supporting and celebrating our diverse communities and following the closure of the XXL nightclub on this site, we pledged to work in partnership with the developer, Native Land, to bring forward a new dedicated site at Bankside Yards. This is a phenomenal space and Chroma have put forward an exciting plan to operate workspace alongside a theatre and cultural offer, linking up with the existing LGBTQ+ Community Centre which has also been supported by the Council to move into a neighbouring space on Hopton Street. Through a Service Level Agreement, a Steering Group will be established and the Council will stay actively involved to ensure that the programme maximises positive social outcomes. We have already been able to allocate £1.5m from Strategic CIL – entirely funded from private development – to enable fit-out of the new space, and look forward to its opening in 2026!

## **RECOMMENDATIONS**

### **Recommendations for the Cabinet**

That the Cabinet:

1. endorse the panel's selection of the tenant, Chroma, to deliver and operate a LGBTQ+ cultural space at the Bankside Yards development, shown edged red on the accompanying plan (Appendix 1)
2. agree the commencement of expenditure of monies for services and works relating to delivering the LGBTQ+ cultural space, from Strategic CIL grant funding allocated under a separate decision (ref. Background papers)
3. note the provisions for council's on-going review of the service-level outputs of the LGBTQ+ cultural space for the life of the tenancy, as set out in this report
4. delegate authority to the Director of Planning and Growth to finalise the terms

of the Grant Agreement and Service Level Agreement, substantially in the form of the terms set out in the appendices to this report and in the closed report.

## **REASONS FOR RECOMMENDATIONS**

5. The recommendation addresses the Council Delivery Plan (CDP) 2022-2026 commitment to deliver a LGBTQ+ cultural space (reference item 49b.2: to secure a permanent LGBTQ+ cultural space in partnership with the community.)
6. The recommendation is in line with the agreed approach for the selection of the tenant, as set out in the Memorandum of Understanding (MoU) between the council and the developer, dated 4 December 2019 and updated in May 2022, in line with the S106 Agreement pursuant to the planning consent for Bankside Yards. In this connection, Ludgate House Ltd, who have appointed Native Land as development manager, is developing Bankside Yards but, for the avoidance of doubt, in the remainder of this report where Native Land is referred to it includes Ludgate House Ltd.
7. As set out further in this report, Chroma meets the tenant profile sought, as a dedicated social-impact venture formed to deliver and operate the LGBTQ+ cultural space. It is structured as a wholly owned subsidiary of The Tramperry Foundation, a social enterprise with B Corp certification.

## **ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

8. None considered because this recommendation delivers against council's commitment, as set out in the CDP 2022-26.

## **POST DECISION IMPLEMENTATION**

9. The approval of this decision is not expected to be further reviewed, nor does it require further approval.
10. Post decision, the implementation will include the following activities:
  - i. the finalisation of arrangements, comprising legal documents: the Agreement for Lease (AfL) between Ludgate House Ltd and its tenant, Chroma; the Agreement between the council and Native Land; the Service Level Agreement (SLA) between the council and Chroma, (all as set out in this report at paragraph 19); and
  - ii. the delivery activities, comprising: Chroma's undertaking of the design to fit-out design to Planning; and, subject to successful Planning approval, the execution of the fit-out works. This, to be funded by the council from the £1.5M Strategic CIL funding already allocated under a separate decision (refer to Background papers).

11. The success of this decision will be measured against the timely delivery of the project, with the target opening date of the new LGBTQ+ Cultural Space in Spring 2026, in line with the council's CDP commitment. Regular update reports will be made to the two Lead Members at their regular briefings.
12. The timeline for implementation is as follows:

Key Activity	Target completion date
Scrutiny call-in period	18 March 2025
Finalisation of the legal documents	March 2025
Strategic CIL drawdown for the design services	March 2025
Design to Planning (3-months)	March – July 2025
Planning submission	July 2025
Planning determination	September 2025
Procurement of contractor / tender period	August/ September 2025
Strategic CIL drawdown for the works	September 2025
Completion of fit-out works (6-months)	Q1 2026
Opening of the LGBTQ+ cultural space and commencement of 25-year lease period	Q1 2026

## BACKGROUND INFORMATION

13. The CDP 2022-26 commitment to deliver the LGBTQ+ cultural space as part of the Bankside Yards development follows acknowledgement of the community response to the closure of the former 'XXL' nightclub located formerly in this location within the viaduct arches. The CDP corresponds to the obligation on Native Land to reserve the arches for LGBTQ+ use as a cultural space, as set out in the S106 agreement, and further detailed in a Memorandum of Understanding (MoU) between the council and Native Land.
14. The LGBTQ+ cultural space, is intended to provide a broad range of benefits to the diverse LGBTQ+ community, including: an inclusive, safe place to meet and socialise, promoting both cultural and wellbeing activities including exhibitions, events, workshops, support and advice to the most vulnerable members of the community. It is intended to complement the existing LGBTQ+ community space currently located in Hopton Street nearby. Whilst the cultural space is intended to be welcoming and accommodating for the LGBTQ+ community, it will not be exclusively for that community and will be available for use by the local community.
15. The Bankside Yards development is on land to either side of Blackfriars rail bridge and just to the south of Blackfriars rail station. It comprises 8 buildings, totaling circa 32,500m<sup>2</sup> of office, 489 dwellings, a hotel, 16,254m<sup>2</sup>, and encompasses 14 arches along the Low Line route; the arches include a pedestrian through-route to Blackfriars Road. Native Land is the long-leaseholder of the arches, having acquired the lease from ArchCo; Network Rail is the freeholder. Native Land has carried out works to the arches to Shell and Core standard (at a cost of circa £2m on the two arches). In total the floor area of the two arches is 533m<sup>2</sup> and there is approximately 4.5m floor to ceiling height.

### **Tenant selection**

16. In line with the agreed approach (set out in the MoU), Native Land and the council established a panel to select a LGBTQ+ cultural space tenant. The panel comprised: the Cabinet Member for Equalities, Democracy and Finance; a ward councillor, the Making Space for Culture lead from the GLA; the Chair of the LGBTQ Network and a representative from Native Land.
17. The tenancy opportunity for the LGBTQ+ cultural space was launched to the open market in July 2023, advertised in the LGBTQ+ press, local and national press and on social media and expressions of interest (EoI) were invited. The marketing pack was issued to all inquiries and included the tenant selection criteria: a clear cultural offer; a community offer; evidence of a robust and sustainable business plan noting (in line with the MoU) that the rental return is one part of the evaluation but is not the sole determining factor. In total 72 entities (some of which were considering coming together as a consortium bid) made communication and toured the site. At the closing date in November 2023, five bids were received and of these, only two were full bids; two were part-bids. based on fit-out by others but did not demonstrate a viable business model; one was discounted due to plagiarism. Interviews were arranged in April 2024 but by the time of interview, one had already found other premises; the other was interviewed did not have the experience to be appointable. The first round therefore yielded no appointable tenant.
18. The panel then embarked on a second round of tenant selection in the summer of 2024, this time based on the council contributing funds for the cost of the fit-out and on an invited interview basis with two known potential tenants who presented the capability and track record to operate a cultural venue: Chroma, which already successfully operates a number of inclusive affordable workspace venues across London; and a proposed Community Interest Company (CIC) group, comprising professionals coming together for this bid, with a combined profile of experience in the affordable workspace sector and in architecture. The two bidding entities submitted their proposals for the LGBTQ+ cultural space; both based their business model on a blended workspace / cultural offer, whereby the revenue from the workspace would be used to cross-subsidise the cultural programme. The panel held structured interviews in August 2024, each comprising a short presentation and a series of set questions. Clarifications and supplementary information were sought and provided by September 2024. The panel held two successive moderation sessions in September and November 2024 and concluded on Chroma as the preferred tenant.
19. Chroma, as the selected LGBTQ+ cultural space tenant, presents: a dynamic and inclusive LGBTQ+ theatre and cultural offer; a commitment to embed in the locality, with the local LGBTQ+ Community Space as a partner; a convincing business model; tangible ideas for how the space could be configured; a strong track record of success in managing venues in London; and demonstrable capability to manage the design and construction works. It is anticipated that many of the cultural entities that made contact during the original marketing launch in 2023 will have the opportunity to engage as part of the cultural offer once the cultural space is open.

### **Legal agreements associated with the lease**

20. Three parties will be involved in the legal arrangements for the LGBTQ+



cultural space: Native Land, which has reserved and refurbished the two arches; Chroma which can only commit to leasing the reserved premises once these units are fitted out to a standard enabling beneficial occupation; and the council, which is providing a grant for the fit-out. In order for the council to make the funding grant, it needs to be confident Chroma will be granted the lease of the premises and that these will meet service delivery levels.

21. To bring together the various strands, the following agreements will be executed by the relevant parties:
  - *Service Level Agreement (SLA)*: This will be a document between the council and Chroma and will set out what the services are to be provided from the premises and how they will be monitored, as well as the pre-lease activities and services to deliver the design and fit-out works. (ref Appendix 3)
  - *Agreement*: Native Land and the council will be party to this agreement which will set out the provisions related to the council's funding of the premises fit-out. Further information is set out in the Closed report.
  - *Agreement for Lease (AfL)*: This will be entered into by Chroma and Native Land. It will provide for Chroma being granted a lease of the premises on completion of the fit-out, with terms to be agreed between the parties. The SLA will be appended to the lease and Chroma's obligations under the SLA will be condition of the lease.

## KEY ISSUES FOR CONSIDERATION

22. Chroma as tenant fulfils the council's objective for a LGBTQ+ cultural space at Bankside Yards. Their proposed business model, combining the affordable workspace with the cultural offer, promises to enable the venue to become a thriving environment for the LGBTQ+ community and the local community. The cross-subsidy model of workspace hire to fund the cultural offer is intended to enable an adventurous programme of events and theatre performances. The Tramperry Foundation, of which Chroma is a subsidiary, has also demonstrated its track-record of managing venues successfully and its capability to project manage a design process to Planning and the delivery of the works.
23. The legal arrangements, as set out above, are agreed in principle by all parties and will be entered into subject to this decision.
24. Through the provisions of the SLA, which includes the establishment of a Steering Group, the council will monitor, and have recourse to comment on, the cultural programming and outputs of the LGBTQ+ cultural space for the lifespan of the tenancy.
25. Expenditure by the council for services and works to deliver the project will commence, subject to this decision. Expenditure will be against Strategic CIL funding allocation, to a sum of £1.5m, under a separate decision (see Background documents). All council-funded works and services associated with the delivery of the LGBTQ+ cultural space fit-out will be reviewed by a council-appointed monitoring surveyor.
26. The council's financial investment (for the fit-out) into Native Land's asset will be protected through the arrangements of the Agreement between the council and Native Land. The council's investment is made in lieu of a social value

output for the 25-year lifespan of the project; accordingly, the Agreement will set out the obligation to Native Land to pay back a tapering portion of the sum invested for every year of the 25-year lease period that the premises is not used as a LGBTQ+ cultural space.

27. The Lease between Native Land and Chroma will provide that, should it be assigned to a party other than the original tenant Chroma, the new tenant shall, wherever possible, operate the premises on the same basis as originally set out. The Agreement between the council and Native Land will provide for the council to assist Native Land to find another tenant operator. The provision for pay-back of monies will only apply only after all reasonable endeavours have been applied to lease the space for the intended use as a LGBTQ+ cultural space.
28. The tenant has committed to developing its branding; the newly established name '*Chroma*' references the rainbow graphic associated with the LGBTQ+ community.

### **Policy framework implications**

29. The council has committed to delivering a LGBTQ+ cultural space by 2026, as set out in the CDP 2022-26. This relates to two cabinet portfolios: the delivery of the venue comes under the Cabinet Member for New Homes and Development; the LGBTQ+ cultural and community provision comes under the Cabinet Member for Equalities, Democracy and Finance.
30. The delivery of LGBTQ+ cultural space supports the council's Southwark 2030 commitment, as set out in the vision statement for 'a fair, green and safe Southwark where everyone can live a good life as part of a strong community' and Goal 5: Staying Well.
31. The council's Fairer Futures policy 2014, across a number of commitments, is addressed with Chroma's cultural and affordable workspace offer with its commitment to London Living Wage (LLW) for its own staff and, where possible, its supply chain.
32. The Southwark Plan 2022 sets out a number of policies which pertain to the LGBTQ+ Cultural Centre, including: Southwark Together (SP2), the Area Vision for Bankside and Borough (AV.02); Leisure Arts and Culture (P46); site allocation (NSP19: Ludgate House and Sampson House, 64 Hopton Street); Affordable Workspace (P31); and Use of Railway arches, with particular reference to the Low Line (P34).
33. The GLA Culture and Nighttime economy Supplementary Planning Guidance 2017, particularly the commitment to 'creating a more diverse and inclusive night-time culture and economy'.

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

#### **Community impact statement**

34. The take up of the tenancy by Chroma to deliver a LGBTQ+ cultural space within the viaduct arches will ensure local people coming to, and using, the new Bankside Yards development, which is predominantly office, retail and hotel uses. Similarly, the venue will bring visitors to the area, as a pan-London and national cultural draw, being located so close to Blackfriars station and as part of the cultural corridor along the Thames. It is hoped that, in time, the

venue will be a major landmark on the LGBTQ+ and cultural scene, contributing to, and enriching, the existing character of this vibrant and diverse part of the borough.

35. The new LGBTQ+ cultural space is intended to be a complementary offer to the existing LGBTQ+ Community Centre, which operates from a council-let unit on Hopton Street. Chroma and the directors of the LGBTQ+ Community Centre have already engaged in detailed discussions and, as part of the bid offer, both are committed to working together.

#### **Equalities (including socio-economic) impact statement**

36. Section 149 of the Equality Act 2010 (the Act) sets out the Public Sector Equality Duty (PSED) which requires public bodies to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. The council's approach to equality commits the council to ensuring that equality is an integral part of our day-to-day business.
37. Accordingly, the council has commissioned an Equalities Impact and Needs Assessment (EQINA) (ref. Appendix 2), to understand the potential impact of, and the need for, the cultural space with respect to people with the protected characteristics as defined under the Act. The report highlights that the LGBTQ+ cultural space will bring positive impacts and meet a need with respect to people with the protected characteristics of: age, disability, sex, gender reassignment, sexual orientation; and that there will be a neutral effect with respect to people with the other protected characteristics: marriage and civil partnership, pregnancy and maternity; race; religion or belief.
38. Points from the report include:
  - The LGBTQ+ cultural space addresses equalities considerations by operating an open-door policy, welcoming and providing a safe environment for anyone, not just those of the LGBTQ+ community, and thereby fostering inclusivity, awareness and tolerance.
  - The provision of affordable workspace within the LGBTQ+ cultural space will be an additional draw, offering local people and people of the LGBTQ+ community an affordable option in a part of the borough where workspace hire rates are typically higher.
  - The cultural and events programme is expected to be broad, including performances as well as talks and shows. All events will be publicly advertised and open to all.

39. The council has reviewed the findings of the EQINA and, in the recommendations of this report, has had due regard for the equalities considerations set out. In this way, it is fulfilling its duty in accordance with the Act.

#### **Health impact statement**

40. The health benefits of the LGBTQ+ Cultural Space are implicit in the provision of the centre, as a place where people of the LGBTQ+ community can feel safe, welcome and acknowledged.

41. The wellbeing benefit of creative activity is well documented. In offering this cultural space in the locality, it is intended that to make a major and positive contribution to wellbeing generally.

### **Climate change implications**

42. The council assembly of 14 July 2021 committed to consider climate change considerations in any council decisions. In line with this, the bringing back into use of an existing Victorian Rail viaduct adheres directly to the principles of that climate change agenda, reusing existing structures rather than building new. The adaptation and renovations to be undertaken will be in line with current building regulations, including current environmental sustainability considerations such as efficient services installations. The location as part of the wider Bankside Yards development has enabled the primary infrastructure installation (carried out as part of the Shell and Core works by Native Land) enables the facility to be connected to the ambitious development-wide renewable energy strategy.
43. The sub-optimal noise of the trains overhead will be addressed through the fit-out sound mitigation measures and, to a certain extent, will be embraced as a function of the character and nature of the space. The sourcing and specification of materials to address the climate change agenda will be applied; the use of Native Land's contractors, already on the site adjacent will minimise the need for additional site establishment.
44. The proximity of the LGBTQ+ Cultural Space to Blackfriars Station and a number of bus routes on Blackfriars Road will encourage walking and the use of public transport to access the Space and thereby avoiding and mitigating car travel.

### **Resource implications**

45. The legal agreements, as well as the oversight of the Landlord's Works, will be staffed by the Sustainable Growth North (SG North) team from resources already existing in the team and budgeted for. This resourcing is anticipated to comprise an Assistant Project Manager, with oversight from the Head of SG North. The SG North team will also lend support in the community engagement by Chroma.
46. The project will draw upon internal appointments for legal and property services for the drafting of the legal agreements; funding for these resources will be from the capital monitor funds allocated to this project from Strategic CIL.
47. The project will draw upon external appointment for the monitoring surveyor. Similarly, funding for this resource will be from the capital monitor funds allocated to this project from Strategic CIL.
48. There are no HR issues.

### **Legal implications**

49. See legal concurrent

### **Financial implications**

50. The project is a CDP 2022-26 commitment and £1.5m grant funding has already been allocated from Strategic CIL, as approved under the 7 January 2025 Cabinet meeting (see link to Background papers). As funding is already



in place, this decision authorises the commencement of expenditure of these funds to the selected entity, Chroma. Chroma has demonstrated its track-record and capability to manage a venue and to project manage design services to Planning and procurement of construction works.

51. The expenditure of the grant funding will be monitored by a council-appointed monitoring surveyor.
52. Under the terms set out in the Agreement between Native Land and the Council, the council's financial investment into Native Land's asset will be protected for the 25-year lifespan as an LGBTQ+ cultural space, irrespective of the survival of Chroma tenancy.

### **Consultation**

53. As set out above, the initial stages of the marketing engaged in discussion a number of interested individuals and organisations of the LGBTQ+ community as well as others.
54. Community consultation will form part the pre-Planning process in line with the It is intended that in the lead-in to the Planning consent, as outlined in the Charter of Principles agreed by cabinet.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **Assistant Chief Executive, Governance and Assurance RS055/140/626/KR**

55. From a property perspective there are no legal implications to this report since no interest in land is created or disposed of.
56. Instead, the council is using Strategic CIL money (details of which are set out in the background reports) to procure the delivery of an LGBTQ+ cultural facility to promote the council's strategic aims.
57. The council's funding of the project will be protected via a grant agreement and a service level agreement which together will ensure that the money is spent for the purposes for which it was provided; and that the aims of the project are met.
58. As the council will not be the direct landlord of the entity operating the space, it is important that these aims are met via alternative means.
59. As the grant the council is providing exceeds the threshold of minimal financial assistance (MFA), the council will need to ensure that it complies with the subsidy control rules set out in the Subsidy Control Act 2022, and officers are taking legal advice to this effect.
60. In taking the decision to approve the recommendations of this report, cabinet should be aware of the Public Sector Equality Duty under the Equality Act 2010 which requires the council to have due regard to the need to a) eliminate discrimination, harassment, victimisation or other prohibited conduct; b) to advance equality of opportunity and c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to a). Cabinet is specifically referred to the community and equalities impact statements in this report setting out the consideration that has been given to

equalities issues and the effect and impact of the recommendations.

### Strategic Director, Resources (PFS-37)

61. The strategic director of resources notes the recommendations to cabinet to endorse the panel's selection of the tenant (Chroma) to operate the LGBTQ+ cultural space at the Bankside Yards development, to agree commencement of grant funding expenditure and notes the provision in this report for councils ongoing review and monitoring for the life of the tenancy.
62. The strategic director of resources also notes the financial and resource implications detailed in the body of this report and the subsequent actions detailed in the Post Decision Implementation section.
63. Officers' time and any other costs associated with this recommendation will be contained within existing departmental revenue budgets.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet Meeting, 7 January 2025, Agenda item 14	Sustainable Growth North, Planning and Growth, 160 Tooley Street SE1	Catherine Brownell 020 7525 3625 <a href="mailto:Catherine.brownell@southwark.gov.uk">Catherine.brownell@southwark.gov.uk</a>
Agenda pack: <a href="#">Agenda for Cabinet on Tuesday 7 January 2025, 11.00 am - Southwark Council</a>		

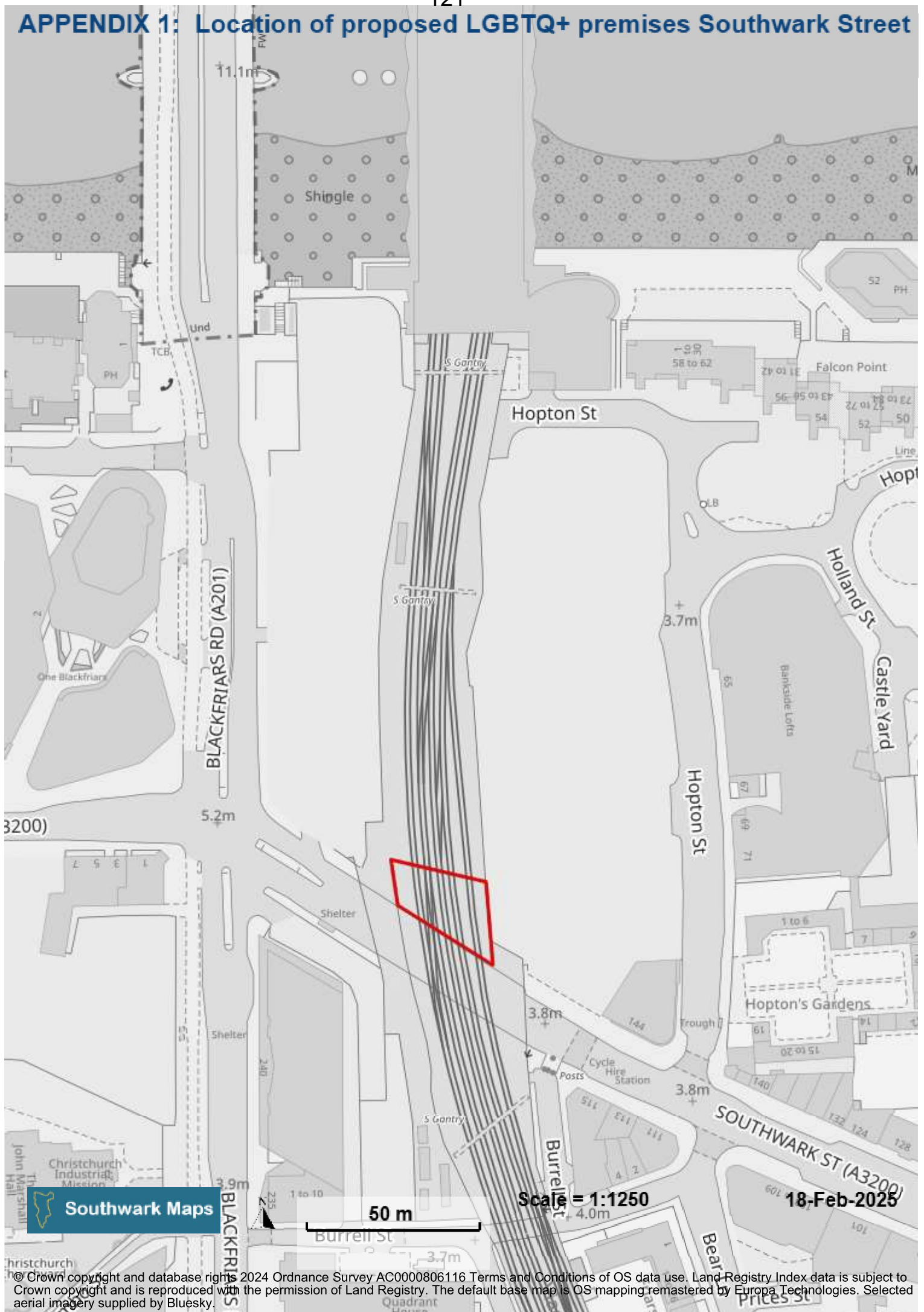
### APPENDICES

No.	Title
Appendix 1	Site location plan
Appendix 2	EQINA
Appendix 3	Principal Terms of the Service Level Agreement

**AUDIT TRAIL**

<b>Cabinet Member</b>	Councillor Helen Dennis, New Homes and Sustainable Development	
<b>Lead Officer</b>	Stephen Platts, Director Planning and Growth	
<b>Report Author</b>	Catherine Brownell, Head of Sustainable Growth - North	
<b>Version</b>	Open	
<b>Dated</b>	27 February 2025	
<b>Key Decision?</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive, Governance and Assurance	Yes	Yes
Strategic Director, Resources	Yes	Yes
<b>Cabinet Member</b>	Yes	Yes
<b>Date final report sent to Constitutional Team</b>		27 February 2025

# APPENDIX 1: Location of proposed LGBTQ+ premises Southwark Street





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# Equality Impact and Needs Assessment

LGBTQ+ cultural space  
at Blackfriars SE1

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FEBRUARY 2025

Q250029



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# 1 Introduction

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- 1.1 This Equality Impact and Needs Assessment (EqINA) sets out relevant considerations to be taken into account in relation to a new LGBTQ+<sup>1</sup> cultural space at Blackfriars, London SE1. It is within the Bankside Yards development footprint by developer Ludgate House Limited (Native Land). The operator and venue are referred to throughout this report as 'Chroma'.
- 1.2 Chroma is envisaged as a venue to serve the LGBTQ+ community and the local community. It is intended to act as a safe place to meet and socialise and as a major LGBTQ+ cultural offer.
- 1.3 The purpose of this EqINA is to provide relevant information to support the London Borough of Southwark (the council) in its Public Sector Equalities Duty (PSED), which is to have due regard for equalities and needs considerations in its decision-making process regarding decisions that affect the community. For the avoidance of doubt, this report does not in itself discharge the council's PSED duty as that duty cannot be delegated.

## Scope and Objectives of this EQINA report

- 1.4 The Equality Act 2010 (the Act) requires public authorities to have due regard to equality considerations when exercising their functions. These considerations include to:
  - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - Advance equality of opportunity between persons who share a relevant protected characteristic (explained in detail below) and persons who do not share it;
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 1.5 These are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:
  - Removing or minimising disadvantages suffered by people due to their protected characteristics;
  - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
  - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- 1.6 The Act states that "meeting different needs" involves taking measures to take account of disabled people's disabilities. It describes "fostering good relations" as tackling prejudice and

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<sup>1</sup> An acronym commonly used to describe people who are lesbian, gay, bi, trans, queer, questioning and ace (Ace is an umbrella term used specifically to describe a lack of, varying, or occasional experiences of sexual attraction). Other commonly used acronyms include LGBT (lesbian, gay, bi and trans), LGBTQ (lesbian, gay, bi, trans and queer), and LGBTI (lesbian, gay, bi, trans and intersex). Quoted from Stonewall.org.uk accessed February 2025.

promoting understanding between people from different groups. It states that compliance with the PSED may involve treating some people more favourably than others (referred to in some contexts as “positive discrimination”).

- 1.7 The main objective of the PSED is to ensure public policies and programmes are implemented fairly, in particular with regard to their impact on the protected characteristics identified below:
  - Age
  - Disability
  - Gender reassignment
  - Marriage and civil partnership<sup>2</sup>
  - Pregnancy and maternity
  - Race
  - Religion or belief
  - Sex
  - Sexual orientation.
- 1.8 There are no statutory or regulatory requirements for the form, methodology or content of an Equality Impact and Needs Assessment. A growing body of recent practice applies the approach of categorising potential equality impacts into two types: *disproportionate* and *differential*. This is a helpful categorisation to distinguish the effects of a decision on people, in general, from effects that should be considered as part of the PSED.
- 1.9 Some aspects of a decision may affect many users – residents, visitors, employees for example. All people have a multiple protected characteristics (e.g. age and sex). This is not necessarily an equality issue, but it may become one when an effect on those with protected characteristics is either *disproportionate* or *differential*, as explained below:
  - **Disproportionate:** there may be a disproportionate equality effect where people with a particular protected characteristic make up a greater proportion of those affected than in the wider population.
  - **Differential:** there may be a differential equality effect where people with a protected characteristic are affected differently to the general population as a result of circumstances, vulnerabilities or restrictions they face because of that protected characteristic.
- 1.10 When exercising decision-making functions, authorities should consider the potential effects of those decisions on those protected characteristics, as defined under the Act. They should give due regard to equality considerations and attribute appropriate weight to such considerations in decision making.

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<sup>2</sup> Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status. This means that the first arm of the duty applies to this characteristic, but that the other arms (advancing equality and fostering good relations) do not apply.

- 1.11 Public bodies can give consideration as to whether there are alternative approaches or additional steps that could alleviate or mitigate the impact of a decision. They should consider equality impacts in the balance, alongside the benefits of a decision.
- 1.12 Mitigation measures can eliminate or reduce some equality impacts, but some impacts may be unavoidable. Under legislation, identification of an impact does not mean a decision should not be taken. In these cases, the authorities should make it clear that they have considered these potential impacts in decision making (due process) and considered whether other considerations, including the public benefit, will outweigh the potential adverse effects.
- 1.13 For the purposes of this report, the ‘need’ element is being assessed in the context of the profile of protected characteristics of the population of the local area and London, through consideration of existing facilities and/or organisations that serve a similar function or contribute to a similar network of infrastructure, and by reviewing local (and where relevant regional) policy objectives to identify where a specified need or aspiration is being met.
- 1.14 Socio-economic characteristics are not protected characteristics under the Equality Act 2010. There is no legal duty under the Act for the council to consider socio-economic characteristics in discharging their PSED, although the council does have policies that relate to socio-economic inequality and their commitment to reduce it.
- 1.15 We recognise that socio-economic conditions could intersect with protected characteristics to magnify an effect such that it would be differential. For example, economic deprivation could intersect with age to increase vulnerability and thereby magnify differential outcomes for young people who are unemployed.
- 1.16 In its own corporate Equality Framework, the council states:
- “We want to understand the way in which characteristics such as sex, gender re-assignment, race, disability, age, sexual orientation or class, can interact and produce unique and often multiple experiences and disadvantage in a specific situation. It is also about other areas such as being a single parent or carer of an older or disabled person, for example<sup>3</sup>.”*
- 1.17 There are areas of significant deprivation (as measured by the Index of Multiple Deprivation<sup>4</sup>) across the borough. Therefore, socio-economic deprivation is relevant to this site, and relevant to the assessment of equality impacts of there is potential for intersectionality between deprivation and protected characteristics.
- 1.18 Given the complexity of such intersections, it is not possible to predict them specifically or quantify them at a site-specific level (e.g. in the case of specific impacts of a planning decision or development) but it is possible to refer to them generally and this has been done in this report.

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<sup>3</sup> LBS, 2021, A Fairer, More Equal Southwark: Valuing Diversity and Promoting Equality and Inclusion

<sup>4</sup> Ministry of Housing, Communities and Local Government, 2019. English Indices of Deprivation 2019.

## 2 Background

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### The site and historical context

- 2.1 The site for the LGBTQ+ venue is within Native Land development 'Bankside Yards' at Blackfriars adjacent to Blackfriars Bridge. The wider development comprises eight new buildings of various heights of up to 50 storeys, the restoration of 14 rail arches along an extension of the Low Line<sup>5</sup>. The venue will occupy two of these arches, approximately 5000sqft. The provision for a LGBTQ+ cultural centre was secured through the S106 agreement associated with the redevelopment of the site.
- 2.2 XXL London, was based at the former Pulse Nightclub, on the former 1 Invicta Plaza, SE1 (now the Native Land site) and was operational between 2012 and 2019; Pulse, and with it XXL, closed in September 2019. At the time, XXL co-founder stated that it was the "the only LGBT bar or venue left in Southwark<sup>6</sup>." While some online sources indicate that XXL is looking for a new venue, at the time of writing we are not aware that it has secured one. XXL at Pulse was an important destination for gay men (note that XXL stated it was a men-only space). XXL lost a court of appeal case against its eviction notice which sparked concerns regarding the loss of LGBTQ+ nightlife in the borough. Nearly six thousand people signed a petition calling for the venue to be saved<sup>7</sup>. The loss of this LGBTQ+ space and the reaction against it highlights the importance of maintaining a LGBTQ+ presence in this area, which in turn will help preserve the visibility and inclusion of LGBTQ+ culture in the borough. In line with the S106 provisions, a Memorandum of Understanding was signed in 2020 between LBS and Native Land to ensure the development includes this new LGBTQ+ space<sup>8</sup>. The delivery of the LGBTQ+ cultural facility is also a corporate priority, as set out in the council's 2022-26 Council Delivery Plan<sup>9</sup>.
- 2.3 A key objective of the new LGBTQ+ facility is to deliver a space that is of strategic value primarily to the LGBTQ+ community and delivers a meaningful cultural offer for the area. The space has the potential for a range of uses, from performances to cultural gatherings, workshops, and events. It is not expected or intended to have a late-night licence. The cultural offer is envisioned to be a pan-London, even national and international LGBTQ+ focal point. The centre is intended to complement existing LGBTQ+ spaces and communities, rather than competing with other facilities in the borough or across wider-London.

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<sup>5</sup> The Low line is an urban regeneration initiative to form, over time, a through-route along the Victorian viaduct from Bermondsey Blue to Blackfriars. It is intended to bring to life the Victorian railway viaduct connecting diverse neighbourhoods and bring back into use the viaduct arches. "Through repurposing underused space, both in the arches and adjacent urban realm, the Low Line is creating new opportunities for innovation, culture, connection and biodiversity." Better Bankside, 2024, <https://betterbankside.co.uk/what-we-do/low-line-3/>

<sup>6</sup> Quod has not independently verified this. James McNeil quoted in The Guardian, 28 June 2019, <https://www.theguardian.com/uk-news/2019/jun/28/london-gay-nightclub-xxl-faces-closure-to-make-way-for-flats> accessed February 2025

<sup>7</sup> The Pink News, January 15 2025, <https://www.thepinknews.com/2025/01/15/plans-for-new-inclusive-lgbtq-venue-at-former-site-of-london-gay-mens-club-xxl/>

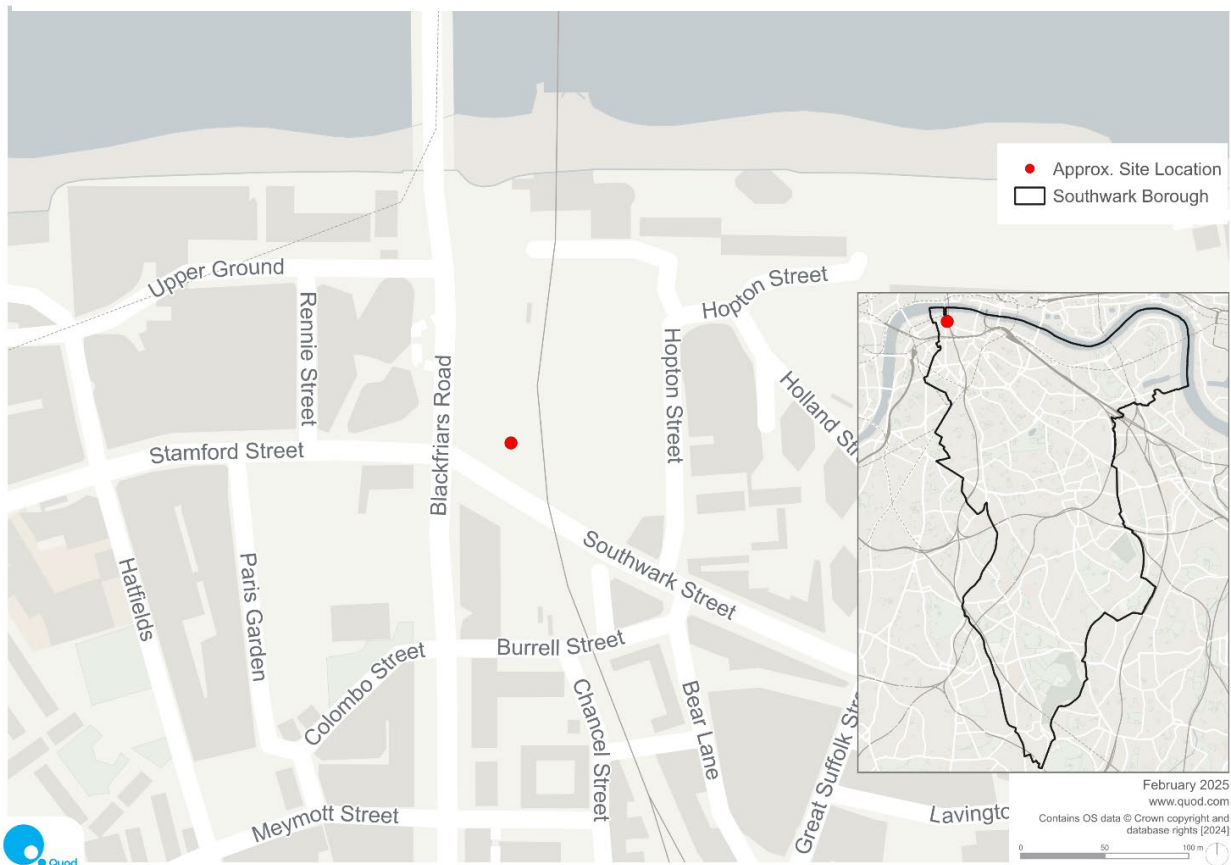
<sup>8</sup> Council and developers agree to secure new LGBTQ+ cultural space in Bankside Yards Link, 9<sup>th</sup> of January 2020 ([link accessed](#) February 2025)

<sup>9</sup> London Borough of Southwark, 2022. Fairer, Greener, Safer – Delivery Plan 2022-2026.



- 2.4 The workspace offer, which will be provided at affordable (sub-market) rates is intended to serve the LGBTQ+, although it will be open to anyone and, thereby, will also serve the local community.

Figure 2-1: Site context map



## Chroma

- 2.5 Chroma, the name of the selected venue and the operator, is a subsidiary of The Trampery, a queer-led workspace operator and a Certified B Corporation<sup>10</sup> and purpose-led social enterprise. The Trampery aims to support entrepreneurs from under-represented backgrounds and to make business a positive force in society. The profile of The Trampery team is the embodiment of its aims with 80% of its workforce female; 33% from BAME groups; and 31% identifying as LGBTQI+.

- 2.6 The Trampery's stated missions are to:

- Advance business models with positive social & environmental impact.
- Support entrepreneurs from under-represented backgrounds.
- Drive inclusion & diversity in the workplace.
- Promote healthy work-life balance & wellbeing.

<sup>10</sup> Certified B Corporations are leaders in the global movement for an inclusive, equitable, and regenerative economy.

- Contribute to thriving neighbourhoods and strong communities.

- 2.7 The enterprise has significant experience and currently operates seven sites in London totalling 200,000sqft. These workspaces vary in size from 10,000 to 50,000sqft with an average overall occupancy of 94% across its sites since 2009. Many of The Trampery's existing workspaces form part of large-scale neighbourhood regeneration initiatives, this often involves the refurbishment of buildings (14 to date) and working with an array of local governments, private developers, community groups and other partners. Alongside its workspace business, The Trampery also delivers a portfolio of future-facing training for startups and large organisations. This includes The Trampery's Evo Learning courses which have helped more than 500 businesses learn how to reduce environmental costs and increase social benefit
- 2.8 Chroma's approach is to ensure its cultural and community offer embraces the challenges and opportunities of the project. These are: to ensure the venture is income-generating; to optimise use of the space (and embrace what could be seen as compromising conditions i.e. the trains overhead); and to offer an inclusive environment. Chroma envisages that approximately half the space will be used as the theatre, space for cultural and events programmes; half the space will be for the workspace offer. A small food and beverage offer will also be provided.
- 2.9 Chroma will, ultimately, be responsible for the management and upkeep of the facility. As a 'not for profit' organisation, it will seek only to cover the cost of its team's input. An Artistic Director has been appointed to curate and lead the cultural programme. Chroma will work in partnership with a number of LGBTQ+ organisations to deliver its obligations and objectives for the site, including the nearby London LGBTQ+ Centre.
- 2.10 Chroma is expected to open in mid-2026.

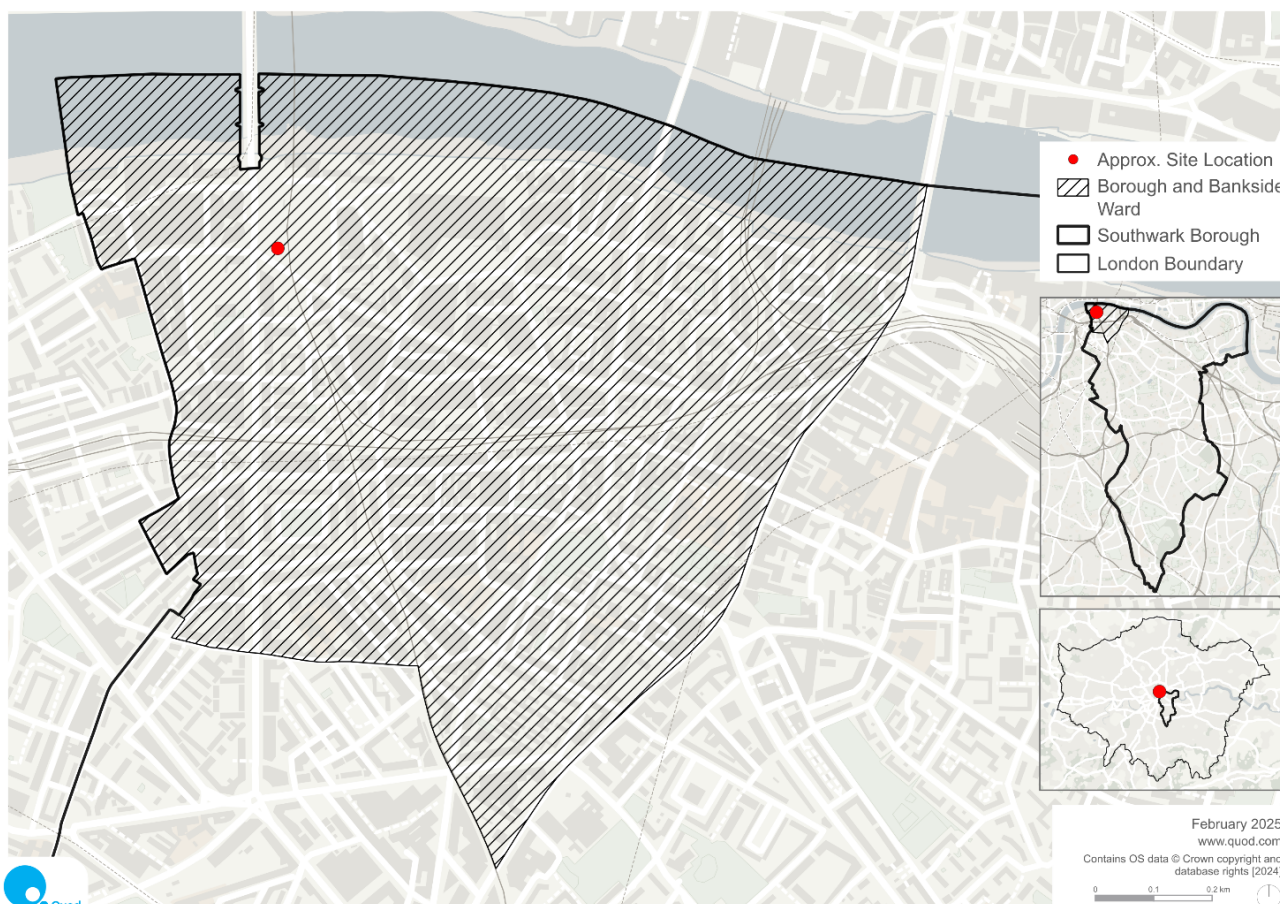
## 3 Area profile

### Introduction

3.1 This section of the EqINA provides relevant baseline information on Protected Characteristics, as defined by the Act (see Section 1 of this report), of the resident population at the following geographic levels (see Figure 3-1):

- Bankside and Borough ward – local level;
- London Borough of Southwark – borough level; and
- London – regional level.

Figure 3-1: Geographic areas



- 3.2 For each Protected Characteristic, the potential equality pathway(s) has been identified. Equality pathways, for the purposes of this report, are the ways in which the decision on the operator at Bankside Yards could affect people differentially or disproportionately because of their protected characteristics.
- 3.3 Baseline analysis has been informed using nationally recognised demographic datasets from the Office of National Statistics (ONS), including:

- Census (2021)<sup>11</sup>;
- Business Register and Employment Survey (BRES) (2023)<sup>12</sup>;
- Index of Multiple Deprivation (2019)<sup>13</sup>;

3.4 Quod has also used LBS's own resources including:

- Southwark Joint Health and Wellbeing Strategy (2022)<sup>14</sup>;
- Southwark JSNA Annual Report (2024)<sup>15</sup>
- Southwark Economic Strategy 2023-2030<sup>16</sup>

3.5 Not all the information provided is available for the Local Area. However, given the potential reach of Chroma, both borough and London-wide data is considered relevant.

## Protected characteristics and equality pathways

### Age

#### Baseline

- 3.6 As can be seen from Figure 3-2, the Borough & Bankside ward has a significantly higher proportion of 16 to 24 year olds (24%) than the Southwark (13%) and London (11%) averages. The Local Area also has a higher than borough and London average proportion of residents of working age.
- 3.7 Conversely, the proportion of residents in the Local Area who are aged under 15 is much lower (at 9%) than the rate for Southwark (17%) and London as a whole (19%).

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<sup>11</sup> Office for National Statistics, 2021. Census.

<sup>12</sup> Office for National Statistics, 2023. Business Register and Employment Survey.

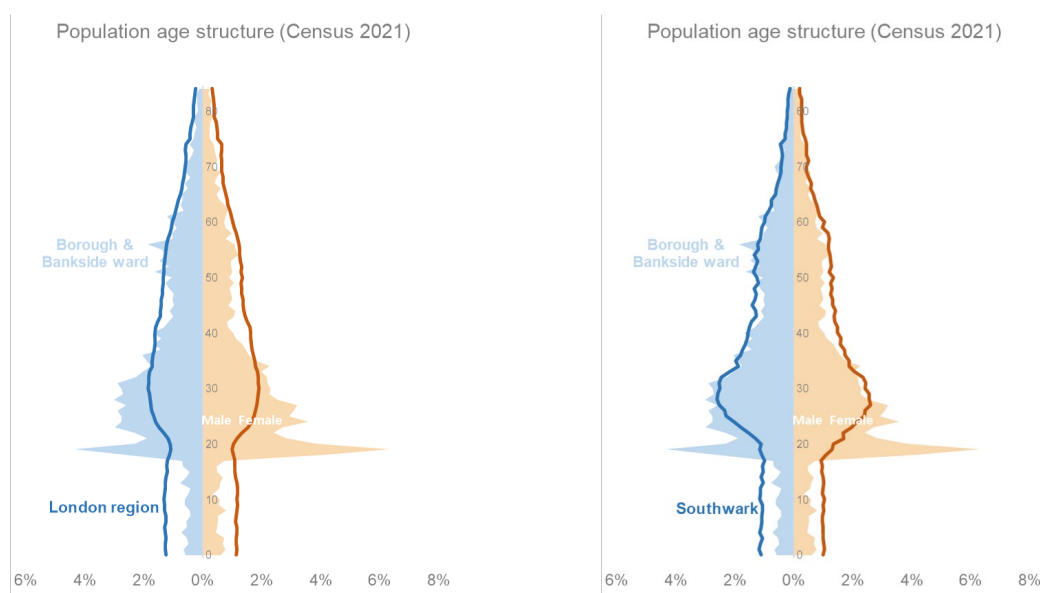
<sup>13</sup> DCLG, 2019. Indices of Multiple Deprivation.

<sup>14</sup> London Borough of Southwark (2022). Southwark's Joint Health and Wellbeing Strategy 2022-2027 – Full Report and Action Plan.

<sup>15</sup> London Borough of Southwark (2024). JSNA Annual Report 2024 – Southwark's Joint Strategic Needs Assessment.

<sup>16</sup> London Borough of Southwark (2023). Southwark Economic Strategy 2023 to 2030.

Figure 3-2: Population age structure – Local Area vs London (left) and Southwark (right)



### Potential Equality Pathways

- 3.8 Age affects equality by creating the potential for discrimination based on a person's age – often referred to as 'ageism'. In relation to the LGBTQ+ experience, age can be a significant factor with younger people more likely to identify as LGBTQ+ compared to older people. This can be attributed to societal pressures and changing attitudes towards sexuality in recent decades. There is evidence to show that older LGBTQ+ individuals tend to face higher rates of isolation and greater prevalence of mental health issues<sup>17</sup>.
- 3.9 Across most metrics of vulnerability, (such as propensity to have a life-limiting illness or disability) people aged 16 to 24 would be the least vulnerable age group. However, when considering intersectionality between age and socio-economics, this age group is more vulnerable to unemployment and low income.
- 3.10 On that basis, the decision made in relation to the operator of the LGBTQ+ space at Bankside Yards, could have a disproportionate (younger adults e.g. 16-24 year olds) and a differential (older age groups) effect on equality in relation to Age. Based on the proposed programming, along with the ethos and objectives of Chroma, this is likely to be a positive effect.
- 3.11 We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

<sup>17</sup> Age UK – the story of Age UK's LGBT+ section



## Disability

### Baseline

- 3.12 The 2021 Census asked residents to report on the general state of their health. A significant proportion of the residents of the Local Area reported ‘very good’ and ‘good’ health (87%). Only a small proportion of residents reported ‘bad’ or ‘very bad’ health (4%). The proportion reported for ‘very good’ and ‘good’ health is broadly in line with the rates reported across LBS and London, where rates were 86% and 85%, respectively.
- 3.13 Census data also showed that the proportion of residents in the Local Area who reported a disability was 14%. This is broadly in line with the rate for LBS (14%) but slightly higher than the rate for London as a whole (13%).

### Potential Equality Pathways

- 3.14 People with long-term limiting health conditions and disabilities are more likely to be spend time at home during the day and generally face restrictions in day-to-day life. Impairments in mobility can affect a person’s ability to access facilities and services and events.
- 3.15 According to a recent report, LGBT disabled people are more likely to have experienced a hate crime or incident based on their sexual orientation and/or gender identity – 27% compared to 17% of non-disabled LGBT people<sup>18</sup>.
- 3.16 Overall, given that the proportion of residents who reported a disability is in line with the average for the borough, development in this location and of this nature means that the protected characteristic of disability is not likely to be significant, as such no disproportionate effects on people with disabilities are likely. The space will be fully accessible including entrances, toilets and all facilities.
- 3.17 It is anticipated that the council will secure suitable provisions of Chroma, with respect to disability access for both visitors and employees.

## Sex

### Baseline

- 3.18 2021 Census data shows that the split between female and male residents in the Local Area is 50.5% female and 49.5% male. Note that this Census question did not ask about gender. The question was “What is your sex” and the only available answers were “male” and “female”. Sex as a legally protected characteristic is distinct from gender and is defined as “reference to a man or to a woman<sup>19</sup>”. We acknowledge that some people do not identify with these categories, however this assessment must apply the wording written in law. Given the characterises of the local population disproportionate impacts on residents because of sex only are very unlikely.

<sup>18</sup> Stonewall, 2017. LGBT in Britain. Hate Crime and Discrimination.

<sup>19</sup> Equality Act 2010, Chapter 1 (11).

## Potential Equality Pathways

- 3.19 Inequality on the basis of sex can include discrimination, violence, and unequal access to opportunities. Where inequality on the basis of sex exists in modern western societies, it is generally women who are excluded or disadvantaged.
- 3.20 Socio-economic characteristics could exacerbate differential effects arising due to the sex of impacted people. These can relate to, for example, treatment in the employment market, access to employment opportunities and access to suitable housing.
- 3.21 Neighbourhood safety perception is generally lower for women<sup>20</sup> so differential impacts that increase (or decrease) crime (or perceived risk of crime) are possible.
- 3.22 The ratios of female to male in this location means that disproportionate impacts are unlikely.
- 3.23 It is anticipated that the council will secure suitable provisions of Chroma with respect to discrimination and safety of women as employees, volunteers or users of the venue and that these be kept up to date including appropriate procedures to raise complaints or concerns.
- 3.24 We recommend the council will also secure suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

## Gender Reassignment

### Baseline

- 3.25 A person has the protected characteristic of gender reassignment if the person is proposing to undergo, is undergoing, or has undergone a process (or part of a process) for the purpose of reassigning the person's sex by changing physiological or other attributes of sex (2010 Act, Section 7).
- 3.26 To be protected from gender reassignment discrimination, one does not need to have undergone any specific treatment or surgery to change from one's birth sex to one's preferred gender. This is because changing your physiological or other gender attributes is a personal process rather than a medical one. You can be at any stage in the transition process – from proposing to reassign your gender, to undergoing a process to reassigning your gender, or having completed it (as per the Equality and Human Rights Commission).
- 3.27 According to the 2021 Census data, residents in Southwark whose gender identity was different from the sex registered at birth was 0.6% compared to the average rate of 0.5% for London as a whole. Indeed, Southwark has the 5<sup>th</sup> highest rate per population identifying as Trans Man, Trans Woman or Non Binary of any English local authority<sup>21</sup>. Note that there is some question over the accuracy of the gender data provided by the Census 2021 because

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<sup>20</sup> Navarrete-Hernandez et al, 2023. Planning for fear of crime reduction: Assessing the impact of public space regeneration on safety perceptions in deprived neighbourhoods.

<sup>21</sup> London Borough of Southwark, 2024. JSNA Annual Report 2024 – Southwark's Joint Strategic Needs Assessment.

cross tabulating data indicates that some people may have misinterpreted the question<sup>22</sup> however it does seem likely that Southwark does have among the highest rates of gender reassignment in England and Wales.

### Potential Equality Pathways

- 3.28 Disproportionate effects on residents because of gender identity are likely in the context of this baseline given that the proposal relates to the operation of an LGBTQ+ space with specific programming for trans and non-binary people. These effects would be positive.
- 3.29 Socio-economic characteristics could exacerbate differential effects arising due to the gender reassignment of affected people. These can relate to employment opportunities and access to housing<sup>23</sup>. The provision of subsidised and affordable workspace and events as well as mental health support services are all likely to be beneficial in this context.
- 3.30 People who have undergone or are undergoing a gender reassignment may also experience greater risk or fear of crime or harassment and have poor mental health. The Lancet Public Health: Transgender, non-binary, and gender diverse people are more likely to have a long-term mental health condition<sup>24</sup>. Chroma will provide a safe space with tailored programming including mental health support provided by the London LGBTQ+ Centre.
- 3.31 We recommend the council will also secure suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

## Sexual Orientation

### Baseline

- 3.32 A person's sexual orientation includes their sexual behaviour, sexual attraction, and sexual identity. Sexual orientation is a protected characteristic to allow individuals to choose how to express their sexual orientation without discrimination. This includes discrimination in the provision of goods, facilities, and services on grounds of sexual orientation.
- 3.33 Discrimination based on sexual orientation is possible in various forms including discrimination arising from one's self-perceived sexual identity; one's perceived sexual orientation (discrimination by perception); or one's links to other individuals and their sexual orientation (discrimination by association).
- 3.34 According to the 2021 Census, the proportion of LBS residents who identify as non-heterosexual is 8% (compared to 4% across London as a whole). This is the fourth largest LGBTQ+ population of any English local authority<sup>25</sup>.

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<sup>22</sup> Biggs, M. (2024). [Gender Identity in the 2021 Census of England and Wales: How a Flawed Question Created Spurious Data](#). *Sociology*, 0(0).

<sup>23</sup> Government Equalities Office, 2018, National LGBT Survey

<sup>24</sup> The Lancet, 31-Jan-2024 DOI: [10.1016/S2468-2667\(23\)00301-8](#)

<sup>25</sup> Exc. the City of London which is not included because its statistics are skewed by its very small residential population

### Potential Equality Pathways

- 3.35 Sexual orientation can affect equality by creating disparities in access to opportunities, treatment, and basic rights due to discrimination based on someone's romantic or sexual attraction to others. This can lead to unequal experiences in areas such as employment, housing, healthcare, and social interactions. These experiences can manifest as harassment, prejudice, and exclusionary practices.
- 3.36 Socio-economic characteristics could exacerbate differential effects arising due to the sexual orientation of affected people. These could relate to, for example, employment opportunities and access to housing<sup>26</sup>.
- 3.37 Given the data presented above and in the context of this report, sexual orientation is likely to be differentially and disproportionately affected by the future operator of the LGBTQ+ space at Bankside Yards but given the objectives and programming of the operator, this effect will be positive.
- 3.38 The council will also secure suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

## Marriage and Civil Partnership

### Baseline

- 3.39 A person has the protected characteristic of marriage and civil partnership if the person is married or is a civil partner.
- 3.40 According to the 2021 Census, 60% of residents in LBS are single (i.e. have never married or registered a civil partnership). This compares to the average rate for London of 46%. Conversely, the proportion of residents who are married in LBS at 27% is much lower than the rate for London as a whole (40%).
- 3.41 Ward-level data on legal partnership status from the 2021 Census is not available.

### Potential Equality Pathways

- 3.42 Given this baseline, and in the context of Chroma and its objectives, it is unlikely that there will be disproportionate or differential impacts on residents because of their marriage or civil partnership status.

## Pregnancy and Maternity

### Baseline

- 3.43 The ONS does not provide statistics on the number of people who are pregnant. Therefore, this baseline analysis presents live birth data<sup>27</sup> as a proxy. The latest available data from 2023

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<sup>26</sup> Government Equalities Office, 2018. National LGBT Survey

<sup>27</sup> Office for National Statistics, 2023. Live Births in England and Wales: birth rates down to local authority areas

indicates that the general fertility rate (as the number of live births in a year per 1,000 women aged 15 to 44 years) is lower in LBS (37.6 per 1,000 female population aged 15 to 44) in comparison to London as a whole (48.8 per 1,000 female population aged 15 to 44).

- 3.44 The latest Joint Strategic Needs Assessment states that ‘the total number of babies born in South has been decreasing year on year over the past 10 years’<sup>28</sup>. The JSNA also highlights that ‘across the Borough, there is a substantial variation in the birth rate’, with the highest rates in the far south of the borough and the lowest rates in the north of the borough.

### Potential Equality Pathways.

- 3.45 A person (A) discriminates against a woman if A treats her unfavourably because of a pregnancy of hers. A person (A) discriminates against a woman if, in the period of 26 weeks beginning with the day on which she gives birth, A treats her unfavourably because she has given birth.
- 3.46 Pregnancy and maternity can also affect a woman’s ability to take part in everyday life particularly if there are physical barriers that prevent them from doing so.
- 3.47 In the context of this report, it is not likely that there will be any equalities affects in relation to pregnancy and maternity. The operator will be expected to abide by this law especially with respect to employment of women.

## Race

- 3.48 A person’s race can be influenced by several personal characteristics. As defined in the 2010 Act, race includes colour, nationality, and ethnic or national origins. Therefore, this baseline assessment has considered a range of data sources including ethnicity, place of birth and language spoken to provide a baseline analysis of the study area with respect to race.

### Ethnicity

- 3.49 2021 Census data shows that 59% of residents in the Local Area are of White ethnicity. This is higher than the proportion of this same group across Southwark (51%) and London as a whole (54%).
- 3.50 The next highest represented ethnic group in the Local Area is those of Asian ethnicity (at 17%). This is above the LBS proportion (10%) but lower than for London as a whole (21%).
- 3.51 Ethnic minorities who identify as LGBTQ+ are more likely to experience crime and the fear of crime than white ethnic people who identify as LGBTQ+<sup>29</sup>. On that basis, it is possible that Chroma, which is providing a safe space and mental health support, could have a differential and positive impact on individuals from ethnic minorities.

<sup>28</sup> London Borough of Southwark, 2024. JSNA Annual Report 2024 – Southwark’s Joint Strategic Needs Assessment.

<sup>29</sup> Khanolkar, 2022. Ethnic and Sexual Identity-Related Inequalities in Adolescent Health and Well-Being.



### *Country of birth*

- 3.52 Across all the spatial levels considered as part of this analysis, the majority of residents were born in Europe. However, the proportion of Local Area residents who were born in the United Kingdom at 51% is lower than for Southwark and London as a whole (both at 59%). At the Local Area level, it is the Middle East and Asia that accounts for the next highest proportion location of birth of residents (at 13%). This compares to 7% across Southwark and 13% across London.
- 3.53 Differential impacts are therefore possible. According to a report published in 2021, countries in the Middle East and Asia are amongst the least accepting of LGBTQ+ people<sup>30</sup> although within those countries, and people from them, there will be a significant diversity of views and attitudes which will range from negative to neutral to positive.
- 3.54 Nonetheless, there may be relevant intersectionalities between ethnicity and religion related to attitudes towards sexuality (religion is also addressed further below). It may be relevant for the council to work with Chroma to understand and potentially pre-empt potential tensions in their neighbourhood, celebrating difference while ensuring safety for their employees, visitors and service users. It may be helpful to discuss this with the nearby LGBTQ+ Community Centre (who will be an operational partner) to understand if this has ever been an issue locally and any best practice they can share.
- 3.55 The events and services at Chroma will be open to all, regardless of ethnic background, and this will be a positive effect.

### *Language*

- 3.56 The latest Census data (2021) shows that the proportion of households in the Local Area which have English as the main language is 76%. This is broadly in line with Southwark (77%) and slightly above the London rate (73%).
- 3.57 The proportion of households where no one has English as a main language is 14% in the Local Area. This compares to 11% at the borough level and 12% across London as a whole.
- 3.58 Language barriers are recognised as having the potential to affect equality by limiting access to opportunities and creating disadvantages for individuals who cannot communicate fluently in the dominant language – leading to unequal treatment and social exclusion.
- 3.59 Given the proportion of households at the Local Area where no one speaks English as a main language, it is possible that some impacts in this location could have a disproportionate effect on non-English speakers. However, given the nature of the proposals this effect is not likely to be relevant.

### *Race overall*

- 3.60 Overall, in the context of the baseline information presented above, there is the potential for the operation of the LGBTQ+ space at Bankside Yards, to have both differential and

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<sup>30</sup> UCLA School of Law Williams Institute, November 2021. Social Acceptance of LGBTI people in 175 countries and locations 1981 to 2020.

disproportionate effects (both positive and negative) on equality in relation to race (specifically in the context of ethnicity and place of birth).

- 3.61 The events and services at Chroma will be open to all regardless of ethnic background and this will be a positive effect.
- 3.62 To manage any risk of negative effects, Chroma will need to understand, and potentially pre-empt, potential tensions in their neighbourhood. We recommend the council works with Chroma to secure and monitor suitable provisions, which may be based on engagement with the nearby LGBTQ+ Community Centre on potential for local issues. Relevant provisions may include a neighbourhood communication strategy or a service user and visitor safety strategy or action plan.
- 3.63 We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

## Religion or Belief

### *Baseline*

- 3.64 In the Local Area, the proportion of the population who are Christian is 36%. This compares to the borough rate at 43% and London-wide rate of 41%. 8% of Local Area residents are Muslim which is below the rate for the borough (10%) and London (15%).
- 3.65 Nearly half of residents of the Local Area stated they had no religion in the 2021 Census. This is significantly above both the borough (36%) and London (27%) rate.

### *Potential Equality Pathways*

- 3.66 Religion can influence equality in a variety of ways. In the context of impacting LGBTQ+ people, it could be one factor in shaping opinions that reject LGBTQ+ identities through its doctrines and interpretations. This can lead to feelings of exclusion and isolation for those who are religious but identify as LGBTQ+ or could manifest in neighbourhood tensions.
- 3.67 The events and services at Chroma will be open to all, regardless of religious background and this will be a positive effect.
- 3.68 Similar to the assessment of ethnicity, there is potential for the proposals to have a differential impact on equality based on religion. The same recommendations apply. To manage any risk of negative effects, Chroma will need to understand, and potentially pre-empt, potential tensions in their neighbourhood. We recommend the council works with Chroma to secure and monitor suitable provisions, which may be based on engagement with the nearby LGBTQ+ Community Centre on potential for local issues. Relevant provisions may include a neighbourhood communication strategy or a service user and visitor safety strategy or action plan.

- 3.69 We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.

## 4 Needs assessment

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- 4.1 The Chroma cultural and community offer will provide a high-quality, accessible and welcoming destination for all to use but with a particular focus on the LGBTQ+ community. As set out in Section 2, it comprises a wide range of activities, initiatives and collaborations that will meet need in a variety of different ways.
- 4.2 For the purposes of this report, 'need' is considered in the context of the current profile of Protected Characteristics (as set out in Section 3 of this report), policy objectives and aspirations, and by looking at existing LGBTQ+-specific facilities and services to understand how the space at Bankside Yards fits into the wider offer to the LGBTQ+ community more generally.

### Protected Characteristics

- 4.3 The previous section highlighted that Southwark is home to a diverse resident population. It has one of the largest LGBTQ+ populations of any local authority area in the country. Given that representation, a LGBTQ+ facility in this location has the potential to provide a significant benefit.
- 4.4 Of particular note, in terms of the baseline analysis, is the fact that the local area, and indeed Southwark as a whole, has relatively high numbers of those who identify as LGBTQ+. On that basis, Chroma will be relevant to local and Southwark residents. It was also noted that the area is home to a high proportion of young people who, as an age group, are not only more likely to identify as LGBTQ+ but are also more likely to be vulnerable to inequality due to lower incomes and unemployment. Provision of LGBTQ+ space which includes affordable workspace and free/subsidised events is, therefore, likely to meet the needs of this group.
- 4.5 Although the local area is not as racially diverse as other parts of the London, there are still communities locally who, because of their ethnicity can experience greater prejudice for identifying as LGBTQ+ than those of white ethnicity. In addition, there are also a number of residents who were born outside the UK in countries where, culturally, it is not acceptable to identify as LGBTQ+. On that basis, Chroma could provide a safe space for individuals in these communities without judgment or fear of harassment or abuse.

### Policy objectives

- 4.6 The council's corporate and planning policies establish an objective to create more inclusive environments and communities to ensure that people from all walks of life and backgrounds feel safe, welcome and unthreatened. This means encouraging development and initiatives that minimise barriers, challenges, and inequalities.
- 4.7 The location of Chroma within the Central Activities Zone (CAZ) of London means it is perfectly placed to meet a variety of policy objectives including provision of workspace (including affordable workspace) and delivery of a unique cultural and community facility which contributes to variety of uses found across this part of London in particular.

- 4.8 Generally, there is an ambition for the capital, and Southwark specifically, to provide more cultural facilities and consider the cultural offer available to different groups of people (including LGBTQ+ communities). This is something that Chroma is well placed to offer given its proposed programme of events and collaborations with other organisations.
- 4.9 There is recognition that culture and cultural activities can bring different communities together and can make a significant contribution to the local and wider London economy. However, cultural venues are facing challenging times – with the Mayor of London’s Cultural Strategy reporting that ‘in the past decade, London lost... 58% of LGBTQ+ venues’<sup>31</sup>.
- 4.10 Southwark celebrates diversity and seeks to support this characteristic across both its resident and business communities<sup>32</sup>. In particular, the Council aims to:
- Provide extra support for entrepreneurs who are underrepresented in business including women, Black, Asian, minority ethnic and disabled people;
  - Improve facilities for Southwark’s diverse communities by (among other things): securing a permanent LGBTQ+ cultural space in partnership with the community<sup>33</sup>.
- 4.11 The implementation of Chroma, enables the delivery of a range of other aspirations such as:
- Supporting underrepresented groups into business;
  - Bringing greater visibility and profile to LGBTQ+ artists and performers;
  - Working with other LGBTQ+ organisations to deliver a mixture of events that is likely to appeal to a broad spectrum of LGBTQ+ people and beyond;
  - Providing more high-quality, flexible, and accessible workspace (including affordable workspace); and
  - Delivering more cultural space and specifically space to support LGBTQ+ people.
- 4.12 The track-record of the team behind Chroma, and its proposed business model for the space, provides assurance that the venue will be in good hands and that the space will foster partnerships with a range of other LGBTQ+ organisations which will help to extend the reach of its offer.

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<sup>31</sup> Mayor of London, December 2018. Culture for all Londoners – Mayor of London’s Culture Strategy.

<sup>32</sup> London Borough of Southwark, 2022. Fairer, Greener, Safer – Southwark Council Delivery Plan 2022-2026.

<sup>33</sup> London Borough of Southwark, 2022. Fairer, Greener, Safer – Southwark Council Delivery Plan 2022-2026.



## Existing provision

- 4.13 As has been set out in Section 2 of this report, the proposal put forward by Chroma intends to deliver a multi-use LGBTQ+ cultural venue as well as coworking space which includes affordable workspace.
- 4.14 The following section considers how Chroma fits in with existing provision in the immediate and wider area (across the CAZ). This has been done by analysing data published by the GLA in 2023<sup>34</sup>, specifically focusing on LGBTQ+ venues and coworking spaces. As the data was released in 2023, it has been cross-referenced with a desktop search to remove venues that have permanently closed since the data was published.

### LGBTQ+ venues

- 4.15 There are thirty-one LGBTQ+ venues within the CAZ (see Figure 4-1). The venues comprise primarily of nightclubs, pubs and bars but also include a bookshop – details of each venue are provided at Appendix 1 of this report.
- 4.16 The majority of existing LGBTQ+ venues in London are clustered around Soho, with a particularly large prevalence on or around Old Compton Street. The next largest clusters are in Dalston, Bethnal Green and Vauxhall, where the majority of settings are clubs, pubs and bars (see Figure 4-2).
- 4.17 There are reportedly 50 venues across London, although there is no comprehensive list, and this has decreased from 125 in 2006<sup>35</sup>.
- 4.18 There are two evening venues in Southwark close to the site: The Rising, on Harper Road SE1 (just east of Elephant and Castle) and the LGBTQ+ Community Centre. The Rising is a “queer-focused Pub, with live music, a quiz and regular drag shows<sup>36</sup>”. London LGBTQ+ Community Centre describes itself as a “sober, intersectional community centre and café where all LGBTQ+ people are welcome, supported, can build connections and can flourish<sup>37</sup>”. Its primary objective is to combat isolation in the queer community. It is understood that Chroma has been liaising with the London LGBTQ+ Community Centre to ensure that their offering is complementary to rather than competing with and there will be some shared programming.
- 4.19 There are two other bars in Southwark, in Peckham and Nunhead. These are John the Unicorn and The Old Nun’s Head.
- 4.20 The Glitch is in neighbouring Lambeth which is a café and bar with theatre and entertainment events.
- 4.21 The Outside Project is London's LGBTQ+ community shelter, centre and domestic abuse refuge responding to the needs of people who feel endangered, who are homeless, ‘hidden’ homeless and feel that they are on the outside of services due to historical and present

<sup>34</sup> Greater London Authority Cultural Infrastructure Map (2023 Update). Available at: <https://data.london.gov.uk/dataset/cultural-infrastructure-map>

<sup>35</sup> GLA data quoted in the BBC 9<sup>th</sup> of February 2024: <https://www.bbc.co.uk/news/uk-england-london-68226196> accessed February 2025.

<sup>36</sup> <https://www.therisingse1.com/> accessed February 2025

<sup>37</sup> London LGBTQ+ Centre: About Us. Available at: <https://londonlgbtqcentre.org/the-project>

prejudice in society and in their homes. Their main office is in Lant Street, SE1 but they also offer outreach services in other parts of London.

- 4.22 Outside of Southwark, there are a few other health centres and cultural centres dedicated to the needs of LGBTQ+ people. There is no comprehensive list but we estimate there are between five and ten such places in London. Triangle LGBTQ Cultural Centre in Deptford provides a mix of arts, culture and support. The Mosaic Trust providing dedicated services for young people is in Camden.
- 4.23 None of the existing venues provide the range and balance of entertainment, workspace and support as is proposed by Chroma at Bankside Yards. As far as we understand, this is a unique space for London.
- 4.24 Therefore, in the context of existing provision, the facility at Bankside Yards has the potential to meet a range of needs particularly from LGBTQ+ people that currently isn't served under one roof in London and in the context of the loss of LGBTQ+ venues across London, there is a strong needs case.

Figure 4-1: LGBTQ+ venues across the CAZ

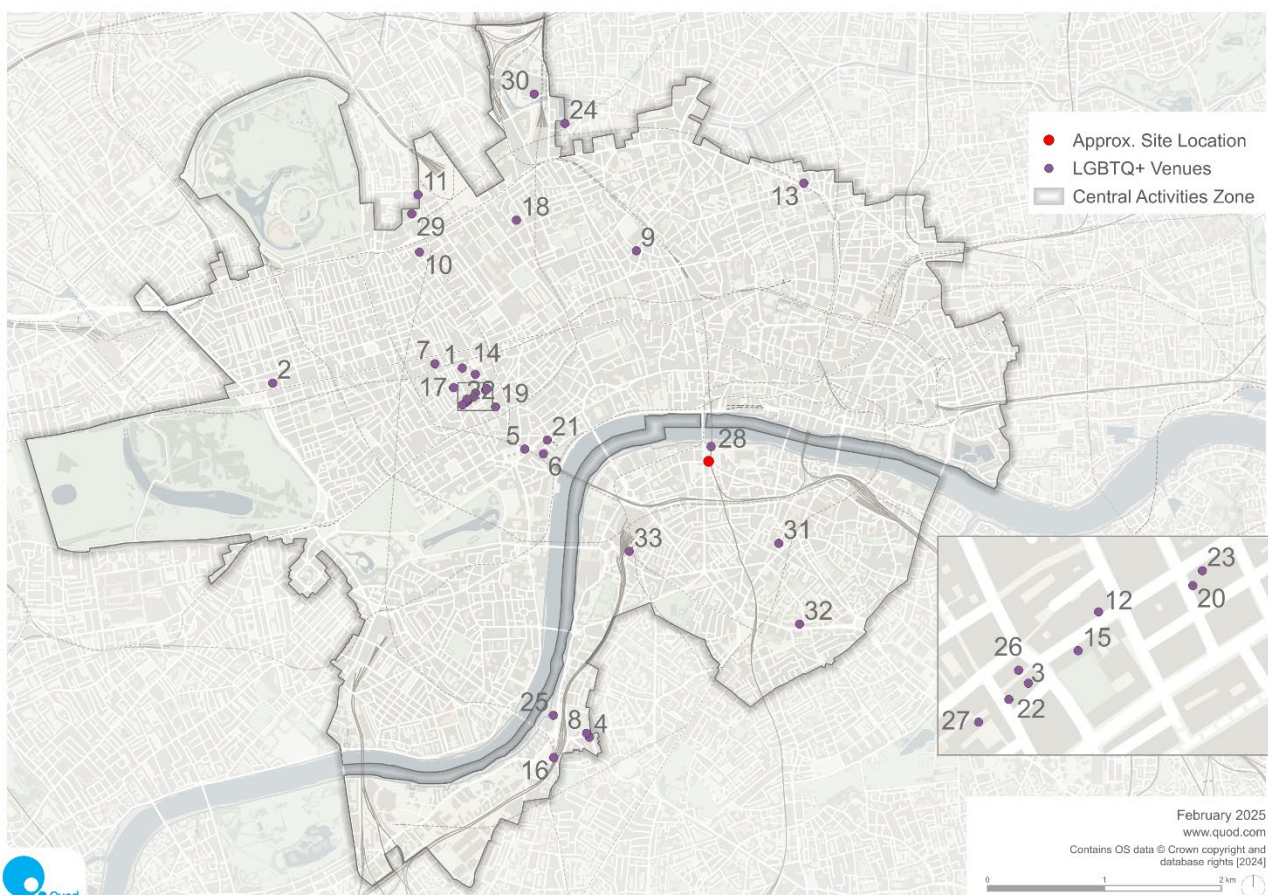
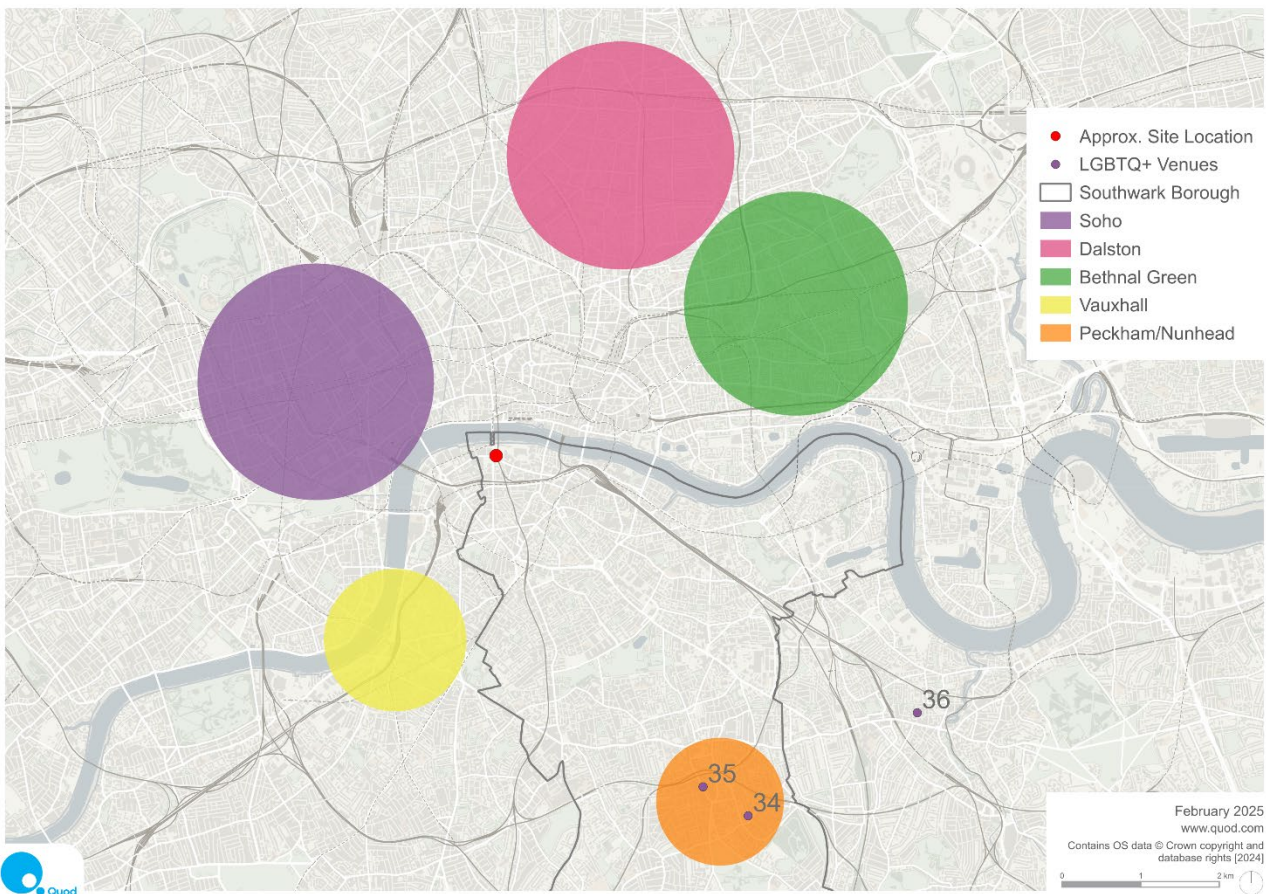


Figure 4-2: LGBTQ+ venue clusters and notable venues beyond the CAZ



### Co-working Spaces

- 4.25 Figure 4-3 shows co-working facilities within 1km of the site. These facilities were identified through a desktop search. It shows that there are a total of sixteen co-working spaces within 1km of the site.
- 4.26 There are two co-working facilities within proximity to the site. These are Halkin 1-2 Paris Garden (map ref. 10) and Working From - Southwark (map ref. 11). The full-time access coworking offers start from £220 and £375 respectively and there do not appear to be any affordable workspaces at these locations.
- 4.27 Of these spaces, none are specifically targeted at LGBTQ+ persons and businesses.



Figure 4.1: Existing coworking spaces within 1km of the site



## Conclusion of need assessment

- 4.28 Overall, the need for the cultural and affordable workspace venue, and for it to be operated in line with the proposals set out by Chroma, is strong. Southwark has a relatively high proportion of people who identify as LGBTQ+ (as does London as a whole) and the offer proposed is unique – there is nothing directly comparable to it. Chroma has the potential to become a significant hub for LGBTQ+ people from the borough and further afield particularly given the potential collaborations and influence of other organisations.
- 4.29 The need for the venue is also identified through local and London policy, which seeks to support a range of uses in this location particularly those of a cultural nature and those which feature affordable workspace.

## 5 Impact assessment

- 5.1 Table 5.1 provides an overview of the potential equality impacts on protected characteristics resulting from the implementation of the LGBTQ+ venue at Bankside Yards. This is based on information on the proposed operation (see Section 2 of this report) as well as the baseline analysis set out in Section 3 of this report. Where no positive or negative effects are identified, the impact is reported as 'neutral'.

Table 5:1 – Equality Impact Summary

Protected Characteristic	Positive	Negative
Age	<p>The local area is home to a higher proportion of young people than the borough and regional average. On that basis, the implementation of Chroma has the potential to disproportionately affect this age group. Given younger people are more likely to publicly identify as LGBTQ+ and are more likely to experience vulnerability due to their socio-economic status, of the implementation of Chroma is likely to be a positive effect on this age group.</p> <p>The range of events and functions for the space means it is likely to appeal to a wide range of age groups including older people. Older people are less likely to admit to identifying as LGBTQ+ and can, therefore, feel socially excluded. The proposals for the space will help to provide a safe environment for people of all ages to interact and be themselves.</p> <p>This is considered to be a differential positive effect in relation to older age groups of people.</p> <p>We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.</p>	No likely negative equality impact in relation to age identified.
Disability	<p>The baseline analysis showed that individuals with disabilities were not disproportionately represented in the local area. However, research has shown that those with disabilities and identifying as LGBTQ+ typically experience more prejudice than those without disability. The team behind Chroma prides itself on providing opportunities to under-represented communities. As such, the implementation of Chroma is expected to result in</p>	No likely negative equality impact in relation to disability identified.



Protected Characteristic	Positive	Negative
	<p>a differential positive equality effect in relation to disability.</p> <p>We recommend that the council engages with Chroma to ensure they have appropriate policies in place with respect to disability access for both visitors and employees.</p>	
Sex	<p>Neutral effect</p> <p>We would encourage the council to work proactively with Chroma to ensure its policies with respect to discrimination and safety of women as employees, volunteers or users of the services are up to date including appropriate procedures to raise complaints or concerns.</p> <p>We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.</p>	
Gender Reassignment	<p>The implementation of Chroma has the potential to be a positive effect both disproportionately and differentially in respect of gender reassignment. In the first instance, because there is a comparatively high proportion of Southwark residents whose gender identity is different to the one registered at birth. The differential effect is likely because this group is more likely to experience crime and harassment and be vulnerable to unemployment and social isolation than those without this protected characteristic. Chroma seeks to support LGBTQ+ people through the provision of a range of facilities (including desk and event space) and activities (many of which are subsidised or free). We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.</p>	<p>No likely negative equality impact in relation to gender reassignment.</p>
Sexual orientation	<p>The implementation of Chroma has the potential to be a positive effect both disproportionately and differentially in respect of sexual orientation. In the first instance, because there is a comparatively large proportion of Southwark residents who identify as non-heterosexual. The differential effect is likely because this group is more likely to experience crime and harassment and be excluded from employment opportunities and social interactions than those without this protected characteristic. Chroma seeks to support LGBTQ+</p>	<p>No likely negative equality impact in relation to sexual orientation.</p>

Protected Characteristic	Positive	Negative
	people through the provision of a range of facilities (including desk and event space) and activities (many of which are subsidised or free).	
Marriage and civil partnership	Neutral effect	
Pregnancy and maternity	Neutral effect	
Race	<p>Section 3 highlighted that race could affect attitudes towards those who identify as LGBTQ+ in some cases (for example through attitudes and beliefs, also linked to religion) Therefore, for people from particular ethnic groups or born in particular countries, it may be difficult to openly identify as being LGBTQ+. Chroma will provide a space that supports under-represented communities and groups whether in business or cultural events or social settings in a safe environment. On that basis, the proposal has the potential to have a positive differential effect on people who face discrimination in their LGBTQ+ experience on the grounds of race.</p> <p>It may be relevant for the council to work with Chroma to understand and potentially pre-empt potential tensions in their neighbourhood, celebrating difference while ensuring safety for their employees, visitors and service users. It may be helpful to discuss this with the nearby LGBTQ+ Community Centre (who will be an operational partner) to understand if this has ever been an issue locally and any best practice they can share. Relevant interventions may include, if required, a Neighbourhood Communications Strategy or a Visitor and Service User Safety Strategy.</p> <p>We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.</p>	No likely negative equality impact in relation to race.
Religion and belief	There is the potential for positive differential effects on equality related to religion and belief. Again, this is due to the provision of LGBTQ+ space, which will provide a safe environment for those who, due to a conflict between their religious belief or background and their identification as LGBTQ+ and	No likely negative equality impact in relation to religion.

Protected Characteristic	Positive	Negative
	<p>who may feel that they cannot reveal their true preferences in everyday life.</p> <p>As above, it may be relevant for the council to work with Chroma to understand and potentially pre-empt potential tensions in their neighbourhood. Relevant interventions may include, if required, a Neighbourhood Communications Strategy or a Visitor and Service User Safety Strategy.</p> <p>We recommend the council also secures suitable provisions of Chroma to require that a carefully considered and curated programme of events is implemented. This will ensure that the space is fully inclusive to all LGBTQ+ groups regardless of age, sex, ethnicity, religion or other characteristic.</p>	

## Appendix 1: List existing LGBTQ+ venues based on GLA database

Map Ref.	Name of venue	Primary use	Additional information
1	Circa the Club	Nightclub	
2	The City of Quebec	Pub	
3	Duke of Wellington	Pub	
4	Eagle London	Nightclub	
5	Halfway to Heaven	Pub	
6	Heaven	Nightclub	
7	The King's Arms	Pub/bar	Known for Bear culture
8	Royal Vauxhall Tavern	Bar/cabaret venue	Hosts drag and burlesque events
9	The Apple Tree	Pub	
10	Vault 139	Bar	Men-only venue
11	Zodiac Bar	Bar and Club	
12	Admiral Duncan	Pubs	Hosts drag shows
13	Buker Bar (formerly East Bloc)	Nightclub	
14	Circa	Bar and Lounge	
15	Comptons of Soho	Pub	
16	Fire (including Lightbox and Protocol)	Nightclub	
17	Freedom	Bar	Host cabaret events
18	Gays the Word	Bookshop	
19	Ku Bar (including Klub and Lounge)	Bar and nightclub	
20	Little Ku	Bar	
21	Retro Bar	Pub	
22	Rupert Street	Cocktail Bar	
23	She Soho	Bar	Women-focused
24	The Underground Club	Nightclub	Men-only venue
25	Union	Nightclub	
26	Village	Bar	
27	The Yard	Bar with Courtyard	
28	London LGBTQ community centre	Community Space	

29	Mosaic LGBTQ+ Young Persons Trust	Charity	
30	Queer Britain	Museum	
31	The Outside Project	Community Space	
32	The Rising	Pub	Live music and drag shows
33	The Glitch	Café and bar	Theatre and entertainment
34	The Old Nun's Head	Bar	
35	John the Unicorn	Bar	
36	Triangle LGBTQ+ Centre	Community Centre	



## Appendix 2: Co-working spaces within 1km of the site

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Map Ref.	Name of space
1	Fora Borough Yards
2	Sandbox Workspace
3	Co-work Borough
4	Work.Life Borough
5	Fora - 201 Borough High Street
6	Fora 108 Borough High Street
7	The Ministry Coworking Space
8	Wework – 10 York Road
9	Fora - Scott House
10	Halkin 1-2 Paris Garden
11	Working From - Southwark
12	Soho Works – 180 Strand
13	Ludgate House
14	Co-Work Cannon Street
15	Spaces – London, Cannon Street
16	WeWork – 33 Queen Street



## LGBTQ+ Cultural Space Bankside Yards

### Principal Terms of the Service Level Agreement

<b>Pre-tenancy activities:</b>	<b>The selected tenant shall:</b>
<b>Design</b>	<ul style="list-style-type: none"> <li>• Develop design brief to facilitate the delivery of the business model.</li> <li>• Procure consultant and design team and develop design</li> <li>• Acquire third party approvals including planning and building control approval, as well as any licensing requirements.</li> <li>• Obtain sign-off from the Landlord and the council at each RIBA Stage.</li> </ul>
<b>Fit-out Construction Works</b>	<ul style="list-style-type: none"> <li>• Develop tender documentation</li> <li>• Procure contractor for the fit-out works</li> <li>• Procure consultants to manage and administer the contract, including payment certification</li> </ul>
<b>Tenancy</b>	<b>The tenant shall:</b>
<b>Governance Arrangements</b>	<ul style="list-style-type: none"> <li>• Provide clear governance structure and accountability</li> <li>• Provide clarity around how that structure reflects and benefits the LGBTQ+ community.</li> <li>• Provide clarity on the independence of the cultural offer.</li> </ul>
<b>Steering Group</b>	<ul style="list-style-type: none"> <li>• form a steering group with key stakeholders including but not limited to the Landlord, Southwark Council and LGBTQ+ Organisations</li> </ul> <p>The steering group will meet as frequently as is required. The steering group role is to:</p> <ul style="list-style-type: none"> <li>○ Agree in collaboration, monitor and review the Cultural Programme and community offering.</li> <li>○ Monitor and review the use of the space in line with Project Values, Aims and Outputs ensuring uses are beneficial and representative of the LGBTQ+ community.</li> <li>○ Review the governance structure for the next period.</li> </ul>
<b>Cultural Programme</b>	<ul style="list-style-type: none"> <li>• deliver a minimum of [ ] hours per annum of active cultural use.</li> <li>• aim for [%] of Cultural Programming to be of or serving the LGBTQ+ community, departure from this must be justified through evidence this was targeted and why it</li> </ul>

	<p>was not achieved (eg impact on financials, project sustainability, lack of organisations).</p> <ul style="list-style-type: none"> <li>• Cultural programme may be drawn from a national / international field.</li> </ul>
<b>Community and Events Programme</b>	<ul style="list-style-type: none"> <li>• deliver a minimum of [ ] hours per annum of active community use.</li> <li>• of the private hire events, [%] shall be to not-for-profit organisations, community groups and individuals.</li> <li>• provide evidence of diverse and inclusive programming that reflects the needs of the local population.</li> </ul>
<b>Workspace Provision</b>	<ul style="list-style-type: none"> <li>• offer workspace at no more than [%] of market rent</li> <li>• workspace area to be no more than [sqm] of the overall floorspace.</li> </ul>
<b>Community Outreach</b>	<ul style="list-style-type: none"> <li>• engage with Southwark based LGBTQ+ organisations and communities and maintain a targeted outreach for hard-to-reach groups.</li> </ul>
<b>Employment</b>	<ul style="list-style-type: none"> <li>• in the first instance, consider local businesses, institutions and residents to work with / employ. Target at least [%] of the partner organisations to be Southwark based.</li> </ul>
<b>Revenue</b>	<ul style="list-style-type: none"> <li>• achieve a balance of income versus expenditure.</li> <li>• provide open-book evidence of how profit incurred from the space has been reinvested into the venture.</li> </ul>
<b>Evaluation and Monitoring</b>	<ul style="list-style-type: none"> <li>• collect demographic survey data from groups, organisations and individuals booking and using the space and ensure that users reflect a wide range of demographics and LGBTQ+ groups.</li> <li>• provide a [yearly] dashboard reporting on performance. The [quarterly] flash reports will outline a summary of the programmes which were delivered the previous month, along with high-level data such as private hire and event attendance.</li> <li>• provide yearly financial reports including: <ul style="list-style-type: none"> <li>○ Yearly profit and loss</li> <li>○ Service charge costs</li> <li>○ Reinvestment</li> <li>○ Percentage of community discounted hire vs private hire</li> </ul> </li> </ul>

<b>Meeting name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Gateway 1 – Procurement strategy for adults’ home care, children’s home care and reablement
<b>Cabinet Member:</b>	Councillor Evelyn Akoto, Health and Wellbeing and Councillor Jasmine Ali, Deputy Leader & Cabinet Member for Children, Education and Refugees
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a
<b>From:</b>	Strategic Director of Children and Adult Services

## **FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING AND COUNCILLOR JASMINE ALI, DEPUTY LEADER & CABINET MEMBER FOR CHILDREN, EDUCATION AND REFUGEES**

Adults’ home care, children’s home care, and reablement are important services for Southwark residents and represent significant investment for the council. All services aim to provide essential care and support for residents and families, helping individuals to live healthy lives in the community for as long as possible.

Adults’ home care predominantly supports residents aged 65+, but working aged adults may also access the service, such as those with dementia, a physical disability, or a learning disability. The service delivers support in residents’ homes, including personal care, domestic support, and emotional and social wellbeing support. Each year Southwark provides around 2,000 adult residents with home care services across the borough, equating to nearly one million hours of home care provision each year. In line with national projections, demand for home care in Southwark is growing. It is predicted that over the next 20 years the number of residents using home care aged 65 and above is forecast to increase by nearly 50%.

Children’s home care supports children and young people aged 0-17 with support needs, including those with a learning disability or autism, with a physical disability, or with needs associated with physical ill health. On a national level it is well known that the outcomes for families with special education needs and or disabilities can be a mixed picture. However, we know that this service supports children and young people to develop skills, access the community, have fun, and live well with their families. The council carefully monitors this service to make sure outcomes for families with SEND are positive. Southwark has the third highest prevalence of children with special educational needs in London. Since our existing children’s home care service was commissioned in 2021, the number of children and families being supported by this service has grown from 44 to 150 per year. In Southwark families with special needs are a top priority.

Reablement supports residents aged 18 and over who are in need of short-term support to rehabilitate and regain their independence after a period of hospitalisation or ill health. The service delivers up to six weeks of care and support to achieve specified goals relating to regaining independence. Each year Southwark provides around 1,000 adult residents with reablement services across the borough, equating to nearly 200,000 hours of provision. With frailty in the UK population predicted to increase by 25% in the next 20 years, reablement will be an increasingly vital service for Southwark residents.

Southwark is a proudly diverse and multi-cultural borough, and the council plans to commission innovative new service models for adults' home care, children's home care and reablement that are person-centred and culturally appropriate, meeting the diverse needs of Southwark residents.

We will also continue to champion the Southwark Ethical Care Charter (ECC), which ensures fair working conditions for care staff, including payment of the London Living Wage as a minimum, and access to learning and development. In Southwark we are proud to be a leading borough in this area and are proud that over 90% of care packages are currently with ECC compliant providers. We recognise that delivering fair employment conditions for care workers has a direct, positive impact on the outcomes and experience of our residents receiving these services. For future adults' home care, children's home care and reablement providers, adherence to the ECC will be mandatory and we look forward to 100% of care packages being with ECC compliant providers.

## RECOMMENDATIONS

1. That Cabinet approve the proposal to strategically commission all adults' home care services, children's home care services, and reablement services in Southwark as follows:

<b>Tender:</b>	<b>Lot 1 - Adults' home care (Core)</b>	<b>Lot 2 - Adults' home care (Specialist)</b>	<b>Lot 3 - Children's home care</b>	<b>Lot 4 - Reablement</b>
<b>Lots:</b>	Five geographic sub-lots for Adults' 'core' provision (see figure 1 for a map of the geographic areas)	A single lot borough-wide framework agreement for adults' 'specialist' provision with up to three providers	A single lot borough-wide framework agreement with up to three providers	A single lot covering the whole of the borough
<b>Procurement Strategy:</b>	For each sub-lot, a 'primary' and 'secondary' providers will	A framework to be established with up to	A framework to be established with up to	An individual contract to be awarded



<b>Tender:</b>	<b>Lot 1 - Adults' home care (Core)</b>	<b>Lot 2 - Adults' home care (Specialist)</b>	<b>Lot 3 - Children's home care</b>	<b>Lot 4 - Reablement</b>
	be awarded a contract. See paragraphs 47-49 for definitions of primary and secondary providers and bidder restrictions	three providers	three providers	
<b>Contract type</b>	Cost and volume	Cost and volume	Cost and volume	Block contract
<b>Number of contracts</b>	12 (see paragraph 46 for an explanation of the number of contracts per geographic sub-lot)	3	3	1

2. That Cabinet approve the proposal to strategically commission adults' home care, for a period of four years with two two-year contract extensions available, at an estimated annual cost of £31,494,000 and an estimated total cost of £251,952,000, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026 and that the contract values through the life of the contract will be subject to annual inflationary negotiations which will affect the estimated maximum contract value.
3. That Cabinet approve the proposal to strategically commission children's home care, for a period of four years with two two-year contract extensions available, at an estimated annual cost of £984,000 and an estimated total cost of £7,871,000, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026 and that the contract values through the life of the contract will be subject to annual inflationary negotiations which will affect the estimated maximum contract value.
4. That Cabinet approve the proposal to strategically commission reablement services, for a period of four years with two two-year contract extensions available, at an estimated annual cost of £1,718,000 and an estimated total cost of £13,744,000, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026 and that the contract values through the life of the contract will be subject to annual inflationary negotiations which will affect the estimated maximum contract value.

5. That Cabinet approve the delegation of the Gateway 2 Contract Award recommendations for adults' home care services, children's home care services, and reablement services to the Strategic Director of Children and Adult Services, in consultation with the Cabinet Member for Health and Wellbeing and Deputy Leader & Cabinet Member for Children's, Education and Refugees to provide council officers with greater flexibility for the procurement timeline to account for potential implications of the introduction of the Procurement Act 2023 on 24 February 2025.
6. That Cabinet approve the decision to delegate the final lotting structure for lot 1 – adults' core home care, to the Strategic Director for Children's and Adults, in consultation with the Councillor for Health and Wellbeing.

## **REASONS FOR RECOMMENDATIONS**

7. The reasons for the recommended procurement approach are detailed in paragraphs 16 - 19 of this report.

## **ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

8. The alternative options considered for this procurement are set out in paragraphs 30 – 38 of this report.

## **POST DECISION IMPLEMENTATION**

9. Once the recommendations within this report have been approved:
  - i. The timeline for implementation of the recommendations in this report is within the timelines within the body of the report at paragraph 70.
  - ii. The details of the planned contract management and monitoring regime is detailed out in paragraphs 93 – 96 of this report.

## **BACKGROUND INFORMATION**

10. Adults' home care, children's home care, and reablement services support over 2,300 Southwark residents, their families, and unpaid carers to live well, independently, in the community, through providing care and support which promotes independence, builds skills, and provides respite.
11. Care workers visit residents and families in their homes for scheduled appointments throughout the week, supporting with daily living activities and skills development as required by the goals set out in each resident's care and support plan.
12. Adults' home care, children's home care, and reablement services each support a different cohort of residents and aim to deliver a different set of broad outcomes for the residents they support:

- Adults' home care supports residents aged 18+ to live independently in the community for as long as possible by providing personal care, domestic support, and wellbeing support. Over 2,000 Southwark residents are currently supported by adults' home care, the majority of whom are older adults who may be frail or living with a long-term illness such as dementia. A smaller cohort of younger adults who have support needs associated with a learning disability, physical disability, or a mental health need are also supported by adults' home care services.
  - Children's home care supports children and young people up to the age of 18 to develop skills and access activities in the community, while providing a level of respite support to their families and unpaid carers. Many of these children will require personal care. Over 150 children and young people are currently supported by children's home care services in Southwark. A child or young person who receives home care will be in receipt of statutory services due to their support needs which may include, but not be limited to, needs associated with physical ill health, a learning disability, a physical disability, or communication impairments.
  - Reablement services provide intensive, short-term, therapy-led support to enable residents to regain their confidence, skills, and independence after periods of hospitalisation or ill health. Reablement services are delivered as a partnership between residents, a care provider, and multi-disciplinary therapeutic team based in Southwark Council and Guy's and St Thomas' (GSTT) NHS Foundation Trust. Approximately 150 Southwark residents are supported by the reablement service for up to six weeks at any one time.
13. The Integrated Health and Care Department has sought extensions to existing service arrangements and existing contracts across adults' home care, children's home care, and reablement will end on 31 March 2026. Currently, Southwark contracts with eight providers for adults' home care, three providers for children's home care, and one provider for reablement.
  14. Prior to the recent extensions of existing contracts, the start and end dates of contracts for each of the three services were different, meaning the commissioning cycles for the three services (the process of strategically planning a service, procuring a service, and monitoring and evaluating a service) was not aligned. The extension of all existing contracts until 31 March 2026 has brought the commissioning cycle for the three services into alignment. Given the similarity of the three services, having aligned commissioning cycles supports the Department's ability to plan strategically, creates increased opportunities for shared innovation and integrated working between the different operational teams and commissioned providers, and has benefits related to administrative efficiency.
  15. With current service contracts now due to expire on 31 March 2026, since summer of 2024 Commissioning officers have completed an extensive programme of work to design new adults' and children's home care and reablement service models that are cohesive, sustainable, and can meet the increasing levels of need forecast in the years to come.

16. This recommissioning exercise has involved extensive engagement with council and Southwark East London Integrated Care Board (ICB) officers, benchmarking research, provider and resident engagement, and cost modelling – the outcomes of which are reflected in the service models set out by this report. For a summary of engagement carried out, please see Appendix 1.

### **Summary of the business case/justification for the procurement**

17. Home care and reablement services play a vital role in supporting the health and wellbeing of all Southwark residents and represent an essential role in ensuring the council delivers its duties under the Care Act 2014 and Children Act 1989.
18. Currently over 2,300 residents are supported to live independently by adults' and children's home care or reablement services, many of whom are frail or have a learning or physical disability and live in areas of socio-economic disadvantage. These services are essential for preventing and delaying the need for more costly forms of care such as residential care or periods of hospitalisation.
19. The council is committed to delivering high quality adults' and children's home care and reablement services as part of its Joint Health and Wellbeing Strategy 22-27 and its Southwark 2030 priorities, among which are ensuring children and young people have a 'good start in life', and that 'people across our communities stay well and can access the right support to live a healthy life and live independently'.
20. Adults' and children's home care and reablement services will be increasingly important services for supporting the health and wellbeing of Southwark residents in the coming years. As existing service arrangements are due to come to an end, the council now has the opportunity to redesign innovative services that better support residents, and to strengthen existing commissioning initiatives such as the Ethical Care Charter, thus delivering Southwark's ambitions for health and care services in the borough.

### **Service model**

21. The council intends to implement new, person-centred, enabling models of adults' and children's home care and reablement. Services will be of a high-quality and will uphold the council's commitment to the fair treatment of its contracted staff as set out by the Ethical Care Charter.
22. To this end, Commissioning officers convened a working group in June 2024 to assess challenges and opportunities within the current service areas, redefine Southwark's strategic ambitions for home care and reablement, and design new service models to deliver these ambitions.
23. The working group build on feedback from residents and care professionals to define new visions for each service area to capture the key ideas and principles the new services will deliver to. Adults' home care will centre on reliability and

person-centred care; children's home care will centre on fun, skills-development, and support to feel part of the community; and reablement will centre on enablement and achieving specified outcomes. The agreed visions for Southwark are:

#### Adults' home care vision

- Our adult's home care service supports residents to lead fulfilling lives, through high quality, person-centred, and reliable care and support.
- Our adult's home care service celebrates difference – all residents, from all backgrounds and walks of life, are supported with a service that is adaptable to individuals' requirements and changing support needs.
- Through strong relationships with skilled and caring staff, residents are supported to live as independently as they can, and be connected to the community and surrounding services.
- Respect, care, and connection underpins our adult's home care service.

#### Children's home care vision

- Our children's home care service supports children and young people to have fun, follow their interests, and feel part of the community.
- Caring and skilled support teams help children and young people to build their independence, learn new skills, and grow in confidence.
- Our children's home care service celebrates the diverse backgrounds and identities of all the children and young people it supports.
- Our service is reliable, flexible, and works with families to help their children and young people to reach their potential.

#### Reablement vision

- Our reablement service is enablement focussed, motivating residents to achieve their goals for independence and living well, even after a significant change in need.
- Our reablement service strives to deliver positive outcomes for residents of all backgrounds and circumstances, working in close partnership with residents, multidisciplinary colleagues, and wider services to deliver a person-centred and holistic service.
- Through high quality, skilled and reliable care and support, residents are supported to build confidence which lasts long after discharge from the service.

24. The working group has developed a set of service outcomes for each service which providers will strive to deliver for all residents drawing on the service, along with values the service will demonstrate. Service outcomes common to all three service models are that residents will:
- Experience good quality care and support that they are happy with
  - Be treated with dignity and respect by care staff who understand the responsibility that comes with entering residents'/ families' homes
  - Feel informed about and connected to the support available to them in the community, and will be helped by staff to access wider services (for children's home care, this will be applicable to the children's families)



- Have confidence in their care staff and have professional and trusted relationships with them
- Be free from harm and feel safe
- Actively shape their care and support, and feel able to make choices around what it should involve and how it should happen
- Involve families and unpaid carers in decisions, where it is appropriate and relevant. Families and carers will feel supported and happy with the care and support their loved one receives.

25. The working developed additional service-specific outcomes:

Adults home care service-specific outcomes

- Residents can access information and services online and through other relevant formats and feel digitally included with support from staff.
- Residents are supported through assistive technology where beneficial, with the right types of technology being utilised for individual needs.
- Residents have access to a level of flexibility in the care that they receive, which helps with crisis avoidance.

Children's home care service-specific outcomes

- Families and carers trust the service to be punctual, reliable and able to respond to their busy lives.
- Children and young people are supported to live as independently as they can, learn new things, and get involved with interesting and exciting activities in the community.
- Children and young people are supported to make and keep friends, and to feel part of the community.

Reablement service-specific outcomes

- Residents are motivated by their care and empowered to regain their independence.
- Residents have personalised outcomes for their reablement journeys, which care staff and residents are invested in and jointly work towards, alongside other multi-disciplinary team members.
- Residents are able to make choices on their care and support, feel well-sighted on care timelines and plans, and are active partners in shaping their experience of the service.

26. Following extensive engagement with neighbouring boroughs, providers, residents, and council and ICB staff (please see Appendix 1 for a summary of stakeholder engagement), the working group has proposed to introduce new elements in the future service models, these include:

- **All services: Strengthened partnership working**  
The council intends to develop close partnerships with providers to deliver the best service possible for residents together, and is seeking providers with a demonstrable commitment to partnership working at every level of service delivery. To this end, providers will be required to ensure managers have sufficient capacity to actively shape and participate in

partnership working, including attendance at a strategic open day at service commencement, a quarterly strategic working group discussing wider challenges and opportunities relating to the service, a monthly provider forum with Commissioning and Adult Social Care colleagues, to discuss operational challenges and participate in a community of practice with other providers, and mandatory attendance at a number of multidisciplinary meetings to develop consistent and close relationships with wider council and ICB staff. Providers will be required to nominate two named managers to attend regular signposting training and ensure up-to-date information about available services is disseminated among care staff for the benefit of residents, children, and young people. The successful reablement provider will be required to collocate with Intermediate Care Southwark in aid of building strong collaborative relationships: two Care-Coordination Coordinators will work from council offices at least two days a week and participate in the reablement service's weekly multi-disciplinary team (MDT) meetings.

- **All services: Innovation and outcomes-based commissioning**

As part of this commissioning exercise, Commissioning officers have explored introducing outcomes-based commissioning to adults' home care, with a view to encouraging providers to move away from the traditional 'time and task' model and instead focus on delivering a holistic, person-centred service. Outcomes-based commissioning with an associated outcomes-based payment model would represent a significant organisational cultural and administrative shift for the council, with potential associated risks to service quality. This suggests that innovative models would be best explored on a small scale via pilot programmes. As such, this procurement strategy recommends maintaining a cost and volume payment model for Adults' and Children's home care, and a block contract for reablement. However, the service specifications will stipulate providers must achieve specified service outcomes, which will be measured via an annual resident and family satisfaction survey, and must also engage in outcomes-based care planning for individuals. The service specifications will also stipulate the council wishes to work with providers to develop and test new innovative contracting models via pilot programmes, thus ensuring future providers are committed to working with the council to explore new approaches during the course of these contracts.

- **Adults' Home Care: language and cultural competency**

Southwark is a proudly diverse borough, with residents speaking over 80 different languages. The council is aware of some instances where contracted providers have been unable to meet the needs of residents due to language barriers, sometimes leading the council to spot purchase packages of care for these residents. Spot purchase providers either have a care worker who speaks the relevant language or is willing and able to use technology to assist with translation and communication. The council is keen to ensure all future adults' home care, children's home care and reablement providers in Southwark are culturally sensitive and committed to working flexibly to meet the language and cultural requirements of all

residents. All service providers will be expected to seek to match care workers with the same language and cultural background as the resident where possible. Where this is not possible, all service providers will be expected use technology, digital methods, or other translation services to effectively communicate with residents and their families.

- **Adults' home care: night-time care and support**

Historically, the council offered a 'Night Owls' service to provide overnight care visits, primarily to support residents with the management of active pressure ulcers. The service was provided by London Care via a block contract. Within the wider home care recommissioning exercise, Commissioning officers conducted a review of the service. This review found that while operational colleagues believe there is significant value in providing night support, which can prevent residents from needing more structured placements such as residential care, the current Night Owls service is consistently supporting less than seven residents at any one time. A new service of this size and nature would be financially unviable for providers and could instead be delivered through a wider home care service. The new adults' home care service will therefore include the provision of night-time support to a small number of residents where there is need.

- **Children's home care: Embedding Positive Behaviour Support (PBS) approaches**

Positive Behaviour Support (PBS) is an evidence-based approach to managing behaviour, which aims to enhance the quality of life of children and young people who display behaviours of distress. The council has adopted a PBS approach as best practice. Providers must nominate a named individual as the PBS Lead for the service, who will be responsible for disseminating learning relating to PBS, ensuring training and standards are upheld, and will be required to attend the Council's PBS Community of Practice.

- **Reablement: Enablement training and enablement framework**

Enabling care and support is the preeminent aspiration of the council for its reablement service, and is the key distinction between reablement services and long-term home care services. Residents supported through reablement services are unique in their need and potential for rehabilitation, and reablement care staff must be skilled and experienced in enabling approaches to effectively support residents to regain their independence. To ensure provider staff are sufficiently upskilled to be able to deliver enabling care, the provider will deliver an enablement staff training programme alongside standard required training. This will be delivered in partnership with the council, who will support the provider to develop an ongoing programme that staff must complete over the first year of employment and must be supported to continue to participate in the training programme following completion. Training will be delivered to staff in small groups, and staff must evidence key competencies to their supervisor which will inform and feed into supervision and professional development.

- **Reablement: co-location**

The council's Intermediate Care Southwark (the joint team between the council and GSTT) reablement service is structured into five different multi-disciplinary teams (MDTs), each responsible for reablement packages within one of the five geographical 'patches' (figure one). Intermediate Care Southwark has supported the current provider to align its operations in Southwark with the five patches GSTT/ICB 'patches' (figure one), so that each patch has dedicated Care Coordinator who regularly attends the relevant MDT meetings. This way of working has improved integrated working between the organisations, including information flow and collaboration around individual cases, as well as supporting provider staff to build stronger understanding and knowledge of the localities it serves. Intermediate Care Southwark wishes to build on this progress by introducing co-location as an enhancement to the existing service structure and patch working. By prioritising the building of strong interpersonal relationships, the service will be better positioned to deliver collaborative new initiatives such as the Enablement training programme. Colocation arrangements will include desk space being made available for two provider Care Coordinators, flexible working, with Provider Care Coordinators working a minimum of two days per week in Southwark Council offices with Intermediate Care Southwark, and a requirement for Care Coordinators to attend weekly in-person multidisciplinary team meetings for their assigned patch.

- **Reablement: Medicines management**

Reablement Service Leads identified that ensuring the accurate reporting and tracking of residents' medication is a key priority. To improve medicine management practice, the provider will nominate a member of its management to lead on medicines management and be the consistent contact and partner of the GSTT Integrated Pharmacy Team. The GSTT Integrated Pharmacy Team will conduct quarterly audits of the provider's medicines administration records (or MAR charts), where a sample of MAR charts will be selected at random for review, and will be reviewed for accuracy and compliance with medicines management standards. The provider's nominated medicines management lead will attend a quarterly audit meeting with the Integrated Pharmacy Team to review the outcome of the audit, and to embed learning and best practice into the service. The council will work closely with the provider to improve the outcome of the audit each quarter.

## Market considerations

27. According to independent analysis, the UK's home care market was valued at approximately £12.4 billion in 2024<sup>1</sup>. As more people are living longer and with more support needs, there is growing need and desire for home care, which residents often prefer to other alternative care arrangements, such as residential care. This growing preference is reflected in Southwark's ambition to

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<sup>1</sup> LaingBuisson Homecare Market Report, 2024.

deliver care that support residents to live independently at home for as long as possible.

28. England's home care market faces substantial workforce shortages, with 47% care providers struggling to fulfil commissioned hours<sup>2</sup>. Workforce recruitment and retention challenges can be exacerbated by low wages, particularly in London where the living wage is higher than elsewhere. Despite this national picture, in Southwark, the council's commitment to the Ethical Care Charter means the borough continues to successfully attract and retain high-quality care workers who are well supported and paid at least the London Living Wage.
29. Commissioning officers have conducted provider engagement and market research to develop a clear picture of the home care market in Southwark in 2024. Engagement has shown that Southwark hosts a lively home care market which includes large national, generalist care providers, medium sized regional providers, Small and Medium Enterprises (SMEs) and micro-providers, specialist providers, and a small number of known voluntary, community and social enterprise (VCSE) providers. Over the last ten years, over 30 organisations have registered, via the Care Quality Commission (CQC), branches in the borough to provide home care services.
30. The following key insights were made through provider engagement:
  - Thirty-seven providers responded to a market engagement questionnaire and specified hourly rates ranging between £19 and £25, with children's home care consistently in the upper limits of this range.
  - Providers cited the recruitment and retention of skilled staff as a key challenge for their operations.
  - Providers stressed the importance of clear communication and coordination between council staff, healthcare professionals, residents, families, and other local providers, in the delivery of a seamless and holistic service.
  - Providers expressed preferences for contract models which provide greater financial reliability, support flexible service delivery, and is responsive to resident need.
  - Providers most frequently recommended geographic lotting, citing logistical advantages, reduced travel time, and the ability to invest in local communities. Some smaller providers recommended lotting by care specialism.
  - The market survey also highlighted that delays to CQC inspections are preventing new, often smaller providers from entering the market.

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<sup>2</sup> Care England Social Care Insights, 2024.



## KEY ISSUES FOR CONSIDERATION

### Options for procurement route including procurement approach

31. The procurement route options considered within this recommissioning exercise are set out as follows:

#### **Option 1: ‘Do Nothing’: Allow the contracts to expire without a new service in place**

32. Doing nothing would result in the current contracts for adults’ home care, children’s home care, and reablement ending on 31 March 2026, with no strategically commissioned alternative in place.
33. In this scenario, to meet the needs of the 2,300 residents currently receiving support, the council would need to spot purchase services. Spot purchase rates are often higher than the rates secured via contracts, likely leaving the council in a worse financial position. Spot purchasing also reduces the council’s contractual and contract management levers for ensuring standards, and would remove the council’s ability to mandate compliance with the Ethical Care Charter. Additionally, the administrative burden of arrangement spot purchasing would place significant strain on the council’s Placements team.

#### **Option 2: Insourced provision**

34. Officers reviewed the options of insourcing services within the council. Insourcing can be a highly effective means of delivering services which are responsive, high quality, aligned to Southwark’s values, and tailored to local need.
35. The review took into account experiences from existing insourcing programmes in Southwark, benchmarking findings from insourced services in Greenwich and Hackney, and practical and financial implications of establishing insourced home care and reablement services in Southwark.
36. The table below sets out high-level advantages and disadvantages of insourcing home care and reablement services:

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• All costs incurred will be spent on service delivery rather than provider profits.</li> <li>• The council would retain control over service standards, quality control, and improvement.</li> <li>• The council would have complete control over care activity and delivery,</li> </ul>	<ul style="list-style-type: none"> <li>• Insourcing all roles would forgo the opportunity to harness wider expertise and best practice from reputable leading providers.</li> <li>• Insourcing would require buildings with sufficient office space to host teams, which may require additional funds.</li> <li>• Insourcing would reduce the choice of providers available to residents and would reduce diversity in the market.</li> </ul>

Advantages	Disadvantages
<p>including the staffing model.</p> <ul style="list-style-type: none"> <li>• The council could ensure that services retain a 'public service' ethos, and ensure consistency with respect to organisational values, vision, and priorities.</li> <li>• Insourcing would contribute to community wealth building by creating many well-paid, stable jobs for local people, and retaining wealth for the benefit of the community.</li> <li>• Insourcing can improve local workers' rights by providing jobs with good terms and pay. This would bolster Southwark Council as an 'employer of choice'.</li> <li>• There are practical advantages to insourcing, including aligned IT systems, care plans, and rota management integrated across all schemes.</li> </ul>	<ul style="list-style-type: none"> <li>• Insourcing would concentrate risk onto one provider – the council. Should a problem arise with the service, this may have impact across the borough, rather than a single lot commissioned to a single provider.</li> <li>• National labour shortages are likely to cause significant delays to the recruitment of care staff, which may in turn prevent the operationalisation of services within reasonable time of current contracts completing. Recruitment challenges have caused delays to insourcing projects elsewhere in Southwark and it should be noted that for these services a significant recruitment campaign would need to take place as there are currently no staff in place who can deliver these services.</li> <li>• Benchmarking research has demonstrated insourcing is likely to be considerably more expensive than an externally commissioned service; up to £100 per hour (as compared to the commissioned current rate of between £21.56 - £22.84 per hour). Savings would need to be made elsewhere in order to deliver significant savings commitments in the Medium-Term Financial Strategy.</li> <li>• In-sourcing forgoes the opportunity for the council to shape the market toward greater choice, control, and social value for Southwark residents.</li> </ul>

37. Whilst there are examples within Southwark of successful self-contained insourced services, adults' and children's home care and reablement services support over 2,300 residents living across the borough - to insource services of this size would require significant financial and human resource investment to design and mobilise, of a magnitude not yet seen in boroughs across London.
38. The size of the services within the scope of this recommissioning exacerbates the level of risk the council would need to accept if it were to embark on insourcing any one of adults' home care, children's home care, or reablement services. Provider and benchmarking engagement strongly warn of recruitment challenges faced by the sector, which would likely impede the timely

mobilisation of a new service and would present an ongoing risk requiring intensive management.

39. For the reasons set out above, insourcing is not recommended as the most suitable delivery model for adults' home care, children's home care, or reablement services. As noted in paragraph 25, the council is committed to exploring innovative models for adults' home care, children's home care, and reablement on a small scale via pilot programmes, and this could be a more suitable means of exploring insourcing in the future.

### **Option 3: Carry out a strategic competitive procurement (recommended option)**

40. The recommended procurement route is the strategic commissioning of home care and reablement services via a competitive tender process. This option is recommended for the following reasons:
  - Residents and the council will benefit from the expertise and experience of leading, reputable providers, who are experts in delivering home care and reablement services. By harnessing the expertise of diverse providers, both large and small, the council will be well-placed to collaborate on future service improvements and innovations.
  - The commissioning of a number of providers will promote choice for residents, and ensure risk is distributed across the service, rather than concentrated in a single in-house team.
  - The Commissioning Department intends to cultivate strong relationships with providers, and delivering strong home care and reablement services in partnership with providers is an opportunity to ensure quality within the market and build Southwark's reputation as a council who values high quality care services.
  - Commissioning will be considerably less expensive than insourcing, with market engagement suggesting rates between £19 and £25 per hour compared to up to £100 per hour for insourcing, meaning it will deliver better value for money for the Council and residents.
  - The proposed procurement approach will enable smaller organisations including voluntary sector organisations and co-operatives to bid to deliver care, as the proposed approach includes opportunities well suited to the skills and capacity available within smaller organisations in Southwark, as demonstrated through the market engagement carried out.
  - Officers in Integrated Commissioning are currently working with officers in Sustainable Growth to explore the local authority's role in promoting co-operative development for the care sector, building on lessons learnt from a pilot undertaken with the London Borough of Hackney and the London Office of Technology and Innovation.

### **Lotting approach**

41. The proposed approach to lotting considers multiple factors which vary between the adults' home care, children's home care, and reablement services. Factors include balancing risk and instilling resilience across the service;

realising economies of scale; delivering choice to residents; attractiveness to providers and viability; harnessing provider expertise and knowledge sharing; and practical delivery. This report sets out the lotting options considered for each service area.

#### Adults home care: lotting approach

42. Providers currently deliver over 2,000 home care packages for adults, commissioned by the council. To ensure the service is resilient and risk is distributed between a number of providers, the service will be divided into lots.
43. Commissioning officers first considered sub-lotting according to either geography or level of need. Key considerations relating to each approach are set out below.

#### **Geography**

The majority of providers recommended, via a Prior Information Notice (PIN) and follow up interviews, that a geographical approach to lotting supports service logistics by reducing journey times between care visits – this mitigates against rushed visits and makes the service more economically viable for providers to deliver. Costs saved on travel time can be reinvested in other elements of the service model.

Geographic lots are used in all the neighbouring boroughs Commissioning officers engaged through benchmarking research, who cited benefits relating to:

- Encouraging providers to develop a deep understanding and investment in their respective locality and its communities - this supports the delivery of culturally competent care.
- Supporting providers to develop consistent relationships with the relevant council staff, local services, and connect with the local system. This enables providers to deliver seamless and holistic care and support for residents.

#### **Level of need**

Council and ICB colleagues identified that a key priority for the recommissioning is the improvement of home care services for residents who require more specialist care and support, including for residents with more complex needs.

The current service spot purchases approximately 7% of all care packages, primarily for residents who require more specialist care and support than that delivered by the contracted providers, such as those who have a number of interacting needs. Market engagement suggests there is a healthy market of smaller specialist providers who are able to support residents with specialist needs currently supported through spot purchasing.

Formalising a specialist provision through the new service model would:

- Allow the council to develop close and consistent partnerships with specialist providers. Through these partnerships, the council would be

better placed to respond to changing specialist needs among residents by working with providers to upskill, adapt, and to share and adopt best practice.

- Standardise pricing across specialist providers of the same type.
- Seek and formalise relationships with providers who can consistently support residents with higher levels of need.
- Create contractual opportunities for SMEs to deliver home care in Southwark to smaller cohort of residents.

44. This report recommends two lots for adults' home care. Lot 1 for the core provision to include sub-lotting the adults' home care provision by geography and Lot 2 will establish a framework of providers to provide specialist care and support. , A combined approach will ensure the service benefits from a localised provision which is able to support the majority of adults requiring home care, with specialist provision available as required, delivering across the whole borough, to ensure all residents have access to the right level of support.

#### 'Core' provision

45. Commissioning officers considered three separate geographies on which to base the lotting of the 'core' provision: GSTT and Intermediate Care Southwark-adopted 'patches' (figure one, below), 'neighbourhoods', and Local Care Networks. Key considerations relating to each are as follows:
- **GSTT Intermediate Care 'patches':** GSTT patches divide the borough into five areas (North West, North East, Central West, Central East, and South), with between 230-650 adults drawing on home care residing in each. The patches are intuitive due to each's distinctive demographic make-up and local character. Services organised around the patches are able to invest in understanding the character of their respective patch and deliver care and support which is tailored to local communities. The reablement service currently structures its multi-disciplinary teams (MDTs) around the GSTT patches, and so this option would create alignment between the two services, facilitating collaboration between providers and simplifying referral pathways between each service. This could have an especially positive impact for residents transitioning from the reablement service into the longer-term adults' home care service.
  - **Local Care Networks:** the current adults' home care service is lotted geographically, according to Southwark's North and South Local Care Networks. Local Care Networks are no longer used in the organisation or operation of adults' services and therefore to continue their use for adults' home care would forgo the opportunity to bring the service in alignment with wider adults' services.
  - **Neighbourhoods:** national policy supports the development of neighbourhood-based working to deliver joined-up care and meet an increasing complexity of need seen in communities. In Southwark, neighbourhood working is under development, however the configuration of neighbourhood boundaries is not expected to be agreed within the required timelines of this report.



46. This report recommends the lotting of the 'core' adults home care provision using the five GSTT/Intermediate Care 'patches', bringing adults' home care in alignment with the reablement service and establishing geographies with strong identities, to which providers can tailor their services.
47. The estimated number of residents to receive adults' home care in each geographic area is as follows:
  - North West (Borough, Walworth): 590 residents
  - Central East (Peckham): 640 residents
  - North East (Rotherhithe and Bermondsey): 280 residents
  - Central West (Camberwell): 290 residents
  - Southern (Dulwich): 230 residents
48. Benchmarking research indicates that viable lots that balance service sustainability, feasibility for providers, and risk, should support approximately 230 residents. In order to provide choice to residents within each geography, build resilience, and ensure the number of packages are feasible for providers, this report recommends three providers should be sought for the two larger lots (North West and Central East) and two providers should be sought for each of the three smaller lots (North East, Central West, and Southern).
49. In order to apportion packages in numbers that are commercially viable for providers, each sub-lot will have a 'primary' provider, who is expected to receive the majority of referrals, and one or two 'secondary' providers, who will play a supporting role. Secondary providers are expected to be either SMEs, or larger primary providers to another 'core' lot (please see paragraph 49 for bidder restrictions). Bidders will be permitted to tender for all lots however the award of contracts will be subject to the limitations set out in paragraph 49.
50. In the interests of market sustainability, to ensure the service is a commercially attractive to prospective providers, to offer choice of services to residents, and to develop meaningful partnerships with and between a pragmatic number of Providers, the following bidder restrictions will apply:
  - The council reserves the right not to award more than one primary provider contract to providers within the same Parent Company or to the same provider.
  - The council reserves the right not to award more than two contracts in total to providers within the same Parent Company or to the same provider.
  - Providers cannot be awarded both a primary and secondary contract within the same sub-lot.



**Figure one:** Geographical lot boundaries

#### Specialist provision

51. An additional lot will be commissioned for specialist provision, with different expertise and staff skillsets required. The specialist lot will adopt the following eligibility criterium to ensure that the 'core' provision remains supporting all those suitable, and referrals to the specialist lot are fair and appropriate. Eligibility criteria have been developed in consultation with council and ICB colleagues.

Cohort	Eligibility criteria
Specialist	<p>Residents eligible for specialist home care packages will have a number of needs, conditions, and attributes, <b>the interaction of which</b> means they will require a more specialist level of support. This may include residents that:</p> <ul style="list-style-type: none"> <li>• Demonstrate behaviours of distress</li> <li>• Are reaching end-of-life</li> <li>• Require level three medication management (please see 'Medication management' for detail around what this involves)</li> <li>• Are experiencing home environmental risks or mismanagement, including hoarding, pest risks, and hygiene risks</li> </ul> <p>The council will retain the right to determine when a resident has needs that require specialist support via this lot.</p>

52. The Council will determine whether a resident should be supported through the specialist lot provision and will retain a level of discretion when determining referrals to ensure residents are supported with the most consistent and beneficial care and support, and that services operate sustainably. It is estimated that the council will make between 50 and 100 referrals to the specialist lot per year.

#### Reablement: lotting approach

53. Approximately 150 residents are supported by reablement services in Southwark at any one time, delivered by a single provider through a block contract of 1,400 hours per week. The current provider has successfully been able to deliver the 1,400 hours per week set out by their contract.
54. For the future service, the number of residents supported at any one time is expected to remain the same. As such, and in the interests of building strong partnership working essential to the service and the new collaborative enablement programme and medicines management initiatives set out in paragraph 25, this report recommends structuring the reablement service through a single lot covering the whole borough, awarded to one provider.

#### Children's lotting approach

55. The children's home care service currently supports approximately 150 children via a single lot framework comprising of three providers. Commissioning officers have explored the viability of a geographic lotting approach for children's home care in line with adults' home care. However, there are currently less than 10 children's home care packages delivered in the South of the borough. This indicates that a geographic lotting approach in line with the adults' service would not be commercially viable for many large or medium-sized providers.
56. Following consultation with children's council officers and providers, this report recommends structuring the service through a single lot covering the whole borough, awarded to a maximum of three providers. This will:
- Enable the council to develop and manage strong partnerships with a pragmatic number of providers.
  - Deliver choice to children and families in every part of the borough.
  - Be accessible to both large and small providers, given the minimum number of children or young people a large provider would likely support is 50. By establishing a flexible call-off regime which will be awarded according to capacity and competency, the council will be afforded the flexibility to award to any combination of provider types, including smaller or community-based providers.
57. Children's and adults' home care are very different services in terms of the skills required of staff, and the outcomes each are intended to deliver. As such, it is important that staff delivering adults' home care do not also deliver children's home care. To enforce this, providers to the adults' home care lots will not be able to provide to the children's lot, and vice versa, unless the

provider is registered with the CQC to deliver services for children and care workers have appropriate training to work with children.

### **Contract structure**

58. The proposed contract structure for each service area varies, along with the reasons supporting the proposals.

#### Adults home care: contract structure – ‘Core’ provision

59. Each geographical lot within the core provision will be delivered by one primary provider and either one or two secondary providers. Individual contracts will be awarded to each provider. See paragraphs 46-48 for further information.
60. Payment for adults’ home care core provision will be made on a cost and volume basis. Commissioning officers have explored alternative payment models, however, due to the variability of demand a block contract is not appropriate and, based on the reasoning set out in paragraph 25, an outcomes-based payment model is not recommended at this time. Commissioning officers are committed to working with adults’ home care providers to explore outcomes-based payment models via pilot programmes throughout the course of the new contracts.

#### Adults’ home care: contract structure – ‘Specialist’ provision

61. Providers of the specialist lot will be expected to deliver packages of care across the borough. As such, Commissioning and Procurement officers recommend providers to be part of a framework agreement. During the tender process, providers will be invited to bid for the specialist lot. The ‘specialist’ lot is estimated to support 50-100 residents per year, and as such, there will be a maximum of three providers on the framework. The council will retain the discretion to provide a package of care to a provider within the framework based on the resident’s needs, profile and care plan. This contracting approach is deemed most suitable to provide the council with the flexibility to award referrals to the most appropriate provider. This approach will also provide opportunities for smaller SME or voluntary organisations to enter the market in Southwark.
62. Payment for adults’ home care specialist provision will be made on a cost and volume basis for the same reasons as those outlined in paragraph 59.

#### Children’s home care: contract structure

63. Children’s home care providers will be expected to deliver packages of care for children located across the entire borough. As such, Commissioning and Procurement officers recommend providers to be part of a framework agreement. The service is expected to support approximately 150 children per year, and therefore a maximum of three providers will be part of the framework to ensure all providers receive a sufficient number of packages to ensure

financial sustainability. Providers will be offered first refusal of a new package on a rotational basis, to ensure fairness. There will be a limitation stating that any providers of adults' home care in Southwark cannot also deliver children's home care in Southwark unless the provider is registered with the CQC to deliver services for children and care workers have appropriate training to work with children. This restriction is being introduced to ensure children's home care is delivered by staff with the specialist skills required to work with children.

64. Payment for children's home care provision will be made on a cost and volume basis. Block payments and outcomes-based payment models are not recommended for the same reasons as those outlined in paragraph 59.

Reablement: contract structure

65. Payment for the current reablement service is made via block payment, with the service expected to support approximately 150 residents at any one time, at an estimated 1,400 hours per week. The future contract is expected deliver the same level of service. Due to the consistency of hours required under the contract, a block payment is considered the most appropriate payment model for the future service and this payment model also supports the provider to work flexibly to meet the needs of residents. Contract management processes will include quarterly contract reconciliation to balance periods of underactivity with periods of overactivity, ensuring payments are on average aligned to the level set by the annual block, as well as an annual review of the contract to assess the actual care hours delivered in that given year, and to make any necessary adjustments to the annual block level.
66. As part of the recommissioning exercise, Commissioning and Operational officers explored introducing an outcomes-based financial incentive model. However, the reablement service is delivered as a partnership between residents, the care provider, and multi-disciplinary therapeutic and nursing staff within Intermediate Care Southwark, and positive outcomes would therefore be difficult to attribute to a single organisation within the partnership. This could potentially lead to the care provider receiving a financial reward for outcomes that may have in fact been achieved based on the work of other organisations within the partnership.

**Identified risks for the procurement**

Risk	Risk Rating	Mitigation
As this is the council's first major procurement under the Procurement Act	Medium	The Cabinet Office has organised training webinars for providers and has provided guidance documents on their website. Council Procurement officers will circulate



Risk	Risk Rating	Mitigation
2023, providers may not be sufficiently informed of the changes under the new regulations.		reminders of these webinars to providers signed up to the Portal. On 24 February 2025, Procurement officers will circulate a notice to providers reminding them of where they can access information on the Procurement Act 2023.
Service specifications do not address residents care needs within Southwark	Low	Consultation with operational and commissioning staff, residents, and providers, over the development of the service specifications. This has already been completed and feedback sought and actioned.
Providers awarded contracts are unable to deliver services within agreed costs	Medium	<p>The rates for each lot and service are based on the 2023-24 London Living Wage and associated benchmarked costs.</p> <p>Services to be reviewed as part of Annual Price Review process, including prior to the commencement of the contract in 2025/26.</p>
Providers awarded contracts do not align to the vision for each service area.	Low	A clear vision and service model has been established, in consultation with Providers. Detailed service specifications, clear tender guidelines, evaluation methodologies, and market engagement will ensure Providers understand and can deliver the vision. Embedding the vision for each service will also be a key part of the mobilisation process.
There is insufficient interest and/or quality among Providers to bid	Low	Provider consultation and benchmarking indicates there is sufficient market interest and quality. Information from other local authorities who have tendered for similar services recently indicates there will very likely be a high level of interest in the market to bid for these services.
A procurement challenge is issued against procurement decision	Low	<p>Detailed service specifications, cost modelling, and evaluation criteria have been developed to ensure the procurement process is fair and transparent.</p> <p>Legal and Procurement colleagues have supported the development of the</p>

Risk	Risk Rating	Mitigation
		Procurement to minimise risks of challenge.
The council does not have the capacity to run 3 major procurements concurrently	Low	Commissioning officers and Operational officers are confirming evaluation panel members in January 2025 to ensure availability.

### Key / Non Key decisions

67. This report deals with a key decision.

### Policy Framework Implications

68. Adults' home care, children's home care, and reablement services are essential services for supporting Southwark residents and their families and unpaid carers to live well and independently, preventing the need for more costly forms of care such as residential care or periods of hospitalisation. In establishing a new model for home care that better meets the needs of Southwark residents, the council will be better able to deliver its commitments and duties set out in the following key policy documents and legislation:

- The Southwark 2030 Delivery Plan (2022-26), which includes commitments that 'Southwark residents will have access to good quality home care'; and that 'the council will support all unpaid carers'.
- The council's Joint Health and Wellbeing Strategy (2022-27), which recognises the importance of ensuring there is good quality, coordinated care and support available to people in their own homes and local neighbourhoods.
- The council's Fairer Futures Procurement Framework, which sets out the expectation that all of the council's procurement activity will be undertaken to the highest ethical, sustainable, and responsible standards and within a robust and transparent governance framework.
- The impending Procurement Act 2023, which dictates additional reporting and transparency obligations.

69. The Care Act 2014, for which care at home and reablement directly responds to as follows:

- To promote individuals' well-being (PART 1 Section 1).
- To contribute towards preventing or delaying the development by adults in its area of needs for care and support (PART 1 Section 2a).
- Duty to meet needs for care and support (PART 1 Section 18).

70. Nursing and personal care are regulated activities under Schedule 1 of the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014. All

providers carrying out regulated activity must be Care Quality Commission (CQC) registered.

## Procurement Project Plan (Key Decisions)

71.

Activity	Complete by:
Enter Gateway 1 decision on the Forward Plan	01/01/2025
DCRB Review Gateway 1	15/01/2025
CCRB Review Gateway 1	23/01/2025
CMT Review Gateway 1	04/02/2025
Brief relevant cabinet member (over £100k)	11/02/2025
Notification of forthcoming decision - Cabinet	03/03/2025
Approval of Gateway 1: Procurement strategy report	11/03/2025
Scrutiny Call-in period and notification of implementation of Gateway 1 decision	20/03/2025
Completion of tender documentation	21/03/2025
Publication of Find a Tender Service Notice	24/03/2025
Closing date for receipt of expressions of interest	08/04/2025
Completion of short-listing of applicants	18/05/2025
Invitation to tender	19/05/2025
Closing date for return of tenders	17/06/2025
Completion of any clarification meetings/presentations/evaluation interviews	25/07/2025
Completion of evaluation of tenders	04/08/2025
Forward Plan (if Strategic Procurement) Gateway 2	25/08/2025
DCRB Review Gateway 2:	10/09/2025
CCRB Review Gateway 2	18/09/2025
Brief relevant cabinet member (over £100k)	07/10/2025
Notification of forthcoming decision	29/10/2025
Approval of Gateway 2: Contract Award Report	06/11/2025
Contract awards notice published	06/11/2025
End of scrutiny Call-in period and notification of implementation of Gateway 2 decision	13/11/2025
Debrief Notice and Standstill Period (if applicable)	19/11/2025
Contract award	18/12/2025

Add to Contract Register	18/11/2025
TUPE Consultation period	31/03/2026
Place award notice on Find a Tender Service	18/11/2025
Contract start	01/04/2026
Initial contract completion date	31/03/2030
Contract completion date – (if extension(s) exercised)	31/03/2034

### **TUPE/Pensions implications**

72. Transfer of Undertakings (Protection of Employment) regulations are highly likely to apply as a result of this procurement. Appropriate due diligence is being conducted and will be complete before the procurement process commences, and providers will be advised of the outcome of this due diligence in the council's tender documentation, as well of sight of a provisional TUPE list as part of the procurement documentation.

### **Development of the tender documentation**

73. The tender documents will be drafted by the Children's and Adults' Procurement Team and will be informed by the output of the working group for this project. Officers from the procurement team will ensure the tender documents comply with the new regulations under the Procurement Act 2023 and seek legal advice where necessary.
74. Regular Working Group meetings have taken place prior to the delivery of this report to provide strategic oversight and ensure delivery. The Working Group includes representation from Integrated Commissioning and operational leads in Adult Social Care. Additional support, advice and expertise have been provided by HR, Finance, Procurement, and Legal as appropriate. External legal and procurement assistance may also be sought given this is the first tender under the Procurement Act.

### **Advertising the contract**

75. The tender will be conducted under the new Procurement Act 2023 (PA2023) regulations and will be issued via the Council's e-tendering platform ProContract and the procurement team will ensure the advertising process is compliant with the Procurement Act 2023.

### **Evaluation**

76. Tenders submitted will be evaluated on a 'price per point of quality' (PPPQ) basis. This means the bidder offering the best ratio of high service quality

versus unit price will be ranked highest within each lot/sub-lot. The evaluation will comprise of four stages.

77. A summary of the successive stages is listed in the following table:

Stage	Description
1. PSQ stage	<p>The new Procurement Specific Questionnaire (PSQ) replaces the Standard Selection Questionnaire (SQ) and is a streamlined and structured means to pre-qualify bidders.</p> <p>An initial pre-qualifying question will ensure bidders have the required registration with the Care Quality Commission (CQC).</p> <p>The questionnaire will assess four key areas:</p> <ol style="list-style-type: none"> <li>1. Supplier Information: Legal, financial, and operational data.</li> <li>2. Exclusions and Debarment: Verification against mandatory and discretionary exclusion grounds.</li> <li>3. Conditions of Participation: Assessment of financial standing, technical capability, and compliance.</li> <li>4. Project specific questions: past experience and knowledge.</li> </ol> <p>The key areas 1 to 3 will be assessed on a Pass/Fail basis. Key area 4 will be scored with a minimum score threshold and bidders will be ranked in order of the highest scores.</p> <p>There will be a shortlisting stage which will set a maximum number of bidders for each lot/sub-lot that can succeed past this stage. Bidders who have met the minimum criteria who have scored the highest will be shortlisted.</p> <p>This PSQ stage will limit the pool of bidders progressing to the invitation to tender stage.</p>
2. Tender Evaluation Stage	<p>The tender evaluation will comprise method statement questions and a pricing schedule. A PPPQ evaluation will be conducted at this stage.</p> <p>Six concise questions that cover key elements of the service specifications including service delivery, service outcomes, partnership working, workforce, mobilisation, and social value.</p> <p>The 'social value' question will ask bidders to choose at least two initiatives from a given list of social value</p>



Stage	Description
	<p>initiatives, and describe how they will deliver their chosen initiatives (please see paragraphs 85-87 for full details).</p> <p>Bidders will also be asked to complete a scenario-based question, designed to assess their approach to a wide-reaching care and support scenario.</p> <p>For adults' core home care and reablement, the top three highest ranked bidders for each lot/sub-lot according to the PPPQ evaluation will be shortlisted to be invited to the next stage (bidder presentations). For adults' specialist home care and children's home care which will be a framework agreements, a higher number of providers will be shortlisted and invited to the next stage.</p>
3. Bidder Presentation stage	<p>Bidders will be asked to attend an in-person meeting to give a presentation to an evaluation panel. The presentation will be scored and will form part of the final PPPQ score.</p> <p>The presentation will involve a pen picture scenario based around the relevant cohort.</p> <p>Residents drawing on services, unpaid carers, and social workers to feature on the panel for this element.</p>
4. Final evaluation stage	<p>Upon completion of the bidder presentation stage, the scores for the written submission and the presentation will be added together to form a total quality score. The final PPPQ score will be calculated by dividing the price by the quality score to achieve a PPPQ score.</p> <p>The bidders with the lowest PPPQ score in each lot/sub-lot will be ranked highest and selected as preferred providers.</p>

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

### Community impact statement

78. High-quality home care and reablement services benefit local people in a range of ways, including:
- Providing a positive impact on the health, wellbeing, and independence of a wide cohort of residents who need extra support to live well in the community.
  - Through rehabilitation and therapy, enabling residents at a specific point in their lives to live independently again in their community, in many cases without the need for long-term care.
  - By delivering essential support to residents, so that they can live happy and

fulfilled lives in the heart of their neighbourhoods and communities.

79. The providers will be expected to continue to comply with the Southwark's Ethical Care Charter (SECC) which includes, but not limited to, the following:
- Care workers will be paid at least the London Living Wage (LLW)
  - Clients will be allocated the same care worker wherever possible
  - Care workers will be paid for their travel time
  - Care workers will be covered by occupational sick pay schemes
  - Care at Home workers will be trained (at no cost to individual care workers)
  - Zero-hour contracts will not be used in place of permanent contracts for care workers, unless requested by the care worker

### **Equalities (including socio-economic) impact statement**

80. The Public Sector Equality Duty under section 149 of the Equality Act 2010 requires the council, when exercising its functions, to have due regard to:
- The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010
  - The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and
  - The need to foster good relations between those who have protected characteristics and those who do not.
81. A draft health and equality impact assessment has been completed and a range of mitigating actions have been identified (please see Appendix 2). This will be reviewed, updated and finalised as part of the Gateway 2 report for this procurement.

### **Health impact statement**

82. Adults' home care, children's home care and reablement aim to support the health and wellbeing of Southwark residents, providing essential care and support for residents and families, helping individuals to live healthy lives in the community for as long as possible.
83. A full health and equality impact assessment has been completed and a range of mitigating actions have been identified (please see Appendix 2). This will be reviewed, updated and finalised as part of the Gateway 2 report for this procurement.

### **Climate change implications**

84. Following council assembly on 14 July 2021, the council is committed to consider the climate change implications of any of its decisions. Green New Deal thought leadership has identified care as the sector most necessary to grow to support a green national infrastructure.
85. Providers will be encouraged to engage in the following practices that support climate change:

- To utilise transportation with a reduced carbon footprint, including walking, cycling, use of electric or hybrid vehicles, or carpooling (for double-handed care).
- To optimise route planning through use of software, to reduce unnecessary journey length.
- To identify energy-saving opportunities when entering residents' homes such as turning off appliances not in use and to educate residents on energy-saving practices.
- To minimise use of single-use plastics when delivering care.
- To encourage residents to recycle.
- To prioritise environmentally friendly and ethically sourced products, such as biodegradable cleaning materials.
- To adopt paper-less systems for documentation and communication.
- To ensure all staff understand the importance of climate-friendly practices and are equipped with the knowledge to implement these practices.

### **Social Value considerations**

86. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the well-being of the local area can be secured.
87. Providers wishing to deliver adults' home care, children's home care and/or reablement will be required to respond to a 'social value' method statement where they will be asked to choose at least two initiatives from a given list of social value initiatives and describe how they will deliver their chosen initiatives. The relevant initiatives will be developed by the working group and will align with the council's Fairer Future Procurement Framework. The chosen initiative for the successful bidders will then form part of their KPI return to enable monitoring of social value for these contracts. The quality of this written submission will be scored and will inform the council's methodology for determining successful providers.
88. The providers will also be expected to continue to comply with the Southwark's Ethical Care Charter (SECC), as discussed in paragraph 79. Compliance with SECC will ensure staff are paid a fair wage and are compensated appropriately for the important care work they carry out for Southwark residents. Compliance with the SECC also supports local providers to recruit and retain high quality care workers, many of whom are local residents from Black and Global Majority communities.

### **Economic considerations**

89. Adults' home care, children's home care and reablement services are a cost-effective way of ensuring residents are able to remain living well in their own homes. The service supports people to maintain their mental and physical health and wellbeing; live independently in the community; and may ultimately delay or prevent the need for more structured, costly placements such as Residential Care.

90. These services also represent an opportunity to generate local employment opportunities for people living in the borough.

### **Social considerations**

91. Adults' home care, children's home care and reablement services are essential for supporting the independence, health, and wellbeing of Southwark residents by enabling residents to live well in their own homes.
92. A full health and equality impact assessment has been completed, including consideration of how to support the wider wellbeing of residents, such as social isolation, and a range of mitigating actions have been identified (please see Appendix 2). This will be reviewed, updated and finalised as part of the Gateway 2 report for this procurement.

### **Environmental/Sustainability considerations**

93. Providers will be encouraged to engage in a range of practices that support environmental and sustainability goals, as outlined in paragraphs 83-84.

### **Plans for the monitoring and management of the contract**

94. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The Report Author must ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.
95. The contract will be performance managed by the contract monitoring team in Children and Adult Services in conjunction with operational service leads from Social Care. Managing and monitoring of the contract will include:
- Compliance with the specification;
  - Performance measurement of the provider;
  - Resident outcomes;
  - Resident satisfaction;
  - Stakeholder satisfaction; and
  - Annual Performance Report to Departmental Contract Review Board and Corporate Contract Review Board, within six months of the contract anniversary.
96. The following Key Performance Indicators (KPI) have been developed by the recommissioning working group to monitor the performance of each contract (please note the relevant service listed against each KPI criterion in the right-hand side column):

Key performance indicator	Criterion	Standard	Service area
Meeting regulatory standards	Provider must maintain at least a 'Good' CQC rating throughout the lifetime of the contract	'Good' rating = mandatory	Adults' home care, children's home care, reablement
Maintaining a consistent and responsive experience of care and support for residents	% of mutually agreed missed visits (as a proportion of missed visits)	80% (year 1) 85% (year 2) 90% (year 3)	Adults' home care, children's home care, reablement
	% visits starting on time	80% (year 1) 85% (year 2) 90% (year 3)	Adults' home care, children's home care, reablement
	% visit details recorded at the time of visit (rather than retrospectively)	80% (year 1) 85% (year 2) 90% (year 3)	Adults' home care, children's home care, reablement
	<i>[For those with double-handed care only]</i> % visits with both carers arriving within 10 minutes apart from each other	80% (year 1) 85% (year 2) 90% (year 3)	Adults' home care, children's home care, reablement
	% of resident feedback acknowledged to within 3 business days, and responded to in 10 business days	80% (year 1) 85% (year 2) 90% (year 3)	Adults' home care, children's home care, reablement
Maintaining a well remunerated, well supported workforce	Metric relating to enablement training programme, to be agreed on mobilisation	To be agreed on mobilisation	Reablement
	% staff paid London Living Wage	100%	Adults home care, Children's home care, Reablement
	% staff turnover	Progressive standard (one for care staff, and one for	Adults home care, Children's



Key performance indicator	Criterion	Standard	Service area
		operational staff) to be agreed on contract award	home care, Reablement
	% of staff on zero hours contracts	Progressive standard to be agreed on contract award	Adults home care, Children's home care, Reablement
	% staff receiving at least one hour of formal supervision per month	100%	Adults home care, Children's home care, Reablement
	Metric around training for supporting children and young people with autism, to be agreed on mobilisation	To be agreed on mobilisation	Children's home care
Delivering social value for Southwark and its communities	Criterion to be agreed at contract award, based on social value commitments set out within provider bid	To be agreed on mobilisation	Adults home care, Children's home care, Reablement
Delivering a quality service and	Proportion of residents drawing on services from the preceding year to submit annual survey	80% (year 1) 85% (year 2) 90% (year 3)	Adults home care, Children's home care, Reablement
	'I' statements as outcomes measures, in line with the service outcomes for each individual service as specified in the service specification, to be gathered via annual survey	80% agree or strongly agree (year 1) 85% agree or strongly agree (year 2) 90% agree or strongly agree (year 3)	Adults home care, Children's home care, Reablement

97. Key performance indicators and softer performance indicators will be reviewed on a quarterly basis throughout the life of the contract, with outcomes reviewed annually following the annual resident survey. Providers will submit activity and performance data to the Council via a standardised Data Return spreadsheet within two weeks of the quarter end. Additionally, the providers are expected to submit data detailing care hours delivered per resident every four weeks. The council may spot check and audit service documents and provision to ensure contract compliance and quality assure practice throughout the life of the contract.

### **Staffing/procurement implications**

98. Procurement will deliver all pretender documentation, market engagement, and manage contract evaluation, award, and the preparation of a subsequent Gateway 2 report. The Children and Adults Services Procurement Manager is responsible for resourcing the Procurement function to deliver this work.

### **Financial implications**

99. The adults' home care contracts will be activity based (cost and volume). The total annual value of the contracts is estimated to be £31,494,000, at a total value of £251,952,000 over the life of the contracts including extension options, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026. As the contracts will be activity-based, the estimated contract value is subject to change due to the level of activity and the needs of the residents drawing on services, as assessed against national Care Act eligibility criteria. The contract values through the life of the contract will also be subject to annual inflationary negotiations which will affect the estimated maximum contract value.
100. The children's home care contracts will be activity based (cost and volume). The total annual value of the contracts is estimated to be £984,000, at a total value of £7,871,000 over the life of the contracts including extension options, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026. As the contracts will be activity-based, the estimated contract value is subject to change due to the level of activity and the needs of the residents drawing on services, as assessed against national Care Act eligibility criteria. The contract values through the life of the contract will also be subject to annual inflationary negotiations which will affect the estimated maximum contract value.
101. The reablement contract will be a block contract at an estimated annual value of £1,718,000 and an estimated total value of 13,744,000 over the life of the contract including extension options, noting that this estimated cost may be subject to inflationary increases prior to the contract start in 2026. The contract value through the life of the contract will also be subject to annual inflationary negotiations which will affect the estimated maximum annual contract value.
102. The values provided in paragraphs 98-100 and in the table in paragraph 104 indicate the forecast spend on adults' home care, children's home care and

reablement for 2025/26. These values have been calculated based on projected spend in 2024/25 and applying an average 4.5% inflationary uplift as an assumption. As these contracts will commence in 2026/27, these values may be subject to a further inflationary uplift prior to the contract start, as part of the annual price review process in 2026/27.

103. Adults' home care, children's home care and reablement services are part-funded from Better Care Fund, Improved Better Care Fund and Adults Social Care Discharge grants. There are significant pressures in the current adults' social care packages areas, including home care. These budgets will be subject to inflationary growth as well as budget challenge approved efficiencies prior to start of the contracts. Home care and reablement services are part-funded from Better Care Fund, Improved Better Care Fund and Adults Social Care Discharge grants. Decisions on allocating growth in these funding streams prior to start of the contract will prioritise these statutory services.
104. The council recognises that paying a fair price for high quality care is important for the sustainability of the home care and reablement sector (which continues to see organisations entering the market) and therefore procurement exercises, which are both transparent (i.e. advertised) and values-based (e.g. Southwark's Ethical Care Charter), are the most objective way of securing a fair price of care. In order to ensure that the contract prices paid to providers keep pace with the Living Wage Foundation decisions about the rates of the Living Wage and London Living Wage (LLW), the council awards uplifts to reflect the increase in the LLW and the associated on-costs.

105. The contract value including and excluding VAT is:

	<b>Adults' home care</b>	<b>Children's home care</b>	<b>Reablement</b>
<b>Estimated annual cost</b>	£31,494,000	£984,000	£1,718,000
<b>Estimated total cost <u>exclusive of</u> extensions (four years)</b>	£125,976,000	£3,936,000	£6,872,000
<b>Estimated total cost <u>inclusive of</u> extensions (eight years)</b>	£251,952,000	£7,871,000	£13,744,000
<b>GRAND TOTAL</b>	<b>£273,567,000</b>		

#### **Investment implications**

106. None.

#### **Legal implications**

107. Please see concurrent from the Assistant Chief Executive – Governance and Assurance

## **Consultation**

108. This report was prepared in consultation with officers from Adult Social Care, Procurement, and Finance. A working group was convened with representatives from each listed division. The working group inputted into the final service model and procurement strategy detailed in this report.
109. Commissioning officers conducted benchmarking consultation with boroughs elsewhere in London in order to learn from different models and approaches to each service area, and to gauge an appropriate hourly rate and contract level.
110. Provider engagement was carried out to ascertain the level of interest and capability within the market at present, including the issuing of a soft market testing questionnaire and one-to-one engagement with reputable providers.
111. Officers conducted engagement with residents, including people who draw on services, their families, and voluntary sector organisations that support older people in the borough. Views shared by residents have been incorporated into the service models, including ensuring consistency in care workers for residents, and an a strong focus on the involvement and consultation with the families and unpaid carers of residents drawing on services. See Appendix 1 for a full summary of engagement completed.
112. Further engagement with residents is planned as we will be testing the vision and service model with residents groups and creating ways for residents to be involved in the procurement process.

## **Other implications or issues**

113. None.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Resources**

114. The Strategic Director of Resources notes the recommendations of the report to strategically commission Adults home care services, Children's home care services and Reablement with estimated contract commencement of April 2026 for a period of four years with options to extend for further two years.
115. The Strategic Director of Resources notes the estimated annual contract value of £31.5m for Adults home care, £0.98m for Children's home care and £1.72m for Reablement. These values are subject to change in line with potential inflationary and LLW related increases as described in the financial implications sections para 98-104. The contract value for Adults home care and Children's home care also subject to change due to fluctuations in demand as they are cost and volume contracts. The report proposes the reablement contract to be a block contract therefore it is important that the contract is fully utilised and monitored through contract management to reduce the risk of under-utilisation.

116. These contracts are part funded by Improved Better Care Fund and Adults Social Care Discharge fund. The continuation of these funds have been confirmed as part of the 2025-26 provisional settlement in the form of Local authority Better Care Fund. The contracts also part funded by Better Care Fund (BCF) therefore contract reflects the shared benefits accruing to the council, ICB and health partners in their endeavours to improve outcomes for the residents of Southwark. All three funding sources are part of the council's pooled budget arrangement with Southwark ICB.

## **Head of Procurement**

117. This report seeks approval of the proposal to strategically commission all adults' home care services, children's home care services, and reablement services in Southwark, as further detailed within paragraphs 1 – 5 with the number of contracts and procurement strategy detailed in the table at recommendation 1; noting that estimated costs associated may be subject to inflationary increases prior to the intended contract commencement dates in 2026.
118. The value of the intended contract awards dictate that they are subject to full application of The Procurement Act 2023, (PA 2023) as applicable to services categorised as "Light Touch Contracts", thereby requiring conduct of an advertised procurement process compliant with those regulations (albeit, acknowledging that implementation of the PA 2023 will only take place on or after 24 February 2025). Summary details of the proposed procurement strategy for each element, including rationale for lotting and contract models, and evaluation process and approach (price per point of quality) are contained within paragraphs 39 – 56 and 75-76 respectively. The report recommendations are aligned with the council's Contract Standing Orders (CSO) which dictate that decision must be taken by Cabinet, subsequent to review at DCRB and CCRB.
119. Headline risks associated with the proposed contract awards are contained within the table below paragraph 65.
120. Intended alignment with the Fairer Future Procurement Framework (FFPF) is specifically evidenced within paragraphs 67 and 86. Paragraphs 78 and 87 contain details of commitment to salient metrics associated with Southwark's Ethical Care Charter (SECC).
121. Proposed methodology for performance/contract monitoring is detailed within paragraphs 93 – 96. Proposed Key Performance Indicators (KPIs) are detailed within the table below paragraph 95. An annual performance report will be provided to the council's DCRB and CCRB in alignment with the requirements of council CSOs.
122. The Community, Equalities and Health Impact Statements are set out in paragraphs 77 –82.



123. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 83 – 92.

### **Assistant Chief Executive – Governance and Assurance**

124. This report seeks approval of the procurement strategy for the delivery of all adults' home care services, children's home care services, and reablement services in Southwark, as more particularly detailed in the Recommendations.
125. The nature and estimated value of the various services required by the council means that their procurement is subject to the procedural requirements of the new Procurement Act 2023 which came into force on 24 February 2025. The Act makes provision for a flexible competitive tendering process which is to be followed in this instance and the various stages involved in that process are described at paragraph 76.
126. The recommended procurement strategy is also consistent with the council's Contract Standing Orders, which reserve the decision to Cabinet, following consideration of the report by the Departmental and Corporate Contract review Boards. On this occasion approval is sought to delegate the decision to approve contract awards to the Cabinet Member for Health and Wellbeing, for the reason explained in paragraph 5.
127. When making procurement decisions the decision maker should be aware of the Public Sector Equality Duty (PSED) under the Equality Act 2010, which requires the council to have due regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) to advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion, religion or belief, sex and sexual orientation. The duty also applies to marriage and civil partnership but only in relation to (a). Cabinet is specifically referred to paragraph 80 of this report which references the draft health and equality impact assessment attached as Appendix 2, including various actions that are to be implemented for the purpose of mitigating any negative effects and impacts of the procurement and the proposed new services on different service user cohorts.
128. Cabinet should also note and take account of the nature and extent of consultation which has been conducted in connection with the proposed procurement strategy, as described within paragraphs 107 to 111 of this report.

### **BACKGROUND DOCUMENTS**

<b>Background Documents</b>	<b>Held At</b>	<b>Contact</b>
Gateway 0 Care at Home and Reablement Services (2024)	<a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?Id=8117">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?Id=8117</a>	Samantha Edwards Procurement Manager

## APPENDICES

No	Title
Appendix 1	Summary of stakeholder engagement
Appendix 2	Draft Health and Equality Impact Analysis

## AUDIT TRAIL

Cabinet Members	Councillor Evelyn Akoto, Health and Wellbeing and Councillor Jasmine Ali, Deputy Leader & Cabinet Member for Children, Education and Refugees	
Lead Officers	Strategic Director of Children and Adult Services	
Report Author	Lizzie Skelton, Commissioning Manager for Age Well (Integrated Commissioning)	
Version	Final	
Dated	27 February 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		27 February 2025

## Summary of Stakeholder Engagement

## APPENDIX 1

## Resident and family/carer consultation (including those who draw on services)

Date	Stakeholder	Method	Purpose
17 May 2024	Care workers and service users	Online focus group	To explore differing perspectives to find new solutions to challenges residents have experienced with home care providers, including late visits, continuity of carer, and rushed visits.
29 May 2024	Residents, community organisations, care professionals and other professionals (part of the council's 'Age Friendly Borough' work)	In person, facilitated all-day workshop	To understand strengths and weaknesses of current home care services based on the five World Health Organisation 'Age friendly communities' headings and develop solutions.
18 June 2024	Service users, residents, and care professionals	In person focus group	Looking at what already works well and exploring a "dream" home care service, before looking at what would be needed to make the dream a reality.
20 June 2024	Service users, residents and professionals	Online focus group	Looking at what already works well and exploring a "dream" home care service, before looking at what would be needed to make the dream a reality.
26 July 2024	Service users and residents	Face-to-face community group attendance	Looking at what already works well and exploring a "dream" home care service, before looking at what would be needed to make the dream a reality.
16 August 2024	Service users, residents and professionals	Face-to-face workshop	Looking at what already works well and exploring a "dream" home care service, before looking at what would be needed to make the dream a reality.
[Planned] 27 January – 14 February 2025	Residents who draw on home care services and their families/ carers	Online and face-to-face focus groups / workshops	Presenting the proposed service models to explain how previous engagement has informed the draft service model. Inviting questions and feedback to finalise the model.
[Planned] 27 January – 14	Residents who draw on	Online and face-to-face focus	Presenting the proposed service model to explain how previous engagement has

February 2025	reablement services	groups / workshops	informed the draft service model. Inviting questions and feedback to finalise the model.
[Planned] 27 January – 14 February 2025	Children and young people who draw on children's home care, and their families	Online and face-to-face focus groups / workshops	Presenting the proposed service model and invite questions and feedback to finalise the model.

### Professional Consultation

Date	Stakeholder	Method	Purpose
May to June 2024	Southwark Council and ICB staff	Preliminary interviews with 24 officers	To map the service, strengths; challenges, and opportunities; and to test specific model elements
June 2024 – present (ongoing)	Adults' Home Care and Reablement Working group comprised of Commissioning, Procurement, Finance, and Adult Social Care (Placements, All Age Disabilities, Older People & Physical Disabilities and Learning Disabilities)	Regular online meetings	To design the new service models and contracting and pricing options
June 2024 – present (ongoing)	Children's Home Care Working group comprised of Commissioning, Procurement, Finance, and Adult Social Care (All Age Disabilities)	Regular online meetings	To design the new service model and contracting and pricing options
11 <sup>th</sup> July 2024	Southwark Council Public Health	Meeting	To identify any synergies with public health priorities to build into the service specification
August to Oct 2024	Southwark Council social worker and operational staff	Three in-person workshops	To work through operational questions and service specification details
8 January 2024	Age and Care Well Leadership Board	Presentation	To share the proposed service model and invite questions and feedback to finalise the model.

### Market Consultation

Date	Stakeholder	Method	Purpose
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May 2024	Potential providers	Market engagement questionnaire, which received 42 provider responses including 17 providers who provide children's home care.	To understand Southwark's current market
June to August 2024	Potential providers	Follow up interviews with questionnaire respondents and other promising providers	To test PIN responses and developing model elements; to understand costs and model feasibility.
23 December – 6 January 24	Potential sensory providers	Market engagement questionnaire	To identify potential providers of a sensory sub-lot (it was subsequently determined not to include this sub-lot)

#### Other Local Authorities (Benchmarking) Consultation

Date	Stakeholder	Method	Purpose
6 <sup>th</sup> May 2024 11 December 2024	Islington Council	Two online meetings	Cost benchmarking and best practice learnings
29 April 2024 8 October 2024	Greenwich	Two online meetings	Cost benchmarking and best practice learnings
28 May 2024	Lambeth	Online meeting	Cost benchmarking and best practice learnings
30 May 2024	Hackney	Online meeting	Cost benchmarking and best practice learnings
6 June 2024	Newham	Online meeting	Cost benchmarking and best practice learnings
7 August 2024	Barnet	Online meeting	Cost benchmarking and best practice learnings
3 September 2024	Bexley	Online meeting	Cost benchmarking and best practice learnings
9 September 2024	Dorset	Online meeting	Cost benchmarking and best practice learnings
16 December 2024	Kensington and Chelsea & Westminster	Online meeting	Cost benchmarking and best practice learnings

**APPENDIX 2****Draft Health and Equality Impact Assessment**

# **Draft Equality and health analysis: Re-commissioning of adults' home care, children's home care and reablement services**



**Section 1: Equality analysis details**

<b>Proposed policy/decision/business plan to which this equality analysis relates</b>		Re-commissioning of adults' home care, children's home care and reablement			
<b>Equality analysis author</b>		Lizzie Skelton, Commissioning Manager for Age Well			
<b>Strategic Director:</b>		Darren Summers, Strategic Director – Integrated Health and Care			
<b>Department</b>		Integrated Health and Care	<b>Division</b>	Integrated Commissioning	
<b>Period analysis undertaken</b>		December 2024			
<b>Date of review (if applicable)</b>					
<b>Sign-off</b>		<b>Position</b>		<b>Date</b>	

**Section 2: Brief description of policy/decision/business plan****1. Brief description of policy/decision/business plan**

This equality and health analysis will inform the recommissioning of adults' home care, children's home care and reablement services (with new arrangements to be in place by 1 April 2026).

Adults' home care, children's home care, and reablement services each support a different cohort of residents and aim to deliver a different set of broad outcomes for the residents they support:

- Adults' home care support adults to maintain living independently in the community for as long as possible through providing, among others, personal care, domestic support, and wellbeing support. Over 2,000 Southwark residents are currently supported by adults' home care, the majority of which are older adults who may be frail or living with a long-term illness such as dementia. A smaller cohort of younger adults who have support needs associated with a learning disability, physical disability, or a mental health need are also supported by adults' home care.
- Children's home care supports children and young people up to the age of 18 to develop skills and access activities in the community, while providing a level of respite support to their families and unpaid carers. Over 150 children and young people are currently supported by children's home care services in Southwark. A child or young person who receives home care will have support needs which may include, but not be limited to, needs associated with physical ill health, a learning disability, a physical disability, or communication impairments.
- Reablement services provide intensive, short-term, therapy-led support to enable residents to regain their confidence, skills and independence after periods of hospitalisation or ill health. Reablement services are delivered as a partnership between residents, a care provider, and multi-disciplinary therapeutic nursing staff based in Southwark Council and Guy's and St Thomas' (GSTT) NHS Foundation Trust in packages of up to six weeks. Approximately 150 Southwark residents are supported by the reablement service in at any one time.

The council intends to complete a competitive procurement process for providers of adults' home care, children's home care, and reablement services, and to award contracts on a four year (plus two plus two) basis.

**Section 3:** Overview of residents that use the service and key stakeholders consulted

<b>2. Residents that use the service and stakeholders</b>	
<b>Key users of the department or service</b>	<ul style="list-style-type: none"> <li>• <u>Adults' home care</u>: residents who need regular support in their own home to remain safe and well, including working age adults (aged 18+), older adults (aged 65+) and people with a range of support needs, including physical disabilities, learning disabilities and mental health needs</li> <li>• <u>Children's home care</u>: children and young people under the age of 18 who receive statutory services for support needs arising from a learning disability, autism, physical disability, physical ill health, or communication impairment, or children or young people who have experienced abuse or neglect, a parental illness or disability, that display behaviours of distress or whose family is under stress or is experiencing dysfunction.</li> <li>• <u>Reablement</u>: residents aged 18+ who are in need of short-term support to rehabilitate and regain their independence after a period of hospitalisation or ill health.</li> </ul>
<b>Key stakeholders involved in this policy /decision/ business plan</b>	<p>The re-commissioning of adults' home care, children's home care and reablement is being delivered in consultation with the following key partners:</p> <ul style="list-style-type: none"> <li>• Residents and their families/unpaid carers currently in receipt of services</li> <li>• Current and prospective providers</li> <li>• VCS organisations working closely with older residents</li> <li>• Older people living in Southwark</li> <li>• Internal colleagues: Adult Social Care, Public Health, Procurement, Legal, Finance</li> <li>• Partner organisations: South East London Integrated Care Board, Age and Care Well Collaborative, NHS Social Prescribing team</li> <li>• Other local authorities providing similar services, including Lambeth, Kensington and Chelsea, Westminster, and Islington.</li> </ul>

**Section 4: Pre-implementation equality analysis**

**Age** - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32-year-olds) or range of ages (e.g. 18 - 30 year olds).

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Adults' Home Care and Reablement

Reported contract data from 2024 shows the majority (70%) of adults who draw on home care are aged 65 or over, and the majority (83%) adults who draw on reablement are also aged 65 or over. Census data from 2021 estimated the over-65 population to be 26,000; based on this figure, approximately 5.7% of Southwark's older adults population is utilising council home care or reablement services.

Census data from 2021 shows that 40% of Southwark residents aged 65+ live alone, almost 17% report being in bad or very bad health, and 39% had a disability. Data from 2017 shows 13% residents aged 65+ had a common mental disorder and 1 in 7 of Southwark's aged 70+ population has a diagnosis of depression. Southwark has amongst the highest hospital admission rates in South East London for falls, and NHS Digital Primary Care data shows around 1,500 people in Southwark aged 65+ have been diagnosed with dementia (although OHID Public Health research estimates the actual prevalence to be nearly 1,900).

This data demonstrates it will be key for adults' home care and reablement services to support both physical and mental health needs relating to ageing, and the service specifications set out these expectations. For example, care workers will have the skills and training to deliver personal care that directly address physical health needs such as falls prevention, physical disabilities and dementia. Care worker visits are also an opportunity for social and emotional connection, with care workers expected to identify and address any wider support needs, such as those related to loneliness and economic needs. The service also includes delivery of domestic support, ensuring residents live in healthy home environments. There are also clear escalation processes in place for residents whose needs have changed and therefore a review of the care package is required.

This service is therefore likely to have a positive social, economic and health impact on older adults in Southwark. This service is not expected to have any negative social, economic or health impacts on any age groups.

Children's Home Care

There are currently 147 children and young people (CYP) receiving home care services in Southwark. Southwark has the third highest prevalence of children with special educational needs in London, and as such, demand for children's home care services is predicted to grow.

The majority of children and young people that draw on the service (47.6%) are between the ages of ten and fifteen years old. 25.9% are between five to nine years old, 23.8% are between 16 to 18 years old, 0.2% are between 18 and 19 years old and 0.7% are under five years old.

The service supports children and young people to develop skills, access the community, have fun, and live well with their families. Staff will hold specialist skills to support children and young people of all ages, as such this service is likely to have a positive social economic and health impact on children and young people as a core value of the service will be to support CYP to have fun and feel a part of their local community.

The service is open to eligible children and young people and the council and future commissioned providers will work closely together to ensure that CYP of all ages, including during the transition time (up to and just beyond 18 years) are supported with care packages that meet their needs. Additionally, in the new service specification, providers will be required to employ care workers who have specialist skills to support CYP and will not be able to assign care packages to staff working on adult home care contracts. This will ensure CYP receive the age appropriate, specialist care they require to live well and be supported in the community.

<b>Data on which above analysis is based:</b>
<ul style="list-style-type: none"> <li>• Contract management data from current adults' home care and reablement services in Southwark</li> <li>• Southwark's JSNA Annual Report 2023</li> <li>• NHS Digital Primary Care</li> <li>• OHID Public Health research</li> </ul>
<b>Mitigating actions to be taken</b>
<ul style="list-style-type: none"> <li>• Providers must be committed to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities, and at least two staff members within each provider's operations must attend signposting training and will responsible for ensuring staff are supported to signpost residents to relevant wider services. Signposting activity will be monitored via contract management data returns.</li> <li>• Providers will be required to have a Equality and Diversity Policy and training in place.</li> <li>• Adult's Home Care and Reablement only: Providers will be required to complete a range of mandatory training, including dementia training, mental health awareness and first aid, and falls assessment training.</li> <li>• Children's home care only: providers must employ staff with specific skills to support children and young people.</li> </ul>

**Disability** - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

#### **Potential health, social and economic impacts (positive and negative) of proposed business plan**

##### Adults' Home Care and Reablement

Reported contract data from 2024 shows 28% residents that draw on adults' home care and 28% residents who draw on reablement services have a disability.

Census data from 2021 shows 8.2% Southwark's population has a disability, but for residents aged 65 and over, this percentage increases to 39%. This demonstrates that likelihood of having a disability increases with age. The projected increase in our older adults' population in the coming years is therefore likely to lead to an increased in the number of residents in the borough living with long-term illnesses and disability. Areas in Southwark with high levels of disability largely correlate with areas with high levels of bad or very bad health: in Old Kent Road, South Bermondsey and Nunhead & Queen's Road 17–23% of residents are disabled.

Nationally, disabled residents face the following health challenges:

- Smoking and physical inactivity
- Bowel or bladder problems
- Fatigue
- Injury
- Mental health and depression
- Overweight and obesity
- Pain
- Pressure sores or ulcers
- Discrimination

As such, services have been designed to support the physical and mental health needs of disabled residents. All care workers will have appropriate skills and training and to meet the range of needs that may be part of a resident's care package, such as person-centred approaches, dignity in care, Learning Disabilities, Autism, and sensory impairment awareness, and safeguarding vulnerable adults. Specified individuals within each provider will also have signposting training and will be up to date with local services, and this will include appropriate services to signpost for smoking and physical inactivity, obesity and mental health.

The home care specification includes support for a small number of residents who require support overnight, including residents who have active pressure ulcers.

Providers will be expected to deliver accessible services, including providing documentation that is accessible (e.g. large print, braille, easy read) and gathering resident and family feedback in an accessible way (e.g. not online).

These services are therefore likely to have a positive social, economic and health impact on disabled adults in Southwark. The services are not expected to have any negative social, economic or health impacts on residents with a disability.

#### Children's Home Care

There are approximately 9,610 disabled children and young people living in Southwark. A child or young person who receives home care will have support needs which may include, but not be limited to, needs associated with physical ill health, a learning disability, a physical disability, or communication impairments.

Home Care services for children and young people is aimed at CYP with additional needs, therefore many of the children and young people that draw on the service, as expected, will have some form of disability or additional need. Staff providing care to CYP will be required to have the specialist skills and knowledge to support CYP with disabilities and will be required to undertake relevant training to ensure they are taking an inclusive approach and a strengths based, person centred approach to providing care for CYP with disabilities.

A key aim of the CYP home care service is to support CYP to be out in the community and focus on things they enjoy and be supported regardless of disability to access activities in the community. This service is likely to have a positive social economic and health impact on children and young people as a core value of the service will be to support CYP to have fun and feel a part of their local community.

#### **Data on which above analysis is based:**

- Contract management data from current adults' home care and reablement services in Southwark
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Providers will be required to complete a range of mandatory training, including person-centred approaches, dignity in care, Learning Disabilities, Autism, and sensory impairment awareness, and safeguarding vulnerable adults.
- Providers must be committed to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities, and at least two staff members within each provider's operations must attend signposting training and will be responsible for ensuring staff are supported to signpost residents to relevant wider services. Signposting activity will be monitored via contract management data returns.
- Providers will be required to have a Equality and Diversity Policy and training in place



- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Children's home care only: providers must employ staff with specific skills to support children and young people.

**Gender reassignment** - The process of transitioning from one gender to another.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Adults' Home Care and Reablement

Gender reassignment data is not collected as part of current adults' home care or reablement services. It is therefore unknown the proportion of residents who draw on these services that have a gender identity that is different to that which they were assigned at birth.

Data from the 2021 Census shows that around 1 in 80 (1.2%) Southwark residents had a gender identity different from their sex registered at birth, equivalent to 3,200 people. It's estimated that 5.5% of Southwark trans/non-binary population (equivalent to 200 people) is aged 65+, and that at least 1 in 140 of all Southwark residents aged 65+ (0.7%; 200) are trans/non-binary.

Census results for trans/non-binary and LGB+ identified people are likely to be under-estimates, with previous evidence showing survey respondents are reluctant to disclose these identities due to ongoing stigma.

Common national health issues for this community (of all ages) include:

- Anxiety, depression and suicide
- Excessive alcohol consumption
- Homelessness
- Sexual violence
- Obesity
- Cervical and anal cancers
- HIV/AIDS

Providers will be expected to begin collecting this data as part of their demographic data collection and will be expected to monitor the number of residents choosing to disclose this information. Providers will be expected to seek to increase the number of residents who choose to disclose the information through the building of trust between provider staff and residents.

As providers will be expected to have some staff that are up to date with local services, this will include understanding the local service offer for the LGBTQ+ community and signposting residents where appropriate. It will also include knowledge around local support for mental health and alcohol dependency. All providers will be expected to work in an anti-discriminatory way and the service specifications requires providers to meet the specific cultural and/or religious needs of residents as identified in the support plan, which may include using the resident's preferred pronouns.

The services are expected to have a positive impact on trans/non-binary groups and is not expected to have any negative impacts on trans/non-binary groups.

Children's Home Care

For children's home care, this data is not currently collected and will not be collected in the future contract, however providers will be expected to work in an anti-discriminatory way and will have appropriate diversity policies and training in place.

**Data on which above analysis is based:**

<ul style="list-style-type: none"> <li>Contract management data from current adults' home care and reablement services in Southwark.</li> <li>ONS (2022) 2021 Census</li> </ul>
<b>Mitigating actions to be taken</b>
<ul style="list-style-type: none"> <li>Providers will be required to have a Equality and Diversity Policy and training in place.</li> <li>(Adults' home care and reablement) Providers will be required to monitor the demographic data of residents using the service, including gender identity, and seek to increase the number of residents wishing to disclose their gender identity by building trust between the resident and provider staff.</li> <li>Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> </ul>

<p><b>Marriage and civil partnership</b> – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couple. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. <b>(Only to be considered in respect to the need to eliminate discrimination.)</b></p>
<b>Potential health, social and economic impacts (positive and negative) of proposed business plan</b>
<p><u>Adults' Home Care and Reablement</u>  Reported contract data from 2024 shows 13.9% adults who draw on home care are married and 0.4% are in a civil partnership. 16.4% were widowed and 9.4% divorced or separated. For 31.9% residents, this data was not recorded.</p> <p>For reablement, 13.4% adults who draw on services are married and none are in a civil partnership. 17.9% were widowed and 14.9% divorced or separated. For 29.9% residents, this data was not recorded.</p> <p>Data from the 2021 Census shows that 26% Southwark residents aged 16+ are in an opposite-sex marriage or civil partnership, and 1% (or 2,600 people) are in a same-sex marriage or civil partnership.</p> <p>No specific impacts have been identified or raised in relation to this characteristic.</p> <p><u>Children's Home Care</u>  This protected characteristic is not relevant to children's home care.</p>
<b>Data on which above analysis is based:</b>
<ul style="list-style-type: none"> <li>Contract management data from current adults' home care and reablement services in Southwark</li> <li>ONS (2022) 2021 Census</li> </ul>
<b>Mitigating actions to be taken</b>
<ul style="list-style-type: none"> <li>Providers will be required to have an equalities and diversity policy and training in place.</li> </ul>

**Pregnancy and maternity** - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Adults' Home Care and Reablement

Pregnancy and maternity data is not collected as part of current adults' home care or reablement services and it is therefore unknown the proportion of residents utilising the services who are pregnant.

Providers will be expected to make reasonable adjustments to ensure facilities are accessible for residents or family members that are pregnant or have recently given birth. Providers will be expected to adhere to employment legislation around maternity leave for their staff.

No specific impacts have been identified or raised in relation to this characteristic.

Children's home care

Providers will be expected to make reasonable adjustments to ensure facilities are accessible for family members that are pregnant or have recently given birth. Providers will be expected to adhere to employment legislation around maternity leave for their staff.

No specific impacts have been identified or raised in relation to this characteristic.

**Data on which above analysis is based:**

- N/A

**Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.
- Contract management processes will provide assurance of the Providers' adherence to pregnancy and maternity leave employment law for their staff.

**Race** - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Adults' Home Care and Reablement

Reported contract data from 2024 shows 44.5% residents drawing on adults home care services are Black/Black British/Caribbean/African, 43.6% are White, 5.2% Asian, 2% mixed or multiple ethnicity, and 3.6% another ethnic group. For reablement, 32.8% residents are Black or Black British, 52.2% are White, 3% Asian, 3% mixed or multiple ethnicity, and 7.5% other ethnic group.

This compares to 25.1% of the Southwark population being Black or Black British, 51.5% being white, 9.9% being Asian, 7.2% being mixed or multiple ethnic groups, and 6.3% being another ethnic group. This shows that a disproportionate number of Black or Black British residents use home care and reablement. This reflects that there are significant gaps in health outcomes between population groups in Southwark, with those from Black, Asian and minority ethnic groups experiencing poorer outcomes compared to those from a White ethnic background. In particular, residents from a Black African and Black Caribbean background are more likely to live in communities with high levels of disadvantage, develop a greater number of long-term conditions, have poorer mental health, and experience discrimination and racism when accessing services.

All providers will be expected to work in an anti-discriminatory way and will be expected to have equalities and diversity training and policies in place, and the service will adhere to the five anti-racist pledges set out by Southwark Stands Together and must demonstrate a commitment to tackle racism, discrimination, and racial inequalities in all aspects of service delivery.

The service will be expected to deliver outcomes for all residents, including that all residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable. Providers will be expected to complete an annual survey where residents and families will be asked to what extent providers agree that these outcomes were achieved. Providers will also be expected to gather regular feedback from residents and their families, e.g. via phone calls.

The service specifications require providers to meet the specific cultural and/or religious needs of residents as identified in the support plan. This may include:

- Matching care workers who can speak and understand the resident's main language and dialect, where possible;
- Always having written information in the resident's main language available; and
- Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.

The above actions are expected to have a positive impact on Black and Ethnic Minority groups and the services are not expected to have any negative impacts on Black and Ethnic Minority groups.

#### Children's home care

Southwark's child population is very diverse with 58% of children aged 0-19 belonging to black and global majority ethnic groups. Black African children form the largest single minority group and Black groups overall make up 43% of the child population. The diversity of Southwark is much greater among our children and young people, with roughly equal proportions of young people from white and black ethnic backgrounds.

70.7% of children and young people in Southwark who use home care services are from Black/Black British ethnic groups which is reflective of the overall demographics of CYP in Southwark. 9.5% of CYP who use home care services are from multiple/mixed backgrounds, 9.5% are from white backgrounds, 5.4% are from other/unknown backgrounds and 4.8% are from Asian backgrounds.

According to the 2023 Southwark JSNA, residents from a Black African and Black Caribbean background are more likely to live in communities with high levels of disadvantage including child poverty, which can lead to poorer health outcomes.

Home Care Services for eligible children and young people are aimed at improving health outcomes and tackling some of the causes of health inequalities like social isolation or access to care and health services. Children and young people who use this service will be supported to achieve goals and outcomes important to them that help them to live well and start well in their local community.

The CYP home care service workforce is reflective of the local CYP population with the majority of care workers being from black and global majority communities. This helps to ensure the service

delivered is culturally competent and reflective of CYP's cultural needs and preferences. This service is likely to have a positive social economic and health impact on children and young people as a core value of the service will be to support CYP of all backgrounds to have fun and feel a part of their local community.

**Data on which above analysis is based:**

- Contract management data from current adults' home care and reablement services in Southwark
- ONS (2022) 2021 Census
- Southwark's JSNA Annual Report 2023

**Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.
- Officers will work with providers to ensure support for key principles of Southwark Stands Together.
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Providers will be required to meet the specific cultural and/or religious needs of residents as identified in the support plan.

**Religion and belief** - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Adults' Home Care and Reablement

Census data from 2021 shows that over 40 distinct religions were identified amongst Southwark residents. This diversity is reflected in the reported contract data from 2024 for both adults' home care and reablement services. The most common religions are Christian (23.3% for home care and 16.4% for reablement), Church of England (11.5% for home care and 14.9% for reablement), Roman Catholic (8.8% for home care and 6% for reablement) and Muslim (7.3% for home care and 10.4% for reablement). 8.4% adults using home care services and 7.5% using reablement services reported no religion. For both services, a large proportion of residents did not disclose their religion (31.9% for home care and 40.3% for reablement).

Providers will be expected to ensure that care is delivered in a way that respects religious or non-religious backgrounds. This is reflected in the service visions which state that adult's home care and reablement services 'celebrate difference', with residents from all backgrounds and walks of life being supported with a service that is adaptable to an individuals' requirements and changing support needs. The service specifications require providers to meet the specific cultural and/or religious needs of residents as identified in the support plan. This may include:

- Matching care workers who can speak and understand the resident's main language and dialect, where possible;
- Always having written information in the resident's main language available; and
- Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.

The above actions are expected to have a positive impact on groups with religious and non-religious beliefs and the services are not expected to have any negative impacts on these communities.

#### Children's home care

In 2021, 43.3% of people in Southwark described themselves as Christian (down from 52.5%), while 9.6% described themselves as Muslim (up from 8.5% the decade before). 36.4% of Southwark residents reported having "No religion", up from 26.7% in 2011.

This is reflective of the children and young people using home care services as the majority (29.3%) of CYP who declared a religion indicated they were Christian. The next largest proportion of CYP using home care services have an unknown religion (31.3%) as this information was not made available to commissioners.

The remaining current religions of children and young people that draw on the service are indicated as follows:

- Muslim- 16.3%
- No Religion- 6.8%
- Roman Catholic- 2.7%
- Church of England- 0.7%

Providers will be expected to ensure that all activities are inclusive and accessible to children and young people of all religious or non-religious backgrounds. Inclusive celebrations will be encouraged, and providers can co-produce these with children and young people to ensure a range of religious celebrations are planned where this is of interest to residents.

Staff working in the CYP home care service will undergo equalities training which includes information on religious inclusion.

No specific impacts have been identified or raised in relation to this characteristic and commissioners will work with the successful service providers to improve data collection on religion to ensure any inequalities are addressed in service delivery relating to religion.

#### **Data on which above analysis is based:**

- Contract management data from current adults' home care and reablement services in Southwark
- Southwark's JSNA Annual Report 2023
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.
- Providers will be required to meet the specific cultural and/or religious needs of residents and families as identified in the support plan
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.

**Sex** - A man or a woman.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**



### Adults' Home Care and Reablement

Reported contract data from 2024 shows 58.2% adults utilising home care services are female, and 41.3% male (with 0.4% unknown). For reablement, 56.7% residents are female and 43.3% male. This is largely reflective of Southwark-wide population data, which shows 51.6% are female and 48.4% male, with the proportion of females increasing to 56% when looking at the 65 and over population.

In 2021, life expectancy in Southwark was 78.2 for males and 83.3 for females, similar to the average for London.

Nationally, men:

- Are more vulnerable to life-threatening chronic diseases, including coronary heart disease, cancer, cerebrovascular disease, emphysema, cirrhosis of the liver, kidney disease, and atherosclerosis.
- Are also more likely to die by suicide
- Are more likely to report lower levels of life satisfaction, and are less likely to access psychological therapies
- Are more likely to be rough sleepers, become dependent on alcohol, or to report frequent drug use

Nationally, women:

- Suffer more from chronic disorders, such as anaemia, thyroid and gall bladder conditions, migraine headaches, arthritis, colitis, and eczema.
- Are more likely to experience a common mental health issue and to be diagnosed with anxiety
- Are more likely to have self-harmed or to have experienced an eating disorder.

Providers are expected to have an equality and diversity policy and training in place and ensure that residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable. Providers will be expected to complete an annual survey where residents and families will be asked to what extent providers agree that these outcomes were achieved.

Signposting training for care workers will also ensure that residents can learn about wider support services available that might meet their individual wellbeing needs.

No specific impacts have been identified or raised in relation to this characteristic.

### Children's home care

In Southwark, there are currently more males under the age of 18 than females. Males under 18 make up 52% of the under 18's population, with females making up 48% of the under 18 population.

The majority of children and young people who receive home care services are male. 76.2% of home care packages are delivered to males with 23.8% of home care packages being delivered to females.

As there are more males than females under 18 in Southwark we would expect a higher proportion of male residents drawing on the CYP home care service. Males are also more likely than females to be diagnosed with special educational needs which also may be a contributing factor to more males requiring home care services in Southwark.

No specific impacts have been identified or raised in relation to this characteristic and commissioners will work closely with the service to ensure activities and support approaches are tailored to meet both male and female needs and will match CYP with a care worker of a specific sex if required or requested.

This service is likely to have a positive social economic and health impact on children and young people as a core value of the service will be to support CYP of all sexes to have fun and feel a part of their local community.

<b>Data on which above analysis is based:</b>
<ul style="list-style-type: none"> <li>• Contract management data from current adults' home care and reablement services in Southwark</li> <li>• ONS (2022) 2021 Census</li> </ul>
<b>Mitigating actions to be taken</b>
<ul style="list-style-type: none"> <li>• Providers will be required to have an equalities and diversity policy and training in place.</li> <li>• Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> <li>• Providers must be committed to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities, and at least two staff members within each provider's operations must attend signposting training and will be responsible for ensuring staff are supported to signpost residents to relevant wider services. Signposting activity will be monitored via contract management data returns.</li> </ul>

<b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes
<b>Potential health, social and economic impacts (positive and negative) of proposed business plan</b>
<p><u>Adults' Home Care and Reablement</u></p> <p>Reported contract data from 2024 shows 56.4% are heterosexual/straight, 0.8% are gay or lesbian, 0.1% are bisexual and 1.1% are unsure. For a large portion of services (41.6%) sexual orientation is unknown. For reablement, 55.2% are heterosexual/straight, 0% are gay or lesbian, 0% are bisexual and 1.5% are unsure. Again, for a large portion of services (43.3%) sexual orientation is unknown.</p> <p>Census data from the 2021 shows 8.1% of all residents in Southwark, and 6.9% residents aged 65 and over had a non-heterosexual identity, and these are likely to be underestimates. This suggests that the number of gay or lesbian residents receiving home care or reablement is likely higher than currently reported, potentially because residents drawing on the services are reluctant to disclose their sexual orientation due to ongoing stigma.</p> <p>Common national health issues for this community (of all ages) include:</p> <ul style="list-style-type: none"> <li>• Anxiety, depression and suicide</li> <li>• Excessive alcohol consumption</li> <li>• Homelessness</li> <li>• Sexual violence</li> <li>• Obesity</li> <li>• Cervical and anal cancers</li> <li>• HIV/AIDS</li> </ul> <p>Providers will be expected to regularly review their demographic data collection to monitor the number of residents choosing to disclose their sexual orientation. Providers will be expected to seek to increase the number of residents who choose to disclose the information through the building of trust between provider staff and residents.</p> <p>As providers will be expected to have some staff that are up to date with local services, this will include understanding the local service offer for the LGBTQ+ community and signposting residents where appropriate. It will also include knowledge around local support for mental health and alcohol dependency. All providers will be expected to work in an anti-discriminatory way.</p>

The services are expected to have a positive impact on non-heterosexual groups and is not expected to have any negative impacts on non-heterosexual groups.

#### Children's Home Care

For children's home care, this data is not currently collected and will not be collected in the future contract, however providers will be expected to work in an anti-discriminatory way and will have appropriate diversity policies and training in place.

#### **Data on which above analysis is based:**

- Contract management data from current adults' home care and reablement services in Southwark
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Providers will be required to have a Equality and Diversity Policy and training in place.
- (Adults' home care and reablement) Providers will be required to monitor the demographic data of residents utilising the services, including sexual orientation, and seek to increase the number of residents wishing to disclose their sexual orientation by building trust between the resident and provider staff.
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.

**Socio-economic disadvantage** – although the Equality Act 2010 does not include socio-economic status as one of the protected characteristics, Southwark Council recognises that this continues to be a major cause of inequality in the borough. Socio economic status is the measure of an area's, an individual's or family's economic and social position in relation to others, based on income, education, health, living conditions and occupation.

#### **Potential health, social and economic impacts (positive and negative) of proposed business plan**

##### Adults' home care and reablement

Southwark is the 40<sup>th</sup> most deprived Local Authority in England and approximately 21% of Southwark's population live in communities ranked within the most deprived nationally. Data from 2021 shows that 51% of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing. Compared to 2011, however, the number of disadvantaged households has decreased. This is likely linked to Southwark's increasing employment rate and decreasing unemployment rate. In Southwark, life expectancy is increasing, but this is not equal across the borough, with life expectancy lower in more deprived wards. Approximately 40% Southwark residents live in Council housing.

Residents receiving adults' home care or reablement services funded by the council must meet a financial threshold to be eligible and therefore are more likely to be socio-economically disadvantaged. The competitive procurement process for future providers will ensure that these residents have access to high-quality services, and all providers will be contract managed to ensure this.

Signposting training for care workers will also ensure that residents can learn about wider support services available that might meet their individual wellbeing needs, including free social and wellbeing activities, support with making benefits claims and maximising income, debt advice, and cost-of-living support.

All of the above are likely to have a positive impact on those experiencing socio-economic disadvantage.

<p><u>Children's home care</u></p> <p>Signposting training for care workers will also ensure that residents can learn about wider support services available for families experiencing socio-economic disadvantage.</p>
<p><b>Data on which above analysis is based:</b></p>
<ul style="list-style-type: none"> <li>• ONS (2022) 2021 Census</li> <li>• Southwark's JSNA Annual Report 2023</li> </ul>
<p><b>Mitigating actions to be taken</b></p>
<ul style="list-style-type: none"> <li>• Providers will be required to have a Equality and Diversity Policy and training in place.</li> <li>• Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> </ul>

<p><b>Human Rights</b></p> <p>There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol</p>
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b></p>
<p>All providers will be expected to uphold the rights of residents and their families under the Human Rights Act. The service has safeguarding and deprivation of liberty protocols in place, and contract management processes ensure that employment rights are upheld. The service will also have a complaints process in place and this must be made available to residents and families upon request, in an accessible format.</p> <p>Providers must ensure that residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable. Providers will be expected to complete an annual survey where residents and families will be asked to what extent providers agree that these outcomes were achieved.</p>
<p><b>Information on which above analysis is based</b></p>
<ul style="list-style-type: none"> <li>• Human Rights Act 1998</li> </ul>
<p><b>Mitigating actions to be taken</b></p>
<ul style="list-style-type: none"> <li>• Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> <li>• Providers to adhere to safeguarding policies and protocols as set out in the service specification.</li> <li>• Providers to ensure complaints process is made available to residents and families upon request, in an accessible format.</li> </ul>

## Section 5: Further actions and objectives

## 5. Further actions

Based on the initial analysis above, please detail the key mitigating actions or the areas identified as requiring more detailed analysis.

Number	Description of issue	Action	Timeframe
1	Staff with training and skills to meet physical and mental health needs as set out in the care plan	<p>In method statement response, providers must demonstrate how they support staff to be skilled, including through training and regular supervision</p> <p>All care staff must complete mandatory training</p> <p>Training will be monitored via contract management visits.</p>	<p>March 2025 – August 2025</p> <p>December 2025 – March 2026</p> <p>April 2026 – March 2030</p>
2	Meeting wider health and wellbeing needs of residents that draw on the services	<p>In method statement response, providers demonstrate commitment to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities</p> <p>A least two staff members within each provider's operations must attend signposting training</p> <p>Providers will report signposting activity and this will be monitored via quarterly contract management data returns and meetings.</p>	<p>March 2025 – August 2025</p> <p>December 2025 – March 2026</p> <p>April 2026 – March 2030</p>
3	Residents and families feel treated with dignity and respect and feel safe and comfortable with the care they are receiving	<p>Service specification clearly specifies that all services must achieve this outcome</p> <p>Providers conduct annual residents surveys; questions align with the service outcomes (including a question to understand the extent to which residents feel/felt treated with dignity and</p>	<p>March 2025</p> <p>Yearly, Q4</p>

		respect and feel/felt safe and comfortable with the care they are receiving. Providers share survey results with the council, including a summary of how they will respond to any issues identified. This will be discussed during contract monitoring meetings.	
4	Trust around disclosing gender identity and sexual orientation	<p>Adults' home care and reablement service specification to set out the requirement that providers need to collect and monitor the demographic data of the residents drawing on their services, including sexual orientation and gender identity, and seek to increase the number of residents wishing to disclose their sexual orientation by building trust between the resident and provider staff.</p> <p>Via quarterly contract management meetings, providers to discuss demographic data collection and outline activities undertaken (or planned) to support care workers to build trust with residents.</p>	<p>March 2025</p> <p>April 2026 – March 2030</p>
5	Providers meeting the cultural and religious requirements of residents	<p>Service specification to set out the requirement that providers need to meet the specific cultural and/or religious needs of residents as identified in the support plan. This may include:</p> <ul style="list-style-type: none"> <li>• Matching care workers who can speak and understand the resident's main language and dialect, where possible;</li> <li>• Always having written information in the resident's main language available;</li> </ul>	March 2025



		<ul style="list-style-type: none"> <li>• Using the resident's preferred pronouns; and</li> <li>• Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.</li> </ul> <p>Providers to respond to a method statement outlining how they plan to meet the diverse needs of residents.</p> <p>Resident feedback collected by providers throughout the course of the contract, including via annual surveys shared with the council.</p>	<p>March 2025 – August 2025</p> <p>April 2026 – March 2030</p>
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<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Gateway 2 - Flexi-care services
<b>Cabinet Member:</b>	Councillor Evelyn Akoto, Health and Wellbeing
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a
<b>From:</b>	Strategic Director of Children and Adult Services

#### **FOREWORD – COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR HEALTH AND WELLBEING**

Flexi Care is specialist housing designed to meet the needs of older people, people with long-term conditions, and people with disabilities who may otherwise struggle to live on their own. Flexi Care schemes enable people to live independently in the community, as a tenant in their own social rent 'home for life', supported by person-centred care that adapts to changing needs over time. Our vision for Flexi Care, as reflected in this contract award, marks a move away from more traditional models of 'Extra Care' to a new approach that a wider range of Southwark residents will be able to benefit from.

Officers have implemented the procurement strategy as set out in the Gateway 1 report and therefore I am pleased to note that not only does this report recommend the award of contracts but also confirms the creation of a new Community Coordinator post, employed by the council to promote social inclusion for Flexi Care scheme residents. The planned collaboration between this new post and the recommended new care providers will improve outcomes and experience for our residents – helping them to play a more active role and stay connected in the community.

Through this procurement, the council has identified provider partners that can successfully deliver the our vision for Flexi Care, deliver an expanded offer to the new Flexi Care schemes the council are bringing online, and comply with Southwark's Ethical Care Charter – benefitting staff and residents alike. The successful providers will pay their staff at least the London Living Wage, in accordance with our Ethical Care Charter, and providers have also committed to recruiting local staff. In addition to driving local social and economic benefits, this contract award will also support implementation of our Tackling Climate

Change Strategy through participation in the 'Cycle to Work' scheme and in the use of renewable energy suppliers and energy efficient lighting.

I am pleased that this contract will commence in July 2025 and an implementation team will be established to ensure there is a successful transition between the outgoing and incoming providers, making sure that the transition is as smooth as possible for those that draw on the service and the workforce that provides the service.

## RECOMMENDATIONS

1. That cabinet approves the contract award further detailed in paragraph 2 for four contracts for the provision of Care Services in Flexi Care Housing, for four Flexi Care schemes in Southwark, for an initial period of five years from 01 July 2025, with an option to extend for a further two years, for an estimated maximum annual contract value of £3.7 million and a whole life contract value of £26 million.

2.

<b>Flexi Care Scheme</b>	<b>Provider Awarded to</b>	<b>Block Contract Annual Value</b>	<b>Estimated Whole Life Contract Value (5yr period)</b>	<b>Estimated Whole Life Contract Value (7yr period)</b>
Tayo Situ House (Peckham)	Thames Homecare Services Ltd	£1,542,611	£ 7,713,055	£10,798,277
Lew Evans House (East Dulwich)	Care Sante Ltd	£782,749	£3,913,745	£5,479,243
Lime Tree House (Peckham)	Thames Homecare Services Ltd	£879,002	£4,395,010	£6,153,014

<b>Flexi Care Scheme</b>	<b>Provider Awarded to</b>	<b>Core and Flex Contract Annual Value</b>	<b>Estimated Whole Life Contract Value (5yr period)</b>	<b>Estimated Whole Life Contract Value (7yr period)</b>
Harriet Hardy House (Walworth)	Care Sante Ltd	Core £200,587 Flex £311,151 Total £511,738	£2,558,690	£3,582,166
<b>Total Estimated Maximum Contract Values</b>		<b>£3,716,100</b>	<b>£18,580,500</b>	<b>£26,012,700</b>
Please note that the contract values through the life of the contract will be subject to annual inflationary negotiations which will affect the estimated maximum annual contract value.				

## REASONS FOR RECOMMENDATIONS

3. The reasons for the recommended contract awards are detailed in paragraphs 14 – 23 of this report.

## ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

4. The alternative options to the procurement strategy were set out in the section entitled Options for Procurement Route in the GW1 procurement strategy report found in the background documents.

## POST DECISION IMPLEMENTATION

5. Once the recommendation(s) within this report have been approved:
  - i. There will be four contracts awarded.
  - ii. A three-month mobilisation period will commence with all four contracts due to start 1 July 2025.
  - iii. The details of the planned contract management and monitoring regime is detailed out in paragraphs 49 – 53 of this report.
  - iv. The timeline for implementation of this report is within the timelines within the body of the report at paragraph 11.

## BACKGROUND INFORMATION

6. Flexi Care, previously known as Extra Care in Southwark, is specialist housing designed to meet the needs of older people with long-term conditions, and people with disabilities who may struggle to remain in their own home. This type of housing allows residents to live independently while receiving flexible care packages and 24-hour

support. Flexi Care schemes should have three key functions provided to tenants – Housing Management; Personal Care; and Social Inclusion.

7. A Gateway 1 (GW1) procurement strategy report for the Provision of Care Services in Flexi Care Housing was approved by the Strategic Director of Children and Adult Services, in consultation with the Cabinet Member for Health and Wellbeing and the Cabinet Member for New Homes and Sustainable Development in March 2024. The report sought to undertake a competitive tender to establish four flexi care contracts for a term of five years, with provision to extend for a further two years (1+1).
8. Southwark currently offers three Flexi Care schemes at Tayo Situ (to be expanded), Lime Tree House in Peckham, and Lew Evans House in East Dulwich. Southwark Council is the landlord of Tayo Situ and Lew Evans House, while Housing 21 is the landlord of Lime Tree House. All three schemes were commissioned to one care provider, London Care, whose contract has now ended. London Care are continuing to provide care on a spot basis, pending outcome of this longer-term commissioning exercise.
9. One further purpose-built Flexi Care scheme (Harriet Hardy), and an extension to Tayo Situ 2 (Cator Street), - are due to open between now and contract start date. The contracts for these schemes will commence with a phased approach to be agreed with providers during mobilisation. Together with Harriet Hardy and Tayo Situ (Cator Street) Two, Southwark will have a total of 239 units available for Flexi Care by contract commencement.
10. The new service has been designed with the Adult Social Care vision in mind to provide more specialist older persons housing within Southwark, to support both an aging population, and a population of increasingly complex need. A service which is dynamic and person-centred that can support a greater diversity of age groups and needs and offers a home for life.

### **Procurement project plan (Key Decision)**

11. An overview of the timeline for this contract is set out below:

<b>Activity</b>	<b>Completed by/Complete by:</b>
Forward Plan (If Strategic Procurement) Gateway 2	01/03/2024
Briefed relevant cabinet member (over £100k)	13/02/2024
Approval of Gateway 1: Procurement Strategy Report	18/03/2024
Invitation to tender	25/03/2024
Closing date for return of tenders	11/10/2024

Activity	Completed by/Complete by:
Completion of evaluation of tenders	11/12/2024
DCRB Review Gateway 2:	15/01/2025
CCRB Review Gateway 2:	23/01/2025
CMT Review	11/02/2025
Notification of forthcoming decision – despatch of Cabinet agenda papers	03/03/2025
Approval of Gateway 2: Contract Award Report	11/03/2025
End of Scrutiny Call-in period and notification of implementation of Gateway 2 decision	20/03/2025
Debrief Notice and Standstill Period (if applicable)	24/03/2025
Contract award	25/03/2025
Add to Contract Register	25/03/2025
TUPE Consultation period (if applicable)	30/06/2025
Contract start	01/07/2025
Publication of award notice in Find a Tender Service	02/07/2025
Publication of award notice on Contracts Finder	02/07/2025
Contract completion date	30/06/2030
Contract completion date – if extension(s) exercised	30/06/2032

## KEY ISSUES FOR CONSIDERATION

### Description of procurement outcomes

12. A competitive tender process under the Light Touch Regime (LTR) was conducted, to procure the provision of care services in Flexi Care Housing. The contract was split across four lots:
  - **Lot 1:** Tayo Situ One and Tayo Situ Two
  - **Lot 2:** Lew Evans House
  - **Lot 3:** Lime Tree House
  - **Lot 4:** Harriett Hardy
13. The competitive tender process which included an evaluation of written responses and scored bidder presentations ensured that the bidders were capable of:
  - Delivering against the specific requirements, as identified in the service specification.
  - Providing good quality and value for money.



14. The outcome of this procurement has resulted in two new providers being recommended for contract award for the four lots where they have two lots each, as laid out in the table below:

<b>Provider Awarded to</b>	<b>Flexi Care Scheme</b>
Thames Homecare Services Ltd	Tayo Situ House (in Peckham)
	Lime Tree House (in Peckham)
Care Sante Ltd	Lew Evans House (in East Dulwich)
	Harriet Hardy House (in Walworth)

15. Upon approval, Thames Homecare Ltd will be awarded the contracts for the Flexi Care schemes in Tayo Situ House in Peckham and Lime Tree House in Peckham. Whereas Care Sante Ltd, will be awarded the contracts for the Flexi Care schemes in Lew Evans House in East Dulwich and Harriet Hardy House in Walworth.

**Lots 1 and 3 Recommended Bidder for Tayo Situ House and Lime Tree House**

16. Thames Homecare Ltd. Is the recommended bidder for these schemes. Thames Homecare is Southwark based organisation and has worked with Southwark council to deliver home care and reablement services since 2013. Thames Homecare brings a wealth of experience to Southwark and through this procurement process demonstrated a detailed knowledge of the diverse communities in Southwark they will be supporting whilst also demonstrating the valuable partnerships they have developed in Southwark to further enhance their care model and help to create connections for Flexi Care residents to the wider community. Thames Homecare also brings experience of delivering Flexi Care services in other London boroughs and can build on these successful models and approaches in Southwark. Thames Homecare are registered with the Care Quality Commission (CQC) under Provider ID: 1-1353556201. The services Thames Homecare provide in Southwark are rated by the CQC as 'good' which further demonstrates their ability to deliver quality care to residents and signals the organisation is well led and, in a position, to further contribute as a key strategic care partner in Southwark.
17. Thames Homecare are currently compliant with the Ethical Care Charter which was further demonstrated within the procurement process as they demonstrated positive recruitment and retention rates for care staff and take a values-based approach to recruitment to ensure staff embody positive values within their approach to care. 88% of Thames Homecare staff have been with the organisation for over five years demonstrating that the care workforce will likely be consistent and stable, which is a key outcome within the new Flexi Care service specification. The positive staff retention rates has been achieved through paying staff at least the London Living Wage, establishing fair working practices, positive working

environments and by ensuring staff have equal opportunities to access training, development and wellbeing offers. Thames Homecare also have a history of recruiting within Southwark to provide employment opportunities for local people and many current care workers speak more than one language and are from a wide range of communities.

18. The care model Thames Homecare presented within the procurement was one that promoted collaboration and person-centred support in order to achieve positive outcomes for all residents supported in Flexi Care schemes. Thames Homecare recognise and celebrate residents individuality and take a positive approach to risk taking in order to maximise and support residents to maintain independence and achieve individual goals. Thames Homecare also demonstrated within the procurement process they value the input of residents, family members and unpaid carers and detailed a number of ways they gather feedback and act on this feedback to make improvements to individual care, scheme activities and wider approaches that help to address inequalities or quality issues within service delivery.
19. Thames Homecare Service Ltd successfully demonstrated within the procurement process that they fully understood and could deliver Southwark's new vision for Flexi Care services. They provided examples of supporting residents in similar schemes who were from a broad age range and who had a wide variety of support needs. Thames Homecare also demonstrated their knowledge and ability to work flexibly and think creatively about how best to support residents whose care needs can change frequently. Within the procurement process, Thames Homecare demonstrated they have the right ethos as an organisation to work collaboratively with the council and the other Flexi Care provider in Southwark to embed the new Flexi Care vision, values and outcomes that will be essential to ensuring residents receive quality care that helps maintain independence and creates a sense of connection to their local Flexi Care scheme and wider community.

#### **Lots 2 and 4 Recommended Bidder for Lew Evans House and Harriet Hardy**

20. The recommended bidder for these schemes is Care Sante Ltd, who are a national provider, and are registered with the Care Quality Commission (CQC) under Provider ID: 1-101689399. All of Care Sante's current services are rated as 'good' by the CQC and their senior leadership team have a wealth of experience delivering successful Flexi Care and Home Care services across the country. During the procurement process, Care Sante demonstrated a commitment to delivering person centred care in a flexible and culturally competent way as they have experience of delivering Flexi Care services in Kent to a diverse range of residents with wide ranging care and support needs. Care Sante demonstrated a clear understanding and commitment to delivering inclusive care as they have developed bespoke training for staff working in Flexi Care to ensure

inclusive approaches and values are demonstrated within care approaches.

21. Care Sante demonstrated a clear commitment to creating a sense of community within Flexi Care schemes in Southwark. As part of their service model, Care Sante will employ a dedicated scheme coordinator whose role will be to work with residents to plan activities and create a sense of community within the scheme whilst also developing connections with partners in the wider community. Care Sante described themselves as a community asset within the procurement process and are committed to working with the council to embed the new Flexi Care vision and values and have also signalled they would like to work closely with second Flexi Care provider in Southwark to share good practice, resources and ideas to create opportunities between Flexi Care schemes for residents.
22. Care Sante demonstrated during the procurement process they have a strong commitment to ensuring leadership and care staff have a visible and positive presence within the Flexi Care schemes so residents feel consistently supported and can easily contact a member of staff as required. Care Sante take a values-based approach to recruitment to ensure staff embody the right values ensure delivery of compassionate, respectful and competent care that places the resident at the centre. Care Sante have confirmed they are able to meet the standards outlined within the Ethical Care Charter and will be holding employment drives in Southwark to recruit staff from the local community.
23. Care Sante demonstrated innovative approaches to delivering flexible care, as they operate a system where staff bank 'background hours' enabling staff to spend more time than planned if that is required for the resident on the day, as some visits may be shorter than planned creating bankable time that can be used at a later visit when needed by the resident. This demonstrates flexibility in practice and ensures staff are empowered to be flexible in their care approaches and deliver care that is responsive to resident's needs in real time. Care Sante clearly demonstrated their experience and ability to deliver the vision and outcomes expected within the new Flexi Care service specification. Care Sante can bring new ideas and experience into Southwark that will be beneficial to residents who rely on their care.

### **Policy implications**

24. The council has a number of duties under the Care Act 2014 for which Flexi Care directly responds to as follows:
  - To promote that individual's well-being (PART 1 Section 1);
  - To contribute towards preventing or delaying the development by adults in its area of needs for care and support (PART 1 Section 2a);
  - Duty to meet needs for care and support (PART 1 Section 18).

25. The Care Quality Commission (CQC) is the independent regulator of all health and social care services in England of which Flexi Care falls within this remit. This is defined as:

*Purpose-built (or purpose adapted) single household accommodation that is owned or occupied under an occupancy agreement. The accommodation is in a building or campus of similar households specifically designed to facilitate the delivery of care to people, either now or when they need it in the future.*

26. All providers who will be delivering the Flexi Care provision within Southwark are CQC registered and will provide delivery within the Council's provision and allow CQC to undertake inspections on the provision.
27. All providers delivering Flexi Care within Southwark will adhere to the Southwark Ethical Care Charter setting out ethical working and care practices.
28. The procurement of the services through this strategic commissioning exercise will adhere to the Fairer Future Policy Framework, which details ethical and environmental standards, social value commitments, and best procurement practice.

### **Tender process**

29. The tender for the provision of care services in Flexi Care Housing was advertised in the following places:
- Find a Tender service
  - ProContract portal (the council's e-procurement portal)
  - Contracts Finder
30. As the value of the procurement was estimated to be in excess of the threshold for Light Touch Regime (LTR) Services there was a requirement to follow the Light Touch Regime prescribed under the Public Contract Regulations 2015 and advertise the tender opportunity via the Find a Tender portal and demonstrate compliance with general principles of transparency and equal treatment.
31. The tender process took the form of a restricted procedure, which included a two-stage prequalification, where bidders submitted a selection questionnaire which was evaluated by an evaluation panel made up of Council officers. All bidders who met the selection criteria, were shortlisted and invited to tender.
32. The tender evaluation process was undertaken in three stages, first stage was the evaluation of the tender method statements, the second stage was evaluation of prices both of which contributed to the Price per Quality Point (PQP), the highest ranked bidders in each of the Lot were

shortlisted for bidder presentations, which were scored and scores contributing to the final PQP.

33. The Invitation to Tender documents provided a timeline of the tender process, including the bid submission deadline, the evaluation and moderation stage, the governance period, contract award and contract commencement.

### **Tender evaluation**

34. All bidders were required to complete a Selection Questionnaire, provide responses to method statements, and complete a price schedule for the respective lots they were bidding for.
35. The financial assessment conducted as part of the Selection Questionnaire of bidders took into account that potential bidders for these services were likely to include small medium enterprises (SME's) and therefore the financial threshold set within this procurement was set low at one and a half times the annual contract value.
36. There were 77 SQ applications received. 16 bidders passed the SQ stage, which included their Financial Assessment and were invited to tender.
37. 15 tenders were received, with only one bidder who did not submit a tender.
38. The evaluation of tenders was based on a price per quality criterion of 85% weighting and a bidder presentation criterion of 15% weighting. As stipulated in the ITT document; for the first calculation, bidders who passed the quality evaluation were given a baseline score of 70% and a weighting of 30% applied to their total weighted method statement score. The baseline score and total weighted method statement score were added together to form a total weighted quality score which were used in the PQP calculation to determine the presentation shortlist.
39. For the second and final calculation, bidders were given a baseline score of 70% and a weighting of 15% applied to their total weighted method statement score and 15% applied to their weighted presentation score. The baseline, method statement and presentation score were added together to form a total weighted score which were used in the PQP calculation to determine the successful bidder in each lot.
40. The method statements were scored 0 – 5 and some questions had a minimum threshold score to ensure minimum quality standards were met. The responses to the method statements from each bidder were evaluated and scored individually by an evaluation panel consisting of council officers across commissioning and adult social care. The commercial aspects (i.e. the price) of the bids were evaluated by the lead procurement officer.

41. After the initial quality evaluation, letters were sent to bidders informing them of whether or not they had been down selected and invited to the presentation stage Bidders who hadn't been successful at passing this stage were also informed of the evaluation outcome. Three of the six unsuccessful bidders requested detailed feedback.
42. The project team took the decision that there were improvements needed and agreed with senior management to rewind the ITT stage and use the opportunity to refine the ITT documents.
43. In total, twelve bids were received with four bidders not resubmitting a bid at the rewind stage. The number of bids received per lot is shown in the table below:

<b>Lots</b>	<b>No. of Bidders</b>
Lot 1: Tayo Situ One and Tayo Situ Two	10
Lot 2: Lew Evans House	9
Lot 3: Lime Tree House	11
Lot 4: Harriett Hardy	6

Five of the twelve bidders submitted bids for all lots.

44. The method statement questions were on key areas such as:
  - Service delivery
  - Staffing model
  - Service delivery in practice
  - Service outcomes
  - Partnership working
  - Workforce development
  - Mobilisation
  - Social value & climate change commitments, equality and diversity
  - Pen picture
45. In order to pass the initial quality evaluation stage and be invited to the presentation stage, bidders were required to meet a threshold quality score of 60% which included five questions with a minimum score of 3. Four bidders met this threshold and progressed to the presentation stage.
46. The price evaluation was first conducted on a Pass/Fail basis comprising an assessment of the tendered price submitted within the Pricing Schedule. The tendered prices deemed to have passed the 'price evaluation' if they were within the financial envelopes specified in the pricing schedule, and if the number of core and flexi staff specified in the cost breakdown matched the staffing models set out in the specific method statement. Tendered prices which did not meet the requirements of the price evaluation criteria were deemed to have failed this stage of



the tender and bidders were excluded from the process. The Price per Quality Point evaluation was a calculation which involved dividing each bidder's tendered price by its quality score. The highest ranked bidder will score the lowest PQP. Bidders were required not to exceed the stipulated lot values. All bids received were within the financial envelope.

47. The successful bidders' final evaluation scores are as follows:
- **Lot 1:** Tayo Situ One and Tayo Situ Two winning bidder's score was 85.3 for PQP (consisting of a quality score of 90.5% and a price tendered of 7.71) calculated as  $PQP = \text{Price Tendered} / \text{Quality Score} \times 1,000$ )
  - **Lot 2:** Lew Evans House winning bidder's score was 43.1 for PQP (consisting of a quality score of 90.9% and a price tendered of 3.91)
  - **Lot 3:** Lime Tree House winning bidder's score was 48.7 for PQP (consisting of a quality score of 90.3% and a price tendered of 4.40)
  - **Lot 4:** Harriett Hardy winning bidder's score was 28.2 for PQP (consisting of a quality score of 90.9% and a price tendered of 2.56)
48. In the ITT document it was stipulated that in the interest of market sustainability the authority reserves the right not to award more than two lots to bidders within the same Parent Company or to the same bidder. Hence, although Thames Homecare were ranked highest for Lot 1, 2 and 3, they were awarded Lot 1 and 3 only. Consequently, Care Sante were awarded Lot 2 and 4. The decision to award Lot 2 to Care Sante instead of Thames Homecare and conversely Lot 1 and 3 to Thames Homecare instead of Care Sante were primarily due to achieving best value for money.

### **Plans for the transition from the old to the new contract**

49. The mobilisation will be managed by council staff from commissioning and adult social care. Contract management resources will be met within the Quality, Performance and Transformation team within the Integrated Commissioning Division.
50. Any TUPE requirements will be concluded before the commencement of the contracts.
51. There will be approximately a fourteen-week mobilisation period, which will allow providers sufficient set-up time to begin receiving new referrals.
52. There will be a phased approach to mobilising Tayo Situ 2 (Cator Street) and Harriet Hardy with discussions with providers during mobilisation as to how the phased approach will be conducted both operationally and financially.

### Plans for monitoring and management of the contract

53. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The Report Author will ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.
54. The monitoring arrangements will provide information on whether or not the contracts are performing as expected in accordance with the conditions of contract. Quarterly reports will reflect the outcomes that have been achieved against the agreed targets. Annual Performance Reports will be presented to DCRB and CCRB on the award date anniversary, and annually thereafter, in line with Contract Standing Orders.
55. The annual review will also consider the block contract arrangement in regard to the utilisation of the schemes and where required adjustments may be implemented to ensure voids are kept to a minimum.

### Identified risks for the new contract

56. The following risks have been identified, should the development of Flexi Care in Southwark be approved:

Risk	Risk Rating	Mitigation
Service specification does not address need within Southwark	Low	Consultation with operational and commissioning staff, residents, and providers, over the development of the service specification. This has already been completed and feedback sought and actioned.
Providers awarded contract are unable to deliver services within agreed costs	Low	The tender requested bidders to submit current prices and include an uplift for London Living Wage for 2025/26 and associated costs. The contract price is based on bidders submission for 2025/26 prices and therefore bidders have factored in prices that are sustainable.
Providers awarded contract do not align to the vision for Flexi Care	Low	A clear vision and service model has been established, in consultation with providers. A detailed service specification, clear tender guidelines, evaluation methodology, and market engagement will ensure providers are aligned.

<b>Risk</b>	<b>Risk Rating</b>	<b>Mitigation</b>
The new schemes, Harriet Hardy and Tayo Situ 2 (Cator Street) are not ready by contract commencement.	High	Discussions with providers to commence the block contracts on a staggered approach to be conducted during mobilisation to ascertain the block amount to commence with.
Void rates are high in new Flexi Care schemes	Medium	Detailed strategic discussion and planning has defined an appropriate cohort and clear eligibility criteria in order to mitigate voids.
A procurement challenge is issued against procurement decision	Low	Detailed service specification, cost modelling, and evaluation criteria has been developed to ensure procurement process is fair and transparent.  Legal and Procurement colleagues have supported the development of the procurement to minimise risks of challenge.
Transitioning to a new service delivery model can pose challenges, including ensuring continuity of care and adapting to new operational procedures	Low	Detailed mobilisation plans are developed to ensure a smooth transition to the new service delivery model. This includes phased implementation and continuous monitoring to address any issues promptly

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

### **Community impact statement**

57. Southwark is a diverse borough, and this applies both to users of the Flexi Care scheme, the general population, and its care workforce. The Flexi Care scheme will bring the following benefits:
- A positive impact on the health, wellbeing, and independence of a wide cohort of residents;
  - The creation of an intergenerational community social hub, connected with local voluntary and community sector organisations, to reduce social isolation and build local networks; and
  - The potential to regenerate an area of decline.
58. Implementing these Flexi Care schemes will also bring the following key benefits:
- Social impact- where the service will positively affect the social well-being of the community, such as reducing isolation, improving mental health, and fostering community engagement.
  - Economic impact- the scheme will bring economic benefits, including

job creation, support for local businesses, and cost savings for healthcare systems.

- **Environmental Impact:** providers and the council will consider environmental implications, such as promoting sustainable practices and reducing the carbon footprint of service delivery.
- **Stakeholder Involvement:** Various stakeholders, including service users, families, local authorities, and healthcare providers, will be involved in the planning and implementation of the service.
- **Monitoring and Evaluation:** Plans for monitoring and evaluating the impact of the service, including key performance indicators and feedback mechanisms to ensure continuous improvement will be a key part of the mobilisation process.

### **Equalities (including socio-economic) impact statement**

59. The preferred bidders in collaboration with Southwark Council will adhere to the Public Sector Equality Duty as set out in section 149 of the Equality Act 2010, in the following areas:
  - Eliminate discrimination, harassment, victimisation or other prohibited conduct.
  - Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
  - Foster good relations between persons who share a relevant protected characteristic and those who do not share it.
60. The preferred bidders are focussed on inclusion and will ensure that the Flexi Care delivery model will address local and structural inequalities for local people through embedding inclusive values and designing services around the needs of residents.
61. In 2022 officers undertook an Equality Analysis ahead of the completion of pre-tender documentation report to further set out the impact of the new model for Flexi Care. Officers are currently refreshing the Equality Analysis to reflect current engagement and service developments.
62. The Equality Analysis highlights that new Flexi Care service will better meet the needs of residents and overall will have a positive impact on equalities and protected characteristics including:
  - **Age;** the service is now open to residents who are age 18 and over, expanding on the previous criteria for the scheme that was only accessible for those age 55 and over.
  - **Disability;** the service will now support a wider range of needs including mental health, learning disability and autism.
  - **Sexual orientation and gender reassignment;** engagement was carried out with residents prior to the tender exercise. Feedback was received from the LGBTQI+ community about wanting to feel safe to disclose

their sexuality to their care worker. To ensure this can happen, it will be a requirement for staff working in the flexi care schemes to undergo specific training on supporting LGBTQI+ residents. Providers will be encouraged to include information for LGBTQI+ residents in their welcome packs. Staff will be encouraged to display support for this community via lanyards or pins to signal to residents they are supported as an LGBTQI+ resident.

- Race- the scheme will create an inclusive environment that is culturally competent and the care planning process will consider the individual needs and backgrounds of residents. Providers will also recruit care workers from the local community to ensure the care staff are reflective of the local population.

63. For the remaining protected characteristics, there will be no negative impact. The service will also be expanding, with an increased number of units available for Southwark residents.
64. The Equality Analysis also highlights opportunities within the new service model for creating a sense of community across the diverse resident groups and improving access to community and health services in Southwark. A Community Coordinator role will be established to support residents living in the Flexi Care schemes to access opportunities in the community and help the scheme to build relationships with key partners including health and the voluntary sector. The Community Coordinator will also work with the schemes to reduce health inequalities and ensure a holistic social inclusion offer for residents.

### **Health impact statement**

65. Promoting and supporting the health and wellbeing of residents within Southwark's Flexi Care schemes is a priority of the service.
66. The Flexi Care schemes will enable residents to live well, independently, promoting overall physical and mental wellbeing, and sense of self, and the opportunity to 'age in place'. Flexible, strengths-based care provision will give residents access to the care and support best suited to their needs, and ensure residents are safe, connected, and well.
67. Through community building, the Flexi Care scheme will reduce social isolation, promote connection, and support residents to thrive.

### **Climate change implications**

68. The council's 2021 Climate Change Strategy commits to the review of climate implications for all key decisions in Southwark. Green New Deal thought leadership has identified care as the sector most necessary to grow to support a green national infrastructure.

69. The Flexi Care scheme represents a greener alternative to comparable Home Care services, with respect to carer travel requirements. Care and support will be provided to residents in one location and does not require travelling between clients.
70. The establishment of a successful community hub, regenerative of the local area, would encourage local people to use and enjoy the social spaces and services provided to them locally, rather than travel elsewhere. There are opportunities to design resident activities around green initiatives, such as community gardening; this will be explored in the mobilisation period.
71. Providers will be required to comply with all legislation aligned to the council's Fairer Future Commitment. Contract evaluation criteria ensured that providers align to Southwark's environmental priorities and operate in a sustainable manner.

### **Social Value considerations**

72. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing any procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured. Social value considerations and how the delivery of the flexi care scheme will benefit the local area is summarised below:
  - Regenerative potential: the flexi care scheme will bring activity and create an intergenerational community to an area of decline through the creation of a community hub that is well connected with the local area;
  - Address local inequalities: schemes were designed with specific inclusivity objectives at the centre, centred on local need, such as supporting LGBTQI+ residents and people of all ethnicities;
  - Provide sustainable care jobs to local people; and
  - Support the local voluntary sector and local organisations through partnering to deliver services and outreach for residents.
73. The successful bidders have committed to delivering initiatives within their written response demonstrating how they will contribute to social value throughout the contract.

### **Economic considerations**

74. The implementation of this Flexi Care model can have significant economic implications and will deliver significant savings for the Council as an alternative to more expensive provision such as residential or nursing care. This will deliver greater value for money for the council and Southwark residents.



75. Best practice Flexi Care is centred on community building and has potential to regenerate and bring income to areas of economic decline. Provision under the new model of Flexi Care considered within this report should support the local economy by providing jobs for local people. According to the Council's commitment care workers in the flexi care scheme will also be paid London Living Wage (LLW) as well as adhering to the requirements of the "Ethical Care Charter".
76. The market presents substantial economic opportunities for businesses, with ongoing investments and contracts being awarded for the provision of Flexi Care services now in Southwark and London wide.

### **Social considerations**

77. Flexi Care aims to make healthcare services accessible to a broader population, including underserved communities. This helps reduce health disparities and ensures that more people receive the care they need.
78. As set out in the Fairer Future Procurement Framework, the Provider(s) will be expected to meet the London Living Wage (LLW) requirements for services provided. Given the need to recruit and retain high quality staff, it is considered that best value will be achieved by including this requirement.
79. Bidders confirmed that they will be paying staff the LLW. This will provide benefits to the council and the care staff working in the schemes. As part of the tender process, bidders demonstrated within their method statements as to how productivity will be improved by payment of LLW. Following contract award, these quality improvements and any cost implications will be monitored as part of the contract review process.
80. In accordance with the council's Fairer Future Procurement Framework, the new contracted providers will be expected to recognise trade unions.

### **Environmental/Sustainability considerations**

81. Providers delivering the Flexi Care schemes will be committed to integrating sustainability into their operations and has outlined several key environmental and sustainability considerations, such as carbon reduction, sustainable practices, and community and employee engagement.
82. As set out in the Fairer Future Procurement Framework, the Provider(s) will be expected to meet the London Living Wage (LLW) requirements for services provided. Given the need to recruit and retain high quality staff, it is considered that best value will be achieved by including this requirement.

## Market considerations

83. The market for the organisations providing Flexi Care services in London, is robust and growing, driven by several key factors:

- Southwark, like much of the UK, has an aging population, increasing the demand for flexible and comprehensive care services that allow older adults to live independently while receiving necessary support.
- Local authorities, such as the London Borough of Southwark, are investing in Flexi Care housing schemes. These initiatives aim to provide specialist housing and care services for older people, those with long-term conditions, and individuals with disabilities.
- There is already a strong presence of good providers operating within London and nation-wide. There is significant private sector involvement in the Flexi Care market, with numerous companies offering a range of services from in-home care to specialized housing. This competition drives innovation and improves service quality.
- The integration of technology in healthcare, such as telehealth and remote monitoring, enhances the efficiency and accessibility of Flexi Care services. This technological advancement is particularly beneficial in urban areas like London.

84. These factors contribute to a dynamic and expanding market for Flexi Care services in Southwark and London wide, offering numerous opportunities for organisations to grow and innovate.

## Staffing implications

85. A Community Coordinator will be employed by Adult Social Care to facilitate the activities undertaken in the flexi care schemes.

## Financial implications

86. The following table sets out the estimated contract value for each scheme, and the estimated total costs to the council.

<b>Scheme</b>	<b>Annual contract value (per annum)</b>	<b>Estimated total contract value (over seven- year duration)</b>
Tayo Situ One/ Cator Street Two	£1,542,611	£10,798,277
Lew Evans	£782,749	£5,479,243
Lime Tree	£879,002	£6,153,014
Harriet Hardy	£511,738 (Core £200,587 and Flex £311,151)	£3,582,166
<b>Total costs to council</b>	<b>£3,716,100</b>	<b>£26,012,700</b>

87. Providers' bids for each contract were within the price envelope in line with the maximum contract values. Bids were evaluated according to Price, Quality, and Presentations. The block contract values were calculated based on hourly rate agreed with each provider as result of the procurement multiplied by the annual care hours per each scheme assuming 85% occupancy levels. Harriet Hardy is the only contract which has an element of flexi hours which would change in line with actual hours provided.
88. All bids are based on paying the London Living Wage as well as complying with the requirements of the Ethical Care Charter. The contract prices agreed are valid from contract start 1 July 2025 with the first uplift applicable from April 2026. Estimated contract value for future years doesn't include assumption of inflationary increases therefore maximum contract value will be affected by annual inflationary calculations.
89. The new units at Cator Street Two and Harriet Hardy represent a 76% increase in the council's Flexi Care provision, in line with its commitment to open more Flexi Care housing as part of its 2022-2026 Delivery Plan. It is expected that the greater supply of Flexi care will enable to live more independently longer and therefore it is expected it will delay the use of more expensive Residential and Nursing care placements. Driving better outcomes through a new, socially-inclusive and community centred service model.
90. Reducing more traditional types of care in favour of Flexi Care will generate significant cost avoidance over the lifetime of the contracts. The below table shows that the estimated average cost per week of both Residential and Nursing Care are almost three times more costly than the new Flexi Care provision per resident. It should be noted that it is not expected that Flexi Care will support residents who would otherwise be placed in Nursing Care, rather, Flexi Care will more effectively delay a given resident's need for Residential or Nursing Care, thus avoiding Residential and Nursing Care costs.

<b>Flexi Care (current APR rates)</b>	<b>Residential Care (current APR rates)</b>	<b>Nursing Care (current APR rates)</b>
£328.61 per week per resident	£971.27 per week per resident	£1,083 per week per resident

91. National evidence demonstrates that Flexi Care can generate cost avoidance. The Housing LIN paper 'Evaluating Extra Care – valuing what really matters' calculates an estimated £4,600 savings per year to a given Local Authority per person placed in extra care schemes, realised through delays to and reductions in residential care placements. The new Flexi Care provision at Tayo Situ Two and Harriet Hardy will be able to support up to 94 additional residents and, according to this estimate could generate up to £432,400 in cost avoidance per year.

92. The flexi-care budget is part funded by the council's general fund, social care grant, Improved Better Care Fund and Adults Social Care discharge fund. As IBC and Adults social care grant is part of the local authority's Better Care fund (BCF) pooled budgets it is important that any BCF monitoring requirements are followed. As the new schemes at Tayo Situ two and Harriett Hardy are mobilised it is expected that it would lead to savings and costs avoidance at other care packages which needs to be maximised in order to ensure the schemes provide maximum value for money.

### **Investment implications**

93. There are no investment implications to consider.

### **Legal implications**

94. Please see concurrent from the Assistant Chief Executive – Governance and Assurance.

### **Consultation**

95. A market engagement was undertaken prior to the tendering process. The procurement timeline included sufficient time to consult with service users, the current provider and social workers.
96. The previous GW1 report was prepared in consultation with officers from Adult Social Care, Commissioning, Housing, Procurement, and Finance. A working group was convened with representatives from each listed division. The working group inputted into the final service model and procurement strategy detailed in this report.
97. The Flexi Care project team conducted benchmarking consultation with boroughs elsewhere in London in order to learn from different models and approaches to Flexi Care, and to gauge an appropriate hourly rate and contract level.
98. Provider engagement was carried out to ascertain the level of interest and capability within the market at present, including the issuing of a soft market testing questionnaire and one-to-one engagement with reputable providers.
99. Officers conducted engagement with current residents of Tayo Situ One, Lime Tree House, and Lew Evans House during Autumn 2023 (see paragraph 21). The findings of which have been integrated into the new service model.
100. Further officers were consulted during the investigation into the viability of insourcing Flexi Care, including those involved in existing insourcing initiatives, commissioners from boroughs elsewhere in London, and Finance officers. Consultation undertaken during the investigation.

## **Other implications or issues**

101. There are no other implications or issues.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Strategic Director of Resources (62EN202425)**

102. The Strategic Director of Resources notes the recommendations of this report to award four contracts for the provision of Care services in Flexi care housing as detailed in paragraph 2 at an estimated annual contract value of £3.7m and estimated maximum contract value of £26 million.
103. The Strategic Director of Resources notes that the estimated contract value is subject to phased opening within Tayo Situ two as well as the Flexi element of the contract with Harriett Hardy. Future contract values are also subject to annual inflationary increase negotiations as described in the finance implications section of the report. In order to ensure maximum value for money it is important that block contracts are fully utilised and monitored through contract management.
104. The contracts are part funded by Improved Better Care Fund and Adults Social Care Discharge fund. The continuation of these funds have been confirmed within the 2025-26 provisional settlement in the form of Local Authority Better Care Fund and remain as part of the council's pooled budget arrangement with Southwark Integrated Care Board.

### **Head of Procurement**

105. This report seeks approval of contract award for four contracts for the provision of Care Services in Flexi Care Housing, for four Flexi Care schemes in Southwark, for an initial period of five years from 01 July 2025, with an option to extend for a further two years, for an estimated maximum annual contract value of £3.7 million and a whole life contract value of £26 million; noting that detail pertaining to each individual contract award is contained within table below paragraph 2.
106. The value of the intended contract awards dictate that they are subject to full application of The Public Contracts Regulations 2015, (PCR 2015) as applicable to services covered by the "Light Touch Regime", (LTR) thereby requiring conduct of an advertised procurement process compliant with those regulations. Summary details of the procurement model utilised for each contract, including rationale for lotting, pricing and evaluation approach, are contained within paragraphs 12 – 23 and 29 – 48 respectively (albeit, acknowledging decision and context to rewind the procurement and ITT evaluation stages as outlined within paragraphs 42 and 43). The report recommendations are aligned with the council's Contract Standing Orders (CSO) which dictate that decision must be taken by Cabinet, subsequent to review at DCRB and CCRB.

107. Headline risks associated with the proposed contract awards are contained within the table below paragraph 56.
108. Intended alignment with the Fairer Future Procurement Framework (FFPF) is specifically evidenced within paragraphs 28 and subsequent sections (i.e. Social Considerations). Paragraph 27 contains details of commitment to Southwark's Ethical Care Charter (SECC).
109. Proposed methodology for performance/contract monitoring is detailed within paragraphs 53 – 55. The report also confirms that an annual performance review will be provided to the council's DCRB and CCRB in alignment with the requirements of council CSOs.
110. The Community, Equalities and Health Impact Statements are set out in paragraphs 57 – 67.
111. The Climate Change, Social Value, Economic and Environmental / Sustainability statements are set out in paragraphs 68 – 82.

#### **Assistant Chief Executive – Governance and Assurance (SB310125)**

112. This report seeks approval of the award of contracts for the delivery of flexi care services in Southwark for an initial period of five years from 01 July 2025, with an option to extend for a further two years, as further detailed within the Recommendations.
113. The nature and estimated whole life value of the services are such that their procurement is subject to the “light touch services” regime prescribed by the Public Contracts Regulations 2015. As noted from paragraph 12 a publicly advertised competitive tendering exercise involving four lots has been conducted, in compliance with those Regulations.
114. The proposed contract awards are also consistent with other statutory duties and powers and with the council's Contract Standing Orders, which reserve to Cabinet the decision to approve the Recommendations of this report.
115. Cabinet will be aware of the Public Sector Equality Duty (“PSED”) set out in section 149 of the Equality Act (“EA”) 2010. At each stage, in exercising its function (and in its decision-making processes) the council must have due regard to the need to:
  - (a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
  - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;



- (c) Foster good relations between person who share a relevant protected characteristic and those who do not share it.

The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Marriage and civil partnership are protected in relation to (a) only.

116. The community impact and equalities impact statements set out from paragraphs 57 to 64 of this report describe the intended aims and benefits of the proposed contract awards and also note the outcomes of an Equality Analysis (which was conducted ahead of the completion of pretender documentation in order to set out the impact of the new service delivery model) and a refreshed Equality and Health Analysis (forming Appendix 1 to this report), which assess the effect and impact of the services on those individuals having a protected characteristic under the EA. Officers should keep this under review during the period of the contracts and take appropriate measures to mitigate any negative impact that might arise. Cabinet should be satisfied that the PSED has been complied with when considering the report's recommendations.
117. Cabinet should also note and be satisfied as to the nature and extent of the consultation which has taken place in connection with the development of the service model and the procurement process, as reported in paragraphs 95 to 100.

**Chief Digital and Technology Officer (For all contracts involving IT)**

118. Not applicable.

**Director of Exchequer (for housing contracts only)**

119. Not applicable.

**BACKGROUND DOCUMENTS**

Background documents	Held At	Contact
None		

**APPENDICES**

No	Title
Appendix 1	Equality and Health Analysis: Re-commissioning of Flexi Care Services in Southwark

**AUDIT TRAIL**

Cabinet Member	Councillor Evelyn Akoto, Health and Wellbeing	
Lead Officer	David Quirke-Thornton, Strategic Director, Children and Adult Services	
Report Author	Frank Mensah, Procurement Officer	
Version	Final	
Dated	27 February 2025	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Resources	Yes	Yes
Head of Procurement	Yes	Yes
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Contract Review Boards		
Departmental Contract Review Board	Yes	Yes
Corporate Contract Review Board	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		27 February 2025

**APPENDIX 1****Equality and health analysis:  
Re-commissioning of Flexi Care  
services in Southwark**

## Section 1: Equality analysis details

<b>Proposed policy/decision/business plan to which this equality analysis relates</b>	Re-commissioning of Flexi Care Services
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Equality analysis author		Jessica Neece- Head of Age Well Integrated Commissioning			
Strategic Director:		David Quirke-Thornton, Strategic Director of Adults’ and Children’s Services			
Department		Children’s and Adults’	Division		Integrated Commissioning
Period analysis undertaken		January 2025			
Date of review (if applicable)					
Sign-off		Position		Date	

## Section 2: Brief description of policy/decision/business plan

### 1. Brief description of policy/decision/business plan

This equality and health analysis has informed the recommissioning of Flexi Care services (with new arrangements to be in place by 1 July 2025).

Flexi Care is specialist housing designed to meet the needs of older people, people with long-term conditions, and people with disabilities who may struggle to remain in their own home. Flexi Care describes a move away from more traditional models of 'Extra Care', which typically support older adults.

Care provided by a Flexi Care scheme enables residents to live in the least restrictive environment possible, 'aging in place' as a tenant in their own home. Residents are supported by flexible care packages and enjoy peace of mind through having care staff on site 24/7. Care within Flexi Care is person-centred, and 'flexes' with the changing needs of each resident.

By July 2025, there will be 239 Flexi Care flats in Southwark, across four schemes:

- **Tayo Situ House**- 92 flats, and up to 95 care packages (three two-bed flats,+1 guest residence)
- **Harriet Hardy, Aylesbury**- 50 flats, up to 52 care packages (two two-bed flats)
- **Lime Tree House, Peckham**- 54 flats and care packages
- **Lew Evans House, East Dulwich**- 39 flats, up to 40 care packages (one two-bed) (plus 2 step down flats)

The council has completed a competitive procurement process for Flexi Care and intends to award four contracts to two providers for a period of five years with an option to extend the contracts for a further two years.

### Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	<p>Tayo Situ House, Harriet Hardy, and Lew Evans House have the following eligibility criteria:</p>
	<p>Residents must:</p> <ul style="list-style-type: none"> <li>• Be 18+ (generally we expect residents will be older adults)</li> <li>• Have been assessed as having Care Act eligible needs, or are the carer of someone who has been assessed as having Care Act eligible needs</li> <li>• Eligible for social housing*</li> <li>• Have a local connection to the borough of Southwark</li> <li>• Have recourse to public funds</li> </ul>
	<p>*In exceptional circumstances, a waiver of this requirement will be considered.</p>
	<p>Lime Tree House has the same eligibility criteria, with the exception of the eligible age range which is aged over 55 only.</p> <p>The Council aspires to make Flexi Care available to people of diverse strengths, abilities, and needs. The schemes will therefore support those who meet the eligibility criteria, from the following cohorts:</p> <ul style="list-style-type: none"> <li>• Older adults;</li> <li>• People with physical difficulties</li> <li>• People with sensory impairments</li> <li>• People with long term conditions</li> <li>• People with mild to moderate learning disabilities</li> <li>• People with Autism</li> <li>• People with a cognitive impairment;</li> <li>• People with mental health needs;</li> <li>• People with drug and alcohol issues</li> <li>• People who are physically frail or with other age-related conditions • Socially isolated people</li> </ul> <p>There are currently 109 residents living in Flexi Care schemes in Southwark, as the new schemes at Tayo Situ and Harriet Hardy will be open by July 2025.</p>



<p><b>Key stakeholders involved in this policy /decision/ business plan</b></p>	<p>The re-commissioning of Flexi Care services is being delivered in consultation with the following key partners:</p> <ul style="list-style-type: none"> <li>• Residents and their families/unpaid carers currently in receipt of services</li> <li>• Current and prospective providers</li> <li>• Voluntary and community organisations working closely with older residents</li> <li>• Internal colleagues: Adult Social Care, Public Health, Procurement, Legal, Finance</li> <li>• Partner organisations: South East London Integrated Care Board, Age and Care Well Collaborative, NHS Clinical Care Professional Leads</li> <li>• Other local authorities providing similar services</li> </ul>
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## Section 4: Pre-implementation equality analysis

**Age** - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32-year-olds) or range of ages (e.g. 18 - 30 year olds).

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

In line with national projections, demand for specialist housing in Southwark is growing. According to Office for National Statistics predictions, there will be over 75,000 people aged over 55 living in Southwark by 2030, over 55% greater than 2021. Demand is increasing for specialist older persons housing (currently the majority of Flexi Care residents are over the age of 65).

Flexi Care Services will be available to residents who are over the age 18 and who meet the eligibility criteria listed above. The re-commissioning exercise has expanded the age range for the services in order to provide a more inclusive service and to create a sense of community within the scheme across generations and age groups. Lime Tree House is open to residents who are aged 55 and over, creating more choice for older residents who are eligible for Flexi Care services.

As Southwark’s residents are living longer lives, the nature of their care needs are becoming more complex. As a result of this, Flexi Care services have been expanded to support residents with a wide range of needs including mental health needs, learning disabilities, dementia, sensory impairments, frailty and social isolation.

79% of current residents living in Flexi Care schemes are over the age of 65. The tables below provide a summary of age across all Flexi Care schemes and a summary of the age breakdown across the three current Flexi Care schemes.

Age	% of Residents	# Residents
18-64	21%	23
65+	79%	86

Age Bands	18-64	65+			
Home	Residents aged 18-64 (%)	# Residents	Residents aged 65+ (%)	# Residents	Total
Lew Evans	26%	9	74%	25	34
Lime Tree	16%	7	84%	36	43
Tayo Situ	22%	7	78%	25	32

Total	21%	23	79%	86	109
<p>It will be essential for Flexi Care services to support both physical and mental health needs relating to living and ageing well, and the service specification sets out this expectation. For example, care workers will have the skills and training to deliver care that directly address a wide range of health needs such as falls prevention, physical disabilities, mental health needs and dementia.</p> <p>One of the service values is for residents to lead sociable and fulfilling lives, connected across generations and to the local community. Providers will be supported to embed this value across all Flexi Care schemes and will be supported by the Council and Flexi Care Coordinator to achieve this aim.</p> <p>This service is therefore likely to have a positive social, economic and health impact on adults 18 and over in Southwark and will create positive opportunities for intergenerational connections that are beneficial to residents of all ages.</p> <p>This service is not expected to have any negative social, economic or health impacts on any age groups.</p>					
<b>Data on which above analysis is based:</b>					
<ul style="list-style-type: none"> <li>• Contract management data from current Flexi Care services in Southwark</li> <li>• Southwark's JSNA Annual Report 2023</li> <li>• NHS Digital Primary Care</li> <li>• OHID Public Health research</li> </ul>					
<b>Mitigating actions to be taken</b>					
<ul style="list-style-type: none"> <li>• Providers will be required to complete a range of mandatory training, including dementia training, mental health awareness and first aid, and falls assessment training in order to provide comprehensive support across a range of ages and need.</li> <li>• Providers must employ staff with specific skills to support residents with a wide range of needs across all age groups (18+).</li> </ul>					

**Disability** - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Flexi Care services in Southwark are expanding both in capacity and inclusion criteria for residents. This means more disabled Southwark residents will be able

to access Flexi Care services. The new service specification outlines that Flexi Care schemes will now support residents with learning disabilities and Autism whereas previously the service focused on supporting those with physical disabilities only.

Census data from 2021 shows 8.2% Southwark's population has a disability, but for residents aged 65 and over, this percentage increases to 39%. Areas in Southwark with high levels of disability largely correlate with areas with high levels of bad or very bad health: in Old Kent Road, South Bermondsey, and Nunhead & Queen's Road 17–23% of residents are disabled.

Nationally, disabled residents face the following health challenges at a higher proportion than non-disabled residents:

- Smoking and physical inactivity
- Bowel or bladder problems
- Fatigue
- Injury
- Mental health and depression
- Overweight and obesity
- Pain
- Pressure sores or ulcers
- Discrimination

Reported contract data from January 2025 shows that 20% of current Flexi Care residents have a disability. There may be under reporting of disability of Flexi Care residents, as the reported figures are lower than expected. Officers will work with providers to address any data quality or collection issues in order to ensure targeted interventions can be put in place to address inequalities for disabled residents living in Flexi Care schemes.

The table below shows the breakdown of disability across each of the three existing Flexi Care Schemes.

<b>Home</b>	<b>Residents recorded as having a disability 18-64 (%)</b>
Lew Evans	26%
Lime Tree	19%
Tayo Situ	16%
<b>Total</b>	<b>20%</b>

The data in the tables above demonstrate that 20% of current Flexi Care residents have a disability. As such, services have been designed to support the physical and mental health needs of disabled residents. All care workers will have appropriate skills and training and to meet the range of needs that may be part of a resident's care package, such as person-centred approaches, dignity in care, Learning Disabilities, Autism, and sensory impairment awareness, and safeguarding vulnerable adults.

Two of the Flexi Care Service outcomes that providers will be required to achieve are:

- Residents are supported to be independent and to remain living in the Flexi Care scheme;
- Residents have access to, and experience good quality care and support;

Delivering these outcomes will ensure residents with disabilities will receive good quality care that meets their needs and supports them to remain independent whilst considering any adjustments or support requirements related to their disability.

This service is likely to have a positive social economic and health impact on residents with disability as the person-centred care delivered in Flexi Care will consider and maximise opportunities for disabled residents to access care and activities both in the Flexi Care scheme and wider community.

Providers will be expected to deliver accessible services, including providing documentation that is accessible (e.g. large print, braille, easy read) and gathering resident and family feedback in an accessible way (e.g. not online).

These services are therefore likely to have a positive social, economic and health impact on disabled adults in Southwark. The services are not expected to have any negative social, economic or health impacts on residents with a disability.

#### **Data on which above analysis is based:**

- Contract management data from current Flexi Care services in Southwark
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Staff providing care in the Flexi Care schemes will be required to have the specialist skills and knowledge to support residents with disabilities and will be required to undertake relevant mandatory training to ensure they are taking an inclusive approach and a strengths based, person centred approach to providing care for Flexi Care residents with disabilities. Mandatory training includes, person-centred approaches, dignity in care, Learning Disabilities,

Autism, and sensory impairment awareness, and safeguarding vulnerable adults.

- Providers must be committed to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities.
- Providers will be required to have an Equality and Diversity Policy and training in place
- Providers will conduct annual surveys which will monitor whether service users feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Officers will work with providers to ensure disability information is collected consistently across all Flexi Care schemes.

**Gender reassignment** - The process of transitioning from one gender to another.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Gender reassignment data is not collected as part of the current Flexi Care contract monitoring data. It is therefore unknown the proportion of service users who have a gender identity that is different to that which they were assigned at birth.

Southwark is the fifth highest ranking local authority in England for residents identifying as trans or non-binary. Data from the 2021 Census shows that around 1 in 80 (1.2%) Southwark residents had a gender identity different from their sex registered at birth, equivalent to 3,200 people. The Burgess Park area of Southwark has the largest LGB+ population within the borough.

It's estimated that 5.5% of Southwark trans and non-binary population (equivalent to 200 people) is aged 65+, and that at least 1 in 140 of all Southwark residents aged 65+ (0.7%; 200) are trans/non-binary.

Census results for trans/non-binary and LGB+ identified people are likely to be under-estimates, with previous evidence showing survey respondents are reluctant to disclose these identities due to ongoing stigma.

Common national health issues for this community (of all ages) include:

- Anxiety, depression and suicide
- Excessive alcohol consumption
- Homelessness
- Sexual violence
- Obesity
- Cervical and anal cancers
- HIV/AIDS

Providers will be expected to begin collecting this data as part of their demographic data collection and will be expected to monitor the number of



residents choosing to disclose this information. Providers will be expected to seek to increase the number of residents who choose to disclose the information through the building of trust between provider staff and residents.

Staff working in the Flexi Care schemes will work with the Flexi Care Coordinator to develop an understanding of the local service offer for the LGBTQ+ community, including specific services for trans residents, and will actively signpost residents to relevant services and organisations where appropriate.

All providers will be expected to work in an anti-discriminatory way and the service specification requires providers to meet the specific cultural and/or religious needs of residents as identified in the support plan, which may include using the resident's preferred pronouns.

The services are expected to have a positive impact on trans/non-binary groups and is not expected to have any negative impacts on trans/non-binary groups.

#### **Data on which above analysis is based:**

- ONS (2022) 2021 Census
- Southwark JSNA Annual Report 2023

#### **Mitigating actions to be taken**

- Providers will be required to have an Equality and Diversity Policy and training in place.
- Providers will be required to monitor the demographic data of their service users, including gender identity, and seek to increase the number of residents wishing to disclose their gender identity by building trust between the resident and provider staff.
- Providers will conduct annual surveys which will monitor whether service users feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.

**Marriage and civil partnership** – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couple. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. **(Only to be considered in respect to the need to eliminate discrimination.)**

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Reported Flexi Care contract data shows that the majority of residents living in Flexi Care are Single (29.4%) followed by not recorded (24.8%) and widowed (17.4%).

The table below provides details of the marriage and civil partnership status of residents currently living in Flexi Care schemes in Southwark as of January 2025.

<b>Marriage and civil partnership</b>	<b>% of residents</b>	<b># Residents</b>
Not Recorded	24.8%	27
Single	29.4%	32
Widowed	17.4%	19
Separated	7.3%	8
Divorced	11.0%	12
Married	10.1%	11
Cohabiting	0.0%	0
Too Young to Apply	0.0%	0
Civil Partnership	0.0%	0

Data from the 2021 Census shows that 26% Southwark residents aged 16+ are in an opposite-sex marriage or civil partnership, and 1% (or 2,600 people) are in a same-sex marriage or civil partnership.

Flexi Care providers will be asked to encourage residents to disclose their marriage or civil partnership status in order to improve data and insights in this area. This will support targeted efforts to improve any inequalities in relation to this protected characteristic.

Staff working in the Flexi Care schemes will undertake training and be supported to deliver care in an inclusive and person-centred way that is considerate of all marriage and civil partnership statuses. Staff will also be aware of local bereavement support groups and offers in the community given the higher proportion of widowed residents who may benefit from bereavement support.

No specific impacts have been identified or raised in relation to this characteristic.

#### **Data on which above analysis is based:**

- Contract management data from current Flexi Care services in Southwark
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.

- Staff will undergo training to ensure they are taking a person-centred approach to care planning and delivery.
- Staff will be supported by the Flexi Care Coordinator to become aware of local bereavement support services in Southwark.

**Pregnancy and maternity** - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Pregnancy and maternity data are not collected as part of current contract monitoring information for Flexi Care, it is therefore unknown the proportion of Flexi Care residents who are pregnant. Based on demographic information for the Flexi Care schemes, an assumption can be made that pregnancy rates are low, given 80% of residents are age 65 and above.

The total number of babies born in Southwark has been decreasing year on year over the past 10 years. There were 3,393 live births in 2022, down from 5,030 in 2012, a drop of one-third (34%). The decline in the fertility rate in Southwark is seen across all age groups, but particularly among younger women.

Providers will be expected to make reasonable adjustments to ensure facilities are accessible for residents or family members that are pregnant or have recently given birth.

Providers will support residents who are pregnant or who become pregnant, sign posting them to local maternity care services and supporting them throughout their pregnancy. The Flexi Care panel will also provide support if alternative accommodation or support requirements arise as a result of pregnancy.

Providers will be expected to adhere to employment legislation around maternity leave for their staff.

Providers will be expected to make reasonable adjustments to ensure facilities are accessible for family members that are pregnant or have recently given birth.

No specific impacts have been identified or raised in relation to this characteristic.

**Data on which above analysis is based:**

- Southwark JSNA 2023

### Mitigating actions to be taken

- Providers will be required to have an equalities and diversity policy and training in place.
- Contract management processes will provide assurance of the Providers' adherence to pregnancy and maternity leave employment law for their staff.
- The service providers will be required to understand the profile of needs in Southwark and ensuring the service addresses inequalities and increases accessibility relating to this protected characteristic.

**Race** - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups, and their needs should be considered alongside all others

### Potential health, social and economic impacts (positive and negative) of proposed business plan

Reported contract data from January 2025 shows that the majority (50.5%) of residents living in Flexi Care schemes are from a Black/African/Caribbean/Black British background, with 45% of residents from a white background and 1.8% of residents from an Asian/Asian British background.

This compares to 25.1% of the total Southwark population being Black or Black British, 51.5% being white, 9.9% being Asian, 7.2% being mixed or multiple ethnic groups, and 6.3% being from another ethnic group.

The table below provides further detail on the ethnicity of residents living in Flexi Care schemes.

Ethnicity (6 categories)	% of residents	# Residents
White	45.0%	49
Black / African / Caribbean / Black British	50.5%	55
Asian / Asian British	1.8%	2
Other Ethnic Group	0.0%	0
Mixed / multiple	2.8%	3

There is a higher proportion of Black or Black British residents supported by Flexi Care (50.5%) and Home Care (44.5%) services in Southwark as compared to residential care settings, where 24.8% of residents in a residential home are Black or Black British, with the majority of residents in residential care being from a white background (65.3%). The number of Black and Black British residents supported by Flexi Care and Home Care services in Southwark is also higher than the total proportion of Black or Black British residents in the general Southwark population (25.1%).

This demonstrates that Southwark are able to offer care in a more flexible, independence-oriented way to residents who are Black or Black British. Expanding the Flexi Care schemes will result in more opportunities for Black or Black British residents to receive care in a flexible setting that maximises their independence and supports their wellbeing in a person-centred way.

There are significant gaps in health outcomes between population groups in Southwark, with those from Black, Asian and minority ethnic groups experiencing poorer outcomes compared to those from a White ethnic background. In particular, residents from a Black African and Black Caribbean background are more likely to live in communities with high levels of disadvantage, develop a greater number of long-term conditions, have poorer mental health, and experience discrimination and racism when accessing services. Expanding the Flexi Care schemes will help to address some of these inequalities by creating greater capacity in Southwark to provide care that helps address some of these challenges.

All providers will be expected to work in an anti-discriminatory way and will be expected to have equalities and diversity training and policies in place, and the service will adhere to the five anti-racist pledges set out by Southwark Stands Together and must demonstrate a commitment to tackle racism, discrimination, and racial inequalities in all aspects of service delivery.

The service will be expected to deliver outcomes for all residents, including that all residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable.

Providers will be expected to carry out an annual survey where residents and families will be asked to what extent providers agree that these outcomes were achieved. Providers will also be expected to gather regular feedback from residents and their families, e.g. via phone calls.

The service specification requires providers to meet the specific cultural and/or religious needs of residents as identified in their care plan. This may include:

- Matching care workers who can speak and understand the resident's main language and dialect, where possible;
- Always having written information in the resident's main language available; and
- Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.

The above actions are expected to have a positive impact on Black and Ethnic Minority groups and the service is not expected to have any negative impacts on Black and Ethnic Minority groups.

**Data on which above analysis is based:**

- Contract management data from current Flexi Care services in Southwark
- ONS (2022) 2021 Census
- Southwark's JSNA Annual Report 2023

**Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.
- Officers will work with providers to ensure key principles of Southwark Stands Together are embedded within Flexi Care service models.
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Providers will be required to meet the specific cultural and/or religious needs of residents as identified in their support plan.

**Religion and belief** - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Reported contract data from January 2025 from current Flexi Care services indicates that residents hold a wide range of religions and beliefs.

The table below details the religion and beliefs of current Flexi Care residents, with Christian and Catholic religions being the most common, followed by no religion (13.8%).

A large proportion of Flexi Care residents either did not state (7.3%) or no religion/belief status was recorded (12.8%), totalling 20.1% of Flexi Care residents with an unknown/not stated religion or belief.

Stated Religion	% of residents	# Residents
Baptist	2.8%	3
Christian	26.6%	29
Church of England	11.0%	12
Jehovah's witness	0.9%	1
Methodist	1.8%	2



Muslim	2.8%	3
Pentecostal	0.9%	1
Protestant	0.9%	1
Rastafarian	0.9%	1
Roman Catholic	15.6%	17
Other Religion	1.8%	2
No Religion	13.8%	15
Not Recorded	12.8%	14
Not Stated	7.3%	8

Census data from 2021 shows that over 40 distinct religions were identified amongst Southwark residents. This diversity is reflected in the current Flexi Care religion and belief information listed in the table above.

Providers will be expected to ensure that care is delivered in a way that respects religious or non-religious backgrounds. This is further reflected in the service vision that states '*Our Flexi Care schemes are flourishing communities of people from all walks of life, with different strengths, abilities, and needs*'. This means Flexi Care schemes in Southwark will 'celebrate difference', with residents from all backgrounds and walks of life being supported by a service that is adaptable to an individuals' requirements and specific support needs.

The service specification requires providers to meet the specific cultural and/or religious needs of residents as identified in the support plan. This may include:

- Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.

Providers will be expected to ensure that all activities are inclusive and accessible to residents of all religious or non-religious backgrounds. Inclusive celebrations will be encouraged, and providers can co-produce these with residents to ensure a range of religious celebrations are planned where this is of interest to residents living in the Flexi Care schemes.

Staff working in Flexi Care services will undergo equalities training which includes information on religious inclusion.

No specific impacts have been identified or raised in relation to this characteristic and officers will work with providers to improve data collection on religion to ensure any inequalities are addressed in service delivery relating to religion and belief.

**Data on which above analysis is based:**

<ul style="list-style-type: none"> <li>• Contract management data from current Flexi Care services in Southwark</li> <li>• Southwark's JSNA Annual Report 2023</li> <li>• ONS (2022) 2021 Census</li> </ul>
<b>Mitigating actions to be taken</b>
<ul style="list-style-type: none"> <li>• Providers will be required to have an equalities and diversity policy and training in place.</li> <li>• Providers will be required to meet the specific cultural and/or religious needs of residents and families as identified in the support plan</li> <li>• Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> <li>• Providers will be supported to improve data collection of religion and belief to support targeted interventions to address inequalities linked to this protected characteristic.</li> </ul>

<b>Sex</b> - A man or a woman.
<b>Potential health, social and economic impacts (positive and negative) of proposed business plan</b>
<p>Reported contract data from January 2025 shows that 52.3% of Flexi Care residents are male and 47.7% of Flexi Care residents are female.</p> <p>Currently, there are more female residents at Lime Tree and Tayo Situ Flexi Care schemes and more male residents at the Lew Evans Flexi Care scheme.</p> <p>The sex breakdown by scheme is similar (for Lime Tree and Tayo Situ) to Southwark-wide population data, which shows 51.6% of the population are female and 48.4% are male, with the proportion of females increasing to 56% when looking at the 65 and over population (noting that Lime Tree House is for residents over the age of 55).</p> <p>In 2021, life expectancy in Southwark was 78.2 for males and 83.3 for females, similar to the average for London.</p> <p>Nationally, men:</p> <ul style="list-style-type: none"> <li>• Are more vulnerable to life-threatening chronic diseases, including coronary heart disease, cancer, cerebrovascular disease, emphysema, cirrhosis of the liver, kidney disease, and atherosclerosis.</li> <li>• Are also more likely to die by suicide</li> <li>• Are more likely to report lower levels of life satisfaction, and are less likely to access psychological therapies</li> <li>• Are more likely to be rough sleepers, become dependent on alcohol, or to report frequent drug use</li> </ul> <p>Nationally, women:</p>

- Suffer more from chronic disorders, such as anaemia, thyroid and gall bladder conditions, migraine headaches, arthritis, colitis, and eczema.
- Are more likely to experience a common mental health issue and to be diagnosed with anxiety.
- Are more likely to have self-harmed or to have experienced an eating disorder.

Providers are expected to have an equality and diversity policy and training in place and ensure that residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable. Providers will be expected to complete an annual survey where residents and families will be asked to what extent they agree that these outcomes were achieved.

The Flexi Care Coordinator will work closely with staff in each scheme to ensure that residents can learn about wider support services available that might meet their individual wellbeing needs.

No specific impacts have been identified or raised in relation to this characteristic and officers will work closely with the Flexi Care providers to ensure activities and support approaches are tailored to meet both male and female needs and ensure providers match residents with a care worker of a specific sex if required or requested.

#### **Data on which above analysis is based:**

- Contract management data from current Flexi Care services in Southwark
- ONS (2022) 2021 Census

#### **Mitigating actions to be taken**

- Providers will be required to have an equalities and diversity policy and training in place.
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Providers must be committed to maintaining a thorough and up to date understanding of local services in order to connect residents with wider support opportunities and will work closely with the Flexi Care Coordinator to identify new opportunities for activities and community connection.

**Sexual orientation** - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

**Potential health, social and economic impacts (positive and negative) of proposed business plan**

Reported contract data from January 2025 shows that 59.6% of Flexi Care residents are heterosexual/straight, 1.8% are gay or lesbian, 2.7% preferred not to say and 35.8% of Flexi Care residents have no recorded sexual orientation.

Southwark is ranked fourth in England for proportion of residents identifying with a non-heterosexual orientation, most frequently lesbian, gay or bisexual. In Southwark, 8% of residents (nearly 21,000 people) aged 16+ have a non-heterosexual sexual identity. Within this population, 56% identified as lesbian or gay and 40% identified as bisexual or pansexual. 6% of Southwark women identify as LGB+ overall, though this reaches 12% within the 16-24 age bracket. More men identify as LGB+: 10% of male residents overall, peaking at 13% within the 35-44 age bracket.

Census data from the 2021 shows that 6.9% residents aged 65 and over had a non-heterosexual identity, and these are likely to be underestimates.

This suggests that the number of gay or lesbian residents living in Flexi Care accommodation is likely higher than currently reported, potentially because residents may be reluctant to disclose their sexual orientation due to ongoing stigma. This is also reflected in the current contract data reported above, suggesting that many current Flexi Care residents have not stated what their sexual orientation is, either because they have declined to do so, or providers have not recorded this information.

Common national health issues experienced by this community (of all ages) include:

- Anxiety, depression and suicide
- Excessive alcohol consumption
- Homelessness
- Sexual violence
- Obesity
- Cervical and anal cancers
- HIV/AIDS

Providers will be expected to regularly review their demographic data collection to monitor the number of residents choosing to disclose their sexual orientation. Providers will be expected to seek to increase the number of residents who choose to disclose the information through the building of trust between provider staff and residents.

Staff working in the Flexi Care schemes will work with the Flexi Care Coordinator to develop an understanding of the local service offer for the LGBTQI+ community and will actively signpost residents to relevant services and organisations where appropriate.

All providers will be expected to work in an anti-discriminatory way and the service specification requires providers to meet the specific cultural and/or religious needs of residents as identified in the support plan, which may include using the resident's preferred pronouns and ensuring all residents regardless of sexual orientation are treated with dignity and respect.

<p>The services are expected to have a positive impact on non-heterosexual groups and is not expected to have any negative impacts on non-heterosexual groups.</p>
<p><b>Data on which above analysis is based:</b></p>
<ul style="list-style-type: none"> <li>• Contract management data from current Flexi Care services in Southwark</li> <li>• ONS (2022) 2021 Census</li> </ul>
<p><b>Mitigating actions to be taken</b></p>
<ul style="list-style-type: none"> <li>• Providers will be required to have an Equality and Diversity Policy and training in place.</li> <li>• Providers will be required to monitor the demographic data of residents, including sexual orientation, and seek to increase the number of residents wishing to disclose their sexual orientation by building trust between the resident and provider staff.</li> <li>• Providers will conduct annual surveys which will monitor whether service users feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.</li> <li>• The council will work with providers to develop initiatives to promote inclusion of all sexual orientations, for example providing specific information in welcome packs and staff wearing rainbow lanyards as a positive symbol of inclusion to residents.</li> </ul>
<p><b>Socio-economic disadvantage</b> – although the Equality Act 2010 does not include socio-economic status as one of the protected characteristics, Southwark Council recognises that this continues to be a major cause of inequality in the borough.</p> <p>Socio economic status is the measure of an area's, an individual's or family's economic and social position in relation to others, based on income, education, health, living conditions and occupation.</p>
<p><b>Potential health, social and economic impacts (positive and negative) of proposed business plan</b></p>
<p>Southwark is the 40<sup>th</sup> most deprived Local Authority in England and approximately 21% of Southwark's population live in communities ranked within the most deprived nationally.</p> <p>Data from 2021 shows that 51% of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing.</p> <p>However, compared to 2011 the number of disadvantaged households in Southwark has decreased. This is likely linked to Southwark's increasing employment rate and decreasing unemployment rate. In Southwark, life</p>

expectancy is increasing, but this is not equal across the borough, with life expectancy lower in more deprived wards. Approximately 40% Southwark residents live in Council housing.

Residents living in Flexi Care schemes funded by the council must meet a financial threshold to be eligible and therefore are more likely to be socio-economically disadvantaged. The competitive procurement process for future providers has ensured that these residents have access to high-quality services, and all providers will be contract managed to ensure consistent quality across all four Flexi Care schemes.

A new Flexi Care Coordinator role has been established to support the Flexi Care schemes with developing a sense of community and improve links with the wider community. The Flexi Care Coordinator will help providers and residents to learn about wider support services available that might meet their individual wellbeing needs, including free social and wellbeing activities, support with making benefits claims and maximising income, debt advice, and cost-of-living support.

All Flexi Care providers will be required to meet the standards outlined in the Ethical Care Charter. One of the key standards in the Ethical Care Charter requires all staff to be paid at least the London Living Wage. This will ensure staff are paid a fair wage and it is also expected this will support with recruitment and retention for Flexi Care staff which in turn should support the delivery of consistent and quality care for residents living in Flexi Care schemes in Southwark.

All of the above are likely to have a positive impact on those experiencing socio-economic disadvantage.

#### **Data on which above analysis is based:**

- ONS (2022) 2021 Census
- Southwark's JSNA Annual Report 2023

#### **Mitigating actions to be taken**

- Providers will be required to have an Equality and Diversity Policy and training in place.
- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- The Flexi Care Coordinator and Care Staff will be supported to have a good understanding of local services and support available in Southwark to help residents who may be experiencing Socio-economic disadvantage.



### **Human Rights**

There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol

### **Potential impacts (positive and negative) of proposed policy/decision/business plan**

All providers will be expected to uphold the rights of Flexi Care residents and their families under the Human Rights Act.

Each Flexi Care scheme and provider will have safeguarding and deprivation of liberty protocols in place, and contract management processes are in place to ensure that employment rights of care staff are upheld. All Flexi Care providers will be required to be compliant with the Ethical Care Charter, which will further support a positive and fair working environment for staff.

Each Flexi Care provider will have a complaints process in place, and this must be made available to residents and families upon request, in an accessible format.

Providers must ensure that residents feel treated with dignity and respect and receive care that makes them feel safe and comfortable. Providers will be expected to complete an annual survey where service users and families will be asked to what extent providers agree that these outcomes were achieved.

### **Information on which above analysis is based**

- Human Rights Act 1998

### **Mitigating actions to be taken**

- Providers will conduct annual surveys which will monitor whether residents feel treated with dignity and respect and feel safe and comfortable with the care they are receiving.
- Providers will adhere to safeguarding policies and protocols as set out in the service specification.
- Providers to ensure complaints process is made available to residents and families upon request, in an accessible format.
- Providers are required to maintain compliance with all aspects of the Ethical Care Charter throughout the lifetime of the contract, contract management arrangements will be in place to monitor compliance.

## Section 5: Further actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating actions or the areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	Staff with training and skills to meet physical and mental health needs as set out in the care plan	<p>In method statement response, providers must demonstrate how they support staff to be skilled, including through training and regular supervision</p> <p>All care staff must complete mandatory training as outlined in the service specification.</p> <p>Training will be monitored via contract management visits.</p>	<p>Completed- December 2025</p> <p>April 2025 – July 2025</p> <p>July 2025 – July 2030/2032</p>
2	Meeting wider health and wellbeing needs of service users	<p>Providers must work closely with the Flexi Care Coordinator to develop a thorough and up to date understanding of local services in order to connect residents with wider support opportunities.</p> <p>All Flexi Care Providers must attend monthly forum meetings to share best practice and collaborate on</p>	<p>July 2025 – July 2030/32</p> <p>July 2025 – July 2030/32</p>

		creating a sense of community across and within each scheme.	
3	Residents and families feel treated with dignity and respect and feel safe and comfortable with the care they are receiving	<p>The service specification clearly specifies that all services must achieve this outcome.</p> <p>Providers conduct annual resident surveys; questions align with the service outcomes (including a question to understand the extent to which residents feel/felt treated with dignity and respect and feel/felt safe and comfortable with the care they are receiving. Providers share survey results with the council, including a summary of how they will respond to any issues identified. This will be discussed during contract monitoring meetings.</p>	<p>July 2025- July 2030/32</p> <p>Yearly, Q4</p>
4	Trust around disclosing gender identity and sexual orientation	The Flexi Care service specification has set out the requirement for providers to collect and monitor the demographic data of residents, including sexual orientation and gender identity, and seek to increase the number of residents wishing to disclose their sexual	July 2025- July 2030/32

		<p>orientation by building trust between the resident and provider staff.</p> <p>Via quarterly contract management meetings, providers to discuss demographic data collection and outline activities undertaken (or planned) to support care workers to build trust with residents.</p>	<p>July 2025 – July 2030/32</p>
5	Providers meeting the cultural and religious requirements of residents	<p>Providers responded to a method statement outlining how they plan to meet the diverse needs of residents and detail their experience of supporting residents with varied needs and ages within each Flexi Care Scheme.</p> <p>Providers will be expected to meet the expectation outlined in the service specification to meet the specific cultural and/or religious needs of residents as identified in their individual support plans. This includes:</p> <ul style="list-style-type: none"> <li>• Matching care workers who can speak and understand the resident's main language and</li> </ul>	<p>July 2024 – December 2024</p> <p>July 2025- July 2030/32</p>

		<p>dialect, where possible;</p> <ul style="list-style-type: none"> <li>• Always having written information in the resident's main language available;</li> <li>• Using the resident's preferred pronouns; and</li> <li>• Conducting care and support practices in a way that is sensitive to the cultural and/or religious beliefs of the resident, including in relation to care planning, food preparation, and the involvement of families and unpaid carers.</li> <li>• Developing activities and opportunities within the Flexi Care scheme that celebrate the diversity of Southwark residents.</li> </ul> <p>Resident feedback will be collected by providers throughout the course of the contract, including via annual surveys shared with the council.</p>	<p>July 2025 – July 2030/32</p>
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<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Ledbury Compulsory Purchase Order - Final Approval
<b>Cabinet Member:</b>	Councillor Helen Dennis, New Homes and Sustainable Development
<b>Ward(s) or groups affected:</b>	Old Kent Road
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/A

## **FOREWORD - COUNCILLOR HELEN DENNIS, CABINET MEMBER FOR NEW HOMES AND SUSTAINABLE DEVELOPMENT**

Following on from a successful resident ballot in 2021 (to redevelop the Ledbury Estate) and the cabinet resolution on 3 December 2024 (to use, in principle, compulsory purchase powers) this cabinet report:

- (a) provides an update on the further progress made on the Ledbury Estate renewal to date; and
- (b) seeks the cabinet's approval to use compulsory purchase powers to facilitate the delivery of Phase 2 of the proposed Ledbury Estate regeneration project.

Over the course of the phased renewal of the Ledbury Estate, a total of 340 homes will be delivered, including replacement council homes, at least 51 additional council homes, and 65 homes for sale. Wider estate improvements will be delivered including additional greening and landscaping, a new MUGA and BMX pump track, connection to SELCHP and EV charging points, resulting in significant carbon reductions.

As the second phase of the rebuild requires the demolition of the remaining three towers of the estate, we are taking all reasonable steps to buy back leaseholder properties via voluntary agreement.

In December 2024, cabinet resolved that it be agreed, in principle, to use the council's compulsory purchase powers under section 226 (1)(a) of the Town and Country Planning Act 1990 and section 13 of the Local Government (Miscellaneous Provisions) Act 1976 for the acquisition of all outstanding land and interests.

This report now asks cabinet to approve the use of the council's compulsory purchase powers to acquire outstanding land and interests, to enable the continued delivery of the Ledbury Estate renewal including the delivery of 260 new homes in Phase 2.



I want to thank the Ledbury Estate T&RA and the Resident Design Group, as well as all the residents from the estate for all their input and support.

## **RECOMMENDATIONS**

### **Recommendations for cabinet**

1. That the following be noted:
  - i The current position in relation to the delivery of new homes at Phase 2 of the Ledbury Estate Renewal Scheme:
  - ii A construction contract with Higgins Partnerships Ltd to deliver both Phase 1 and Phase 2 of the Estate Redevelopment, along with the required budgets to deliver the Ledbury Estate Renewal Scheme was agreed by Cabinet in December 2021 and March 2023 respectively.
  - iii A planning application (22/AP/0554) for the redevelopment of both phases of the site, providing 80 homes on the first phase and 260 homes on the second phase was approved in December 2022.
  - iv The council has already acquired 19 leasehold interests across the 4 Ledbury towers. 6 of these were in Bromyard House which facilitated successful vacant possession for Phase 1.
  - v On Phase 1, vacant possession was achieved on 25 July 2022 with a formal start on site date of 4 December 2023.
  - vi On Phase 2, there are currently 14 leasehold interests across the three remaining towers of Peterchurch House, Skenfrith House and Sarnesfield House (hereafter “the three towers”).
  - vii The council continues to pursue a negotiated settlement with all leaseholders situated within the three remaining towers, with the intention to acquire these remaining interests by agreement without the need for the council to apply to use its compulsory purchase powers.
  - viii The council may need to use its compulsory purchase powers to acquire outstanding land and interests in the absence of a negotiated settlement to acquire such interests.
  - ix The council is offering to rehouse all resident leaseholders who want to stay on the rebuilt Ledbury Estate, in a new leasehold home on either an outright purchase or shared equity loan basis (subject to financial assessment), in compliance with the policies outlined in the Ledbury Resident Offer document.
  - x Phase 1 is currently anticipated to complete in June of 2026
  - xi That this paper is an update to a paper brought to cabinet in December 2024 which sought in-principal approval to make and

confirm a CPO (see background papers).

- xii The ongoing efforts to rehouse residents from the three towers, based on critical health and safety risks, as detailed in the July 2024 Rehoming Notice section below.

2. That cabinet agree:

- i To use compulsory purchase powers under Section 226(1)(a) of the Town and Country Planning Act 1990 ("the 1990 Act") and section 13 of the Local Government (Miscellaneous Provisions) Act 1976 for the acquisition of all land and interests (which are not already owned by the council) within the area of land shown for identification purposes edged black and bold on the plan in Appendix 1, for the purposes of facilitating the redevelopment, development and improvement of the land and securing the delivery of 260 new homes on the site in line with the planning application for Phase 2 ("the Scheme") thereby securing the continued redevelopment of the Ledbury Estate, in line with the original planning consent (22/AP/0554) and associated minor material amendments application (24/AP/2136) (still to be determined).
- ii That the director of planning and growth, in consultation with the managing director of Southwark construction, be authorised on behalf of the council to:
- iii Take all necessary steps to secure the making, confirmation, and implementation of the CPO, including the publication and service of all notices and the presentation of the council's case at public inquiry should one be called
- iv Acquire for planning purposes all interests in land and new rights within the CPO area as may be necessary to facilitate Phase 2 of the Scheme, either by agreement or compulsorily, including entering into negotiations with any third parties for the acquisition of the land interests and/or for new rights over their land (as appropriate), the payment of compensation and dealing with any blight notices served in connection with the CPO
- v Dealing with objections to the CPO including approving agreements with landowners setting out the terms for the withdrawal of objections to the CPO, including where appropriate seeking the exclusion of land or new rights from the CPO or giving undertakings as to the enforcement of the terms of the CPO
- vi Remove from the CPO any plot or interest therein no longer to be acquired compulsorily and to then amend the interests in the scheduled CPOs (if so advised)
- vii Make any minor amendments to the extent of the land as shown on the plan at Appendix 1 should the need arise, to include all land and interests in land and rights required to facilitate the construction,

maintenance, and use of the Scheme, and to remove any land from within the CPO boundary indicated on the plan at Appendix 1 if its inclusion is no longer necessary

- viii Take all necessary actions in relation to any legal proceedings relating to the CPO, including defending or settling (as appropriate) any compensation claims referred to the Lands Chamber of the Upper Tribunal due to the making or implementation of the CPO, and to take all necessary steps in respect of any other legal proceedings that relate to the making, confirmation, or implementation of the CPO
  - ix Appoint and/or retain such external professional advisors and consultants as are necessary to assist the council in facilitating the development of Phase 2 of the Scheme, including in the promotion of the CPO and the settlement of any compensation claims
  - x Make any amendments to the draft Statement of Reasons annexed at Appendix 4 to this report as are considered necessary prior to its submission to the Secretary of State
  - xi Confirm the CPO if granted the power to do so by the Secretary of State
  - xii Exercise the compulsory purchase powers authorised by the CPO by way of General Vesting Declaration(s) and or notice(ss) to treat
3. That the cabinet agree to delegate to the director of planning and growth:
- i To negotiate and enter into off-plan sales agreements in Phases 1 and 2 of the new development with resident and non-resident leaseholders who qualify for a new council home
4. That cabinet resolves to:
- i Approve the commencement of statutory consultation with secure tenants, pursuant to Part 5 of Schedule 2 to the Housing Act 1985, regarding the proposal to seek the Secretary of State's approval for the redevelopment Scheme for the purpose of Ground 10A, Schedule 2 Housing Act 1985
  - ii Agree to obtain vacant possession of Peterchurch House, Skenfrith House and Sarnesfield House pursuant to Ground 10/10A of Schedule 2 of the Housing Act 1985 in order to deliver the Scheme

### **Reasons For Recommendations**

- 5. There are various third-party interests in the land at Phase 2 of Ledbury Estate. The council will need to acquire those interests to secure vacant possession of the three towers to enable the Scheme, including the demolition works scheduled to commence in summer 2026, to proceed.
- 6. The use of compulsory purchase powers is crucial to the Scheme's success

and cabinet is therefore being asked to approve the use of compulsory purchase powers.

### **Alternative Options Considered and Not Recommended**

7. If the council did nothing, there would be no certainty that vacant possession would be delivered and there would be no certainty the scheme would be delivered. This would leave the council in the unfavourable position of having three tower block assets which are at the end of their life, with no feasible way to deliver a renewal scheme.

### **Post Decision Implementation**

Table 1 - Post Implementation Decisions

<b>Key Activity</b>	<b>Completion Date</b>
Make the CPO, serve and publicise March 2025	Ongoing

8. The success of the implementation of the recommendations outlined in this report should be assessed against whether the council is able to successfully make and confirm the CPO.

## **BACKGROUND INFORMATION**

### **The Scheme**

9. The Ledbury Estate development is in the Southwark Construction Programme, which is part of the council's commitment to build 11,000 new homes by 2043.
10. The Southwark Construction Programme (formerly the New Homes Development Programme) is aimed at creating new homes from existing council assets and acquiring new assets. The principle of New Homes Development was agreed by cabinet in July 2012.
11. Ledbury Estate will deliver 340 homes and will provide a mix of one to five bed units, predominantly for social rent, as well as private sale, in six blocks across the Bromyard and Old Kent Road sites. There will be no net loss of council homes, and the scheme is currently set to deliver the following:
  - i 209 Replacement Social Rented Homes
  - ii At least 51 Additional Social Rented Homes
  - iii Up to 15 Shared Equity Homes for Leasehold Interest Reprovision<sup>1</sup>
  - iv 65 Market Sale Homes (Cross-Subsidising the programme)

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<sup>1</sup> This may lower depending on leaseholders choosing to sell their existing home to the council and choosing to relocate off the estate, giving up pre-allocated property within Phase 1 of the estate. Any shared equity homes that aren't required to accommodate current leaseholders will become additional social rent homes.

## Confirmation of the CPO

12. It is necessary for the council to resolve formally to use compulsory purchase powers before it can make a CPO. The final decision on the CPO rests with the Secretary of State for Housing Communities and Local Government on recommendation from one of her Inspectors / an Inspector appointed on her behalf who will decide whether to confirm the CPO having considered the justification for the CPO and any objections, if necessary, by way of public inquiry.
13. Once the council has made the CPO it will be lodged with the Secretary of State for confirmation. Notices will be served on any occupier that may have a legal interest in the land in question and notice of the CPO will be advertised for two weeks in a local newspaper, published on the council's website and by notice affixed on the land. Any objection to the CPO must be made within 21 days of the date of notification of the CPO. If objections are made and not negotiated away, the Secretary of State shall hold a public inquiry unless the objectors and the council agree that the matter can be dealt with under the "written representations" procedure.

## Current Planning Status

14. A S73. application has been submitted to Southwark Planning Authority primarily in response to recent requirements as outlined in the Building Safety Act 2022, for buildings over 18m tall to include two staircases. In response to this, the council has had undertaken scheme redesign for both phases to accommodate second staircases – this has driven the need for the S73 application.
15. Both phases of the scheme are being delivered via a main works design and build contract with Higgins Partnerships Ltd. Southwark Council have the right to enact a break clause at the end of the Phase 1 and the after the completion of the demolition of the three remaining towers which forms the first sectional completion of Phase 2.
16. Progress on the scheme is positive with Phase 1, the previous site of Bromyard House, moving forward broadly on programme. Phase 1 will deliver:
  - i Up to 14 Shared Equity Homes for leaseholders who may wish to move from Phase 2
  - ii A minimum of 45 Social Rented Homes (Expected to be taken up by those with secure tenancies residing within the three towers or other secure tenants with a right to return)
  - iii 20 Market Sale Homes
17. Any of the 15 homes currently pre-allocated for use for leaseholders moving into Phase 1 will be turned into social rented homes if those pre-allocated leaseholders don't choose to exercise their right of return.

18. To ensure that the scheme can remain on programme it's essential that the council is able to secure vacant possession of the Phase 2 site by the target date within the contract of 30 June 2026.
19. The principal challenge of securing vacant possession (VP), as is common for estate renewal schemes in both Southwark and further afield, is being able to secure leasehold property interests. As noted above, there are 14 leasehold interests currently remaining in the three towers.
20. As noted in paragraph 1.vii, the principal objective of the council is to secure these property interests via voluntary agreement. However, should that not be successful, the use of a Compulsory Purchase Order will facilitate the council being able to secure VP in a timely fashion and ensure the current programme for the redevelopment of Ledbury Estate can remain on track.

### **Vacant possession and leaseholder offer**

21. Peterchurch House, Skenfrith House and Sarnesfield House contain 168 residential properties. At the time that the defects associated with the block were first identified in 2017 a total of 28 properties were held leasehold across the four tower blocks.
22. The council originally offered a relocation scheme for tenants to move from the estate (including all four towers) into another secure tenancy, with an option to return. Under this scheme the council has successfully rehoused 156 of the 190 households who occupied properties in the four towers on secure tenancies, granting them an option to return to the redeveloped estate.
23. In addition, the council implemented a voluntary scheme for leaseholders to sell their properties to the council in December 2017 and through this scheme, the council acquired 13 leasehold interests across the three towers. Although at that time it was envisaged that a refurbishment of the blocks would take place, the voluntary buy back scheme that the council put in place enabled those leaseholders who sold their properties early in the process to benefit as if the council was buying the properties pursuant to a CPO. This meant they were entitled to a loss payment alongside reasonable legal and other costs associated with the council's acquisition of their property and their purchase of a replacement property.
24. In July 2021, following a positive ballot of residents on the estate, the council agreed the redevelopment of the Ledbury towers and agreed to commence the next phase of the acquisition of leasehold interests on the four towers via negotiation, under terms that would apply pursuant to a CPO.
25. The immediate focus was on securing vacant possession of Bromyard House and in January 2022, cabinet approved the making, confirmation, and implementation of the CPO designed to help secure VP at Bromyard House (e.g., Phase 1). In that instance three remaining leaseholders had interests within Bromyard House. The signal that the council was willing to

make, confirm and implement a CPO was material in helping the council agree terms with the remaining three leaseholders and ultimately secure VP without undertaking a CPO of any interests within the now demolished Bromyard House.

26. The January 2022 cabinet report noted that a further CPO report would be brought forward at later stage in the project to secure vacant possession of Peterchurch House, Sarnesfield House, Skenfrith House and surrounding land, should it not prove possible to obtain full vacant possession by agreement.
27. In December 2024, cabinet granted approval to progress with making and confirming a CPO for the Ledbury Estate renewal in-principal.
28. This report brings forward the approval to make a CPO on the three remaining towers and it is hoped that the council resolving to grant approval to progress the CPO in this instance may once again help to accelerate additional sales from leaseholders to the council.

### **Purpose of using compulsory purchase powers**

29. Compulsory purchase of the legal interests of the leaseholders, together with any other third-party express, or implied rights or interests will enable the continued redevelopment of the Ledbury Estate in line with the agreed development programme. The making of the CPO is essential to mitigate the risk that the continued redevelopment of the Ledbury Estate is delayed. Whilst the council will take reasonable steps to seek to acquire any outstanding interests by agreement, it needs to have the power to compulsorily acquire all interests in the land shown on the plan appended to this report at Appendix 1 to facilitate the timely delivery of the Scheme.
30. Whilst the council holds freehold interests in the land there are some residential leasehold interests in residential properties on the CPO Land where former council tenants have purchased their properties through Right to Buy under the Housing Act 1985, some of which were transferred subsequently to investment owners.
31. Council officers have taken reasonable steps to contact the persons who hold long leasehold interests to secure the purchase of their interests by agreement wherever possible.
32. The continued redevelopment of the Ledbury Estate and the construction of Phase 2 thereof can only sensibly be achieved within a reasonable timescale through the council's use of its powers of compulsory acquisition. Having considered the relevant policy and guidance, council officers are satisfied that there is a compelling case in the public interest for compulsory purchase powers to be used to secure the delivery of the Scheme to deliver economic, social and environmental improvements to the Ledbury Estate and the surrounding area.
33. A draft Statement of Reasons setting out the justification, policy background and powers for making the CPO is attached as Appendix 4 to this report.



## **Unregistered Land**

34. Within the extent of the proposed CPO (Appendix 1) there is a small sliver of unregistered land at the intersection of Commercial Way and Old Kent Road. This sliver of land is important as it is needed for the development of Phase 2 of the scheme.
35. The CPO will, if successful, bring this piece of land into council ownership.

## **Statutory Undertaker Assets**

36. Within the CPO demise (see appendix 1), there is only one significant above ground asset, an electrical sub-station, that is owned (leased) by a statutory undertaker.
37. Engagement is already well advanced with UKPN, the asset owner and regional distribution network operator, to find an agreeable re-provision solution for the sub-station within the plans for Phase 2.
38. Technical plans have been submitted and are being reviewed, including with site visits, for the reprovision of the sub-station together with construction of an additional adjacent substation building that will help support the electrical connections for all current users (e.g., low-rise Ledbury block) and for the new connections to the 260 new homes delivered as part of Phase 2. UKPN have, to date, been supportive of this process.
39. UKPN will be kept abreast of the CPO process and continue to be engaged with closely throughout. Whilst it is likely that UKPN will object to the CPO as a matter of course, council officers are also confident that they can be convinced to withdraw their objection in a timely fashion as there is a viable alternative for their services within plans for Phase 2 of the scheme.
40. Depending on further dialogue with UKPN it's possible that the above noted substation is removed from the demise of the CPO altogether. If required, this will be done under delegated authority as outlined in recommendation 2.vi and 2.vii.

## **July 2024 Rehoming Notice – Update**

41. On 31 July 2024<sup>2</sup>, the council took the step of informing all remaining residents of the three existing Ledbury Towers that, due to worsening structural conditions of the blocks, particularly affecting the fire safety performance of the buildings, combined with the threat of fires within the buildings, principally stemming from lithium ion batteries (e.g., those used on many e-bikes and e-scooters) that it was mobilising a total block rehoming requirement for the three towers.
42. This followed the outcome of a Stage 4 Fire Risk Assessment report, which

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<sup>2</sup> Website update can be accessed at the following address  
(<https://www.southwark.gov.uk/housing/safety-in-the-home/ledbury-estate>)

found, in conjunction with structural assessments of the three towers, that there was a considerable fire risk, even when considering mitigation measures.

43. The council is undertaking this action proactively after discussions with the London Fire Brigade to mitigate to the greatest extent possible, risks to the health and safety of current residents of the three towers.
44. As of 05/02/2025, Housing Management are coordinating the rehoming of the remaining residents residing within the blocks. There are currently 30 remaining residents with tenures split as follows:
  - i 7 homes used for temporary accommodation
  - ii 10 homes of secure tenants
  - iii 14 homes of leaseholders
45. This means that there are currently 137 voids through the three towers.
46. Of the remaining secure tenants and temporary accommodation tenants the council is currently undertaking the following actions to seek timely possession of their properties:
  - i Of the 10 remaining secure tenants:
    - ii The council is taking forward legal proceedings against 2. Another was due to have proceedings brought against them but is now engaging.
    - iii 2 have not yet been offered suitable properties.
    - iv 1 tenant has matched and is waiting for works to be completed before viewing the property.
    - v 5 tenants have signed up but are awaiting outstanding works before their move
  - vi Of the 7 remaining temporary accommodation tenants
    - vii The council is taking forward legal proceedings against 3 to evict them after numerous refused offers.
    - viii 4 tenants have signed up but are awaiting outstanding works before their move
47. In addition, following the requests of residents, particularly many leaseholders who remain living in the blocks an updated Fire Risk Assessment is being developed by the original authors of the report. This is to account for the potential of diminished risk given so many occupants have been decanted. The results of this second FRA are expected in the first half of 2025.
48. Preparation for finding suitable temporary accommodation for all those residing in the blocks is ongoing; however, even if all residents move temporarily, the council is unable to demolish the three towers until such time as all the remaining interests in the block have been acquired. As such, this supports the requirement for making and confirming a CPO as

outlined in the Purpose of using compulsory purchase powers section above.

## **KEY ISSUES FOR CONSIDERATION**

49. As further properties become vacant within the three towers, following successful rehousing of the remaining secure tenant households, temporary accommodation households or the purchase of leaseholds (see July 2024 Rehoming Notice section), these properties (currently 137) will no longer be utilised for further lettings and will be held void until the blocks are fully vacant prior to its demolition.

### **Temporary Accommodation**

50. There are currently 7 households in temporary accommodation remaining across the three towers. The council's Area Housing Office and the Temporary Accommodation Team continue to work with these remaining households to facilitate moving them to another property off the estate.
51. Whilst the council is committed to rehousing all households in temporary accommodation by agreement, if required the council will rely on its statutory powers to secure possession of these properties.

### **Secure Tenants**

52. There are currently 10 secure tenancies remaining across the three towers. The council's Area Housing Office continues to work with these remaining secure tenants and their households to facilitate moving their secure tenancy to another property off the estate in the first instance with the option to return to the new development on the Phase 1 site in around summer of 2026.
53. Whilst the council is committed to rehousing all secure tenants by agreement, if required the council will rely on its powers set out under grounds 10 and 10a of the Housing Act 1985 to secure vacant possession of any tenanted properties where agreements on new homes to be provided are not able to be reached.
54. For these reasons cabinet is asked to resolve actions as outlined in 4.i and 4.ii.

### **Leasehold Interests**

55. Since 2021, the council has secured agreement with seven of the 15 leaseholders remaining at that time. One acquisition has completed and there are now 14 leasehold interests remaining, with terms agreed with six of those leaseholders. There are eight leasehold interests where terms are still to be agreed.
56. The council is continuing to negotiate with the remaining leaseholders, although their intention is largely to take up the offer made in July 2021 by cabinet whereby the leaseholders were offered the opportunity, subject to

qualification, to be able to purchase a replacement property on the redeveloped estate. Discussions are therefore ongoing with the leaseholders in relation to the offer to purchase new homes in Phase 1 of the redevelopment and the detailed terms of that offer.

57. Whilst it is envisaged that the resident leaseholders may be housed in temporary housing due to the fire safety issues recently identified in the blocks (see July 2024 Rehoming Notice – Update section), their interest in their property will remain until it is acquired by the council. The council is therefore looking to reach agreements whereby leaseholders sell their interests in the existing block alongside an agreement to acquire a new property off-plan in the new development. This would enable the council to acquire the interests of the resident leaseholders in the three towers in advance of completion of the new build properties.
58. A similar offer is being made to non-resident leaseholders, subject to their private tenants finding alternative accommodation in the private sector.
59. There is one non-resident leaseholder where engagement has been limited and if they do not engage in regard to the council's buyback of their property, this will be a risk to the delivery of the scheme without a CPO.
60. As such, the council still needs to progress through the process of making, confirming and, if required, implementing a CPO for the three towers should leaseholders change their mind at the last minute and not wish to move to the new properties in summer 2026 or agreements to acquire their homes cannot be reached. This will be done in tandem with a process of seeking voluntary agreements with all leaseholders, irrespective of the current temporary rehoming process.
61. This process has already and will continue to conform to the latest guidance for the use of Compulsory Purchase powers issued by the Ministry of Housing, Communities and Local Government (2025) for the benefit of acquiring authorities.
62. This will hopefully give further impetus to conclude negotiations and to provide certainty of acquiring all remaining interests required to ensure full vacant possession of the three towers within the timescale required by the construction programme for the Ledbury Estate Renewal Scheme. It will ensure the redevelopment of the Phase 2 site is fully in line with the submitted scheme; thereby ensuring the delivery of new homes on the site to support the existing and incoming residents.

### **Statutory powers**

63. Bodies which have compulsory purchase powers, such as a Local Authority, may make a CPO, but the powers may not be exercised until that order has been confirmed by the Secretary of State, who must be satisfied that the powers are to be used for their proper purpose and that there is a compelling case in the public interest for the use of those powers.
64. There are a number of different Acts which provide the powers for Local

Authorities and other bodies to exercise compulsory purchase powers. The principal CPO powers applicable to the provision of housing are contained within Section 226 (1)(a) of the Town and Country Planning Act 1990 or Section 17 of the Housing Act 1985.

65. The s.17 power in the Housing Act may be used where the purpose is the provision of housing accommodation that will achieve a qualitative and/or quantitative housing gain. Whilst the s.226(1)(a) power may be used if the CPO is likely to facilitate the carrying out of redevelopment or improvement on or in relation to the land acquired will contribute to the economic, social, environmental wellbeing of the area. Both Acts, however, require the council to demonstrate there is a compelling case in the public interest for the use of CPO powers.
66. The council has considered the use of either power in relation to bringing forward a CPO on the three towers but considers that on balance the most effective and appropriate power in delivering the redevelopment of the Ledbury towers to be Section 226 (1)(a) of the Town and Country Planning Act 1990.
67. Section 226(1)(a) needs to be read in the context of s226(1A) which provides limitations on the use of the power. It says that it must not be exercised unless the local authority seeking to use the power thinks that the development, redevelopment or improvement of the land as referred to in s226(1)(a) is likely to contribute to the achievement of the promotion or improvement of the economic, social or environmental well-being of the authority's area. The report sets out how the promotion or improvement of each of these areas is likely to be achieved as a result of the Scheme, which can only be facilitated through the use of CPO powers.

### **Use of CPO powers**

68. Officers acknowledge that compulsory purchase powers should only be exercised if there is a compelling case in the public interest. Members should be sure that the purpose for which CPO powers are sought sufficiently justify interfering with the human rights of those with an interest in the land affected.
69. The background to this project has already been set out above and the steps taken to acquire the affected interests in the three towers described. Whilst it is acknowledged that most leaseholders are seeking to acquire new homes in phase 1 of the redevelopment which will not complete until summer 2026, officers recommend that it is appropriate to bring forward a CPO, at this point in time, to safeguard the overall programme.
70. The government's key document governing compulsory purchase process and powers is titled "Guidance on Compulsory purchase process" and was most recently updated in January 2025 (henceforth 'the Guidance'). The guidance states that whilst "compulsory purchase is intended as a last resort to secure the assembly of all the land needed for the implementation of projects ... an acquiring authority does not need to wait for negotiations with affected parties to break down or for the affected parties to begin to

engage with them before starting the compulsory purchase process in parallel with negotiations. Delaying the start of the compulsory purchase process can result in valuable time in progressing a project being lost. Therefore, depending on when the land and/or rights are required, it may often be sensible, given the amount of time required to complete the compulsory purchase process, for the acquiring authority to:

- i plan a compulsory purchase timetable as a contingency measure; and,
- ii initiate formal procedures

71. This will also help to make the seriousness of the acquiring authority's intentions clear from the outset, which in turn can encourage those whose land is affected to enter more readily into meaningful engagement."
72. Officers consider that in the case of three towers and the proposed redevelopment timescale, this meets the requirement set out in the government guidance where it is appropriate to initiate formal procedures at an early stage to secure vacant possession of the land required.
73. The statutory basis of the CPO and the use of powers are detailed further in Appendix 2.
74. Officers are satisfied that the scheme underlying the CPO will contribute to the well-being of both the local area and deliver wider benefits for Southwark. The scheme overall will significantly contribute to and promote the overall social and environmental well-being of the area through the delivery of new high quality, energy efficient homes, planting of new trees, new play equipment for young people and through the new and improved areas of public realm which will better integrate the existing streetscape. The considerations and benefits of the scheme are set out in more detail in the Community Impact Statement.

### **Confirmation of the CPO**

75. It is necessary for the council to resolve formally to use compulsory purchase powers before it can make a CPO. The final decision on the CPO rests with the Secretary of State for Housing Communities and Local Government on recommendation from one of her Inspectors / an Inspector appointed on her behalf who will decide whether to confirm the CPO having considered the justification for the CPO and any objections, if necessary, by way of public inquiry.
76. Once the council has made the CPO it will be lodged with the Secretary of State for confirmation. Notices will be served on any occupier that may have a legal interest in the land in question and notice of the CPO will be advertised for two weeks in a local newspaper, published on the council's website and by notice affixed on the land. Any objection to the CPO must be made within 21 days of the date of notification of the CPO. If objections are made and not negotiated away, the Secretary of State shall hold a public inquiry unless the objectors and the council agree that the matter can be dealt with under the "written representations" procedure.

## Current Planning Status

77. As noted above, the overall scheme, across the two phases received planning consent (subject to conditions and obligations) on 15 December 2022 (22/AP/0554). This gave consent for 340 homes split across two phases.
78. At the time of preparing and submitting the application, the regulations contained within the Building Safety Act 2022, were not applicable; however, following the granting of the planning permission a range of regulations, particularly impacting buildings deemed high-risk<sup>3</sup> were introduced within the act.
79. Out of the 7 blocks being delivered across the 2 phases, 4 are defined as high risk. These are:
  - i Block A2
  - ii Block B1 and B2 (due to podium connection)
  - iii Block B4
80. One of the principal new requirements of these regulatory changes was to introduce the requirement for two stair cores within high-risk buildings. This had a material impact on design for blocks in both Phase 1 and Phase 2.
81. After dialogue with Southwark LPA, the agreed route to accommodate additional stair cores in the above noted blocks was to transfer wheelchair accessible homes from the original location of A2 (Phase 1) to the tallest of the blocks B4 (Phase 2). These homes will all be completed accessible and benefit from the numerous lifts within the building and residents. These homes will also have a dedicated focus in any pre and post occupation fire risk assessments.
82. Consequentially, to not impact the number of overall homes, Block B4 needed to rise by three additional stories. This was supported in principle by Southwark LPA via pre-app advice.
83. In order to ensure that this move was compliant with the planning permission a s. 73 application was required. This was submitted to Southwark LPA on 22 July 2024 and was validated in August 2024 (24/AP/2136).
84. In addition to the above a stopping up application is required. This has been prepared and been provisionally checked by Southwark Highways who have noted that all information for a successful application is in order.

## Policy Framework Implications

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<sup>3</sup> Having at least 7 stories or being at least 18 meters in height and is either hospital or care home or has at least 2 residential units contained within.



### **Council Delivery Plan**

85. The council's fairer, greener, safer delivery plan 2022 – 2026, outlines the authority's corporate objectives until 2026. The Ledbury Estate Renewal Scheme will overtly and directly contribute to the themes of *Quality, Affordable Homes* and *A Healthy Environment*.

### **Southwark Plan**

86. The Southwark Plan (2022) sets out the vision, strategic objectives, and planning policies for development in Southwark for the period 2019 to 2036. As a sub-regional authority plan it is guided by policies contained within upper-tier statutory planning documents, namely the nationally applicable NPPF and PPG and the regional London Plan 2021.
87. In securing planning permission in December of 2022 and with regard to the S. 73 application for Phase 2, the scheme has previously and will continue to ensure adherence to the policies and guidance laid out within the Southwark Plan and the associated Supplementary Planning Documents.

### **Old Kent Road Area Action Plan**

88. The Draft Old Kent Road Area Action Plan outlines the strategy for the regeneration of the Old Kent Road. The Ledbury Estate Renewal Scheme will positively contribute to the ambitions and objections contained within the regeneration framework, particularly within its locality of Sub Area 2. The CPO will facilitate this positive contribution.

### **Great Estates Plan**

89. The Ledbury Estate Renewal Scheme, when implemented, will positively contribute to the council's Great Estates agenda by enhancing curtilage, landscaping and adjacent facilities to the Ledbury Estate (e.g., the BMX track within Bird in Bush Park).

### **Community Impact Statement**

90. The proposed redevelopment promises to bring about extensive benefits which together contribute to a significant increase in the social, economic and environmental well-being of the site itself, the wider estate and the borough.
91. The scheme will address the poor quality of the existing physical environment. Existing buildings are of poor quality, using poor quality building materials, employing outdated construction methods which have driven acute requirements for costly repairs. The latest structural survey findings, outlined in paragraphs 41 to 48 outline the urgent need to replace the existing towers on the estate that have come to the end of their usable life.
92. The site also comprises under-utilised spaces, reducing personal security

and perceived safety, with the ground plane dominated by car-focussed uses and vacant garage space. These areas attract anti-social behaviour and run counter to contemporary objectives to encourage active travel.

93. The proposed redevelopment of the site will bring about significant improvement of the physical environment within the site. It will deliver a broad range of open spaces, a new and improved MUGA, extensive improved landscaping, new T&RA facility and two new commercial facilities fronting Old Kent Road.
94. The development will also provide new high-quality homes, contributing towards an increase in both the quantum and quality of residential accommodation on the site and contributing to corresponding improvements in the wider area. The homes that will be built will see significant improvement on the existing stock and will retain the spaciousness of the existing properties.
95. While these scheme benefits are significant and compelling, they must be weighed against any potential disbenefits. The council has considered the potential adverse impacts of bringing forward the proposed redevelopment and promoting the associated CPO. The primary potential area for direct adverse impacts arises from the requirement for households currently resident within the site to be relocated outside of the site to allow for the construction of the development in line with the existing planning consent. In the absence of council rehousing policies to enable affected residents to be able to stay in the local area this could give rise to adverse impacts such as disruption, unfamiliarity with a new area, difficulty maintaining access to local amenities, services and other social and cultural amenities. However, it is considered that the council's rehousing assistance and associated support and guidance enable these potential adverse impacts to be mitigated.
96. As outlined above, the land to be included in any CPO (Appendix 1) currently comprises three blocks of 56 (168 total) residential properties, of which 30 are presently occupied. It is considered that the adverse impacts on these households resulting from the scheme are mitigated as they would be rehoused through the council's regular rehousing processes by the time of the CPO implementation.
97. There are currently 10 households occupying a property on a secure tenancy within the three blocks. In addition, there are another 17 secure tenants who have a pre-allocation in new homes in Phase 1. This is line with the emerging local lettings plan which is drawing on the Ledbury Offer document. Again, it is considered that the adverse impact on these households resulting from the scheme are mitigated.
98. These secure tenants will have the priority right to return to homes on Phase 1. Many of them were planning on staying within the three towers until the homes on Phase 1 were completed allowing a comparatively seamless move within the extent of wider Ledbury Estate. However, due to the recent announcement (see section July 2024 Rehoming Notice – Update), these secure tenants will be supported to move temporarily off the

estate and will be supported again, should they wish to exercise their right of return to the Phase 1 homes once completed (which is anticipated in Spring/Summer of 2026).

99. There are 14 leasehold interests remaining on the site. In line with the statutory compensation code, leaseholders receive market value for the purchase of their property, plus a statutory loss payment of 10% for resident leaseholders, or 7.5% for non-resident leaseholders, as well as a disturbance payment to cover the reasonable costs of moving, such as removals costs and fees. Even when purchasing properties by agreement, the council makes an offer, as outlined in the Ledbury Resident Offer Document, on this basis in recognition that this would be the basis for an acquisition via compulsion.
100. While issues relating to the value of leasehold interests are not in themselves a consideration in promoting a CPO, it is acknowledged that there is a disparity in existing values on the estate and those in the surrounding areas which if unmitigated could present a barrier to resident leaseholders remaining in the area and continuing to access services, employment opportunities and community ties. The council has, therefore, put in place a range of rehousing options for leaseholders which, depending on the individuals' specific circumstances, can result in the offer of a council tenancy on a council-owned property or the purchase of a council property on a shared equity (where no rent is paid on the unowned portion) basis. All offers to leaseholders are made subject to financial assessment which was clearly articulated in Ledbury Offer document.
101. Such options provide the opportunity for existing residents to be able to choose to remain in the local area, should they wish to, and thereby mitigating any potential impacts on individuals' ability to continue to access local services and amenities resulting from the proposed CPO.
102. The council has sought to mitigate any disbenefits through a range of reasonable and proportionate measures focused on rehousing and compensation options, to realise the public benefits associated with the redevelopment. The council has considered the potential disproportionate impacts that could potentially arise and has identified and implemented measures to mitigate such impacts as far as possible. It is therefore considered that there remains a compelling case in the public interest for the scheme to proceed and for the council to promote a CPO for the site.

### **Public Sector Equality Duty (PSED)**

103. Section 149 of the Equality Act 2010 lays out the Public Sector Equality Duty (PSED) which requires public bodies when taking decisions, to have due regard to the need to:
  - i Eliminate discrimination, harassment, victimisation or other prohibited conduct;
  - ii Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
  - iii Foster good relations between those who share a relevant

characteristic and those that do not share it.

104. The council, in light of this statutory requirement, has sort to consider it's policies, processes and actions with regard the proposed CPO with respect to the three principles of the PSED.
105. Through the extensive consultation process for renewal of the Ledbury Estate (which has been ongoing since 2016), the council has also sought to update its understanding of the makeup of individuals affected by the rehousing and process.
106. The council will also seek to update and expand upon this information throughout the ongoing process as it continues to discharge its public sector equality duty.
107. The below section summarises the results of the Equalities Impact Needs Assessment that has been undertaken with the explicit aim of supporting the council to discharge it's PSED duties related to this application to make a CPO.

### **Equalities (Including Socio-Economic) Impact Statement**

108. An updated Equality Impact and Needs Analysis (EINA) has been undertaken by the council to ensure the impacts of the re-development of the estate have been independently assessed. This will update an earlier EINA prepared by CMA Planning in support of the initial planning permission for the scheme.
109. The EINA has been carried out in accordance with the Equality Act 2010 and the council's Public Sector Equality Duty.
110. It identifies differential or disproportionate effects, both positive and negative, on those with protected characteristics from the proposal to undertake a CPO and sets out mitigation or enhancement measures that the council can put in place. It looks at these factors ahead of confirming decisions and policy.
111. The EINA draws on detailed demographic and socio-economic data, particularly from leaseholders given that the compulsory acquisitions of their land interests is one of the primary effects of any future CPO.
112. Equality monitoring data for leaseholders was collected through a survey that was open between 5 November 2024 and 29 November 2024 and re-opened between 9 January 2025 and 26 January 2025. A copy of this survey can be found attached to the Equalities Impact Needs Assessment (Appendix 3).
113. The survey was available on the council consultation website, Engage, and paper copies were also available in the Ledbury TRA Office.
114. Council Officers emailed a link with the online survey to leaseholders in Peterchurch House, Skenfrith House and Sarnesfield House. A paper copy

of the survey was also attached, which leaseholders could return via email. Follow up emails were sent to leaseholders several times to try and ensure a high response rate.

115. Equalities data for secure tenants and temporary accommodation tenants was obtained via the council's iWorld housing database on 15 January 2025 and a desktop data analysis has been carried out. This data is gathered by the resident services team with the housing department.
116. The EINA has identified several impacts that could arise from Phase 2 of the Ledbury Estate regeneration programme and the associated use of CPO powers to facilitate this.
117. Some of the people living, working and accessing services in the local area are likely to experience these impacts differentially or disproportionately as a result of their protected characteristics. In particular, children, older people, disabled people, people who are pregnant and people from ethnic minority backgrounds could be adversely impacted by this decision when compared with those who do not share those protected characteristics.
118. The impacts are set out in detail in Section 5 of the EINA, however the most significant impacts are listed below:
  - i Loss of social infrastructure and access to community resources
  - ii The availability of affordable housing
  - iii Access to appropriate and accessible housing
  - iv Health effects as a result of relocation
119. Mitigation measures for the above impacts include, but are not limited to:
  - i Engage affected communities to ensure their concerns are heard and addressed
  - ii Ensure timely and clear communication with all affected parties regarding their rights and the CPO process
  - iii Implement measures to address the specific needs of vulnerable or marginalised groups, such as ethnic minorities or those with disabilities
  - iv Provide adequate compensation and support to those affected, including relocation assistance
  - v Offering residents a range of rehousing options, including options to remain on the estate or within the local area
  - vi Ensure the decision-making process is transparent and fair
120. The EINA, as found in Appendix 3, outlines in much greater detail the potential impacts per protected characteristics and the associated mitigation measures that are currently or will be put in place as required.
121. The EINA has concluded that the council has considered the potential disproportionate impacts that could potentially arise and has identified and implemented measures to mitigate such impacts as far as possible. Relevant mitigation measures will become embedded into the approach of the CPO and associated redevelopment.

122. It is therefore considered that there remains a compelling case in the public interest for the scheme to proceed and for the council to promote a CPO for the site.
123. The EINA will be shared with Higgins, the main works contractor, and their associated multi-disciplinary consultant team to help inform their approach and practice, particularly regarding the delivery of Phase 2.

### **Human Rights**

124. As far as Human Rights are concerned, it is acknowledged that the compulsory acquisition of land will interfere with Article 1 First Protocol Convention Rights. However, Article 1 of the First Protocol allows such interference if it is in the public interest and in accordance with the law. The use of CPO powers as contemplated by this report is lawful in Article 1 terms provided that the Council strikes a fair balance between the public interest and the private rights of individuals which are protected by Article 1. It is also relevant that compensation is available to persons affected by compulsory acquisition in certain circumstances. It is considered that the compelling benefits of the Scheme in the public interest justify the interference with Article 1 rights in this case when weighed against the private rights of individuals.
125. As regards Article 6 Convention Rights, there are well established statutory procedures that will give all those likely to be affected by a CPO the right to be notified and the opportunity to object should they wish. Any such objections may cause a public inquiry to be held where those objections can be heard. Compensation disputes can be referred for hearing by the Lands Chamber of the Upper Tribunal. For these reasons Article 6 is complied with.

### **Health Impact Statement**

126. The health impacts of the policies that this funding relates to are addressed in the EINA referred to above.

### **Climate Change Implications**

127. The completion of the Ledbury Estate Renewal Scheme, including phase 2, facilitated by the resolution to make a compulsory purchase order will serve to benefit the council in helping to considerably reduce its operational carbon within its housing stock.
128. The homes with the three towers have poor EPC ratings and are currently being heated using a large diesel-powered generator and temporary electrical boilers. They therefore have a comparatively high operational carbon output.
129. All the new homes delivered through the scheme (facilitated by the CPO) will benefit from:

- i Low carbon district heating connection from SELCHP
- ii Contemporary Part L compliance which is increasingly close to Passivhaus standard
- iii The development will be car free and there will be a range of installations that encourage active travel (associated with BREEAM Excellent Status)

130. Benefits will also include community space and commercial units delivered as part of the scheme.

131. Monitoring of operational carbon performance will be undertaken as part of the council's planning obligation requirements outlined in the final unilateral undertaking.

### **Resource Implications**

132. The acquisition process continues to be met within existing resources within the council, supplemented with external professional advice as required. Delivery of the new homes are being delivered under contract with Higgins Partnerships Ltd entered in 2023. There are no additional resource implications arising from this report.

### **Financial Implications**

133. The Guidance expects acquiring authorities to provide substantive information as to the sources of funding available for both acquiring the land and implementing the scheme for which the land is required. It also states that if the scheme is not intended to be independently financially viable, or the details cannot be finalised until there is certainty that the necessary land will be required, the acquiring authority should provide an indication of how any potential shortfalls are intended to be met. Regarding timing of funding, the Guidance explains that it generally should be available now or early in the process. Failing that, it states that the confirming authority would expect funding to be available to complete the compulsory acquisition within the statutory period following the operative date.

134. The CPO Guidance at paragraph 109.1 explains that for a s. 226(1)(a) CPO, a general indication of funding intentions, and of any commitment from third parties, will usually suffice to reassure the confirming authority that there is a reasonable prospect that the scheme will proceed.

135. The below sections outline the available budgets and then the projected expenditure against those budgets. In short, the below demonstrates that sufficient financial resource, when considering various potential mitigation measures, is allocated to the Ledbury Estate renewal programme to deliver the Scheme.

136. At the outset, it is important to note that the Scheme is not currently, and has never intended to be, financially viable in a conventional sense. Any scheme delivering such a high quantum of social rented housing in the



current economic climate, even when factoring in grant rates will inherently not be viable (in the sense of achieving a positive Residual Land Value). This was demonstrated at the initial planning permission submission and has remained the case through the S.73 application. The council is pursuing this Scheme to support its economic, social and environmental objectives and to meet associated costs of funding temporary accommodation due to a lack of suitable low-cost rental housing that the council can nominate to.

## **Budgets**

137. In December 2017, cabinet approved funding of £10,725,000 for the acquisition of leasehold interests on the Ledbury estate. This amount was requested based on the analysis of the number of remaining leaseholders at the time and agreed compensation approach for resident and non-resident leaseholders (as outlined in paragraph 99), this budget has not yet been fully expended.
138. In the policy and resources capital programme update 2022-23 reported to cabinet on 17 January 2023, there was a New Build programme pre-construction budget of £307,840,082. Of this, the Ledbury Renewal scheme, including Phases 1 and 2, had an agreed total budget of £212,000,000.
139. This budget was reaffirmed most recently in Appendix C2: New Homes Programme of the Policy and Resources: Capital Monitoring Report 2024-25 and Southwark 2030 Strategic Alignment paper taken to Southwark's Cabinet in January 2025.
140. This budget is inclusive of GLA grant (estimated at £32.5m). In addition, 65 private sale units will be delivered through the two phases of The Scheme and can be used to support the council's future capital programme for its housing stock.

## **Expected Costs**

141. It is anticipated that the cost of acquiring the remaining 14 leasehold interests in the three towers and associated moving costs can be contained with the existing leaseholder purchase budget as outlined in paragraph 137. Should additional funding be needed for this specific purpose, it can be accommodated via resources available to the council's Housing Investment Programme, which is the programme for capital expenditure related to the council's housing stock.
142. As stated in paragraph 138, the full budget available for this scheme is £212,000,000, which accounts for the historic costs to date, the projected works costs, professional services and an appropriate contingency amount.
143. The cost to the council of delivering the works element of the entire Estate Regeneration (Phases 1 and 2) takes, as its starting point, the Contract

Sum Analysis<sup>4</sup> that was submitted by the Contractor at the time of tender. This gave a figure of £176,347,342.00, ("the Contract Sum") needed to complete the entire works (Phases 1 and 2).

144. Historic costs include instructed variations to the contract, chiefly relating to the design and implementation of the second stair core in Phase 1, this will need to be replicated for Phase 2, for the reasons set out in the following paragraphs.
145. The council tendered this contract at a time before regulations pertaining to the Building Safety Act 2022 and High-Risk Buildings were in force (see paragraphs 14 and 78 for further information about implications and the associated planning application in response). As well as on the A2 block (Phase 1), second stair cores will also be needed for blocks B4 and B1 (Phase 2).
146. The costs associated with the re-design and construction of second stair cores have been absorbed into the projection for the total scheme costs for Phase 1. Only the costs for redesign (linked to the S.73 application) have been factored in the current projections for Phase 2 (the Scheme). As such there will need to be an allowance for meeting the increased labour and materials costs associated with forming the second stair core in both B1 and B4 (Phase 2).
147. As such, there is a reasonably high chance that without mitigation measures the uplift in costs for the entire estate renewal would lead to the projected expenditure for the Scheme being in excess of the available budget.
148. The council has, however, considered this eventuality and implemented an ongoing review of all potential mitigation measures designed to control expenditure if a project overspend arises.
149. The council is confident that it can meet the financing requirements to acquire the properties and deliver the Scheme either with or without the use of a Compulsory Purchase Order. The council is confident that it can make the acquisitions within the statutory period following the operative date given the availability of budget to make acquisitions and mitigation measures should this budget fall short.

## **Legal Implications**

150. The report recommends that a compulsory purchase order is made under Section 226(1)(a) of the 1990 Act. The report of the Assistant Chief Executive Governance and Assurance below (paragraphs 158 to 161) sets out further details of legal implications of that recommendation.

## **Consultation**

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<sup>4</sup> A frequently used submission document for commissioning entities that are seeking to procure construction services. Additional information can be found here ([https://www.designingbuildings.co.uk/wiki/Contract\\_sum\\_analysis](https://www.designingbuildings.co.uk/wiki/Contract_sum_analysis))

151. The CPO Guidance explicitly notes the importance of early, regular, accessible and informative communications with those with land interests (and those feeling secondary effect such as private tenants of private landlords) that may be affected by a CPO.
152. As noted in the Cabinet Paper in December 2024, there has been extensive consultation with residents of the whole of the Ledbury estate, and particularly the four towers, in relation to renewal plans, both pre and post ballot. Positive engagement over several years is critical in the outcome of the successful ballot for estate renewal, with residents notably choosing full demolition of the four tower blocks and new build housing across two phases.
153. Consultation and engagement with residents are constant and currently utilises the following methods:
  - i Bi-monthly newsletter to all Ledbury residents, including those that used to reside in the four towers and have a right to return
  - ii A monthly Resident Design Group meeting with a cross-section of self-selecting residents all of whom either currently reside in the towers or have a right to return
  - iii Frequent bespoke letters, sent via post and, where available, email. These cover a range of issues; however, within 2024 and into 2025 many have been focused on CPO matters
  - iv A dedicated Southwark staff member for all acquisition queries
  - v Two dedicated Southwark staff members for all construction and new homes related queries (including allocations queries)
  - vi A dedicated onsite housing management team who are available on a 7 day a week basis to answer questions and queries from residents
  - vii Contractor newsletters
  - viii Information distribution to the estate T&RA and local ward councillors
  - ix A dedicated Ledbury Estate corporate webpage
154. Engagement with residents regarding the use of CPO powers by the acquiring authority has equally been varied and frequent with residents of Bromyard Tower initially receiving dedicated and frequent engagement within the process of seeking a CPO for leaseholder interests within that tower.
155. More recently as the council begins to move forward once again with the process of making a CPO it is engaging frequently with all temporary accommodation households, secure tenants and leaseholders and will continue to do so, particularly those 14 leaseholders that retain interests within the three towers.
156. Most recently, WSP Limited, land referencing surveyors, have been supporting the council in serving crucial information notices and ensuring that all those with relevant interests within the CPO demise are being kept well informed about the process and general progression of the CPO.
157. The council's approach, as acquiring authority, in respect of engagement in preparation for making a CPO is compliant with the current government

guidance. In relation to the section on requirements in paragraph 19 of the CPO Guidance:

- i a) – council officers have already written to residents on multiple occasions to outline the preparation for making and confirming a CPO. The council has outlined in correspondence to leaseholders what a CPO is, the expected timings associated with the council making and confirming a CPO and has explained that preparation for making a CPO will be progressed in tandem with continual efforts to make voluntary acquisitions.

An additional letter will be drafted and sent to all leaseholders after the decision set out in this report that seeks to outline in greater depth the process of making and confirming the CPO and how this may impact their household.

- ii b) – published guidance from the Royal Institute of Chartered Surveyors has been shared with residents. Additional guidance, including that from MHCLG will be shared by letter to all affected leaseholders.
- iii c) – A dedicated case manager for discussing voluntary acquisitions has been assigned and has communicated frequently with all leaseholders. This officer will be the key point of contact to discuss matters relating to the CPO. He will be supported by the Southwark Construction team. All these officers have sent their relevant contact details frequently to residents.
- iv d) – published guidance from the Royal Institute of Chartered Surveyors has been shared with residents. Additional guidance, including that from MHCLG will be shared by letter to all effected leaseholders. All such guidance outlines professional advice that can be sought by affected parties.

The council has always offered leaseholders equal compensation to that which residents would receive if their interest was acquired compulsorily. All leaseholders are aware of this. Valuations of leaseholders' homes within the towers are nearly all completed (save for those homes whereby owners are denying access). Leaseholders have the opportunity to get a second valuation opinion on their homes for which the acquiring authority will pay.

- v e) – all leaseholders, and those secure tenants who remained in the towers, have a pre-allocation within the Phase 1 homes, save for one leaseholder who has indicated they do not wish to take up their offer of a Phase 1 home.

With regard the temporary move from the towers as detailed in July 2024 Rehoming Notice – Update section, as set out in paragraphs 40 to 47, all leaseholders have been matched provisionally with a home to move to temporarily by housing management.

Leaseholders have also been made aware throughout the duration of the process that they are also able to exercise the offer of purchasing another home on shared equity (subject to financial appraisal) on other council owned stock that becomes available.

In addition, leaseholders who can't afford (subject to financial appraisal) to purchase even on a shared equity basis have the right to become social tenants again through that have the ability to move to another social tenancy through the various routes available to social tenants.

- vi f) – the acquiring authority is steadfastly committed to undertaking the process of making, confirming and if necessary, implementation the CPO as quickly as possible.

The acquiring authority has promoted several successful CPOs and has internal knowledge as to how to undertake the process, including making of the Order, successfully. It has also carefully considered the most appropriate enabling power to use.

- vii g) – a 'not before' date is being considered, as this could align with the phased delivery of the new homes, but it now needs to be balanced with the urgent health and safety risks identified and outlined in the July 2024 Rehoming Notice - Update section. If homes are vacated in line with the July 2024 notice, a 'not before' date would limit the council's opportunity to acquire the interests earlier. The residents have been notified that the council will have 3 years from confirmation to implement the CPO.
- viii h) – the council has already offered and incurred expense in meeting costs of the leaseholders in engaging in negotiation with the council regarding voluntary acquisitions and will continue to do so for all those with remaining interests.
- ix i) – all leaseholders have been able to appoint a surveyor to value their property on a 'no scheme' basis, this figure is agreed and an additional home loss payment (10% for resident Leaseholders and 7.5% for non-resident Leaseholders) is then added to this figure to provide the final compensation award offered to leaseholders.
- x j) – the council has already offered and incurred expense in meeting costs of the leaseholders associated with their movement to another property and will offer similar reimbursement to any leaseholders who are seeking to move to a home in Phase 1.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Assistant Chief Executive, Governance and Assurance (RS010/140835/KR)**

- 158. The acquisition of land through the use of compulsory purchase powers is a matter reserved to cabinet by virtue of part 3C of the council's constitution.

159. The purpose of this report is to seek cabinet's approval for the making of (and subject to confirmation) implementation of a CPO under section 226(1)(a) of the Town and Country Planning Act 1990.
160. A detailed summary of the legal powers available to the council in connection with the use of its CPO powers and the curbs on the use of those powers is set out in appendix 2 to this report, including the tests to be met under sections 226(1)(a) and 226(1A) of the 1990, among other legal requirements. The tests under those sections are also set out in the report.
161. Section 149 of the Equality Act 2010 sets out the duty on public bodies when taking decisions, to have due regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it; and foster good relations between those who share a relevant characteristic and those that do not share it. The report sets out how the council has had regard to these matters and will continue to do so throughout the process. Appendix 2 explains additionally how the human rights of those affected by the CPO will be considered, and how the effects of the CPO will be mitigated to minimise the adverse impacts on affected parties.

#### **Strategic Director, Resources (H&M 24/063)**

162. The strategic director of finance notes the current position in relation to the delivery of new homes at Phase 2 of the Ledbury Estate Renewal Scheme and the recommendation for cabinet to agree in principle for the council to use its compulsory purchase powers under Section 226(1)(a) of the Town and Country Planning Act 1990 to enable the redevelopment of the Ledbury Estate to progress. There are no financial implications arising directly from the recommendations made in this report. Provision exists within the overall budget for this project to acquire leasehold properties, and should it prove necessary, it is anticipated that the costs associated with any CPO will be met from the existing project budget.

#### **Director, Planning and Growth**

163. The head of property notes the current position and supports the recommendation to cabinet to agree for the council to use its compulsory purchase powers if required.
164. These powers are an important mechanism to ensure that the proposed redevelopment can be brought forward and whilst they should be used as a last resort, should all reasonable endeavours to reach an appropriate agreement with leaseholders and those with any other rights fail, it is essential that CPO is available to support the redevelopment.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Cabinet Report: Ledbury Estate Towers - Future redevelopment update (December 2021)	<a href="https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50027427">https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50027427</a>	Southwark Construction
Cabinet Report: Approval to delegate Gateway 2 - Contract Award Approval Main contractor for the Ledbury Estate redevelopment (March 2023)	<a href="https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50029639">https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50029639</a>	Southwark Construction
Cabinet Report: Policy and Resources Strategy 2023-24 to 2025-26 update	<a href="https://moderngov.southwark.gov.uk/documents/s111355/Report%20Policy%20and%20Resources%20Strategy%202023-24%20to%202025-26%20update.pdf">https://moderngov.southwark.gov.uk/documents/s111355/Report%20Policy%20and%20Resources%20Strategy%202023-24%20to%202025-26%20update.pdf</a>	Southwark Construction
Cabinet Report: Bromyard House, Ledbury Estate Compulsory Purchase Order (January 2022)	<a href="https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50027973">https://moderngov.southwark.gov.uk/mglIssueHistoryHome.aspx?Ild=50027973</a>	Southwark Construction
Cabinet Report: Ledbury Estate Compulsory Purchase Order	<a href="https://moderngov.southwark.gov.uk/documents/s123645/Report%20Ledbury%20Estate%20CPO.pdf">https://moderngov.southwark.gov.uk/documents/s123645/Report%20Ledbury%20Estate%20CPO.pdf</a>	Southwark Construction
Fairer, Greener, Safer Southwark's Council Delivery Plan	<a href="https://www.southwark.gov.uk/sites/default/files/2024-09/Fairer%2C%20Greener%2C%20Safer%20Delivery%20Plan%202022%20to%202026.pdf">https://www.southwark.gov.uk/sites/default/files/2024-09/Fairer%2C%20Greener%2C%20Safer%20Delivery%20Plan%202022%20to%202026.pdf</a>	Contact the Governance & Assurance Department
The Southwark Plan 2019 – 2036	<a href="https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/southwark-plan-2022">https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/southwark-plan-2022</a>	Contact the Environment Neighbourhoods & Growth Department
Draft Old Kent Road AAP	<a href="https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/old-kent-road-4">https://www.southwark.gov.uk/planning-environment-and-building-control/planning/planning-policy-and-guidance/old-kent-road-4</a>	Contact the Environment Neighbourhoods & Growth Department
Cabinet Report: Ledbury Estate Towers - Ledbury Towers Residents' Ballot   Appendix 1: Ledbury Offer Document (February 2021)	<a href="https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?Id=7281">https://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?Id=7281</a>	Report Author or Housing Department



Background Papers	Held At	Contact
Equalities Impact Assessment V2 (Documented Submitted as part of Planning Submission)	Search for '22/AP/0554' on the Southwark planning portal <a href="https://planning.southwark.gov.uk/online-applications/">https://planning.southwark.gov.uk/online-applications/</a>  Search for report name in documents tab	Contact the Environment Neighbourhoods & Growth Department
Appendix C2: New Homes Programme of the Policy and Resources: Capital Monitoring Report 2024-25 and Southwark 2030 Strategic Alignment	<a href="https://moderngov.southwark.gov.uk/documents/s124107/Appendix%20C2%20New%20Homes%20Programme.pdf">https://moderngov.southwark.gov.uk/documents/s124107/Appendix%20C2%20New%20Homes%20Programme.pdf</a>	Report Author of Main Cabinet paper
Guidance on the compulsory purchase process	<a href="https://www.gov.uk/government/publications/compulsory-purchase-process-guidance/guidance-on-the-compulsory-purchase-process">https://www.gov.uk/government/publications/compulsory-purchase-process-guidance/guidance-on-the-compulsory-purchase-process</a>	The Ministry of Housing, Communities & Local Government

## APPENDICES

No.	Title
Appendix 1	Red Line Boundary of CPO Area (Land Plan)
Appendix 2	Ledbury Estate Phase 2 CPO Procedural and Legal matters
Appendix 3	Equalities Impact Needs Assessment
Appendix 4	Draft Statement of Reasons (on closed agenda)

**AUDIT TRAIL**

Cabinet Member	Councillor Helen Dennis - New Homes & Sustainable Development		
Lead Officer	Stuart Davis, Managing Director of Southwark Construction		
Report Author	Alex Talbot, Project Manager		
Version	Final		
Dated	26 February 2025		
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, Resources		Yes	Yes
Assistant Director of Property		Yes	Yes
Cabinet Member		Yes	Yes
Date final report sent to Constitutional Team			28 February 2025

<b>Meeting Name:</b>	Cabinet
<b>Date:</b>	11 March 2025
<b>Report title:</b>	Report of the Overview and Scrutiny Committee: Recommendations arising from scrutiny of Consort Estate Major Works, SE15, Charges to Leaseholders
<b>Lead Member:</b>	Councillor Ian Wingfield, Chair of Overview and Scrutiny Committee
<b>Ward(s) or groups affected:</b>	Leaseholders
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	N/a

## RECOMMENDATIONS

1. That the cabinet notes the recommendations of the Overview and Scrutiny Committee as set out at paragraph 5 of the report.
2. That the cabinet considers the recommendations from the committee and requests that the relevant cabinet member reports back to cabinet on the recommendations within eight weeks.

## BACKGROUND INFORMATION

3. At its meeting held on 4 November 2024, the overview and scrutiny committee received a report on Consort Estate, SE15 Major Works – Charges to Leaseholders. The committee heard from representatives of the Consort Estate Tenants and Residents Association in relation to leaseholder service charges and section 20 notices. The committee also heard from local ward Councillor Esme Dobson on the matter.
4. Following hearing from the residents, local ward councillor, and discussion, the committee agreed a number of recommendations for consideration by the cabinet member for Council Homes. The cabinet member has subsequently asked for the recommendations to be considered by cabinet.

## KEY ISSUES FOR CONSIDERATION

### Recommendations of the overview and scrutiny committee

5. The overview and scrutiny committee agreed the following:
  1. That the cabinet member for Council Homes be recommended to:
    - 1) Strengthen the Council's in house Quantity Surveyor function and

skills to scrutinise estimates provided by contractors.

- 2) Change the way the admin fee is calculated on contracts in order to remove the possible incentivisation of large contracts.
  - 3) Review and strengthen communications and cross-department working to improve the services provided by the Homeownership Team and to fulfil a 'whole council approach' to housing. This should include but not be limited to:
    - Including a covering letter to leaseholders with annual service charges with clear explanations if there is a large difference between estimates and actuals;
    - Engaging with Tenants and Residents Associations much earlier when major works are being planned;
    - Developing website functionality to enable leaseholders to automatically download service charge breakdowns from their MySouthwark account;
    - Developing a standard FAQ document about major works which is sent out with all Section 20 notices as well as clearer information about payment options and external advice services.
  - 4) Introduce an automatic option of being able to pay over six months where the difference between estimates and actuals is above a certain percentage of the estimated service charge.
  - 5) Pilot working with solicitors and estate agents to provide far greater clarity on the realities of leaseholder responsibilities and future costs.
  - 6) Strengthen the whistleblowing system within the Council.
  - 7) Introduce fully itemised billing in final service charge invoices to leaseholders.
6. In addition, the committee agreed the following:
2. That an item be added to the overview and scrutiny committee work programme on the transparency of Leaseholder costs.
  3. That an update report be received by the overview and scrutiny committee in January 2025.

### **Rationale for recommendations**

7. In agreeing the recommendations, the committee had regard to the comments, representation and discussion at the meeting, in particular, the reporting that:
  - (Recommendation 1) The estimate had not been checked properly. Leaseholders had been vocal, but the council was paying 90% of the bill, which would have to come from the HRA which was already in deficit.

- (Recommendation 2) The admin fee on the contract should be noted and questioned.
  - (Recommendation 3) Consort Estate had several known problems (gas consumption/overheating, pest control, waste management, anti-social behaviour), and the major works would not be addressing any of those issues which were important to residents. Section 20 notices for major works issued to leaseholders, along with actuals from service charge estimates increased service charges from £3,000 to £5,000 around the same period. These issues were covered by three different services in the housing department, who were not really seeing how the culmination of these issues were being received by the tenants/residents. It was felt that there had been a lack of a 'whole council approach'.
  - (Recommendation 4) – There should be an introduction of a policy whereby leaseholders were automatically given the opportunity to pay service charges over a six-month period where there was a significant increase from the estimate to the actual service charge.
  - (Recommendation 5) Working with solicitors and estate agents – There were quite a few leaseholders who had purchased their properties recently, and it seemed that solicitors were not making purchasers aware of the terms of the lease and major works. It was felt important that the council work with solicitors to make sure that purchasers at the point of buying a property were aware of the likelihood of major works, and the implications.
  - (Recommendation 6) - Strengthening the whistle blowing system – There were officers in the council concerned about waste that goes on within the council. An example was given of a situation where an officer had raised concern about a particular matter three times with a senior officer and nothing had been done about it. It was felt that the whistle blowing service should be anonymous and that there were off the shelf IT packages that could be purchased, which would improve the process. It was suggested that an anonymous whistle blowing service be introduced for both the housing department and social care.
8. It is for the cabinet to decide whether or not to accept the overview and scrutiny committee recommendations.
  9. Overview and scrutiny procedure rule 15.3 requires cabinet to consider and provide a written response to the report within two months.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Overview and Scrutiny Committee Agenda and Minutes – 4 November 2024		
Link: <a href="#">Agenda for Overview &amp; Scrutiny Committee on Monday 4 November 2024, 7.00 pm - Southwark Council</a> (see item 6)		

## APPENDICES

No.	Title
None	

## AUDIT TRAIL

<b>Lead Member</b>	Councillor Ian Wingfield, Chair of Overview and Scrutiny Committee		
<b>Lead Officer</b>	Doreen Forrester-Brown, Assistant Chief Executive		
<b>Report Author</b>	Everton Roberts, Head of Scrutiny		
<b>Version</b>	Final		
<b>Dated</b>	26 February 2025		
<b>Key Decision?</b>	No		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments Included</b>	
Assistant Chief Executive, Governance and Assurance	No	No	
Strategic Director, Finance	No	No	
<b>Cabinet Member</b>	No	No	
<b>Date final report sent to Constitutional Team</b>		26 February 2025	

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**MUNICIPAL YEAR 2024-25**

Original held by Constitutional Team; all amendments/queries to [Paula.thornton@southwark.gov.uk](mailto:Paula.thornton@southwark.gov.uk)

Name	No of copies	Name	No of copies
<b>Members (paper copies)</b>		<b>Officers (paper copies)</b>	
Kieron Williams	1	Althea Loderick	1
Jasmine Ali	1	Clive Palfreyman	1
Natasha Ennin	1	David Quirke-Thornton	1
		Toni Ainge	1
		Hakeem Osinaike	1
		Darren Summers	1
<b><u>Members - ELECTRONIC VERSIONS (NO HARD COPY)</u></b>			
Evelyn Akoto		Doreen Forrester-Brown	1
John Batteson		Rhona Cadenhead	1
Stephanie Cryan		<b>Officers</b>	
Helen Dennis			
James McAsh		Sarah Feasey	1
Sarah King			
Portia Mwangangye			
Ian Wingfield		Paula Thornton, Constitutional Officer	5
Irina Von Wiese			
Suzanne Abachor			
Victor Chamberlain		<b>Total:</b> 19	
Ellie Cumbo		<b>Dated:</b> 15 January 2025	
Jon Hartley			
Laura Johnson			
Sunny Lambe			
Margy Newens			
Bethan Roberts			
Chloe Tomlinson			